



**PHILIPPINE PLAN FOR  
GENDER-RESPONSIVE  
DEVELOPMENT  
1995-2025**

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MALACANANG  
MANILA

BY THE PRESIDENT OF THE PHILIPPINES

## **EXECUTIVE ORDER NO. 273**

### **APPROVING AND ADOPTING THE PHILIPPINE PLAN FOR GENDER-RESPONSIVE DEVELOPMENT, 1995 TO 2025**

WHEREAS, pursuant to Section 14, Article II of the Constitution that provides "The State recognizes the role of women in nation-building, and shall ensure the fundamental equality before the law of women and men," Executive Order No. 348, series of 1989; approving and adopting the "Philippine Development Plan for Women (PDPW) for 1989-1992" was promulgated;

WHEREAS, the passage of Republic Act No. 7192 otherwise known as the "Women in Development and Nation-Building Act" on February 12, 1992 and the expiration of the PDPW time frame in the same year, calls for a successor plan that shall address and provide direction for mainstreaming gender concerns in development;

WHEREAS, the National Plan for Women shall serve as the main vehicle for implementing in the Philippines the action commitments during the Fourth World Conference on Women in Beijing, China;

WHEREAS, through the concerted efforts of various government agencies and non-governmental organizations, a plan has been formulated for the purpose;

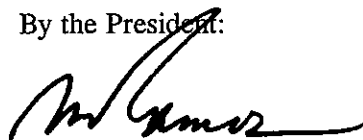
NOW, THEREFORE, I, FIDEL V. RAMOS, President of the Philippines, by virtue of the powers vested in me by law, do hereby approve and adopt the "Philippine Plan for Gender-Responsive Development, 1995-2025," hereinafter referred to as the Plan, and order that:

1. All government agencies, departments, bureaus, offices, and instrumentalities, including government-owned and -controlled corporations, at the national, subnational and local levels, are directed:
  - 1.1 To take appropriate steps to ensure the full implementation of the policies/strategies and programs/projects outlined in the Plan;

4. In view of the Plan's long-term goal of fully integrating GAD concerns into the whole development process, the mainstreaming of GAD in various government agencies shall be the responsibility of the heads of concerned agencies and their respective offices, with the assistance of their Women in Development (WID)/GAD Focal Points, if any, to ensure institutionalization thereof.
5. The initial amount necessary for the implementation of the Plan shall be charged against the appropriations of government agencies authorized to be set aside for the purpose under Republic Act No. 7845, including those sourced from bilateral/multilateral agencies/organizations or those from the official development assistance (ODA) pursuant to Republic Act No. 7192. Thereafter, budgetary requirements for the succeeding years shall be incorporated in General Appropriations Bills to be submitted to the Congress.
6. This Executive Order shall take effect immediately.

Done in the City of Manila, this 8th day of September, in the year of Our Lord, nineteen hundred and ninety-five.

By the President:



**FIDEL V. RAMOS**

*President*

*Republic of the Philippines*

1.2 To institutionalize Gender and Development (GAD) efforts in government by incorporating GAD concerns, as spelled out in the Plan, in their planning, programming and budgeting processes, but more specifically to:

1.2.1 Include/incorporate GAD concerns in the:

- (a) formulation, assessment and updating of their annual agency plans;
- (b) formulation, assessment and updating of their inputs to the medium/long-term development plans; and
- (c) preparation of their inputs to sectoral performance assessment-reports, public investment plans and other similar documents.

1.2.2 Incorporate and reflect GAD concerns in their:

- (a) agency performance commitment contracts indicating key result areas for GAD as well as in their annual performance report to the President; and
- (b) annual agency budget proposals and work and financial plans.

2. The National Commission on the Role of Filipino Women (NCRFW), in coordination with the National Economic and Development Authority (NEDA), shall:

- 2.1 Monitor the implementation of the Plan by various government agencies; and
- 2.2. Conduct the periodic assessment and updating of the Plan every six years or upon every change in national leadership.

In pursuance of the foregoing, the NCRFW may call upon the assistance of any government agency or instrumentality, including government-owned and -controlled corporations as well as existing inter-agency structures, as maybe necessary. Non-governmental organizations and private entities are urged to assist and support in the implementation, monitoring, assessment and updating of the Plan.

3. The NCRFW is hereby authorized, in consultation with the President and concerned government agencies, to issue orders, circulars or guidelines, as may be necessary, for the implementation, coordination, monitoring, assessment and updating of the Plan, as well as in the implementation of the provisions of this Executive Order. For these purposes, the NCRFW may constitute appropriate inter-agency committees.

# FOREWORD


During the final public consultation among non-government organizations (NGOs) and government agencies prior to the approval of the Philippine Plan for Gender-Responsive Development (PPGD), 1995-2025, there was an overwhelming expression of appreciation for the breathtaking vision for gender and development for the country. I like to repeat here what Sr. Mary Tarcila Abaño said during the same consultation: "My appreciation of the PPGD can be likened to one visioning a dream house, and starting the process by laying down the whole building plan and painstakingly constructing it section by section, as compared to building a nipa house and then when ready for a bigger house, needing to demolish the nipa house first in order to start a new one."

The PPGD is a plan that will evolve through the years depending upon breakthroughs that are achieved and obstacles that emerge. In the final analysis, a plan is only as good as its implementation and implementation is only as good as the will, the resources, and the people who choose to undertake the plan in its concrete form. Each of us has a critical role to play in ensuring that the PPGD's vision for gender equality will be attained.

As policy makers and leaders, we can raise gender issues and concerns in high level, mainstream discussions; as planners and program implementors, we can incorporate the gender perspective in all phases of policy and program development work; as women, we can get together with other women to help us break barriers that constrain us from pursuing our full potential; as men, we can advocate for change and we can start by sharing in family responsibilities and domestic concerns including child care; as NGO, we can continue to empower the women we get in contact with, train girls and women in non-traditional skills and sustain information campaigns on women's rights; as part of the private sector, we can be an equal opportunity employer by giving equal opportunities to women in terms of employment, training and promotion to more challenging jobs and assignments.

Along the same vein, I would like to reiterate that the PPGD will remain a mere document unless it gets fully implemented by all concerned. It is in this light that we are calling on all government line departments and agencies to make use of a provision of recently signed Executive Order No. 273 which identifies official fund sources for the purpose of implementing the PPGD. Without resources, no serious implementation could take place and the 30-year Plan may not be able to create a dent in the pursuit for full equality and development for women and men.

There is reason for us to be happy and hopeful. Compared to the time that the National Commission on the Role of Filipino Women (NCRFW) was coordinating the formulation of the Philippine Development Plan for Women, (PDPW) 1989-1992 way back in 1988, the PPGD was completed with us having so much more allies and advocates from among the women and men who indicated their unwavering support to the Plan not only during the consultations but also during its approval process. Such indication of increasing awareness and commitment for a more gender-responsive development process among technical and policy makers in government augurs well for serious and concrete implementation. Mabuhay!



**IMELDA M. NICOLAS**

*Chairperson*  
NCRFW

# PREFACE

The Philippine Plan for Gender-Responsive Development (PPGD), 1995-2025, is the latest in a series of government initiatives meant to give Filipino women a more active and participatory role in the development process. It is the Philippine government's 30-year perspective framework for pursuing full equality and development for women and men, in compliance with Republic Act No. 7192, the Women in Development and Nation-Building Act and the Constitutional provision on gender equality (Art. II, Section 14).

The PPGD takes over where the Philippine Development Plan for Women, 1989-1992 (PDPW) left off after its mandate expired. Although well intentioned, the four-year development plan barely had time to take root before its time was up. And yet, much advocacy and groundwork have already been done such that to discontinue the momentum would mean a step backward, throwing away all the time, staff work and resources expended these past six years. The better alternative is to see the PDPW efforts through with a sequel development plan: the PPGD.

It took a long debate among gender and development (GAD) advocates and government planners before a decision was reached favoring the preparation of a separate development plan over integrating GAD in the Medium-Term Philippine Development Plan (MTPDP). It was realized that with the low level of consciousness in the government bureaucracy, a separate plan would be more appropriate for advocacy and action. A separate plan would also address the need for conscious, well-planned and well-organized strategies that will put women squarely in the development agenda and process. And this is what the PPGD is all about.

Next came the debate whether to formulate a long-term or a medium-term plan. After much deliberations, it was decided that the successor plan will have a longer time frame so that gender-fair policies and strategies can take root and flourish despite the barriers posed by traditional attitudes and stereotyping. Thus, the PPGD's 30-year time frame will ensure that there is enough time to wear down resistance, reshape policies and carve out a culture where gender issues become mainstream issues.

To ensure its relevance in the years to come, the PPGD is intended to be a "rolling plan" that will be updated every six years. In addition, the PPGD's section on Development Framework helps make it relevant amidst the changing times. Possible scenarios and trends that could affect the PPGD's vision for the future are taken into account. A thorough analysis of the roles of women and men in the whole development process is also provided.

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# COMMON ABBREVIATIONS

## Agencies, Institutions and Organizations

ADB	Asian Development Bank
AFP	Armed Forces of the Philippines
AIDAB	Australian International Development Assistance
ALTAS	Marcos Loyalist Forces
ARVO	Agrarian Reform Volunteer Organization
ASEAN	Association of Southeast Asian Nations
ATI	Agricultural Training Institute
ATTCC	Accelerated Teacher Training for Cultural Committees
BALA	Bureau of Agrarian Legal Assistance
BARBD	Bureau of Agrarian Reform Beneficiaries Development
BARC	Barangay Agrarian Reform Committee
BARIE	Bureau of Agrarian Reform Information and Education
BAS	Bureau of Agricultural Statistics
BID	Bureau of Immigration and Deportation
BJMP	Bureau of Jail Management and Penology
BLA	Bureau of Land Acquisition
BLE	Bureau of Local Employment
BLES	Bureau of Labor and Employment Statistics
BOC	Bureau of Corrections
BSMBD	Bureau of Small and Medium Business Development
BUKAS	Bukluran para sa Kalusugan ng Sambayanan
BWYW	Bureau of Women and Young Workers
CAP	Concerned Artists of the Philippines
CAPWIP	Center for Asia-Pacific Women in Politics
CCP	Cultural Center of the Philippines
CFO	Commission on Filipinos Overseas
CFP	Coalition for Peace
CIDA	Canadian International Development Agency
CIRDA	Circulo de Abogadas
CIW	Correctional Institution for Women
CMFR	Center for Media Freedom and Responsibility
COW	Center for Overseas Workers
COWID	Committee on Women in Development
CPP	Communist Party of the Philippines
CRTS	Congressional Research and Training Services
CSC	Civil Service Commission
CWERC	Cordillera Women's Education and Resource Center
CWR	Center for Women's Resources
DA	Department of Agriculture

DAP	Development Academy of the Philippines
DAR	Department of Agrarian Reform
DARLA	Department of Agrarian Reform Ladies Association
DBM	Department of Budget and Management
DBP	Development Bank of the Philippines
DECS	Department of Education, Culture and Sports
DELSILIFE	Development of Learning System for the Improvement of Life
DENR	Department of Environment and Natural Resources
DFA	Department of Foreign Affairs
DILG	Department of Interior and Local Government
DND	Department of National Defense
DOH	Department of Health
DOJ	Department of Justice
DOLE	Department of Labor and Employment
DOT	Department of Tourism
DOTC	Department of Transportation and Communications
DPWH	Department of Public Works and Highways
DSWD	Department of Social Welfare and Development
DTI	Department of Trade and Industry
EEC	European Economic Community
FAO	Food and Agricultural Organization
FNRI	Food and Nutrition Research Institute
FOG	Field Operations Group
FRG-KFW	Federal Republic of Germany Kreditanstalt für Wiederaufbau
FSC	Filipino Social Center/s
FWDC	Filipino Workers Development Center/s
GABRIELA	General Assembly Binding Women for Reform, Integrity, Equality, Leadership and Action
GSIS	Government Service Insurance System
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
HAIN	Health Action Information Network
HASIK	Harnessing Self-Reliant Initiatives and Knowledge, Inc.
HDMF	Home Development Mutual Fund
HIGC	Home Insurance Guaranty Corporation
HLURB	Housing and Land Use Regulatory Board
HUDCC	Housing and Urban Development Coordinating Council
ILO	International Labour Organization
ILS	Institute of Labor Studies
IMF	International Monetary Fund
ISSA	Institute for Social Studies and Action
ITN	International Training Network
JICA	Japan International Cooperation Agency
KABAPA	Katipunan ng Bagong Pilipina
KAIBA	Kababaihan para sa Inang Bayan
KALAKASAN	Kababaihan Laban sa Karahasan
KAMALAPINA	Kalipunan ng Malayang Pilipina

KAMMPI	Kapisanan ng Manggagawa sa Media ng Pilipinas
KASAKALIKASAN	Kasaganaan sa Sakahan at Kalikasan
KBP	Kapisanan ng mga Brodkaster sa Pilipinas
LAW	Legislative Advocates for Women
LBP	Land Bank of the Philippines
LDA	Laguna Lake Development Authority
LRA	Land Registration Authority
LRMC	Land Resource Management Council
LWUA	Local Water Utilities Administration
MNLF	Moro National Liberation Front
MTRCB	Movie and Television Review and Classification Board
NACWO	National Accreditation Committees of Women's Organization
NAFTA	North American Free Trade Area
NAIA	Ninoy Aquino International Airport
NAPROS	National Prosecution Service
NIA	National Irrigation Administration
NBI	National Bureau of Investigation
NCCA	National Commission of Culture and the Arts
NCRFW	National Commission on the Role of Filipino Women
NCWP	National Council of Women in the Philippines
NDCC	National Disaster Coordinating Council
NDF	National Democratic Front
NEDA	National Economic and Development Authority
NFWC	National Federation of Women's Club
NHA	National Housing Authority
NHMFC	National Home Mortgage Finance Corporation
NMYC	National Manpower and Youth Council
NPS	National Prosecution Service
NSCB	National Statistics Coordinating Board
NSO	National Statistics Office
NTC	National Telecommunications Company
NTO	National Tourism Organization
NUC	National Unification Commission
NPA	New People's Army
NORFIL	Norfil Foundation, Inc.
OMA	Office of Muslim Affairs
ONCC	Office for Northern Cultural Communities
OPAPP	Office of the Presidential Adviser on the Peace Process
OPS	Office of the Press Secretary
OSCC	Office for Southern Cultural Communities
OWWA	Overseas Workers' Welfare Administration
PAME	Philippine Association of Media Educators
PANA	Philippine Association of National Advertisers
PARC	Presidential Agrarian Reform Council
PARCCOM	Provincial Agrarian Reform Coordinating Committee
PAS	Public Affairs Staff
PATAMABA	Pambansang Tagapag-ugnay ng mga Manggagawa sa Bahay

PCHR	Philippine Commission on Human Rights
PCHRD	Philippine Council for Health Research & Development
PCIJ	Philippine Center for Investigative Journalism
PCS	Philippine Communication Society
PDMS	Project Development and Management Service
PEAN	Philippine Environmental Action Network
PERLAS	Pilipinas for Education, Research, Law Reform, Advocacy and Service
PETA	Philippine Educational Theater Association
PhilMuslima	Philippine Muslim Women's Association
PIA	Philippine Information Agency
PIC	People in Communication
PCIT	Provincial CARP Implementing Team
PMA	Philippine Military Academy
PMWA	Philippine Medical Women's Association
PNB	Philippine National Bank
PNP	Philippine National Police
POEA	Philippine Overseas Employment Administration
POLO	Philippine Overseas Labor Office
POLOS	Philippine Overseas Labor Officers Corps
POPCOM	Population Commission
POWER	Philippine Organization of Women Elected Representatives
PPI	Philippine Press Institute
PSRC	Philippine Survey and Research Company
PSRS	Policy Strategic Research Service
PWU	Philippine Women's University
RAM-SFP-YOU	Rebolusyonaryong Alyansang Makabansa - Kawal ng Sambayanang Pilipino - Young Officers Union
REPROEM	Returning Overseas Contract Workers through Entrepreneurship Mediation
RIC	Rural Improvement Club
SALIGAN	Sentro ng Alternatibong Lingap Panlegal
SCS	Special Concerns Service
SIBOL	Samasamang Inisyatiba ng Kababaihan sa Pagbabago ng Batas at Lipunan
SPAG	Southern Philippines Autonomous Group
SPEED	Special Pact for Empowered Economic Development
SSS	Social Security System
STOP	Stop Trafficking of Pilipinas
TLRC	Techonology and Livelihood Resource Center
TW-MAE-W	Third World Movement Against the Exploitation of Women
UKP	Ugnayan ng Kababaihan sa Pulitika
UN	United Nations
UN-CEDAW	United Nations Convention on the Elimination of All Forms of Discrimination Against Women
UNFPA	United Nations Population Fund
UNIFEM	United Nations Fund for Women

UPCSWCD-REDO	UP College of Social Work and Community Development -Research and Extension Development Office
USAID	United States Agency for International Development
VRB	Videogram Regulatory Board
WAGAS	Women Advancing Government Action for Shelter
WAND	Women's Action Network for Development
WASP	Women's Association of Scientists in the Philippines
WCC	Women's Crisis Center
WCIRAC	Women and Children Internal Refugee Assistance Center
WDTI	Women and Development Technology Institute
WEDPRO	Women's Education, Development, Productivity and Research Organization
WHCF	Women's Health Care Foundation
WHMP	Women's Health Movement of the Philippines
WIAPI	Women Inventors Association of the Philippines, Inc.
WINTECH	Women Investors, Technologies and Scientists Techno Fair and Bazaar
WICCA	Women Involved in Creating Cultural Alternative
WILOCI	Women Lawyer's Circle
WINT	Women in Non-Traditional Trades
WISTDF	Women in Science & Technology Development Foundation, Inc.
WRRC	Women's Resource and Research Center
WSAP	Women's Studies Association of the Philippines
WSRC	Women's Studies and Resource Center
WSTDF	Women in Science and Technology Development Foundation
WTO	World Trade Organization

## OTHER TERMS

ABCS	Area-Based Child Survival and Development
AIDS	Acquired Immuno Deficiency Syndrome
ARCOD	Agrarian Reform Community Organization and Development
AR	Agrarian Reform
AV	Audio-visual
CARP	Comprehensive Agrarian Reform Program
CBA	Collective Bargaining Agreement
CBMIS	Computer-Based Management Information System
CBR	Crude Birth Rate
CDR	Crude Death Rate
CENRO	Community Environment and Natural Resources Officer
CHIME	Child Health Intervention and Medical Evaluation
CISD	Critical Incident Stress Debriefing
CLOA	Certificate of Land Ownership Agreement
CMR	Child Mortality Rate

CPR	Contraceptive Prevalence Rate
CPW	Country Program for Women
CSC	Certificate of Stewardship Contract
DILP	DOLE Integrated Livelihood Program
DV	Domestic Violence
ECCD	Early Child Care Development
ECOPISS	Economic and Physical Infrastructure Support System
ENR	Environment and Natural Resources
EO	Executive Order
EP	Emancipation Patent
EPZ	Export Processing Zone
EQUADS	Equality Advocates
ESP	Entrepreneur Support Project
FAITH	Food Always in the Home
FCDEP	Farmers Cooperative Exchange Program
FFL	Female Functional Literacy
FP	Focal Point
GAD	Gender and Development
GATT	General Agreement on Tariffs and Trade
GDL	Gender Division of Labor
GDP	Gross Domestic Product
GNP	Gross National Product
GO	Government Organization
GPEP	Grains Production Enhancement Program
GPNP	Government Peace Negotiating Panel
GST	Gender Sensitivity Training
HAVEN	Hospital Assisted Crisis-Intervention for Women
HGS	Handy Guide Series
HIV	Human Immuno-Deficiency Virus
HRD	Human Resource Development
IAC	Inter-Agency Committee
IAGAC	Inter-Agency Gender Advisory Council
IA-TWG	Inter-Agency Technical Working Group
ICCs	Indigenous Cultural Communities
IEC	Information, Education and Communication
IGP	Income-Generating Project
IMR	Infant Mortality Rate
IRR	Implementing Rules and Regulations
ISFP	Integrated Social Forestry Program
KRA	Key Result Area
LC	Leasehold Contract
LDC	Local Development Council
LGC	Local Government Code
LGU	Local Government Unit
LRT	Light Rail Transit
LTI	Land Tenure Improvement
MCH	Maternal and Child Health
MIS	Management Information Service
MMR	Maternal Mortality Rate

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MSPA	Multi-Sectoral Peace Advocates
MTADP	Medium-Term Agricultural Development Plan
MTLDP	Medium-Term Livestock Development Program
MTPDP	Medium-Term Philippine Development Plan
NCR	National Capital Region
NFE	Non-Formal Education
NGA	National Government Agency
NGO	Non-Government Organization
NIC	Newly Industrializing Country
NIDL	New International Division of Labor
NPC	National Peace Conference
NPT	National Project Team
OCW	Overseas Contract Worker
ODA	Official Development Assistance
PBP	Program Beneficiary Development
PD	Presidential Decree
PDPW	Philippine Development Plan for Women
PENRO	Provincial Environment and Natural Resources Officer
PEO	Pre-Employment Orientation
PG	Project Group
PIC	People in Communication
PCIT	Provincial CARP Implementing Team
POs	People's Organizations
PPGD	Philippine Plan for Gender-Responsive Development
PTTC	Philippine Trade Training Center
PRESEED	Promotion of Rural Employment Through Self-employment and Enterprenuership Development
PSDP	Philippine Statistical Development Plan
PSSD	Philippine Strategy for Sustainable Development
PSU	Public Sector Unionism
PWA	People/Persons with AIDS
RA	Republic Act
R&D	Research and Development
RDC	Regional Development Council
RED	Regional Executive Director
RPC	Revised Penal Code
RPMES	Regional Project Monitoring Evaluation System
RTC	Regional Trial Court
RTD	Regional Technical Director
RTI	Reproductive Tract Infection
SB	Senate Bill
SEA	Self-Employment Assistance
SH	Sexual Harassment
SOP	Standard Operating Procedure
SRA	Social Reform Agenda
S&T	Science and Technology
STD	Sexually Transmitted Disease
SW/CD	Social Work/Community Development

**XX COMMON ABBREVIATIONS**

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<b>SWCDIS</b>	<b>Social Welfare and Community Development Indicator System</b>
<b>TDA</b>	<b>Tourism Development Area</b>
<b>TFR</b>	<b>Total Fertility Rate</b>
<b>TNA</b>	<b>Training Needs Assessment</b>
<b>TST/NGO-MCP</b>	<b>Tulong sa Tao - NGO Micro-Credit Program</b>
<b>TWCW</b>	<b>Technical Working Committee on Women</b>
<b>VAW</b>	<b>Violence Against Women</b>
<b>WIN</b>	<b>Women in Nation-Building</b>
<b>WPSBP</b>	<b>Witness Protection, Security and Benefits Program</b>

## **Part One**

# **THE DEVELOPMENT FRAMEWORK**

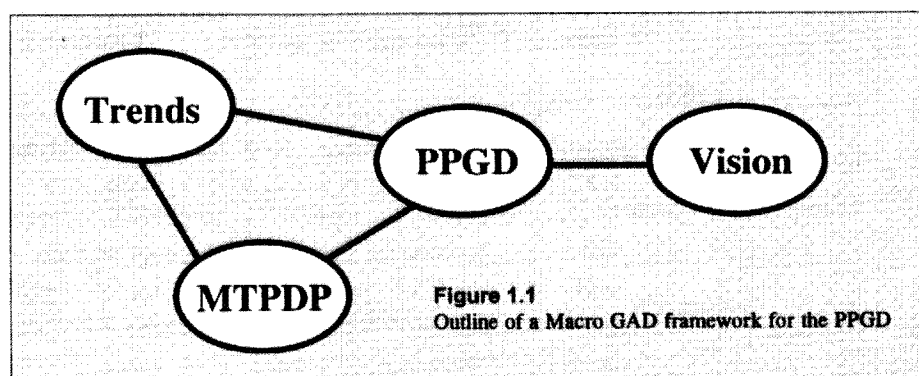
Part One situates the Plan in the overall development efforts of the country. It takes into account possible scenarios and trends at the macro level, which could affect the Plan's vision of the future. It further considers strategies for development vis-a-vis the Plan's goals and future possibilities and presents the Plan's vision of the future and how to get there.

This section also presents a thorough analysis of the roles of women and men including the social, political and economic processes that shape them. It provides an assessment of past developments on WID/GAD and discusses remaining problems and challenges as well. Towards the end, the basic goals, strategies and policies at various levels, which need to be pursued during the Plan period, are summarized.

## FRAMING THE MACRO CONTEXT FOR THE PPGD

The *Philippine Plan for Gender-Responsive Development (PPGD)* rests on a vision of development that is equitable, sustainable, free from violence, respectful of human rights, supportive of self-determination and the actualization of human potentials, and participatory and empowering. It places people at the center and aims to make development work for all groups. However, it recognizes that discrimination exists on the basis of gender, class and ethnicity. In the light of historical gender inequalities and inequities, it puts greater emphasis on women as a disadvantaged group.

A perspective plan for the next three decades should take into account not only the present reality but also future prospects and possibilities (Figure 1.1). Chief among these are: population growth and the creation of megacities; globalization of markets, tastes or investments; advances in technology, shifts in investments and the attendant division of labor; and the rise of social movements. Arrayed against these are the erosion of biodiversity as a result of a development that has pillaged the environment; diseases, including the acquired immuno-deficiency syndrome (AIDS) and other pandemics; and the erosion of nation-states brought about by globalization and retribalization.



The PPGD should likewise consider strategies for development that will guide investment and expenditure of efforts and resources. To date, PPGD is linked to the *Medium-Term Philippine Development Plan (MTPDP)*, 1993-1998 and its strategies, namely: investment in education and in building human capacities through skills training and poverty alleviation programs; promotion of global competitiveness, which covers export expansion, liberalization of markets and foreign exchange, fiscal and monetary reform; and industrialization, including development of growth and tourism centers, and promotion of cash crops and raw

materials for industries. These strategies, however, need to be reconsidered in the light of the PPGD vision and future possibilities.

Economic, ecological, sociopolitical and similar prospects interact with Philippine development strategies to bring about positive and negative effects on the populace, in general, and women, in particular. To realize the PPGD vision, strategies have to be designed to explore alternative life conditions for women and men; support activities that would enhance women's chances for self-determination and participation; and actively espouse the creation of a world that guarantees gender equity, promotes sustainable development, respects human rights and abhors violence.

## 1. Looking into the Future

As the previous decades, the next three decades promise to be full of contradictions: amalgamation and dissolution, free trade and economic alliances, plow agriculture and information revolution, growth and destruction. These contradictions play themselves out in different settings with dramatically divergent results. Some prosper, others wither; some gain strength, others weaken. Similarly, in the first decades of the new millennium, some groups will prosper as others weaken, nations as well as peoples. Discussed below are some of the things that are likely to happen from the mid-1990s to the early 2000s.

### 1.1 Population, markets and patterns of growth

By 2025, the world's population is projected to reach 8.5 billion from 5.5 billion in 1992. Expected to top the population are six Asian and four non-Asian countries: China, 1,540 million; India, 1,390 million; United States, 320 million; Nigeria, 290 million; Indonesia, 280 million; Pakistan, 270 million; Bangladesh, 220 million; Brazil, 220 million; the Russia Federation, 160 million; and Iran, 140 million. Ranked 15th, the Philippines is estimated to experience a population increase from 65 million in 1992 to 105 million by 2025.

The population explosion, coupled with dynamic investment and production in many parts of Asia, makes Asia the fastest growing market in the world. Demand for food and other basic goods will increase, and likewise, markets for durable and luxury items may be expected to flourish as member states become more affluent. Given the increasing population density and the rapid industrialization in Asia, including the Philippines, food will be increasingly supplied not by domestic producers but by producers in land-rich countries in the Americas, Australia and New Zealand.

Increasing population pressure and the unevenness of economic growth in Asia may increase intraregional migration problems. Female and male workers will continue to leave less-rapidly developing Asian states for more economically developed states, and tensions between sending and receiving countries are expected to persist. Unless the Philippines experiences dramatic economic growth, it is expected to remain a supplier of semiskilled and skilled workers to the rest of the world.

The blurring of boundaries will be magnified in the case of markets for goods and capital. The approval of the General Agreement on Tariffs and Trade (GATT) and the creation of the World Trade Organization (WTO) in January 1995 will pave the way for free and expanded trade and investment worldwide. Competitiveness and innovation will mark successful economies and firms. The liberalization of trade and investment will be accompanied by the increasing globalization of business. As their business becomes more global, corporation will increasingly operate autonomously from nation-states.

The creation of economic growth triangles or areas -- that of the South China economies; Singapore, Johore (south or Peninsular Malaysia) and Riau (in Indonesia); and Mindanao (Philippines), Sabah (Malaysia), and Brunei -- that cut across national boundaries is expected to continue and even expand. Increasing competition in trade and investment will also further encourage regional economic cooperation beyond the European Union and the North American Free Trade Area (NAFTA).

In the first decades of the new millennium, the newly industrialized countries (NICS) are expected to shift to high-tech industries. Consequently, Southeast Asian states, China, India and Pakistan will compete for the niches left by NICS and corner the market shares abandoned by the latter due to changing comparative advantage. A considerable part of this comparative advantage depends on how cheap or expensive women's labor has become in an area.

Trade and market liberalization are expected to provide greater investment incentives, transform small and light industries, promote improved production and productivity, and create new employment opportunities for both women and men. These gains, however, can easily be undermined by the negative effects unregulated growth could have on the environment; the immediate adverse effects of trade liberalization on vulnerable producers, such as small farmers and manufacturers; and the exploitation of cheap female labor. Economic development is also threatened by what kind of investments the Philippines, an "emerging" market, attracts and how growth is financed. Highly speculative investments may not increase production or create jobs for women or for men, but may render the local economy highly vulnerable to collapse since they are withdrawn once the return to investments is threatened or other markets become more promising. Meanwhile, foreign debt and its consequences -- structural adjustment and diversion of domestic resources for debt servicing -- may bring about growth but at the cost of so much misery, particularly among the women who would have to provide goods and services that were once supplied by government or by the market at an affordable price.

The PPGD vision of a future that protects people's right to food and a decent life and that promotes peace and social justice requires a type of economic development that is less dependent on foreign debt, and one that recognizes both the positive effects of economic liberalization and the need to protect vulnerable groups, such as women workers and small farmers.

## 1.2 Information revolution and education

Giant strides in information technology and telecommunications have had and will continue to have significant impacts on the lives of people. Worldwide access to computers, satellite broadcasting, telecommunications-based economic transactions and other activities using new information technologies are expected to reshape work, recreation, education and even social relations. The advent of the Information Age in the Philippines is definitely expected to have tremendous impacts on women and men.

Computer-based technology makes access to information more readily available. For those traversing the information superhighway, informatics opens up a whole avenue for learning and for information accessing and exchange. As computer costs steadily decline and educational software becomes more readily available, schools and other training institutions are beginning to recognize the potentials of telecommunications-aided educational delivery systems. Young women and men are becoming computer literate and will likely have all the benefits of the information superhighway at their disposal. Through the Internet, libraries can be scanned. Interactive systems and virtual reality will change the configuration of the learning environment, making it possible to simulate conditions and situations that one could only invoke mentally in the past. Lesson plans for a 10-year basic education may be successfully compressed into half that period, leaving the rest of the time for new avenues of exploration and learning. A network of schools dedicated to training young people in encoding and word processing have sprung in the past two decades. By the year 2025, deliberate instruction in the use of computers may have become an integral part of the school curriculum, probably integrated into or supplementary to the subject of "writing."

Considering the current cost of computers in the Philippines, one can safely assume that middle and upper classes benefit the most today from computer-aided learning. However, with the encouragement given to the introduction of computers in public schools, coupled with the reduction in computer cost, computer-aided learning may be available to the lower classes as well. Since training in computers presently occurs in tertiary or secondary levels, and if enrollment trends continue, more female than male students will benefit from the training.

Future possibilities offered by informatics augurs well for women's development. It can lead to the realization of the PPGD vision towards actualizing human potentials by streaming women into innovative high-technology levels of knowledge and employment. It may also result in greater equality of education and employment opportunities for women and men.

## 1.3 Media and culture

Interactive television (TV) has been described as offering subscribers not only substantially more channels but also computer-driven facilities that will provide home banking, educational programs, and video on demand. It will allow subscribers to direct their own movies, offering the choice of various story lines as the plot unfolds. Using a powerful black box attached to an ordinary television,

interactive TV will harness massive computer power along cable networks and connect homes to the much-touted world of multimedia and the information superhighway.

Global television already exists in most countries in the South. The film and television media deliver the same images throughout the global villages, and promote a North American consumerist lifestyle. Cable television and satellite transmissions have brought right into living rooms a wide range of imported television programs ranging from Disney cartoons to soap operas and game shows to the horrors of the civil wars in Africa and Eastern Europe. They also flash images of women as decision makers, newsmakers as well as newscasters. However, some of the images commoditize women, as when their bodies continue to be used to sell things, or reinforce roles that are deemed too traditional in many cultures.

In the Philippines, global images of women are woven into the dominant notions about women and gender relations. The concept of the home as the woman's place finds expression in many advertisements and programs. Similarly, the use of the female body to sell cars and other products tend to reflect the way in which a society renders women as objects. Finally, dramas on broadcast and print media usually include scenes of rape or other forms of violence against women. In some cases, these scenes are totally gratuitous and have nothing to do with the plot. For as long as decisions on media content are made by men or by male-dominated institutions, all these images will likely be continuously exploited by both Philippine and foreign mass media. More progressive images of and messages about women would remain the exception.

The PPGD vision of gender equity, of respect for human rights, of self-determination and of women's empowerment requires that women struggle for access to media and participation in its production and decision-making processes. These recognize the crucial role the media system plays in every major process of conflict, change, integration and control.

#### **1.4 Technological niches and employment**

The production of information is a vast industry which requires physical space, infrastructure and facilities to create. Thus, it is expected that certain sites will grow into post-industrial centers for information generation and dissemination. In a country like the Philippines, these post-industrial centers will likely co-exist alongside more traditional agriculture, agribusiness industries and labor-intensive small and medium-scale commercial and service enterprises.

Within the traditional production sectors, different "ages" of production technologies will be found, although more progressive firms -- particularly multinational firms -- will probably take advantage of advances in genetic engineering, biochemistry and similar fields. These technological changes will define not only new raw materials and new products but also new possibilities of producing old things. Some of the new industries or firms will be based in export processing zones (EPZs) that have been or will be established in the country.



The location of the post-industrial center will be crucial since this might bring about greater concentration of activities and populations in key areas of the world or a country. These information nerve centers are presently situated in major cities of the world, such as Tokyo, London and New York. As more countries are drawn into the global information network, it is expected that more cities will become information industry hubs, the strategic nodes of the information superhighway. In the Philippines, Manila and Cebu can be expected to be the hubs for information, or areas where banking, education and media activities are conducted electronically.

The nature of work in information centers and that in industrial areas or sites for education and governance affect gender roles and individual access to benefits and resources. While work may be done at home in computerized centers, industries which require machine operators and manual workers will continue to divide a workday into work/productive and recreational/reproductive hours.

Until the 1990s, the agricultural sector was the major employer in the Philippines, absorbing at least two out of every five employed workers. The services sector employed 34 percent; manufacturing, construction, transportation and communication, 21 percent.

These sectors are likely to continue providing jobs through the turn of the century. Job opportunities in the various technological niches, however, will affect groups of workers differently. Workers with access to resources, including education or training in high technology, will be able to avail themselves of the new jobs offered by the computer/information revolution. Those residing or could afford to reside in manufacturing and information enclaves would have better chances of landing jobs than those from distant areas.

In the more traditional agricultural sector, demand for labor may be expected to decline as more and more farmland is lost to residential subdivisions or to industrial estates. In response to international competition, local farms will strive to become more productive and cost-efficient. While this is bound to result in cheaper food and other agricultural products, the net employment effects on women are unclear as of yet. Nonetheless, agricultural employment will likely to continue to fall as non-agricultural jobs and overseas employment become more attractive.

As in the agricultural sector, restructuring of the manufacturing sector is bound to occur as a result of less restricted foreign trade. Industries that enjoy comparative advantage will persist, while those that do not will likely die or will be forced to transform themselves. In the case of textile and garments industries, which are unlikely to be able to compete with products from lower-wage countries such as China and Vietnam, Philippine producers will attempt to regain comparative advantage by resorting to cost-saving arrangements (including domestic outwork or homework) or pressing for lower wages. Either alternative puts workers, many of whom in the industry are women, at a great disadvantage.

As in previous decades, the jobless from the agricultural and manufacturing sectors will veer towards the service sector or engage in countless microenterprises of the self-employed. Unlike in the past, however, some of these enterprises may be high technology home-based jobs, such as data encoding, word processing, tour packaging and labor recruitment and placement.

Informatics has created a whole new line of work: encoding, programming, software and hardware development and maintenance of information systems and their machines. Schools which teach encoding and word processing have mushroomed in cities, ensuring the supply of labor for lower-end jobs in the superhighway. On the other end of the line, global business and banking networks are interested in using such skills. There are a number of companies operating in the Philippines today which serve the information requirements of multinationals and other foreign-based businesses. With increasing globalization of work and investments, such demands are likely to grow and draw in more workers and computer-related jobs await women and men, but probably more women since they compose the greater proportion of tertiary-level graduates.

While informatics has opened up new work opportunities, the position of Filipino working women and men vis-a-vis the rest of the world may not appear too rosy. Encoding would be at the lowest end of the production line for information. Software development, which commands higher wages, are likely to occur abroad, or, as happening now, to be done in the country for foreign firms. Encoders are expected to be women, while engineers, who would occupy the higher positions in the hierarchy as programmers and hardware specialists, would likely be men. Hence, the danger is imminent that the information industry will replicate anew a hierarchy of gender-differentiated jobs, a stratification that may cut across national boundaries and effect an international division of labor that has begun in the 1980s. Moreover, bringing home data or word processing jobs will just be the latest form of flexibilization, a labor market trend that pushes workers to casual and informal-sector jobs.

These dangers, however, should not obscure the promises of the information revolution by way of knowledge, jobs, new technologies and the like. Nonetheless, to secure the PPGD vision of self-determination, the Philippines should strive to gain some control over key aspects of both computer software and hardware development. In so doing, employment for women and men will be generated not only in the lower-end but also in the better-paying end of the informatics job market.

## **1.5 Movements of labor and capital and the new international division of labor**

In response to government incentives and prospects of low wages, corporations have moved their businesses to low-wage countries. This transnational movement of capital generally boosts local production and employment. It also invariably ushers in a division of labor which is based mainly on wage differences between workers of North and South, and between male and female workers.

The new international division of labor is expected to become more entrenched in the succeeding decades. Less developed countries are expected to supply advanced industrial countries with cheap labor. This comes in two forms: labor for labor-intensive and low-technology industries that are being phased out in advanced countries and relocated, through overseas investments, in labor-surplus underdeveloped countries; and "international labor circulants" or overseas contract workers needed by home industry and service-sector firms in the North, offering low-paying, labor-intensive, hazardous and generally unattractive jobs. These labor circulants are highly mobile migrant workers who seek employment in countries where labor is scarce and wages are relatively high.

Labor circulation has and is likely to have a gender dimension. In the Philippines, there is a trend towards feminization of migration as more and more women are working overseas mostly as domestic helpers, chambermaids, nurses, teachers, hospital attendants, waitresses and entertainers. These women occupy low-skilled, low-paying and low-status jobs in a gender-segregated labor market.

In developing countries, like the Philippines, foreign investments have found their way into EPZs. These businesses tap mainly young, female workers for the low-skilled, low-paid and monotonous jobs available. Problems have plagued and, unless government moves in, will continue to haunt EPZ workers. These include substandard wages, strict and ever-rising production quotas, exposure to extreme temperatures and harmful chemicals, union-busting and sexual harassment. Outside the EPZs, conditions are not much better in the export-oriented factories which may be subsidiaries of transnational corporations or Filipino firms tied to foreign markets through the subcontracting chain.

The higher female unemployment rate weakens the bargaining power of employed women workers. Wages for "feminine" jobs have been kept low by the fact that for every woman who quits her job due to low pay or management abuse, there are so many who would be willing to take her place. The worldwide trends towards the informalization and casualization of female labor -- more and more women eke out a living at home or on the streets rather than in factories and offices -- have worsened women's position as these trends render women workers more invisible, unprotected and unorganized.

It is expected that if the labor market tightens, wages will rise. The PPGD vision of gender equity and equality calls for the improvement of wages of both female and male workers, paying workers, regardless of gender, the same rate for work of equal value. In addition, the goal of self-determination and women's empowerment requires that women workers should be encouraged to organize themselves to protect their interests vis-a-vis their employers or contractors.

## 1.6 Megacities and the family

Migration patterns of today will continue, with rural migrants being drawn, as before, to the densely populated cities of Manila and Cebu. The continuing migration to crowded cities will strain basic services and exacerbate traffic problems.

Urban workers face different possibilities. Unskilled workers will end up, as they do now in informal-sector activities or jobs. More skilled workers will have more options. Information-industry work may be distributed so that home terminals will enable workers to accomplish their work at home. This may decrease the flow of traffic. In present-day circumstances, women are more likely to do work in home terminals than men. However, if wages are attractive for home-based information processing, then men can possibly be drawn into this network of virtual offices. Home life and its contours may then change.

Those unable to work at home or are employed outside the information industry may opt for a different lifestyle: leave the children at home in the suburbs with a parent or with the grandparents and see one another only at weekends. In the first case, the woman is likely to choose to remain with the children; in the second, the nature of family life becomes dramatically different from usual expectations. Moreover, the pressure of working away from the family could also result in smaller family size.

Thus, life within megacities will have impacts on the structure and composition of households. When one of the parents in an intact family-household opts to leave a rural or less-urbanized setting for productive work in the city, the household left behind will inevitably be a single-parent one. If the jobs are attractive to males, then the household will be female-headed, and the present levels of such households can be expected to increase. In instances where more service-sector jobs are available, the single parent left behind will be a male.

To compensate for the loss of one adult worker, it is expected that extended family households will increase -- especially when the household is female-headed -- to provide additional supervision over the children, and even to augment household income. Where both parents migrate to the city for work, their households will be headed by surrogate parents, most likely the grandparents. Hence, children will be reared and socialized by grandparents, while the parents are spared the responsibilities of caring for and disciplining of children.

Inevitably, these new household formations will have impact on intergenerational relationships, gender roles, as well as on value formation among the younger generation. The dangers of marital discord may increase as a result of physical separation, especially if a second inner-city family is formed by the migrant parent who is lonely for family companionship. Discord in some instances may be translated into domestic violence.

The PPGD vision of empowering women may be realized in cities of the future, through their direct participation in the production sectors. Women in female-headed households will be drawn into decision-making situations, enabling them to work out solutions to problems and to determine for themselves their own future. New household formations likewise have the potentials of redefining gender roles in the households, thus encouraging greater gender equality and equity therein.

## 1.7 Women's health and reproductive technologies

A current concern about women's health revolves around the right of women to have their health needs addressed as women and not merely for their roles as mothers. This has forced the expansion of reproductive health concerns beyond maternal and child health to include fertility regulation, sexual health, infertility, safe motherhood and child survival. Influencing response to a broader agenda, however, are such factors as the government's efficiency and effectiveness in making available to all, married or not, protection against unwanted pregnancies and in ensuring services for women's health; and the information women and men are given about sexual health, fertility regulation and general health care. Moreover, any improvement in women's health that depends on widening contraceptive choice will likely entail surmounting the politics of a nation well-entrenched in the religious dictum and by the circular consequences of poverty and ill health.

Global estimates show that more than half a million women die each year because of pregnancy and childbirth-related causes, with many of these deaths found in developing countries. However, the death rates have been slowing down and are expected to continue declining. Nonetheless, a significant proportion of maternal deaths could have been prevented had women been able to prevent unwanted pregnancies and high-risk births, including births to older women, high parity births and closely spaced births. Unless these factors are addressed, safe motherhood will remain beyond the reach of many women.

The total fertility rate in the Philippines stands at 4.09. It is lower than in 1970, and is expected to decline but slightly in the next three decades. This is indicative of women's condition, their incapability to make reproductive choices, and the headway that has yet to be attained in making contraceptive use more prevalent among couples.

Moving in the direction of affording more choices for fertility regulation are attempts to develop and market new contraceptives: a method involving a hormonal contraceptive implant that is almost 100-percent effective; a female barrier method (the femdom), touted to be more convenient to use and is already in the market; and a male contraceptive pill, now on its final stages of laboratory testing, which provides a rare exception to contraceptive technology that puts the burden of protection on women. (An abortion pill, RU480, is already available elsewhere but not in the Philippines where abortion is illegal and unconstitutional.)

Even as more contraceptives become widely known and available, however, couples may desist from using any of them due to ignorance or cost of the contraceptive. The increasing use of modern contraceptive methods in the country, however, may hold, bolstered by an aggressive information campaign aimed at overcoming the knowledge barrier and educating people on their options, and a cost subsidy or regulation that should bring contraceptive methods within the reach of many couples.

A great danger to women's well-being, STDs are now hyperendemic, and are likely to remain so, in many rural areas where facilities for treatment and diagnosis are usually inadequate and the cultural atmosphere is uncooperative to medical

treatment. Since sexually transmitted organisms are easily passed from a man to a woman than vice versa, and since early detection and hence early treatment is facilitated in males due to the anatomical characteristics of the female, STDs have more serious consequences for women than for men. Yet, the most effective method against STDs -- the condom -- is for men and its usage is controlled by men.

While venereal diseases like gonorrhoea, syphilis and chancroid are still common, they have been replaced by new bacterial and viral syndromes, including the human immunodeficiency virus (HIV), a second generation of sexually transmitted organisms frequently more difficult to treat and eradicate. The Philippine government estimated that in 1992, there were 30,000 to 35,000 HIV positive persons in the country. Many of these are professionals, managers, service and production workers.

AIDs will continue to pose a greater threat to developing countries like the Philippines, where spread is faster because of the realities of prostitution, sex tourism and labor-exportation strategies and where the population's immune systems are weak due to malnutrition and overcrowding. Transcending medical issues, AIDs puts additional pressure both on the government resources for AIDs education, research and health care facilities and on society's humanitarian systems. One challenge lies with the development of contraceptives, but without a strong tradition of contraceptive research and development, the Philippines could only rely on developed countries.

The PPGD vision that seeks to empower women to control their fertility and sexuality with informed choice and minimum health problems specifies that fertility limitation should not merely be seen as a means to achieve societal objectives. It constitutes part of human rights, as do safe motherhood and access to health services.

## **1.8 Physical environment and biodiversity**

The continuous destruction of the environment is said to endanger biodiversity, or the variety of life in all its forms found on earth -- all species of plants, animals and microorganisms, the genes they contain and the intricate ecosystems they form. It includes both number and frequency of ecosystems, species or genes in a given area.

Biodiversity is crucial in regulating global temperature, atmospheric quality and climatic patterns, and in maintaining stability of ecosystems which are crucial life-support systems for humans. An area equivalent to 800,000 square miles of young forest can absorb about one billion tons of carbon dioxide. Thus, the loss of forest ecosystems brought about by deforestation threatens not only the flora and fauna but also the quality of the air we breathe. From 1860 to 1987, a period equivalent to one and a quarter of a century, 60 billion tons of carbon dioxide were released into the atmosphere due to forest clearing and other changes in land use. Massive deforestation, the global estimate of which is 56,700 hectares destroyed daily or 2,349 hectares per hour, has destroyed wildlife habitats, leading to the extinction of certain species. In the Philippines alone, there are already about 60,000 species of organisms which are in danger of extinction even as we reportedly clear about 80,000 hectares of forest annually.

Biodiversity is also important for food security. There is enormous potential for increasing our food supplies through the utilization of untapped biological resources. Recent estimates show that even as there are about 75,000 edible plant species, only about 7,000 (or roughly one percent) is being used by human societies. A lot of plant species also serve as raw materials for the production of life-saving drugs. Biodiversity holds enormous potentials for new pharmaceutical drugs for cancer, leukemia and possibly, even AIDs. In the Philippines alone, there are at least 68 common plants with medicinal value.

Developments in biotechnology have provided mechanisms for the preservation of biodiversity. They also enable the storage of enormous amount of genetic materials that serve as security for the *in vivo* loss of biodiversity. However, these new developments have also provided the foundation for the emergence of a new trend, known in some literature as "botanical imperialism," wherein rich countries and scientific enclaves are able to control biological resources by patenting rights on life forms.

The principal threats to biodiversity include high rate of population growth and its adverse effects on forest habitats and marine sanctuaries; economic systems and policies that fail to put value on the environment and its resources; inequity in the ownership, management and flow of benefits from both the use and conservation of biological resources; deficiencies in knowledge and its applications; legal and institutional systems that promote unsustainable utilization. Unfortunately, there are no indications that these threats to biodiversity will disappear in the next three decades. The state has long put emphasis on economic growth without adequately addressing the need for quality of life in all its aspects -- economic, socio-cultural, political-institutional, psychological and ecological. The Philippine government is now involved in an array of policy and program interventions that would like to reverse the trend. Some programs appear successful, but others fail.

The dangers to biodiversity could also be crosslisted as threats to, burden of, or key issues for women. The population debate has become a woman's concern for reasons ranging from women's struggle to control their own reproduction to issues being marginalized or trivialized by religious debates. Economic systems have been confronted by policies which are mostly gender-blind and make women's contribution -- and culpability, in case of environmentally stressful modes of production such as unsustainable upland farming practices -- invisible. Inequity in access to and control of resources and benefits has always been at the forefront of gender and development debates. Women's knowledge has not been given serious attention, if not totally neglected, in the generation of technologies for engaging the environment and its resources. It has been argued that policy and institutional systems of exploitation are manifestations of male bias. Destruction of ecosystems by male-controlled modes of production has, in many cases, reserved its most burdensome consequences for women. For example, even as timber harvesting has bled the forest dry of its resources, it is the women who have to walk an extra mile or an extra hour to gather fuelwood in the face of dwindling supply or to get water for their domestic needs. Indeed, the loss of biodiversity is life-threatening, but it is especially more threatening to marginalized women.

The PPGD vision of sustainable development that equally benefits women and men rests on a sustainable environment. The protection of habitat and the conservation of biodiversity are crucial in achieving this end.

### 1.9 Social movements and civil society

Civil society is “the self-organized section of society” which lies outside state structures. In its larger definition, it includes “all voluntary or free associations not only in the popular sector but also the private corporate sector.” In its narrow sense, it may be limited to the “politically active popular sector; non-governmental organizations (NGOs), people’s organizations (POs), and other cause-oriented groups and political organizations.” Collectively, they form “the organized base of citizens’ movements pushing a reform agenda into the mainstream of public policy or reorganizing society around a radical vision.”

The likelihood, barring a return to authoritarianism and a crackdown on all political movements, is that the forces of civil society will strengthen themselves vis-a-vis the state. All over the world, there is a trend for self-organized associations to assert themselves as social movements acting independently, and oftentimes critically of government. In the Philippines, the cause-oriented sections of the women’s movement played an important role in the struggle against the martial law regime. After February 1986, women’s groups continued to emerge, strengthen themselves and exert pressure and influence on government policies and programs. This kind of dynamics is happening not only at the local or community level but also at the national, subnational, regional and international levels. The United Nations system, for example, has had to increasingly contend with NGOs, finding it a necessity to organize parallel NGO fora alongside official government conferences. The forthcoming women’s world conference and NGO forum in Beijing, which will attract an estimated 50,000 women, are just an example.

Social movements in the Philippines and elsewhere in the South are heavily politicized, being rooted in class-based movements for national liberation and social justice. With the EDSA revolt in the Philippines and the collapse of Stalinist regimes in Eastern Europe, there is less centralist homogeneity and more pluralist heterogeneity among them. The centrifugal tendencies have sometimes led to acrimonious debates and parting of ways, but somehow, a common general direction is maintained on parallel tracks by many groups on basic issues. Traditional working class and peasant movements are now complemented by ecological, peace, feminist and human rights movements that are pushing for more democracy and pluralism not only within the state but also among themselves. Lately, there has been a trend among many NGOs towards closer cooperation with government in certain fields of endeavor where officials at the helm exhibit an openness to change. NGO personalities have also ventured into mainstream politics to pursue their reform agenda. The effort to work with and influence government, however, does not mean losing the critical sense which NGOs and POs are known for.

Within civil society, women’s movements are playing an important and crucial role in facilitating a shift to a development paradigm which is human-centered and



not merely growth-oriented, gender-responsive and not adrocentric, sustainable and not environmentally destructive, holistic rather than fragmented and alienated. In the Philippines, sustained advocacy by women's groups on gender issues and women's empowerment is resulting in positive changes in the value systems of both women and men. There is an increasing acceptance of the need for gender equality and equity and more concrete action for their realization in practice.

The PPGD vision rests on democratic, participatory and empowering processes of effecting social changes towards human-centered development. The strengthening of civil society, in general, and women's movements, in particular, are consistent with this vision.

#### **1.10 Erosion of nation-states and retribalization**

The physical environment is but one of the fragile elements of the future. Also at risk is the integrity of nation-states as a result of the emergence of global markets. It globalized the bureaucracy and led to the emergence of international institutions which operate outside the boundaries of nation-states. These institutions range from multinational business conglomerates and industrial corporations to multilateral aid institutions and international private voluntary organizations. The trend is likely to intensify at the turn of the century onwards. It is safe to assume that by the year 2025, the intrusion of these international institutions into the turf of the nation-states will even become more manifest. Already present is the weakening of state control in trade with the establishment of the WTO. In most parts of the South, development activities have created much dependence on foreign policy conditionalities and has limited the policy options of many governments. The combination of trade liberalization and foreign-driven development activities, when taken in the context of societies which are influenced by neocological culture and further homogenized by modern technologies of mass communication, will undoubtedly create limits for state action.

The resistance to global homogenization, surprisingly, is not coming from states, as seen from the frenzy with which Southern governments readily ratified the most recent GATT. Most state institutions are already buying, or are already deep in their adherence to, a global discourse for development. They become effective mechanisms for this global homogenization. Meanwhile, the remnants of the movement from the radical left is struggling to define for itself a new politics. This has effectively weakened the prospects of the left as the major anchor from which resistance to globalization can be waged. The site of resistance to the globalization and the devaluation of difference is now found in the movement of nations and marginalized groups -- ethnic groups, indigenous peoples, untouchables, Islamic groups. What is characteristic about these movements is that they are being waged by groups which have been assaulted by state-building processes and are also threatened by global homogenization.

In the Philippines, the increasing politicization of indigenous peoples against the onslaught of aggressive development is symptomatic of a trend. The resistance of the Ata-Manobos in Mindanao against the government-sponsored forestry project is but one instance of the increasing assertiveness of marginalized groups. In the event that State power becomes an active agent of globalization, state-

sponsored development activities are no longer manifestations of autonomous state power but merely sad footnotes of a weakening state. Retribalization -- or the movement to define political boundaries not as reflections of colonially drawn countries but of culturally defined communities -- becomes a logical reaction of marginalized groups to this dualism of weakening of state autonomy and strengthening of globalization. In the face of a politicized "tribal consciousness," attempts of State structures to regain dominance, or when one particular ethnic group would like to establish domination, ethnocide becomes a possible scenario. Thus, we now see the explosion of ethnic wars in the former Yugoslavia and in Rwanda, and there are other stress points in the world where potential tribal or ethnic conflict exists. In Southern Philippines, Islamic fundamentalism, now assisted by an Islamic sense of community drawn from the Middle Eastern struggles, is again emerging as a serious challenge against the Philippine state.

The PPGD vision of women's empowerment and self-determination rests on an active women's movement. The trend of global homogenization from the top and outside, and retribalization from within, which is likely to intensify in the future, allows for the creation of spaces by which women's movements can flourish.

## **2. Scanning the Effects of Development Strategies on People**

In seeking to stake a place for the Philippines in the global village of the future, the government intends to transform the Philippine economy into one of the world's NICs. To this end, it has chosen a multipronged strategy, including: investment in education and in building human capacities, promotion of international competitiveness and industrialization. Capping these is the centerpiece strategy of eliciting people's participation in governance as well as development.

The planned development, along with the expected changes around the world, could exacerbate present problems such as uneven growth within the country, continuing rural-urban migration and exportation of labor to other areas of the world, erosion of the environment, closing down or transformation of small and light industries and initial displacement of labor (see Figure 1.2). The effects on women are likely to take on specific form -- informalization of work and devaluation of women's work, gender stereotyping of employment opportunities, increasing burden for women, marginalization of women, violence against women, and objectification and/or commodification of women.

The Philippine development plan for 1993 to 1998, however, is also likely to usher in several positive changes. First, industrial and non-agricultural activities will be encouraged in some areas. This will create new employment opportunities, at least for some sections of the population. Communications and other infrastructure outside the population centers like Metro Manila and Cebu will be improved, making life easier not only for businesses but also for households. These will provide incentives for domestic and foreign investors. Moreover, the development strategy could bring about increased production and productivity. But more importantly, opportunities will be created for people's participation in

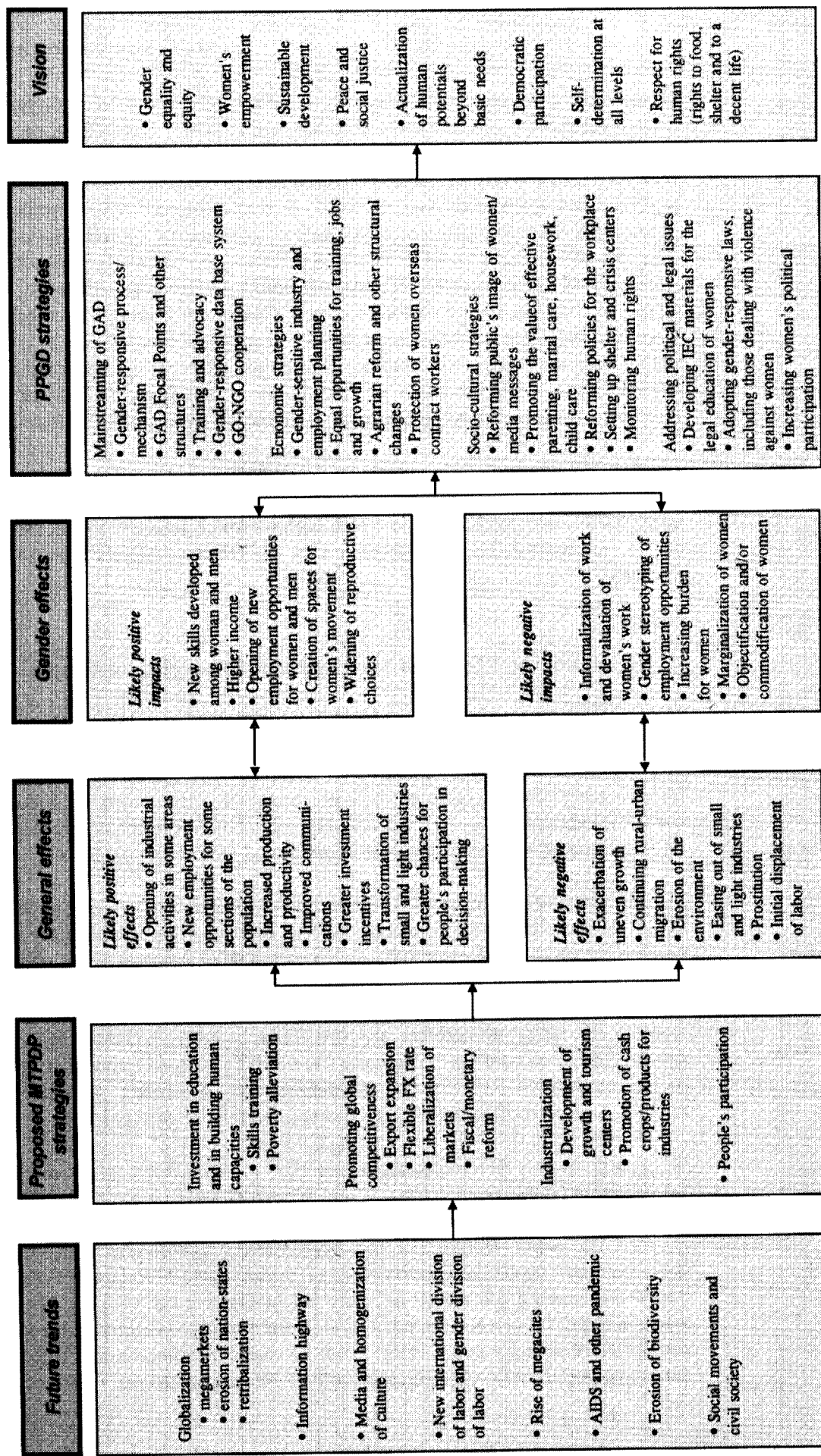


Figure 1.2. Summary of trends, effects, strategies and PPGD vision

decision making. The planned development and the foreseeable global changes are expected to exert positive effects on women. These include new skills to be developed among women (and men), new employment opportunities for women and men, spaces for women's movements and widening of reproductive choices. But all these expected positive effects depend on mechanisms or processes that would ensure that the general population -- not just the investors or particular sectors -- will participate in, and benefit from, development. The PPGD promises to serve as a mechanism that will remind the government that development should also serve the interest of women.

### 3. A Vision of the Future and How to Get There

As a counterpoint to present realities and prospects, the PPGD seeks to help bring about a future that is peaceful and just, unmarked by gender and other biases, respectful of human rights and democratic processes. Women, like men, are empowered to act on their own and to realize their potentials. Unity is sought while respecting the right of ethnic and other disadvantaged groups to self-determination. Moreover, development is people-centered, sensitive to the needs and concerns of women and men.

In 1987, the government took the initial steps toward attaining the vision when, in concert with different women's groups, it began drafting the *Philippine Development Plan for Women (PDPW)*, 1989-1992, the precursor document to the PPGD. Adopted in 1989, the PDPW guided the efforts of the National Commission on the Role of Filipino Women (NCRFW) and other advocates to create a planning environment that is sensitive to gender concerns, and to promote greater participation of women in politics and decision-making, as well as in economic and social development and its benefits. It likewise committed the government to the following goals: widening the prospective roles for women; ensuring equity in access to basic welfare and social services; making services responsive to the special needs and concerns of women, and mitigating the difficulties faced by women associated with migration, prostitution and violence. To support gender-responsive planning and implementation, the PDPW also called for the development of statistical indicators relevant to the involvement of women in programs and projects.

By 1995, or six years after the adoption of the PDPW, the government has listed several achievements. Sex-disaggregated database has been established in a number of agencies and programs. Gender training and advocacy activities have been conducted in most departments and attached offices. Stronger legal mandates for gender advocacy in government have been secured, including Republic Act No. 7192 (otherwise known as the *Women in Development and Nation-Building Act*), which protects women's interests and participation in development; and the General Appropriations Act for 1995, which instructs government agencies to set aside a portion of their budgets for women/gender and development activities. Moreover, focal points have been formed in various government offices and the regional implementation of the PDPW has been tried out in three pilot regions. Lastly, a systematic monitoring scheme for PDPW implementation has been installed.

However, most of these gains are shaky and may not be sustained without further support. Performance of government agencies on the different points varies dramatically, with only a handful of said agencies appearing to be truly committed to promoting gender equity and responding to other gender issues. In addition, the gender concerns of women workers in the private sector have yet to be addressed in a more comprehensive manner.

The PPGD is designed to continue PDPW initiatives and to push other issues more aggressively so as to attain its multi-faceted vision.

- (a) To promote gender equity and equality and to help women and men actualize their potentials, the PPGD pursues efforts to mainstream gender and development (GAD) in government and foster cooperation between government and NGOs; encourage gender-sensitive industry and employment planning, including equal opportunities for training in informatics and other fields; adopt gender-sensitive laws; and promote the value of effective parenting and shared roles.
- (b) Its advocacy for democratic participation, women's empowerment and self-determination is supported by strategies to protect women's rights under and participation in, agrarian reform and other structural changes for rural development; increase women's political involvement; promote women's legal and political education; and reform media messages and public's image of women.
- (c) Respect for human rights and desire for peace and social justice underlie the strategies of protecting women overseas contract workers, setting up shelters and crisis center for women, adopting laws dealing with violence against women and the like, and monitoring human rights violations.
- (d) Sustainable development that equally benefits women and men rests on a sustainable environment, which constitutes part of the strategy for rural structural changes.

In addition, the PPGD relates the gender issues and strategies to macro forces and trends -- globalization, trade and market liberalization and the international division of labor, information revolution and interactive TV and the like -- the promise misery as they do a good life. Thus, it likewise posits broad courses of action, such as: adherence to a type of economic development that is less dependent on foreign debt, and one that recognizes both the positive effects of economic liberalization and the need to protect vulnerable groups, such as women workers and small farmers; streaming women into innovative high-technology levels of knowledge and employment; gaining some control over key aspects of both computer software and hardware development, thus generating employment for women and men not only in the lower-end but also in the better-paying end of the informatics job market; and creating an environment within which women could control their fertility and sexuality with informed choice and minimum health problems, achieve safe motherhood; and gain access to health services. The PPGD recognizes that development strategies can exacerbate both the benefits and the ill effects of macro and supranational forces. In response, it offers an alternative view of development, one that is gender-responsive and revolves around a humane and people-centered definition and practice of development.

## **BASIC SOCIO-CULTURAL, ECONOMIC, POLITICAL AND LEGAL FRAMEWORK**

### **1. INTRODUCTION**

The Philippine Development Plan for Women 1989-1992, (PDPW), which served as the government blueprint for integrating women in the development process, was a significant accomplishment. As a companion volume to the Medium Term Philippine Development Plan (MTPDP), 1987-1992, the PDPW was the major vehicle for mainstreaming women's concerns into the planning and implementation process.

The PDPW, as a stage in the struggle for women to overcome centuries of inequity, must be situated within an on-going history that traces its roots from the initiatives and victories of the women's movement in general, which are formally reflected in various international treaties and conventions, as well as in Philippine law. Particularly significant were the Nairobi Forward- Looking Strategies and the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (UN-CEDAW), on the international level. The explicit stipulations on the fundamental equality between men and women and other sections of the Philippine Constitution, the New Family Code of the Philippines, and the single statement in the MTPDP ("Women, who constitute half of the nation's population, shall be effectively mobilized") provided the base upon which the PDPW could spring.

Since the signing of Executive Order 348, which approved and adopted the PDPW, steady strides have been taken, building upon previous gains, towards institutionalizing gender concerns. Republic Act 7192, the Women in Development and Nation-Building Act, and its corresponding implementing Rules and Regulations, specifically mandated the formulation of a Philippine Plan for Gender-Responsive Development (PPGD), 1995-2025.

### **2. THE STRUCTURAL AND HISTORICAL DETERMINANTS OF THE STATUS OF FILIPINO WOMEN TODAY**

Filipino women, like their sisters all over the world, share essentially the same burden. Women are confronted by a legacy of structures of inequality which are reinforced by structures and perceptions that produce a seemingly unending cycle. This situation retards the pace of their own personal development, relegates them

largely to the reproductive sphere of life, affords them minimal chances or fails to harness their full potential for national development. This cycle must be broken if women are to be effectively mobilized for development.

It is undeniable that development plans, programs and projects - both those that specifically target women as well as those that do not - affect the lives of women and, in turn, are affected by the nature of gender relations that prevail in Philippine society. To mobilize women for development, therefore, requires a thorough understanding of the roles of both women and men, the societal structures and processes that reinforce unequal gender relations and relegate women's contributions to society to a largely invisible level, and the changes that are taking place as a result of developments in various spheres of society.

Perhaps the most pervasive perspective that has resulted in the marginalization of women is biological determinism. It upholds the belief that because the reproductive system is by nature a characteristic of the female sex, women's physical make-up is consequently more delicate. Women are, therefore, viewed as being too weak to take on strenuous activities unlike men who have sturdier physiques and are thus able to take on heavier tasks. The masculine/feminine personality and role divisions, which emerged from the perspective of biological determinism, are reified and transmitted from one generation to another, thereby reproducing a societal system that discriminates against women and subsists on the basis of a double standard.

Thus, from childhood, human beings are socialized into stereotypical roles and personality traits. Daughters imbibe an entire view of culture and society, aspirations are bound by motherhood functions, and dispositions are moulded in accordance with the masculine/feminine dichotomy and, as such, these operate as the very determinants of women's roles in the public arena.

Because women possess the sole capacity to bear children, they are considered as the natural persons to take on childcare and child-rearing functions. This makes them the logical caretakers of the home, producing the "woman's place is in the domestic sphere while men dominate the public arena" perception, a distinction that has an immense impact on the overall development of women and men.

As the presumed sole caretakers of the home, with feminine traits of personalistic, particularistic and concrete concerns, women take on the jobs of nurses, teachers, secretaries, midwives, social workers, salesgirls, entertainers and housemaids. The career paths of women, which are largely extensions of the workplace of their domestic roles in the home, perhaps also accounts for the comparatively low status and compensation that such occupations enjoy.

And yet, for women who work outside the home, household chores are still their responsibility even if these are at times passed on to other women, like housemaids, who take on surrogate housewife roles. This dual immersion is what is commonly referred to as a woman's double burden. The double burden not only extends the daily working hours of women but invariably hampers the sharpening of their intellectual and creative potential as well as limits their own career options.



The public/domestic dichotomy serves to maintain the division of production and reproduction functions in the economy. It is in the public sphere where productive value is acknowledged. Goods and services in this sector are fully recognized, remunerated and reflected in official statistics. However, outputs in the domestic arena are classified as purely of reproductive value, merely sustaining the requirements of the so-called productive sector.

Since the distinction exists between the productive and the reproductive spheres, those whose main responsibility lies in the former, usually the men, are perceived to have a primacy in society because they perform what are accepted as major functions. On the other hand, women, who because of their biologically determined make-up necessarily take on reproductive functions, are assumed to be less capable in the productive arena and are relegated to the reproductive sphere and its extensions, thereby confining them to what are considered to be secondary pursuits.

What this means is that since the family is the unit of reproduction, it follows that women, as household caretakers, are instrumental in ensuring the survival of economic production even as production itself is assumed to be the more important aspect of society. With women managing the homes, male workers are relieved of domestic tasks to take on income-earning activities. Men are, therefore, better able to fully participate in economic, political and cultural endeavors in which productive value is recognized. Their exposure in the public sector results in their being acknowledged as the dominant gender in all spheres of life.

Meanwhile, the women - both the housewives and those who shoulder the double burden - are perceived to have minimal social and economic contributions, even as they perform a broad range of activities in the home and even as they earn a living outside the home. In both instances, women are perceived as being merely supportive and, therefore, secondary or even marginal.

Because women's contributions have remained both largely invisible to the public eye as well as merely secondary in perceived functions, women's active participation in public life has not been as extensive as that of men. At the same time, it is this very subordination that also accounts for the lack of support systems and social benefits for women, the limited access and control that women have over resources, and the comparatively minor roles that women play in the national drama of development.

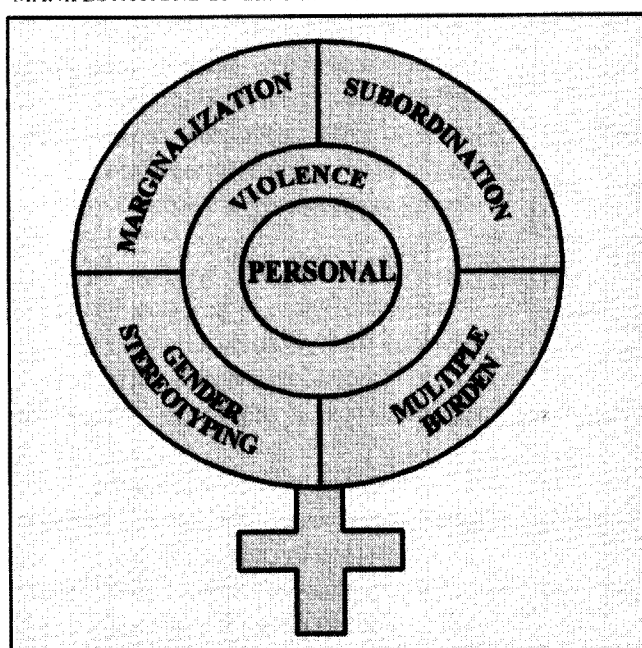
This prevailing system inevitably provides the context for the creation of any nation's laws. The essence of the production/reproduction dichotomy clearly permeated the nature of the legal system. An analysis of the substance of laws, although there have been significant breakthroughs, merely reflects the subordination of women in Philippine culture. For example, many of the revisions that were incorporated into the New Family Code are indicative of significant attempts to revise old laws that were based on traditional assumptions regarding the role and status of women. The advocacy in recent years on the laws regarding issues like rape and sexual harassment are also testimonies to the necessity to revise a legal system that was largely based on traditional concepts of women.



The pursuit of equality and parallel development between the sexes is not and should not be motivated by anti-male sentiments and reverse sexual domination. Neither should an urgent concern for women be governed by a competitive stance. In the final analysis, the compelling reason for gender-responsive development is premised on the genuine realization of the Constitutional provision that envisions a society that recognizes women as equal citizens of the nation and as full partners in national development.

While Filipino women do not suffer from the more glaring practices of gender inequality in other countries like the dowry system, genital mutilation, wife burning, female infanticide, vaginal sewing, etc., they nevertheless are victims of a host of interrelated and interpenetrating factors which produce and reinforce inequality. Such unequal and even oppressive relations which spring from the society's gender bias are manifested in various interpenetrating levels. For heuristic purposes, six spheres of discrimination can be identified as shown in Figure 2.1.

**Figure 2.1**  
MANIFESTATIONS OF GENDER BIAS



## 2.1 Economic Marginalization

As mentioned above, the division of society into the spheres of production and reproduction has led to the under- or even non- valuation of women's work. The tasks that are related to housework, child rearing and family care are largely taken for granted and perceived as minor functions that are once in a while given patronizing importance but are generally seen as "natural" functions that have no direct contributions to societal development.

This situation is carried over to the public economic domain where women are the last to be hired and the first to be fired while at the same time receiving unequal pay for work of equal value. In the private sector, a Department of Labor and Employment (DOLE) study shows a disparity of more than a thousand pesos per month between male and female workers, the gap increasing significantly from

unskilled to managerial and supervisory levels (DOLE-Institute of Labor Studies, 1991). In the rural areas, agricultural and fisheries work are automatically considered to be male occupations even as women perform a host of functions in the entire process. Even in the bureaucracy of government where salary scales are pegged to positions and ranks, female-dominated professions start off at a lower scale. For example, the positions of Nurse 1, Teacher 1, and Pharmacist 1 are pegged at salary grade 10 level 2 while Sociologist 1, Zoologist 1, Aquaculturist 1, Economist 1, Planning Officer 1, to name a few, all start at salary grade 11 level 2. All these positions require a four-year college degree, eligibility and no previous work experience.

Unequal pay is further aggravated by differential access to opportunities. Studies have shown that females tend to be given limited access, relative to males, to training opportunities and concomitantly to promotions. A DOLE-ILS study in 1991 found out that male workers receive training more frequently, have more fringe benefits, and are promoted more often than female workers.

Finally, apart from these glaring inequalities is the reality of sexual harassment at work that women have to face. Exacting sexual favors in exchange for economic benefits, either to get hired, receive a promotion, retain one's job, or simply as an "occupational hazard", is a reality many women are forced to accept. This issue will be further discussed in a later section.

## 2.2 Political Subordination

Politics is an issue of power, at whichever arena a person participates in. Because the productive sphere is given pre-eminence in society, because women are viewed as the "weaker sex", because their capabilities, whether in the home or in the public sphere, are not recognized, because men are traditionally assumed to be the heads of households and organizations, women do not share the same power and prestige, status and societal position as men. Whether in the home, the community, the workplace or society at large, women are generally expected to play supportive roles to men and to accept a subordinate status, in all spheres of social life. Such a reality limits women's participation in decision-making and the assumption of leadership positions, retards their full development, and is expressed even in legal and extra-legal discrimination.

Subordination is manifested in a variety of spheres. In the home, the authority structure is generally based on male dominance where major decisions are male prerogatives. Commonly accepted descriptions of males like "haligi ng tahanan" or head of household, bear witness to the ascendant role of the male sex in family life. Even the phrase "under the saya", negatively attached to a man, emphasizes the assumed subordination of women.

In the community, a woman's status is also largely subordinate. Leadership in organizations and major decisions are largely in the hands of men. The same is true in the workplace. In 1992, women constituted 46.5 percent of the 115,889 total members of registered public sector unions. While women still are a minority in leadership positions, there were 65 women union presidents and 1,536 women union officers in the same year. In the private sector in 1993, 41.4

percent of union members were women, a decrease in percentage from 52.31 percent in 1990 even if the total number of female members increased by more than 86,000.

It is significant to note that in 1991, 58 percent of career service employees in government were women. However, in third level positions in government, women only accounted for 30.3 percent. The majority of women in the career service, 68.5 percent, are found in second level positions.

Although there is a perceptible trend towards greater participation of women both in elective and appointive positions, women are still very much in the minority. From 1946 to 1992, the highest percentage of women in the House of Representatives was 12.5 percent in 1946 and in the Senate, 25 percent in 1967. For the entire period 1946-1992, the average number of elected women was only about 6 percent. Among local elected officials, the ratios remain essentially the same. In the 1995 elections, the percentage of elected women officials ranged from a low of 6.2 percent for city mayors to a high of 17.10 percent for vice-governors.

### **2.3 Gender Stereotyping**

The economic marginalization and political subordination of women are reinforced and created by a host of institutions. The socialization process in the family, the educational system including the career options for women, the portrayal of women in media, the blindness of government programs and the legal system to women's needs, the teachings of various religions, all contribute to the further discrimination against women.

Women are stereotyped from birth. Societal perceptions and value systems ingrain an image of women as weak, dependent, subordinate, indecisive, emotional, and submissive. Women's roles, functions, and abilities are seen to be primarily tied to the home. Training and work opportunities are extensions of reproductive functions. There are two very vivid pictures of women — the virgin and the vamp. These apparently contradictory models are interchangeably used wherein women are expected to be pure and chaste while at the same time women are treated as sex objects. In a very real sense, women are trapped within these stereotypes which severely limit their opportunities to development, bare them to innumerable hurdles, and consign them to a fate that robs them of the right to be equal human beings.

### **2.4 Multiple Burden**

Women, even as they are viewed as having primarily reproductive functions, actually participate in a host of other activities. Women are part of the labor force, not only because housework and child care are productive activities, but also because women work in agriculture, fisheries, manufacturing, service occupations, the informal sector, industry, and the various professions. And yet, no matter that women put in essentially the same working hours as men outside the home, housework and child care are still primarily a woman's concern. As a result, women carry a double burden in terms of longer hours of work and a wider breadth of responsibility.

Apart from these, women also participate in socio-cultural and political activities in community affairs, church-related functions, civic activities, and political involvements. This produces a multiple burden because they almost single-handedly have to carry the burden of housework and child care. The multiple burden necessarily limits every woman's capacity to develop herself while affording men the luxury of concentrating on concerns of their own in the public sphere.

## **2.5 Violence Against Women**

The four manifestations of gender bias mentioned above provide the bases upon which violence against women occurs while being at the same time violations of human rights. Women are actual and potential victims of specific kinds of violence that are distinctly different because these acts are born out of the status of women in society. There is a web of verbal, psychological and physical abuse that all women are exposed to. Because of their low status in society, many women experience a variety of verbal abuse. This, coupled with psychological assaults — insults, threats, emotional blackmail especially in relation to children, economic dependence, etc. — violate a woman's dignity.

In addition to, and further aggravating the effects of verbal and psychological abuse, is physical violence against women. Sexual harassment is a reality all women are potential victims of. From the childhood "games" of boys peeping at girls to various acts of lasciviousness, from seduction to abduction, from molestation to wife beating, from prostitution to rape — all these are crimes that specifically apply only to women, with very few exceptions.

Special mention must also be made of the corruption of minors and the abuse of children that have a direct effect on women because they, after all, feel a deeper sense of responsibility for the young.

## **2.6 Obstacles to Personhood Development**

All the above-mentioned manifestations of gender bias have a direct negative effect on the personhood of every woman. Growing up and living in a world which limits a woman's very right to be human, which operates on a double standard that applies to the sexes, which diminishes an individual's dignity, hits at the very core of each woman's personhood. As a result, females generally possess lower levels of self-esteem and confidence compared to males.

Coupled with the obstacles that women have to confront in developing a sense of self-worth is the reality that gender discrimination does not only occur in arenas external to women — the workplace, the community, social institutions like the family, media, etc. — but also with regard to their own bodies. Reproductive rights and the services that they deserve, and even women's sexuality are severely constrained. Within the context of women's subordination within the family, for instance, sexuality is often repressed because traditional perceptions dictate a submissive role for women. In fact, in the entire process of socialization, sexuality is rarely viewed as an issue women should be concerned about. In terms of women's health, services are largely limited to maternal concerns with little emphasis on other ailments like urinary tract infections, psychological health and

sexually transmitted diseases. Even in the issue of reproductive health and family planning, although recent years have accomplished much, information and services still can be improved and the participation of women in deciding on population policies still needs to be enhanced.

These manifestations of gender bias are further aggravated by national realities. The disparity in wealth and power, elite democracy, economic policies and development priorities, all contribute to the further marginalization of women and the feminization of poverty. In the international arena, women reel from structural adjustment programs, the international division of labor and the manner in which the international economic order is structured.

### **3. ASSESSMENT OF PAST DEVELOPMENTS, PROBLEMS AND CHALLENGES**

The United Nations Decade for Women (1976-1985) focused the world's attention on the situation of women. This period brought to surface the various problems and issues confronting women in countries of various stages of development and gave rise, in most instances, to measures intended to improve their situation.

The Philippine response to the Women's Decade and the worldwide concern for women has been encouraging. The government ratified the UN Convention on the Elimination of All Forms of Discrimination Against Women and has committed itself to the Nairobi Forward-Looking Strategies for the Advancement of Women, two of the most important documents that resulted from the Decade.

National policy provides a relatively favorable atmosphere for women's development. For the first time, the Philippine Constitution (1987) explicitly stipulates the fundamental equality between women and men and cites the women's role in nation-building (Art. II, Sec. 14), recognizes women's maternal and economic role (Art. XIII, Sec. 14) and women's special health needs (Art. XIII, Sec. 11), declares natural-born those children born of Filipino mothers before the January 17, 1973 Constitution and those who elect Philippine citizenship at the age of majority, and allows Filipino women married to aliens to retain their citizenship if they chose to do so (Art. IV), thereby correcting the inequitous provisions in earlier laws. Closely following the ratification of the Constitution in 1987 was the signing on July 17, 1987 of Executive Order 227 entitled "The New Family Code of the Philippines", a product of some eight years of work by eminent lawyers, jurists and legal scholars. The new Code eliminates many of the discriminatory provisions in the Spanish colonial law-based Civil Code of the Philippines.

The legislature has also taken significant strides with the creation in the Senate of a Committee on Women and Family Relations which is in charge of legislation concerning women. In the House of Representatives, one of the standing committees is the Committee on Women with subcommittees on Domestic Working Women, Migrant Women Workers, Disadvantaged Women and Marginalized Women. In addition, the allocation of a seat in the House of Representatives for women is a significant recognition of the work that needs to be done on gender issues.

In addition to RA 7192 and RA 6725, the passage of the following legislations is a testimony to the growing concern for the improvement in the status of women:

- RA 7877 declares sexual harassment unlawful in the employment, education and training environment;
- RA 6949 declares March 8 of every year as a working holiday to be known as National Women's Day;
- RA 6972 mandates the establishment of day care centers in every barangay;
- RA 7322 increases the maternity benefits of women in the private sector;
- RA 7655 increases the minimum wage of domestic helpers;
- RA 6955 outlaws the practice of matching Filipino women for marriage to foreign nationals on a mail-order basis;
- RA 7688 gives representation to women in the Social Security Commission;
- RA 7600 provides incentives to all government and private health institutions with rooming-in and breastfeeding practices;

The government created the National Commission on the Role of Filipino Women (NCRFW) in 1975 also as a response to International Women's Year. Its mandate is to work towards the full integration of women for social, economic, political and cultural development at national, regional and international levels on a basis of equality with men. With the reorganization of the government in 1986, the NCRFW was assigned a new set of officials who immediately undertook a review of its mandate and functions. Other government agencies with women's programs such as the Bureau of Women and Young Workers of the Department of Labor and Employment and the Bureau of Agricultural Extension of the Department of Agriculture were similarly revitalized. A new Bureau of Women's Welfare was created in the Department of Social Welfare and Development. In addition, Presidential Proclamation No. 227 provides for the observance of the month of March as Women's History Month and Proclamation No. 224 declares the first week of March of every year as Women's Week and March 8 and every year thereafter as Women's Month.

There have been positive indications of an improving situation for women in the country not only during the Decade but also in the recent past. More than ever, women have figured prominently in the political affairs of the country and, gradually, they have been entering new fields. Deliberate efforts have been taken both by government and non-governmental organizations to accelerate women's development.

However, much remains to be done. Women continue to suffer some disadvantages as women and as poor women because of the prevalence of sex-role stereotyping and other biases against them which have been attributed to the kind of socialization that women and men are subjected to from childhood and which shape their attitudes and perceptions in adulthood. A related factor is the low level of consciousness of women's issues in almost all sectors -- public, government bureaucracy, private -- which is aggravated by the lack of sex-disaggregated data in many government agencies.

These biases are evident in almost all spheres particularly in employment, education, health and public affairs.

In employment, for 1993, only 48 percent of the female population 15 years and over are in the labor force as contrasted to 80 percent of men, leaving out some 10.9 million women outside the labor force and who are considered economically nonproductive. Latest estimates indicate that 74 percent of these women are housekeepers or those who enable other members of the family to engage in productive work outside the home but whose contributions remain unrecognized.

Women comprise a low 37 percent of all employed persons and 43 percent of all unemployed. As workers, they tend to occupy the lower positions. In 1991, they represented only 30 percent of those holding managerial and executive jobs.

Women generally get lower pay. Quarterly earnings of both men and women indicate a large disparity. Women's earnings were slightly more than one-half of men's income in 1989. This situation has often been attributed to women's employment in lower-skill job categories, shorter work hours because of multiple responsibility and possession of lower levels of skills, training and experience. And yet, as of 1990, women workers were better educated than men with 26.3 percent of women having a college education as contrasted to only 17 percent for men.

The phenomenon of overseas employment exposes women to greater dangers such as sexual exploitation and physical abuse. It also presents a serious threat to their own well-being, dignity and status and image before the world, to the family as an institution, and to national self-respect. In 1991, women formed 40.6 percent of outbound land-based workers and estimates in 1993 show that this has gone up to 55 percent.

Rural women, who comprise 51 percent of all women in the country, deserve particular attention. While they perform various productive agricultural activities, they remain invisible farmers. They tend to be displaced by mechanization and have very limited access to credit, agricultural services, training and technology.

Various other concerns affect various groups of women workers, such as child care support for working mothers, hazardous working conditions of those engaged in manufacturing (e.g. export processing zones) industries, sexual abuse and exploitation of women especially in service types of work (prostitution, tourism and entertainment, domestic service) and those in the informal economy.

The economic crisis in the late 1970s and in the early 1980s followed by the turbulent political situation resulting from the assassination of former Senator Benigno Aquino Jr., triggered many changes in the employment situation and the economy itself. Among others, the acute foreign exchange shortage which resulted from serious balance of payment problems, restricted the flow of imported material inputs to many industries causing numerous firms to cut back on production, lay off workers or simply close shop. This crisis is very much evident in the upsurge of the unemployment rate which rose from 4.6 percent (average from 1976 to 1980) to 10.3 percent (1981-1985). Furthermore, largely because of natural calamities, the average employment rate remained at two-digit level (average of 12.5 percent) for the second half of the 1980s.

Meanwhile, more and more women entered the labor market. The reduction in the value of earnings of households due to increases in the prices of basic commodities during the period exerted pressure on the household members, particularly the housewives who are the family treasurers, to raise household income to cope with the financial crisis. This trend is reflected in the increase in the female labor force participation rate from an average of 41 percent from 1975 to 1980, to 45 percent for 1981-1985, to 48 percent for 1986-1990.

Meanwhile, employed women appeared to have suffered most from the impact of business retrenchments and shutdowns in the manufacturing sectors as their proportion to total workforce decreased between 1978 to 1983. The trends toward economic take-off in the 1990s, however, have increased women's participation in the labor force.

In the field of education, women are relatively at par with men. Literacy rates do not differ greatly by sex (93.34 percent for women with men showing a very slightly higher rate at 93.7 percent). The disparity is in the urban-rural rates which largely favor urban men and women (97 percent vs. 89.6 percent for women and 97.4 percent vs. 90.2 percent for men). Enrolment figures for boys and girls in the elementary and secondary levels are likewise comparable, and the women slightly outnumber the men in the tertiary level.

However, the problem is gender-tracking or stereotyping of professions according to sex which severely limits the choice of women to a few lower-paying and less challenging jobs. Thus, they enrol in food and nutrition, teacher education and social work while the men enter the more lucrative professions such as law, engineering and architecture. Even in vocational/technical courses, women enrol in dressmaking and embroidery and avoid such courses as automechanics, electricity, welding.

Another serious problem noted in formal education is the widespread gender-bias in textbooks, curricula and instructional materials and even among teachers themselves.

In the informal education such as media, women are usually portrayed as sex objects, housewives or domestics or persons whose main goal is to attract men. They are likewise seen as victims of violence as battered wives, as sexually abused single/married women or young girls and as prostitutes.



While the Philippines had a woman president, women's participation in decision-making is still largely taken for granted. Women continue to remain mainly as a strong voting population, with a voting turnout average of 79.31 percent for women as against 78.57 percent for men in the elections from 1947-1992. They are yet to demonstrate their strength as political candidates and as a voting bloc even as the percentage of women elected officials has steadily risen through the years.

The health of women in a poor country like the Philippines is affected most seriously by their crucial roles as child-bearers and child-rearers. Women get trapped in the vicious cycle of pregnancy, childbirth, lactation, malnutrition, infections, fatigue and stress in the course of their performance of their multiple roles as mothers, workers and health providers. Thus, they generally suffer from poor health, with a maternal mortality rate of 0.8 in 1990, already a decline from previous years. Anemia and iodine deficiency continue to have a high prevalence rate among pregnant and lactating mothers whose condition is aggravated by the inadequacy of the health care delivery system and the lack of trained health personnel to attend to them and to their children. Women are the target consumers of food, drug and cosmetic manufacturers which recently have been criticized for their production of non-essential drugs and other products which pose a serious threat to women's and their families' health.

The formulation of a Philippine Development Plan for Women (PDPW) which addressed these problems and issues was another positive indication of the government's commitment to women's development. For the first time, a systematic effort was undertaken to analyze and surface women's position as both agents and beneficiaries of development. Appropriate policies, strategies and programs have likewise been formulated, addressing each particular problem area.

Since the PDPW, some significant strides have been made. Although problems of prioritization and institutionalization of programs still leave much to be desired, there are structures and mechanisms that have been put in place. The most crucial among these are the Women In Development (WID)/Gender and Development (GAD) Focal Points, who with support from the NCRFW take charge of setting up the basic machinery in each government agency for integrating gender concerns into the policies, programs, and projects of such entities. Also crucial was the support of the National Economic and Development Authority (NEDA) not only in integrating portions of the PDPW into the 1990-1992 update of the Medium Term Philippine Development Plan (MTPDP), but also in putting the NCRFW into the planning sub-committees for Development Planning as well as mainstreaming the Country Program for Women through various mechanisms that expand access to resources. The 1993-1998 MTPDP, through the membership of the NCRFW in the planning technical subcommittees, has also resulted in the incorporation of gender-related policy statements in the Plan. At the same time, existing mechanisms within specific government units have been strengthened.

In addition to the above, the NCRFW has undertaken resource mobilization for GAD, most significant of which is the inclusion of a provision in the 1995 General Appropriations Act (GAA) directing line agencies to allocate from their regular budget funds for GAD programme/activities. A document formulated by the NCRFW and NEDA called "Guidelines for Developing and Implementing Gender-Responsive Programs and Projects" provides a step-by-step guidelines for planners, evaluators, monitors and implementors in integrating gender concerns in every phase of a project cycle. Other significant developments are spelled out in the chapter on Plan implementation.

Other initiatives were generated in other agencies notably the Civil Service Commission's Equality Advocates (EQUADS), the organization of women councillors, conscious efforts to increase the number of women holding responsible positions in technical areas especially in agriculture/agrarian reform and in infrastructure (irrigation, waterworks, etc.) agencies.

In the field of policy, there were many gains among which were RA 6725 which strengthens the prohibition of discrimination against women workers with respect to terms and conditions of employment, RA 7192 or the Women in Development and Nation-Building Act, various other bills on maternity/paternity benefits, day care centers in workplaces, sexual harassment, rape, etc. Apart from laws, Memorandum Circular #14 series of 1989 of the Civil Service Commission (CSC) enabled government workers, especially women, to adopt flexible working hours, a response to the multiple burden of women, among others. CSC Resolution No. 94-2954 and a DOLE Administrative Order have significantly addressed the issue of sexual harassment.

Government agencies also went through a review of their mandate, policies and plans with the end in view of assessing how gender concerns have been integrated. This review resulted in greater awareness as well as specific programs/projects. In the economic sector, projects covered income generation, credit programs, human resource development, information-education, technological innovations, skills enhancement, etc. In the social sector, projects that promoted greater participation, women's welfare, health, housing, support services for women were strengthened and/or launched.

One of the most critical factors that affect gender advocacy is the invisibility of women in data and information systems. While some agencies have already set up gender-disaggregated data systems, a lot still has to be done. But the process is well on its way, not only at the agency level but also through making available sex-disaggregated data to support planning and target-setting activities of agencies, the formulation of the Philippine Statistical Development Plan, the NCRFW Clearinghouse and Information Center on Women, the development of a Database System on Gender and Development, the formulation of the National Gender-Disaggregated Indicator System and the publication by the National Statistics Office of a brochure entitled "Statistics on the Filipino Women."

Because the integration of gender concerns cannot be accomplished simply via formal mechanisms and executive orders, much effort was placed on sensitizing the bureaucracy to the issues of gender. From gender sensitivity trainings to newsletters, thousands of government personnel were reached. While the obstacles to gender equality are deeply rooted, the bureaucratic terrain is no longer an inhospitable desert to gender concerns.

These developments went hand in hand with activities conducted by non-government organizations (NGOs) and women's organizations which ran a wide gamut of concerns from consciousness-raising to crisis centers, from research to advocacy, from reproductive rights to violence against women. It is also significant to note that while coordination can still stand improvement, GO-NGO relations have come a long way if compared to the past decade.

#### **4. BASIC GOALS, NATIONAL DEVELOPMENT STRATEGIES AND POLICIES**

The task of integrating women's concerns at all levels of development planning and implementation requires a multi-sided approach which rests heavily on national commitment and political will, relevant and effective policies and programs, the provision of adequate resources, efficient monitoring and women's participation.

The PPGD must address the concerns of women for equality and development across six major spheres: individual, family, socio-cultural, economic and political and legal. But across each of these spheres, three basic goals must cut through.

First is the establishment of mechanisms/structures for gender-responsive policy and program formulation and implementation. This would include coordination across government agencies and with NGOs, institutionalizing sex-disaggregated data bases, mainstreaming of gender issues in all aspects of government concerns.

Second, special attention must be placed on women in special circumstances and the manner in which their circumstances are aggravated by other national policies and programs. Specifically, this would refer to victims/survivors of violence and armed conflict, as well as special sectors of women namely prostituted populations, adolescents, women with disabilities, indigenous women and migrant women.

The third goal is continuing consciousness-raising, advocacy and affirmative action. These would entail training and other educational programs, information dissemination, research and documentation, and a concrete plan for revision or creation of gender-responsive laws.

## 4.1 Individual

Precisely because of the role differentiations between women and men that developed as a result of historical circumstances, most women have learned to view their own self-worth as being lower than that of their male counterparts. This is especially true among the poorer sectors of the population. Thus, a primary task must be to ensure each woman's individual personal development.

The PPGD must aim to alter the traditional concept of a woman's self-worth as being subordinate to men. Such a transformation requires a commitment to one's own personal growth, both intellectually and creatively. This includes the motivation to care for one's self, especially among poor women whose usual practice is to put their own health concerns as a last priority. This results in women going for medical care only when illness is no longer preventable. Because of the huge percentage of poor women in the country, it is of primary importance to provide training programs that women can use for preventive medicine as well as to gain some degree of control over their own bodies.

Since women have remained largely uncritical of their subordinate role in society, much emphasis will be placed on consciousness-raising which should be aimed at enhancing their own self-concept and enabling them to actively participate in local and national development. Every increase in awareness should also be translated into the strength and capacity to assert one's rights. Such a process will result in women who are able to define their own problems, determine feasible solutions and affect the direction of their own future, neither as self-serving individuals nor as mere extensions of their reproductive roles but as whole human beings.

To attain the goal of personal development, three main thrusts are necessary. First, sufficient support mechanisms, such as child care support systems, must be provided to free women's time and to enable them to acknowledge their own self-worth. Second, programs must be created to enhance the capacity of women to develop their full potentials. Third, concrete manifestations of attainable goals must also be given. These must take the form of propagating women role models, making certain, however, that these do not degenerate into token examples of women's equality. At the same time, there must be a conscious advocacy for a modification of the qualities and characteristics that are emphasized in projecting model women like mothers, martyrs and other achievers.

## 4.2 Family

At the base of all the goals that relate to women within the sphere of the family is the necessity for Filipinos to recognize and acknowledge childbearing and rearing as vital societal functions. For as long as reproduction is viewed as being of secondary importance to production, women will continue to be subordinate to men. A genuine realization of the value of the reproductive sphere will naturally engender more ideal and more equal relations within the family. Concretely, the goal is to encourage the formation of families that are characterized by a sharing of responsibilities, from parenting to breadwinning to domestic work.

In the aspect of shared parenting, attention must also be placed on ensuring a non-sexist rearing of children whereby daughters and sons are trained in the same

manner, sex biases in issues like career choices and personality traits are avoided, and equal opportunities are made available by both parents. In order to ease the burden of housework, government must ensure promotion of research and development of affordable and efficient technology as well as the provision of basic utilities like water and electricity. The participation of women in housing programs from design to implementation as well as the re-orientation of the entire concept of housing must also be paid attention to.

While all of these are directed towards the strengthening of family foundation, there will always be problem areas in families which require intervention. Institutional support and facilities, like counselling, must be provided both as preventive measures to family breakdown and to resolve family problems.

Special attention must also be given to the real, although hidden, problem of violence in the family. This must start with attitudinal change among women by accepting the appropriateness of external support especially in cases of wife-battering, rape and incest. Many women, because of the stigma that is usually attached to sex crimes as well as because of the tendency to accept this as part of a woman's burden, tend to keep such experiences unknown to others and even refuse external support. In addition to attitudinal change, there is the need to alter conditions that reinforce the refusal of external support. Society must learn to erase the stigma that is usually attached to women involved in crimes against chastity. Ironically, in cases of rape and even incest and wife-battering, the woman who is the victim is not accorded with same compassion as victims of other crimes. Rather, the woman is stigmatized as though she was to be blamed for the crime rather than the victim.

Court proceedings dealing with these crimes require modification such that women are protected from further violence. Concrete programs for institutional support for women victims of violence are urgently needed.

### **4.3 Socio-Cultural**

Since the subordination of women is largely sustained by the values and norms that are prevalent in society, consciousness-raising has to be emphasized. Programs aimed at women must confront the prevalent views that are held by both women and men that serve to reproduce acts of discrimination against women.

The educational system plays a crucial role in this regard. Non-sexist education must be instilled. Textbooks and school curricula need to be analyzed and shorn of discriminatory stereotyping, language and career options. Children who are reared in an educational system that recognizes the equality of the sexes will invariably have a tremendous impact on the full development of each human being.

Urgent attention must be given to women's health, nutrition and family planning. Unless these are prioritized, the cause of gender equality will continue to flounder. Women's health programs which usually are targeted only to women of childbearing age manifest the limited perspective that is used for women. Finally, family planning and reproductive health must be viewed primarily as basic

rights of women rather than simply as a requirement that is necessary for national economic development.

The media - print and broadcast - are also very potent instruments for reinforcing or changing the status of women. Stereotyped images of women which are so prevalent today serve to subjugate women, confine them to traditional sex roles and even provide the justification for women's subordination. Such a situation is reflected further in the entertainment and advertising industries where women are trivialized and doomed to be portrayed as sex objects. In a very real sense, such a milieu drastically affects women artists because they have to overcome the bias that relegate women to being objects and subjects rather than equally talented creators of art. A strong advocacy for women in media, recognizing especially the degree of influence it has over society, is a necessary component of any attempt to confront the problems that women face.

There is an urgent need to examine discrimination against women in religious tenets and institutions. Like education and the media, religion is one of the socio-cultural institutions that have a tremendous impact on national perspectives and their consequent effect on values and behavior. Harnessing the potential of religious institutions is a crucial factor for the cause of equality and development of women.

Finally, hand in hand with changes in the socio-cultural milieu which deal with consciousness and attitude change, are the urgent support systems that need to be instituted to support the development of women toward achieving gender equality. Most important would be childcare support systems like day care centers, without which women are invariably tied down to housework.

#### **4.4 Economic**

Economic policies that relate to production, distribution and consumption must be assessed in terms of their gender responsiveness. On the production side, two specific areas are crucial: employment and training/education. With regard to the latter, mechanisms should be created to ensure equal opportunities for both women and men in formal/nonformal education and on-the-job training. The acquisition of non-traditional skills for women must also be given attention. Recognizing the childbearing function of women, training programs for women must be set up in order to ease their re-entry into the labor force after the childbearing/rearing period.

With regard to employment, the primary principle that must be upheld is that of equal pay for work of equal value. Affirmative action programs for women must be instituted especially in the area of conscious goal-setting to change the patterns of sex discrimination in hiring and promotion. In relation to this, a complete understanding and recognition of the biological functions of women in society is necessary in order to ensure that the special needs of women with regard to maternity benefits and the like are shared by the wider society.

A very crucial aspect of the economy relates to the creation of institutional support and programs that will encourage greater participation of women in

production and distribution. One important component of such support is the provision of credit status to women. Similarly, social credit systems will go a long way towards mobilizing the full potential of women.

Women-friendly technology and infrastructure as well as the role of women in environmental protection must be attended to. In the final analysis, women are crucial contributors not only to the economy as a whole but also to the thrust of minimizing environmental degradation.

Finally, since women are largely responsible for consumption in the home, they must be afforded greater participation in decision-making, especially with regard to prices of commodities.

#### **4.5 Political**

The empowerment of women through their full participation in political processes and structures is the main political goal for women. The exercise of political rights, the participation in the determination of laws and policies must not be limited to traditional concerns of women. While these will necessarily take on some primacy, as equal human beings, women should participate in issues that are usually associated primarily with men. Special mention must be made of issues like peace and ecology which already occupy women's attention.

Full participation, however, is dependent upon literacy and the provision of popular education for both women and men. As such, attention must be devoted to ensuring that the backbone of popular participation - literacy, information and education - is made available to all.

Finally, as an added impetus to the equality and development of women, government must engage in affirmative action programs as in the case of women's representation in Congress and local governments, the judiciary, unions and the like, as well as the encouragement of the formation and strengthening of women's organizations so as to afford them an equal say in decision-making. In this regard, a specific priority should be voter education and the ultimate creation of a women's vote that can help along policies and laws aimed at gender equality.

#### **4.6 Legal**

Since law is the reflection of the goals and aspirations of any society, the concern for women's equality and development must be incorporated into the legal system. Specifically, this would require the formulation of concrete legal basis for the standards set to ensure the equal rights between women and men. This is particularly important in the areas of property rights, citizenship rights, safety standards and equal opportunities.

Legal sanctions must be instituted to promote and to protect equal employment opportunities for women. In addition, protective legislation is necessary for employed women so that the childbearing function of women is given special consideration as, for instance, maternity benefits and non-exposure to harmful chemicals, etc.

To ensure that such laws are implemented, government must provide for legal literacy for both women and men. This condition is a critical component in empowering human beings as well as in creating the conditions for the full implementation of the law.

## 5. CONCLUSION

The PPGD is a plan that will evolve through the years depending upon breakthroughs that are achieved and obstacles that emerge. In the final analysis, a plan is only as good as its implementation and implementation is only as good as the will, the resources, and the people who choose to undertake the plan in its concrete form. While much have been achieved, much more is left to be done. The purpose of this chapter is only to outline the framework that govern the plan itself. The specific contours are contained in the succeeding chapters.



## **THE HUMAN DEVELOPMENT SECTORS**

The human development sectors cover the following: Education and Human Resources Development; Women's Health; Urban Development and Housing; Social Welfare and Community Development; Media; Arts and Culture; Justice and Peace and Order; and Labor and Employment. The sectoral plans discuss the need to address the concerns of women as agents and beneficiaries of social development. Issues affecting the prevailing systems operating in the education, health, social welfare, housing and justice and peace and order sectors, as well as concerns regarding women's portrayal in media and art forms, are likewise presented. The chapters spell out appropriate policies and strategies that will ensure equity in access to and responsiveness of basic social services to the special needs and concerns of women. Corresponding program areas are listed and described as well.

## EDUCATION AND HUMAN RESOURCES DEVELOPMENT

### 1. OVERVIEW

The improved quality of life for every Filipino through people empowerment, education and the harnessing of human resources is underscored in the Philippine vision for the period 1995-2025. Capability to participate in development and access to development and productive resources are two elements of people empowerment. One of the basic concerns of the Philippine Development Plan for Women, 1989-1992 (PDPW) was the sexes' unequal access to education and training. Indicators reveal that this is no longer a serious problem. The problem now seems to be that the improved educational status of women does not always translate into an improved status in the home and in the society, or into a more meaningful participation in the development process.

#### 1.1 Situation Analysis

Statistics indicate that women's access to education is no longer very markedly different from that of men across the three levels of education in both public and private schools. Data for schoolyear 1993-1994 (from a total of 10,731,453 children enrolled in both public and private schools) show the boys to slightly outnumber the girls (50.46 percent vs. 49.54 percent) in the elementary level. However, the girls had the advantage in the secondary (51.51 percent vs. 49.49 percent) and tertiary (56.29 percent vs. 43.71 percent) levels. Further noted is a consistently higher female enrollment from 1982 to 1990, averaging 59 percent over the eight-year period. In 1992, school attendance among the less advantaged groups increased to 85 percent for girls and 84 percent for boys between the ages of 6 to 12 years.

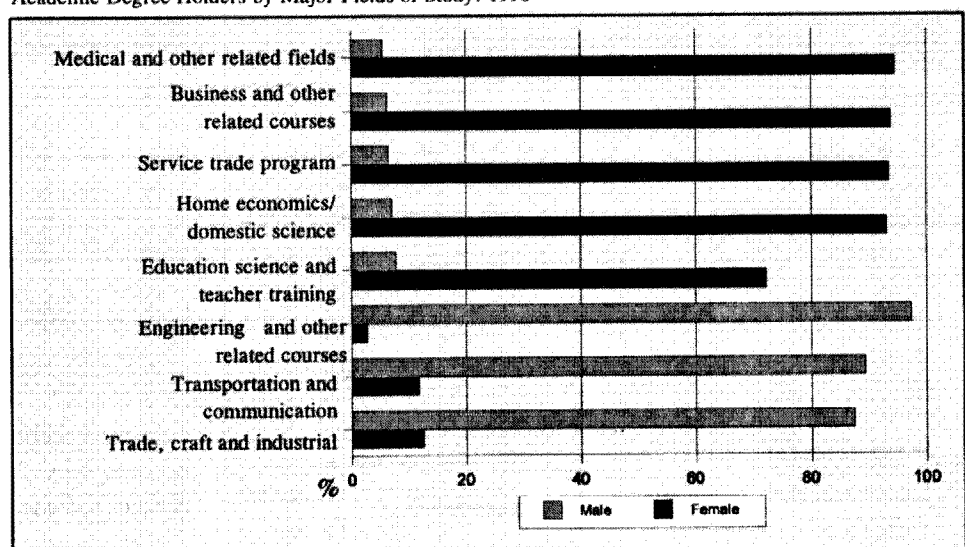
Literacy, defined in the Philippines as the ability to read and write a simple message in any language or dialect, was on the uptrend from 1970 to 1990. Literacy rates of females were slightly lower than the males over the last 20 years with a difference of one percent in 1970 (75.9 percent vs. 76.9 percent), 0.17 percent (82.8 percent vs. 82.63 percent) in 1980 and 0.36 percent (93.34 percent vs. 93.70 percent) in 1990.

Urban literacy rates have been consistently higher than rural literacy but the gap narrowed down between 1980 and 1990. Urban females have almost the same level of literacy as the urban males. Furthermore, there was a significant increase in literacy among rural females from 76.43 percent in 1980 to 90 percent in 1990.

Despite the high literacy rate, there is still a significant proportion of household heads who have not completed any grade and this is more true for women than men. In 1985, about 14 percent of female heads had not completed any grade in school compared to 6.2 percent for males. In 1988, the proportion for both female and male heads in the same category declined to 10.4 percent and 5.1 percent, respectively.

In terms of education outputs, the 1990 census of population 15 years old and over indicate that 53.4 percent of the 728,983 graduates of post-secondary courses were women. However, the courses where women were the overwhelming majority are those that are considered traditionally female fields: medical diagnostic and treatment programs (94.5 percent female); business administration and related programs (93.8 percent); service trades programs (93.5 percent); home economics/domestic science programs (93.0 percent); and programs in education science and teacher training (72.2 percent). Courses where men predominated were: engineering programs (97.3 percent male); transport and communication programs (89.3 percent); and trade, craft and industrial programs (87.5 percent). See Figure 3.1 below:

**Figure 3.1**  
Academic Degree Holders by Major Fields of Study: 1990



Source: Philippine Country Report on Women, 1995

Analyzed by profession, the same stereotyping of fields of study was observed from data gathered by the 1990 census, which counted 1.8 million female degree holders or 57.6 percent of the total 3.1 million degree holders. (This represents a 78.5 percent increase in the number of female academic degree holders from 1980 to 1990.)

Although outnumbering the men, women professionals did not depart much from their preserves: education, foods, nutrition and dietetics (81.2 percent female); medical and natural sciences (75.2 percent); and social sciences and related fields (61.2 percent). The men remained dominant in three major categories: architecture, fine arts, engineering and related fields (84.8 percent

male); foreign service, law, humanities and related fields (61.6 percent); and agriculture, fishery, forestry, veterinary and related fields (59.2 percent).

In the teaching profession, 1993 data show women as composing 93 percent of the teaching force at the elementary level, 85 percent at the secondary level, and 58 percent at the tertiary level. In both the public and private sectors, women teachers were the majority.

The first woman cabinet secretary for education served from 1986 to 1990, but still, policy-making posts at the Department of Education, Culture and Sports (DECS) were dominated by men. The superintendency was male-dominated in 1984, but the trend was reversed in 1993.

## **1.2 Sectoral Developments**

Within the broad framework of the PDPW and Republic Act (RA) 7192 or the Women in Development and Nation-Building Act, significant gains have been achieved in terms of addressing the issues and concerns of women in the education and human resources development sector. These are as follows:

### **1.2.1 Institutional Developments**

The focal agencies for both formal and non-formal education, the DECS and the National Manpower and Youth Council (NMYC), respectively, created appropriate institutional mechanisms that will respond to the issues and concerns affecting their female employees and clientele.

DECS Order No. 19, series of 1990 directed the creation of the DECS Focal Point for Women, at the national and regional levels, to ensure the implementation, monitoring, review and updating of programs and projects identified in the PDPW Education Sector. Much of the effort of the focal point has been directed at addressing sexism in textbooks.

Likewise, the NMYC organized a similar structure at the central office. To concentrate all agency efforts on WID, the focal point was lodged with the National Project Team (NPT) of the Women in Non-Traditional Trades (WINT) Project, with the National Project Coordinator appointed as the Chairperson.

Another major accomplishment was the organization of a Women's Studies Consortium in seven major schools (St. Scholastica's College, Philippine Women's University, Philippine Normal University, Miriam College Foundation, the University of the Philippines, De La Salle University and Ateneo University).

### **1.2.2 Policy Developments**

Much of the improvement in the educational status of women can be attributed to the implementation of the legal and policy provisions for equal educational access. Executive Order 117 provides, among others, for the promotion and maintenance of equality of access to education and enjoyment of the benefits to be derived from it by all citizens.

The Philippine Plan of Action for Education for All (1991-2000) also contributed to a large extent in providing equal access to education through its programs and projects across the regions of the country. The region-based projects specified for women are: 1) Alternative Approaches to Literacy Improvement for Women in the Coastal Areas and Cultural Communities of Region I; 2) Social Communication Skills for Socially Disadvantaged Women; 3) Reaching Out to the Out-of-School Youth, Unemployed Adults, Women and Disabled Persons Through Continuing Education; and 4) Development of a Learning System for the Improvement of Life (DELSILIFE) for Women in Rural Communities. These programs are designed to give access to basic education programs, develop desirable Filipino values, provide livelihood skills training and mobilize women to seek societal responsibilities.

Furthermore, the Medium-Term Philippine Development Plan (MTPDP), 1993-1998, clearly articulates how it will address issues of inequality by refocusing public resources and efforts towards basic social services. The Plan also takes a broader view of education which includes learning processes and opportunities beyond the classroom.

A review of existing policies under the jurisdiction of the Department to determine their gender impact led to the identification of certain policy issues to which the DECS focal point directed its effort. As a result, significant policy measures were adopted. For example, sex discrimination in admission requirement was addressed in the Philippine Military Academy (PMA) which started accepting female students in 1992. Likewise, some sectarian schools now admit both male and female students, e.g., Ateneo, La Salle, etc.

In non-formal education, an affirmative action policy was promulgated in the NMYC to ensure that women are trained in all industrial courses traditionally dominated by men. The policy requires that at least 10 percent of total NMYC annual training graduates are women.

### **1.2.3 Program/ Project Developments**

To address identified issues and concerns related to the women and education/training sector, the following programs/projects were implemented:

#### *1.2.3.1 Formal Education*

(a) **Capability building programs.** These address the need to increase the level of awareness and skills on Gender and Development (GAD) issues among key actors/agents in education and human resources development. Training activities conducted were:

- a series of gender sensitivity training sessions for key officials of DECS, curriculum developers, regional supervisors, education program specialists and human resource development officers from the agency's 14 regional offices;

- a special training program on gender sensitivity for male regional and assistant regional directors, bureau and assistant bureau directors and chiefs of divisions of the central office;
- a zonal gender and development training program for educators to disseminate to field personnel the provisions of RA 7192 and to organize regional GAD focal points; and
- trainers' training on gender sensitivity among the regional trainers across the country.

(b) **Curriculum development program.** This includes the following:

- development of a set of criteria to rid textbooks of gender bias and sex stereotyping, and the continuing review of existing textbooks and teacher manuals in the elementary and secondary levels for sex biases and stereotyping;
- development of gender-fair core messages for the integration into existing subject learning competencies required across the grade and high school levels; and
- development of gender sensitivity training (GST) Trainor's Manual for key officials and elementary and secondary school teachers.

(c) **Support mechanisms.** This program area includes:

- the review of DECS policies for possible discriminatory clauses on student admission requirements, recruitment and selection, promotions, access to training and scholarships and other human resource development activities;
- the establishment of sexual harassment (SH) units (to attend to complaints of SH and to prevent SH by adopting a policy against the practice, publishing information on what constitutes SH, and holding activities to raise awareness on the issue) in the different school divisions across the country;
- generation of a centralized sex-disaggregated database/information system;
- giving out awards such as the "Gintong Ilawan: The Teodora Alonzo Educator's Award" which is a joint effort of Avon Philippines and the DECS, to give due recognition to the excellence of the Filipino woman, particularly the educator. It specifically honors the exemplary commitment of female public high school principals nationwide; and
- implementation by the women's studies consortium (composed of seven major schools) of a number of activities such as a cross-cultural course on gender issues, publications and library program, outreach service to



grassroots organizations, sensitivity training, formation of a resource pool of faculty and researchers, and many others.

#### *1.2.3.2 Non-Formal Education*

Certain populations have been difficult to reach, thereby necessitating innovative programs aimed at addressing certain needs and circumstances of these clientele. Among such programs being implemented are the following:

- (a) **School-based centres.** These are centers established in Ifugao which provide support to older children (mostly girls) who also have to take care of younger siblings while attending school. Child care workers in these centres were trained in Early Child Care Development (ECCD) by the Department of Social Welfare and Development (DSWD).
- (b) **Female functional literacy (FFL).** This is an innovative approach to the provision of functional literacy to women through non-formal education which is aimed at reducing the wide disparity in female and male literacy rates in the country's most depressed provinces. Program beneficiaries are equipped with knowledge, attitudes, skills and values that will help them perform their roles in child survival protection and development. The project involved inter-agency collaboration in training and in the development of materials that are need-based and culture-specific. Thus, the project has enrolled 15,000 illiterate women representing 12 percent of the targetted illiterate female population in the above mentioned provinces.
- (c) **A pilot program which is exploring community learning approaches to literacy for women in the fishing villages north of Manila.** Non-formal education programs in aquaculture, processing of fish products and seaweeds farming have been conducted for fisherfolks.
- (d) **Programs for the disadvantaged.** A number of programs/projects for the disadvantaged sectors such as the tribal population have been implemented. One such program is the Accelerated Teacher Training for Cultural Communities (ATTCC) where teacher trainees from remote villages took part in a 26-month teacher-training diploma course in elementary education. The ATTCC graduates have been teaching literacy skills to an estimated 23,600 children and about 8,000 illiterate adults, mostly women of cultural communities, all over Mindanao every year. Another program is the Alternative Non-formal Education Delivery Schemes which was developed and implemented for selected cultural communities. The program, a joint effort of GOs and NGOs including religious and academic institutions, benefitted some 1,500 children and illiterate women and men in Manobo communities in the mountains of Bukidnon and Southern Philippines, and an estimated 3,000 Mangyan children and adults in Occidental Mindoro.

Other major program accomplishments in the non-formal subsector are the following:

- (a) **Women in Non-Traditional Trades (WINT) Project.** This project, funded by the Netherlands government with technical assistance from the International Labour Organization (ILO), promotes the entry of women into non-traditional trade and industry areas. Its components include the following: a) development of a trainer training program for all NMYC instructors to continually upgrade their pedagogical skills; b) training of female instructors in non-traditional areas along various training methodologies utilized in skills training; and c) training of women in technology and industry courses. Instructional materials were also developed to improve quality of training. Various audio visual equipment with video instructional materials were provided to all training centers to enhance the existing training delivery system. WINT also provides entrepreneurial development training for its graduates.
- (b) **In-house gender sensitivity program.** This program was implemented by the NMYC starting with its directors. Two gender-consciousness sessions were conducted during the National Directorate's meeting. The sensitization program was supported by other promotional strategies such as two photo exhibits focusing on women trainees and workers in various non-traditional areas. A regional conference on women was likewise held in NMYC Region II in Tuguegarao, Cagayan, aimed at sensitizing regional key officials on women's issues and concerns.

These efforts notwithstanding, a lot needs to be done. To improve the quality of participation of women and accessibility of quality services as well as provide/improve structures and mechanisms to accelerate responsiveness of education in addressing gaps that still exist, the following factors should be looked into: cultural factors that have contributed to gender differentials; classroom practices that negate gender-fairness; and the need to increase women's participation at the decision-making level.

### **1.3. Gender Issues and Concerns**

#### **1.3.1 Women as Education Agents, Professionals and Partners in National Development**

1.3.1.1 Because of the highly stereotyped association of home management and child care with women, working mothers in the various sectors of society such as education and human resources development, find themselves engaged in full-time work in addition to full-time housework and other community concerns. This multiple burden has been observed to seriously affect the quality of job outputs, the time they have left for personal improvement in terms of further studies and availment of training/scholarships abroad, and eventually, their chances of getting a promotion. The problem is aggravated by the lack of support system/services such as day care and child-minding facilities which, if available and sensitive to working women's needs, may greatly lessen their burden and enable them to direct their energies toward productive work.



1.3.1.2 While encouraging developments have been noted on the participation of women in decision-making, their disproportionate representation in top-level positions in all areas affecting people's lives continues to be evident. This is particularly observed in the education sector where women constitute majority of the school teachers but are not equitably represented as the positions go up. The continuing gender inequalities in access to power and decision-making needs to be addressed to improve the status of women.

1.3.1.3 To ensure that gender becomes a critical variable in education and human resources development, there is a need for a continuing consciousness-raising and orientation program among education agents (e.g. policymakers, school administrators, teaching and non-teaching personnel) for the promotion of more gender-sensitive educational goals, objectives, policies and programs.

1.3.1.4 There is also a need to look into why female teachers have limited opportunities for professional growth, or why they cannot avail of such opportunities. Although it has been repealed as a policy, women with children below two years of age are not encouraged to go on scholarship/training abroad. Likewise, female teachers find it difficult to participate in local training programs because they are hardly able to balance their time between reproductive and productive functions. The need to protect the husband's ego and the perception that wives' educational attainment should not exceed that of their husbands are also among the critical factors restricting women's pursuit of professional growth through further studies/training.

1.3.1.5 Another area of concern is the need to incorporate and take into account the gender perspective in teachers' training programs. It has been noted that teachers are unable to participate in these programs because the training design (e.g. time and location of training) does not take into account women's multiple responsibilities. Moreover, there is a need for a systematic, basic and in-depth training on women's studies for teachers and career counselors.

1.3.1.6 There is also the problem arising from harassment and other forms of violence against women, not only in the workplace but also in educational institutions. This problem is being manifested in varying forms popularizing expressions such as "kuwarto o kuwatro", "road test", and lay down or lay-off". The absence of institutional guidelines that shall govern the conduct of relations between supervisors and teachers, teachers and co-workers as well as teachers and students consequently leads to the perpetuation of the negative social values which should be corrected.

1.3.1.7 Another sectoral issue that must be addressed is the lack of funds from the government to support gender-related programs and projects in education and human resources development. This is attributed to the low level of awareness/consciousness on GAD issues among education officials/decision-makers.

1.3.1.8 The need to strengthen the central GAD focal point and create similar mechanisms at the sub-national level for the education and human resources development sector is a continuing concern that policy and decision makers ought to address.

### **1.3.2 Women as Education/Training Beneficiaries**

1.3.2.1 A major issue that continues to limit women's areas/fields of participation as education/training beneficiaries is sexism and stereotypes which perpetuate sex-role dichotomy and sexist attitudes. Many women are limited by cultural roles assigned to them, hence they tend not to venture into fields which are not specified by cultural standards. Traditional norms have been noted to result in gender-tracking in the fields of study/courses taken up by students. Technical and vocational courses are still dominated by men, although there is an increasing number of women taking up "male preserve" courses such as engineering, law and fishery.

1.3.2.2 The problem of gender-tracking has been aggravated by the lack of gender-sensitive counselling for students which, if made available, may widen the range of career choices for women. The need for counselling programs that will encourage women's entry into non-traditional courses must be addressed.

1.3.2.3 While it has been pointed out that gender-based inequalities in access to education is no longer a very serious problem, the issue still exists mainly because of cultural factors. For example, parents tend to give priority to sending boys to school when family resources are limited. In other instances, parents are unwilling to send their daughters to study in urban areas (where most of the educational institutions are concentrated) because of the risks that these might be exposed to.

There is a need to determine the scope of inequalities perceived to be hindering certain areas of women's participation in training and education to eradicate sex-based discrimination. The extent of implicit and explicit discrimination that women continue to experience while enrolling in some schools, together with the education needs of young women who are forced to drop out by such reasons as unplanned pregnancy, needs to be brought into focus and made the object of studies and appropriate responses.

1.3.2.4 As mentioned earlier, another concern that female students are faced with is sexual harassment perpetuated by male professors who demand "a date for a grade" from their students.

### **1.3.3 Systemic Concerns**

1.3.3.1 Institutional mechanisms/structures such as GAD focal points and NGOs/networks across the country need to be established/strengthened to ensure that the education and human resources development sector is gender-responsive. While such mechanisms already exist, these are confronted with problems of inadequate

funding and/or weak structures as these are simply added to existing functions. It has also been observed that mechanisms to ensure women's participation in contemporary movements for social change, e.g., peace building and maintenance, environmental upkeep, and human rights movements, are very limited.

1.3.3.2 Sex-role stereotyping and sexist concepts are still found in the curricula, textbooks and instructional materials. Studies have consistently pointed out that such stereotypes do not only restrict the role orientation of learners but reinforce traditional views of female subordination as well. There is a need therefore to continuously review the curricula and educational/instructional materials across levels vis-a-vis their relevance to the changing roles of women and men.

1.3.3.3 The issue of gender-biased social construction of knowledge-making and transmission needs special attention. Learning concepts used in schools which are founded on human experiences need to proportionately and accurately reflect women's contributions in key disciplines such as science, history, social studies, mathematics and language. Corollarily, formal and organized efforts to purposively introduce contemporary scholarships on women are very inadequate, thus there is lack of awareness, appreciation and adoption in the curriculum of theoretical and conceptual modifications introduced by feminists.

1.3.3.4 There is a continuing need to critique, monitor, review and evaluate the Philippine educational system in terms of content, methods/learning processes and institutional mechanisms/structures vis-a-vis its relevance and responsiveness to the demands of contemporary times (e.g. GAD concerns). For example, classroom-related studies/researches on teacher practices ought to be conducted periodically to identify teacher practices that negate gender-fair messages or those that reinforce sexism and sex-role stereotyping. Socio-cultural research on values that contribute to gender biases need to be implemented as basis for policy formulation.

1.3.3.5 Key officials/personnel (e.g. decision makers, policy makers, planners, program managers/ implementors) in the sector need to acquire broader gender perspectives to ensure that education/training plans, policies, programs and projects are gender-responsive. Likewise, there is a need to address the lack of gender-based data/information system in educational planning, policy and program formulation, implementation, monitoring and evaluation.

1.3.3.6 Another vital concern is the lack of an organized and systematic information network at the national and sub-national levels to mainstream women's concerns in education and human resources development.

1.3.3.7 The problem of weak coordination among GOs, NGOs and the private sector involved in advocating for women's cause must also be given attention.

## 2. GOALS AND OBJECTIVES

The ultimate aim of this sector is to contribute to the development of every Filipino woman's full potentials for self-actualization and productivity. This will allow her to contribute to the welfare of the family, the development of the community and upliftment of the bigger society. Central to this aim is the building-up of capabilities, and the inculcation in both sexes of proper values and attitudes regarding gender and development in order to engender mutual respect and recognition of individual rights and capacities.

For the Plan period 1995-2025, the sector shall address the following objectives:

- (a) To eliminate all forms of gender bias and accelerate the responsiveness of education and training in developing and harnessing women's potentials and in promoting their more meaningful participation in the various areas of development.
- (b) To upgrade the internal efficiency and enhance the capacity of the educational system to sustain consciousness on GAD and facilitate women's integration into the mainstream of national development.
- (c) To provide for equitable access of women to services and opportunities in all areas of education and human resources development both at the basic and higher education levels.
- (d) To raise general consciousness regarding women's gender concerns and provide appropriate opportunities and channels for them to contribute to the total human and national development.

## 3. POLICIES AND STRATEGIES

In support of the above objectives, the sector will adopt the following policies and strategies categorized as: 1) teacher training; 2) education and literacy; 3) networking and advocacy; 4) national machinery of the education sector for the advancement of women and other institutionalization strategies; 5) research, publication and information dissemination; and 6) standards, policies and legislations.

### 3.1 Teacher Training

Teachers' training in gender and development will be deregularized and institutionalized. Effective strategies for promoting women will be explored, tested and incorporated in women's pedagogical methods. Research inventories, books, audio-visual and other available materials will be disseminated.

**3.2 Education and Literacy**

Under this strategy, the sector shall undertake the following:

- (a) The intensification of Values Education that will address issues on discrimination, biases and human rights will be pursued. Traditions and beliefs that negate the principles of equality between the sexes shall be reinterpreted and focused on emerging realities.
- (b) Programs and projects that provide access to education for the disadvantaged shall be pursued more vigorously.
- (c) Core messages for an information campaign on gender-fair education shall be pursued.
- (d) Local gender-sensitive materials that can be used by teachers to reinforce classroom lessons will be developed.
- (e) Media's help in the information campaign will be strengthened.

**3.3 Networking and Advocacy**

This sectoral thrust shall be carried out through the following:

- (a) Women's studies will be systematically and vigorously pursued as an enriching perspective in education. Partnership and coordination with NGOs advocating women's studies as well as support for popular education initiatives of women's centers will be promoted.
- (b) Women's centers that shall advocate for more gender-sensitive learning and provide support services for teachers and students shall be established in schools.
- (c) Progressive legislation affecting women teachers shall be actively supported.
- (d) Gender-sensitive international agreements and initiatives affecting women educators shall be complied with and supported.

**3.4 National Machinery for the Advancement of Women and Institutionalization in the Education Sector**

This policy thrust shall focus on the following:

- (a) A national network of focal points shall be organized to serve as anchor in division, regional and national activities and to be a forum for the exchange of ideas. DECS focal points for gender and development shall be institutionalized.
- (b) The central focal point and its regional and division counterparts, as well as interagency networking, shall be established/strengthened.
- (c) Networking with women's studies associations for research projects shall be undertaken.

### **3.5 Research, Publication and Information Dissemination**

Under this strategy, the sector shall:

- (a) Undertake research on relevant GAD variables vis-a-vis education and training.
- (b) Generate sex-disaggregated data.
- (c) Organize information dissemination campaigns.
- (d) Coordinate and publish journals with regional networks and women's institutes.

### **3.6 Standards, Policies and Legislation**

These instruments shall, among others:

- (a) Ensure budget allocation for GAD and its efficient management and effective utilization.
- (b) Allocate adequate funds for the development of women's studies in the educational curriculum and the training of teachers.
- (c) Institutionalize policy guidelines that shall govern the conduct of relations between supervisors and teachers and co-workers as well as between teachers and students.

## **4. PROGRAMS AND PROJECTS**

More specifically, the Education and Human Resources Development sector shall initially focus on a three-pronged program approach in the immediate future:

### **4.1 Advocacy**

#### **4.1.1 Gender sensitization**

Sensitizing programs shall continue to be developed and conducted for teachers, school administrators, trainers, planners, textbook writers, illustrators, editors, parents, students and other concerned groups. The purpose is to raise the level of awareness or consciousness of key individuals in the sector and to generate greater support in addressing gender-specific issues.

#### **4.1.2 Educational media**

This involves the formulation of appropriate guidelines for teachers and the inclusion of gender issues in various communication mechanisms such as debates, symposia, parent-teacher discussions and community assemblies. Its objective is to promote gender-fair socialization and reinforce consciousness-raising efforts within and outside the formal school system.

**4.2 Special Programs****4.2.1 Career guidance reorientation**

This project shall correct stereotyped career tracking by sensitizing career counsellors to the issue, developing and disseminating appropriate information handouts, and encouraging young women to train in highly employable skills or pursue studies that will get them jobs in the identified areas of economic growth.

**4.2.2 Specific programs and services on emerging priority concerns on GAD**

To address the education needs of certain groups of young women, such as those in danger of being forced out of school because of an unplanned pregnancy, a shorter school term shall be arranged. Education on human sexuality shall be provided to male and female students in all levels. Under the Non-Formal Education (NFE) program, the topics of consumerism, sexual abuse and violence against women shall be discussed. Self-defense training for young women shall be promoted. In cooperation with concerned agencies, programs on appropriate technology shall be developed for women. Programs shall also be developed to encourage women to go into non-traditional occupations.

**4.2.3 Gender-responsive management information system**

To eliminate constraints on policy formulation and sustain interest in issues pertinent to women in the sector, sex-differentiated statistics shall be generated. This entails a thorough analysis of the present data collection and dissemination system, the reformulation of appropriate data indicators, and training of individuals concerned with data generation and management.

**4.3 Research and Documentation****4.3.1 Research on sexism, stereotyping and other gender biases in textbooks and school curricula**

This involves continuing analysis of textbooks and curricula in key subjects such as social studies, history and english and the collation of completed studies, to determine the extent of sexism contained in such instructional materials. Based on the findings, proposals shall be formulated towards the elimination of sexism/gender bias in educational content and methods.

**4.3.2 Research on prevailing teacher-learning conditions**

This project shall focus on the evaluation of the prevailing dynamics in classrooms to point out their effects on the development of women's psyche. This study is expected to uncover the factors that reinforce female subservience or docility. Preferable arrangements that would be mutually beneficial to both sexes shall likewise be pilot-tested.

**4.3.3 Research on gender biases in knowledge-making and transmission**

The purpose of this study is to come up with evidences of male bias in the varied aspects of formulating and imparting knowledge. It includes an assessment of the processes involved in generating educational concepts and the system by which they reach learners in the formal system.

#### **4.3.4 Research and critique of gender-biased theories**

The purpose of this study is to help rid the educational system of sexism. It shall proceed from identification and critique of theories related to the nature of women and men. This shall be followed with a compilation and testing of possible alternatives.

#### **4.3.5 Formulation of Philippine Women's Studies**

Gender issues, not only in education but in other sectors as well (such as science and technology, employment, health) call for formal scientific study. This project seeks to promote indigenization of gender courses and materials. It also aims at encouraging curricular offerings on women in the formal and non-formal systems.

#### **4.3.6 Assessment and evaluation of current educational programs vis-a-vis gender responsiveness**

This entails analysis of existing education and human resource development (HRD) programs to determine their gender-differentiated impact on target beneficiaries and to come up with strategies for reformulation so as to eliminate gender bias therein.



## WOMEN' S HEALTH

### 1. OVERVIEW

#### 1.1 Framework for Women's Health

Health is a basic human right. Two provisions of the Philippine Constitution specifically refer to this. Section 15 of the State Policies provides that “the State shall promote the right to health of the people and instill health consciousness among them.” Section 11 of Social Justice and Human Rights says: “The State shall adopt an integrated and comprehensive approach to health development... There shall be priority for the needs of the underprivileged sick, elderly, disabled, women and children.”

The Philippines is a signatory to the Jakarta Declaration which affirms “that women’s health needs in all stages of the lifecycle should be adequately articulated and properly met by the requisite provision of budgetary resources, legislative support and social and health care reorientation.” These are clear mandates for government to address women’s health.

Health refers not only to the absence of disease or disability but encompasses a person’s state of complete physical, mental, emotional and social well-being. Women’s health in all stages of the life cycle is of immense importance not only because it affects the health of the next generation through its impact on children but also because women are half of the country’s human resource. Studies have shown that while women live longer than men, they are more sickly and disabled than men throughout the life cycle.

Meeting the health needs of women, therefore, means considering these needs at all stages of their life cycle and not simply focusing on maternal health, as had been the case with past approaches. This way of looking at women’s health is becoming more and more evident in the sector’s programs, a big improvement from the traditional and limited focus on maternal health.

For the purpose of this chapter, maternal health is defined as the sense of well-being related to the ante-natal, natal and post-natal periods of the life cycle. On the other hand, reproductive health is that state of well-being in all matters relating to sexuality and the reproductive system. Reproductive health could only be fully achieved if reproductive rights are recognized and enjoyed by everyone regardless of race and creed. Reproductive right is the basic human right of women/couples to decide freely and responsively on the number, spacing and timing of their children, based on their own choice and free from coercion, discrimination and violence.

Women's health is both a national and an individual concern. There is no question about its impact on child survival, family welfare and the health and productivity of future generations.

### 1.1.1 General Health Situation

The past decade witnessed slow improvement in the overall health situation of the Filipino people. The average life expectancy at birth for both sexes rose slightly from 61.6 years in 1980 to 64.8 years in 1990. Comparing women and men, the increase is from 63.4 years to 70.2 years for the former and from 59.8 years to 64.9 years for the latter in the same period. The crude birth rate (CBR) decreased slightly from 34.8 births per 1,000 population in 1980 to 31.88 in 1990, as did the crude death rate (CDR) from 8.7 deaths per 1,000 population in 1980 to 7.17 in 1990. The maternal mortality rate (MMR) decreased from 1.1 maternal deaths per 1,000 live births in 1980 to 1.02 in 1990, and the infant mortality rate (IMR) from 59 deaths per 1,000 live births in 1980 to 57 in 1990. Female infants tend to survive better than male infants at 24 deaths per 1,000 live births against 30 deaths for the latter. Pneumonia accounted for the most number of infant deaths followed by perinatal and respiratory diseases, diarrhea, congenital anomalies, birth injuries, nutritional deficiencies, measles and others. The child mortality rate (CMR), for children one to four years old, showed slight improvement from 6.8 deaths per 1,000 population in 1985 to 5.3 in 1990, with boys having lower survival rates than girls. (See Table 4.1)

**Table 4.1**  
Summary of Health Indicators  
(per 1,000 population)

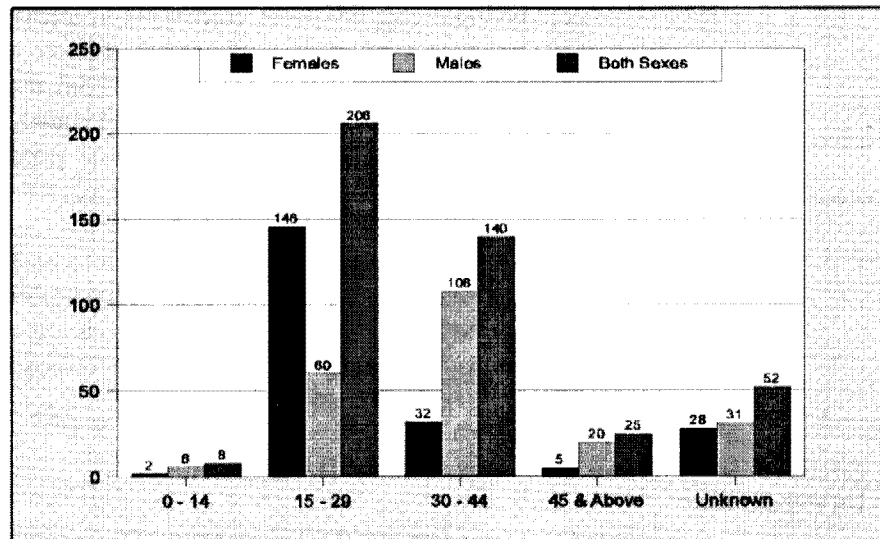
INDICATOR	BEFORE 1980/85	LATEST DATA 1990
Crude birth rate	34.8	31.88
Crude death rate	8.7	7.17
Maternal mortality rate	1.1	1.02
Infant mortality rate	59	57
Infant female mortality rate	33	24
Infant male mortality rate	42	30
Child mortality rate (1-4 years old)	6.8	5.3
Female life expectancy at birth	63.4	70.2
Male life expectancy at birth	59.8	64.9

Source: Philippine Country Report on Women, 1995

Despite steady progress towards the control of infectious diseases, the leading causes of illness and death among children are still communicable (pneumonia, tuberculosis, measles, diarrhea) and nutrition related. On the other side, diseases of the heart and vascular system, malignant neoplasms and occupation-related diseases are important causes of death and illness particularly among women. The incidence of disability has also been increasing in both sexes -- 11 persons per 1,000 population have some form of disability (blindness, deafness, mental retardation). For sexually transmitted diseases, there are more women suffering from gonorrhea and syphilis than men.

While human immuno-deficiency virus (HIV) infection/acquired immuno-deficiency syndrome (AIDS) is of equal prevalence among men and women (212 and 206 reported cases, respectively, as of 1993) and is still at relatively low levels, the trend is steadily increasing and children particularly infants are beginning to be affected.

**Figure 4.1**  
HIV Seropositives by Age and Sex From 1984 to 1993



Source: Philippine Country Report on Women, 1995

### 1.1.2 Factors Contributing to Women's Health

The poor status of women's health in the Philippines can be attributed to many factors among which are the low status of women in society, reproductive risks, women's failure to look after their own health and the underinvestment in women's health.

There are also underlying socio-economic factors. These factors affect women at the individual (age, education, knowledge, beliefs, attitudes, status, control over resources), household (income, social network) and community (culture, gender bias) levels. At the same time, these impinge on the proximate determinants or the areas for interventions. These proximate determinants can be in the areas of health service utilization, whether of general health services or those particular to women; fertility and related issues and concerns such as pregnancy, birth intervals, and others; nutrient intake; and injuries suffered in the workplace or in the home or as victims of violence. These underlying factors and proximate determinants could affect women's health outcomes in terms of mortality, morbidity, nutritional status, life expectancy and others.

Philippine society has generally cast and perceived women mainly in their reproductive role, generally overlooking their productive role. This stereotyping of roles has had negative consequences on women's health, education and access to opportunities. In many communities, girls do not have the same access as boys

to nutrition, health and education. Nutrition is a major factor influencing health in all stages of the life cycle. Yet within households, scarcity of food and differential feeding make women and children consume less calories making them more susceptible to malnutrition. It has also been established that women work longer hours than men; their domestic work together with their work outside the home make them work a double day. This could constrain women's access to opportunities for personal growth and advancement. In the workplace, women who constitute one-third of the official labor force are concentrated in the lowest paid occupations, are more vulnerable to unemployment than men and generally earn less than men. Across all sectors, women have overcrowded the lower rungs of the organizational hierarchy away from the center of power which decides where and how resources should be allocated. For every three males holding administrative, executive and managerial positions, there is one female in the same.

Women undergo risks related to reproduction. Pregnancy and breastfeeding alone make enormous nutritional and physical demands that women especially the poor are seldom able to meet either by eating more or getting more rest. When women do not regulate their fertility, childbearing can continue for 20-25 years, taking a great toll on their bodies.

## **1.2 Sectoral Developments**

### **1.2.1 Institutional Developments**

The sector has taken significant steps towards improving women's health status.

The Department of Health (DOH) through Department Order No. 200-A, series of 1989 created the Department's Gender and Development (GAD) Focal Point to ensure the implementation, monitoring, review and updating of the Philippine Development Plan for Women (PDPW) in the DOH. The focal point is composed of heads of the different services. Accomplishments of the focal point include coordination of gender-sensitivity awareness orientation and training, integration of gender-related concerns into the planning and implementation of programs/projects, into the health education and into information, education & communication (IEC) messages of the different programs, and initiatives towards sex-disaggregation of health data.

In as much as an effective women's health program requires an integrated package of women's health education and services, organizational changes had to be made in the DOH. The Office for Special Concerns was made to oversee all related programs and services addressing the needs of women and children. This office is now called the program cluster for women and children and is now under the Office for Public Health Services. It includes the Family Planning Service, Nutrition Service, National AIDS Prevention and Control Program, Dental Health Service and Women's Health and Safe Motherhood Program. It closely coordinates all programs and projects related to women's health and aims to institutionalize the integrated approach to women's health service delivery.

A Commission on Population Board Resolution No. 1 dated January 17, 1989 designated the DOH as lead agency in the family planning program. As such, the

department assumed two roles: that of a major implementing agency and of a coordinating agency for all activities on family planning service delivery. However, with the enactment of the 1992 Local Government Code, most health services including the Family Planning Service had to be devolved to local government units (LGUs).

The health department's Medium-Term Development Plan (1993-1998) articulates a new health vision for the Philippines, to wit: Health for All by the Year 2000, and Health in the Hands of the People by the Year 2020. The realization of the vision is anchored on the following framework: health is a national movement, health is an investment, health is development and health is a rallying point of all participating agencies. The role of women in development is recognized therein such that among the main programs the department is implementing for the period are those addressing women's health.

The Department of Health's Ten-Year Investment Plan (1996-2004) entitled, "Investing in Equity in Health" embodies the overall goals and strategies for the health sector. Its key objectives are to assure the sustainability of national health programs, support the process of devolution, rationalize sector spending and enhance institutional capabilities in management and planning. Among the six public investment packages is the Women's Health and Safe Motherhood Package estimated to cost about P8.1 billion from 1995 to 1999. It aims to address the basic health needs of women especially at critical periods of the life cycle.

Active networking with NGOs on health contributed a lot to the successful developments within the health sector. Some of the most active organizations are:

- (a) Womanhealth, a network of individuals, institutions and organizations that supports women's health and reproductive freedom;
- (b) Pro-Life Philippines, which proposes natural family planning methods and counsels those who get pregnant;
- (c) Women's Health Care Foundation (WHCF), which helps upgrade and improve the quality of reproductive health care given to women;
- (d) Institute for Social Studies and Action (ISSA), which does research, education and advocacy to promote health for all especially women, youth and children; and
- (e) Health Action Information Network (HAIN), which works with communities and advocacy groups on diverse health-related issues, blending formal academic research methods with community-based perspectives.

### 1.2.2 Policy Developments

The government's health policy framework which includes women's concerns and the evident political commitment of DOH leadership to women's programs have resulted in significant policy developments during the period in review.

The implementation of the Generic Act of 1988 has had tremendous impact on women who play the role of health providers at home, by enabling them to choose the brands of drugs to purchase according to the available budget and other factors. The implementing guidelines of the law has been approved and disseminated, while the Philippine National Drug Formulary for Physicians has reproduced and disseminated a list of acceptable and efficient drugs. Efforts have also been intensified to eradicate banned goods and drugs that are particularly harmful to women and children. NGOs particularly Bukluran para sa Kalusugan ng Sambayanan (BUKAS) and other sectors had been helping disseminate and advocate the National Drug Policy.

The Rooming-In Act aims to promote and protect breastfeeding by requiring government and private health institutions with obstetrical services to adopt a policy of rooming-in. Implementing guidelines of the law have been formulated, approved and disseminated. A complementary program of awards for women-friendly hospitals has been implemented to boost observance of this policy.

The Magna Carta for Public Health Workers grants additional benefits for public health workers, majority of whom are women. The benefits include subsistence pay, laundry allowance and hazard pay. Implementing guidelines have been drafted.

The DOH revised the policy statements of the Philippine Family Planning Program as follows:

- (a) rejection of abortion as a family planning method;
- (b) improvement of family welfare with main focus on women's health, safe motherhood and child survival;
- (c) freedom of choice; and
- (d) promotion of family solidarity and responsible parenthood.

Several bills have been filed in Congress towards the promotion of programs and services for women:

- (a) An Act Establishing a Women's Community Support Center for Every Barangay. This will provide maternal care services and serve as a place where literacy, livelihood and population programs may be implemented.
- (b) An Act to Protect the Spouse from Sexually Transmitted Diseases (STDs). This requires a marriage license applicant to file a medical certificate stating that she/he is free from STDs. Affliction with STD is an additional ground for legal separation.
- (c) Resolution supporting the Declaration of the Decade of Safe Motherhood (1988-1997)

- (d) Bill increasing maternity benefits for women employees in the public and private sector to 120 days with full pay
- (e) Bill granting Barangay Nutritionist Scholars assigned to nutritionally depressed areas, an annual travel allowance of P 1,200
- (f) Bill appropriating P 40M for the Nutrition Improvement Fund
- (g) Bill allocating two percent of the Local Government Development Fund for the Food and Nutrition Program
- (h) An Act Creating a Special Fund for People with AIDS (PWAs)

### **1.2.3 Program and Project Developments**

The sector's goals and objectives for women's health have been vigorously pursued through the implementation of programs and projects both for its staff and implementors as well as for its clientele.

#### *1.2.3.1 For Staff and Implementors*

The DOH, through its Health and Humanpower Development and Training Service aims to continually upgrade the knowledge, attitudes and skills of its personnel at all levels of the health system. Initiatives toward the development of an integrated women's health care training curriculum and the development and use of other training methodologies such as the distance learning approach have been initiated.

Several DOH middle managers, particularly those involved in the women's health program, have been granted scholarships. Among these is the "1994 Short Course on Women's Health" held in Australia. The course aimed to raise awareness on women's health issues and improve skills in multidisciplinary research on women's health, among other objectives.

#### *1.2.3.2 For clientele*

The Maternal Health Care Program aims to improve women's health through a comprehensive package of preventive, promotive and curative care to ensure safe pregnancy and delivery and in the long term, reduce maternal mortality and morbidity. Services include prenatal care including services to screen, detect and manage high risk pregnancies, provision of routine services to normal pregnancies and tetanus toxoid immunization to all pregnant women, as well as care during and after childbirth.

In 1993, the maternal care program provided services to 80 percent of pregnant women in terms of one prenatal care visit. However, only 44 percent of pregnant women sought up to three prenatal visits, a dropout rate of 36 percent. The high dropout rate could be attributed to the fact that after the first trimester of pregnancy women are usually asymptomatic, therefore they do not seek prenatal care. Tetanus immunization coverage of pregnant women was 68 percent.

The breastfeeding program aims to promote exclusive breastfeeding from 0-6 months and continued breastfeeding up to two years through the establishment of Mother-Baby Friendly Hospitals to support early breastfeeding for mothers in the community. The breastfeeding initiation rate in 1991 is high at 91 percent. However, the continuation rate at six months is only 82 percent. The effects of breastfeeding on women's health are far-reaching. Early breastfeeding can prevent postpartum hemorrhage, helps space pregnancies and helps prevent breast cancer.

The Nutrition Program aims to improve the nutritional status of women and children especially the high risk and vulnerable such as preschool children, pregnant women and lactating women, through a package of nutrition services that includes: risk screening using weight for age particularly for the preschool children; food supplementation; and micronutrient (iron, Vitamin A and iodine) supplementation. In 1994, 85.72 percent of married women of reproductive age were given iodine capsules during the Araw ng Sangkap Pinoy.

The Philippine Family Planning Program which aims to provide universal access to family planning information and services reported that in 1993, it established new clinics and carried out the integration of family planning with other promotive and preventive programs.

For 1993, the program recorded accomplishing 78.7 percent of its target for new acceptors and 94 percent of the target for current users. The 1993 contraceptive prevalence rate is 40 percent.

The National AIDS/STD Prevention and Control Program aims to prevent the spread of HIV/AIDS/STDs, prevent STD complications and cushion the psychological and personal impact of the disease on the individual, family, community and society at-large. The program components include surveillance, IEC and training, laboratory services, clinical care and management research and program management. Some of the program accomplishments are: training of health care workers, including embalmers and media practitioners; yearround intensive IEC campaigns (raising awareness to an all-time high of 92 percent nationwide); strengthened collaboration with GO/NGO partners; and establishment of DOH as the lead agency for HIV/AIDS prevention and control activities in the country.

The Non-Communicable Disease Control - Breast and Cervical Cancer Control Program aims to reduce mortality and morbidity through early detection using breast self-examination for breast cancer and pap smear for cervical cancer. Program components include public information and health education, intervention for early detection, management of cases particularly cancer pain relief, training of the staff of referral centers, and research. The list of accomplishments showed that 27 percent of the target population has undergone pap smear, 75 percent of target population has done breast self-examination, and almost 150 percent of service providers have been trained on the intervention for early detection of breast and cervical cancers.



Several projects have been implemented by the department to strengthen the above programs for women's health:

- (a) **Philippine Health Development Project.** This aims to strengthen priority impact programs of the DOH including those on maternal and child health (MCH) and nutrition.
- (b) **Urban Health and Nutrition Project.** The project aims to strengthen health service delivery. It answers the specific health needs of women, youth and children in the urban poor communities of Metro Manila, Cebu City and Cagayan de Oro City.
- (c) **Women's Health and Safe Motherhood.** Presently being developed to fill in gaps in existing programs for women, the project includes the following components:
  - service delivery to improve the range and quality of women's health services
  - institutional development to strengthen service delivery capacity
  - community partnership for women's health to enhance the effectiveness and sustainability of health interventions through partnership with NGOs and local communities
  - policy and operations research to expand the knowledge base on which to draw policy and technical guidance for women's health programs

### **1.3 Gender Issues and Concerns**

The above developments notwithstanding, numerous issues and concerns remain to be addressed.

#### **1.3.1 Issues/Concerns Affecting Women as Health Agents**

##### *1.3.1.1 Low level of gender consciousness of policy makers, legislators, local government executives and program managers on women's health needs and concerns*

Some local government units do not consider women's health as a priority issue. The lack of gender perspective among these groups could lead to policies and programs insensitive to the needs of women employees of the sector as well as to inadequate financial support for gender-sensitive programs/projects.

Middle managers who are not conscious of gender issues and the rights of their health workers may manifest bias against female workers, such as when the availment of maternity leave is taken as a point against a female worker vying for a promotion. Lacking awareness herself, the worker will not be able to discern such bias and to defend herself against it. Likewise, health service providers who

have not been sensitized to gender concerns may not be able to respond to the special health needs of women clients.

*1.3.1.2 Non-implementation of the Magna Carta for Public Health Workers in some devolved localities*

This has brought about demoralization of health providers mostly women, especially those serving in hard-to-reach and rebel-infested areas where a regular pay would not be commensurate to the risks entailed by the job.

*1.3.1.3 Inadequate benefits for community outreach volunteer health workers who are mostly women*

As extension of the community, volunteer health workers are not paid salaries. However, with the output that is expected of them, it is but fair to provide them with certain benefits (e.g. travelling allowance, clothing allowance, etc.).

*1.3.1.4 Need to strengthen the gender and development (GAD) focal point at the national level and to set up focal points at the sub-national level*

With the rapid turnover of staff including retirements and transfers, the GAD focal point at the central office has become inadequate and needs to be reinforced with equally committed members from the various units represented. It is also high time that regional offices start forming their GAD focal points.

**1.3.2 Issues Affecting Women as Beneficiaries/Clients**

*1.3.2.1 Need to continuously address leading causes of women's mortality and morbidity*

For the period 1985-1992, the leading causes of death among women of reproductive age (40-59 age brackets) were heart disease, tuberculosis, cancer and pregnancy-related deaths.

Maternal mortality and morbidity are major problems in the Philippines. Among women 18-35 years old, pregnancy-related deaths and illnesses are prime health burdens. They restrict the ability of women to gain equal status in communities and workplaces, are linked to infant and child mortality and morbidity and can place economic burdens on the country. The magnitude of these burdens is seen by the fact that everyday, about five to six women die of pregnancy-related causes, 1,714 women suffer from maternal health-related illnesses where one death could have been averted if the woman had access to a reliable family planning method, 1,429 women suffer from reproductive tract infection, 23 babies die from neonatal tetanus, more than 100 children die because their mothers die from pregnancy-related death, many suffer from infertility mainly due to untreated reproductive tract infection and many newborns and fetuses die mainly due to obstetric complications.

Direct causes of maternal mortality are hemorrhage, pregnancy-induced hypertension, childbirth, puerperium, pregnancies with abortive outcomes, infections, and complications of a preexisting reproductive health problem. Women are at greater risk of suffering from maternal death or illness if they are pregnant and are over 35 years or under 20 years old, their births are spaced less than two years apart, they had four or more pregnancies or they have a preexisting medical problem. The relationship between birth spacing and maternal and infant health in the Philippines is well documented. Local evidence shows that if women space their births by two or more years, infant mortality rates could be reduced by 25 percent.

Currently, there are 6 million of the 8.8 million married women of reproductive age (MWRA), 15-49 years old, who are at high risk from pregnancy-related disorders, yet only 3 million of them are using some form of family planning method. Statistics in 1990 show the total fertility rate (TFR) to be 4.1, meaning Filipino women can expect to have four children during their reproductive years, which is still high although an improvement from the 5.45 in 1980. With regards to the practice of family planning, the contraceptive prevalence rate (CPR) improved from 36 percent in 1988 to 40 percent in 1993. Method preference also showed a trend towards the use of the modern methods from a stabilized trend of 20 percent in the past five years (1984-1988) to 24.9 percent in 1993. Some 61-67 percent of mothers have received at least one tetanus toxoid injection during pregnancy (1990). Studies estimate that about 155,000 to 750,000 induced abortions are performed annually which indicates an alarming situation of unwanted pregnancies. Complications due to induced abortion sometimes leading to death is a major problem.

From the data on maternal deaths by age group, the ages below 15 and 50 years and over remained the most dangerous periods for childbirth. In 1990, the rate was 592.3 deaths per 1,000 live births for age 15 and below and 140 deaths per 1,000 live births for women above 50. The risk began to increase by age 35.

#### *1.3.2.2 Poor nutritional levels among women, pregnant and lactating women in particular*

Malnutrition is more common among women than men. The incidence of anemia among female adolescents is six percent while that of male adolescents is one percent. Because of their sex and physiologic state, women are more susceptible to anemia than men. The incidence is particularly severe for the early years and during pregnancy and lactation. During the period 1980-1990, 40 percent of pregnant women and 50 percent of lactating women and infants were suffering from iron-deficiency anemia. Women's per capita calorie intake fell from 1,808 kilo calories in 1992 to 1,754 kilo calories in 1987. Protein intake per capita went down from 50.2 grams to 49.7 grams during the same period.

Poor maternal nutrition has significant effects on the health of the mother and the child. The 1987 national nutrition survey indicated that pregnant and lactating women consumed less than the Recommended Dietary Allowance (RDA) of nutrients, with energy intake only 70 percent adequate and protein intake 69

percent adequate. The iron intake of pregnant and lactating women was only 61.9 percent and 55.4 percent adequate, respectively. Iodine deficiency, which had been severe among pregnant and lactating women, likewise worsened to 30 percent and Vitamin A deficiency among pregnant and lactating women increased from 33.6 percent and 58.9 percent to 55.3 percent and 71.6 percent, respectively. Iodine is required for the normal functioning of the thyroid gland and for normal fetal neurological development. Iodine deficiency in pregnant women can cause mental retardation, speech impairment, deaf-mutism, squint, locomotor problems and physical deformities in the child, and the fetus may be stillborn or miscarried, endangering the mother. Vitamin A is transmitted by breastmilk to the newborn to provide protection against blindness and other childhood morbidities such as measles and diarrhea. Vitamin A deficiency in a mother can cause Vitamin A deficiency in the newborn. Maternal malnutrition can also cause low birth weight in babies. Statistics show that one out of five Filipino babies are born with low birth weight.

Fetal death rate is indicative of the mother's state of health and nutrition during pregnancy. Between 1980 to 1989, the fetal death rate fluctuated from a high 9.8 in 1983 to a low 5.7 in 1986. An uptrend is evident from 1987 to 1989. The infant's weight at birth is another measure of the mother's health during pregnancy. In 1989, 90 percent of births had normal weight.

#### *1.3.2.3 Inadequate access to medical attendance during childbirth*

The percentage of live births delivered with medical attendance went down from 58.5 in 1990 to 52.8 in 1993. Traditional midwives or "hilots" delivered about 43 percent of all births during the period. According to a survey of poor women in 1992, one-third of births delivered were attended by doctors or nurses/midwives while two-thirds were assisted by traditional midwives. As expected, the incidence of delivery with the help of traditional midwives was higher in rural areas (72.11 percent) than in urban areas (60.67 percent).

#### *1.3.2.4 Reproductive health-related infections among women*

Reproductive tract infections (RTI) are preventable but, left untreated, can lead to infertility, ectopic pregnancy, cervical cancer, fetal wastage, babies with low birth weight, infant blindness, neonatal pneumonia and mental retardation in the child. There are countless missed opportunities for treating early symptoms of RTI because afflicted women are embarrassed to seek care. Other causes of morbidity and even mortality in women are women's cancers, particularly breast and cervical cancer, and subjection to violence.

#### *1.3.2.5 Women's multiple burden which make them vulnerable to disease and disabilities*

Studies show that while women have a longer life expectancy than men, they are more sickly and have more disabilities throughout their life cycle.

*1.3.2.6 Women's giving more priority to their children and husbands than themselves in seeking medical care*

Women do not see a doctor unless their symptoms become unbearable or interfere with their work. Or they skip their regular pre-natal check up because they feel no need for it, especially if they are busy with housework and childcare. Cultural values that rate women's needs as secondary contributed to this kind of behavior or attitude toward health care.

*1.3.2.7 High awareness but low practice of family planning*

This is probably due to misinformation or lack of information on the various family planning methods and to actual or perceived difficulty in obtaining these methods or devices. The idea that family planning programs cater only or mainly to women, and the lack of motivational strategies to involve the men, has led to non-cooperation which accounts for much of the failure of couples to practice contraception.

*1.3.2.8 Poor functional health and nutrition literacy among women and men*

Services to improve the health and nutrition literacy of both women and men as well as to motivate both to share the responsibility of ensuring primary health care and nutrition for their families, are inadequate.

*1.3.2.9 Lack of awareness among women of environmental/ occupational health and safety hazards*

Conditions in many workplaces are poor and unsafe leading to diseases and injuries. While women and men have to contend with substandard working conditions and are exposed to various health hazards, women disproportionately suffer more from these given their reproductive role and the unequal power relations they experience in the workplace and at home. For example, women in the textile, garments and semi-conductor industries are employed on a temporary basis for at least one year without any guarantee that their contract will be renewed. Besides their uncertain working tenure, these women as well as their counterparts in industrial and clerical jobs suffer from a host of physical discomforts and job-related disorders.

*1.3.2.10 Inadequate investment in information education to counter the socio-cultural values and practices which have great influence on women's health-seeking behavior*

For example, women always give priority to the health and nutrition needs of their family, or even to doing household tasks, before attending to their own needs. Information and health education messages that aim to change this kind of behavior, increase awareness of the health risks for women and encourage them to avail of health services are still inadequate.

*1.3.2.11 Inadequate programs and services for special groups of women such as victims of violence, members of tribal communities, those with disabilities, etc.*

The DOH has been using certain approaches (i.e. community diagnosis) to determine the health needs and preferences of women members of certain tribal communities, and to respond to these accordingly. In many areas in the Cordillera Autonomous Region for example, women prefer to give birth by themselves or assisted only by their husbands. In these instances, training on delivery techniques is being provided to enable couples to do this safely. However, services for women victims of violence and disabled women are still very inadequate.

*1.3.2.12 Inadequate health care delivery system for existing programs in certain areas*

The maldistribution of health personnel, commodities and facilities in favor of urban centers as well as the inadequate knowledge and skills of some health care providers and indigenous health workers in certain areas, limits the access of women to quality care. Complicating this situation is the reluctance of women to make use of health services because of the lack of privacy in some health facilities and because of the women's belief that what they feel is not serious.

*1.3.2.13 Lack of laws and policies that promote women's health at all stages of their lives from infancy to old age*

Most of the existing laws and policies seek to promote women's health as mothers and wives. Existing laws and regulations related to women's health are sometimes not enforced. Moreover, women do not always know their rights or may not be in a position to demand them. The following issues need to be addressed: 1) non-compliance with health and safety standards in workplaces, 2) women's limited participation in the design of mechanisms to monitor health and safety conditions in the workplace, 3) inadequate regulation and supervision regarding the manufacturing, packaging, distribution, dispensing, pricing, advertisement and utilization of medicines, food and other pharmaceutical products, 4) lack of maternity benefits for working and nursing women in informal and other small-sized firms, and 5) need to legislate paternity leave since parenthood is a shared responsibility.

### **1.3.3 Issues Affecting the Sector's System**

1.3.3.1 Need to effectively integrate gender concerns and women's reproductive rights into health education either in schools or in the delivery of existing public health and hospital services. Likewise, gender sensitivity needs to be integrated into the training curricula of the different public health and hospital programs including paramedical training, to sensitize health providers to women's needs.

1.3.3.2 Need to implement programs and services effectively and in a wholistic manner so that they adequately respond to the needs of women and girls throughout the life cycle. Existing public health programs (i.e. the maternal care pro-

gram, nutrition program for pregnant and lactating mothers, family planning program for married women, etc.) respond to the needs of women as mothers, wives and carers of children. Other age groups such as adolescents, menopausal women and elderly women are neglected or not paid equal attention.

1.3.3.3 Lack of a gender-responsive data system that takes into account the different stages of women's life cycle. Initiatives have been undertaken to collect sex-disaggregated data, but overall, the data system still shows critical gaps.

1.3.3.4 Lack of woman-sensitive program indicators that could be used as basis for planning and policy-making for women's health in the entire life cycle. While the indicators for maternal care are clear, there is a need to come up with indicators that could measure status of women's health in the other stages of the life cycle.

1.3.3.5 Inadequate research-based information. There is a growing concern on the need to evaluate the impact of advances in medical science and technology on women, likewise on the need for research-based information on appropriate, indigenous alternative women's health technology.

## 2. GOALS AND OBJECTIVES

### 2.1 General

The goal of the women's health sector is to improve the overall health status of women by increasing their access, especially the marginalized groups, to qualify basic integrated women's health care services and information.

### 2.2 Specific

Specifically, for the Plan period 1995-2025, the sector shall have the following objectives:

- (a) To improve the general health and nutritional status of women and girls throughout their life cycle, particularly adolescents, pregnant and lactating women and menopausal and elderly women.
- (b) To provide universal access to quality and efficient health care services for women, especially the marginalized groups and to improve the range and quality of these services.
- (c) To promote family planning as a means to improve women's health, promote safe motherhood and improve child survival.
- (d) To increase men's participation and share of responsibility in limiting family size/spacing births.
- (e) To enable the early detection of women's cancer through breast self-examination and pap smear.
- (f) To prevent unwanted pregnancies and screen, detect and manage high-risk pregnancies.

- (g) To prevent/reduce the incidence of, and provide treatment for, STDs including HIV infection/AIDS as well as prevent the complications of STDs such as infertility, giving special attention to girls and women.
- (h) To address adolescent sexual and reproductive health issues, including unwanted pregnancy, unsafe abortion, STDs and HIV infection/AIDS through the promotion of responsible and healthy reproductive and sexual behavior including voluntary abstinence, and the provision of appropriate services and counselling specifically suitable for the said age group.
- (i) To enhance the fortification of foods with Vitamin A, iron and iodine.
- (j) To review and revise health and safety standards in the workplace and develop monitoring tools to ensure implementation.
- (k) To increase the level of consciousness among the critical groups in the health sector (health/medical practitioners, educators, researchers, policymakers, legislators and local government officials) on gender and development and on the need to develop adequate and quality integrated health care services according to women's specific health needs and concerns.
- (l) To strengthen the capabilities of health service providers at all levels of the health care system to provide women with integrated health care.
- (m) To develop an integrated communication strategy that will change women's health-related behavior, enlist women's groups as channels of communication and provide information on available women's health services.
- (n) To ensure that women and men have access to information, education and services needed to maintain a healthy sexual life, and that they are able to exercise their reproductive rights and responsibilities.
- (o) To improve access to comprehensive and accurate information on women's health.
- (p) To promote breastfeeding as a means to enhance women's and children's health.
- (q) To institute a system of gathering sex-disaggregated information as basis for planning and policy concerns.
- (r) To improve the procurement, storage and distribution of drugs, vaccines, other supplies and equipment necessary in the delivery of women's health care services.
- (s) To strengthen partnership between the DOH and NGOs, LGUs, other GOs and the community in order to enhance the effectiveness and sustainability of women's health services.



- (t) To support research to provide policy and operational guidance to women's health and safe motherhood programs.

### 3. POLICIES AND STRATEGIES

Policies are needed to set out clearly the goals and objectives of women's health programs taking into account other essentially related care components.

Improving the status of women's health in the country necessitates the strengthening of existing programs and projects and the development and formulation of new ones to fill the gaps in present services. Thus, policies will be continuously reviewed and updated and new laws formulated. Likewise, since the determinants of women's health vary and cut across different sectors, multisectoral collaboration and coordination shall be strengthened.

In pursuit of the outlined objectives, the sector shall adopt the following policies and strategies:

- (a) Primary health care as redefined to mean health in the hands of the people, shall permeate as the core strategy for women's health and related programs at the national, local and community levels, to enable women to participate actively in improving women's health status and to become more self-reliant in looking after their own health.
- (b) An integrated package of gender-sensitive, promotive, preventive and curative women's health care services shall be implemented at all levels of health care. These services shall provide the care needed at all stages of a woman's life cycle.
- (c) Women's empowerment and participation shall be ensured in policy formulation and program development and planning at all levels. Community organizing and other empowering approaches shall be used at the community level at all times.
- (d) The freedom of women and men to choose the size of their families and to practice family planning based on their own beliefs, religion and conscience shall be recognized. All individuals shall be provided equal access to information, services and guidance in planning their families, whether through natural or artificial methods, as a means to attaining health and well-being.

The DOH policy on Population Management will be humane and gender-sensitive. Ensuring women's health and safe motherhood will be a priority, and couples will be motivated to put at least a 24-month spacing between pregnancies.

- (e) A peripheral bias strategy shall be adopted, that is, women's health and related programs and services shall give priority to the unserved and

underserved areas and shall reach out to women marginalized by poverty, indigenous women, women living in difficult circumstances (armed conflict, disasters), and disabled women.

- (f) The women's health and related programs of the DOH shall support researches on appropriate, indigenous, alternative women's health technology.
- (g) Partnership with the private sector, NGOs, POs and other government agencies shall be promoted. Women's health and related programs shall be planned, implemented and evaluated in partnership and collaboration with all concerned.
- (h) Existing health and development programs/projects shall be strengthened and expanded through the integration of gender concerns. Specific strategies shall include the following:
  - Plan accessible and acceptable promotive, preventive and curative health services/facilities for women's needs throughout the various stages of the life cycle.
  - Increase women's access to services/facilities by providing trained and gender-sensitive service providers and the necessary logistics.
  - Develop gender-specific indicators for women's health and nutritional needs.
  - Enhance the status of women as health workers, program implementors and administrators through appropriate legislation and supportive administrative action.
  - Enforce environmental/occupational health and safety standards especially affecting women's health (health of pregnant, lactating women, reproductive function of women workers) in the workplace.
  - Improve health education to include women's special health and nutritional needs.
  - Intensify efforts to eradicate banned medicines, food, drugs, chemicals, cosmetics and other pharmaceutical products that have deleterious effects on women's and children's health.
- (i) Individual and collective responsibility for health and other related concerns of women shall be promoted .
- (j) Schemes to secure food for the household, such as "Food Always in the Home" (FAITH), shall be devised and promoted.

- (k) Women and men shall equally benefit from new health and nutrition technologies, and shall be trained to use such technology.
- (l) Advocacy information and communication efforts to promote good health practices, especially those related to reproductive health, shall be stepped up.
- (m) Family planning and reproductive health and rights among women and men shall be promoted as a component of comprehensive women's health programs. Activities shall include:
  - The dissemination of appropriate and effective family planning materials to women and men; and
  - Involvement of both spouses in family planning discussions.
- (n) Appropriate IEC campaigns shall be conducted to raise consciousness among women and men, health workers, policymakers and LGUs on the special health and nutritional needs of women, girls and adolescents.
- (o) Health field workers shall be given more educational training opportunities and incentives to improve the quality of services. The Magna Carta for Health Workers shall be strictly enforced.
- (p) Basic, applied operations and contraceptive technology researches shall be conducted to assess women's health needs, conditions, health status, lifestyles and situations as basis for planning and policy-making.
- (q) Research studies on environmental/occupational health shall be conducted and women workers shall be educated on their rights as regards adequate health and safety protection.
- (r) Studies and researches shall be conducted on inadequately researched areas of women's health needs.
- (s) A systematic gender-specific indicator system for monitoring women's health status shall be established.
- (t) Mechanisms shall be provided for GOs and NGOs to recommend laws/policies for the promotion of women's health.
- (u) The sector shall see to it that laws and policies pertaining to women's health are enforced. A task force or similar mechanism shall be created in collaboration with NGOs to monitor implementation and to review/monitor legislation that might be discriminatory or detrimental to women's health.

## 4. PROGRAMS AND PROJECTS

In support of the above policies and strategies, the sector proposes the following programs/projects, a number of which have already been initiated or in the proposal stage.

### 4.1 Initiated and Proposed Programs

**4.1.1 Women's Health and Safe Motherhood Program.** The program addresses the basic health needs of women, primarily poor women of reproductive age, with special emphasis on the needs of mothers.

Ongoing projects under this program include:

- Family Health for the Urban Poor Project
- Sustainable Community-Based Family Planning/Maternal Child Health Project (FP/MCH) with Special Focus on Women
- Strengthening Maternal and Child Health Services Project
- Integrated FP/MCH Project

Public investment projects have been proposed to strengthen the existing program by increasing the range and quality of women's health services to address women's concerns using the life cycle approach. In addition to improving health service delivery, the program also seeks to improve health infrastructure, community support and research.

These projects include the following:

- Integrated FP/MCH Project
- Women's Health and Safe Motherhood Project
- Dutch Commodity Assistance Project
- Country Programme (UNFPA)

**4.1.2 Child Survival and Development Program.** The program addresses the basic survival and essential early childhood intervention needs of the under-five population (both sexes).

**4.1.3 Control of Prevalent Diseases Affecting the Workforce.** The program emphasizes primary prevention and early cure with priority on reducing risk factors and strengthening disease control capabilities.

**4.1.4 Health Service Capacity Improvement.** The program includes future capital investments in additional health facilities and in human resource development.

**4.1.5 Safe Water and Healthy Environment.** The program addresses the segment of the population without access to safe water and sanitary toilets, and promotes better linkage between health and environment concerns.

**4.2 Advocacy****4.2.1 IEC/Consciousness-Raising**

Specific Activities shall:

- (a) raise the consciousness of women and men on the special health needs and concerns of women and girls through the conduct of appropriate IEC campaigns in the community/barangay level on health, nutrition, family planning, e.g. shared parenting, environmental sanitation, proper dietary habits, health promotion, etc.;
- (b) upgrade functional literacy among women by maximizing the use of the mass media and by fully integrating health literacy concepts in the educational curricula in both formal and non-formal settings.

**4.2.2 Gender Awareness Training and Human Resource Development (HRD)**

The program shall be aimed at:

- (a) upgrading women's capability to participate in the planning and implementation of programs and projects affecting them.
- (b) training, retraining and updating expertise of health personnel including indigenous health workers to focus on the special needs and concerns of women;
- (c) providing greater educational training opportunities and greater incentives for personnel including health field workers, to improve service quality.

**4.3 Research and Development (R&D)**

Under this program area, efforts shall be made to:

- (a) continuously conduct studies and researches on inadequately researched areas on the health needs of women.
- (b) maximize utilization of all research findings for decision-making and policy formulation (e.g. studies on the impact of new technologies on women's health and on the development of appropriate, indigenous and alternative health technologies).
- (c) improve and systematize gender-specific indicators for monitoring women's health.

**4.4 Legislative Action**

GOs and NGOs shall collaborate to formulate laws/policies promoting women's health and to enforce, monitor, review or repeal laws that are discriminatory or detrimental to women (e.g. regulation, advertisement and use of unsafe and dangerous drugs, medicines, food and contraceptives and establishment of more day care centers).

# URBAN DEVELOPMENT AND HOUSING

## 1. OVERVIEW

### 1.1 General Housing Situationer

The last two decades saw the Philippines undergo urbanization at a fast pace, manifested in the phenomenal growth of towns and cities and the increase in urban population. As of 1990, the Philippines was already 48.6 percent urban, with an urban population of 29 million out of the total population of 60.7 million, and an urban growth rate of 5.14 percent which is more than twice the national average of 2.33 percent.

Within a span of 10 years (1980-1990), the urban population increased by about 6.85 million people or 1.34 million households, a growth rate that is 15 times faster than that of the rural population. These figures show heavy rural-to-urban migration. Women form 51 percent of the urban population and 38 percent of them are in the productive bracket.

The urgent need for housing cannot be overemphasized. The proliferation of squatter colonies practically in any vacant or idle land including river easements and along railroad tracks and the existence of blighted areas are common sights particularly in urban areas. Based on the 1990 Census on Population and Housing, 1.5 million households will need new housing as a result of household creation while those living in doubled-up households total 444,000. The latter assumes that separate housing units for all households presently sharing one unit shall be provided. Households whose dwellings need to be improved because they are substandard and unfit for habitation number around 1,355 million while some 442,000 need to be relocated. Another 7,000 need to be housed since they are homeless, practically living on the streets, parks and the like and going from place to place with their belongings in pushcarts.

Theoretically therefore and using geometric progression, a total 8.5 million new housing units need to be planned today to achieve reasonable delivery of housing services by the year 2025.

### 1.2 Women in Housing

#### 1.2.1 Women as Housing Beneficiaries

A close look at the masterlists of housing beneficiaries of shelter agencies reveals that women are becoming active participants in the government's housing program. While in slum upgrading only 22 percent of the contracts

were executed by women as heads of families, a higher percentage is observed in Community Mortgage Program projects where women comprise 46 percent of the total beneficiaries. Even higher percentages of women beneficiaries are found in the programs for cooperative housing (52 percent) and medium-rise housing (50 percent). In Sites and Services projects, 51 percent of the beneficiary families are considered female-headed.

### **1.2.2 Women as Workers in the Housing Industry**

While it is true that the housing industry is still predominantly male, women are slowly but surely finding their place in the management structure. From 28 percent in 1991, women now comprise a much higher percentage in management positions as follows: Housing Urban Development Coordinating Council, 53 percent; National Housing Authority, 32 percent; Housing Land Use Regulatory Board, 44 percent; Home Development Mutual Fund, 53 percent; National Home Mortgage Finance Corporation, 45 percent; and Home Insurance Guaranty Corporation, 50 percent. However, only one out of six heads of agencies (the Housing and Urban Development Coordinating Council) is a woman.

### **1.2.3 Women Leaders in Housing Projects**

More women leaders are emerging in community associations and/or homeowners associations.

### **1.2.4 Women as Constructors/Developers**

Women occupying the position of chairperson and/or president of companies engaged in housing projects comprise 30 percent of such company heads.

## **2. ISSUES AND PROBLEMS**

Undeniably, women are becoming active participants not only in the government's housing programs but in the housing industry itself. This situation has brought to light a number of concerns which will not be addressed effectively unless gender considerations are taken into account.

### **2.1 Limited Access to Housing**

Housing programs cater to both women and men, and either may apply for housing. Unfortunately, such information is not well-disseminated. Hence, a good percentage of women still transact business with the shelter agencies through a Special Power of Attorney by their husband or with the consent of the husband expressed in writing. This situation has not been fully rectified since legal forms/documents have not been revised to reflect that women can transact business on their own and have equal rights over properties acquired conjugally.

## **2.2 Complicated Housing System and Procedure**

The housing/loan application process is complicated and laden with requirements. For instance, the Unified Home Lending Program (UHLP) requires a total of 11 documents/forms to be filled up by applicants/beneficiaries, from four to seven copies each. The primary beneficiary has to sign her/his name 118 times, and the spouse 82 times. Processing of the application takes considerable time which, for women saddled with chores and responsibilities, could prove truly burdensome. A close look shows the entire housing system to be cumbersome, a characteristic which is often accompanied by additional costs.

## **2.3 Matching Affordability Levels with Women's Desired Housing Design/Site Development Plan**

Current housing packages range from the acquisition of raw land to developed homelots, to core houses, complete housing, low housing, medium-rise housing and so on. Such packages have been so designed to meet the affordability levels of the beneficiaries. In all these packages, land development/production cost is a limiting factor. Hence, minimum standards and an incremental development approach to completion of housing units or upgrading of infrastructure/facilities have been adopted. Inasmuch as the basic consideration is cost against affordability and the common view is that the housing packages offer much better living conditions than what the beneficiaries have at present, gender concerns are hardly, if at all, a consideration in housing design/site development plans.

Thus, facilities/infrastructure are inadequate and not strategically located. For instance, in settlements where piped water services are not yet in place, waterpoints/deep wells are installed on the basis of 1/60 ratio, i.e., one deep well for every 60 families, and not necessarily conveniently located. With this, the women are the most affected as they have to contend with long queues and the inconvenience of having to bring water to their homes.

Also, the design of housing units seldom addresses the activities of women in terms of space utilization. This can lead to remodelling of the unit which requires additional expense.

While there are available indigenous/innovative building technologies that reduce the production cost of housing units, the preference is still for conventional technology which uses such materials as hollow blocks and hard wood. Sometimes, such preference is due simply to the lack of information on the innovative technology.

## **2.4 Integrating Gender Concerns in Town/Settlement Planning**

The passage of Republic Act (RA) 7192 definitely contributed to raising awareness on gender concerns. However, translating such awareness into concrete action is still wanting and will not be an easy task.

In general, the municipal/city development officers -- about 1,100 of them -- not to mention the members of local planning boards/councils, are not yet gender-sensitive. Considering the scarcity of local resources, local governments may not regard training in gender-responsive planning as one of their priorities.



Revisions or amendments to existing planning guidelines/standards, e.g., Batas Pambansa 220, Presidential Decree 957, may require legislative action. This entails consultations, public hearings and lobbying for the inclusion of such amendments in the priorities of Congress. Some amendments have already been identified like the setback requirements and the rational use of 30 percent for the open space and facilities/utilities.

The accessibility of basic infrastructure/social services and facilities to the resettlement/housing projects, while required by RA 7279 or the Urban Development and Housing Act (UDHA), is not always adhered to. The economic value of land takes precedence over its suitability for housing projects or resettlement areas. In some cases, the zoning ordinance does not allow the development of certain areas into housing projects. In the case of newly opened settlement sites, basic infrastructure/facilities and social services are not easily provided due to lack of local resources.

Moreover, data inputs to planning are lacking. Survey forms do not capture women's profile which is equally important as other data used in settlement/town planning.

## **2.5 Acceptance of Women in the Housing Industry**

Undoubtedly, there is an increasing number of women joining the housing industry as architects, engineers and developers. However, it is seldom that they get high positions as there is still a general preference for men. A rundown of construction firms hardly shows women being in the lead except in the field of interior design.

## **3. GOALS AND OBJECTIVES**

The development vision - Philippines 2000 - clearly sets the development goals of the country: NIChood (Newly Industrialized Country) and people empowerment. Guided by such vision, sectoral development plans as contained in the 1995-1998 Medium-Term Philippine Development Plan (MTPDP), have been so formulated and designed not only to address the imperatives of industrialization but to pursue undertakings revolving around the development of a strong citizenry.

The Philippine Plan for Gender-Responsive Development, particularly for women in the housing sector, focuses on bringing about the active participation of women both at the community and industry levels and the integration of gender concerns in planning. The Women Advancing Government Action for Shelter (WAGAS) shall act as catalyst through the creation of enabling and facilitative mechanisms for gender-responsive development.

**3.1 1995-2025 Plan**

Considering the long-term planning period of 30 years, it is envisioned that by the year 2025, women in the housing sector shall have attained and secured their position as equal partners in shelter and urban development. This means that gender shall no longer be an issue but rather an integral component, and a drawing force in itself, in shelter and urban development.

Between 2000 and 2025, strengthening and enhancing the women's role in shelter and urban development shall be the focus.

**3.2 1995-2000 Plan**

The immediate plan, 1995-2000, is therefore critical as it entails the brick-by-brick laying of the foundation by which the 2025 goal shall be achieved.

Specifically, the immediate plan is aimed at:

- (a) Increased awareness and recognition of gender concerns in housing and urban development;
- (b) Easier access to affordable yet decent housing of women in female-headed households, single women, etc., especially those employed in the informal sector and in low-paying jobs;
- (c) Development of gender-sensitive housing plans/projects supportive of the productive and reproductive roles of women;
- (d) Organization of women, particularly at the local/community level, to ensure their active participation throughout the project cycle of housing development; and
- (e) Capability-building for women in shelter and urban development.

#### 4. POLICIES, STRATEGIES AND PROGRAMS

Based on the goals and objectives and given the housing programs, the following policies and strategies shall be adopted and shall guide program/project development:

POLICIES	STRATEGIES
Maximum participation of women in shelter and development	• Adequate information dissemination and consultation on the role of urban women in shelter and urban development
	• Capability building for women in the housing sector
	• Women's representation in local bodies, committees and the like
	• Enrollment of women in housing-related courses
Organization of women at all levels	• Cooperativism
	• Strengthening of WAGAS as focal point of the housing sector
	• Advocacy with other sectors to support organized women in shelter and urban development
Integration of gender concerns in development planning	• Holding of training /seminar workshops on gender-responsive planning for development officers and policymakers at all levels
	• Review of policy and planning guidelines
	• Inclusion of gender-related information in survey forms as input to planning
Easier access to housing	• Innovations/simplification of housing systems and procedures including paper/document requirements
	• Adequate information dissemination on housing programs and packages
	• Provision of special loan windows for female-headed households, single women, etc.
	• Granting of subsidies or affordable socialized housing for urban poor women
	• Regionalization of WAGAS to facilitate implementation of innovative systems/procedures
Provision of technical assistance to housing beneficiaries	• Development of housing design options using incremental approach to completion of housing units
	• Development of guidelines on space utilization, maintenance and repair manuals

## **4.2 Programs and Projects**

Anchored on the foregoing policies and strategies, the following programs/projects shall be developed/undertaken, among others:

### **4.2.1 Information Program**

Recognizing the importance of having a well-informed citizenry, a program on information campaign/dissemination becomes imperative. To this end, a communication plan shall be developed using the print, broadcast and television media. The information program shall be aimed at increasing the level of awareness on gender concerns in shelter and urban development among the general public, and promoting the housing programs.

### **4.2.2 Capability-Building/Training Programs and Projects**

Capability-building/training programs shall include, among others, the following:

- (a) Leadership training on shelter and urban development for women
- (b) Gender sensitivity and gender-responsive planning particularly for development officers and policy-makers at all levels and for women professionals, e.g., developers, architects, etc.
- (c) Skills training relative to housing construction, maintenance and repair
- (d) Cooperativism

### **4.2.3 Pilot Projects**

Women-friendly pilot projects shall be undertaken for possible replication, especially in depressed areas, such as:

- (a) Day care or child-minding centers
- (b) Garbage/waste disposal system and management
- (c) Management of community facilities

## **5. SUPPORT MECHANISMS**

To ensure the effective implementation of the policies, strategies and programs, support mechanisms which are in themselves programs/projects to be undertaken, shall likewise be developed/put in place, to wit:

- |  |  |
|--|--|
| <b>5.1 Monitoring/<br/>Feedback<br/>Mechanism</b>                          | An effective monitoring/feedback mechanism shall be developed to cover policy implementation, program implementation and performance (national level), and project operations/implementation (local level).  |
| <b>5.2 Linkages at all<br/>Levels of<br/>Government</b>                    | Linkages at all levels of government, both vertical and horizontal towards gender-responsive planning, shall be defined and strengthened. This entails close coordination and networking.  |
| <b>5.3 Coordination/<br/>Lobbying with<br/>Legislators</b>                 | It is anticipated that the review and assessment of existing legislation on housing, housing-related and urban development would result in the formulation of amendments, revisions or modifications of the same. Lobbying/ close coordination with lawmakers shall be undertaken to see these amendments through the legislative mill.                  |
| <b>5.4 Incentives to<br/>Financing<br/>Institutions</b>                    | Women particularly those who work as domestic helpers, laundrywomen, child minders, etc. or casuals or contractuels who do not enjoy security of tenure in terms of employment are generally regarded as non-bankable. Financing institutions shall be encouraged, through such incentives as tax privileges, to provide special loan windows for women. |
| <b>5.5 Networking and<br/>Management<br/>Information<br/>System</b>        | Because of the dearth of information on women, a system of networking with NGOs and POs shall be established and strengthened so as to generate data. Corollarily, a management information system on women in housing and urban development shall be developed and established.   |
| <b>5.6 Training Programs<br/>for Women</b>                                 | Training programs for women shall include not only capability-building as mentioned earlier but also training in leadership, value formation and community mobilization.   |
| <b>5.7 Award System<br/>for Women<br/>Achievers and<br/>Supportive Men</b> | To draw more attention to women and housing issues, an award system for women achievers and men who have consistently supported the cause of women shall be instituted.  |

## 6. ACTION PLAN

PROGRAM/OBJECTIVES	SPECIFIC ACTIVITIES TO BE UNDERTAKEN
Information program to increase the level of awareness on gender concerns in shelter and urban development	Launching of an information drive/ program
Formation of WAGAS counterparts in industry and the community	Strengthening of the membership drive in the government shelter sector
	Embarking on a membership campaign among women/ gender-conscious professionals
	Launching a drive to involve women community leaders in WAGAS
<p>Development of a monitoring and feedback mechanism on:</p> <ul style="list-style-type: none"> <li>a. the different sectors involved in shelter</li> <li>b. the different programs being implemented</li> </ul> <p>Development of a network among the different sectors for easy coordination</p>	Development of indicators and system for program monitoring
	Creation of a networking arrangement among the groups involved
<p>Review and revision/amendment of existing policies and procedures in housing and urban development</p> <ul style="list-style-type: none"> <li>a. for policy changes that need congressional approval</li> <li>b. for changes involving internal policies of the different shelter agencies</li> </ul>	<p>Study of all existing:</p> <ul style="list-style-type: none"> <li>a. loan documents</li> <li>b. plans and development study</li> <li>c. guidelines of housing programs</li> </ul>
	Identification of the proper fora (i.e., agency of Congress) where change should be instituted
Development of a profile of women in shelter and urban development	<p>Survey/study to come up with a profile of women involved in shelter and urban development</p> <ul style="list-style-type: none"> <li>a. women in government organizations</li> <li>b. professionals and women in the shelter industry</li> <li>c. women in communities (community, organization, NGO, PO)</li> <li>d. women program beneficiaries</li> </ul>

## **SOCIAL WELFARE AND COMMUNITY DEVELOPMENT**

### **1. OVERVIEW**

The population of the country has increased rapidly from 56 million in 1985 to 67,822 in 1994 based on the latest data from the Population Commission (POPCOM). Of this number, 30.750 million or 49.76 percent are women of whom approximately 12.825 million or 38 percent reside in urban centers.

The latest data on the poverty statistics released by the National Statistics Coordinating Board (NSCB) show that in 1991, 39.2 percent of Filipino families live below the poverty line with annual per capita income of 7,211.56 for a reference family of six. These are families whose income cannot provide for the basic food and non-food requirements. On the other hand, a total of 20.2 percent families have incomes below the food threshold (P4,865) for reference family of six. These are families who cannot satisfy their nutritional requirements and other basic needs.

The 1990 Census on Population and Housing found that of the estimated 11.407 million Filipino households, 1.285 million are headed by women.

To aggravate this situation of poverty and rapid population growth, the Philippines experienced several natural calamities. The worst was the eruption in 1992 of Mt. Pinatubo which affected extensive portions of Central Luzon, chiefly the provinces of Zambales, Pampanga and Tarlac. Thousands of homes and livestock were buried by lahar which also destroyed major road and bridges and filled up vital waterways. Hundreds of lives were lost and thousands of people were rendered homeless.

The tremendous cost of meeting the emergency needs of the victims and repairing or rebuilding destroyed infrastructures and building dams to control the spread of lahar strained government funds to the limits.

Central Luzon, considered until lately as the rice granary of the Philippines, has ceased to be such. It is now practically a desert and its people are scattered in evacuation centers and resettlement areas. Costly structures built to contain or direct the flow of lahar were no match to the phenomenon that has defied engineering technology.

Hence, whatever gains this sector was able to attain in the past years were offset by these unforeseen developments.

Debt payments (for both domestic and foreign debts), which make up 38.1 percent of the total expenditures on the average (from 1986-1995), further leave little for the social services needs of a country already strapped for funds. Moreover, the burden of paying these debts falls on a people already disadvantaged by economic and social inequities and who hardly or only remotely benefit from said borrowings.

The resultant high cost of living and lack of job opportunities have brought about another phenomenon which is the mass exodus of workers for overseas contract jobs. While workers' remittances have helped improve family as well as government finances, outmigration has exacted social costs such as the disruption of family life and exposure of workers, especially the women, to sexual abuse and exploitation.

In all these recent developments, the most affected are the women who have to assume new or multiple roles as head of the family, income earner and homemaker.

This sector has therefore intensified its efforts and strengthened its programs and services to respond to the existing and emerging concerns and needs of women. Efforts are also being accelerated to improve women's access to basic services, and develop not only their capability but that of their community as well through various programs and services.

More NGOs are also now involved in addressing women's issues and concerns, among them the Batis Women Center, Kababaihan Laban sa Karahasan (KALAKASAN), NORFIL Foundation, Inc., Arugaan, Kapatiran Kaunlaran Inc., Women and Development Technology Institute (WDTI) and Women's Legal Bureau.

Linkages between and among government organizations and NGOs are being encouraged due to the increase of women target clients and emergence of new types of clients such as the victims of sexual harassment, rape, armed conflicts and other forms of violence, and solo parents.

The sector's initiatives have received legislative support. Pertinent laws passed are Republic Act 7192 or the Women in Development and Nation-Building Act, the Family Code of the Philippines, the Magna Carta for Disabled Persons, the Senior Citizens Welfare Act, the Barangay Day Care Center Act, the 1991 Local Government Code and the Anti-Sexual Harassment Act of 1995. There are also pending bills on rape and solo parents, among others.

The main challenge for the sector is to integrate gender perspectives in social welfare and community development programs and services. From mere passive recipients of services, women shall become active participants of the development process and have equitable share of its benefits.



## 1.1 Sectoral Developments

In response to emerging issues, concerns and needs of women, existing programs and services have been strengthened and new ones developed. New policies were adopted and new laws were enacted to provide the legal foundation for community welfare/community development programs and services. A number of structural and other changes have been made as follows:

### 1.1.1 Institutional Developments

#### *1.1.1.1 Upgrading of the social work and community development profession*

With the help of the academic community, textbooks are being rid of language, concepts and modes of expression that exclude women from human activity and achievement. Sexist or exclusive language includes the use of such nouns as "men" and "forefathers" to mean human beings and ancestors, or the use of male pronouns to refer to both genders.

Gender-related issues are being incorporated in social work (SW)/community development (CD) courses especially in the University of the Philippines. However, not all universities and colleges offering SW/CD courses have been reached and monitored.

#### *1.1.1.2 Staff augmentation*

In 1989, the Department of Social Welfare and Development (DSWD) hired a total of 107 women welfare workers, either on casual or subsidy appointments, to expand its clientele outreach. Social welfare specialists on women's welfare were appointed in the 14 field offices of DSWD, primarily to provide technical assistance to all women welfare workers in the region and all staff involved in the implementation of programs and services for women.

To fully operationalize the program called Productivity Skills Capability Building for Disadvantaged Women, 40 women welfare trainers were hired to transfer technology in the areas of sewing craft, toy craft, food processing/preservation, ceramics, pottery and rattan craft.

#### *1.1.1.3 Volunteers as strategy*

To reach far-flung areas, volunteers were developed and trained on the various women welfare modules. They were utilized to identify potential barangays/women for development, assist in conducting training sessions, assess potential women applicants for self-employment assistance (SEA) and monitor projects undertaken by the women either in livelihood or community-assisted projects.

In areas where women cannot attend skills training in the Regional Productivity Centers, potential graduates of the Center were assigned the task of training the women in their communities in skills they learned.

The Bureau of Women's Welfare under DSWD initiated consultation with other government offices and NGOs to strengthen networking in the areas of

resource generation, mobilization and utilization towards improved service delivery.

#### *1.1.1.4 Creation of GAD focal point*

A gender and development (GAD) focal point has been established at the DSWD central office. It is chaired by an undersecretary with two assistant secretaries as members. A secretariat has been formed to support the GAD focal point.

As its initial project, the focal point undertook a survey on the needs and concerns of the agency's women employees as basis for planning programs and services/projects.

#### *1.1.1.5 Program formulation*

To formulate programs and services that are responsive to women's issues and concerns, regional studies were carried out in 80 depressed barangays consisting of four ecological groupings: 1) urban/slum; 2) upland/tribal; 3) coastal/fishing; and 4) lowland/agriculture. The studies will serve as baseline data for program and policy formulation/development.

#### *1.1.1.6 Institutional mechanisms*

DSWD and the Department of Interior and Local Government (DILG) have adopted mechanisms to integrate gender sensitivity modules in their different agency training seminars. Integration of gender-responsive indicators in the Social Welfare and Community Development Indicator System (SWCDIS) has also been done.

DILG also uses three avenues for consultation and people's participation in the service delivery of local government units (LGUs). These are :

- (a) Initiative and Referendum, a legal process whereby registered voters may directly propose, enact, amend, approve or reject an ordinance;
- (b) Mandatory consultation in which national government agencies (NGAs) and other government offices notify the Sanggunian, people's organizations and other sectors affected on proposed programs/ projects in the concerned LGUs; and
- (c) Direct participation of NGOs accredited and elected as member of any of the local special bodies especially of the local development boards in the formulation of development plans for the provincial, municipal, barangay and regional levels .

Through these avenues, women are given the opportunity to express their concerns and needs. The NGOs have also set up facilities for working mothers such as the Arugaan and day care centers.

### 1.1.2 Policy Developments

Laws have been enacted and directives issued that support the sector's thrust toward women's empowerment. Among these are:

#### *1.1.2.1 RA 7192 or the Women in Development and Nation Building Act approved on February 12, 1992*

In its Declaration of Policy, the Act says the state recognizes the role of women in nation building and ensures the fundamental equality of women and men before the law. It provides for equal rights and opportunities for the sexes.

A significant provision of the law is its mandate that gives women of legal age, regardless of civil status, the capacity to act and enter into contracts equal to that of men in similar circumstance.

This law provides the legal framework and the expression of political will to raise the status of women and the means to attain it. It also recognizes women as a force needed in nation-building.

It is very significant that this and other laws addressing women's concerns were enacted during the term of a woman president. This supports the insight that women's political empowerment is a key strategy in pursuing GAD objectives.

#### *1.1.2.2 Executive Order 209 on the Family Code of the Philippines*

A Primer on the Family Code was made by the Women Lawyers' Circle (WILOCI) to emphasize the importance of the Code, and to make its provisions more easily understood so women can benefit from it.

Said Code was approved by then President Corazon C. Aquino on July 6, 1987 and became effective on August 3, 1988 or a year after its publication. It codifies provisions of the Civil Code and the Child and Youth Welfare Code (Presidential Decree 603) pertaining to the family, and incorporates revisions aimed at equalizing the rights of women and men and promoting the welfare of children. The provisions of the 1987 Philippine Constitution that were used as legal bases for the amended provisions of the Family Code are Section 12, Article 11, Sec. 1, Art. 15, Sec. 2, Art. 15 and Sec. 1, Art. 11.

The Family Code therefore corrected certain provisions of the Civil Code that were deemed unfair, unjust, inadequate and not in tune with contemporary developments and trends, to wit:

- The property regime of conjugal partnership of gains is not in accord with Filipino custom, especially in rural areas where absolute community of property is more appropriate.

- The Catholic church provided more grounds for annulment of marriage than the Civil Code, giving rise to the absurd situation of several marriages annulled by the Canon Law but still considered binding under civil law.
- There was unequal treatment of husband and wife as to rights and responsibilities, contrary to the policy of equality declared by the 1987 Constitution.
- Safeguards for strengthening marriage and the family as the basic social institution were inadequate.
- Recent developments have shown the absurdity in limiting the grounds for legal separation to the antiquated two grounds provided by the Civil Code.
- Additional safeguards are needed to protect Filipino children in the matter of adoption by foreigners.
- The law on paternity and filiation must be brought in step with the latest scientific discoveries.

The Family Code no doubt emancipates the wife from control by the husband and brings her in parity with him in family affairs. The provision on shared parental responsibility in the management of the home also reduces the burden for the wife.

#### *1.1.2.3 The Local Government Code (LGC)*

The Local Government Code has made it mandatory for the Local Development Councils (LDCs) or Sanggunian to have a representative for the women sector.

This gives women a say in the formulation of policies, projects and ordinances that affect them. However, being the sole representative for the women sector, said LDC member should be knowledgeable about and firm in her stand on women's concerns, and be able to rally support for her viewpoint in general as well as for particular proposals.

#### *1.1.2.4 RA 7972 or Barangay Day Care Center Act*

The Barangay Day Care Center Act mandates the establishment of day care centers in every Barangay in the country. A benefit to working mothers, the center also offers programs and services designed to develop positive values, attitudes and behavior in the children through play and socialization activities. The children, moreover, are protected from the hazards of being left alone in their homes and from being exposed to negative influences in the streets and its dangers.

At present, existing day care centers do not fully meet the needs of working mothers since their custodial care and services are limited to two hours with two

shifts, one in the morning and one in the afternoon at batches of 30-40 children each. Working mothers are thus asking that the children be cared for from 8:00 A.M. to 5:00 P.M. and that the night shift be given the same facility as well. More day care centers are also needed to respond to the growing number of working mothers in the community.

#### *1.1.2.5 RA 7432 - The Senior Citizens Welfare Law*

This law provides benefits to citizens age 60 and above, whose annual income is not more than P 60,000. The benefits in the form of privileges include, among others: discount of 20 percent on transportation services and purchase of medicine.

These benefits and privileges have helped reduce the economic problems of senior citizens. However, information dissemination has not been adequate and many elderly have yet to learn about the benefits.

Moreover, one provision of the law, which upgrades the pension benefits of retirees from government and private service to be at par with the salaries/benefits of those in actual service, is not being acted upon. Meanwhile, elderly retirees could barely get by on their meager pensions, which are based on salaries under the old salary scales with only token increases. Many could not buy medicine and other basic needs. The full implementation of the law, with emphasis on the provisions that have the most impact on the elderly, is thus urgently needed. Economic programs must also be undertaken to enable the elderly to earn income in accordance with their capability.

#### *1.1.2.6 RA 7377-Magna Carta For Disabled Persons Welfare*

This act provides for the rehabilitation and development of self-reliance among disabled persons and their integration into the mainstream of society. It enunciates policies aimed at protecting the human rights of the disabled and ensuring that facilities are provided to enable them to become productive and contributing members of society.

The act addresses the various problems and needs of disabled persons as it prohibits discrimination against them in employment, in the use of public transportation, in public accommodations and services at hotels, restaurants, movie houses, playgrounds, gymnasium, etc. Unlike social legislation for other special groups, this law provides a stiff penalty for violation of its provisions, making it less difficult to enforce. Equally important is its contribution to the eradication of biases against the disabled, and to developing the disabled person's self-esteem and confidence in her/his ability to become a self-reliant and contributing member of society.

#### *1.1.2.7 RA 7877 - Anti-Sexual Harassment Act of 1995*

Consolidated from several House and Senate bills, RA 7877 declares unlawful all forms of sexual harassment in the employment, education or training environment.

The law especially condemns the use of one's authority, influence or moral ascendancy to threaten the employee or student/trainee into submission, using such threats as dismissal from the job or withholding of promotion, or enticements like the granting of passing grades or scholarships.

The Act not only penalizes the offender with imprisonment of one to six months and/or fine of P10,000 to P20,000, but also makes it the responsibility of the employer and educational/training institution to prevent the commission of sexual harassment and to provide procedures for the resolution or prosecution of such acts.

Also significant is the recognition that sexual harassment can happen in environment other than the workplace. This acknowledgment is believed to pave the way for further expanding the definition and including other social institutions as possible venues for such acts.

While full compliance with the cited laws is still wanting, the policies enunciated therein are firmly established as legal statutes. What is needed is purposeful and militant monitoring of compliance so that the laws could make a difference in the lives of their intended beneficiaries.

#### *1.1.2.8 Pending bills*

Pending in the legislative mill are other bills that address urgent issues like the rise in the number of single parent families and the increasing incidence of rape and other forms of violence against women.

Senate Bill (SB) 429, the Solo Parent Welfare Act, recognizes the growing number of solo parents, majority of whom are women, who are left behind by their partners for overseas contract work. Many solo parents are also those women whose husbands are in prison, are undergoing prolonged hospitalization and rehabilitation for drug abuse or are mentally impaired and women who are widowed/separated/abandoned.

The women's unique needs in terms of employment/income, child-caring/rearing and emotional/psychological support are addressed by the bill.

Despite the urgent need to amend the country's laws on rape, the Ninth Congress was unable to pass an anti-rape bill from HB 32497 and SB 1338.

The Senate bill seeks to expand the definition of rape as a crime against a person and not against chastity. By redefining it, rape violates not merely the chastity but the very core of the victim's person, a violation of her/his rights. Likewise, it would convert rape from a private to a public offense. It also expands the coverage of rape to include molestation without sex. It mandates law enforcement agents to act and catch the offender/s within 24 hours from the time the crime was reported. It provides for the establishment of rape crisis centers and the training of police personnel in the handling of rape cases.

An anti-rape law is expected to serve as a strong deterrent to the commission of this crime which victimizes even small children. With rape cases to be handled by trained personnel who have a better understanding of the victim's situation, it is also hoped that causing the victim further pain and suffering will be avoided.

### **1.1.3 Program and Project Developments**

For the period under review, DSWD and cooperating agencies/organizations implemented the following programs and projects emphasizing and integrating gender considerations:

#### *1.1.3.1 For staff and implementors*

##### **Human Resource Development (HRD) Program**

DSWD's human resource development program, specifically through its Itinerant Training Team (ITT) approach, conducted nineteen provincial trainings which trained 786 social workers/officers on women's roles in the family and the community and significantly contributed to a deeper appreciation and recognition of women's role in development among the service agents.

Eleven training courses/seminars were also conducted for supervisors, direct social workers and welfare assistants involved in women's welfare programs, to improve their knowledge and skills and develop proper attitudes towards working with men, specifically the marginalized sector.

Social workers assigned to lahar-devastated areas or disaster-prone areas and those who are handling difficult cases, undergo what is called critical incident stress debriefing (CISD). In addition, said workers are given a break from their emotionally demanding work by being relieved with personnel reinforcement from other field offices.

The HRD programs have not only increased the DSWD workers' competence but also brought about positive changes in their attitudes toward women's role in the development process.

With scholarships under the Colombo Plan and bilateral arrangements, 39 workers, 34 of whom were women, have gone abroad for academic study and training.

##### **Project masters**

This DSWD project envisions turning the agency into a model in human resource development. Hence it encourages employees to pursue higher education through the completion of a Masteral course. Guidelines for sabbatical leaves for interested employees are being formulated.

### **Sustained employees welfare programs and services**

Career guidance and counselling is offered by the DSWD Career Planning Development Division to employees who have problems that interfere with their social functioning and job efficiency, whether these problems are related to their work or not.

#### **Flexi-time**

To help ease traffic-related problems encountered by employees who commute to work daily, the DSWD has adapted flexi-time with two work shifts, 7:00 A.M. to 4:00 P.M. and 8:30 A.M. to 5:30 P.M.

#### *1.1.3.2 For clientele*

### **Family and child welfare programs**

- The DSWD has set up a Parent Effectiveness Service Program which educates parents on early childhood enrichment, health care, husband-wife relationship, parent-child relationship and responsible parenthood and enables them to establish satisfying family relationships.
- Day Care Centers

The country has at least 20,508 day care centers in 18,766 barangays representing 44 percent of the 42,144 barangays nationwide. These centers have provided substitute mothering to children of pre-school age whose mothers work outside the home. Besides providing custodial care, center staff seek to develop in the children positive values, attitudes and behavior through games, songs and socialization activities. Activities are also designed to promote the children's social, emotional, physical, spiritual and cultural development. For the mothers, seminars are held on health and nutrition, value inculcation, food preparation and project management. They are organized into parents' associations where they can plan their own activities and discuss concerns.

Day care centers have also been set up by the Office for Northern Cultural Communities (ONCC) and Office of Southern Cultural Communities (OSCC) in cultural communities. NGOs such as the National Federation of Women's Club (NFWC), the Zonta Club, NORFIL, Arugaan and the Philippine Medical Women's Association (PMWA) operate day care centers, feeding centers, nurseries and kindergartens to serve impoverished children whose mothers have to work for a living.

In addition, five day care centers serving 231 street children have been operationalized with different activities to meet their respective needs.

### **Family code primer**

The Katipunan ng Bagong Pilipina (KaBaPa) in coordination with Pilipinas for Education, Research, Law Reform, Advocacy and Service (PERLAS) and



WILOCI developed a Primer on the Family Code in Filipino to bring vital provisions of the Code to the understanding of lay people.

### **Women's organization**

There are at present a total of 15,828 women's organizations formed by the DSWD workers, with 474,789 members existing nationwide. These organizations provided the venue and opportunity to initiate, manage and sustain livelihood, health and other projects which benefitted women not only economically but also socially. In the process of their involvement with community projects, women developed leadership and management skills as well as social skills.

The OSCC also initiated the organization of its clientele groups into tribal councils and through their projects dealing with tribal relations development, tribal leadership trainings and inter-tribe dialogues were initiated. However, the participation of women in this critical activity was low and hardly discernible.

### **Advocacy program**

This program involves representing women's concerns and welfare at the provincial, municipal and barangay council meetings where development plans, policies and projects are being formulated and approved. Through the social workers' advocacy, livelihood projects for women and day care centers were approved and implemented with the LGU assuming the cost of the projects/services. Through advocacy work, women centers were also provided needed facilities such as water pumps.

DSWD's advocacy program on women's concerns includes the use of the broadcast media to air women's concerns. Regular radio programs focusing on women and featuring discussion of issues were initiated in Regions V, VII, IX and X.

The Philippine Muslim Women's Association (PhilMuslima), an NGO, held a National Conference on the Role of Muslim Women in the Autonomous Region of Muslim Mindanao (ARMM) which was attended by 70 Muslim women leaders. The project aimed to further focus, affirm and enhance Muslim women's participation in development.

### **Socio-economic and livelihood programs**

- Productivity skills capability building for disadvantaged women

This is a project assisted by the Government of Japan which provides skills training to disadvantaged women in the areas of food preservation and processing, sewing craft, toy craft, ceramics/pottery and rattan craft. The program seeks to empower women to gain livelihood either through self-employment, or through sheltered workshops. To date, a total of 40 productivity centers are in operation nationwide. From 1991 to 1993, a total of 53,579 have been trained in the five

aforementioned skills areas and of this number, 39,113 have been absorbed in the labor market while the rest are self-employed, are working in sheltered workshops or are in sub-contracting. Of the graduates, 391 were recruited as community-based trainers to reach out to women living in far-flung areas and re-echo the skills they learned at the productivity centers.

This program is reflective of the government's thrust for countryside development as well as employment generation, thus, women will be encouraged to remain in their communities and prevent migration either to urban centers or even abroad.

- Capital assistance

#### *Self-Employment Assistance (SEA) Para Sa Kababaihan*

One of the innovative schemes introduced in livelihood assistance by the DSWD is the SEA Para Sa Kababaihan which replicates the Grameen Bank Scheme. Groups of women are assisted in getting credit which they in turn use to organize and operate a credit facility in their own communities.

Women's groups in Region VI have adapted the Grameen Bank Scheme in four municipalities where 80 women beneficiaries were able to get a loan grant of 170,000. They have been very successful as they have shown a 100 percent rate of repayment.

Another group composed of women vendors took loans in the amount of 93,000 from the DSWD-SEA Trust Fund deposited at the Land Bank of the Philippines. Their rate of repayment is 96 percent, showing that women's groups can be relied upon for investment loans and that they have the capacity/capability to manage business enterprises.

In 1993, the NORFIL launched the Women's Alternative Bank in Cebu City for ambulant and market vendors. This bank has provided low interest loans to women vendors in need of capital, boosting their business returns.

#### *Community production center*

The DSWD has adapted a new scheme for economic productivity which is the setting up of Community Production Centers managed by groups of women. The scheme involves negotiating with factories for contract jobs which are done in the production center. The women thus get part-time or full-time work without leaving their community. They are spared transportation expenses and the stress of commuting through heavy traffic and the worry of leaving their children by themselves or in other people's care.

#### *Cooperatives*

NORFIL has organized 13 cooperatives in Bulacan and 5 in Cebu whose officers are mostly women. In La Union, NORFIL's family enterprise projects are managed also by women. There is need to evaluate this NGO project especially on the effectivity of women's participation/role in project management.

- Leadership and basic business management skills development

To better prepare women in managing income-generating activities, leadership and basic business management skills development is being undertaken. It aims to provide opportunities for women to know their strengths and weaknesses as individuals which can affect their plan for income-generating projects, and to equip them with the necessary knowledge, skills (e.g., identifying feasible project, planning, development, production, packaging and marketing of products, simple bookkeeping and accounting) and attitudes.

- Projects for Women in Especially Difficult Circumstances (WEDC)

To respond to the urgent/critical needs of women who are victims of illegal recruitment, involuntary prostitution, battering/physical abuse, rape, etc., various programs and services have been developed and initiated. The three venues for these assistance/services are:

#### *Institution-based*

The Substitute Home Care for Women in Especially Difficult Circumstances or “Bahay Tuluyan ng Kababaihan” was launched in 1991 as a Pilot Project in Alabang, Muntinlupa, Metro Manila. Women in crisis are sheltered in this home for immediate protection and for management of their special case which could require an inter-disciplinary approach. Other Bahay Tuluyans are located in Labangon, Cebu City; Carmen, Cagayan de Oro City and Maa, Davao City.

#### *Community-based*

In cases where women need not be institutionalized, services are rendered in their homes that consist of appropriate interventions and management of their problems/needs.

#### *Women's help desk*

To immediately respond to the needs/problems of women in crisis situation or who are in distress, a Women's Help Desk or “Hapag Dulugan Para Sa Kababaihan” with a 24-hour Hotline Service was set up initially at the Gastambide DSWD compound in Sampaloc, Manila. The other 13 field offices followed suit.

This facility renders timely assistance to women who are in grave danger of being battered, forced into prostitution, raped/detained, forced to perform illegal/dangerous work, etc. Women rescued with the aid of the police are then referred for either institutional or home care for proper management of their cases.

From 1991 to 1993, the project was able to serve 10,023 clients both in its institutions and in the community.

*Special projects*

To help in the rehabilitation of women victims of the Mt. Pinatubo eruption, DSWD's Bureau of Women's Welfare (BWW) hired 32 women welfare workers for deployment to the different evacuation centers and resettlement areas such as in Palayan City, Olongapo City, Yapang, Mindoro Oriental and Talakag, Bukidnon.

The women welfare workers conducted various modular training packages that focus on personal and child care, self-enhancement and community participation. Women who were ready to engage in income-generating projects were also given livelihood capital assistance.

NORFIL has also organized women's groups in Bulacan, Pampanga, La Union, Tarlac, Cebu and Metro Manila. These have made considerable gains in creating awareness on such issues as gender participation, consumerism, environmental protection and political education through science fora.

NORFIL also launched in Cebu in 1993 a community-based rehabilitation model which succeeded in organizing volunteers/mothers in the rehabilitation of their clients.

*1.1.3.3 For the System***Institution building between GOs and NGOs**

A UNICEF-assisted project called "Enhancing the Role of Women" consolidates the efforts of both GOs and NGOs involved in service delivery for women in the Area-Based Child Survival and Development(ABCSD) projects which are located in Ifugao, Negros Oriental, Sulu, Basilan, Tawi-tawi and Maguindanao. The agencies involved are the DSWD-BWW (chair of the inter-agency committee), UP College of Social Work and Community Development Research and Extension Development Office (REDO), Women and Development Technology Institute (WDTI), Center for Women's Resources (CWR) and NEDA.

This system of institution-building was also operationalized in the SEA Para Sa Kababaihan where government agencies and NGOs were involved to ensure the success of the project.

**Institutionalization of sex-differentiated statistical reporting system**

The DSWD's Computer-Based Management Information System (CBMIS) continuously adopted the disaggregation of data. It is a mechanism in gathering relevant data on women which would ensure that development plans for women would respond to their concerns and needs.

## 1.2 Sectoral Gender Issues and Concerns

Following are the prevailing and emerging issues and concerns that need to be addressed by this sector:

### 1.2.1 Women as Development Agents, e.g., Program Managers/Planners, Staff and Service Agents/Implementors

#### 1.2.1.1 *Limited gender consciousness in the formal education of social welfare/ community development workers*

While significant attempts have been made to revise the curriculum and remove sexist language in textbooks for courses on social work/community development, the knowledge, skills, strategies and techniques necessary to promote gender-consciousness are still lacking.

Gender consciousness has to be made part of courses not only at the masteral level but also at the undergraduate level, since the latter produces most of those recruited to become welfare agencies' service agents.

In addition, the initial attempts at curriculum revision and elimination of sexist language in textbooks should be intensified to ensure that social service agents are equipped with the necessary knowledge, skills and techniques to competently respond to the expressed problems, needs and concerns of their women clients.

The development of social work skills should not be limited to women. Men have to be encouraged to take up subjects/courses in social work to increase their participation in the domain of domestic nurturing, child care and social welfare work. The identification of social work as a female-oriented profession needs to be changed in order to attract men to the profession. In the same way, community development should stop being identified as a male-oriented profession, and course subjects which lack a gender perspective should be revised.

#### 1.2.1.2 *Low consciousness on women-related issues among legislators, government officials, policymakers, program managers/planners, GO/NGO implementors and social service agents*

Since development plans, policies and budgetary allocations all proceed from the action of legislators, planners and national/local government executives, it is necessary to cultivate among them a gender perspective which will enable them to give proper attention to gender equity considerations.

The same perspective should be acquired by program implementors and field workers, to ensure that services reach women beneficiaries and that gender-sensitive data are gathered and fed back to those who set the policies and design the programs.

Low gender awareness also perpetuates biases against women, and prevents women from gaining recognition for what they contribute to society. As a result,

women are not consulted nor involved in decision-making even on matters that concern them directly. This lack of consultation has in turn led to the derailment of even the best laid-out plans.

*1.2.1.3 Inadequate protection, compensation and support for female workers assigned in hazardous/difficult areas and those handling difficult cases*

Workers assigned to areas where there is armed conflict even if sporadic face grave risk to their safety and well-being. A social worker giving assistance to people in communities where insurgents are found risks being suspected by the military of collaborating with the enemy, and by the rebels of being couriers for the military.

Despite these hazards, their sense of duty keeps social workers on the job. This dedication, however, still has to get recognition in terms of upgrading their compensation and hazard pay to become commensurate to the higher risks and stress involved. Another matter needing attention is the failure of government agencies to protect field employees from harassment and unfounded accusations.

*1.2.1.4 Limited support services to help social/community development workers deal with demanding work responsibilities*

Female workers operating in hazardous areas or areas with difficult topography, and/or handling difficult, emotionally demanding cases are sapped of their vitality and occasionally experience aberration in their mental functioning. Unlike members of the military, social and community development workers do not enjoy rest and recreation privileges even if they are exposed to the same taxing situations. The most they can do is to take a leave of absence which, however, is often not enough to free them from emotional and psychological stress. What they need are special services such as stress debriefing and stress management for the more serious cases, and counselling with ample time to recover from emotional and mental fatigue for those less intensely affected.

Social workers/community development workers are also often under pressure from local politicians or officials who want a say on who would be the beneficiaries of the sector's programs, projects and services, and where vital projects will be implemented even if this is not in consonance with the project study made. Those who refuse can find themselves being transferred from their assignment or even losing their job, and for some reason agency heads have not given them the protection they are entitled as civil servants. Although the Local Government Code has devolved to local governments the administration of national programs at the local level, it emphasizes that the DSWD has still the responsibility of monitoring the implementation of the devolved services to ensure that standards are maintained and adhered to, and of providing technical assistance to the devolved workers.

## 1.2.2 Issues/Concerns of Women as Beneficiaries/Clients

### 1.2.2.1 *Need to address the changing roles of women in their homes and in the community*

In addition to looking after the household, more women now work outside their homes either as primary income earners because the husband is jobless or incapacitated, or to supplement the husband's earnings.

These women have to be assisted in adjusting to their new roles and to learn management skills and simple bookkeeping. They would also need support services in terms of child care and domestic home management through hired help or delegated roles to other members of the family.

There has also been an unprecedented increase in the number of women -- widows, separated from their husbands, or single parents from the outset -- who are heads of households and who need support in fulfilling such a role. In another category are women who have stepped beyond their traditional roles by assuming positions of responsibility and leadership in the community, and for whom the challenges are likely to be greater than those faced by men.

### 1.2.2.2 *Need to organize women, raise their level of consciousness on issues affecting them and to mobilize resources to address these concerns and needs*

Women should be educated on their rights as enshrined in legal statutes as the Constitution, the Family Code, the Women in Development and Nation Building Law, the Senior Citizens Welfare Act, etc. to enable them to fully benefit from the provisions of these laws. Organizing them would be an effective strategy to create a venue for their empowerment by developing their social and political skills and providing them the means to explore economic opportunities.

### 1.2.2.3 *Need to strengthen programs and services for women and children in especially difficult circumstances*

*Prostituted women and children* often suffer not only from sexually transmitted diseases but also from severe emotional problems. They go into deep depression as they experience stigmatization and loss of self-esteem. Others nurture smoldering anger against their victimizer or their own helpless situation. This impairs their normal social functioning, and restoring in them a degree of emotional stability would require expert and patient handling by a social worker. The assistance from other disciplines, e.g., psychiatrist, doctor, lawyer, law enforcers, etc. is also needed for other aspects of their rehabilitation.

*Rape victims* exhibit the same distress and dynamics of behavior, and require similar counselling and assistance.

*Elderly women* suffer not only from poor health but also from diminished self-worth due to loss of income for their needs. Many also get rejected by their grown-

up children who find it burdensome having to support an extra member while having difficulty raising their own growing family, or providing the demanding care required by old people in addition to raising small children.

Pensioners who retired before the upgrading of the salary scale in 1986, receive measly pensions that place them at the poverty threshold. Although the Senior Citizens Welfare Act provides for the upgrading of pensions to be at par with the salary of those in actual service, said provision has not been acted upon, and pensioners have received only token increases. This violates their basic right to decent upkeep which is guaranteed by the Constitution itself.

The elderly should be given the benefits they deserve as they can still be tapped for development efforts with their wealth of knowledge, experience and skills.

For *disabled women*, gender and handicap combine to make them doubly vulnerable to discrimination, sexual harassment and other forms of abuse including rape. The Magna Carta for Disabled Persons passed in 1992 has given teeth to existing policies on the disabled as it provides a stiff penalty to violators. It protects the disabled from discrimination in employment and upholds their right to education, health and rehabilitative services, among others.

However, it is still necessary to review present programs to determine how services and facilities for the disabled can be improved, especially in view of the technological innovations that other countries have successfully adopted. Moreover, disabled women have been voicing concerns that were ignored or were not heard before, one critical issue being sexuality. These concerns should be addressed adequately, at the same time that the capabilities of the disabled for nation building should be recognized.

The number of women as **solo parents** has been increasing tremendously, according to studies made by DSWD's Bureau of Family and Community Welfare. Most of them are wives of male overseas contract workers, but many are also unwed mothers, widows, separated from or abandoned by their partners, or whose husbands are in prison, in rehabilitation centers or in hospitals for drug addiction, alcoholism, mental illness or chronic ailments. The problems and needs of solo parents who have to perform dual roles and have to contend with their own emotional needs, have been recognized and prompted the filing in the Senate of the bill entitled The Solo Parents Welfare Act which however, still has to be enacted. Meanwhile, the needs of this client category are being attended to within the sector's available resources.

#### *1.2.2.4 Need to intensify support to cultural communities especially the women who have not yet been significantly involved in development*

To bring women in the cultural communities into the development mainstream, efforts must be intensified to improve their literacy and awareness of women's issues through ways of learning that are familiar to them. They have to be consciously and systematically involved in community activities which the men dominate. The barriers of distrust of people outside their community should be



demolished with patience, more humane approaches and innovative strategies, by attending first to their basic needs and respecting their rights to their ancestral land which is protected by the Ancestral Land Law.

Being a minority group, the cultural communities are vulnerable to exploitation and harassment, and are being driven out of their ancestral lands despite the law affirming their claim. Many of them seek redress by joining the insurgency. Peace and progress in the countryside is therefore linked very closely with the enforcement of the Ancestral Land Law as well as the empowerment of the cultural minorities through extension of basic social services and economic facilities.

#### *1.2.2.5 Lack of consultation with women in the formulation of plans, programs, projects and services*

The failure to consult women in the formulation of plans, programs, projects and services designed to respond to their problems and needs has often rendered these plans/solutions ineffective. It also causes frustrations on the part of its intended beneficiaries whose needs and concerns have not been fully addressed.

Past experiences have shown that plans, programs and projects yield better results when their intended beneficiaries are consulted and actively involved in the planning. This is an effective development strategy and should be observed at all times in the development process.

### **1.2.3 Issues/Concerns Affecting the System**

#### *1.2.3.1 Need to enhance collaborative linkages among GOs/NGOs and other concerned institutions engaged in promoting women's welfare and development*

Despite the presence of the provincial, municipal and barangay development councils which serve as a venue for community-wide planning for GOs and NGOs engaged in welfare work, there is minimal attempt to synchronize organizing and planning efforts at the community level. Thus, there is duplication of services to the same clientele group, depriving others of the services/benefits. Competition among agencies in service delivery must be avoided.

Due to lack of collaborative linkages, beneficiaries are organized on program-basis with little consideration on the specific characteristics of the community being organized/served.

It is therefore imperative for GOs and NGOs to come up with common parameters in planning and in setting key operating targets, for them to serve more people and to ensure effective service.

### *1.2.3.2 Lack of institutional mechanism to support a WID/GAD plan*

- (a) Social welfare institutions lack gender-based data system for planning and program formulation. Without such data, it would not be possible to come up with relevant and realistic programs and services to respond to women's issues, concerns and needs.
- (b) There is a need to strengthen and expand the WID/GAD Focal Point and Women's Help Desk which should involve other GO and NGO welfare agencies for nationwide coverage. Women welfare workers and clientele who need these facilities are found nationwide. For example, the high incidence of rape, battering, prostitution and other forms of violence leaves women victims whose needs are not being adequately and promptly met.
- (c) Welfare agencies also expressed the need for a pool of experts who can be tapped to orient/train legislators, policy managers/planners and service agents on gender issues and gender consciousness/advocacy, as these identified targets play a vital role in the attainment of WID/GAD goals and objectives.
- (d) Documentation of women's participation in decision-making as members of the community and family structure has not been given emphasis and serious attention. Such documentation is vital in policy and program assessment and in formulating relevant/realistic plans that would respond to women's issues, concerns and needs.

### *1.2.3.3 Welfare institutions' failure to sustain and empower women's organizations*

While there are many different women's organizations, not all of them are functioning and being responsive to their members' concerns and needs. Strategies have to be devised to sustain the interest of members and make it meaningful for them to take part in the organizations' activities and projects.

### *1.2.3.4 Faulty/inadequate policies and lack of information dissemination on enacted welfare policies and their full implementation*

- (a) The policy that emphasizes numerical targets/quotas more than quality service delivery does not do much to improve people's lives. On the contrary, it only creates frustration among clients when they receive palliative service that does not contribute to their growth and development. Such policy should therefore be revised.
- (b) Some pending bills and laws are inadequate or deficient. For example, the recently enacted Anti-Sexual Harassment Act still has to take into account the harassment that takes place in medical clinics, detention centers and religious institutions/organizations, among others.

### *1.2.3.5 Need to establish a more effective monitoring system*

There is a need to institutionalize gender-based monitoring among GOs, NGOs and LGUs and to generate sex-differentiated data that will serve as basis for the assessment/evaluation of the WID/GAD plan and its implementation.

## **2. GOALS AND OBJECTIVES**

The sector's goal is to raise the status of Filipino women so that by the first quarter of the next millennium, they would have fully gained equal rights and equal access to opportunities with men in the political, social and economic fields of endeavor. They will by then be actively involved in the development process at all levels, and sharing equally in the benefits.

### **2.1 General Objectives**

- (a) To upgrade the relevance of the social work and community development profession to adequately respond to the issues, concerns and needs of women in the changing times.
- (b) To bring women's issues/concerns to a high level of awareness especially among policy/opinion makers and those in the power structures.
- (c) To develop the capability of women in urban, rural and cultural communities for leadership roles and to help them respond actively to social changes.
- (d) To increase women's participation in policy-making and access to educational opportunities and socio-economic services which are responsive to their needs.
- (e) To actively involve women in the urban, rural and cultural communities in development programs, projects and services where they shall assume leadership roles.

### **2.2 Specific Objectives**

- (a) To adopt a more gender-conscious orientation in the social work/community development education which gives due recognition to cultural differences and consideration of the knowledge and skills required in dealing with emerging women's issues, concerns and needs.
- (b) To provide program managers/planners, welfare personnel and social service agents/implementors opportunities for upgrading their knowledge and skills to adequately respond to women's issues, concerns and needs.
- (c) To promote the welfare of SW/CD workers through increased benefits, adequate protection in areas of assignment and other support services to respond to the physical/emotional stresses they experience in connection with their work.

- (d) To increase the opportunities for women to be involved in community activities take on responsibilities which are traditionally the domain of men.
- (e) To provide special programs and services to women in difficult circumstances such as prostituted women and children, victims of rape and sexual harassment, victims of physical abuse/battering and other violent acts, disabled women, elderly women, female solo parents, etc. to respond to their special/critical needs.
- (f) To provide mechanisms which shall ensure, expand and sustain the active participation of women in development, e.g. strengthened organizations of women.
- (g) To direct social welfare services and programs to a more gender-conscious orientation, and establish a more collaborative and integrated approach to planning and service delivery by GOs and NGOs involved in women's welfare.
- (h) To organize and raise the level of consciousness of women by disseminating information on issues affecting women through the mass media and other venues, and to mobilize resources to address these concerns and needs.
- (i) To orient legislators and local government officials on gender-related issues and concerns to enable them to enact laws and ordinances that would address these issues/concerns.
- (j) To establish a monitoring system that would ensure gender-based data collection and utilization.

### 3. POLICIES AND STRATEGIES

In order to respond adequately and effectively to the identified issues and concerns, the following policies and strategies shall be adopted:

#### 3.1 On Issues/ Concerns Affecting Women as Development Agents

- (a) The social work/community development curriculum shall be enriched to include women's issues/concerns. This will be done not only in the masteral but also in the undergraduate courses.
- (b) The required knowledge, skills, strategies and techniques in dealing with women's issues and concerns shall be integrated into the SW/CD curriculum. The curriculum shall also include as a subject all legislation pertaining to women.
- (c) Men shall be encouraged to enroll in the social work course through such incentives as scholarships to enable them to meaningfully participate in the development of both women and men, and to change the perception that social work is primarily or exclusively women's work.

- (d) Gender-sensitivity and consciousness raising on women's issues shall be undertaken to benefit legislators, policy-makers/mass media, top government officials, program managers and planners. The latter shall conduct the same activity in their respective agencies for their staff and social service agents.
- (e) Social service workers assigned in areas that have high crime rates or are prone to armed conflicts/natural calamities and have difficult terrain shall, in addition to the regular salary, receive hazard pay commensurate to the risks and hardships involved. There shall be work rotation and they will be given paid rest-and-recreation leave.
- (f) Each agency will ensure the protection of its social service agents from lawless elements, harassment and from reprisal from law enforcers or local officials whose norms and attitudes may run counter to social work ethics and beliefs.
- (g) Social service workers assigned to handle difficult cases that require risks, expertise, and intensive mental and emotional inputs shall have extended stress debriefing, shall receive stress management services and shall be allowed to go on a healing leave period with pay. Such difficult cases shall only be handled by a mature social worker with a more senior position rather than by a direct service worker.

### **3.2 On Issues and Concerns of Women as Clients/Beneficiaries**

- (a) Enough community day care centers shall be established to provide safe and loving care to children whose parents both work outside the home. Local government units, NGOs, religious organizations, professional organizations, business firms and civic organizations shall be tapped as project sponsors.
- (b) All offices, government or private and business firms that employ at least 50 women shall be required to set up a day care center or a nursery/child-minding facility in the workplace for the preschool children of employees.
- (c) Working mothers and fathers shall be encouraged to undergo training on homemaking and parenting skills to enable them to have quality time with their children, as well as training for additional income-earning opportunities. The husband's role in these activities will be emphasized.
- (d) Women with leadership potentials shall be given positions of responsibility in community programs and projects and adequate training to assume leadership/management roles.
- (e) Women shall be organized into closely-knit organizations which shall serve as a venue for information dissemination on legislation concerning women such as the Family Code, the laws on the elderly, disabled, sexual harassment, solo parents welfare, etc. Such organizations shall be strength-

ened with financial and technical support from government and non-government sources.

- (f) Women's organizations shall be encouraged to embark on viable economic/social projects such as income-generating projects (IGPs) and day care centers. Arrangements shall be made with banks and similar facilities to extend needed loans, and with factories to sub-contract jobs to the women.
- (g) Women's organizations shall also be utilized for GAD advocacy and for supporting legislative agenda promoting women's welfare and interests.
- (h) Existing programs and services for special groups of women shall be strengthened and expanded to meet the needs of women in the same category in other parts of the country.
- (i) An inter-disciplinary approach in dealing with the problems and needs of these special groups of women shall be adopted for a more effective management of their cases.
- (j) Able-bodied elderly, disabled and solo parents shall be assisted to form organizations where they can discuss their unique problems, needs and concerns, and plan activities or a social action program to aid the passage/implementation of laws designed for their welfare and benefit.
- (k) Programs for responsible parenthood and education for safe fertility management services shall be made available to women especially minors and adolescents to prevent unwanted pregnancy and premature parenthood.
- (l) Women shall be encouraged to attend functional literacy classes held for cultural and urban poor communities and shall also be involved in community welfare projects such as day care centers, skills training and income-generating projects and other community affairs which are usually dominated by the men.
- (m) Continuing education through seminars, film showings, demonstration projects and field exposure programs shall be provided in cultural communities giving priority to the least developed communities.
- (n) The ancestral rights of cultural communities to their land as provided by the Ancestral Land Act shall be respected and protected.
- (o) Ancestral lands of cultural communities shall not be included as site for government development projects unless it would redound to their greater benefit. Any plans for a project shall proceed only after the affected community has been consulted for approval of the project and for suggestions.

- (p) The Solo Parent Welfare Act (SB 673) with its Implementing Rules and Regulations shall be pursued and lobbied for approval.
- (q) Welfare programs and services shall include solo parents as a separate clientele and be upgraded to adequately respond to the special needs of female solo parents.
- (r) The DSWD shall formulate special programs and services that would be relevant to the concerns and needs of female solo parents whenever indicated.
- (s) The policy that beneficiaries shall be consulted in the planning of programs, projects and services for them shall be instituted and observed strictly. All Standard Operational Procedure (SOP) manuals of welfare agencies whether public or private shall state this policy in clear terms.

### **3.3 On Issues and Concerns Affecting the Sector's System**

- (a) All agencies and institutions promoting women's welfare and development shall come up with common parameters in planning and shall set up key operating targets in consultation and in collaboration with one another to preclude duplication of functions and services extended to the same target clients.
- (b) GOs and NGOs and other private institutions with programs and projects for women at the community level in selected areas, aside from pilot projects, shall integrate their plans with either the provincial, municipal or barangay development councils depending on their area of coverage, to preclude duplication of functions and services and to reach more beneficiaries.
- (c) To facilitate the formulation of gender-responsive planning, programming, monitoring and evaluation, all GOs and non-government groups/institutions engaged in women's development shall develop, standardize and operationalize a reliable and accessible sex-differentiated monitoring system that would include gender-specific targets. Women's participation in decision-making in the community and the family shall be documented as required data for reporting and evaluation.
- (d) The integration of the GAD framework in training and development programs shall be implemented.
- (e) A pool of experts shall be organized to provide gender-sensitivity training and orientation to legislators, policy makers, local government officials, program managers-planners and social service/development agents, both in the government and private sector.

- (f) The policy that gives emphasis to numerical targets vis-a-vis quality service delivery to justify budget proposals shall be reviewed and modified to harmonize accomplishments with the goals and objectives of WID/GAD plans.
- (g) The sector shall organize a team to monitor/evaluate the compliance of concerned offices/functionaries with social legislation notably the Women in Development and Nation-Building Act, Barangay Day Care Center Act, the Family Code, the Magna Carta for the Disabled, the Senior Citizens Welfare Act, etc.

The sector shall adopt a strategy to fully enforce the provisions of said laws.

Women shall be organized to lobby for the early enactment of pending bills on rape and on solo parents and those which need amendments.

### **3.4 Other Policies and Strategies**

- (a) Social welfare officers shall be posted in countries where migrant women workers are concentrated to promptly assist them with their job-related problems and needs and prevent their abuse and exploitation.
- (b) The budgetary requirements of the sector shall be upgraded, and programs, projects and services designed to respond to the crucial needs of women shall be given funding priority.

## **4. PROGRAMS AND PROJECTS**

To achieve the sector's goals and objectives and in compliance with its enunciated policies and strategies that would respond to current/emerging women's issues, concerns and needs, the following programs and projects will be undertaken and carried out:

### **4.1 Programs and Projects for Women as Development Agents**

- (a) Program to upgrade the SW/CD curriculum
  - Updating of the SW/CD curriculum to make it relevant to the changing times, to the needs of social service workers and to the demands of social welfare agencies.
  - Inclusion of women/gender-based concerns as special project, e.g., as a cognate or elective in the SW/CD curriculum.
  - Inclusion of gender/women's concerns in undergraduate and masteral courses in which one of the subjects shall be social legislation for or affecting women.



- (b) Scholarships for men to attract them to take up the social work course
- (c) Joint project with the academic community in the documentation of social workers' experience with women's issues
- (d) Human resource development
  - Joint undertaking of the academe and welfare agencies for continuing education of SW/CD practitioners to update their knowledge and skills in responding to emerging gender issues and concerns.
  - A Center for Women Studies in educational institutions for use by SW/CD practitioners.
  - Scholarships for higher education locally and abroad, and sabbatical leaves for those desiring to pursue higher education/trainings in other fields of learning to enrich knowledge, skills and techniques.
- (e) A clinic whose services shall include stress debriefing and stress management for social service workers suffering emotional, psychological and physical stresses that are job-related.

#### **4.2 Programs/ Projects for Women Clients/ Beneficiaries**

- (a) Advocacy program
  - Inclusion of gender-sensitivity and/or women concerns in appropriate training programs for LGUs and women beneficiaries.
  - Legislative action program to:
    - Work for early approval of pending bills in Congress including the Anti-Rape Bill and the Solo Parent Welfare Act
    - Lobby for full compliance/implementation of laws such as the Day Care Center in Every Barangay Act, upgraded pension for senior citizens, the Local Government Code regarding women's representation in the Local Development Councils, the Family Code, etc.
    - Propose a law proscribing violence against women in their homes, and other places
- (b) Women's Organization
  - Expansion of women organizations to include additional groups as the Golden Girls Club for elderly women, the Solo Parents Club, the Volunteers for Protection of the Environment, the Tribal Women's Club, etc.

- Appointment of a coordinator at the community level to coordinate and document the activities of the various clubs and to provide expert advice/direction regarding fruitful activities
- Active participation of women's groups in community affairs as provided in the Framework for a Consultative and Participatory Approach for Women in the Local Government Code
- Development of qualified leaders of the different women's organizations for them to assume leadership roles in the local planning bodies where they can effectively articulate their concerns and work for women's greater benefit

(c) Volunteer development

Women volunteers will be trained to assist in specific areas of concern as primary health care projects, disaster preparedness and management, functional literacy program, clean-and-green initiatives, environment protection, etc.

(d) Literacy Program

- A functional literacy program will be conducted for women who had no formal schooling especially for those in the cultural communities and in remote areas.
- A reading center will be established in barangay multi-purpose centers where people can read the newspapers and other materials that would give them new ideas, knowledge and technological knowhow. It will also update them on current issues and trends.

(e) Increased access of women to social welfare services.

- Improved systems/procedures of GOs and NGOs welfare programs and services which would facilitate their access by women client groups.
- Enhanced opportunities for livelihood under the Family Enterprise scheme as an alternative to open employment, especially for returning overseas contract workers.
- Organization of cooperatives to sustain livelihood program and cooperative living.

(f) Livelihood program

- Expansion of social credit facilities such as the SEA Para Sa Kababaihan and linkages with more banking institutions for credit loans to capitalize IGP women's projects

### 4.3 Programs and Projects for Systems Development

- Expansion of skills training to include potentially lucrative entrepreneurial areas such as fiber craft, paper craft, etc.

#### (a) Training programs

- Integration of gender-related concerns in all training programs of the sector
- Special training of personnel assigned to handle cases of persons in difficult circumstances
- Regular training of SW/CD social service agents on women issues and concerns as they emerge

#### (b) Institutionalization of needed mechanisms

- Integration of GAD concepts in community development and other disciplines to promote general awareness of women's concerns
- Development of a standardized, reliable and accessible sex-differentiated monitoring system for operationalization in social welfare and community development

#### (c) Promotion/adoption of the holistic approach in social welfare work through inter-agency planning and program implementation

#### (d) Use of the community organization method, advocacy strategy and total family approach in program and project formulation/implementation

#### (e) Issuance of memorandum circulars to LGUs to enjoin them to conduct information dissemination/ education campaigns on GAD

#### (f) Increase in salary and hazard pay of SW/CD workers commensurate to the cost of living, the hazards and difficulties of being assigned to certain areas, and the extra demands on time and effort that the handling of difficult cases entails. Women's expertise in the repair of office equipment and appliance shall also be remunerated.

Development of linkages with business firms and factories for job placement of women trained and for sub-contract jobs to be awarded to women.

#### (g) Expansion of special institutions for women in difficult circumstances to other urban centers where there is prevalence of crimes against women. Social workers have to undergo special training in differential social case-work to competently handle these difficult cases.

(h) Support facilities and services

- Provision of alternative parental care services as night care centers, child-minding centers, neighborhood homes, etc.
- Operation of day care centers in all barangays and puroks to look after small children while their mothers work outside the home. The centers will be partly subsidized by the mothers, barangay councils and/or a civic organization, a business firm and a yearly fund-raising campaign.
- Establishment of day care centers in factories and offices for the children of women employees, under sponsorship of management and parent beneficiaries.
- Creation of social work positions in industrial/business firms to provide employees with social work services, and assist them with family or job-related problems.

# MEDIA

## 1. OVERVIEW

### 1.1 Situationer of Women in the Sector

#### 1.1.1 Media Reach

Thanks largely to recent technological advances, Philippine media may have become the most powerful shaper of public minds and attitudes.

The 1992 election results, for instance, prove how media exposure can be a crucial factor in one's candidacy. A huge chunk of elective offices is filled by TV and movie personalities. This in itself is a reflection of how personality-oriented Philippine media are. Substance is glossed over and issues, including those that directly affect women, are relegated to the background. This superficial treatment of issues is unfortunately given wide acceptance through the extensive reach of media.

The 1991 Philippine Media Profile and 1990 National Statistics Office (NSO) statistics showed that 7 out of 10 Filipinos nationwide own a radio, while 3 out of 10 have a television set. In Metro Manila, TV ownership can go up to 81 percent. There are at least 35 national papers and 285 local papers, with a combined circulation of 5.89 million readers. Comics readers number 2.42 million. There are 866 moviehouses in the country with a total seating capacity of 673,971.

Cable TV has also become popular in areas previously inaccessible to television. This, together with a video cassette recorder ownership of 1.59 million, has exposed Filipino households to more news of international events as well as to current entertainment fare from all over the world.

Another phenomenon is the popularity of romances and pocketbooks in Filipino, especially among students and teenagers. 10 to 12 titles are published every month, with each title selling about 10,000 copies. These novels again reinforce the limited view that women are meant for home and marriage and that finding the right man is their main goal in life. A 1991 Philippine Survey and Research Company (PSRC) survey showed that men are predominantly newspaper readers, while women read magazines, certainly an important consideration when deciding which medium to use to propagate women's concerns.

### **1.1.2 Media Ownership**

No statistics exist to show what percentage of rich and influential families own and control media in the Philippines. It is safe to assume that the high capital outlay needed to operate a media outlet (about-P2 million a month for a national paper, according to a research institution) make media a prohibitive and exclusive business.

So far, the country's biggest families each have a stake in media, among them: the Lopezes (ABS-CBN, Channel 2, DZMM); the Roceses (ABC-5); the Benedictos (RPN-9, Banahaw Broadcasting); the Jimenez group (GMA-7, DZBB); the Canoyos (Radio Mindanao Network); the Gokongweis (Manila Times, Bandera); the Prietos (Philippine Daily Inquirer, the Sun); the Sorianos (Manila Standard); the Cojuangcos (Malaya), and the Elizaldes (the Manila Broadcasting Corporation).

It is easy to understand why tycoons and politicians are scrambling to get hold of media. There is the built-in clout (audience reach and readership can be translated into votes or sales), plus a way of protecting one's business interest via self-censorship and slanted treatment of sensitive stories.

But being mostly business investors, media owners are also eager to cash in or profit from this enterprise. One way is through advertising. In 1992, about-P1 billion was spent on television advertising. To please advertisers, some media owners are willing to sacrifice articles that may jeopardize or contradict advertising messages. It is safe to say that, in their quest for profit, media owners would rather support the status quo and would not care if they are showing gender-biased productions. Thus, stories on how to become better consumers, or those critical of infant formula, the gun lobby or cigarette smoking sometimes do not see print. Women, needless to say, are shortchanged on topics that can prove useful to them.

Another way to increase profits is to make sure that more viewers and readers patronize one's network or newspaper. The easiest way to do this is to focus mainly on entertainment rather than informative topics.

### **1.1.3 Content and Programming**

Entertainment more than information and public service characterizes the content of Philippine media. Although newspapers provoke lively debate through their opinion columns, and while TV talk shows have focused on raging issues of the day, they are prevented by their limited reach and viewership from influencing public thought more significantly.

Entertainment eats up as much as 60.45 percent of total network time, while educational and talk shows get only up to an 8.25 percent share. FM stations use up some 75 percent of airtime on entertainment, mostly foreign music, and only 25 percent on information. The AM band (about 65 percent of all radio stations) has more news and information programs.

Meanwhile, mass-based radio and television programs have chosen to play the ratings game with more airtime devoted to traditional toptraters: soap operas on radio, and sitcoms, musical variety shows, Tagalog movie reruns and drama anthologies on TV.

Because regular surveys often reveal that soap operas or drama and variety shows are the most popular programs on radio-TV, most media owners concentrate on an entertainment format rather than on timely issues to bring in more audience, increase their ratings and thus boost advertising revenues.

Unfortunately, most radio-TV dramas center on women cast as self-sacrificing wives or mothers, and as whores who provide the conflict or temptation to the male cast. In variety shows, women are often shown as glamorous but empty-headed. This formula gives other women very few role models, and perpetuates stereotypes as well.

## 1.2 Sectoral Developments

### 1.2.1 Institutional Developments

Organizing, networking and advocacy work were undertaken to tap media practitioners, especially the women, in helping make media more responsive to the country's development needs and to issues of women and gender.

Networks of women media practitioners were organized to improve the coverage of women's issues in the media. Communication educators have linked with mainstream media practitioners to improve communication education in the universities. Media practitioners, women's organizations and alternative media groups bonded together to advocate for a more responsive media industry.

Some of these media women's groups are as follows:

- (a) The *Mediawatch Collective*, a network of individual women and women's groups, continued to make its presence felt in the media industry, in schools and among audience groups. Mediawatch produced slides and videos assessing the image of women in media.
- (b) A group with similar objectives is *Kalipunan ng Malayang Pilipina* (KAMALAPINA), a collective of women in media and theater, which calls attention to negative reporting on or portrayal of women in media through letters to the editor and opinion articles/columns. It has staged a mime-drama-musical projecting feminist views and values.
- (c) The *Legislative Advocates for Women* (LAW), a network of women's organizations bonded together for a more coordinated and unified legislative lobby work, created a Commission on Media and Arts tasked with defining the legislative agenda on women in media and to lobby for the passing of appropriate laws. LAW was among the more active NGOs which lobbied for Senate Bill 169 on Advertising and for House Bill 2037 on Women and Pornography.

- (d) The women in the media began the process of strengthening "sisterhood" among themselves and in linking with other interest groups like women's organizations and media-oriented NGOs.

Organized women media groups, like the *Women's Media Circle*, continue in their unique efforts at focusing on women's news and issues.

- (e) On the alternative media front, two news agencies write exclusively on women's issues. The *Depthnews Women's Service* of Depthnews Asia, set up in 1979, continues to supply feature stories to major national and community newspapers throughout Asia. At the same time, it rewrites these stories into scripts for inclusion in the regional radio service of Depthnews. The Asian office of the *Women's Feature Service* (formerly of Interpress Service) also disseminates stories on women throughout Asia.
- (f) Communication educators and other media-oriented NGOs have also become more active in women-and-media issues. Women media practitioners and women activists have also linked with these groups, e.g., Philippine Communication Society (PCS) and People in Communication (PIC).
- (g) There is also a need to note the organization of the *Center for Investigative Reporting*, by female and male journalists who shared the feeling of dissatisfaction in news reporting practices and sought to contribute in making the mass media more relevant in the current national situation.

On the government side, one inspiring development was the organization of women employees associations in some agencies including the Office of the Press Secretary (OPS) and the Philippine Information Agency (PIA). Representatives of these associations have coordinated with the National Commission on the Role of Filipino Women (NCRFW) not only in its program for organizing women in government but also, in the implementation, assessment and updating of the Philippine Development Plan for Women (PDPW).

Another development was the organization of the NGO Liaison System within government. The Liaison System seeks to address the problem of lack of information in regard to government's livelihood projects. This mechanism can partly respond to the call for more government information on development and women's issues.

In 1993, respected media practitioners initiated a mechanism to check abuses and excesses among their ranks in the wake of reported pay-offs in several news stories. The Print Media Council, composed of managing editors of several newspapers, pledged to investigate readers' and sources' complaints on how news stories were mishandled and to mete out the proper sanctions to guilty parties.

For the years 1993-1994, there was a surge of media interest in women's issues. The issue of domestic violence was addressed mainly thru the efforts by



the Kababaihan Laban sa Karahasan (KALAKASAN), a consortium of several women's groups that operates the Tigil-Bugbog hotline for counselling and offers self-defense classes for women. The issue of comfort women was highlighted because of GABRIELA's efforts to get compensation for the women, as well as media interest. The efforts of PILIPINA, the University of the Philippines (UP) Law Center, the Women's Legal Bureau and the Bureau of Women and Young Workers made possible the eventual passage of the sexual harassment law.

### 1.2.2 Policy Developments

Responding to the clamor of audience groups, very influential organizations within the media industry began re-orienting their programming policies and upgrading industry standards. For instance, the Philippine Association of National Advertisers (PANA) considers "values formation through advertising" as its main thrust for the 1990s. The Kapisanan ng mga Brodkaster sa Pilipinas (KBP) reiterated its commitment to national development and to broadcast standards.

Women's organizations and other non-governmental organizations coordinated with both the media managers and the legislators in order to influence government policies and industry practices with regard the image of women in media.

In various stages of legislation are bills that have direct impact on issues of women and media. Among these are:

- (a) Senate Bill 169 which explicitly prohibits advertising materials that "degrade our (Filipino) people, particularly women".
- (b) House Bill 2037 which considers criminal the exploitation of women through pornography.
- (c) House Bill 4228 or the anti-rape bill which seeks to check the current sensationalism in media coverage of rape cases. Under the bill, all investigations, procedures and trial of rape cases should be held behind closed doors, unless the complainant opts for an open trial. The bill also provides for a P 100,000 fine for undue publicity of a rape case. Only the basic facts of the case should be published, while the victim's "name, address and other information tending to establish identity shall not be included, unless she/he gives consent to it in writing. Any violation shall render reporter, editor, publisher and columnist solidarily liable for damages."
- (d) House Bill 1805 which provides for a procedure to afford citizens easier access to official records, documents or information. To promote transparency in government and enhance the free flow of information to citizens, the bill places on the government official the burden of going to court to justify the withholding of any information.

The drafting of guidelines on sexual harassment by the Philippine Daily Inquirer also counts as a milestone in the country's entire labor history. The guidelines acknowledge the changing relationships between female and male workers in the male-dominated media. It also classified sexual harassment -- which has been tacitly endured by women as just another job hazard -- as a hostile and demoralizing factor in the workplace.

### 1.2.3 Program Developments

In the area of programs on women and media, the NCRFW links with both women media practitioners and the women's groups concerned with the issue. The Cultural Center of the Philippines (CCP) Broadcast Unit is the only other government agency involved with its regional outreach program that builds grassroots and NGO capabilities in broadcasting.

The PIA's information centers in the regional to the municipal levels promise to be an institutional support mechanism for the dissemination of information materials on women and other development issues. Discussions were undertaken between NCRFW and PIA in the nationwide distribution and showing of video programs on women co-produced with the Philippine Educational Theater Association (PETA).

Expectedly, women's groups and the NGOs are leading in the task of producing alternative media programs and in undertaking other women and media projects. For example:

- (a) The PETA Broadcast and Film Unit aired a 24-episode TV series on grassroots people's issues and experiences. Six of these are stories on gender issues and concerns.
- (b) Separate training seminars on scriptwriting for television were conducted by PETA and the Philippine Children's Television Foundation, Inc., producer of the award-winning children's show "Batibot".
- (c) "Woman Watch," produced by Women's Media Circle, continues its weekly coverage of women's issues.
- (d) Other talk shows such as "Pep Talk/Inside Story", "The Probe Team", "Public Forum" and "Mel and Jay" devoted episodes to women's issues.
- (f) The regular commercial TV programs such as: "Lovingly Yours, Helen", "Coney Reyes on Camera", "Maalaala Mo Kaya" and others also dealt with women's issues in some of their episodes.

Other program developments are as follows:

- (a) Some NGOs, together with sympathetic program producers and media managers, begun to address women's issues or to cover women's stories in their publications and programs. There are few programs that educate as they entertain despite the continued presence and popularity of sexist

and escapist shows. Through citations, awards and viewership, recognition was accorded excellent shows that address mainly the viewers' needs for information on the law, on relationships, on health and medical issues, on farming and business. Significantly, most of the producers of such shows are women. Issues concerning women and their roles and perspectives on national politics are also regularly discussed in the widely read columns of prominent women journalists/columnists.

- (b) In advertising, there is a current focus on black hair and Filipina models in shampoo advertisements. A recent survey sponsored by a local ad company in fact showed that Filipino youth today are more keenly aware of their cultural identity and exhibit a proud sense of nationalism. This might explain the increasing use of local color and Filipina models in commercials as contrasted to a few years back when Caucasians dominated the scene. Also, there have been continuing attempts to present a more nurturing image of men (e.g. men are shown as caring fathers in baby powder ads, etc.).
- (c) The Deutsche Gesellschaft Fur Technische Zusammenarbeit (GTZ)-NCRFW Project Group on Media and the Women's Media Circle Foundation, Inc. produced a video tape as part of a training module on developing gender sensitivity among media practitioners. The training module for media practitioners was presented on March 1994 to a PIA Undersecretary. Both PIA and NCRFW agreed to disseminate the module to Kapisanan ng mga Brodkaster sa Pilipinas (KBP) members.
- (d) A December 1993 workshop discussed and drew up guidelines which sought to address the problem of the sensational media coverage of rape and other violent crimes against women. Said workshop was attended by several editors, reporters of Manila dailies and tabloids as well as radio and TV networks. Some of the more significant points raised during the workshop were: media's possible contribution to the incidence of violence, either by directly stimulating violent attitudes and behavior, or indirectly by sustaining popular myths and misconceptions; strategies to formulate a counter-response to these violent media messages; and strategies on how to tap existing media channels to encourage better coverage of violence against women, in terms of context, causes and effects.
- (e) Positive changes have seeped into the newsroom, with women becoming more assertive of their rights over major beats and being acknowledged and awarded for their contributions. Unions too have realized how women workers' double burden at home and at work has hampered their promotion. A day care center is now in place at a major TV station according to one of its top female executives, while a paternity leave in recognition of shared parenting chores, is part of the gains won by a leading newspaper union.
- (f) There is also the extensive use of the media in all Department of Health women-related programs and campaigns, proof that all it takes to get

media support is a good and imaginatively packaged campaign and a spokesperson with a sense of humor.

### **1.3 Gender Issues/ Concerns that Need to be Addressed**

#### **1.3.1 Media Portrayal of Women**

Women continue to be portrayed in very limited, sexist and stereotyped roles in the news, radio, TV programs, movies and especially in advertisements.

##### *1.3.1.1 The sensational coverage of rape cases and other crimes against women*

The number of media entities--at least 15 broadsheets and tabloids in Metro Manila alone, seven television channels and cable TV and scores of national and local radio stations -- indicate not only a flourishing business climate but also the tight competition within the media industry.

The results are mixed, with women getting caught in the fierce circulation and ratings war among the tabloids and the network news. The sensational coverage of rape and other violent crimes against women may be directly traced to intense media competition. Photos and details of rape border on the pornographic, as newspapers and TV news programs try to re-create the victim's ordeal. Sex sells, after all.

Another aspect of too much adverse attention given to sex crimes is the way that even movie columnists and others uninformed about the issue, comment on rape and espouse theories that often blame women for somehow provoking the crime.

To beef up street sales, most tabloids and one national daily dredge up salacious photos of rape and slay victims, accompanied by titillating details of their ordeal. One TV newscast has deservedly earned a tabloid-on-TV sobriquet, largely due to its practice of identifying rape victims, even minors, and graphically describing their harrowing experience with the cameras focused on the hapless women. News of police raids on prostitution joints have often shown half-naked women being hauled into police vans while trying to hide their faces from TV cameras. Columnists too and some TV talk show hosts have a field day tossing theories on why women get raped, most of them forwarding popular myths and misconceptions that ultimately blame the women for their rape.

##### *1.3.1.2 The portrayal of women as victims*

There is over-abundance of low quality movies (massacre, sex-oriented, violent, romance, horror films) that portray women as victims, sex objects, weaklings, romantics, etc. Most of the time, these movies perform better in the box-office.

The filming of gruesome murders finds its worst medium in the so-called massacre movies, another indication of how media have likewise whetted and

fed the people's perverse appetite for sensationalism. Instead of calmly discussing how crime can be prevented or its victims healed, such movies concentrate on the step-by-step details of how the crime was committed, and women are victimized again and again.

#### *1.3.1.3 The showing of TV and movie trailers of violent movies which can affect young minds*

The fatal shooting of a housemaid by a seven-year-old boy over a minor dispute was traced to the boy's fascination with and constant TV diet of violent cartoons. Instead of seeking peaceful resolutions to problems, children -- who are young and impressionable -- tend to imitate what they see on TV, read in newspapers or hear over the radio. It is not too far off to imagine that when children see women being violated in media, they would think this is correct or recommended behavior.

#### *1.3.1.4 The stereotyped portrayal of women in advertisements*

Advertisements continue to confine women to homemaker roles or depict them as glamor-obsessed objects of desire. Especially guilty of this are ads for liquor, food and beverages, and toiletries. Even with women heading two of the country's largest advertising companies, it seems little change has come about in liberating commercials from predictable stereotypes.

#### *1.3.1.5 Most newspapers' continued hold-out on nonsexist terms and language*

As yet, there is no stylebook that has a chapter on nonsexist terms and few media practitioners are aware that gender-differentiated language can significantly affect the way that readers and listeners view women. The belief that language is thought expressed has yet to gain currency.

### **1.3.2 Women as Media Practitioners**

#### *1.3.2.1 The feminization of the industry due to lower salaries*

Women seem to have gained a firm and respectable slot in what used to be a male-dominated field. While no official survey has been made, it is safe to assume that women easily comprise at least 30 percent of media workers, from executive positions to repertorial ranks. Women head at least three of the country's largest selling newspapers, a TV studio, two advertising companies and at least two movie outfits. Women columnists, producers, editors, writers, newscasters, talk show hosts, broadcasters and reporters are highly visible even in formerly male-defined beats as the military and police beat, business and national politics.

Observers, however, scoff at the increasing number of women in media, saying this only means that men are fleeing a profession known more for its glamor and less for its lucrative pay, in favor of better-paying jobs in advertising and public relations.

One reality is that women are still scarce in policy/decision-making positions. This low participation especially in executive ranks may be attributed to the lack of training opportunities, slower promotion and lower salaries given to the women. Instances of sexual harassment were also reported.

On the other hand, it is also true that there is growing emphasis on competence more than gender, and that perceptions are changing in regard to the importance of social beats. For example, male reporters are now asked to handle such beats as health, education and social work, which used to be considered ghettos usually assigned to women.

Men, however, still dominate the ranks of photographers, camera operators, technicians and printers, mainly because of the very physical demands of these jobs. According to a multi-awarded broadcast journalist, women too would have excelled in handling camera work, were it not for the country's technology lag that renders camera equipment too heavy and cumbersome for women.

#### *1.3.2.2 Increasing salary gap between men and women in media*

Salaries remain a sensitive issue. While entry-level jobs command more or less the same rates for both the female and male media workers, the discrepancy in pay as one goes up the corporate ladder widens considerably. The confidentiality and lack of standardized salaries in executive levels aggravate this discrepancy.

#### *1.3.2.3 Need to establish, institutionalize and utilize a gender-responsive data base system on women and media*

As previously discussed, there seem to be no hard data/statistics available with regard to women and media. Such a gender-responsive databank can determine the degree and level of women's participation as media practitioners, the jobs they are in, instances of discrimination, comparative salaries and rates, working conditions, work-related problems and management response, perceived weaknesses of women media practitioners, work and training opportunities, etc.

### **1.3.3 Media as Vehicle for Women's Issues**

Media is seldom responsive to the needs of women, and issues concerning women are often downplayed or absent from media.

Media's ability to advance women's interests is limited both by the low level of gender consciousness among people involved in media (i.e., owners, producers, advertisers, writers, etc.) and by advertisers' lack of support for programs/shows tackling gender issues.

Adding to this handicap is the viewers' narrow perception of media as mainly a source of entertainment, as shown by the number of gossip magazines and movie talk shows, sex columns on television and in the tabloids, and the

high ratings of television programs and newscasts that bank mainly on sensational coverage and big-name stars. These shows and the tabloids also unwittingly highlight the image of women as whores when they play up scandals involving women film stars.

#### *1.3.3.1 Need for women's point of view to have greater visibility*

As noted by a media practitioner, women have yet to become a force in molding public opinion on economic and political issues like the foreign debt problem, farming, the environment, politics and science and technology.

#### *1.3.3.2 Lack of gender perspective and deeper appreciation of women's issues in mainstream media*

Although women figure prominently in issues on health, nutrition, education and homemaking, the stories are often featured for their novelty aspect or as cartoon material. The lack of importance attached to these stories can be gleaned from the way they are relegated to the inside pages or the lifestyle section.

Moreover, reporters and editors often have stereotyped ideas of what a "newsmaker" should be, and the experiences of women with humbler socio-economic backgrounds are not given much attention.

Discussions in the media of current issues do not look into how these issues affect women and men differently, resulting in the neglect of concerns unique to women.

#### *1.3.3.3 Alternative media focusing on women's programs have yet to make a dent in the mainstream media*

Although alternative media have expounded well on women's concerns, they lack the resources, the reach and the audience to really create an impact that can augur change. Perhaps other media forms can be explored -- like the Tagalog romances and pocketbooks, which registered phenomenal sales of up to 10,000 copies per title. According to a multi-awarded female novelist, 10 to 12 titles a month are published, most of them sold to female students, indicating their potential to shape young minds especially on issues that affect women. A 1991 PSRC survey showed that men are predominantly newspaper readers, while women read magazines, certainly an important consideration when deciding which medium to use to propagate women's concerns.

Because of their limited resources, alternative media outfits have yet to effectively market the excellent stories they produce on women's issues to create an impact that make for change. As it is, small media outfits compete with international syndicated news and features who have the technology, the staff and top contacts to break into mainstream media as regular sources of stories.

### 1.3.4 Women as Media Users

#### *1.3.4.1 Need to organize media users (i.e. viewers, readers, listeners) to pressure media into presenting productive alternatives/gender-sensitive materials/programs*

Media monitoring groups, especially NGOs, should mobilize the audience to regularly give media some feedback on the types of programs and publications that can best answer their needs. At the same time, such groups should voice out their objections to shows that project harmful values and images of women. Although there are research groups that survey which publications or shows have the widest readership and highest ratings, these groups have yet to focus on what the audience like or dislike about a particular media product, and why.

#### *1.3.4.2 Absence of a lead government agency for women and media*

The government sector continues to fail in addressing the absence of an agency or instrumentality responsible for policy-making and monitoring of the media, specifically in the area of programming. There is also lack of organized government information dissemination programs that could meet the information needs of women.

A lack continues to be felt by both the media industry and audiences in the area of communication policies. Many sectors, including the academe, alternative media groups, women's groups, and other NGOs, lament the inability of government to draw up a comprehensive media policy that will chart the directions of the industry even as it allows the industry the freedom to decide how it helps in promoting the national development agenda.

Many groups question how government stations are being utilized to respond to the issue of people's access to information and to the media. They lament the fact that, in the government's resolve to veer from propaganda, it swung to the other extreme -- it failed to communicate with the citizenry.

The lack of funding and support for the government's broadcast stations has resulted in the absence of a more systematic broadcast coverage of issues that affect women through the use of spot ads or TV-radio programs or commentaries. The point of view of women in government campaigns like family planning and immunization can do with more emphasis in the public service ads done by government agencies and shown on other channels.

No increase can be observed in the number of publications and other productions by government agencies concerning women and development issues.



*1.3.4.3 Need for government agencies, NGOs, the private sector industry producers/users and schools to work together to ensure that the concerns of women as media users are addressed adequately*

The PIA, the Movie and Television Review and Classification Board (MTRCB) and the Videogram Regulatory Board (VRB) are the government agencies monitoring media. They must however forge links with NGOs, schools and the private sector so that gender concerns can be part of the discussion. There seems to be an absence or lack of opportunities and mechanisms for coordination among NGOs including workers or managers and government on the matter.

## **2. GOALS AND OBJECTIVES**

The sector shall be directed towards the attainment of the following goals and objectives:

### **2.1 Comprehensive Goals**

- (a) To encourage media to present a more balanced image of women and to show them in a wide variety of roles that reflect her extensive abilities and options.
- (b) To promote the effective participation of women in formulating and implementing media policies that will rid the industry of gender biases and discrimination in dealing with both its workers and its audience.
- (c) To maximize the use of mainstream media and develop alternative media as accessible vehicles in promoting issues and concerns that affect women.
- (d) To create awareness among readers, especially women, of the crucial need for participation and dynamic interaction between them as media users and the people in the media industry to enable the media to reflect their concerns and become more responsive to their needs.

### **2.2 Objectives**

- (a) To make media practitioners and advertisers aware of the harmful messages that stereotyped images of women and men transmit to their readers and viewers.
- (b) To involve women in working for more equitable employment conditions, comparable wages and equal opportunities for entry and advancement toward their own development as media workers.
- (c) To address such issues as day care needs, sexual harassment, inequitable salaries and the lack of training opportunities that hamper women's rise to key positions in the media industry.
- (d) To identify mainstream and alternative forms of media that can widely and effectively disseminate information and materials addressing women's needs and opportunities, and to identify long-term sources of such information materials/opportunities.

- (e) To organize women media users to become active feedback mechanisms that will monitor and point out media lapses and excesses as a way of minimizing such.

### 3. POLICIES AND STRATEGIES

Over the next 30 years, government and NGOs must focus on drafting and implementing policies that would increase the coverage of women's issues in the mainstream media, and make it the norm to adhere to a nonsexist and gender-fair reportage. Policies to be prioritized must also address the increasing salary gap between female and male media practitioners and provide women media workers more opportunities for training as well as support structures to help them cope with the demands of both their jobs and their household. Women's more active participation as users of media must likewise be stressed, through policies that encourage the setting up of groups that monitor and give feedback to media.

Specific actions recommended are as follows:

#### 1 Women's Portrayal in Media

- (a) Promote fair, non-sexist and more representative images of women in the media.
- (b) Draft and adopt guidelines on the coverage/treatment of rape and other violent crimes that respect the privacy and dignity of women victims.
- (c) Set up programming and advertising standards that uphold the dignity and status of women as portrayed by the media, particularly in the Code of Ethics of the KBP and the Philippine Board of Advertisers and in the licensing procedures of the National Telecommunications Company (NTC). Such standards must be supported by stiff sanctions for violators.
- (d) Create a more responsive movie, television and radio classification body composed of women and men of proven integrity and expertise in the field of media whose responsibilities include close and constant interaction with groups advocating a more responsible media.
- (e) Adopt more realistic and responsive anti-pornography laws and strictly enforce them.
- (f) Encourage media awards to include as one of their criteria the use of non-sexist, gender-fair language and reportage in the story treatment of contending nominees.
- (g) Promote the enrichment of media with values and attitudes that counter negative views on women through gender sensitivity training for writers, editors, reporters and managers.
- (h) Encourage the setting up and training of audience pressure groups to influence media policies, programming and advertising through link-ups with sensitized people in the media.

- (i) Organize and train lobby groups to work for more responsive laws on media and advertising to remove female-male stereotypes in commercials.
- (j) Include standards pertaining to gender bias in guidelines in evaluating media productions in print, broadcast and film.
- (k) Encourage the participation of enlightened or gender-sensitized women and men in policymaking and implementing bodies and councils.

### **3.2 Women as Media Workers and Practitioners**

- (a) Promote a healthy work environment as well as equal opportunities and compensation for women and men workers in the media.
- (b) Encourage the formulation and implementation of affirmative action programs for women media workers, notably skills training from management to technical and production chores, to enable them to compete on an equal footing with the men.
- (c) Encourage the documentation of discriminatory policies and practices in media as basis for possible labor legislation or policy.
- (d) Put in place more responsive merit assessment and compensation programs that will regularly measure the competence of women media workers, so they could be upgraded on the training they need, or promoted to more responsible positions.
- (e) Create modules to sensitize editors, desk persons and management on the need for gender-fair hiring and promotion policies, work evaluation, as well as more equitable compensation packages and beat assignments for media workers.
- (f) Organize women media workers and those in advertising and train them in union work and activities.
- (g) Survey available media resources and provide support structures and services for women workers (e.g., day care centers, paternity leave, etc.) as a start to making such structures mandatory to the media workplace.
- (h) Encourage the development (or importation) of women-friendly technology that will open to more women what have previously been defined as men's work in media.
- (i) Review and upgrade media curricula as to their gender-responsiveness in communication schools to make them more relevant to current problems, realities and expectations in the field.
- (j) Formulate and adopt gender-responsive office policies that define and discourage sexual harassment in the workplace.

alternative training programs for current and prospective media practitioners.

### **3.3 Media as a Tool for Women's Advancement**

- (a) Maximize the use of media to advance women's concerns.
- (b) Encourage the establishment of a databank on available services for women both from the government and private sectors that can be projected strongly and regularly in the media.
- (c) Establish and promote a strong network/linkages and create opportunities and mechanisms for greater coordination between and among women media workers, industry managers, GOs, NGOs, and POs involved in women's issues to keep media posted on current and often overlooked concerns of women.
- (d) Promote women's rights (as human rights) through media.
- (e) Explore the possibility of legislating the allocation of a bigger percentage of airtime for public affairs and programs that focus on such concerns as health, herbal medicine, nutrition, loan services and similar information geared towards women.
- (f) Encourage the use of Filipino and other local/native dialects in public service messages and public affairs programs to make media more accessible to their audience.
- (g) Develop a module on how to discover and cover women's issues in mainstream media, as part of regular seminars and training offered by such media bodies as the Philippine Press Institute, the Adboard and the KBP. Such seminars can likewise be conducted among community broadcasters and journalists to broaden their perspective on women's issues.
- (h) Create a lead agency in government that will direct and focus public information efforts to include more topics that directly affect women.
- (i) Explore the use of alternative media forms and outlets that are more accessible to the urban poor, the rural and grassroots communities as well as the marginalized sectors. These forms can include street theater, slides shown in the community health center, etc. Such outlets can also be used as part of the community organizing efforts of NGOs.

### **3.4 Women as Media Users**

- (a) Encourage women's participation in decision-making affecting public information campaigns, especially on issues that directly concern them (i.e., maternal and child care, family planning, shelter and housing, water and sanitation, employment opportunities, loans and training services, etc.)
- (b) Set up media monitoring groups to create mechanisms that will provide feedback on how media cover issues affecting women.

- (b) Set up media monitoring groups to create mechanisms that will provide feedback on how media cover issues affecting women.
- (c) Review and upgrade the media curricula in journalism and communication schools as to gender-responsiveness to stress the role of the audience in influencing and changing media.
- (d) Conduct gender sensitive media awareness seminars and set up other feedback mechanisms in the community as part of NGO community organizing efforts and even as school requirement for media courses.

#### 4. PROGRAMS AND PROJECTS

The more immediate programs and projects that can be put in place include those where several initiatives have already been noted. These are: gender-sensitivity programs and modules for editors, reporters and media managers, the drafting and implementation of guidelines on the treatment of rape and other violent crimes, as well as the adoption of policies that discourage sexual harassment in the workplace. Other programs that must be prioritized in the next 30 years are: the use of nonsexist terms in media outputs, the setting up of support structures (day care centers, etc.) for media workers, the review of hiring and promotion policies to eliminate gender biases, putting in place more technical training for women media workers, and conducting regular gender sensitivity seminars for media managers, editors and reporters. Finally, the need for more extensive media coverage of women's concerns must be addressed to a point where there will no longer be a perceptible distinction between "legitimate" and women's issues.

##### 4.1 Women as Portrayed in Media

- (a) Design weekend seminar-workshops between the Philippine Center for Media Freedom and Responsibility (CMFR) and the NCRFW, on gender perspectives in the media. Topics can include: nonsexist language, the Comprehensive Agrarian Reform Program according to women, bringing out the women's viewpoint on AIDS, the debt problem, etc.
- (b) Initiate weekly or monthly roundtable discussions or fora on current news topics with more women experts as discussants and with editors and reporters as audience and participants.
- (c) Organize the different NGOs and groups involved in particular women's issues into a network that will respond immediately to women-related concerns raised in media with women quoted as sources and experts.
- (d) Include gender perspectives in women's study and media courses so that trainees and future media workers will be imbued with gender-fair attitudes.

- (e) Hold gender-sensitivity sessions for government and private media workers (i.e., reporters, researchers, editors, journalists), advertisers (especially government agencies that use public money to advertise their services), representatives from advertising agencies, broadcasters and members of the Censors' Board.
- (f) Participate in the CMFR-UNFPA (United Nations Population Fund) "Media Advocacy for Women" projects in:
  - developing training modules for media practitioners that cover of women's issues
  - inputting data on women/gender issues to the Philippine Center for Investigative Journalism (PCIJ), for possible inclusion in their investigative reports on women's issues
  - tapping the PIA and KBP for airtime for radio spots being developed by the PCIJ.

Implementing Agencies: NCRFW, CMFR, MTRCB, the U.P. Institute of Mass Communications and the journalism/communications department of schools, Philippine Press Institute (PPI), KBP, PIA, NTC, PIC, Women's Media Circle, PANA, Adboard, Philippine Board of Advertisers, ad agencies, government institutions that are also big advertisers like the Philippine National Bank (PNB), Development Bank of the Philippines (DBP), LandBank, etc.

## 1.2 Women as Media Workers

- (a) Find out how day care facilities like the Arugaan Center for Quezon City employees and the on-site day care for ABS-CBN workers were set up and are operating, for possible duplication in other media workplaces. Explore the possibility of including the facility as part of union demands during CBA negotiations.
- (b) Promote the inclusion in union seminars of sessions on sexual harassment and how union members can deal with the problem.
- (c) Explore how union demands can include salary standardization, a fairer, more concrete way of implementing merit evaluation and increases, and making public within the company the salary ranges based on employment level.
- (d) For reporters and union members -- ask management to put up a skills training program that considers the time limitations of married women workers. Hours put in for such training should be considered for promotions and salary increases.
- (e) Encourage women editors and reporters from the print and broadcast media to organize themselves and develop a skills-training program where they can share their managerial and repertorial skills as well as initiate workshops on nonsexist language, the treatment of rape and other violent crimes, writing from a women's perspective, etc.

- (f) For unions from different newspapers and broadcast organizations -- get together for seminars and discussions on the mechanics of on-site day care centers, the possibility of paternity leaves and the prevention of sexual harassment with the aim of including these in their CBA demands.
- (g) Develop a gender-responsive data system and documentation of the level of participation of women in media, their positions, average salary level, instances of discrimination, if any, etc.
- (h) Develop standardized salary schemes based on work level and corresponding qualifications and conduct regular reviews of existing salary levels.
- (i) Adopt and implement sexual harassment guidelines based on the new law (RA 7877), as well as a nonsexist style book for all members of the KBP and the PPI and other media organizations both at the national and local levels.
- (j) Hold regular leadership and gender-awareness seminars for union members and gender-sensitizing seminars for editors and media executives.
- (k) Hold regular skills training for women media workers to focus on reporting, writing and editing skills, production and technical chores, etc.
- (l) Work for equal representation of female and male members in the VRB and the MTRCB.
- (m) Conduct more researches on the conditions of women media practitioners to be used as basis for possible changes in the Labor Code as applied to media.

Implementing Agencies: CMFR, PPI, Kapisanan ng Manggagawa sa Media ng Pilipinas (KAMMPI), KBP, DOLE-BWYW, media unions, NCRFW.

#### **4.3 Media as a Tool for Women's Advancement**

- (a) Monitor and identify top-rating shows, leading publications and columnists to find out segments or sections receptive to issues concerning women and cultivate a friendly relationship with them.
- (b) Develop or initiate a firm network between media practitioners and NGOs concerned with women's issues to keep media posted on women at the same time that NGO workers are made aware of how to maximize media by following media's schedule, deadlines and requirements.
- (c) Forge a partnership between GOs and NGOs on how they can make a regular listing of services available to women, and have the list accessible to media.
- (d) For women NGOs -- provide regular materials and leads to receptive media practitioners on women experts and sources on such current news

items as the foreign debt problem, the water shortage, housing, taxes, General Agreement on Tariff and Trade (GATT), Value-Added Tax (VAT), etc.

- (e) Increase government-led initiatives to inform the public about women and gender concerns, not only in spot commercials and public service ads but also in regular programs and publications.
- (f) Put out a directory of women experts on different topics as possible sources for media interviews.
- (g) Encourage advertisers from government to choose their medium and give priority to programs and publications that show a gender-fair treatment of women's issues.
- (h) For alternative media -- explore ways of covering issues on women that will appeal to ordinary media users so that their materials can be given more space in mainstream media.

Implementing Agencies: NCRFW, Women's Features Service, DepthNews Women's Service, PETA, OPS, PIA, KBP, PPI, CMFR, CIDA, PNB, DBP, LandBank, etc.

#### **4 Women as Media Users**

- (a) Undertake the training of women, students, etc. as media monitors to act as pressure groups and source of feedback to media, advertisers and ad agencies to minimize the degrading images of women in the media. The KBP can provide a list of its members to media monitoring groups to identify and address media culprits while the Philippine Association of Media Educators (PAME) can send materials on media awareness to media practitioners for better dissemination and application.
- (b) Include media monitoring guidelines in school curricula and include as graduation requirement an updated rating of media outlets as to their nonsexist or gender-fair treatment of women's issues.
- (c) Forge networking between GOs and NGOs to enable gender-sensitized women and men to input on policies and guidelines implemented by such bodies as the Censors Board, KBP, PIA, AdBoard, etc.
- (d) Encourage/assist media advocacy groups as the People in Communication to conduct regular media awareness seminars among community leaders, government media practitioners and communication schools to make people more motivated in monitoring and exploring ways of shaping and influencing media.

Implementing Agencies: PAME, schools with journalism and MassComm departments, KBP, PIA, AdBoard, PIC, NCRFW, MTRCB, women media practitioners.



## ARTS AND CULTURE

### 1. OVERVIEW

The past two decades have seen important moves to improve the position of women artists and cultural workers and promote recognition of their work and abilities.

In government, the creation of a Women's Desk at the Cultural Center of the Philippines (CCP) contributed significantly to the conceptualization and implementation of various projects benefitting women, chiefly the production of artistic works by and about women.

The formation of the Women's Network under the National Commission of Culture and the Arts (NCCA) also afforded women artists and cultural workers greater venue for participation, consultation and dialogue. Since its creation in 1994, the Network has held several coordination meetings and networking activities with other women's organizations. In addition, it has supported visual arts exhibitions such as "Filipina: Migranteng Manggagawa" and "Inang Kalikasan", both in cooperation with Kasibulan, and the stage play "Kantada ng Babaing Mandirigma", a contemporary epic poem based on myths, in cooperation with the CCP.

In the non-government sector, the Philippine Educational Theater Association (PETA) set up a Women's Theater Collective. Other women artists' groups of note are Kasibulan, Women Involved in Creating Cultural Alternatives (WICCA), Kalipunan ng Malalayang Pilipina (KAMALAPINA), Concerned Artists of the Philippines (CAP) and the Women GO-NGO Arts and Culture Convenors. Kasibulan is composed of women in the visual arts, theater and literature, WICCA is a collective of women creative writers, KAMALAPINA is a feminist theater-media group and CAP is a mixed group of writers, journalists, filmmakers and visual artists.

These positive developments notwithstanding, a number of issues, policy gaps and problems of implementation still have to be addressed. The stereotypical portrayal of women, for example, continues to predominate in practically all art forms. Focus on the issues and concerns of women in indigenous cultural communities has been visibly lacking. The needs of women artists and cultural workers in general have not been sufficiently attended to such as more equitable access to funding, training and other resources, equal remuneration, recognition of their work and support structures.

**1.1 Issues/concerns****1.1.1 Portrayal of Women in Art Forms**

Stereotyped images and roles of women -- as sex objects, as passive, fragile, domesticated creatures -- still predominate in art forms. At the same time, there is a scarcity of artistic material that is more truly reflective of women's dynamism, or that venture to show unconventional images of men, to counter the stereotyping of gender roles. The cultivation of a gender-sensitive perspective among individual artists, and the integration of the same into the cultural environment, is therefore a must. Art and art appreciation courses, even art education from the grade school levels, must include an orientation to this way of looking at life and its actors.

**1.1.2 Women as Artists**

In general, women artists, creative writers and cultural workers have little awareness of gender issues and concerns as well as information on their rights as professionals, and what resources are available to them.

Their work is priced lower and judged from sexist standards, an indication of the lower regard for women artists vis-a-vis their male colleagues. The problem is not addressed partly because women artists are not organized -- not having a united voice, they cannot push for more equitable conditions and advancement of their status.

Women's practice of their art is affected not only by the lack of recognition of their work, but also by such concerns as dilemmas about the language they should write in, and identification with the ethnic group to which they belong.

Funding and other support for women in traditional/folk arts and crafts (e.g., weaving, papier mache, embroidery, pottery), which are necessary both to improve incomes for the women and to preserve indigenous culture, are seriously lacking.

There is also inadequate interaction between women artists working with modern art forms, and the traditional/folk artists -- such an interaction that could bring about greater dynamism and creativity on both sides. Laws need to be updated to protect and advance the status of women in the arts. In particular, there is a need to adopt gender-responsive policies and implement programs for practitioners of crafts and traditional art forms specially in cultural communities.

The data collection system of most cultural agencies is not gender-responsive -- without such basis for planning, programs for artists hardly benefit the women.

**1.1.3 Patrons, Users of Art Products**

There is a need for new perspectives on art not only for artists but also for art patrons. In particular, pornography passed off as art should be unmasked and rejected.

## 2. GOALS AND OBJECTIVES

The goals are basically two-pronged: to raise the status of women artists and cultural workers and promote recognition of their work, and to encourage the production and patronage of works of art that reflect keener perception of gender roles and realities.

- (a) Upgrade the status of women in culture and the arts.
- (b) Raise awareness of gender issues/concerns among women and men workers and artists including folk artists, policy and decision-makers, the academy and art users/patrons.
- (c) Develop more positive and realistic images and roles of women in arts and culture; counter the stereotyped portrayal of women.
- (d) Promote wider dissemination of artistic works that reflect gender-sensitive perception.
- (e) Encourage linkages between producers and patrons of art to address the above concerns, and in particular to create livelihood opportunities for and promote patronage of the work of indigenous/folk artists.
- (f) Establish and institutionalize the collection and banking of data on the work and status of women artists.

## 3. POLICIES AND STRATEGIES

The goals and objectives set forth in the plan shall be pursued through the following:

- (a) Assist and encourage artists, art historians and critics to work towards eliminating stereotyped and passive images/roles of women in the arts.
- (b) Assist and encourage the production of artistic materials that make use of positive images of women or that convey gender-sensitive perceptions.
- (c) Popularize women's perspective in the different artistic and cultural fields whether contemporary or indigenous.
- (d) Incorporate a gender perspective in art education.
- (e) Develop indigenous and popular forms of cultural expression to promote non-sexist arts and culture and to advance women's issues and concerns.
- (f) Sensitize women/men artists, cultural workers on gender concerns.

- (g) Develop programs to support women in traditional folk arts (i.e., weaving, papier mache, embroidery, pottery, etc.) as a way of preserving indigenous culture.
- (h) Initiate/support livelihood projects featuring women's crafts and the use of native materials and design.
- (i) Formulate laws, policies and programs to protect the rights of women artists, writers and cultural workers.
- (j) Ensure equal compensation and opportunities for women and men in the artistic, literary and cultural fields.
- (k) Provide support structures and services to women in arts and culture burdened by domestic and other traditional responsibilities, so they can develop their artistic potentials to the fullest.
- (l) Ensure access to participation in arts and cultural activities by women from different sectors especially the marginalized ones.
- (m) Systematize data collection to include/capture women's perspective.
- (n) Conduct researches and studies to evaluate involvement of women in the arts and culture sector as workers, as subject and as patrons.

#### 4. PROGRAMS AND PROJECTS

To concretize the aforementioned policies/strategies, the sectors shall endeavour to implement the following programs and projects:

- (a) Organize theater groups with a gender-sensitive perspective.
- (b) Produce/exhibit women's art works (monologues, anthologies, paintings, sculpture, etc.) and stage plays, T.V. and radio programs which project women as productive and capable individuals.
- (c) Produce calendars, postcards, etc., featuring the work of women artists/craftswomen and portraying positive and realistic images of women.
- (d) Revise school curricula to include more texts by women and texts containing gender perspectives and values i.e., positive and realistic images and roles of women, and guidelines in monitoring artistic output.
- (e) Conduct researches and produce publications on women's arts and literary history, feminist theater, etc.
- (f) Teach young people, through practical arts education, the techniques used in traditional and contemporary art forms.

- (g) Conduct gender-awareness seminars for women in the different artistic/cultural disciplines; disseminate perspective to other women sectors.
- (h) Advocate for the rights of women artists, writers, cultural workers and art patrons.
- (i) Sponsor national conferences/lecture tours/radio and T.V. time for/by women artists, writers and cultural workers to discuss both matters of craft and gender.
- (j) Lobby for appropriate legislation.
- (k) Take affirmative action for women artists and cultural workers by raising their wages, and affording them more employment opportunities and greater access to art and cultural venues.
- (l) Set up grants for women writers, artists, critics and scholars.
- (m) Organize female artists including those in indigenous communities; train women, students, and other patrons of arts to act as art monitors or critics, pressure groups and source of feedback.
- (n) Establish foundations, cooperatives, endowment and other funding schemes to help women artists, writers and cultural workers in their financial difficulties and political needs.
- (o) Collect data and list all art creations and published works by women artists, writers and cultural workers for the production of fact sheets, directories, newsletters, etc.; set up a library of women's works and make this accessible to all art and literary scholars.
- (p) Conduct situational analysis on the socio-economic status/position of women in the arts and culture sector.

## CCP Women's Desk Projects/Activities

### Theater and Dance

#### A. Three Feminist monologues all commissioned works

1. "LORENA"
  - a guerilla fighter during the Marcos dictatorship
2. "LEONA"
  - foremost Ilocano woman poet during the Spanish colonial period
3. "BABAE SA PANITIK"
  - women as written about by male literary giants in Philippine Literature

#### B. "DARAGANG MAGAYON"

- poetry in mixed media (song, dance, music and poetry), based on the legend of Mt. Mayon but from a woman's perspective

#### C. "LIGAYA AT LEONA"

- back-to-back performance of the pangalay dance re-created by Ligaya F. Amilbangsa and the monologue "LEONA"

#### D. "TRILOHIYA"

- a dance-theater on the theme of exploitation of women and children in contemporary Philippine society

#### E. "KANTADA NG BABAING MANDIRIGMA"

- a contemporary poem based on Philippine myths, and performed on stage. Premiered in the Philippines, it was staged in Paris as the Women's Desk contribution to the Philippine-French Festival

### MUSIC

#### A. Commissioned Dr. Ramon P. Santos for the original music of Daragang Magayon

Commissioned Dr. Lucrecia Kasilag (National Artist for Music) for the original music of "LEONA"

#### B. Featured a piano concert by New York-based Filipino pianist Lakambini Zaguirre with a painting by Rene Robles, another New York-based Filipino artist as background

C. Featured artist-singer Susan Magno and Inang Laya in separate concerts

## **LITERATURE**

### **A. Publications**

1. "ANI-AN," an anthology of women's writings, with illustrations by women visual artists
2. Anthology on Filipino children

B. Poetry reading by women authors and stage performers

## **VISUAL ARTS**

A. Art and poetry exhibition on women and ecology

B. "BABAE" - an all-women multi-media exhibition

C. Women visual artist's inter-action with Paete women taka-makers

D. Women Artists Directory (Visual Arts)

## **BROADCAST**

An annual radio and T.V. scriptwriting workshop for women in the regions

## **FILM**

A season of women's films, both local and foreign

## **CCP GIFT SHOP**

A Christmas calendar

## **CULTURAL PROMOTION**

Occasional articles on women in the CCP journal; a few broadcasts on women's productions

## **ACTIVITIES IN COLLABORATION WITH GOs**

### **A. NCRFW**

1. Directory of Filipino Women in Radio, T.V. and Film Media
2. Inputs on the Philippine Plan for Gender-Responsive Development (chapter on arts and culture)

### **B. NCCA**

Co-production of *Babaing Mandirigma* (contemporary epic in performance based on Philippine myths)

### **C. U.P. Department of English and Comparative Literature**

A ritual theater script honoring the descendants of Bonifacio's Katipunan

## **Activities and collaboration with NGOs**

### **A. KAMALAPINA & MOWELFUND**

- Video training workshop for women

### **B. Women Resource and Research Center (WRRC)**

- National Conference & Festival on Women

### **C. FIL-LATINO & MEXICAN EMBASSY**

- Forum and slides presentation on Frieda Kahlo, Mexican woman artist

### **D. Philippine National Historical Institute and Pangasinan State University**

- Urduja National Conference

### **E. PILIPINA**

- Booklaunching of "KAMALAYAN: An anthology of Feminist Writings in the Philippines"

### **F. Institute of Women's Studies, St. Scholastica's College**

- Archival research in Spain on the History of Women in the Philippines
- Booklaunching of "KANTADA NG BABAING MANDIRIGMA"



# JUSTICE AND PEACE AND ORDER

## 1. OVERVIEW

### 1.1 Introduction

*"The State recognizes the role of women in nation-building, and shall ensure the fundamental equality before the law of women and men."*

This is a state policy declared in Article II, Section 14 of the Philippine Constitution of 1987 as a fitting accolade to the important contribution of women, as equal partners of men, to the total development and progress of Philippine society.

The country's development hinges largely on the ability of government to establish and maintain justice, peace and order in the family, neighborhood, community and society at large.

The justice and peace and order system is made up of diverse, but interrelated, processes which basically involve the so-called five pillars of the criminal justice system, namely: law enforcement, prosecution, courts, correction and community.

Under the system, the law enforcement organization, which is largely represented by the police officers, is structured to protect the people, to execute the law, and to apprehend the violators responsible for breaches of the peace. Although its main concern is peace-keeping, the organization has assumed an important role in the prosecution of crimes. Prosecution will never be successful without the invaluable inputs of law enforcement. The building up of a case starts with the police investigation which furnishes the needed evidence to support a complaint to be filed with the prosecutor's office. The filing of the complaint commences the formal investigation of the crime. The prosecutor sets the case for hearing during which both the accuser and accused are given a fair chance to present their respective sides. If the prosecutor finds merit in the charge, she/he will file the case in court. The court will hear, try and decide the case and impose appropriate penalty or penalties prescribed by law upon the accused. After conviction, the offender is committed to prison for correction and rehabilitation for her/his eventual reintegration into the community where she/he belongs.

The operational setup of the justice, peace and order system calls for the active involvement of the following frontline agencies: the Philippine National Police (PNP); the Department of Interior and Local Government (DILG); the

Department of Justice (DOJ) and its law enforcement, prosecuting and correcting agencies, namely, the National Bureau of Investigation (NBI), the National Prosecution Service (NPS) and the Bureau of Corrections (BOC); the courts and members of the legal profession.

This chapter situates women in the justice and peace and order system. Aside from their traditional roles as homemakers and peacemakers within their respective households, women play varied roles in the system -- as judge, prosecutor, investigator, intelligence agent, legal counsel, police officer, mediator/conciliator, and other key roles in the overall justice and peacekeeping process. It discusses issues and concerns affecting women involved in the administration of justice, women victims of injustice, and women offenders. Further, it puts forward strategies and programs that respond to gender problems and issues in the system with the end view of creating an environment where women are empowered and are equal and indispensable partners of men in nation-building.

## 2 Developments

The passage of Republic Act 7192, otherwise known as the Women in Development and Nation-Building Act, provided the impetus for collaboration towards the pursuit of equality of women and men in the administration of justice and maintenance of peace and order in the country. The period 1989-1994 reveals a number of accomplishments for the cause of women.

The implementation by the DOJ of the Witness Protection, Security and Benefits Program (WPSBP), institutionalized by virtue of Republic Act 6981, has given a tremendous lift to the morale of women victims of crimes who are better assured now of obtaining justice because vital witnesses are afforded security and protection from harassment and threats.

At the NPS, women prosecutors are teamed up with their male counterparts in the investigation and prosecution of cases involving women. The NPS is also conducting a continuing review/revision of regulations, circulars, issuances and procedures to remove gender bias in prosecution activities.

The Correctional Institution for Women (CIW) has opened its prison guard positions to women, and 10 women guards have been assigned to its security force. More women guards are expected to be appointed and deployed in the Institution.

Other relevant DOJ Department Orders issued to benefit women victims of injustice are:

- (a) Department Circular No. 49 dated 14 July 1993, which provides that the total period for preliminary investigation should not exceed 60 calendar days from the date of assignment to the investigating prosecutor. This is beneficial to women victims of violence whose cases will be promptly filed in court.

- (b) Department Circular No. 61 dated 21 September 1993, which provides for the adoption of new rules on inquest/investigation procedures. This aims to encourage women to seek immediate action on their complaints.
- (c) Department Circular No. 64 dated 20 September 1993, which provides for the adoption of a policy on the speedy hearing or trial of cases and wherein witnesses are to be covered by the WPSBP.

The Secretary of Justice issued Department Order No. 157 dated May 16, 1994 constituting the Committee on Women-in-Development Focal Points for Women/Gender Concerns. The issuance of this Order signalled the start of efforts on the part of other agencies under the Department to establish their own focal point committees at the agency level.

A Presidential memorandum issued on March 8, 1993, directed the Philippine National Police (PNP) and the National Commission on the Role of Filipino Women (NCRFW) to identify priority areas where women's desks in police stations may be established. Already, 198 women's desks have been established, enhancing police involvement to solve or act upon cases of violence against women (VAW).

In August 1994, the National Bureau of Investigation established a Crisis Center for Women and Children, to extend assistance to women and children victims of violence who are placed at a disadvantage by the bureau's existing procedure in handling complaints. It has also established a day care center for its women employees.

There are also efforts on the part of the government to alleviate the plight of women offenders. While in prison or under detention, women are given the opportunity to participate in religious, educational, vocational and agro-industrial activities. Prison wards are given vocational training, especially in domestic services and industries to enable them to find work upon their release. Music, dramatics and other recreational activities are promoted to help them adjust to life inside the prison walls. Inmates with pending cases are likewise allowed visits by their lawyers and relatives.

Various measures have likewise been instituted to protect women prisoners from sexual abuse. Male guards are not allowed to enter the prison compound unless accompanied by a female guard, and only in emergency cases. Female inmates assigned to work on agro-projects are accompanied by female and male guards. Female prisoners going to court are also escorted by female and male guards.

Non-government organizations have also been collaborating with the government in providing services to women involved in the justice and peace and order sector. Some legal aid organizations composed of women provide legal assistance to women victims of crimes, as well as legal literacy seminars for rural women and gender-sensitivity training for women in courts.

## 1.3 Issues

There is a growing realization that women must participate actively in the administration of justice and assume their rightful roles in the establishment of peace and order in society. It is, however, necessary to create conditions that will help women to develop their potentials and use their abilities to the fullest, and assure them of equal opportunities in terms of employment, access to support systems and services, decision-making and protection from harassment and violence.

## 1.3.1 Women as Implementors

*Low number of women occupying decision-making positions.* The top post of DOJ has never been held by a woman. Of the six undersecretaries and assistant secretaries, only one is a woman. In the present judiciary, there is only one woman member of the Supreme Court. The highest position occupied by a woman in the police force is that of Brigadier General.

There is hesitance to appoint women superintendents to manage penal farms with male populations, thus there is no woman director or assistant director in these offices.

*Low Level of Women's Participation.* Statistics show that women's participation in the judiciary, national prosecution service, investigatory bodies, police departments, penitentiaries, and barangay offices has remained low. In 1990, there were only 3,101 policewomen or 4.7 percent of the total police force of 65,730. Of the 73 justices and 1,586 judges in 1995, only 15 and 229, respectively, are women. There are only 10 women investigating agents, compared to 210 men. (See table 9.1.)

Table 9.1

Participation of women in the Justice, and Peace and Order sector, (1995)

POSITIONS	WOMEN	MEN	TOTAL
<b>Executive</b>			
Justice Secretary	0	1	1
Justice Undersecretary/ Assistant Secretary	1	5	6
Prosecutors	259	1,304	1,563
Investigators	10	210	220
Police	3,101	62,629	65,730*
<b>Judiciary</b>			
Justice	15	58	73
Judges	229	1,357	1,586

\* 1990 data

Sources: Department of Justice and Department of Interior and Local Government

Unfortunately, unsympathetic policies and inadequate support systems and services prevent even the few women in the sector from performing their assigned tasks more effectively.

*Discrimination against women.* In the field of administration of justice and peace-keeping where judges, prosecutors, counsels, investigators, police officers, prison guards and other law enforcers play significant roles, notions still exist that women and men have different levels of ability, expertise and emotional stability. These ingrained biases result in discriminatory practices that deprive women of equal opportunities and treatment in terms of job hiring and work assignments. Men are more likely to be recruited and given challenging assignments, e.g. special agents and investigators, because of preconceived ideas that the nature of the job is essentially and basically for men. This situational inequality hampers the active participation of women and diminishes their role as partners in the dispensation of justice and peacekeeping.

*Multiple Burden.* Women in the sector, as in other occupations, are often prevented by multiple burdens and their roles as wife and mother from taking advantage of opportunities for career advancement. Even if they have househelp or other support systems, they have to be the ones to be late for work, or even be absent, when a family problem or need arises. With reproduction still viewed as a personal rather than a social concern, there is no policy granting pregnant women workers special concessions when a pregnancy-related difficulty comes up.

Women themselves foil their own advancement when they refuse, for instance, to accept a regional posting which could mean more challenge and reward, because they do not want to live away from their families.

In the law enforcement sector, women are disqualified by policy from holding decision-making and managerial positions because of assumptions about their biological and sociological limitations. These assumptions have also prevented women from being put to the acid test, so to speak. Women prosecutors, investigators, police and other law enforcers, for example, have less chance of getting challenging assignments because of these perceived constraints.

The foregoing shows that to effectively involve women in the maintenance of peace and order, policies regarding the assignment of key personnel in justice administration should be reoriented to take into account gender concerns, at the same time that support facilities and mechanisms to ease reproductive responsibilities must be established in both the domestic and public spheres.

### **1.3.2 Women as Victims**

The incidence of violence against women has been increasing in recent years, most commonly in such forms as rape, wife beating, sexual harassment and force prostitution. In strife-torn areas, women are victimized by being sexually harassed, raped, deprived of livelihood and family, if not killed. Filipino women working abroad especially domestic help, but not sparing professionals on training grants or scholarships, have been similarly vulnerable.

*Lack of gender-specific data.* The widespread incidence of criminality involving women victims is one of the pressing problems that the justice and peace and order system has to deal with. However, data is not available to show the extent and magnitude of the problem. One reason is the lack of emphasis on the need to generate this type of data by government or private institutions.

*Lack of collaboration among the executive, judiciary and legislative branches of government.* Another reason is that there appears to be no genuinely coordinated collaboration or resolution among the frontline agencies such as the DOJ, DILG, Judiciary, etc., towards a comprehensive integration of programs to prevent crimes against women and to make the administration of justice responsive to their special needs.

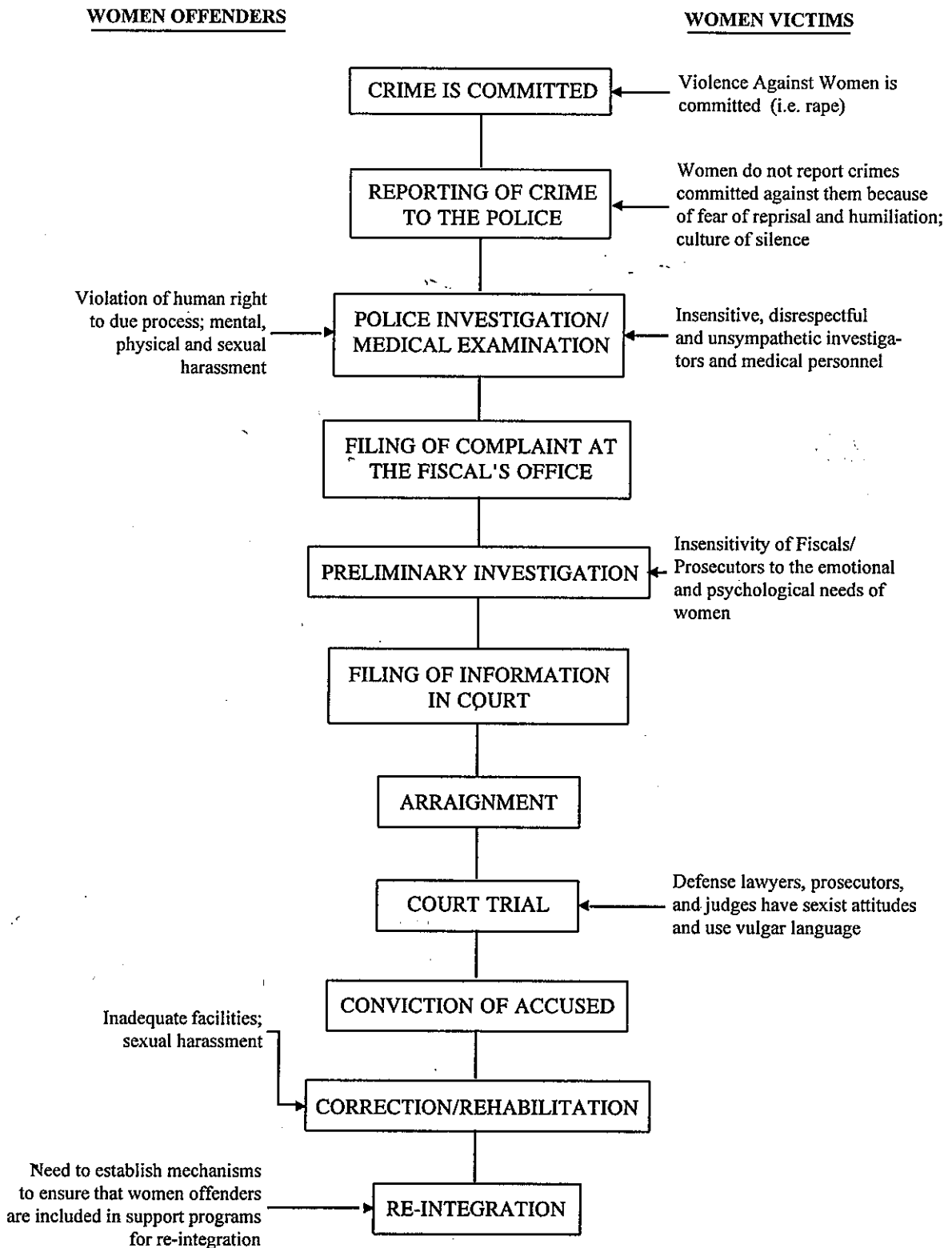
*Lengthy and humiliating investigation process, insensitive law enforcers and judiciary.* The investigation of sex-related offenses often cannot proceed because of the hesitance or refusal of victims themselves to report the crime. Many victims prefer to suffer in silence rather than go through the ordeal that accompanies public prosecution of the case. They are made the butt of jokes and practically blamed for bringing on such a misfortune by their behaviour, way of dressing or plain carelessness.

Not only do victims have to relive the experience when they give testimony, but undergo further trauma in the hands of insensitive investigators and hostile defense counsel. Rape victims in particular are subjected to medical/physical examinations made doubly humiliating by unsympathetic medical personnel. They have to contend with the disrespectful and vulgar language, not without malicious innuendos, usually employed by interrogators, and pursue prosecution through a judiciary that is largely unaware of the emotional and psychological needs of victims of sexual abuse. A lack of gender awareness if not hostility towards women pervades the entire law enforcement and judicial system which can stack insurmountable obstacles against the rape, incest or battering victim seeking justice.

*Lack of support systems.* Women may also not report crimes against them because of fear of reprisal from the offender and lack of trust that they will be adequately protected by law enforcers. These, combined with the lack of support systems to alleviate the social and psychological effects of the crime, deprive the victim not only of the chance to get justice but of relief from possible harassment and threat to life.

This leads to the conclusion that there is a need for a total "overhaul" of orientation programs for law enforcers, prosecutors and even the members of the courts and personnel involved in the administration of justice, to inculcate in them gender-sensitivity in the performance of their functions through comprehensive education and training. The establishment of a comprehensive and gender-responsive database is also necessary for the formulation and adoption of appropriate plans and programs for women victims of crimes. (See Figure 9.1.)

**Figure 9.1**  
**Women's Issues in the Criminal Justice System**



### 1.3.3 Women as Offenders

*Violation of human rights.* Not only women victims, but also women offenders suffer violation of their human rights. Often, they are forced to give statements to the police or investigator without the benefit of counsel, a clear violation of their right to due process. To elicit information, verify the truth of the offender's statements, or extract confessions, investigators sometimes use harsh language and employ mental as well as physical harassment including threats of actual bodily harm.

Women offenders are generally burdened by poverty, lack of education, absence or lack of credible witness/es, and lack of legal assistance. The fact that their credibility is under question makes matters even worse for them.

Rehabilitation programs inside the correctional institution are, however, constrained by lack of funds and skilled manpower, inadequacy of space and facilities, and lack of the basic requirements for their maintenance.

### 1.3.4 General/systemic

While the government and non-government institutions have taken the initiative of extending legal aid to women, many are unaware of the services they can obtain from such institutions. This is due to a large extent to the inadequate linkage or referral systems among GO and NGO offices.

The implementation of plans and programs and the adoption of policy measures for the protection of women is also greatly hampered by the lack of relevant data on women's concerns.

As earlier suggested, there is, therefore, an urgent need to establish a comprehensive database on women that could serve as a rich reservoir of gender-related information which is vital to the development and implementation of gender-sensitive policies, plans, programs and projects.

## 2. GOALS AND OBJECTIVES

The goals and objectives of the sector pertaining to gender and development in the long term are as follows:

- (a) Continuous identification of gender-related problems in the justice and peace and order sector that need to be addressed.
- (b) Introduction of a comprehensive policy on women's specific concerns in the sector.
- (c) Establishment of stronger linkages or referral systems among GOs and NGOs involved.



- (d) Establishment of a database system that shall capture the magnitude of women's participation (as implementors, victims, offenders, etc.) in the sector.
- (e) Raising gender awareness among law enforcers, investigators, prosecutors, counsels, judges and all persons involved in the administration of justice and peace and order.
- (f) Establishment of appropriate mechanisms (i.e. support system, etc.) to ensure that the concerns of women (as implementors, victims, offenders, etc.) in the sector are addressed.
- (g) Intensification of information dissemination on the over-all picture of the justice and peace and order situation and how the sector affects and supports women's concerns.
- (h) The increased participation of women as agents of the justice and peace and order.

### 3. POLICIES AND STRATEGIES

#### 3.1 General

To realize the objectives of the sector the following policies and strategies shall be pursued:

- (a) Incorporate women's concerns in government policies and programs particularly in agencies which handle law enforcement or perform investigative, prosecutorial and judicial functions.
- (b) Formulate and adopt policies on women's representation and participation in programs and projects of government concerning justice, peace and order.
- (c) Set up projects/programs and activities that would strengthen the role of women in the sector.
- (d) Review and reformulate mandates, policies, objectives and regulations (i.e. circular, issuances and procedures, etc.) that connote gender bias.
- (e) Incorporate gender equality and gender and development concerns in the legal system.
- (f) Intensify dissemination of gender perspectives in justice and peace and order.
- (g) Institute continuing education on gender awareness and sensitivity.
- (h) Establish linkages with GOs and NGOs on gender-related problems.

## 2 Women as Implementors

- (a) Raise awareness on gender issues through training/seminars on gender sensitivity for law enforcers, investigators, prosecutors, defense lawyers, managers of penal institution, judges and court officers and others involved in the administration of justice and maintenance of peace and order.
- (b) Provide a more attractive and competitive compensation package for government employees to encourage female lawyers, investigators, public prosecutors, etc., to join the government service.
- (c) Integration of gender perspectives in the educational training programs/curricula of agencies involved in the administration of justice and peace and order.

## 3 Women as Victims

- (a) Develop and implement as well as support policies, projects, programs to eradicate violence against women (i.e., rape, domestic violence, pornography, sexual abuse, incest, prostitution, etc.).
- (b) Establish support systems and direct services for women victims of crime.
- (c) Establish strong linkages with other government departments and non-government institutions in the formulation of programs to assist women victims or complainants.
- (d) Encourage female victims to report crimes committed against them, and the community to report cases of violence against women including domestic violence and incest.
- (e) Provide sex-differentiated data to enable the justice system to capture the extent and magnitude of crimes committed against women.
- (f) Undertake continuing study/review of the language of judicial decisions concerning women.

## 4 Women as Offenders

Establish mechanisms to ensure that women offenders are treated humanely, protected from sexual abuse, and included in support programs for re-integration into society.

## 4. PROGRAMS AND PROJECTS

### 1 General

Over the next 30 years, the programs and projects of the subsector shall be focused on the following:

- (a) Conduct conflict mediation training for women members of peace panels or groups in barangays, etc. to strengthen the participation of women in conflict resolution.

- (b) Undertake outreach activities (i.e. barangay legal aid clinic, seminars, etc.) to inform/enlighten rural communities on various aspects of the law and women's participation.
- (c) Formulate a concrete legal basis for ensuring equal rights between women and men (property rights, citizenship rights, safety standards, equal opportunities).
- (d) Produce newsletters, leaflets, flyers on the role of women vis-a-vis men in the administration of justice and maintenance of peace and order.
- (e) Modify court rules, investigation procedures, and other judicial processes to make them gender-sensitive.
- (f) Produce and disseminate institutional materials, e.g. video products that promote positive images of women.

## 1.2 Women as Implementors

- (a) Produce modules on gender-sensitivity for use in the relevant agencies' training courses/orientation seminars (i.e. for newly appointed prosecutors/lawyers) in order to promote women's involvement in development and nation-building.
- (b) Conduct training seminars to strengthen the sector's gender-sensitivity and awareness thrust.
- (c) Coordinate with prosecutors' organizations/ associations for the holding of seminars on gender-sensitivity and other women's concerns.
- (d) Send key personnel of agencies in the sector to seminars organized by other groups on the role of women in development, and to constitute them as trainers for their co-employees in the agency.
- (e) Set up daycare centers within the work place where employees, female or male, can entrust their children, particularly those of pre-school age, for the workday's duration.
- (f) Recruit women public prosecutors through women lawyer's associations (i.e., Circulo de Abogadas, etc.).
- (g) Give women prosecutors/lawyers important assignments, (i.e., investigation and prosecution of criminal cases/chairing important committees/task forces, etc.)
- (h) Equalize access of women and men lawyers to training opportunities here and abroad.
- (i) Empower women correctional officers to fully participate in the rehabilitation of their wards.

- (j) Strengthen women's role in the leadership/ management of penal institutions by seeking authority for women superintendents to manage jails for men.
- (k) Encourage women lawyers to become prosecutors.
- (l) Infuse the educational programs/curricula/training courses of the Philippine Public Safety College, NBI, etc. with a gender perspective.
- (m) Provide basic gender training/retraining for employees of the Bureau of Jail Management and Penology.

### **1.3 Women as Victims**

- (a) Pursue campaigns against sexual abuse, pornography, wife-battering and other forms of violence against women; press for the prosecution of offenders.
- (b) Launch a legal awareness campaign with focus on the rights of women, i.e., legal rights of victims.
- (c) Disseminate and implement the 1946 UN Convention on the Suppression of Traffic in Persons and of the Exploitation of Others and the UN Convention on the Elimination of All Forms of Discrimination Against Women.
- (d) Review/amend laws and policies pertaining to violence against women to make them more responsive to the needs of victims (e.g., repeal all articles in the Revised Penal Code and the Child and Youth Welfare Code and local ordinances that refer to prostitutes as criminal offenders, PD 152 which includes sauna baths and massage parlors as come-ons for tourists, enactment of more social and welfare-oriented laws, etc.)
- (e) Review and amend laws on prostitution, redefining prostitution to define the prostituted woman as victim rather than offender, and providing stiffer penalties for the perpetrators, among others.
- (f) Lobby for the amendment/passage of laws that respond to changing social situations and reflect more progressive perspectives, e.g. a bill on rape updating the definition of the crime, set more commensurate punishment for offenders and remove provisions that discriminate against the victim and hamper the administration of justice.
- (g) Negotiate for bilateral agreements to address the problem of female migrant workers and the trafficking of women for the flesh trade and exploitative jobs.
- (h) Hire/train personnel (judiciary, health and social services, and law enforcers, etc.) to implement programs using a multi-disciplinary approach in dealing with victims of sexual abuse.

- (i) Recruit female investigators and prosecutors who may serve as support system to cushion the impact (social or psychological) of the violation committed on the victim's person or being.
- (j) Create mechanism to handle cases/problems of victims of violence:
  - task forces (special team of investigators/prosecutors) or legal bureaus composed of women prosecutors to handle crimes against women (sexual abuse)
  - additional women's desks and crisis centers in strategic areas for easy accessibility
  - women's groups supportive of VAW victims.
- (k) Formulate a rehabilitation program for victims of sexual abuse who become pregnant as a result of the crime.
- (l) Provide a place where female victims especially of sexual abuse may have privacy and comfort during medical examinations/interviews and investigations. Conduct hearings of rape cases and similar cases behind closed doors to safeguard the victim's welfare.
- (m) Monitor/stop sex tours.
- (n) Intensify police operations/campaigns against VAW.
- (o) Establish a monitoring system on the incidence of VAW (i.e. conduct research to generate women-specific data such as victimization rate, number of sexual abuse cases brought before authorities, number of prosecuted women, etc.).
- (p) Intensify criminology research to generate empirical data that would explain the phenomenon of VAW and situate it within the larger picture of women's subordination and exploitation.
- (q) Conduct criminal justice valiative researches (e.g., on VAW) to serve as basis for policies or projects aimed at enhancing the operations of the criminal justice system and improving peace and order.
- (r) Conduct orientation seminars on the administrative aspect of the Civil Service Commission circular on sexual harassment.
- (s) Develop/conduct Training Programs:
  - Sensitivity training for prosecutors to improve their handling of the investigation and trial of cases involving offenses against women.
  - Lectures/training for persons in the medical and legal profession especially those involved in the investigation process on the proper attitude, knowledge and skills in handling VAW cases.

- Training programs on the dynamics of VAW for members of the judiciary, law enforcers, etc. to ensure humane treatment of victims.
- (t) Implement and monitor DOJ Department Circular #49 (July 14, 1993) which reduces the period of preliminary investigation to not more than 60
- (u) Strengthen coordination within the investigation team to facilitate the investigation process.
- (v) Strengthen coordination among law enforcers especially those running women's desks, PC crime laboratory, NBI, other government offices, and NGOs involved in the administration of justice and peace and order.
- (w) Reduce the number of times victims have to relate their stories.
- (x) Render inquest duties in police stations where complainants are given legal assistance when desired.
- (y) Develop educational curricula especially in law schools to promote professionalism in legal services for VAW cases.
- (z) Incorporate the gender perspective in crime prevention programs; set action priorities to prevent/contain crimes especially those committed against women to uphold justice and preserve stability.

#### 4.4 Women as Offenders

- (a) Give female offenders equal access to formal education and productive opportunities, livelihood programs, and occupational skills training (i.e., agro-industrial activities).
- (b) Strengthen linkages with agencies concerned for expeditious processing of documents relative to the release of women detainees/ prisoners and GOs and NGOs regarding rehabilitation programs for women offenders.
- (c) Conduct information dissemination and extend assistance to women parolees and probationers.
- (d) Provide legal representation for indigent women.
- (e) Promote the spiritual and social well-being of women through guidance counselling, family dialogues/encounters and home visits.
- (f) Conduct researches/studies on women prisoners to come up with a socio-economic profile of the prisoners, the types of offenses committed or causes of imprisonment, the physical and mental state of the prisoners and their attitudes toward society, and facilities for rehabilitation and reintegration into society.
- (g) Include gender perspectives in programs to rehabilitate offenders.

## LABOR AND EMPLOYMENT

### 1. OVERVIEW

Data from the National Statistics Office (NSO) show that the number of women in the labor force increased from 4.8 million in 1978 to 9.97 million in 1993.

Based on 1993 figures, 3.96 million or 44.1 percent of employed women belong to the formal sector. The formal sector is sometimes characterized by difficult job entry, frequent reliance on foreign resources, corporate ownership, large scale operation, capital intensive and often imported technology, formally acquired skills and protected tariffs.

The remaining five million or 55.9 percent of working women are found in the informal sector. Work in this sector is characterized by ease of entry, reliance on indigenous resources, family ownership of enterprises, small scale operation, labor-intensive and adapted technology, skills acquired outside the formal school system and unregulated and competitive markets.

By industry, it was in the two major groups of wholesale and retail trade, and community, social and personal services that women predominated. In 1980, women comprised 66.4 percent of the total workforce in wholesale and retail trade with the proportion slightly going down to 64.3 percent in 1990. In community, social and personal services, women comprised 55.8 percent of workers in 1980 and 55.7 percent in 1990. Another industry where women held a significant share of the workforce is manufacturing -- 44.5 percent in 1980 and 46.6 percent in 1990. In 1990, more than a third of the workforce in finance, real estate and business services were women. Only about one-fourth of the workforce in agriculture were women. (See Table 10.1 below)

**Table 10.1**  
Women's Participation by Industry and by Source of Income, 1980/1985 and 1990

	1980	1985	1990
<b>By Industry:</b>			
Wholesale and retail	66.40%		64.30%
Community, social and personal services	55.80%		55.70%
Manufacturing	44.50%		46.60%
<b>By Source of Income:</b>			
Wage and salary workers		43.50%	46.10%
Own account workers		32.10%	31.20%
Employers		1.10%	1.80%
Unpaid family workers	30.60%		22.70%

By occupation, women outnumbered men workers in four major occupation groups: professional/technical and related work, clerical work, sales work, and service work. The men were concentrated in agriculture or were employed as production and transport equipment operators and laborers. They also occupied administrative, executive and managerial positions.

The proportion of women wage and salary workers increased from 43.5 percent in 1985 to 46.1 percent in 1990, while that of own account workers decreased from 32.1 percent in 1985 to 31.2 percent in 1990. However, women employers increased from 1.1 percent to 1.8 percent for the same period. It is interesting to note that women unpaid family workers had decreased from 30.6 percent in 1980 to 22.7 percent in 1990. This means that women were able to land a paying job.

Men workers earned more than women as shown by their average income which was about double that of women. According to the Institute for Labor Studies (ILS), for every peso earned by a male worker, a female receives only 37 centavos on the average. Women's average income was higher than that of men only in professional and clerical occupations; except for sales workers, the rest of the occupational groups provided men with higher average earnings (1990 figures).

Women in the informal sector are generally either own-account workers (2.96 million or 33.0 percent) or unpaid family workers (2.05 million or 22.9 percent). Self-employed female workers usually operate small sari-sari stores and other small-scale trade activities whereas the unpaid family workers work as farmhands usually performing marginal activities in agriculture. As part of the non-wage sector, this class of workers are not covered by regulations on employer-employee relations and legislation which protects their welfare. Nevertheless, the informal sector is expected to grow, a buffer against unemployment and underemployment.

As for the public sector workforce, the Civil Service Commission (CSC) likened the bureaucracy to a softdrink bottle: constricted at the top, building in the middle and somewhere in between at the bottom. Based on 1992 figures, there is a concentration (49.37 percent) of personnel in second level positions (technical and professional workers) within the bureaucracy while a mere 0.78 percent of the entire governmental workforce belong to third level positions (executives, administrators and directors). About 29.37 percent of the workforce is found at the first level composed of clerks, secretaries and all those in the support services. Another group of workers in the government service are the non-career personnel or the casuals, contractuels and confidential employees who compose 20.48 percent of all public servants.

For the three levels in the bureaucracy, men dominate the first level with 58 percent men, the second level with 59 percent, and the third level with an overwhelming 71 percent. It is only in agencies perceived as extensions of women's nurturing roles -- e.g., the Department of Social Welfare and Development (DSWD), nursing departments of hospitals, etc. -- that women predominate both as administrators and rank-and-file.



This chapter discusses the issues and concerns affecting women in the labor and employment sector, both private and public, and briefly describes past and current efforts to address such issues and concerns. It also sets the goals and objectives as well as policies and strategies relative to the overall plan for women in this sector. Furthermore, it provides an indicative plan for the period 1995 to 2025.

## 1.1 The Private Sector

### 1.1.1 Formal Sector

#### 1.1.1.1 Unemployment and Underemployment

Although women comprise slightly more than half (20.9 M or 50.3 percent) of the household population 15 years old and over (NSO, 1993), they comprise only 37.1 percent (9.97 M) and 36.7 percent (8.98 M) of the total labor force and total employment, respectively. Women account for 41.8 percent (0.99 M) of total unemployed persons. (See Table 10.2) These figures translate into a 10.0 percent unemployment rate for women as compared to 8.2 percent for men. There is a higher propensity for employed males (21.4 percent) as compared with employed females (17.2 percent) to seek additional work and earn more.

**Table 10.2**  
Labor Force Participation, 1990

	Female		Male		Total
Population	20.9M	50.30%	20.65M	49.70%	41.55M
Labor Force	9.97M	37.10%	16.90M	62.90%	26.87M
Employment	8.98M	36.70%	15.49M	63.30%	24.47M
Unemployment	0.99M	41.25%	1.41M	58.75%	2.40M

Unemployment and underemployment remain a problem of women and men alike. Based on the same data, it may also be argued that the pervasive gender division of roles into the productive (man as breadwinner) and the reproductive (woman as homemaker) spheres accounts for women's tendency to participate less in the labor market and for men to feel strongly to spend longer hours in paid employment or self-employment.

The productive-reproductive sphere dichotomy also has implications as to the valuation of women's work. The male-dominated productive sphere, being regarded as primary, fully recognizes, remunerates and reflects in official statistics its goals and services. In contrast, the reproductive sphere (or domestic arena i.e., child bearing, rearing, housework) is regarded as secondary, marginal and at worst invisible.

Thus, although women have a wide range of activities at home as well as in earning a living outside the home, such contribution has remained unrecognized.

Another employment issue relates to domestic outwork or homework, in which workers do paid jobs at home, mainly for subcontractors. This type of work is done mainly by women since it allows them to attend to family responsibilities. However, the terms of contract, which include low piece rate payments, are generally inferior to those of regular wage employment. The extremely long work hours spent to meet quotas ironically compound the women's multiple burdens. And although legislation has placed homeworkers under the coverage of existing social security and medical care benefits just like other wage earners, this has still to be operationalized.

There is also the dilemma of whether to pursue technological advancement which brings such advantages as improved efficiency and reduced labor costs, but results in the displacement of workers whose services are made redundant by the installation of labor-saving devices.

Against this backdrop, employment as a major development strategy requires policy reforms and long-term strategies, including solid guarantees for women's equal access to employment as spelled out in the proposed National Employment Plan.

In addition, the Structural Adjustment Program and its possible effects on women workers needs to be considered carefully. With the Philippines' ratification of the General Agreement on Tariffs and Trade (GATT), adjustment measures will need to be implemented both to cushion the possible temporary displacement of workers, and to help the sectors affected favorably to respond to increased demand for qualified workers. Among such measures would be training for alternative employment of those displaced or likely to be displaced, skills upgrading to enhance employees' productivity and versatility, and training in the skills required by the new technologies and industries that will emerge.

The problems that attend subcontracting arrangements may be eased by regulating domestic outwork and requiring the registration of homeworkers. Laws must also be updated and penalties imposed on contractors who pay exploitative wages and violate labor laws. Also important are socio-economic interventions such as income-generating activities, credit facilities and training programs to help expand the economic options for homeworkers.

#### *1.1.1.2 Marginal Membership and Participation in Trade Unions*

A survey of labor organizations covering 4,290 establishments conducted by the Bureau of Labor and Employment Statistics (BLES) in 1991 showed that men outnumbered women in labor union membership. Women accounted for only 35 percent (82,395) of the total membership of 233,338, and for only 14 percent (177) of the total of 1,260 union presidents.

In a study conducted by the Bureau of Women and Young Workers (BWYW) in 1986, women trade unionists figured prominently as board members, secretaries, treasurers and auditors -- positions that may be regarded as extensions of their mother/housewife roles.

Women's relegation to lower positions in the unions reflects to some extent their socialization as men's subordinates. Other barriers to their equal participation include lack of time (because of their multiple roles as wife, mother and worker), lack of support (the trade union culture being male-oriented) and less access to education and training. Given these constraints, women are in effect denied fair representation in both policy-making and decision-making in trade unions.

Affirmative measures therefore need to be applied in order to promote women's empowerment and reduce the barriers to inequality in trade union participation.

#### *1.1.1.3 Inadequate Training in Non-Traditional Skills for Women*

Official statistics (NSO, 1993) revealed that in terms of male-female distribution by industry group, women outnumber the men in wholesale and retail trade and commodity, social and personal services at ratios of 2:1 and 3:2 respectively. Industry sectors where women are rarely found are: construction (2.0 percent), transportation, storage and communication (4.4 percent), mining and quarrying (8.5 percent) and electricity, gas and water (15.1 percent).

By major occupation group, 1993 statistics showed that women comprise the majority in these occupation groups: sales workers (67.4 percent); professional and technical workers (62.7 percent); clerical and related workers (56.7 percent); and service workers (56.1 percent). Women, however, have minimal participation as: production and related workers, transport equipment operators and laborers (20.7 percent); agricultural, animal husbandry and forestry workers, fisherfolks and hunters (26.3 percent); and administrative, executive and managerial workers (33.7 percent).

As to labor outmigration, NSO data revealed that majority of female workers were deployed as domestic help, who accounted for 44.9 percent and 57.7 percent of women overseas workers in 1987 and 1991, respectively.

Employment and education/training policies therefore need to be influenced toward human resources development planning that is more gender-responsive. A wider range of occupational choices should be opened up to women. Thus, women's access to training, which may open up new jobs and occupations so as to increase women's earning capacity, need serious consideration. Vocational training institutions for example, whose training programs are traditionally male-dominated, need to change policies to encourage the participation of female trainees.

As another complementary measure, the employment of women in new fields need to be strongly promoted and deliberate action to absorb qualified

women trained in such fields should likewise be ensured. Furthermore, as more and more women shall enter formerly all-male occupations, conscious efforts to avert the possibility of such occupations becoming feminized (that is, devalued, with low pay and lack of promotion opportunities) should be made.

#### *1.1.1.4 Promotion of Welfare and Protection of Rights*

Although laws are generally adequate to protect workers and promote their welfare, there is a need for more specific legislation targeting vulnerable sectors. Other issues that call for a response are the ineffective enforcement of laws and the low level of awareness among workers and employers alike of labor law provisions and such labor standards as the use of safety devices.

A long-ignored and trivialized labor issue that has lately found greater articulation and recognition is sexual harassment, broadly described in the Philippine Development Plan for Women (PDPW) as “consist(ing) of unwanted and inappropriate remarks about a person’s appearance and/or sexual activities which affect directly or indirectly, one’s job performance, promotion or evaluation.

The Department of Labor and Employment (DOLE) as one of the pilot line departments in the implementation of the PDPW formulated administrative rules defining sexual harassment and setting procedures for redress and rehabilitation. The order, however, covered only DOLE officials and employees in accordance with civil service rules and regulations.

Advocacy for a law specific to sexual harassment began during the Eighth Congress with women’s groups and other human rights activists linking hands with advocates in government to lead the lobby. The women’s desks of labor groups/federations also pushed for the recognition of sexual harassment as a union issue, a significant move as it is expected to bring about trade union policy changes and the establishment of mechanisms to address such problems.

After two years of persistent lobbying and painstaking debate to consolidate the various bills filed, Republic Act 7877 or the Anti-Sexual Harassment Act of 1995 was signed into law. It provides that “work, education or training related sexual harassment is committed by an employer, employee, manager, supervisor, agent of the employer, teacher, instructor, professor, coach, trainor, or any other person who, having authority, influence or moral ascendancy over another in a work or training or education environment, demands, requests or otherwise requires any sexual favor from the other, regardless of whether the demand, request or requirement for submission is accepted by the object of the said Act”. The law also provides, among others, that sexual harassment is committed in a work-related environment when:

- (a) The sexual favor is made as a condition in the hiring or in the employment, re-employment or continued employment of said individual, or in granting said individual favorable compensation, terms, conditions, promotions, or privileges; or the refusal to grant the sexual favor results in

limiting, segregating or classifying the employee which in any way would discriminate, deprive or diminish employment opportunities or otherwise adversely affect said employee;

- (b) The above acts would impair the employee's rights or privileges under existing labor laws; or
- (c) The above acts would result in an intimidating, hostile or offensive environment for the employee.

Pursuant to the provisions of Section 4 of R.A. 7877, the DOLE has issued last 22 June 1995 an Advisory to all employers or heads of office in the private sector regarding the promulgation of said act's Implementing Rules and Regulations.

The Advisory reiterates to employers the provisions of Section 4 of the Act which states, among others, that, "it shall be the duty of the employer or head of the work-related, educational or training, environment or institution to prevent or deter the commission of acts of sexual harassment and to provide the procedures for the resolution, settlement or prosecution of acts of sexual harassment".

Given these developments, the Bureau of Women and Young Workers of the DOLE, in coordination with the International Labor Organization (ILO-Manila), has developed an advocacy plan on the elimination of sexual harassment in the workplace.

The project (entitled Elimination of Sexual Harassment in the Workplace), aims to increase awareness and sensitivity among employers, personnel managers, union leaders and workers on the issue of sexual harassment and to enable them to develop a comprehensive policy and program to prevent/eliminate sexual harassment in the workplace. It shall be piloted in Metro Manila.

Another important development in the area of worker's welfare and benefits for househelp is the enactment of Republic Act 7655 (An Act Increasing the Minimum Wage of Househelpers Amending for this Purpose Art. 143 of PD No. 442, as Amended). The law provides that househelpers receiving at least P1000/month are covered by the Social Security System and are therefore entitled to all the benefits provided by the System. This law upgraded the minimum wage rates of househelpers to wit:

- (a) "Eight hundred pesos (P800.00) a month for househelpers in Manila, Quezon, Pasay, Caloocan cities and municipalities of Makati, San Juan, Mandaluyong, Muntinlupa, Navotas, Malabon, Paranaque, Las Pinas, Pasig, Marikina, Valenzuela, Taguig and Pateros in Metro Manila and in highly urbanized cities;
- (b) Six hundred fifty pesos (P650.00) a month for those in other chartered cities and first municipalities; and

- (c) Five hundred fifty pesos (P550.00) a month for those in other municipalities”.

For working conditions to improve in general, newly adopted administrative measures are currently being implemented to enhance the effectiveness and efficiency of the labor standards enforcement machinery. This is expected to also benefit vulnerable groups such as working women and homeworkers as one policy direction that gives special inspection priorities to the conditions and concerns of such groups. Among the features of the administrative measure is the institution of criminal action for infraction of labor standards laws including the provision on the visitorial and enforcement authority of the DOLE as provided under Article 128 (d) of the Labor Code, as amended.

As an initial effort towards making its policies gender-responsive, the DOLE has formulated three significant issuances: a) Administrative Order No. 28, Series of 1994 which prescribed guidelines to further improve effectiveness of labor standards enforcement and specified women concerns as priority; b) policy on the minimum age requirement for female overseas household workers under Memorandum Circular No. 8, Series of 1994; c) Department Order No. 3, Series of 1994 which sets guidelines for the training, testing and deployment of performing artists or entertainers.

However, the creation of special bodies such as women’s desks in the Department to address such complaints as sexual harassment and discrimination needs to be pursued.

As to the broader policy measures, the 1987 Constitution under its Article on Social Justice and Human Rights spells out the framework for resolving the disturbing issue of equality versus protection in the workplace, to wit:

*“The State shall protect the working women by providing safe and healthful working conditions, taking into account their maternal functions, and such facilities and opportunities that will enhance their welfare and enable them to realize their full potential in the service of the nation”.*

In translating this principle, protective legislation should not therefore prejudice women’s employment and career development. Furthermore, protective measures such as protecting women especially pregnant and nursing women from hazardous work such as work involving potential exposure to toxic substances or work which can harm the health of the worker or of the child she might be carrying, need to be emphasized as non-negotiable.

#### *1.1.1.5 Gender-Based Discrimination*

The foregoing discussions point out that women bear the brunt of discrimination in the workplace. The cycle of discrimination in employment

starts from the pre-employment stage (hiring) where advertisements tacitly express sex-based preferences, as well as preferences for certain age groups, single women with pleasing physical attributes or graduates of exclusive schools.

It has been noted that most employers when faced with a male and female applicant would readily accept the former even if both are equally qualified in terms of education, training and skills. Furthermore, single women are preferred to married women and some factories require a virginity test to confirm this status. Married women find themselves at a disadvantage because most employers balk at having to pay maternity benefits. Thus, it is common for many women to forego marriage just to keep their job. The time-honored principle of employer's prerogative to hire needs therefore to be challenged in the light of the above instances.

To further combat gender discrimination, bills have been introduced in both houses of Congress aimed at protecting workers primarily at the pre-employment stage and at eliminating gender preference as a qualification requirement specifically in classified ads.

Other important aspects of gender-based discrimination in employment include violation of the statutory provision on equal pay for work of equal value, and unequal entitlements in pay, security of employment, promotion, training opportunities/study scholarship grants. NSO statistics as of October 1993 indicate that women in general earn less than that of their male counterparts (see Figures 10.1 and 10.2). For every peso of the wages pie, women registered the following average earnings by industry and occupation:

- By industry - mining and quarrying (P.341); agriculture, fishery and forestry (P.358); wholesale and retail trade (P.371); manufacturing (P.394); community, social and personal services (P.433) and financing, insurance and business services (P.448);
- By occupation - agriculture, animal husbandry and forestry workers (P.356); sales workers (P.355); production and related workers (P.406); and professional and technical workers (P.461).

**Figure 10.1**  
Women's Share in Income by Industry, 1993

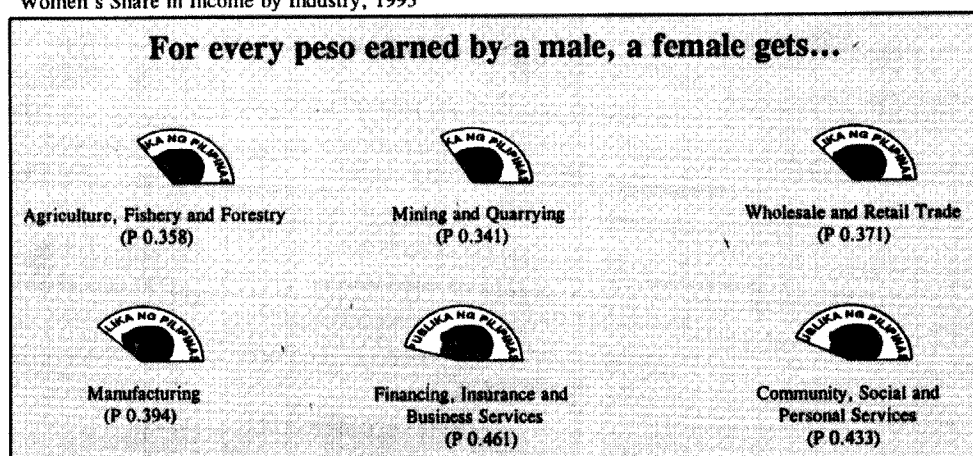
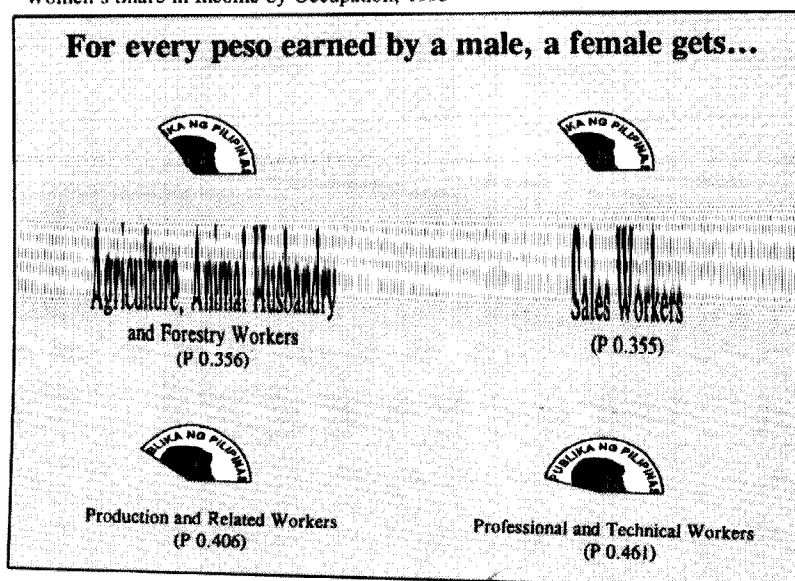


Figure 10.2

Women's Share in Income by Occupation, 1993



The enactment by the Eighth Congress of RA 6725, "An Act Strengthening the Prohibition on Discrimination Against Women with Respect to Terms and Conditions of Employment, Amending for the Purpose Article One Hundred Thirty-Five of the Labor Code, as Amended", gave definite form to a number of discriminatory practices such as payment of lesser compensation to a female employee against the male employee for work of equal value, favoring men in promotion, training opportunities, etc. However, much needs to be done to enforce its provisions. The elimination of discrimination therefore requires dynamic and continuing effort including the development of measures to implement the anti-discrimination law progressively if full implementation is not immediately possible. Examples of these measures include promotion of affirmative action in the workplace, penalizing violators of RA 6725 and revision of the implementing rules and regulations of said Act.

#### 1.1.1.6 Multiple Role/Burden

With the increasing economic needs of families and industrial demand for labor, more and more married women have been seeking paid employment. The number of married employed females grew by 3.4 percent per year from 1987-1992 and accounted for 59.2 percent of all employed females (NSO). This trend becomes especially significant in relation to the issue of "multiple burden" which affects mostly married working women. The traditional role of women in which they assume the bulk of family care and domestic functions comes in conflict with this new reality of engaging in paid work since the gender-based division of household and employment responsibilities (man as breadwinner, woman as homemaker) has remained static. On one hand, women take on the multiple roles of attending to household, family and work demands. Men, on the other hand, continue to be denied of the emotional rewards of child care and parent-child bonding. This inflexibility puts constraints on women's labor market participation and career advancement, not to mention potential negative effects such as increased stress particularly on women, increased family breakdowns, reduced productivity and increased tardiness and absenteeism and staff turnover among workers faced with conflicting family and work responsibilities.



In addressing this issue of multiple burden, priority should be given to developing new employment models/flexible work arrangements which will enable both women and men to combine career with family commitments. Among the potential schemes include massive reorientation towards the sharing of home/domestic responsibilities, flexibility in working hours and organization of household and caring tasks, to be complemented by support structures such as day care facilities for workers with family responsibilities.

The concept of shared parenthood has lately been getting some recognition. With the "partial liberation" of working mothers from the traditional perception that they alone are responsible for child rearing and household management, husbands are now taking a more active role in the performance of such tasks.

The passage of a law that would strengthen the concept of joint responsibility in parenthood is therefore needed as this will definitely ease the multiple burden of working mothers.

Two bills on paternity leave were filed during the Ninth Congress. Pending the enactment of a paternity leave law, the granting of paternity leave benefits is highly dependent on the benevolence of the employer or the ability of workers to advocate such in the collective bargaining agreement.

#### *1.1.1.7 Lack of Gender Responsive Plans/Programs for Women*

The challenge faced by the sector at the moment is how to make its plans and programs more gender-responsive. Gender sensitivity training and gender-responsive planning sessions and other advocacy activities have been conducted for a number of top officials and heads of agencies, including program and policy planners and implementors. These efforts need to be sustained and improved so that the mainstreaming of gender concerns in DOLE's policies, plans and programs shall be fully operationalized and sustained.

To step up its Gender and Development Program, the Department of Labor and Employment developed an Integrated Plan for Gender and Development 2000 from which shall emanate the formulation of a yearly plan. As a strategy, officials of the Department shall include as one of the key results areas in their Personal Commitment Forms, the integration of gender concerns in the regular programs of their agencies starting in 1995.

### **1.1.2 Informal Sector**

#### *1.1.2.1 Limited Skills, Capital and Access to Credit*

Skills development and technology transfer are necessary interventions if women are to be empowered. The informal sector which is dominated by women has almost always been neglected when it comes to developing and implementing policies and programs along the areas of information, credit, and

training. Initiatives by the government and other non-government and financial institutions to rectify this oversight, though on a limited scale, include providing women more access to credit, training and technical assistance. However, there is a need to institutionalize the implementation of programs providing such services to women. As support activities, assistance to credit unions, cooperatives, skills training/upgrading is also being provided.

The passage of RA No. 7192 (known as the Women in Development and Nation-Building Act), which provides women with the capacity to borrow, obtain loans and execute security and credit arrangements under the same conditions as men, specifically translates the broad policy relative to providing women rights and opportunities equal to those of men. Pursuant to this Act's provisions requiring line departments to adopt plans and programs along these areas, the DOLE in particular has initiated/sustained programs for women workers. Examples are the Women Workers Employment and Entrepreneurship Development (WEED) which seeks to support women in the areas of self-employment, entrepreneurship and cooperative endeavor, and the Promotion of Rural Employment through Self-Employment and Entrepreneurship Development (PRESEED) which seeks to enhance the capability of rural workers, including women, for self-reliance through employment creation and technical assistance and entrepreneurship training workshops.

The sector has also developed training packages and program guides on rural workers' education for use by program implementors and workers' groups.

It is felt however, that these programs are inadequate considering the growing population of workers in the informal sector. NSO statistics as of October 1993 show that 55.5 percent (13.6 M) of the 24.4 M employed persons are found in the informal sector and five million (or 37 percent) of these are women.

#### *1.1.2.2 Difficulty in Organizing*

While there have been efforts to organize women in the informal sector, their lack of awareness on the need and value of organizing remains the primary block to their involvement. Massive information campaigns along this area need to be undertaken to expand the care of organized women workers.

One important development along the area of policy is the issuance of Department Order No. 5, Series of 1992 (Rule XIV of the Rules Implementing Book III of the Labor Code on Employment of Homeworkers). Said order spells out the procedures relative to the registration of homeworkers' organizations, thus reinforcing their constitutional rights as workers to form, join or assist organizations of their own choosing.

#### *1.1.2.3 Legal and Administrative Impediments*

The clamor for the removal of restrictive requirements of financial institutions, i.e., permission of husband before a working wife can be granted a loan, has

been addressed with the passage of RA No. 7192, which affirms the right of a woman to enter into a contract on her own account. Programs pursuant to said Act, particularly the provision of services to women in relation to access to credit and resources, need to be implemented on a large-scale basis.

#### *1.1.2.4 Inadequate Protective Laws/Social Protection*

Informal employment is characterized by low pay/earnings, less security and lack of legal protection. The absence of an employee-employer relationship, without which employer liability cannot be involved, is another concern for the informal sector which is composed mostly of homeworkers. Only a portion of this sector, i.e., industrial homeworkers, is presently covered by some protective policies, particularly Article 153 to 155 of the Labor Code. To carry into effect said provisions, Department Order No. 5 or Rule XIV of the Rules Implementing Book III of the Labor Code on Employment of Homeworkers was issued covering the following:

- (a) The registration and types of assistance to homeworkers' organization and to employers and contractors;
- (b) Payment/conditions for payment of homework; standard rates and deductions;
- (c) Duties of the employer, contractor and subcontractor;
- (d) Prohibition of homework; and
- (e) Enforcement power of the DOLE Regional Director over labor standards cases.

Considering the peculiarities of homework and the prevailing policy of the government towards increasing participation of the labor force in self-employment and livelihood activities measures toward a more effective enforcement of D.O. No. 5 need to be continuously reviewed and other social protection schemes need to be developed.

#### *1.1.2 Limited Data on Informal Sector*

There is no adequate database on the informal sector and on women in particular. As in the formal sector, this data lack hampers the effective planning of programs and projects. The accuracy of available data is also in question.

A fundamental need is for researches/studies that would provide comprehensive data and information on the working and living conditions of women in this sector. To date, efforts are underway for the national counting of the homeworkers population in aid of policy and program planning.

### *1.1.2.6 Poor Working/Living Conditions of Women Homeworkers*

The significant growth of women in homeworking dates back to when the country adopted a labor-intensive and export-oriented strategy for economic development. However, the conditions of work of homeworkers compare poorly with those in the formal sector.

An overwhelming majority of women compose this sector because the skills needed in homework are traditionally those ascribed to women. Homeworkers earn considerably lower than the actual price of their products. The long hours they work and their manner of working leads to ailments like eyestrain/eye defects, headaches and body and muscular pains. Expenses for medication are almost always shouldered by the homemaker. Further, the unclear employee-employer relationship in some instances makes the homemaker vulnerable to exploitation.

An emerging concern is the need for a support mechanism for working mothers in this sector. It is therefore important for local government units to work towards the full implementation of Republic Act 6972 (An Act Establishing a Day Care Center in Every Barangay). The centers will provide the homeworkers more opportunities to attend to their work and domestic responsibilities as well as other activities in the community. Another immediate concern is the need for facilities for women workers such as public toilets. Equally important is the improvement of the living conditions of workers through such programs as housing.

## **1.2 The Public Sector**

### **1.2.1 Gender-based discrimination**

Discrimination against women may be traced back to traditions, customs or deep-rooted perceptions and attitudes toward women. As earlier cited, statistics point out that even in the bureaucracy, there are indications of discrimination as more men dominate the top-level positions in government.

A strategy to effect change would be to conduct consciousness-raising on gender concerns beginning with the top officials, considering their role in setting policy and program directions. Women occupying higher positions in the government bureaucracy need to be convinced to initiate some changes and standards to improve the status of other women employees. Advocacy efforts have to reach the rank and file personnel as well.

A hitherto less visible concern in the government service is the problem of sexual harassment. Sexual harassment may be viewed as a form of discrimination as it undermines one of the basic principles enunciated in government service which is the merit and fitness rule. Furthermore, it defines the role of women in sexual terms and serves to perpetuate their subordinate role in society. This concern has been raised in the two Congresses of Women in Government held in 1991 and 1992 and was the major issue in the 1994 Congress of Women in Government. Sexual harassment is therefore a problem

articulated by working women not only in the private sector but also in the public service. Women in government service are as vulnerable to this act as the women in factories, private offices or the streets.

The 1994 Congress of Women in Government identified various forms of sexual harassment, from touching and pinching to display of pornographic pictures and kissing. In the same Congress, participants were able to identify action points to address the issue. DOLE has initiated the issuance of a policy against sexual harassment through Administrative Orders No. 80 and 68, series of 1991 and 1992, respectively. The A.O. covers sexual harassment acts committed by any DOLE official or employee against any fellow official or employee, applicant for employment or any other client of the DOLE. The Civil Service Commission created the Equality Advocates or the Equads, which aims to respond to any form of discrimination including sexual harassment committed by any government official or employee against their fellow workers.

Considering that sexual harassment is a serious and important issue, legislation protecting both private and public workers against sexual harassment was identified as a priority measure. Pending this, the CSC promulgated policy on sexual harassment in the workplace under CSC Resolution No. 94-2854 dated May 31, 1994. The policy, declares a commitment to providing a work environment supportive of productivity, wherein all officials and employees are treated with respect and dignity, and condemning sexual harassment in the workplace.

The policy became embodied in CSC Memorandum Circular No. 19, Series of 1994. The Circular defines sexual harassment as one or a series of incidents involving unwelcome sexual advances, requests for sexual favours, or other verbal or physical conduct of sexual nature, made directly, indirectly and impliedly when: such conduct might reasonably be expected to cause insecurity, discomfort, offense or humiliation to another person or group; or submission to such conduct is made either implicitly or explicitly a condition of employment, or any opportunity for training or grant of scholarship; or submission to or rejection of such conduct is used as a basis for any employment decision (including, but not limited to, matters of promotion, raise in salary, job security and benefits affecting the employee); or such conduct has the purpose or the effect of interfering with a person's work performance, or creating an intimidating, hostile or offensive work environment.

The circular covers all officials and employees in government, whether in career or non-career service, permanent or temporary, local or national including those in government-owned and controlled corporations with original charters, state colleges and universities. It also includes applicants for employment. Further, it makes the heads of agencies responsible for the procedures in disposing of sexual harassment cases.

Aside from these policy directions, the NCRFW, CSC and DOLE took some initiative in training and information dissemination on sexual harassment

and its prevention through the Inter-Agency Committee (IAC) on Sexual Harassment. In 1994, it twice conducted training on sexual harassment prevention for male managers in government. In all, 75 managers and directors have trained. The first batch of participants organized an Inter-Agency Gender Advisory Council (IAGAC) whose mission is to create a productive and fulfilling work environment in government wherein all officials/employees, both women and men are treated with full respect and dignity as human beings. Its program thrusts include training and advocacy aimed at raising the consciousness of government workers on gender issues and concerns. It also plans to conduct policy research, review and formulation necessary for securing and ensuring protection of rights for both women and men.

With the passage of R.A. 7877 on 15 February 1995, the DOLE has formulated A.O. 250, s. 1995 as the Rules and Regulations Implementing this Act in the Department. Salient features of the implementing rules include: its coverage, a statement on the liability of any DOLE official or employee who commits acts of sexual harassment against another official, employee, applicant for employment in the Department, client or trainee over whom he or she has authority, influence or moral ascendancy regardless of whether or not the demand, request requirement for submission to such acts is accepted by the person against whom acts of sexual harassment are alleged to have been committed; forms of sexual harassment; the creation of committee on decorum and investigation; guidelines on decorum; procedure and timescale in the disposition of sexual harassment cases as well as support services to victims.

### **1.2.2 Multiple Roles/Burden**

This issue has long been raised by women and has yet to get adequate response in terms of mechanisms/facilities such as flexible workhours, day care centers and granting of paternity leave benefits. The CSC and the Food and Nutrition Research Institute (FNRI) will soon pilot in selected agencies breastfeeding facilities for nursing mothers at work.

Legislation on paternity leave benefits should be stepped up as this has been the clamor of the women's groups and of men themselves.

### **1.2.3 Low level of participation in decision-making positions**

Men's dominance in top level positions continues to be seen in all three branches of government. Women occupy the lowest rungs where there is little chance for advancement. This is in addition to the occupational segregation which assigns the less-rewarding jobs to women.

Deep-rooted perceptions on the roles of women influence the type and nature of education and training they receive as well as the type of work they seek or get directed towards.

Thus, continuing advocacy on positive role concepts about women and affirmative action to promote their participation in decision-making in the bureaucracy need to be undertaken.

Equally important is the provision of appropriate training for women to prepare them for higher positions.

#### **1.2.4 Public Sector Unionism**

The right to self-organization is one of the basic workers' rights guaranteed by the Philippine Constitution. To ensure the effective exercise of this right, Executive Order No. 180 was issued in June 1987 creating the Public Sector Labor Management Council, chaired by the CSC Chairperson, to handle compulsory arbitration of labor management disputes.

To date, public sector unionism (PSU) has gone a long way, with both the management and the union now realising that they are indeed partners, not rivals, for social and economic progress. There is now a total of 384 registered unions, of which 108 are accredited.

The Commission, mindful of its tasks to encourage and ensure the promotion of responsible public sector unionism in the country, is intensifying its information campaign on PSU, emphasizing not only the rights of employees and the union, but their duties and responsibilities as well. The Commission further stresses that while government employees have the right to form or organize unions, they are however, prohibited from engaging in strikes. The Commission is closely monitoring the status of registered unions throughout the country to ensure compliance with the requirements of E.O. No. 180.

PSU is now integrated as a subject in training programs, symposia and other similar fora of the Commission. The registration and accreditation of employees' unions is incorporated in the Commission's 1995 Work Program.

#### **1.2.5 Weak GO-NGO Collaboration**

Compared to the private sector network, public sector collaboration with other government offices (GOs) and non-government offices (NGOs) needs to be strengthened. A strong GO-NGO network is a potential strategy in advancing the cause of women considering the resultant exchange of information and experiences in integrating the issues and concerns of women in national development.

## **2. OBJECTIVES**

It is the goal of this Plan to fully develop Filipino working women by harnessing their potentials through their active and full participation in productive work and gainful employment in order to improve their quality of life. It is also necessary to ensure the promotion of women workers' welfare and protection of their rights by providing safe and humane working conditions that could in turn lead to improved workers' productivity. Likewise, efforts shall be made to encourage the full participation of women in labor relations to promote industrial peace and advance workers' interests. Specifically, the following objectives shall be pursued:

## 2.1 Private Sector

For the private sector, the following objectives shall be pursued:

- (a) To provide employment opportunities where women's productivity is recognized
- (b) To upgrade the skill and management capability of women workers by providing gender-sensitive education, adequate training and support services and facilities
- (c) To develop gender-responsive policies/programs that shall enhance equality in opportunities and conditions of employment for women in all sectors, including equal pay for work of equal value, equal access to all positions of employment and social security and welfare benefits, including elimination of sexual harassment at the workplace
- (d) To provide, improve, disseminate and effectively enforce protective legislation for women workers in all sectors to ensure equity and humane working conditions
- (e) To enhance participation of women in trade unions and workers' organizations by increasing the number of women leaders and members and ensuring their participation in grievance machinery and collective bargaining
- (f) To promote the institutionalization of policies/programs/database and the organization and protection of women workers in the informal sector

## 2.2 Public Sector

Following are the objectives for the public sector:

- (a) To raise the level of awareness of government officials and employees on gender concerns and public sector unionism
- (b) To review policies, rules and guidelines affecting the public sector towards more harmonious relations between workers and government
- (c) To conduct advocacy efforts that will encourage more women and gender-sensitive persons to participate in top level/decision-making positions in all branches of government
- (d) To develop and implement an affirmative action program that will improve the status as well as the productivity of women
- (e) To institutionalize a data collection system which will serve as inputs in the formulation of more responsive programs and projects for women and the public sector
- (f) To promote/strengthen public sector unionism as a mechanism in advocating gender concerns in the bureaucracy
- (g) To strengthen collaboration between GOs and NGOs



### 3. POLICIES AND STRATEGIES

To attain the goal of equality, competitiveness, protection and increased participation of women in both economic and trade union activities in the private sector, several strategies anchored on the policy of equal employment opportunities for women in both formal and informal employment shall be undertaken. These strategies shall be pursued through tripartite efforts of government, labor and management, based on the overall objective of improving women's status and quality of life.

As a key strategy towards the provision of equal employment opportunities, affirmative action shall be developed and implemented for the benefit of female workers. Affirmative action shall include a range of promotional measures aimed at achieving equality of employment opportunity through the elimination of inequalities which restrict women's employment. In particular, the following strategies shall be pursued: (1) education, training and access to credit; (2) review, updating and enforcement of laws; (3) advocacy and information campaign; (4) institutionalizing, monitoring and evaluation systems; (6) networking; and (7) provision of incentives for equal-employment-opportunity employers.

The education and training strategies shall target the redirection and reorientation of current policies on education and training. Further attention shall be given with regard to the elimination of the stereotyping of sex roles and occupational choices among males and females which pose as barriers to women's productive participation in various sectors of the economy. The institutionalization of training programs covering women in new or non-traditional trades, as a means of diversifying women's vocational options and providing immediate employment particularly for those women in the burgeoning informal sector, shall also be pursued.

Alongside with this, efforts towards enabling more women to undertake jobs and roles involving higher levels of responsibility shall be made by way of upgrading women's managerial skills and in enhancing their leadership participation in trade unionism in both the private and public sectors. The importance of organizing women workers shall be a major area in education and training. Furthermore, as regards access to credit, women workers in the informal sector shall be given priority considering their growing need to avail of such support services to augment their earnings.

The review, updating and enforcement of existing laws and policies as a strategy shall be sustained and further intensified in the formal sector. On the other hand, the strict and effective enforcement of new laws covering the informal sector shall be pursued to improve the working conditions of female homeworkers and to uplift their living conditions.

As to the advocacy and information campaign strategies, gender issues and concerns shall be an integral component in response to the need to change traditional attitudes and practices which serve as barriers to women's full participation in productive employment. Fostering greater sharing of occupational, family and social responsibilities by women and men shall be underscored.

As a complementary measure, the strategies dealing with government capability-building as well as monitoring and evaluation shall be institutionalized. The former strategy will enable policy and program planners and implementors to continuously update themselves on new approaches and trends in responding to the changing needs of working women resulting from adjustment measures. The latter shall set mechanisms and procedures in assessing current policies and programs for the sector.

Lastly, networking among government agencies and non-government groups shall be sustained and improved, considering the broad range of services that these bodies have to offer.

For the public sector, a massive advocacy and information campaign shall be undertaken to raise the awareness of government officials and employees on the merits of organizing and to encourage them to organize. Likewise, such efforts shall focus on gender issues and concerns including the issue of sexual harassment.

To improve the productivity of workers in the public sector and to lighten the burden of women and make it easier for them to combine home and work responsibilities, measures shall be undertaken to provide support services such as day care and breastfeeding centers and promote the sharing of parenting and domestic responsibilities by the spouses.

In order to enable women in the public sector to participate in top level decision-making processes, training programs geared towards upgrading their functional and managerial skills as well as other support facilities will be made more readily accessible to them.

As in the private sector, networking with other women's groups shall be promoted as a means for improving the plight of women in the government service.

Finally, a gender-specific database system shall be institutionalized to provide a firm basis for the formulation of more relevant and responsive policies and programs.

#### **4. PROGRAMS AND PROJECTS**

The programs and projects which are aligned and targetted for accomplishment in the forthcoming years are envisioned to improve the quality of life of women workers in the private sector and shall focus on the area of skills-upgrading and training; livelihood/economic productivity; affirmative action; advocacy and consciousness-raising; research and policy development.

On the other hand, programs and projects for women in the government service shall focus on the areas of advocacy and consciousness-raising, provision of support services, public sector unionism, affirmative action and networking.

PRIORITY THRUSTS	KEY RESULT AREA	PROGRAM THRUSTS	SECTOR			LEAD AGENCIES
			Private		Public	
			Formal	Informal		
I. Promotion of Employment and Human Resource Development	Equal access of women to training and employment opportunities	<ul style="list-style-type: none"><li>• Employment facilitation (wage employment, self-employment)</li><li>• Full enforcement/implementation of</li><li>• Advocacy/consciousness-raising<ul style="list-style-type: none"><li>- integration of EEO in CBA clauses/company policies</li><li>- impact of structural adjustments/flexibilization of work on women</li></ul></li><li>• Gender sensitivity training for workers, management and legislators to include issues on sex-based discrimination, multiple roles/burden of women and EEO</li><li>• Advocacy on gender issues and concerns** (i.e., sexual harassment)</li><li>• Information drive thru "tri-media" to curb discriminatory practices in the public sector such as in hiring where political patronage is evident especially in the LGUs</li><li>• Formulation of an employment equity plan</li></ul>	*	*	DOLE	
			*	*	DOLE	
			*	*	DOLE, trade unions/walkers organizations	
			*	*	NCRFW, DOLE	
			*		All public sector agencies, union including LGUs	
					All public sector agencies, union including LGUs	
			*		DOLE	

\*\* Applies to public sector employment only

PRIORITY THRUSTS	KEY RESULT AREA	PROGRAM THRUSTS	SECTOR			LEAD AGENCIES
			Private		Public	
			Formal	Informal		
	Increased number of women in decision-making positions	<ul style="list-style-type: none"><li>• Training of women in:<ul style="list-style-type: none"><li>- non-traditional trades</li><li>- newly emerging trades</li><li>- entrepreneurship</li></ul></li><li>• Training and employment of women with disabilities</li><li>• Training of women re-entering the workforce</li><li>• Policy review</li><li>• Full enforcement of RA 6725 and RA 7192</li><li>• Advocacy on RA 6725 particularly the aspect on promotion</li><li>• Affirmative action** (promotion of equality, women's rights)</li><li>• Training of a core of equality advocates</li><li>• Advocacy on women's leadership potentials</li><li>• Schemes to assist women's career planning and quest for management positions</li></ul>	*	*	*	D <del>OLE</del> , DTI, DOST D <del>EC</del> S, DA
			*	*		D <del>OLE</del> , employers' group, trade unions, workers' organizations
			*			D <del>OLE</del>
			*			D <del>OLE</del>
			*			D <del>OLE</del>
			*			D <del>OLE</del>
					*	C <del>S</del> C, NCRFW
			*			D <del>OLE</del> , law schools
			*			D <del>OLE</del>
			*			D <del>OLE</del> , employers' group

PRIORITY THRUSTS	KEY RESULT AREA	PROGRAM THRUSTS	SECTOR			LEAD AGENCIES
			Private		Public	
			Formal	Informal		
II. and Welfare	Workers' Protection DOLE working conditions for women workers	Safe and humane policies	•	Review/	updating and development of	*
		- expansion of SSS membership/coverage to include other workers in the informal sector		*		SSS
		- expansion of RA 6725 to include hiring	*			DOLE
		- ratification of ILO Convention No. 156 (Workers with Family Responsibilities)	*	*		DOLE
		- Strict enforcement of labor and social legislations				
		- RA 6725 (focus on pay equity)	*			DOLE
		- full enforcement of barangay day care center law (RA 6972)	*	*		DSWD, LGUs
		- Department Order No. 5				
		• Advocacy				
		- passage of an anti-sexual harassment law	*			DOLE, trade unions/ workers organizations, employers' group
		- inclusion of sexual harassment issue in the Human Resource Development Program of companies/firms with employers, managers, supervisors as participants	*			- do -



PRIORITY THRUSTS	KEY RESULT AREA	PROGRAM THRUSTS	SECTOR			LEAD AGENCIES
			Private		Public	
			Formal	Informal		
III. Maintenance of Industrial Peace	Improved participation of women in trade unions/workers' organizations as members/leaders occupying decision-making positions/public sector unions	- institutionalization of the establishment of day care and breastfeeding centers in other government agencies**			*	CSC, various government agencies
		- advocacy for the passage of a law/integration in CBA clauses/company policies of paternity leave benefits	*			DOLE, trade unions/workers' organizations, employers' group
		- provision of access to credit for the informal sector			*	DOLE
		• Conduct of researches and studies	*			
		- periodic research on the participation of women in trade unions/workers' organizations				
		- membership				
		- leadership				
		• Organization and education of workers	*		*	DOLE, NGOs
		• Advocacy efforts for women to be involved in union leadership	*		*	DOLE, trade unions/workers' organizations, employers' group
		• Training of women members/leaders of trade unions/workers' organizations on trade unions skills such as organizing/negotiation/leadership/communication/assertiveness	*			- do -

PRIORITY THRUSTS	KEY RESULT AREA	PROGRAM THRUSTS	SECTOR			LEAD AGENCIES
			Private		Public	
			Formal	Informal		
		<ul style="list-style-type: none"> <li>• Training programs on public sector unionism**</li> <li>• Information dissemination campaign to the third level group to generate support for employed association**</li> <li>• Consciousness-raising among male union leaders regarding rights and potentials of women as workers/union members</li> <li>- labor education, tripartite meetings, scholarships for women regarding unionism</li> <li>- integration of gender concerns in labor education seminars</li> <li>• Networking with other women organizations both local and international**</li> <li>• Conduct of researches and studies</li> <li>- periodic research on CBAs:</li> <li>- coverage</li> <li>- gender-responsiveness of clauses/provisions</li> <li>- composition of negotiating panel</li> </ul>			*  *  *       *    *	CSC                CSC    DOLE
	Enhanced gender-responsiveness of the collective bargaining process					



PRIORITY THRUSTS	KEY RESULT AREA	PROGRAM THRUSTS	SECTOR			LEAD AGENCIES
			Private		Public	
			Formal	Informal		
		<ul style="list-style-type: none"><li>• Gender Sensitivity Training (GST)</li><li>• Review/creation/strengthening of women's desks in national labor federations/centers/workers organizations<ul style="list-style-type: none"><li>- advocacy on the creation of women's desks in national labor federations/centers and their affiliates/workers organizations</li><li>- proportionate representation in labor education seminars</li><li>- regular fora on strategies to strengthen women's desks in national labor federations/centers</li></ul></li></ul>	*			NCRFW
			*			DOLE, trade unions, workers' organizations, employers' group
	Enhanced capability of program implementors	<ul style="list-style-type: none"><li>• Conduct of staff development programs for planners and implementors</li></ul>	*	*		DOLE
	Enhanced gender-responsiveness of the labor statistical system	<ul style="list-style-type: none"><li>• Generation/sex-disaggregation of data of the following:<ul style="list-style-type: none"><li>- inspection report forms</li><li>- informal sector</li><li>- public sector</li></ul></li><li>• union membership/leadership/participation in labor education seminars</li></ul>	*	*	*	DOLE NSO, DOLE CSC, other government agencies
			*			DOLE



# ECONOMIC AND INDUSTRIAL DEVELOPMENT SECTORS

Sectors on economic and industrial development include the following: Agriculture and Fisheries; Agrarian Reform; Environment and Natural Resources; and Industry, Trade and Tourism. The following primary objectives are highlighted in the sectoral plans: to promote and enhance the participation of women, both as agents and beneficiaries, in economic and industrial development; and to mainstream gender concerns in the development and management of the sub-sectors in agriculture; environment and natural resources; and industry, trade and tourism. Corollarily, the sectoral plans focus on the adoption of the following categories of policies and strategies to realize set objectives: developing and enhancing women's capability and skills to enable them to participate more fully and share equitably in the benefits of development; institutionalizing the mainstreaming of gender concerns in economic and industrial development; mobilizing resources for gender-responsive programs/projects; establishing linkages between and among government, non-government, people's organizations, local government units and other concerned entities for GAD activities; and provision of equality and equity conditions and opportunities for expanding income and employment/livelihood for women. Listings and descriptions of corresponding programs are presented at the end of each sectoral chapter.



# AGRICULTURE AND FISHERIES

## 1. OVERVIEW

The government's vision for Philippines 2000 is a nation that is politically, economically and socially stable by the turn of the century. The Philippine government's ratification of the General Agreement on Tariffs and Trade (GATT) in December 1994 also makes it necessary for all sectors of the economy to prepare to compete and find a niche in the world market.

Contributing nearly one-fourth to the gross national product and employing half of the labor force, the agriculture and fisheries sector provide the foundation and springboard to full economic development.

Thus, the Medium-Term Agricultural Development Plan (MTADP) seeks to enable those in the sector - both the women and men farmers and fisherfolk - to raise their incomes and improve their living standards. At the same time, the Plan seeks to provide for the necessary infrastructure and other support services to facilitate agricultural productivity using the Key Production Area approach to developing the grains, livestock, commercial crops and fisheries subsectors. This combined strategy of developing the human resources and providing interventions is thus designed to lead to a fully empowered citizenry and a globally competitive economy in the agricultural sector. The idea of empowerment and competitiveness can be fully realized only with a proper perspective of the role of women in the development process. Thus, the Philippine Development Plan for Women, 1989-1992, (PDPW) identifies the concerns and strategies for women's participation in development, including those specific to the agriculture and fisheries sector. The passage of Republic Act 7192 or the Women in Development and Nation-Building Act provided the legal basis for women's involvement as full partners with men in the country's march to a better life for all. Much work, however, remains to be done.

### 1.1 Sectoral Developments

Important sectoral developments have taken place both at the institutional and program/project level:

#### 1.1.1 Institutional Developments

Majority of the Department of Agriculture's (DA) bureaus, attached agencies, and regional field offices have created their respective Gender and Development (GAD) Focal Points. Special Order No. 21, series of 1994 was

issued renaming the Women in Development (WID) Focal Point as GAD Focal Point to correct the impression that the WID Focal Points of the DA are biased toward purely women concerns. The Order also directed all units in the Department to reorganize their respective Focal Points, if necessary, to make them more responsive to recent developments in government policies. In November 1994, the DA conducted the GAD Focal Points (GAD-FP) Planning Workshop to: (1) assess the functional status of these focal points, (2) analyze their institutional capability, and (3) formulate a two-level plan of action: one, on strengthening institutional capabilities of the GAD-FPs; and two, on enhancing the mainstreaming of GAD concerns.

The Central DA-GAD Focal Point has been reorganized and lodged at the Office of the Assistant Secretary for Policy and Planning. This move is intended to facilitate the mainstreaming of gender concerns in plan and program formulation which is one of the main responsibilities of the Planning and Monitoring Service.

The DA formulated the Guidelines for Integrating Gender Concerns in the DA Planning System. This is the first agency-specific guideline formulated for development planning purposes.

Gender concerns were integrated into the training modules on Farm Systems Development.

A Technical Working Group was created to formulate a strategic plan for mainstreaming gender concerns in the generation of selected agricultural data/information. An in-house assessment of gender-specific statistics generated and required by the various DA agencies was also conducted by the group.

Sex-disaggregated data on trainees trained under the Fisheries Sector Program and the Agricultural Training Institute (ATI) are being collected on a regular basis.

Planning, monitoring and evaluation of women's involvement in rural/agricultural development are being actively pursued by the Regional Field Offices of the DA. Regional development plans have been revised and modified to focus on activities that would expand the participation of, and opportunities for women.

Several gender-sensitivity training and other related courses among the DA's top officials, middle management, and rank and file, are also being conducted.

### **1.1.2 Program/Project Developments**

The Grains Production Enhancement Program (GPEP) Rapid Rural Appraisal Survey was conducted, covering 38 GPEP priority provinces with an estimated 13,000 farmer-respondents, for the September 1992 to March 1993 cropping seasons. This survey generated sex-disaggregated data.

The first GPEP Performance Review was conducted in nine key grains areas that participated in the early planting activities in line with the government's pump - priming program, covering the period May-December 1993. The main objective of the review was to assess the efficiency of the Program in delivering services to its intended beneficiaries.

The Grameen Bank replication program, focused on providing credit access to rural women as well as promoting savings mobilization and capital build-up formation, was implemented.

Post-harvest projects aimed at (a) improving the role and efficiency of farm household members with emphasis on women in post-harvest activities; and (b) training rural women in harvest loss prevention, were carried out.

The development of Small Engineering Technologies for Women was initiated.

A pilot community project for women fisherfolk in Malimpuec, on fish processing and other alternative livelihood activities, was started.

The Bureau of Agricultural Statistics came out with a statistical handbook, "Role of Women in Agriculture", containing indicators reflecting the extent of female labour participation and absorption in agriculture.

A project, "Pilot Testing of the Required Processes and Mechanisms for PDPW Implementation," was implemented to develop guidelines for institutional structures and processes that will ensure the effective integration of gender concerns in agricultural development processes.

The Kasaganaan sa Sakahan at Kalikasan (KASAKALIKASAN), a national integrated pest management program, was implemented. It aims to educate farmers on proper crop husbandry and pest management through intensive training. The project guaranteed the participation of at least 30 percent of women farmers/technicians nationwide.

## **1.2 Issues and Concerns**

### **1.2.1 Women as Development Agents**

As development agents, women face a number of difficulties.

The level of gender sensitivity among key actors in the government sector concerned with agriculture remain low. In the DA, the gender awareness campaign was activated only with the implementation of the PDPW Pilot Project, which is a joint project of the DA and the National Commission on the Role of Filipino Women (NCRFW). Thus far, about 20 rounds of gender sensitivity training have been conducted for either DA personnel or devolved agriculture staff who are now under the local government units (LGUs).

Women's concerns are not explicitly stated in most development programs or implementing guidelines. Under the PDPW Pilot Project, two major

programs of the DA, namely, the GPEP and the Medium-Term Livestock Development Program (MTLDP) were analyzed for gender-responsiveness. These analyses revealed that both programs, although involving both women and men, do not explicitly state how these can affect and benefit women.

There is a lack of awareness of both rural men and women on the importance of their roles/participation in agricultural and fisheries development.

Much of women's contribution to agricultural development is not recognized. A farmer, for example, is commonly pictured as a man plowing the field. But farming also includes planting, weeding, harvesting, grains processing -- tasks in which women are extensively involved. Fishing too includes not only the act of catching fish but a host of other activities such as net-making/preparation, catch preservation, marketing, etc.

Women have limited participation in decision-making processes and structures, owing partly to their lack of exposure to such activities and responsibilities and partly to the demands of housework and child care. Farmers' cooperatives are often male-dominated, with total female membership coming up to only 41 percent (although women compose from 37 to 55 percent of the officers).

Rural women's multiple roles limit their participation in developmental activities. The acceptance by society of the concept of gender-fair sharing of responsibilities and opportunities is the key for women's entry into productive sphere and therefore be tapped as partners in development.

The GATT Action Plan (1995-1998) for the agriculture sector may directly or indirectly affect women. However, this relationship is yet to be established as there is yet no study on the matter. Even with the absence of such a study, the DA has drafted the Master Plan of GATT Adjustment Measures which includes both executive and legislative measures.

### **1.2.2 Women as Clients/Beneficiaries**

Studies have shown that women have limited access to agricultural support services such as farm inputs, credit, training, technology, infrastructure support for marketing and transport of agricultural produce, and others.

#### *1.2.2.1 On economic empowerment*

According to studies, it has been widely observed that resources earmarked for farmers are eventually given out to male farmers. This has been the case with some bank-managed credit programs, mainstream farming and fishing credit programs (as in Masagana 99). In contrast, small loans disbursed under a social or micro-enterprise credit scheme, which tend to characterize many NGO credit projects, find their way to women. Women's limited availment of credit may be due to complicated loan application procedures, or a result of government policy giving credit preference to cooperatives whose membership is predominantly male.

Another concern is the lack of gainful employment opportunities or alternative sources of income for rural women especially those in upland or fishing communities. In plantations, men are given hiring priority while in times of crisis women are the first to lose their jobs.

Nor do women eyeing non-farming ventures have access to sufficient capital. Often, credit support is limited to micro enterprises, the income from which is, at most, just enough to meet daily subsistence needs.

Women's poor economic status is aggravated by the vulnerability of small producers, including women farmers, to market price fluctuations. Furthermore, income from agricultural production has been on the decline, and women bear the burden of meeting their families' needs regardless of how much money is available.

#### *1.2.2.2 On technical assistance provision*

The general misconception that farmers are male tends to marginalize women. Agricultural or rural extension workers continue to work with and for men, except in matters of home management, backyard gardening and small-scale industrial production.

The "housewives" classification of women as intended training participants also perpetuates the gender-roles divide. This practice already limits the participation of women in technical training courses related to farming and fishing. In 1993, only six percent of the adult participants in ATI-sponsored training courses were women.

One response among the women has been to organize. Among such organizing efforts have been the DA-assisted Rural Improvement Clubs (RICs) which have been popular for the past 60 years. An alternative peasant women's organization is the Katipunan ng Bagong Pilipina (KABAPA) which is forming chapters nationwide. Formed in 1993 was the Pambansang Tagapag-ugnay ng mga Manggagawa sa Bahay (PATAMABA) or the National Network of Houseworkers which is supported by the International Labor Organization (ILO) with credit extension and technical assistance including training and marketing. PATAMABA has an estimated 3,000 homemaker-members organized into 15 cooperatives.

Another issue is women's limited access to new agricultural technology, either because of women's lack of education or training, or because the equipment design is not appropriate -- too high or too heavy to use -- for women's build. Thus, there is a need to develop and popularize appropriate technologies that answer the needs of both women and men in agricultural and fisheries work.

#### **1.2.3 Issues affecting the system**

Inadequate data support for gender-sensitive planning and programming is an issue affecting the system. Data available does not show the impact of certain programs on women.

## 2. GOALS AND OBJECTIVES

This section of the Philippine Plan for Gender-Responsive Development (PPGD), 1995-2025 is mainly concerned with the provision of equal opportunities for both women and men to contribute to, and benefit from, agricultural and fisheries development. It primarily aims to provide an environment that shall fully mainstream gender concerns in agricultural and fisheries development. For this to take place, a number of policy reforms and program/project refocusing have to be instituted.

Specifically, it envisions to:

- (a) Raise the level of consciousness of the rural population and of the decision-makers on the important roles both women and men play in agriculture and fisheries;
- (b) Institutionalize the mechanisms necessary to expand the participation of women in agricultural and fisheries development;
- (c) Provide/increase gainful employment and entrepreneurial opportunities among rural women;
- (d) Improve/enhance the access of women to agricultural and fisheries delivery systems and support services; and
- (e) Enable men and women to view their participation in agriculture and fisheries as equal partners.

## 3. POLICIES AND STRATEGIES

To realize the objectives of the sector, taking into account the sectoral issues and concerns, the following policies and strategies shall be pursued:

- |   |  |
|---|--|
| <b>3.1 Sensitize the rural population to gender issues</b>                              | <p>The successful implementation of the PPGD hinges largely on the acceptance by both implementors and target beneficiaries of the principles of GAD, and on women's awareness and assertion of their right to take active part in development. Male farmers in particular will be sensitized so they will share parenting and housekeeping responsibilities with their wives.</p>   |
| <b>3.2 Mainstream gender concerns in the sector's development policies and programs</b> | <p>Legislators, leaders, planners and policy/decision-makers will be asked to institutionalize mechanisms within their respective operational frameworks that will ensure rural women's full participation in agricultural and fisheries development.</p> <p>Project inputs should be managed by community-based organizations at the national or regional levels. The social and economic inputs should be treated and handled as interactive elements of the total project design and not delivered piecemeal.</p> |



There is a need to draw up a national profile of the socio-economic status of rural women by sector, and to put up a mechanism for monitoring changes in such status.

A systematic collection and dissemination of sex-disaggregated data on agriculture, fisheries and the rural economy should be set up.

**3.3 Consider women's particular needs in implementing projects**

Sensitivity to the differing needs and concerns of women and men should be a given in all aspects of planning and project implementation, including monitoring and evaluation. For example, the scheduling of meetings should take into account women's time and availability. In evaluating projects/programs, the particular effects on women and men beneficiaries should be considered.

**3.4 Develop rural women's capabilities**

Following would be some of the ways that rural women could be assisted in developing their capabilities and skills so they could participate more fully in and share more of the benefits of development.

- (a) Target female farmers as participants of seminars/training activities where new technologies are introduced, especially technologies meant to improve work which women perform.
- (b) Encourage women's membership in farmers organizations and enable them to hold responsible/key positions.
- (c) Encourage women to form organizations, including cooperatives, where they could develop organizing, management and various social skills without feeling threatened or inhibited by men's presence, and where they could push for common concerns like getting credit for entrepreneurial/agricultural projects, assistance for projects on environmental protection, etc.

**3.5 Expand income opportunities for women**

Gainful employment and alternative livelihood opportunities should be opened up for women within the barangay or municipality. An answer to the problem of credit would be the establishment of women-friendly credit schemes such as the Grameen Bank project. Other possibilities include the putting up of barangay-based enterprises to replace individual home-based work, organizing women into producers and traders unions to improve their production and marketing capabilities, and establishment of farmersfolk cooperatives to facilitate credit and the acquisition of information and farming/fishing inputs, as well as marketing of products.

**3.6 Provide infrastructural support**

Infrastructure is basic to socio-economic development. Such facilities, when they do not make provision for women's needs, do not fully serve their purpose. More infrastructure support projects, which consider the needs/requirements of women should be established, especially in the rural areas.

**3.7 Forge stronger GO-NGO linkages**

Stronger linkages will expand possibilities for cooperation and sharing of resources, and ensure that gender mainstreaming -- which can mean a radical and difficult reorientation for many organizations and agencies -- is pursued as a centerpiece strategy.

#### **4. PROGRAMS AND PROJECTS**

During the Plan period, programs and projects shall be focused on the following areas:

- (a) Gender Sensitization/Consciousness - Raising and Advocacy among plan implementors and program beneficiaries;
- (b) Continued implementation of the Medium-Term Agricultural Development Plan that will put in place the necessary infrastructure and services to make Philippine agriculture competitive in the world market;
- (c) Monitoring and evaluation of the implementation of the mechanisms for the expanded participation of women in agricultural and fisheries development;.
- (d) Nationwide implementation of the Grameen Bank Replication Program which will help women in their entrepreneurial activities;
- (e) Development and promotion of gender-responsive technologies by and among women farmers in cooperation with the men farmers and extension agents;
- (f) Institutionalization of a sex-disaggregated system of national accounts (in coordination with the Philippine statistical bodies/agencies, e.g. National Statistics Coordination Board and National Statistics Office); and
- (g) Continuous monitoring and evaluation of proposed bills for gender-responsiveness.

## **AGRARIAN REFORM**

### **1. OVERVIEW**

Efforts to respond to gender concerns within the agrarian reform sector were made through the Comprehensive Agrarian Reform Program (CARP) within the broad framework of the Philippine Development Plan for Women, 1989-1992 (PDPW).

These efforts were further strengthened with the issuance of Executive Order No. 348 which approved and adopted the PDPW, and the enactment of Republic Act (RA) 7192 or the Women in Development and Nation-Building Act, which directs all government agencies to work toward the mainstreaming of women and gender concerns.

For the sector, the operationalization of the PDPW for the period under review (1989 to 1994) was focused on uplifting and advancing the status of women and harnessing their potentials to enable them to become active players in the CARP's implementation. The tangible results are seen in the institutional arrangements established, policies formulated and programs and projects implemented.

For the medium-term period 1993-1998, the Department of Agrarian Reform (DAR), in pursuit of a faster, fairer and more meaningful implementation of CARP, is focusing on the development of viable agrarian reform communities (ARCs). The ARCs will serve as operating units where land distribution and support services delivery will be synchronized and integrated. Interventions provided to the ARCs will redound to increased farm production, improved household incomes and promotion of sustainable development for some five million farmer-beneficiaries covered by two million hectares of agricultural lands.

The DAR is assisted in the implementation of CARP by 11 national agencies - the Department of Agriculture (DA), Department of Environment and Natural Resources (DENR), Department of Trade and Industry (DTI), Land Bank of the Philippines (LBP), Department of Public Works and Highways (DPWH), National Irrigation Administration (NIA), Land Registration Authority (LRA), National Economic and Development Authority (NEDA), Department of Budget and Management (DBM) and Department of Labor and Employment (DOLE) - and by local government agencies, non-government organizations (NGOs) and people's organizations (POs). It has 13 regional offices, 76 provincial offices and 1,455 municipal offices staffed by 14,354 personnel.

## 1.1 Institutional Developments

Institution-building efforts in the sector for the five years under review yielded a number of developments.

DAR Women-in-Development (WID) focal points were established at the national to the municipal levels, to ensure the implementation of the Department's WID Plan.

The DAR Ladies Association (DARLA) was set up at the national, regional and provincial levels, to serve as support system for the WID focal points.

The post of WID focal point chairperson was elevated to the rank of undersecretary, regional director and provincial agrarian reform officer for the national, regional and provincial mechanisms, respectively.

Regional DARLA chapters affiliated with Women in Government Service (WINGS) to build alliances with other organizations addressing gender concerns.

Finally, DAR initiated the generation of gender-specific data through in-house research, to find out how women are faring in the agrarian reform sector and how they are benefitting from CARP.

## 1.2 Policy Developments

Policies and guidelines to implement RA 7192 within the context of CARP were developed. Among them are:

- (a) The issuance of a memorandum circular in 1992 defining the framework of and standard operating procedures for a CARP implementation plan that is free of gender bias.
- (b) Issuance of Administrative Order No. 2 in 1993 addressing the issue of equal access of the spouses to land ownership in CARP lands and availment of opportunities to/for production and employment support systems. Specifically, the order states: "The farmworkers who are husband and wife may be entitled to three (3) hectares each provided that their vested rights to the land have been duly established. A separate Certificate of Land Ownership Award (CLOA) shall be issued to each spouse."
- (c) Adoption of a policy that makes gender sensitivity/responsiveness one of the elements of a viable ARC. The DAR's Program Beneficiaries Development Units developed the ARC Strategic Development Intervention Framework detailing the gender-based organizing and development process. Training programs for Development Facilitators were reviewed and improved to integrate a gender-and-development module. Key indicators -- e.g., the number of women CLOA holders, women's involvement in farmers' organizations -- were also identified which were incorporated in the monitoring and recording system of the Department.

### **1.3 Program/Project Developments**

Programs and projects were implemented under the following categories:

#### **1.3.1 Gender Consciousness-Raising and Advocacy**

Among the activities in this area were the holding of gender sensitivity fora for rural women, the participation of WID focal points members and DAR officials in consultations on gender sensitivity/ responsiveness, and the holding of interagency celebrations in recognition of the role of women in society.

#### **1.3.2 Capability-Building**

Courses for trainers in gender sensitivity and gender-responsive planning were conducted, with a view to conducting similar training, not only for other WID focal points, but also for the women beneficiaries of agrarian reform, to help them identify concerns which need to be addressed at their level.

Consultations and workshops were also held on gender issues identification, gender-responsive planning and the incorporation of these two concerns into the CARP.

Workshops to plan and assess the agrarian sector's women program were held, one output of which was a list of proposed gender-based indicators which can be incorporated into the agency's management and information system.

Under the Food and Agriculture Organization-United Nations Fund for Population Activities (FAO-UNFPA) Population and Development Project, the following were undertaken: training curriculum and information-education-communication (IEC) development, process documentation, and platform skills development to ensure effective handling of the training of facilitators and beneficiaries.

A module on women and development was included in the Agrarian Reform Community Organization and Development Course II (ARCOD) for development facilitators. The module is focused mainly on women's role in development and in the implementation of CARP.

#### **1.3.3 Gender and Development Research**

Various materials were developed and disseminated to DAR personnel which include:

- (a) Statistical Handbook on the Status of Women in the Agrarian Reform Sector, Vol. 1;
- (b) Clarificatory Papers on Executive Order (EO) 348 and RA 7192;
- (c) Proposed Framework to Operationalize RA 7192 Within the Context of CARP; and

(d) Proposed Theoretical and Operational Framework for Gender Integration in CARP 2000: Medium-Term Development Plan 1993 to 1998.

An ongoing research project is "Gender Sensivity Analysis of WID Focal Point Level of Awareness on Women Issues and Concerns in CARP", a benchmark study on the level of awareness on women/gender and development (WID/GAD) perspectives.

### 1.3.4 Livelihood and Enterprise Development

In specific CARP areas, women have started income-generating projects with funding assistance from the Agrarian Reform Fund and DARLA.

In three regions, DARLA multi-purpose cooperatives and canteens were established to service DAR employees and rural women's organizations which are non-bankable. For rural women's livelihood and enterprise development projects, DAR allocated ₱650,000 in 1993 and ₱2.443 million in 1994.

The process of institution-building to mainstream women/gender concerns within DAR has been a tedious one. With their dismally low awareness of the issues involved, employees from top management to field level did not know where and how to start making gender considerations integral to CARP. Management support has been limited.

Mechanisms like the WID focal points and DARLA, which are envisioned to facilitate such integration, do not have clearly delineated goals and functions, adding to the confusion. Neither have the policies formulated been adequate to provide direction. The provisions of RA 6657, otherwise known as the Comprehensive Agrarian Reform Law, on WID/GAD concerns, as cited in Chapter X, Section 40, have not been implemented.

Overall, there is a need to improve existing policies and formulate new ones to make CARP more gender-sensitive and responsive.

In terms of programs and projects identified in the PDPW for implementation between 1989 and 1992, the following were only sporadically started: mobilization of rural women for participation in agrarian reform, organization and strengthening of women's groups in support of agrarian reform, strengthening of community-based support facilities and systems, promotion of off-farm employment opportunities, intensification of IEC on CARP, strengthening of training programs and creation of appropriate monitoring and implementing mechanisms. Efforts have not been systematic due to the absence of a common framework on how to mainstream WID/GAD concerns in CARP.

Notwithstanding the above situation, however, regional and provincial offices did start evolving their own policies, mechanisms, programs and projects to see to it that gender concerns are not overlooked in the agrarian

reform program. A core of WID/GAD advocates now exist at various department levels which can take the lead in WID/GAD mainstreaming. Lessons learned and systems that have been put in place are springboards for future initiatives.

#### 1.4 Issues and Concerns

Reversing the disadvantaged status of women and their marginalization, subordination and inability to fully take part in the development process, remains a major challenge in the agrarian reform effort.

Studies conducted in 1993 by the DAR's Policy Strategic Research Service (PSRS) reveal the low participation and representation of women beneficiaries in the CARP's implementation.

- (a) Only 18 percent of the 28,455 beneficiaries issued with individual CLOAs in 1992 are women. Of the 270,096 Emancipation Patents (EPs) issued, only 11.15 percent are registered in the name of women beneficiaries. In terms of land size, however, the average farmlot awarded to men differed only slightly from that given to women.
- (b) Women have dismal representation in advisory or decision-making bodies like the Presidential Agrarian Reform Council (PARC), Provincial Agrarian Reform Coordinating Committee (PARCCOM), Barangay Agrarian Reform Committee (BARC) and Provincial CARP Implementing Team (PCIT) -- two women (9 percent) out of 23 PARC members; 14 women (6 percent) out of the 225 members of 31 operational PARCCOMs; 3,552 women (18 percent) out of the 19,337 members of 1,445 operational BARCs in 13 provinces; and 30 women (16 percent) out of the 156 members of 12 functional PCITs.
- (c) In the farmers' Agrarian Reform Volunteer Organization (ARVO), which has a total membership of 175 in five provinces, only two (6 percent) are women volunteers. It is in the Farmers Cooperative Development Exchange Program (FCDEP), which covers 115 cooperatives, that women's participation is much better -- 2,558 women (40 percent) out of a total membership of 6,379.

WID/GAD perspectives have not been well-appreciated by agrarian reform agents as essential to fully achieving the social justice and development objectives of CARP. Specific needs that must be addressed for the period 1995-2025 are the following:

- (a) The need to review and develop new agrarian reform policies and guidelines to ensure that women have equal access to and control of CARP resources and benefits. Data required for the task include:
  - Number, tenurial status and location of women beneficiaries;
  - Level of awareness of women beneficiaries of CARP on the Program, particularly on their rights and roles;

- Level of representation of women in PARC, PARCCOM, BARC, PCIT and other planning and decision-making bodies; and
  - Number of women participants and beneficiaries involved in AR implementation.
- (b) The need to enhance knowledge, skills and attitudes on WID/GAD concerns among CARP implementors/agents as well as beneficiaries. Major areas to look into are:
- strengthening the capability of managers and field implementors in integrating WID/GAD concerns in ARC development;
  - formation and development of agrarian reform beneficiaries' organizations;
  - massive dissemination of information on WID/GAD issues and concerns on CARP, e.g., empirical studies of women in CARP; and
  - ladderized GAD training program.
- (c) The need to institutionalize a gender-responsive planning, monitoring and evaluation in CARP, mainly through:
- Research to establish baseline data on women's roles, participation and status both as agrarian reform agents and as beneficiaries;
  - Establishment of a comprehensive gender-based indicator and data system for integration in the DAR's management and information system; and
  - Establishment of a gender-responsive planning, monitoring and evaluation system on CARP.
- (d) The need to enhance the political will of top management at the national, regional and provincial levels in carrying out WID/GAD objectives.
- (e) The need to modify the mobilization of financial and human resources, both local and foreign, for the integration of WID/GAD concerns in CARP.
- (f) The need to strengthen linkages and networking between government, non-governmental groups and people's organizations in working for GAD concerns.
- (g) The need to eradicate stereotypical perceptions, attitudes and practices which hinder women's full participation in and enjoyment of development.



- (h) The need to enhance women's role as CARP agents by improving their representation in decision-making positions, and affording them equal access to promotion and to scholarship and training opportunities.
- (i) The need to establish coping mechanisms to help employees, especially women, with child care problems, and for awareness-raising on more equitable sharing of household responsibilities between the sexes.

## **2. GOALS AND OBJECTIVES**

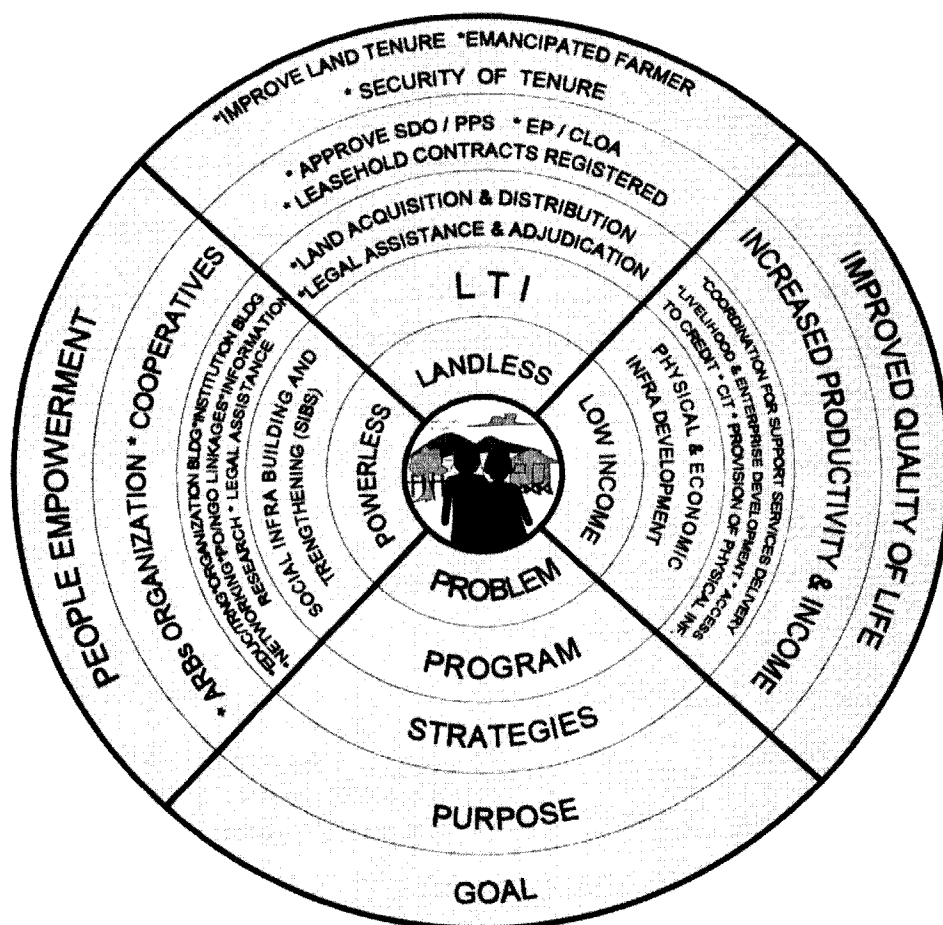
Consistent with the CARP goals of increasing farm production, improving household income and promoting sustainable agro-industrial development in the countryside, the Philippine Plan for Gender-Responsive Development (PPGD) agrarian reform sector's primary objective is to ensure the full participation of women and men agrarian reform beneficiaries in agrarian reform implementation and development and for them to have equal access and control of CARP benefits and resources. Specifically, it aims to:

- (a) Strengthen the institutional arrangements and mechanisms that would provide equal opportunities to men and women in implementing agrarian development;
- (b) Mainstream gender issues and concerns in CARP policies, program/project development, planning, monitoring and evaluation systems;
- (c) Enhance knowledge, skills and attitudes (KSA) on gender and development concerns among planners, policy-makers, program implementors and beneficiaries;
- (d) Organize and strengthen community-based organizations in agrarian reform communities geared towards gender-responsive development;
- (e) Develop linkages and alliances with GOs, NGOs and POs to sustain gender-responsiveness in the programs and projects of community-based organizations in ARCs and agrarian reform players; and
- (f) Provide appropriate financial support for gender-sensitive programs and projects of agrarian reform beneficiaries and players.

## **3. POLICIES AND STRATEGIES**

The agrarian sector's strategic interventions in the ARCs are envisioned to result in: a) improved tenurial status of landless farmers and farmworkers; b) organized and self-determining farmers and farmworkers who practice participatory decision-making and collective action, are active in local governance and are affiliated with higher organizations; c) physical infrastructure and other economic services; d) increased agricultural

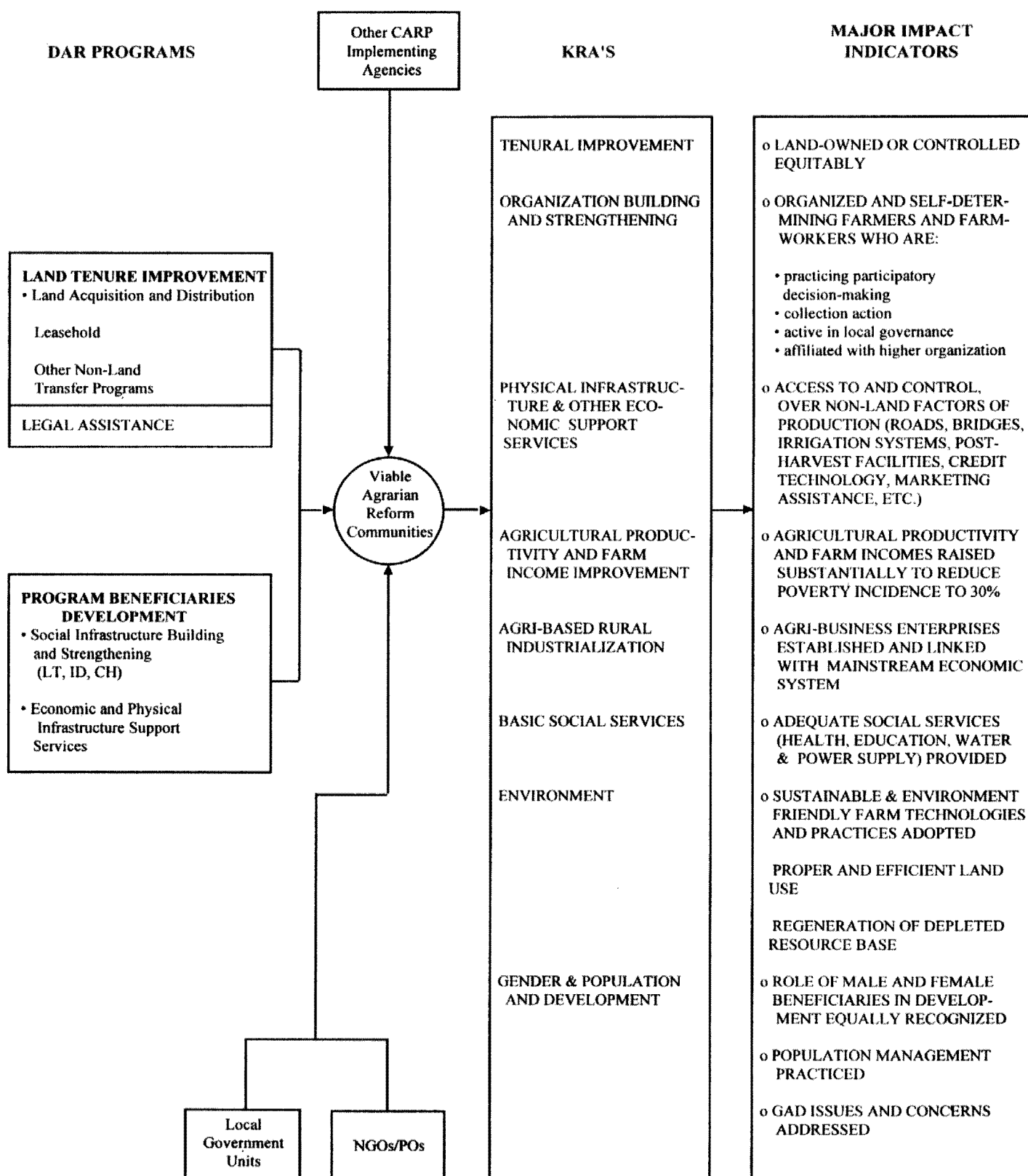
productivity and farm incomes significant enough to reduce poverty incidence by 30 percent; e) agri-based rural industrialization where rural enterprises are mainstreamed to key production centers in the province and region; f) effective and efficient delivery of basic services; g) balanced ecosystem development; and h) enhanced sensitivity to gender issues and concerns. (Please refer to Figure 12.1 for the LTI-PBD Framework and Figure 12.2 for the ARC Framework).



**Figure 12.1**  
LTI-PBD Framework

In line with the DAR's Gender and Development Strategy Framework (Figure 12.3) in mainstreaming GAD in CARP through the ARCs, the following policies and strategies shall be adopted:

**Figure 12.2**  
ARC Framework



### **3.1 Creation and Strengthening of Institutional Arrangements and Mechanisms for GAD Mainstreaming in the Sector**

- (a) A primary task shall be to institutionalize gender-responsive planning, and to monitor and evaluate the implementation of the agrarian reform program for possible gender bias.
- (b) The network of GAD Focal Points shall be strengthened at various levels to provide overall direction and to synchronize the implementation of the GAD Program.
- (c) In collaboration with the GAD focal points, the DAR Ladies Association which is an autonomous organization shall continue to work for the advancement of women employees.
- (d) Networking and alliance-building with GOs, NGOs and POs in mainstreaming WID/GAD in CARP shall likewise be strengthened.
- (e) Research studies shall be conducted to establish baseline data on women's role and status.
- (f) A comprehensive set of gender-based indicators shall be developed for incorporation into the DAR's management information system.

### **3.2 Mainstreaming of GAD Concerns in CARP Policies and Systems**

- (a) GAD programs shall be made a part of CARP short and medium term plans on land tenure improvement and beneficiaries development to ensure provision of equal access to and control of CARP resources among male and female agrarian reform agents and beneficiaries.
- (b) The provisions of RA 6657 (Chapter X, Section 40) on WID/GAD concerns, as well as corresponding policies and guidelines which were not implemented, shall be reviewed and amended as necessary, to eliminate gender biases and ensure the operationalization of the provisions/policies/guidelines.
- (c) Researches to be undertaken by the DAR and other CARP implementing agencies shall consider the status, roles, level of participation of women in the various components of CARP, and other gender issues affecting women AR players and beneficiaries, for sound planning and decision-making.
- (d) The gender-based indicators initially developed by the Management Information Service shall be reviewed and improved to capture the level of responses of the agrarian sector to GAD issues and concerns. The indicators shall be assessed and updated periodically to integrate new and appropriate indicators that would guarantee the continuity of the efforts in establishing women's equal role, status and participation with men in agrarian development and reform.
- (e) A standardized gender-responsive planning, monitoring and evaluation system shall be adopted and refined periodically.

- (f) The DAR's project development process and system shall be reviewed to determine the appropriateness and gender sensitivity of project packages.

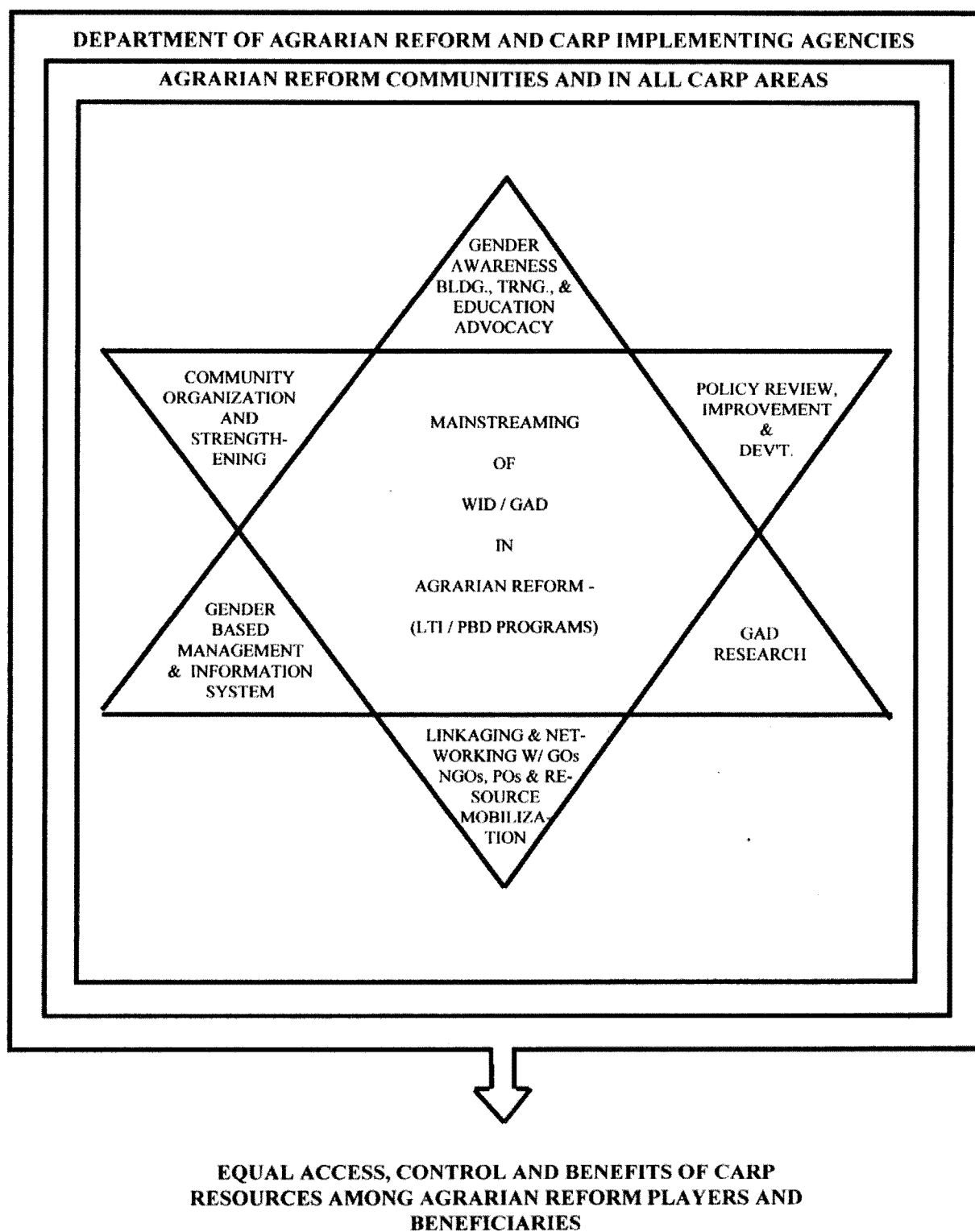
### **3.3 Enhancement of Knowledge, Skills, and Attitudes on GAD Concerns among Agrarian Reform Implementors and Beneficiaries**

- (a) A ladderized GAD training program for AR implementors/agents and beneficiaries shall be developed.
- (b) Training for middle managers shall be conducted to enhance their knowledge, skills and attitudes on GAD for effective implementation of CARP.
- (c) Documentary films and slides shall be produced to showcase the involvement of women agents/ beneficiaries in agrarian reform.
- (d) Trainers' and facilitators' training shall be conducted to enhance the knowledge, skills and attitudes of agrarian reform implementors and beneficiaries regarding GAD.
- (e) The dissemination of information on updated policies and guidelines, geared towards making female and male beneficiaries aware of their rights and obligations under CARP, shall be improved/intensified.
- (f) Training modules and IEC materials shall be developed and updated to keep agrarian reform implementors and beneficiaries abreast with the latest GAD concerns on CARP.
- (g) Orientation training on the installation of the gender-responsive planning, monitoring and evaluation system as part of the CARP management information system(MIS), shall be conducted.
- (h) Agrarian reform agents and beneficiaries shall be encouraged to exchange ideas and knowledge gained about GAD, through study tours and field visits in AR model communities and projects.

### **3.4 Organization and Strengthening of Community-Based Organizations in ARCs**

- (a) Female beneficiaries shall be encouraged and assisted to become more involved in various community-based organizations in the ARCs.
- (b) Gender analysis, gender-responsive planning and other GAD tools shall be utilized as an integral part of community organizing and development.
- (c) Advocacy for the equal representation of women in policy and decision-making and management bodies in CARP shall be undertaken.
- (d) Both female and male leaders shall be equally involved in common training and exposure programs to enhance their technical and managerial skills in running organizations and business operations.
- (e) Advocacy for the development/incorporation of gender-responsive policies and systems in the manual of operations of community-based organizations shall be pursued.

**Figure 12.3**  
Gender and Development Strategic Framework



**3.5. Build Linkages and Alliances with GOs, NGOs and POs**

(f) Measures shall be adopted to ensure equal access to and control of resources and benefits of the female and male beneficiaries of ARCs.

(a) Partnership among GOs, NGOs and POs in the implementation of GAD projects shall be encouraged, to sustain the viability of community-based organizations in ARCs and enhance the knowledge, skills and attitudes of agrarian reform players.

(b) Community-based organizations shall be encouraged to affiliate with higher level organizations or other women's organizations at the regional, provincial and municipal levels for greater viability and sustainability.

**3.6. Resource Mobilization for Gender-Responsive Programs and Projects**

(a) GAD programs shall be made an integral part of the DAR's regular programs and be provided with the necessary budget allocation.

(b) GAD project packages shall be developed for funding by local and foreign donors.

(c) The mobilization of resources for GAD programs and projects at the regional and provincial levels shall be encouraged.

#### **4. PROGRAMS AND PROJECTS**

In operationalizing the GAD plan, specific programs and projects have been identified to ensure achievement of agrarian sector's goals and objectives. However, the implementation of the Land Tenure Improvement Program and the Program for Beneficiaries Development will have to be undertaken in collaboration with CARP line agencies including the DA, DENR, DTI, LBP, DPWH, NIA, DOLE, LRA, NEDA and DBM. (Please refer to Table 12.1 for the summary of programs and projects).

#### **5. TARGETS**

The implementation of the GAD plan to promote gender-responsive development in ARCs will be undertaken within the plan period. The strategic focus shall be on the remaining issues identified by the agrarian sector. The partnership of male and female agrarian reform agents and beneficiaries to accelerate CARP implementation in the ARCs shall be a concerted effort within DAR and among other CARP implementing agencies, as well as NGOs and POs.

The 10-year implementation period of CARP will end by 1998. However, efforts initiated by the agrarian sector towards gender-responsive development in the ARCs will definitely go beyond this period. The target beneficiaries of the GAD Plan will be about five million agrarian reform beneficiaries and in the remaining two million agricultural lands to be distributed in the ARCs.

**Table 12.1**  
Major Programs and Projects (1995-2025)

PROGRAMS/PROJECTS	DESCRIPTION/OBJECTIVES	LOCATION	TIME FRAME	LEAD UNIT/ OFFICE IN-CHARGE
<p>A. Land Tenure Improvement (LTI) Program (both for land transfer and non-land transfer schemes)</p> <p>1. Land Acquisition and Distribution</p> <p>2. Agrarian Legal Assistance</p>	<p>Installation of appropriate mechanisms/systems to ensure equal access, control and benefits of farmer farmworkers (men and women) to lands covered by CARP, and that there are no gender biases and discrimination therein. This Program will be implemented with DENR, ROD and LBP. Specifically, the program shall:</p> <p>a) Review, improve and develop CARP policies/guidelines in relation to acquisition of land, e.g., holders of Certificate of Land Ownership Awards (CLOA), Emancipation Patents (EP), and Leasehold Contracts (LC) and as beneficiary of stock distribution option and production-profit sharing schemes and in the settlement of agrarian disputes/cases;</p> <p>b) Encourage participation and representation of women beneficiaries in various LTI activities, e.g., formulation of CARP-LTI operational plans, identification of qualified beneficiaries, negotiation with landowners, settlement of agrarian conflicts, etc.;</p> <p>c) Review and develop LTI gender-based indicators for integration in the MIS of CARP;</p> <p>d) Refine and standardize a gender-based LTI planning, monitoring and evaluation system.</p>	Regions I-XII, and CAR	continuing	<p>Field Operations Group (FOG), Bureau of Land Acquisition (BLAD), Bureau of Agrarian Legal Assistance (BALA), Policy Strategic Research Service (PSRS), Management Information Service (MIS), and WID Focal Points</p> <p>- ROD for registration of titles (EP/CLOA)</p> <p>- DENR for approval of survey results</p> <p>- LBP for valuation and payment of lands to landowners and collection of land amortization from ARBS</p>



PROGRAMS/PROJECTS	DESCRIPTION/OBJECTIVES	LOCATION	TIME FRAME	LEAD UNIT/ OFFICE IN-CHARGE
<p>B. Program Beneficiaries Development (PBD)</p> <p>I. Social Infrastructure Building and Strengthening</p> <ul style="list-style-type: none"> <li>o Institutional Development</li> <li>o Training and Education</li> <li>o Project Development and Management</li> </ul>	<p>Installation of appropriate systems/mechanisms to ensure equal access, control and benefits for both male and female AR beneficiaries and players of CARP resources focusing on the ARC. This will be implemented with other line agencies such as: DA, DENR, DTI, LBP, DPWH, NIA, DOLE. Specifically, the program shall:</p> <p>a) Integrate GAD concerns in the CARP short and medium term plans, on PBD, e.g., in the PARC documents, overall CARP strategy on Operational and Financial Plan, PARDPs, ARC Strategic Development Intervention Framework and ARC Development plan;</p> <p>b) Institutionalize gender-responsive planning, monitoring and evaluation system;</p> <p>c) Enhance the KSA on GAD concerns among AR players and beneficiaries through conduct of ladderized trainings, dissemination of information on laws, updated policies and guidelines to enhance their technical and managerial skills;</p>	Regions I-XII and CAR where ARCS are implemented	continuing	<p>Bureau of Agrarian Reform Information and Education (BARIE)</p> <p>Project Development and Management Service (PDMS)</p> <p>Special Concern Service (SCS)</p> <p>Policy Planning Office (PPO), MIS and WID Focal Points</p> <p>DA for the agricultural productivity and rural industrialization component</p> <p>DENR for the development of upland farms</p> <p>DTI for the marketing linkages</p> <p>Non-Government Organizations</p> <p>People's Organizations</p> <p>LBP, for credit accessing of FB</p>

PROGRAMS/PROJECTS	DESCRIPTION/OBJECTIVES	LOCATION	TIME FRAME	LEAD UNIT/ OFFICE IN-CHARGE
2. Economic and Physical potable Infrastructure Support System (ECOPISS)	<p>d) Organize and strengthen community-based organizations in ARCs by involving female beneficiaries in community organization, use of gender analysis, gender-responsive planning and GAD tools, development of manual of operations with gender-responsive policies and systems;</p> <p>e) Mobilization of resources for non-gender biased programs and projects;</p> <p>f) Build linkages and alliances with GOs, NGOs and POs</p> <p>Provision of economic and physical infrastructure support facilities which will facilitate women's full participation in and enjoyment of development, e.g.:</p> <p>a) installation of potable water supply systems, irrigation, road networks, health centers, etc.</p> <p>b) development of income-generating projects</p>		continuing	<p>DOLE for the organization and strengthening of ARBs in plantation-based areas</p> <p>DPWH for the construction of water supply and road networks</p> <p>NIA for irrigation system construction and rehabilitation</p>
C. Communication Development Support Program	GAD awareness building and advocacy shall be the focus of this program. It shall utilize prints and other media facilities to disseminate updates on GAD concerns, policies, guidelines and documentary events/stories on women's participation in CARP.	Central Office, Region I to XII and CAR	continuing	

PROGRAMS/PROJECTS	DESCRIPTION/OBJECTIVES	LOCATION	TIME FRAME	LEAD UNIT/ OFFICE IN-CHARGE
	Holding of fora, consultation-dialogues and symposia to enhance awareness of AR players and beneficiaries on differential and equal gender roles and rights in CARP are avenues for advocacy of the program. This will also highlight women's contribution as partners in AR development.			Public Affairs Staff (PAS) BARIE and WID focal points non-government organizations
D. Gender and Development Research Program	In-house and commissioned researches documenting women's status, roles and participation as partners in AR development. The studies shall provide input for policy formulation, development of GAD programs and projects and allocation of financial resources.	In selected ARCS in Regions I-XII and CAR		PSRS, BARBD and BARIE non-government organization
E. Gender-based Management Information	A gender-responsive data management system highlighting gender-based indicators in CARP. This monitoring and recording system will help situate the status of AR beneficiaries by gender and per programs/projects in CARP.  Data generated shall provide an objective basis for policy formulation, development and strengthening of programs and projects, and fund allocation. It will also provide indication on the level of responses of the Sector on GAD concerns affecting AR players and beneficiaries.	Central Office, Regions I-XII and CAR		MIS, PPO in collaboration with WID focal points and NCRFW CARP implementing agencies

# ENVIRONMENT AND NATURAL RESOURCES MANAGEMENT

## 1. OVERVIEW

The Philippine Strategy for Sustainable Development (PSSD) was formulated and adopted by the government in 1989 in response to the urgent need to address the twin concerns of rapid depletion of natural resources and deterioration of the environment, and the need for economic recovery and growth.

Sustainable development views environmental protection and the proper utilization and development of natural resources as compatible with economic growth — the needs of the present generation can be met without prejudicing the needs of future generations. Its basic principles are anchored on the following: a) development conservation and maintenance of natural resources; b) promotion of environmental education and integration of environmental concerns in decision-making; c) proper pricing of natural resources; d) property rights reform; e) control of population growth and development of human resources; f) inducing growth in the rural areas; and g) strengthening of citizens' participation.

The principles laid down in the PSSD have been integrated into the Medium-Term Philippine Development Plan (MTPDP), 1993-1998. Since women play a very important and pivotal role in this strategy, this sector of the Philippine Plan for Gender-Responsive Development (PPGD) is concerned with defining and enhancing the participation of women in the promotion of the PSSD and ensuring that women equally benefit from and enjoy the fruits of development, with men, in the Environment and Natural Resources (ENR) sector.

### 1.1 Sectoral Developments

Within the broad framework of the Philippine Development Plan for Women (PDPW), 1989-1992, and Republic Act 7192 otherwise known as the Women in Development and Nation-Building Act, the ENR sector, for the period 1989-1994, was able to lay the groundwork for systematically addressing the issues and concerns confronting women.

#### 1.1.1 Institutional Developments

At the institutional level, the Department of Environment and Natural Resources (DENR) -- the primary agency mandated by government to oversee the national use, development, renewal and conservation of the country's natural resources, as well as the protection and proper management of the environment -- created in 1989 the Technical Working Committee on Women (TWCW) in the central office

as well as in six staff bureaus and four regions. This Committee, which served as the DENR Women in Development (WID) Focal Point, was tasked to ensure that the policies, programs and projects of the agency respond to the needs and interests of its women clients/beneficiaries as well as its employees. In 1992, the TWCW was reconstituted and strengthened through the conduct of a series of gender sensitivity and gender-responsive planning orientations/training activities attended by the focal point members, among others.

In 1994, a mechanism was put in place to further facilitate the mainstreaming and institutionalization of gender concerns in the DENR. This is the formation of different committees and sub-committees, at the central and regional offices/staff bureaus, respectively, that address the following concerns: a) policy and planning; b) information, education and communication (IEC); c) research and database; d) training; and e) support systems.

Another development was the creation of a Women and Ecology Group in 1993 by the National Commission on the Role of Filipino Women (NCRFW) with funding assistance from the German Government. The group, which consisted mainly of women experts in the field from the non-government and government sectors, was tasked to address issues on women and the environment through concrete policy recommendations and programs which can be institutionalized within a government agency, particularly the DENR.

In response to the issues/concerns raised by the women of DENR, specifically on the lack of support system for parents with child-care problems during office hours, the agency set up a day care center at the central office. A similar facility has been established in one of the staff bureaus of the agency, while plans for the institutionalization of this service on a national scale are underway.

### **1.1.2 Policy Developments**

At the policy level, a significant development is the reformulation of the policy on the issuance of Certificates of Stewardship Contracts (CSCs) to include women beneficiaries/awardees instead of limiting the issuance of CSCs to household heads, which had traditionally always meant the males.

Through DENR Administrative Order No. 4 (series of 1991), both spouses can now be awarded CSCs. Aside from granting security of land tenure for 25 years, this policy innovation also gives women access to training programs heretofore open only to men.

Similarly, in the land management sub-sector, gender bias against married women in the acquisition of public lands through homestead is expected to be eliminated as marital consent will no longer be necessary in the processing and disposition of public lands, once the proposed Land Code of the Philippines is passed.

As a result of in-depth studies conducted by the Women and Ecology Group, President Fidel V. Ramos issued a directive in March 1994 mandating the DENR

to review the outputs of the Group and work closely with the NCRFW to determine how women's participation in environmental management and ecology programs and projects of government, particularly the DENR, can be enhanced.

### **1.1.3 Program/Project Developments**

To concretize identified responses to women's gender concerns/issues in the sector, the following programs/projects were implemented:

1.1.3.1 Holding of a series of training sessions/fora (including trainors' training) on gender sensitivity and gender-responsive planning among key officials/staff (e.g. decision-makers, planners, program/project managers/implementors, trainors, statisticians and WID Focal Points members) of the DENR central office as well as its bureaus and some regional offices.

1.1.3.2 In-depth studies by the NCRFW-GTZ- sponsored Women and Ecology Group which resulted in the following project outputs:

- (a) policy recommendations on: the integration of gender consciousness into environmental concerns, review and modification of laws and regulations for gender-responsiveness, establishment of mechanisms to ensure proportionate representation of women in natural resources management governing bodies, and ensuring compliance to directives for gender-responsiveness;
- (b) appropriate recommendations on enhancing women's participation in ENR management, as reflected in: a case study on freshwater lake ecosystem, a gender framework for conservation and resource management, and a guidebook for the planning/review/evaluation of ENR programs and projects;

1.1.3.3 Compilation of sex-disaggregated data on DENR personnel, including the various committees and board, and initial processing of information on DENR's permittees, licensees, clientele and beneficiaries.

1.1.3.4 Research studies on women's situation and participation/role in community forestry, mangrove conservation and management, and rattan and bamboo production projects.

1.1.3.5 Gender and development studies which are built-in components of the following programs/projects:

- (a) Comprehensive Agrarian Reform Program - Integrated Social Forestry Program - Research & Development (CARP-ISF-R&D) Program
- (b) Reforestation R&D Program
- (c) Sustainability assessment of livelihood projects within the CARP-ISF areas

- (d) DENR-Caltex-ISEM project on multi-purpose tree species, wood use and farming systems research; and

1.1.3.6 Organization of special celebrations/activities to gather women (and men) for gender-awareness raising and to serve as means to achieve tighter bonding between DENR women employees and male advocates of gender equality:

- (a) Holding of an agency-wide activity dubbed as “Araw ng Kababaihan” in December which included free health services for women, environment seminars, etc.
- (b) Participation in the national celebration of Women’s Day every March 8
- (c) Holding of the regular Friday Women’s Forum that tackled a range of issues from health, sexuality and livelihood projects to ecofeminism.

As mentioned, the ENR sector was able to lay the groundwork for systematically addressing women’s gender issues/concerns. The various institutional, policy and program/project initiatives contributed to the recognition and expansion of the role of women in development and laid the groundwork for according them a fair share of the benefits from the utilization of natural resources during the period under review.

However, so much more need to be done in terms of implementing the policy thrusts, strategies, programs and projects embodied in the PDPW to ensure women’s full participation and enjoyment of the benefits to be derived from ENR utilization, management and development. A number of issues and concerns remain to be resolved.

## 1.2 Sectoral Gender Issues and Concerns

### 1.2.1 Unavailability of gender-specific data

A continuing concern is the lack of gender-specific data and other socio-economic information on women’s actual involvement in development activities. While some effort has been made to address this concern, gender-based information is still fragmented and not easily available. Gender-specific data on ENR management and development, especially on implementors/agents and beneficiaries, are not routinely or regularly collected and compiled whether by the government or the private sector.

### 1.2.2 Need to integrate gender concerns in ENR policies, plans and programs

While the policies, strategies and programs being pursued by the ENR sector, in line with the principles embodied in the PSSD, have a decidedly populist bent and have great potential for improving the conditions and position of women in the sector, this potential has not been recognized because gender and development (GAD) has not been considered as a singular specific agenda to be addressed and integrated into the whole cycle of ENR development planning (including programming, implementation, monitoring and evaluation). There is a pressing

need therefore to: a) enhance the political will of top management to implement gender-responsive planning and decision-making in the sector; and b) strengthen capability (awareness and skills) of planners, managers, and implementors in integrating WID/GAD concerns in ENR management and development.

### **1.2.3 Need to enhance the level of awareness on WID/GAD concerns among ENR development agents and beneficiaries**

WID/GAD awareness remains at a seminal stage in ENR development agencies, particularly the DENR. The fact that plans and programs have been designed without regard to the gender dimension is a reflection of the lack of awareness and understanding of the emerging specialized issues of WID/GAD. Likewise, the same low level of consciousness has been noted among the DENR's program beneficiaries which hamper the effective integration of WID/GAD in the key components of the agency's programs. There is a continuing need to embark on a massive information, education and communication campaign on WID/GAD issues among development agents as well as beneficiaries in the ENR sector. Moreover, efforts to encourage and motivate women to actively participate in ENR-related programs and activities need to be strengthened.

### **1.2.4 Limited participation of women in ENR development and management**

Traditional career choices limit women's participation in natural resources-related occupations, particularly in forestry, mining and geodetic engineering. Most often, the type of work given to women in these professions is generally limited to office/paper work and "safe" field assignments due to protective superiors and husbands, and the lack of women's empowerment.

A look at the number of employed persons by minor occupation groups and sex in the third quarter of 1989 (NSO, 1990) reflects the low participation of women in the following occupations: forestry workers (11.4 percent); fishers, hunters and related workers (5.6 percent); miners, quarry workers, well drillers and related workers (13.7 percent); metal processors (3.5 percent); wood preparation workers and paper makers (9.1 percent) and stone cutters and carvers (22.2 percent). Data from the (NSO) 1994 labor force survey show that women comprised 25.8 percent of agricultural, animal husbandry and forestry workers, fishers and hunters, 58.0 percent of whom were unpaid family workers. (See Table 13.1)

Women in the ENR sector are constantly seen in the limited context of implementing forestry-related programs focusing on special activities such as nursery establishment in reforestation. There is a need to expand women's participation in ENR programs and projects, particularly as these affect their roles as: a) heads of households who might benefit from forestry-related programs; b) entrepreneurs in forestry-related occupations needing assistance and extension services; c) technical workers and researchers especially in the private sector, and as supervisors and managers in both private and public sectors in ENR development and management.



**Table 13.1**

Percentage Distribution of Employed Persons By Minor Occupation Groups and Sex, 1989

	Female (%)	Male (%)
Forestry workers	11.4	88.6
Fishers, hunters and related workers	5.6	94.4
Miners, quarry workers, well drillers and related workers	13.7	86.3
Metal processors	3.5	96.5
Wood preparation workers and paper makers	9.1	90.9
Stone cutters and carvers	22.2	77.8

In the DENR, the institution that is tasked with operationalizing and making possible the pursuit of the policy of sustainable development in ENR, women's participation in decision-making, as measured by their share of top/executive positions in the agency, continues to be limited. Only two percent of the total number of career positions (undersecretaries, assistant secretaries, directors and assistant directors) at the central office including its six bureaus are occupied by women. At the field level where the delivery of DENR's frontline services are concentrated and where 80 percent of the agency's human resources are assigned, field managers (regional executive directors, regional technical directors, provincial environment and natural resources officers, and community environment and natural resources officers) are overwhelmingly males, as could be gleaned from the following data: all male REDS (14); two women RTDs out of a total of 74; one woman PENRO out of a total of 75; and two women CENROs out of a total of 178 (DENR, 1995).

#### **1.2.5 Poor living conditions of women and their families in upland/forest/mining/coastal communities**

The lack of outreach/basic services for upland dwellers continues to contribute to the poor living conditions of women and their families. Women are the ones mostly affected by this as they are left to address basic needs such as family health care, education, water and sanitation. Women and children, particularly those in small mining communities, are also exposed to health hazards because of their involvement in amalgamation work (the process of extracting gold from ores using mercury).

#### **1.2.6 Lack of recognition of the role of women and indigenous cultural communities in the maintenance of a balanced ecosystem**

Since time immemorial, women and indigenous cultural communities have been known to take part in the maintenance of the ecosystem. Corollarily, they are especially affected by the deterioration of the environment. There is a need

therefore to harness women and indigenous groups as active agents in the preservation of the environment: as advocates supporting programs for environmental maintenance, as vigilant groups against polluters, as educators (mothers and teachers) advocating values on conservation/development of natural resources and preservation of the environment, or as agents of technology generation for environmental sustainability. There is also a need for women to understand the effects of their action on the environment. As fuel gatherers in the rural areas, women, to a limited extent, contribute to forest denudation. As consumers/decision-makers in charge of domestic consumption, women lack awareness of how the products they purchase for home consumption such as detergents, aerosol sprays and plastic/styrofoam and similar non-degradable materials exacerbate the destruction of the atmosphere, waterways and the pollution problem. Similarly, women media practitioners and celebrities consciously or unconsciously help promote products which have negative environmental effects.

## 2. GOALS AND OBJECTIVES

Consistent with the principles laid down in the PSSD and Philippines 2000, this sector of the PPGD shall be directed towards ensuring the full participation of women in the promotion of sustainable development and that women equally enjoy and benefit from the fruits of ENR development and management.

More specifically, the following objectives shall be pursued:

- (a) To institutionalize the mainstreaming of gender concerns in the whole cycle of ENR development planning, including implementation, monitoring and evaluation.
- (b) To promote and enhance the participation of women, both as agents and beneficiaries, in the development and management of natural resources and in the maintenance of a quality environment.
- (c) To ensure women's enjoyment of their equitable share of benefits from sustainable resource use and quality environment.
- (d) To improve the living conditions of women and their families in upland/forest/mining areas.
- (e) To raise the level of awareness and skills of ENR development agents and beneficiaries on WID/GAD and ENR concerns.

### 3. POLICIES AND STRATEGIES

In pursuit of the outlined objectives, the ENR sector shall adopt the following policies and strategies:

#### 3.1 Overall Policies and Strategies

##### 3.1.1 Gender and development concerns shall be institutionalized in the whole cycle of ENR development planning and decision-making from policy formulation, planning, implementation, monitoring, evaluation and data gathering.

This process shall be effected through:

- (a) Undertaking cooperative efforts to ensure that policies emanating from the various ENR sub-sectors adhere to the principles enunciated in national policy thrusts/laws concerning GAD. Policies, laws, statutes and regulations which tend to be prejudicial to women shall be revised/repealed.
- (b) Integrating GAD in project development towards increasing women's access to and control over resources, and enjoyment of benefits from ENR management and development. This shall include the development and implementation of appropriate tools, guidelines and methodologies for integrating GAD in ENR development and management.
- (c) Promoting and enlisting the participation of grassroots women and indigenous cultural communities as an important component in the planning, implementation, monitoring and evaluation of natural resource and environmental programs and projects.
- (d) Strengthening of institutional mechanisms and processes to facilitate gender mainstreaming in the sector.
- (e) Enhancing the political will of top management of ENR line agencies, especially the DENR, to implement gender-responsive planning and decision-making in the sector, by intensifying advocacy efforts on WID/GAD concerns including the holding of periodic briefing/orientation sessions.
- (f) Strengthening the capability of key actors/agents in ENR development and management (e.g. planners, managers, implementors, evaluators) in integrating WID/GAD concerns in the sector through intensive awareness-raising and skills training activities.

##### 3.1.2 The collection, generation and utilization of gender-specific data shall be institutionalized. This will include, among others, the following components:

- (a) Review of concepts and development of appropriate indicators on women's situation in natural resources and environmental management and development.

- (b) Documentation of success stories in the sector's programs with regard to women's participation.
- (c) Review of existing monitoring and evaluation forms of all ENR programs and projects toward the integration of the gender variable.
- (d) Updating of the conduct of WID/GAD studies in the various sub-sectors (forestry, lands, mines, environment, protected areas and research).

**3.1.3 Efforts to enhance, promote and encourage the full participation of women in ENR development and management shall be intensified through the following:**

- (a) The holding of awareness campaigns on gender issues/concerns to minimize stereotyping of sex-roles among women and men and encourage women's participation in ENR development and management.
- (b) Expansion of educational incentive schemes to motivate more women to enroll in non-traditional courses such as mining and engineering.
- (c) Development and implementation of affirmative action programs to enable women to hold decision-making and other responsible positions in the sector.
- (d) Pursuit of advocacy programs toward shared parenting and home management between husband and wife and between male and female family members.
- (e) Implementation of support programs such as childcare facilities for employees in the sector and re-entry training for married women who had left the labor market.
- (f) Institutionalization of women's and indigenous people's representation in natural resource management agencies (DENR, DILG, LLDA, DAR, LRMCS, LGUs) through the establishment of appropriate mechanisms that will enable their participation in the planning, implementation, and monitoring of critical ENR-related programs/projects.

**3.1.4 Linkages between and among government, non-government, and peoples' organizations, local government units and other concerned entities for the provision of needed services for upland dwellers, especially women and children, shall be established.**

**3.2 Subsectoral Policies and Strategies**

**3.2.1 Forestry Production and Development**

Explicit consideration of GAD in the development and implementation of forestry-related programs shall be done giving particular attention to women as heads of households in forest communities or as entrepreneurs in forestry-related

occupations needing assistance and extension services. The needs and concerns of women as technical workers and researchers particularly in the private sectors and as supervisors and managers in both private and public sectors shall likewise be addressed.

Appropriate technology development and transfer programs for women in forest utilization and development such as forest products processing and energy development from waste and indigenous materials shall be undertaken.

Extension services such as credit and infrastructure support shall be provided to help ensure the success of women entrepreneurs.

### **3.2.2 Environmental Management and Protection**

Biodiversity and sustainable development practices shall be promoted. In particular, indigenous people's knowledge and conservation practices shall receive protection and support.

Ecofeminism shall be promoted and popularized through consciousness-raising and alternative resource management practices. Likewise, IEC campaigns on women and environment-friendly practices and technologies shall be undertaken.

GAD and environment concerns shall be integrated into the curriculum at all levels of education.

Codification of environment-friendly and gender-sensitive customary laws shall be done.

Definite steps shall be taken to educate women and men on their roles in the preservation and maintenance of the environment.

Women's participation in programs to upgrade/safeguard urban and rural environments, such as toxic and hazardous chemical management, solid waste management and revival of rivers, and in the enforcement of pollution control laws shall be promoted and enhanced.

Women's leadership shall be tapped in the development and implementation of alternative approaches to solid waste management, in mobilizing other women to demand affordable biodegradable packaging of commercial products, and in the implementation of community level projects on solid waste disposal and recycling.

Women's and environmental groups at the grassroots level shall be organized and strengthened to enable them to undertake community-based resource management activities including environmental impact assessments of existing community projects.

### 3.2.3 Mineral Resources and Development

- (a) Information, education and training activities shall be intensified to minimize health hazards in small mining communities.
- (b) Livelihood programs, auxiliary activities and other outreach services shall be provided to improve the living and working conditions of women and their families engaged in small mining activities.

### 3.2.4 Land Disposition and Management

Measures shall be taken to ensure that women and men, especially those belonging to marginalized groups such as indigenous people, have equal access to the government's allocation and disposition of public lands. Lobbying for the passage of gender-responsive laws regarding land allocation and disposition shall be carried out.

## 4. PROGRAMS AND PROJECTS

### 4.1 Gender-Specific Data/Information System

This program is geared towards establishing/developing a gender-based data/information system to facilitate the generation of gender-specific statistics/data for gender-responsive decision-/policy-making and planning in the sector. Components of the program include the following:

- (a) A review of present data concepts towards the development and identification of appropriate and substitute indicators, respectively, that would capture women's situation in the ENR sector;
- (b) Documentation of success stories in the sector's programs with regard to women's participation;
- (c) Review of existing monitoring and evaluation forms of all ENR programs and projects; and
- (d) Conduct of gender and development studies in the various ENR sub-sectors.

### 4.2 IEC Program on GAD and ENR concerns

The program involves the development, production and dissemination of IEC materials on gender issues as well as on the wise use/conservation of natural resources and the maintenance of a quality environment. Women's groups at the grassroots level can be tapped in its implementation, in coordination with concerned government agencies and the media. The Education Department can also participate by way of incorporating GAD and conservation concepts and issues in the school curricula at all levels of education.

- 4.3 Policy Review** ENR regulations, circulars, issuances and procedures will be reviewed/revised to remove gender bias and to ensure that gender concerns are taken into account in future legislation and policy-making.
- 4.4 Advocacy Program** A campaign to raise awareness of gender and ENR-related concerns will be conducted to sensitize the public on the subject. The program also seeks to: a) eliminate stereotyping of sex-roles among women and men; and b) give recognition to widen women's participation in ENR development and management. It shall include advocacy towards non-sexist, non-traditional career choices for women and the promotion of shared parenting.
- 4.5 Training Program** Training activities will be held to equip key players/agents in ENR development and management (e.g. decision-makers, planners, managers, implementors, etc.) with skills in gender-responsive planning so as to facilitate the mainstreaming of GAD in ENR policies, programs and projects. The program shall also seek to familiarize beneficiaries/clientele with gender issues, encourage/motivate women's active participation in the sector, and sensitize DENR employees in the central office as well as staff bureaus and regional offices to GAD concerns particularly in the agency's policies, programs and projects.
- A trainors' training will likewise be undertaken for DENR employees who have taken the basic WID/GAD orientations. A pool of trainors shall be created to facilitate the re-echoing of gender-related seminars in the various regional offices of DENR.
- 4.6 Affirmative Action Program** This program aims to promote women's opportunities for employment and improve their ability to vie for decision-making and other responsible positions in the sector. Underlying principles of the program include equal employment opportunity, equal pay for work of equal value and upward mobility. These entail, among others, opening up occupations "closed" to women, altering organizational patterns to provide escape routes from dead-end jobs, counselling women about opportunities and encouraging them not just to find or hold a job but to plan their careers, promoting continuing education for employees and training women for high-level work. In support of the program, incentives such as well-funded training courses, seminars, and scholarships shall be provided, as well as job re-entry programs and support services for women. The program shall cover both the public and the private sectors.
- 4.7 Program/Project Review and Gender-Related Studies** Gender-related research studies will be conducted that will, among others: a) identify the needs and concerns of women, both as agents and beneficiaries of ENR development and management, b) examine the extent and form of participation of women, in relation to men, in ENR programs and projects, c) identify gender issues/concerns which need to be addressed, and d) recommend strategies/measures that will enhance women's participation and ensure that they equally enjoy the benefits to be derived from the program/project.
- Studies will also be done on the extent and nature of women's participation in the various ecosystems, towards identifying areas for intervention that will maximize their contribution and share of benefits.

**4.8 Integrated  
Program for  
Upland Women  
and Men  
Dwellers**

This program seeks the provision of basic/outreach services to marginalized groups in the uplands, particularly the women and children of indigenous cultural communities. The program includes a services-delivery chain component (e.g., basic education, health, sanitation, and other social services), rural/upland productivity component or provision of livelihood opportunities and auxiliary activities, cultural development component, etc.

**4.9 Appropriate  
Technology  
Development  
and Transfer  
Program**

Appropriate technology will be developed for women in natural resources utilization and development. More information and technology transfer shall be made available to women on forest products processing and relevant mining activities. Program activities shall also be directed towards the maintenance of ecological balance such as the development of alternative approaches to solid waste management.



# INDUSTRY, TRADE AND TOURISM

## 1. OVERVIEW

### 1.1 Introduction

Fuelled by the aggressive activities and programs of the various economic sectors, the Philippines posted a 4.3 percent growth in Gross Domestic Product (GDP) and a 5.1 percent increase in Gross National Product (GNP) for 1994.

The industry, trade and tourism sector plays a pivotal role in sustaining such economic growth, through complementary government and private business efforts. Priority activities are focused on generating foreign revenue through increased investments and visitor arrivals, spurring development in the regions by fast-tracking the establishment of regional growth centers and tourism development areas, and promoting exports and tourism in general.

Moreover, a new element has been added -- the formulation of policies and programs toward institutionalizing gender-responsiveness in the industry. Consultations and dialogues are held regularly with industry groups and concerned organizations, to identify gender and development (GAD) issues that need to be addressed in the programs and projects of the Department of Trade and Industry (DTI) and the Department of Tourism (DOT).

### 1.2 Major Developments in Industry and Trade

The industry sector registered a 6.71 percent surge in 1994. Equity investments registered with the Board of Investments (BOI) amounted to \$40 billion which generated more than 30,000 jobs while exports increased by a hefty 19.48 percent amounting to more than P 197 million. On consumer welfare, a 99 percent compliance rate of firms monitored was recorded.

In the export industry, although majority of employed women are in subcontracts, especially in the garments and electronics sector, there is an increasing trend of women occupying managerial positions. Based on Philippine Trade Training Center (PTTC) data, more women are in the export business particularly in the house-wares, basketwares, toys and giftwares, processed food, home and Christmas decors and garments sectors and they are actually the ones managing the business. Initial sex-disaggregated data generated by the PTTC shows that 56 percent of participants in the Trade Business Management Programs for 1993 are women.

The Philippines is no longer cheap as far as wage rates are concerned. In fact, with minimum wage of about \$5 a day, the Philippines is already one of the

most expensive in Southeast Asia except for Malaysia and Singapore. Official government policy is to promote the Philippines as a source not of "cheap labor" but of highly educated, easily trained work force for higher value and competitiveness. This is considered as a positive development for women who have dominated the workforce in export processing zones.

DTI's credit program, the "Tulong sa Tao - NGO Micro-credit Program (TST/NGO-MCP)", is designed to address the credit needs of existing and potential micro-entrepreneurs through the extensive use of non-government organizations as conduits for lending and technical assistance. As component activity of the TST/NGO-MCP, the "Tulong sa Kababaihan" which is being promoted through newspapers, media, seminars and fora, establishes linkages with women's organizations both at the regional/provincial and national levels to serve as conduits of projects especially implemented, being implemented and to be implemented for and by women. As of August 1994, a total of 14 women NGOs have availed of the program. The amount of loans approved totaled more than ₱ 4.3 million. The top grantee, Women Volunteers for Social Advocate Foundation, Inc. (Zamboanga del Sur) received ₱ 1 million.

There have been efforts by the DTI to encourage the exploitation of regional comparative advantages. For example, 87 percent of the population is scattered in the regions and the regionalization of some trade and industry activities is perceived to create employment in the countryside, more so among women. Women in the rural areas are given the opportunity to share in the labor market through the development and enhancement of regional industry and trade. One proof of such efforts are the women NGO beneficiaries of the TST/NGO-MCP wherein 13 out of the 14 women NGO beneficiaries listed as of August 1994 are from outside the National Capital Region (NCR).<sup>\*</sup> The top five beneficiaries in terms of loans received are: Women Volunteers for Social Advocate Foundation, Inc. (Zamboanga del Sur), Catholic Women's League Taysan Unit, Inc. (Batangas), Ilocana (Women) Cooperative Executive Development Foundation, Inc. (La Union), Moncada Women's Credit Cooperative, Inc. (Tarlac) and Golden Ladies Association for Socio-Economic Upliftment, Inc. (Surigao del Norte).

In addition, the trade skills training programs of the National Manpower and Youth Council (NMYC) equip trainees with skills that can be used for livelihood, wage employment, self-employment, entrepreneurship, or secondary income generation. Women are given equal opportunity to train. In fact, women trainees have outnumbered the men and are now into micro and small entrepreneurship.

Industrial and skills training programs catering to entrepreneurs and would-be entrepreneurs are undertaken by the government as well as the private sector. One is the skills training program for the handloom weaving industry, which was participated in mostly by women (95 percent) and is expected to continue to be a women-dominated training area. Skills training in wood furniture making, pottery, ceramic making, bamboocraft and others are being conducted and ensure the active participation of women. Such training enables rural women to find alternative jobs for themselves, and help the

development of micro, cottage and small businesses in the countryside. Recently, it was proposed that Saturday Training Sessions be conducted for those who want to train but are not available during weekdays, primarily housewives and employed women.

Women are also being tapped for the non-traditional trade sector, giving them job options and expanding the country's pool of skilled workers. An externally funded program called "Women in Non-Traditional Trades" trains young women, usually out-of-school youth, in occupational skills such as welding, carpentry, plumbing and other work usually associated with men. The Construction Manpower Development Foundation reported that all 17 participants of its Electrical System for Heavy Equipment Training for 1994 were women.

The Canadian International Development Agency (CIDA) - Entrepreneur Support Project (ESP) is currently being implemented in Regions VI, VII and XI, with the Bureau of Small and Medium Business Development (BSMBD) as the head implementing agency. The project aims to strengthen the delivery capability of a range of public and private institutions supporting micro, cottage and small enterprise development. It also cultivates gender and environment consciousness through seminars for the program beneficiaries and implementors.

The DTI Focal Point for Women's Concerns was set up on June 29, 1992 through Department Order No. 59. The order designated a focal point head (the DTI Secretary or her/his designated representative) and one Director per DTI functional group as members. A technical working group composed of representatives from key DTI offices was also organized.

The project proposal on the NCRFW-UNIFEM's Strengthening Institutional Mechanisms for Gender and Development Mainstreaming project for DTI is currently being prepared and is expected to be fully implemented by the second semester of 1995. (NCRFW is the National Commission on the Role of Filipino Women and UNIFEM is the United Nations Fund for Women.)

### **1.3 Developments in the Tourism Industry**

Tourism as one of the country's top dollar-earning industries contributed significantly to economic growth. In 1994, 1.57 million visitor arrivals were recorded, generating tourism receipts of US\$2.30 billion. Studies also show that around 8.7 million Filipinos travel within the country.

Women were found to have significant participation in the industry. Of the total of 38,564 employed in 1993 by accredited tourism establishments nationwide, 15,272 or 40 percent were women. Also, nine of the existing 25 tourism organizations are chaired by women.

In the DOT, majority of the total of 676 employees as of end-1993 were women, with a female-to-male ratio of 2:1 in the second and third levels of employment. Among first-level employees, however, the ratio was 12 men to one woman.

Although men still composed the majority of local tourists/travellers, women also had a significant share at 36.5 percent, according to the Regional Travel Survey conducted by the DOT in 1993.

Thus, the Tourism Master Plan -- the official blueprint for the rational, orderly and sustainable development of the tourism industry -- adopted in June 1993 contains bolder policies, programs and projects to address the various effects of tourism on the economy, the environment and the socio-cultural and political fabric of the country. For the first time, women's concerns are given particular attention. Through regular consultation and dialogue with industry associations, NGOs, local government units and other groups, DOT has identified women/gender issues and is developing programs and projects that address these issues. Members of women's groups were especially outspoken in the various fora and conferences on tourism, providing the necessary perspective from which these concerns can be viewed more critically.

There is also a shift from viewing women as mere beneficiaries of tourism projects, to giving them a more active role in the planning and development of tourist destinations. Women too have started to assume important positions in various tourism organizations and establishments like hotels, resorts, restaurants and travel/tour agencies, and in the National Tourism Organization (NTO).

To be better able to respond to the various issues, and in line with Republic Act 7192, the DOT created an interagency Committee on Women in Development (COWID) chaired by the Undersecretary for Planning and Development. The Committee is assisted by an Inter-Agency Technical Working Group (IA-TWG) which is tasked to formulate policies and implement programs for promoting gender-responsive development in the industry. The group has lined up a series of Gender and Development (GAD) orientation seminars for both its clientele and DOT personnel.

## **2. GENDER ISSUES AND CONCERNS**

### **2.1 Common Issues**

Overall, there is urgent need for an exhaustive review of the macro-economic policies of the industry, trade and tourism sector and their impact on women.

Any attempt to do this, however, would be severely hampered by the prevailing lack of comprehensive, sex-differentiated data which would adequately picture the extent of women's participation in the sector, and enable policy-makers and planners to evaluate and quantify the impact of trade, industry and tourism policies and programs on women. Particularly important is the generation of data on productivity across occupations and industry groupings to reveal areas of need and to give leads on what form of assistance would be of greatest benefit to women.

Data is necessary not only for the sector's use but for the larger social picture in which women's contributions are not properly reflected and appreciated. For example, if the time spent on home production is given economic value and included in the computation of household income, women would be found to contribute between 40 to 60 percent of household income (USAID, 1994). A significant part of the data needed to give visibility to women's socio-economic participation would have to come from the trade and industry sector.

Equally a cause for concern is the lack of appreciation among planners themselves of the value of data as inputs into the planning and preparation of programs. This not only adds to the risk of programs being launched on shaky ground, but also thwarts any real commitment to institutionalizing a gender-responsive database system.

Notwithstanding such limitations, the sector has adopted policies relating to gender and development, and started several GAD-directed programs and activities. However, these have not received the corresponding budgetary support. Institutional mechanisms to push for gender-responsiveness within the different trade, industry and tourism agencies have yet to be set up, or still need strengthening.

The participation of women in project planning, implementation, monitoring and evaluation has been quite limited, and few of the top decision-makers are women, despite official encouragement of women's greater involvement in these tasks and positions.

Further hampering the institutionalization of gender-responsiveness is the lack of awareness among project planners of GAD issues, particularly of the needs and concerns of rural women. For example, the multiple roles and responsibilities of women in their family and community, which could limit their meaningful participation in projects or income opportunities, are not taken into account by many planners.

Moreover, women's role in countryside development is not fully acknowledged, whether by the women themselves or by society at large. The development and full mobilization of human resources could only succeed if the abilities and potentials of women are recognized.

Not the least, an extensive and careful assessment of the impact on women of programs and projects in the regions and provinces has to be undertaken, with particular attention on how well the real needs and concerns of rural women are being addressed.

## **2.2 Issues on Trade and Industry**

Even as there is growing awareness that the biases against women are unfair and unfounded, the traditional view persists that men are stronger and more productive than women. Even women themselves have held on to this perception and have yet to learn to place higher value on their work and to believe in what they can accomplish.

With the export orientation of the economy giving rise to employment instability, the exploitation of workers has been prevalent and women have been the ones more likely to be exploited. Thus, aside from consciousness-raising aimed at changing attitudes, the education of women on their rights as workers must be undertaken.

Also, women make up most of the workers in the micro, cottage and small industries, and should be given priority in their financial and technical needs.

As in other sectors, women in the trade and industry sector hold the dual roles of homemaker and income-earner. (Fifty-nine percent of all employed women are married.) Although culture assigns to men the responsibility of providing for the family's economic needs, women have been drawn to outside employment by the rising cost of living, even as they continue to fulfill their housekeeping and parenting responsibilities. As such, they tend to choose jobs where the hours are more flexible but where the earnings are less. Often the women have to shift from waged employment to self-employment, which allows them better command of their time but entails higher financial risks. Support mechanisms are a must if women are to cope with their multiple burdens.

One issue that needs to be addressed, although it is not particularly gender-related, is the weak coordination and linkage among agencies in the economic sector.

On consumer welfare, there is a need to review fair trade laws for gender-responsiveness in general, and to safeguard consumer rights particularly in areas for which women are primarily held responsible.

### **2.3 Issues on Tourism**

Tourism has contributed not only to the country's economic growth through increased investments and employment, but also to increasing consciousness of our socio-cultural assets through aggressive promotional programs showcasing the Filipinos' rich cultural heritage.

Although statistical data amply support both of these claims, however, there is still a need to examine the tourism industry more closely for its social and economic impact, as well as its effects on the environment.

Much still has to be learned about the impact of the tourism industry on women's employment, if women are being discriminated against through job stereotyping, and what skills upgrading is needed to improve women's work opportunities in the industry.

Another concern is that without enough local capital to finance tourism projects, foreign sources will be tapped which leads to greater control by foreigners of Philippine land and other natural resources -- a situation likely to result in the displacement and marginalization of women who depend on land resources for subsistence.

The influx of foreign tourists could also bring undesirable social changes. New job opportunities, higher income and professional advancement combine with such developments as the shift from subsistence farming and improved infrastructure to trigger explosive social change for which rural communities may not be ready. Interactions with tourists have led indirectly to the spread of disease, and to burdensome health costs and breakdown of community values. The easy money offered by sex tourism, luring young women from their rural villages to the large cities, is another disruptive factor.

In the rural areas, women's lack of training in and exposure to tourism services opens them to exploitation through such unfair labor practices as long working hours, low pay and discrimination in hiring and promotion. In urban centers where there are standards of operation for tourism establishments, (e.g., sauna parlors, bars, nightspots, etc.) some operators do not follow the prescribed working environment, exposing women to hazards or sickness. Women in the hospitality industry are also prone to sexual threats or harassment.

The use of women as come-ons in many collateral materials such as brochures, posters, flyers degrade women who are seen as objects rather than as human resources who are active contributors to economic growth. A review of tourism materials and advertisements should therefore be conducted to prevent further damage to the image of Filipino women.

The effects of tourism on the environment are often complex, interdependent and hard to isolate from other factors such as urban and industrial development. But whatever the nature and magnitude of the impact, women and children are likely to be affected adversely. An observation of operations in key tourist areas shows there is considerable scope for developing the type of tourism that is sensitive to the environment, while taking into account the needs and concerns of the community especially women and children. A thorough study should therefore be made before any tourist area is developed, to ensure that such concerns are not overlooked.

### **3. GOALS AND OBJECTIVES**

The industry, trade and tourism sector, recognizing the competitive edge and standards of excellence of women and the vital role they play in the economic development efforts of the country, shall aim to fully integrate women's concerns, needs and special interests into the development process within the sector. Thus, women's active participation shall be ensured in the establishment of tourism projects and industries, revitalization of existing viable enterprises, and development of livelihood projects to expand opportunities for their gainful and productive employment. Their participation shall also be actively sought in the conceptualization and implementation of socio-cultural programs to uplift their awareness of their culture and heritage as Filipinos.

Specifically, the following common objectives shall be pursued:

- (a) To mainstream gender/ women concern in the industry, trade and tourism sectors;
- (b) To formulate/ revise policies and programs to promote gender-responsive development in the sector; and
- (c) To allow the involvement of women in the planning, development and implementation of projects and programs of the sector.

The trade and industry sub-sector recognizes the critical role of women in achieving the country's goal of sustainable economic development. It is the goal of this Plan to fully and actively integrate women's participation in the areas of export development, investment promotion, industry expansion countryside development, consumer welfare and in other productive and gainful activities.

Specifically, the following objectives shall be pursued:

- (a) To make women realize and fully utilize their potentials for industrial and economic development;
- (b) To optimize women's participation in countryside development;
- (c) To maximize women's role in the export industry; and
- (d) To protect women, the primary patrons/consumers of goods and services, from unfair trade practices, and provide them with high quality goods and services.

Employment generation through market expansion, industry expansion, consumer welfare and countryside development is the main objective of the medium and long term programs of the DTI in the light of its Global Competitiveness theme under the General Agreement on Tariffs and Trade/ World Trade Organization regime (GATT/WTO). With the integration of gender consciousness in its programs, the trade and industry sector will, in the long run, achieve gender-responsive development, thus, contribute to the upliftment of the status of Filipino women.

In tourism, while the primary goal of the TMP is to ensure the orderly, rational and sustainable development of the tourism industry, efforts shall be exerted to ensure that the impact of tourism development on women are properly addressed. As such, the objectives of the tourism sub-sector are:

- (a) To maximize women's contribution to economic development by promoting their involvement in tourism planning, development, decision-making and implementation of tourism projects both at the national and regional levels;



- (b) To minimize adverse negative socio-cultural and environmental impacts of tourism development/ activities to the host communities, especially on the informal sector, women and children;
- (c) To provide opportunities for women to develop their skills and identify alternative livelihood in order to raise their standard of living; and
- (d) To ensure that women are not deliberately used as come-ons on tourism promotional materials.

#### **4. POLICIES AND STRATEGIES**

The long term plan of the industry, trade and tourism sector calls for the full integration of the gender/women perspective in all the major programs and projects of the sector. Thus, the common strategies of the sector shall focus on the provision of equality and equity conditions and opportunities for employment, livelihood, and greater involvement for women.

Relatedly, the following strategies shall be adopted:

- (a) Integration of gender perspective in all major programs and projects of the Industry, Trade and Tourism sector;
- (b) Generation of sex-disaggregated statistical data to reflect women's participation in the sector which could be used as inputs in measuring gender-differentiated impact of trade and tourism policies;
- (c) Strengthening of the sector's focal points down to the provincial/ municipal levels;
- (d) Mobilizing local and foreign resources for gender and development programs;
- (e) Development and promotion of small indigenous industries that generate employment for women especially in the rural areas;
- (f) Promotion of women's greater participation in industrial and tourism development;
- (g) Involvement of women both as project implementors and as target beneficiaries of government and private sector projects. Women shall be encouraged to exercise their capabilities and to gain confidence in handling projects.

The trade and industry sub-sector shall steer women toward performing major roles in the sector, and shall:

- (a) Recognize women as the primary consumers, improve their participation in decision-making, especially with regards to prices of commodities, involvement in price monitoring and other consumer welfare enhancement activities, and increase their participation in fair trade law enforcement;
- (b) Promote women's competitiveness in the workplace through policies/directives affirming equal access of all employees to promotion, training and incentives;
- (c) Promote entrepreneurship and self-employment of women as a self-directed and targeted poverty reduction strategy specifically in the countryside;
- (d) Evolve closer and stronger tie-up among GOs with economic programs (e.g. DSWD, DTI, DOLE, NMYC, TLRC, DECS, etc.) to assist beneficiaries successful in the micro-scale level to also succeed in the medium and macro levels;
- (e) Coordinate with NGOs to improve program effectiveness, as NGOs may be better placed to mobilize local participation in the planning, design, implementation and management of projects. Moreover, NGOs are proven to be reliable conduits of financial and technical assistance for small, self-help groups.
- (f) Broaden women's opportunity to improve their training especially in non-traditional skills to contribute to their mobility from low-paying, low-productivity activities to activities of higher economic value;

The tourism sub-sector shall direct its efforts and resources towards strengthening inter-agency coordination with Department of Labor and Employment (DOLE), DTI, Congress, Department of Social Welfare and Development (DSWD), Department of Interior and Local Government (DILG), Bureau of Immigration and Deportation (BID), NGOs and the private sector to address gender/ women issues. It shall:

- (a) Strengthen women's participation in planning, developing and promoting tourism resources/ attractions including the establishments of tourism plants (resorts, hotels, etc.);
- (b) Strengthen the implementation of the Tourism Master Plan to minimize dependence on foreign loans/ assistance and, to protect and control the utilization of the Philippine land resources;

- (c) Develop programs aimed at increasing women's consciousness/awareness of the importance of preserving moral values, culture, tradition and unique attributes as a Filipino;
- (d) Refocus tourism thrust towards eco-tourism and family oriented activities;
- (e) Stop the operation of tourism establishments found to be promoting or engaging in sex tourism or other related activities, through cancellation of their accreditation certificates/business permits;
- (f) Upgrade the skills and competencies of women in the identified tourism development areas (TDAs);
- (g) Promote women's access to jobs in the professional and technical occupations as well as tourism organizations, and ensure that they have the same opportunity as men in promotion, training and self-expression;
- (h) Strengthen linkages with the public and private sectors in order to address gender/ women issues in the tourism industry; and
- (i) Develop and design tourism promotional materials highlighting the achievements and contributions of women to the tourism industry.

## 5. PROGRAMS AND PROJECTS

To implement the goals and strategies of the Industry, Trade and Tourism sector for 1995 - 2025, the following programs and projects shall be pursued:

### 5.1 Common Projects

- (a) Establishment of a sex-disaggregated database on the programs implemented and clientele served by the sector;
- (b) Gender-sensitivity training for workers in the sector, especially those involved in project development, decision-making and implementation;
- (c) Incorporation of a module on gender sensitivity in the sector's training programs to increase awareness of women's changing roles and potential as contributors to development;
- (d) Regular assessment of the impact of programs and projects most especially on their impact on women as clientele; and
- (e) Continuing consultations with women's groups to promote women's participation in planning and development within the sector.

## 5.2 Trade

Major programs and projects of the trade, industry and tourism sector shall focus on ensuring that both women and men enjoy equal rights and benefits. Programs that advance gender equality in the areas of employment, particularly in promotion, training, incentives and support measures to increase women's participation shall be implemented. Accordingly, the trade and industry sector shall pursue the following programs/projects:

- (a) Formulation of specific GAD/WID guidelines in planning, implementing, monitoring and evaluating programs/projects;
- (b) Holding of regular information dissemination/campaigns to inform the public, particularly women, of programs and support services provided by the sector, specifically on the following:
  - entrepreneurship, business development and management training
  - market situation, price acts, fair trade laws;
- (c) Reinforcement of gender-sensitivity training for project implementors and beneficiaries to advance the concept of gender equity, in particular to make women realize their potentials as contributors to development and to make men accept and adapt to women's changing roles in society particularly in the trade and industry sector;
- (d) Organization of skills training programs on product development, quality control and pricing to ensure that advances in technology will neither displace labor nor hamper the growth of small enterprises. Technological advancement should be matched with skills upgrading especially for women. Furthermore, women should be trained in organizational and business development for them to compete for top decision-making positions in the sector;
- (e) Provision of financial and technical resources to women. Women should be given access to funding agencies which provide financial support for income-generating projects and small-scale industries;
- (f) Development of a gender-responsive database for the industry and trade sub-sector from the data collected by the various bureaus and attached agencies of the DTI and its clientele;
- (g) Establishment of tie-ups between government agencies undertaking gender-specific projects, to strengthen government's efforts in incorporating gender-responsiveness in its programs/projects. The trade and industry sector shall have close coordination with those agencies which offer entrepreneurial development and livelihood projects such as DOLE, DSWD, DOST, DAR, TLRC and others;
- (h) Strengthening of GO-NGO linkages to ensure that micro, cottage and small enterprise development is sustained and further encouraged. NGOs shall continue to serve as conduits for financial and technical resources for small enterprises;

- (i) Provision of support for the increased participation of women in achieving/maintaining harmonious labor-management relations, to continuously involve them in decision-making especially on matters directly affecting their welfare. The Pro-Active Program for Industrial Peace and Harmony, a project initiated by DTI-CLARA, is a good example of this and should be continued;
- (j) Extension of assistance to female workers in sub-contracting arrangements;
- (k) Implementation in the DTI of NCRFW-UNIFEM project, Strengthening Institutional Mechanisms for Gender and Development Mainstreaming. The project includes training programs and seminars aimed at raising the consciousness of the DTI management and workforce on gender issues, and the creation of a women's desk;
- (l) Continued implementation of the program of encouraging women to enroll in non-traditional skills training. Provision of an after-training placement service in coordination with prospective employer companies;
- (m) Integration of an introduction to the GAD Framework in the various training courses conducted by the agency; and
- (n) Development of profiles of successful women entrepreneurs which may also include women in non-traditional trades.

### 5.3 Tourism

- (a) Consultations with LGUs, NGOs, NCRFW and women groups to identify gender/ women issues that need to be addressed by the tourism industry;
- (b) Evaluation/ assessment of existing projects to determine their present and future impact on women;
- (c) Implementation of policies that would promote joint venture programs or those that enable women in the rural areas to become partners/stakeholders of tourism projects;
- (d) Community organizing to prepare host communities especially women and children in the identified TDAs for the probable effects of tourism on the community;
- (e) Development of social tourism programs and projects that will promote greater awareness/appreciation among women of their culture and heritage as Filipinos such as restoration of war memorials/monuments, development of tourist attractions, and holding of socio-cultural shows and educational/ familiarization tours;

- (f) Enforcement of strict adherence to tourism development standards and guidelines particularly in areas where environmental conservation is paramount, like Palawan;
- (g) Implementation of strict monitoring of tourism establishments especially those operating or acting as fronts for prostitution;
- (h) Coordination with LGUs for the cancellation of business permits of tourism establishments promoting sex tourism;
- (i) Coordination with DOH in addressing health needs of workers in the tourism industry;
- (j) Coordination with DOLE to enforce strict sanctions against tourism establishments found to be violating the wage law and promoting unfair labor practices;
- (k) Implementation of a legal literacy program on labor legislation for women in general and hospitality workers in particular using appropriate forms of media;
- (l) Undertaking training needs assessment (TNA) and survey on women's needs to determine special needs, problems/ issues affecting women in the tourism industry;
- (m) Regular inspection of tourism establishments to determine if prescribed standards and working environment are being adopted;
- (n) Development and holding of training programs for women at crafts/skills levels, in frontline servicing, hotel/resort operations and other skills trainings in identified TDAs;
- (o) Holding of regular dialogues with industry associations, NCRFW and women groups to determine gender/ women issues that need to be addressed; and
- (p) Review of tourism promotional materials in coordination with NCRFW, industry associations, NGOs and women groups.



## **INFRASTRUCTURE AND TECHNOLOGY SUPPORT**

To completely effect women's full and active participation in the mainstream of development, it is imperative that their concerns vis-a-vis infrastructure and science and technology support be considered and actually addressed.

The chapters bring to fore issues and concerns affecting women as agents/workers and beneficiaries/users of infrastructure and technology as well as general concerns which impinge on the systems and procedures operating in the infrastructure and S&T sectors. Corresponding policies/strategies and program areas are also listed and described to address identified issues and concerns.

# INFRASTRUCTURE DEVELOPMENT

## 1. OVERVIEW

Infrastructure as a concern in national development has been largely considered a masculine field, and men have traditionally dominated infrastructure development. Although the trend in development initiatives has been to seek women's full participation to ensure that their particular needs are addressed, women have yet to become systematically involved in the development and application of technology for infrastructure projects particularly in water supply, transport, energy and related areas.

The human and gender dimension of development planning must be highlighted if government programs are to respond equally to the concerns of women and of men, and empower them to become development agents.

The implementation and administration of community-based projects, with the increased involvement of local government units (LGUs), local government councils (LGCs) and non-government organizations as well as the private sector through the build-operate-transfer scheme, provide opportunities for women to participate and for gender concerns to be given proper attention.

A must for gender-responsive planning and policy-making would be the development of an accurate database showing women's participation in the infrastructure sector, and the identification of parameters and indicators for measuring achievement of the sector as it responds to the concerns of women.

### 1.1 Infrastructure Policy

The general mandates of agencies dealing with infrastructure are gender-blind, and do not regard physical facilities and services as having a gender dimension. Some people-orientation is noted only when the mandate specifies that infrastructure construction and maintenance must be in line with national development objectives, in which case a strong concern for social as well as economic issues is evident.

A mandate for infrastructure agencies to ensure women's direct participation in and equal benefit from programs and projects in the sector is found in Republic Act 7192 or the Women in Development and Nation Building Act.

Similarly, a Department Order of the Department of Public Works and Highways (DPWH) in 1991 instructed the involvement of women beneficiaries



in water supply and barangay road projects. However, it was only in the formation and organization of water associations that women had been active.

Other directives were issued promoting the incorporation of women-in-development (WID) and gender-and-development (GAD) considerations in the programs and activities of the sector. As did other government agencies under mandate by Executive Order 348 to catalyze the implementation of the Philippine Development Plan for Women (PDPW), infrastructure agencies created their WID/GAD focal points composed of people from various disciplines and areas of expertise.

In general, there is a recognition that gender concerns exist in infrastructure development and that they have to be addressed. The Medium-Term Development Plan 1993-1998 reflects this recognition in providing for the involvement of women in infrastructure development activities in its policies and strategies.

## **1.2 Representation of Women Among the Ranks of Professionals in the Sector**

There are women architects and engineers involved in construction and infrastructure development, but they are a minority. Women in technical and managerial/supervisory positions in infrastructure agencies are similarly scarce, owing in part to the perception that infrastructure is men's turf and that women have no capability for positions of responsibility in the sector.

Other reasons for the discrimination against women are practical. A field assignment for a woman among male engineers creates problems concerning sleeping arrangements and bathroom facilities. There is also the perception that since women are weak, the men end up doing the heavy work for them. Women refuse or hesitate to accept field assignments due to their responsibilities as mothers/wives especially when they are breastfeeding, and because of unsupportive husbands/ families.

The gender profile of DPWH personnel is lopsided in favor of males, with a ratio of two men to each woman in the central office. Analysis of the staffing of agencies also shows higher level positions to be held mostly by men, e.g., only eight out of 109 DPWH project managers, and only five out of 170 district/city engineers, are women. The formal decision-making mechanisms such as the Executive Committee and the Management Committee are therefore male-dominated.

In contrast, the Department of Transportation and Communication (DOTC) and some other agencies have about the same number of male and female employees.

It is in the water supply sector where policies explicitly provide for women's involvement. The Local Water Utilities Administration (LWUA) has issued Memorandum Circular No. 007.93 directing that only women shall be allowed to represent the women's sector in the Water District Board, previous appointments having erroneously included men.

Presidential Decree 198 (Title 1, Section 8) explicitly says that the directors of the water board shall include a woman.

A provision in LWUA's corporate plan encourages women to participate in training activities towards the formation and operation of water institutions .

The 1991 Local Government Code stipulates that all provincial, city and municipal councils shall have, as member, a sectoral representative for women to ensure that women's needs will be addressed at the various local government levels.

Women need to be encouraged to assume uncustomary roles in infrastructure. Gender blinders about work for women in the sector have to be eliminated. A highlighting of the achievements of women already involved in the sector would make the public conscious that women can also be successful in a field traditionally dominated by men.

The promulgation/development of policies that ensure the advancement of women professionals and diligent observance of the same must be continued and sustained .

Also, the private sector, government and society in general have to be made more receptive to the new roles of women. Such roles in infrastructure are as planners and decision-makers in the implementation of projects, caretakers of facilities and as change agents (i.e. diffusers of new technologies and practices).

Opportunities for employment, professional growth and advancement need to be provided equally to both women and men.

### **1.3 Women As Users Of Facilities**

Comprising approximately half of the population, and benefiting from the developments in infrastructure, women need to assert the fact that, as users of facilities, their needs have to be adequately considered especially in the planning and designing of facilities.

There is a need to provide transport facilities giving emphasis on the convenience/safety of women, and water supply systems that are readily accessible.

As users of facilities, women -- more than men -- are greatly inconvenienced when infrastructures for water, energy, flood control, drainage, health, etc., are dysfunctional or not available. Women have to be properly trained and educated on the proper use and maintenance of facilities. Public information on proper waste disposal, water and energy conservation, etc. must be promoted.

There have been moves within the infrastructure sector to promote women's involvement not only as implementors of programs/projects but as clients/beneficiaries of facilities as well. Membership in rural (barangay)

water supply and sanitation is now open to “members of households”, from the previous “heads of households” which limited the participation of women since men are traditionally the household heads. Project primers and community dialogues and training emphasize the role of women in all aspects of water supply projects including planning, operation and maintenance .

In Metro Manila’s light rail transit (LRT) system, special boarding lanes are provided for women and children in each station, to make boarding easier and safer for them.

Other efforts to push the mainstreaming of gender concerns in the sector are: the holding in the DPWH of the Focal Point Orientation Seminar and Planning Workshop, orientation on the salient points of RA7192 and its Implementing Rules and Regulations, and holding of the Integrated Training on Mainstreaming Gender. International Training Network (ITN) Philippines conducted training on the “Role of Women in Water and Sanitation” and is developing an operational manual for gender mainstreaming in water supply and sanitation projects. Continuing gender awareness training is conducted in all agencies in the sector.

Among the constraints to mainstreaming that have to be dealt with are the lack of sex-disaggregated data, mechanisms to eliminate stereotyping, organizational support and logistics, and effective advocacy.

## 2. GOAL AND OBJECTIVES

The plan shall pursue the integration of women in all phases of infrastructure development through the encouragement of women’s participation and recognition of their actual and potential contributions.

Specifically, the Plan shall pursue the following:

- (a) Promotion and increased participation of women in policy formulation, decision-making, planning, implementation, operation and maintenance activities in the infrastructure sector.
- (b) Consideration and integration of the specific needs of women in infrastructure development.
- (c) Development and expansion of information generation and dissemination within the sector to encourage greater participation and provide a database for policy formulation and decision-making, particularly as it affects women.

Sensitizing and consciousness-raising programs shall be implemented to reach at least 80 percent of the people involved in the sector during the whole plan period. This shall include government employees in policy and decision-making levels, those involved in planning, design and packaging of

infrastructure programs, the government core of trainers in infrastructure and employees of the local government units involved in infrastructure. Simultaneously, women and men in the community shall undergo the same process.

Women shall be encouraged to enroll in infrastructure-related courses during the Plan period, and shall constitute at least 30 percent of infrastructure students by the end of the period.

At least 20 percent of planners and decision-makers in infrastructure agencies shall be women.

### **3. OVERALL POLICIES AND STRATEGIES**

Infrastructure and infrastructure-related agencies shall review and advocate for a gender-sensitive policy formulation and planning process in the sector. The National Commission on the Role of Filipino Women (NCRFW) as the national machinery on women shall ensure that the government agencies pursue the policies declared in RA 7192.

The Department of Education, Culture and Sports (DECS) shall institute strategies to encourage more women to pursue courses in male-dominated fields like engineering, architecture and other infrastructure-related courses.

Specific strategies shall include the provision of scholarships or incentives to female students, with the aid of the private sector.

School guidance and career counsellors shall be oriented on the gender neutrality of infrastructure-related courses. They shall help remove stereotyped notions about what fields of study are appropriate for the sexes, and in overcoming biases against women taking up such courses.

Learning modules and training programs geared toward increasing women's awareness of their roles in the operation and maintenance of facilities shall be developed and undertaken by training institutions and other non-government development agencies. Trainer's training for women in infrastructure shall be conducted in coordination with recognized women's organizations. The trainers group will eventually expand as other women train in their respective areas.

The media shall be asked to spotlight successful women in the sector. Advertisers shall be encouraged to use ads featuring women in non-traditional undertakings.

In general, equal opportunities for employment and professional growth in the sector shall be strengthened. On the part of government, it shall initiate

affirmative action among the private contractors/construction firms to hire or train more women for technical positions. Evaluation criteria for the awarding of consultancy and civil works contracts shall include the employment of women in technical positions. The approach and methodology of works shall be gender-responsive. Preference in awarding of contracts and possible salary incentives, among others, shall be given to participating contractors. Immediate employment for top female graduates on any infrastructure-related course shall encourage women to excel in this field.

At the community level, involvement of women in all phases of development within the sector shall be intensified. Organized actions towards the provision of services for water, roads and transportation system, power/energy etc. where they are insufficient or absent, shall include the mobilization of women. The broad-based consultative planning process being undertaken by government shall institutionalize the participation of women from the planning stage at the community to the national level to ensure consideration of their specific needs.

The Department of Interior and Local Government (DILG), in coordination with concerned infrastructure and infrastructure-related agencies, shall strengthen LGUs and institutionalize involvement of grassroots women in infrastructure programs and projects.

The government agencies, with the assistance of private institutions, shall ensure that women are trained/skilled in infrastructure planning, design, construction, monitoring and evaluation, operation and maintenance, etc. to enable them to actively participate in the sector.

The DPWH, DOTC, Department of Health (DOH) and LGUs shall improve women's access to facilities notably water supply, transport and sanitation facilities. Skill training in operation and maintenance for women clients/beneficiaries shall be a project component to ensure that women have sustained access to and use of the facilities.

Information dissemination shall be an integral feature of planning for infrastructure projects in any locality. The information network shall ensure that everyone gets vital information on project planning and implementation, the operation and maintenance of infrastructure facilities, and existing technology support.

To provide a firm basis for the formulation of policies and programs, a gender-sensitive system of data-gathering, processing and generation shall be established, although existing data indicators and enumerators used in infrastructure-related data generation shall continue to be utilized.

## 4. SECTORS

### 4.1 Transport

#### 4.1.1 Overview

Being made up of islands, the Philippines needs to continuously develop and improve its transport system to ensure the flow of goods and services from the production centers, particularly rural farms, to consumers.

The urban transport system needs to be streamlined so that congestion, which results in pollution and costly traffic jams, is minimized.

The road network especially major highways, along with fishing and vessel ports, airports and rail stations need proper maintenance as well as upgrading, with special attention on providing badly needed facilities for women such as toilets.

The safety and convenience of women and the public in general has to be a paramount consideration in the design and manufacture of transport carriers. Regulations on the load capacity of carriers, installation of safety devices and the like have to be reviewed periodically and observed strictly.

Women have to be encouraged to operate transport carriers. Statistics from other countries like Japan show male drivers to be more accident-prone than women. Similar studies should be conducted in the Philippines, not only counting how many mishaps female and male drivers have figured in but also analyzing these against the mileage each sex has covered.

#### 4.1.2 Objectives

The development and improvement of roads and other transport facilities shall ensure for women a continuously improving mobility and access to socio-economic services and opportunities. Efficiency and reliability of the urban transport system shall be pursued.

The availability and affordability of transport services, as well as the convenience and safety of transport users, shall be ensured to the extent possible. In the rural areas, availability of transport facilities shall be likewise vigorously promoted, especially for purposes of transporting agricultural products and other goods and basic social services. Also, rural transport shall aim at reducing the heavy burden on women who continue to carry agricultural products as headloads.

The provision of convenience and safety devices in the transport facilities and carriers including the provision of sign posting, illumination, toilets and other devices shall be pursued.

Traffic safety measures that may benefit new motorists, many of whom are women (trends show that women drivers increase consistently from year to year), shall be installed. Construction of multi-lane roads (to allow drivers to

select a lane appropriate to their driving ability), construction of rest areas along highways (such areas shall be planned using the suggestions of women and men motorists) and increased installation and improvement of road markings shall be undertaken.

#### **4.1.3 Policies and Strategies**

The efficiency of transport facilities shall be ensured with due regard to women's convenience, needs and safety. In rural areas where transport facilities are insufficient, women shall be mobilized to demand road or transport facilities. Women's group shall be tapped and supported to provide transport services to the community themselves, thereby promoting their roles as operators and owners of transport facilities. A continuous study and development of improved traffic system shall respond to urban transport concerns such as bottlenecks in transport traffic and problems of congestion.

Private sector participation in transport service shall be increased. Support shall be given particularly to private enterprises that shall generate employment for both women and men. Whenever possible, capital assistance shall be given to women's groups desiring to provide transport services particularly in the rural areas (e.g., transport cooperatives for women).

Women's groups shall be organized not only to form transport cooperatives but to monitor the status and quality of roads or to verify reports of accomplishment of road projects.

#### **4.1.4 Program and Project Areas**

The availability of transport facilities in a community at any point in time or whenever required shall be assured, especially for transporting agricultural produce from farm to market, as this would improve sales and rural women's incomes. Each community shall have at least one vehicle for responding to emergency situations.

Women's organizations and other interested groups shall be given support in establishing transport services in places where these are insufficient. Part of the sensitization program for community women involved in infrastructure shall be their development as transport owners and operators. Traffic systems efficiency as well as rules and regulations for commuters' health, safety and convenience shall be improved significantly.

Health and safety precaution in motoring and the use of transport facilities shall be widely disseminated and their observance enjoined, with special emphasis on the consequences to the public if the precautions are ignored. The convenience and safety of commuters, especially women and children, shall be ensured in the design and manufacture of transport carriers and the setting of quality control standards for such.

## **4.2 Water Resources**

### **4.2.1 Overview**

Women as the primary procurers and users of water within households are the ones primarily affected when water supply is inadequate and unreliable, as they have to spend much more time and effort performing these tasks.

Their concern goes beyond the matter of convenience to the more basic issue of how insufficient and unsafe water supply affects family well-being and health.

Similarly, faulty sewerage, drainage and flood control systems directly affect women both as homemakers and as income-earners, and through the impact on their families.

### **4.2.2 Objectives**

The provision of more and better water, sewerage and sanitation facilities for both domestic and economic activities shall be the general objective for the sector in the area of water resources.

Specifically, women-friendly water system and sanitation facilities shall be developed to free women from much backbreaking and time-consuming work. Gender considerations shall be made integral to the planning and implementation process.

Women shall be assisted and encouraged to play a major role in the planning and implementation of community water and sanitation programs and in the operation and maintenance of facilities. This is both to ensure that their interests are properly considered and safeguarded, as well as to help institutionalize women's participation in development activities.

The maximum utilization and conservation of water resources shall be an overriding concern, to be pursued through coordinated management of such resources.

### **4.2.3 Policies and Strategies**

As water and sanitation activities require multisectoral participation, there shall be appropriate coordination among national and local institutions and authorities involved in water provision and use, health and sanitation as well as among organizations in charge of education and training.

At the community level, existing Barangay Waterworks and Sanitation Associations and Water Districts shall be strengthened with women's participation. Direct support for institution-building to enhance the role of women in water supply and sanitation, including material and technical assistance with emphasis on management and maintenance of facilities, shall be supported by the government.



Stronger community-level advocacy to encourage and support the participation of women in water supply and sanitation activities shall be undertaken. Support shall be in the form of day care centers, and consciousness-raising to urge spouses and other family members to do their share of domestic tasks and responsibilities.

Women shall be trained in proper waste disposal, ecological and environmental preservation, flood control and other areas that affect the economy's physical structural support.

#### **4.2.4 Program and Project Areas**

Rural communities shall be provided with at least a Level I (point source) water system. As much as practicable, this shall be upgraded to Level II (communal faucet) system to increase women's access to water.

To pursue women's involvement as managers of the community's water supply, women shall be trained in the management, operation and maintenance of water systems particularly Level I systems like deep well and shallow well handpump systems. Skills training for project identification, planning and implementation, as well as evaluation and monitoring, shall always include women, who shall accordingly be tapped for such activities when water and sanitation facilities are constructed.

Women's membership and participation shall be enhanced in the continuing organization of Barangay Waterworks and Sanitation Associations and Water Districts.

The construction and improvement of flood control and drainage systems in the communities shall be intensified with due consideration to women's needs. The women's representative at the local development councils shall be provided with adequate skills training and support to improve her capability for more meaningful participation.

### **4.3 Social Infrastructure**

#### **4.3.1 Overview**

The efficient delivery of basic social services requires infrastructure such as schools and health centers. As mentors and traditional guardians of family health, women are doubly affected by the absence of such facilities.

Limited hospital and medical facilities likewise reduce the availability and affordability of reproductive and maternal health care.

As economic participants, women need to be encouraged and assisted to venture more into productive undertakings. The construction and improvement of such facilities as public markets, slaughterhouses, rice mills/ grains processing centers and community centers will provide them the necessary infrastructure for such activities.

### **4.3.2 Objectives**

The efficient delivery of basic social services through the provision of social infrastructures like school buildings, health facilities, housing, shall be pursued with the active involvement of women. Capability in initiating and spearheading projects for infrastructure development and improvement shall be enhanced among women.

The Local Government Code which promotes self-reliance among local government units and the Public Works Act offer ample opportunities for responding to social infrastructure needs. Women shall be mobilized to make sure that the identified facilities and their design and system of operation consider the needs of women. The administration and management of these facilities shall involve women.

### **4.3.3 Policies and Strategies**

The growth of urban centers shall be continuously expedited with the end-view of increasing women's access to facilities like schools, markets, hospitals, clinics and other support physical structures. Regional allocations for social infrastructure construction and improvement will be reviewed to consider the needs of women wanting in support social services. Cost-benefit and impact studies shall be undertaken to determine if women are actually benefitting from existing community social infrastructure, as well as to have adequate basis for government action planning.

Gender concerns shall be mainstreamed into the Physical Planning and Development Framework and the allocation for social infrastructure regularly reviewed to continually address women's needs.

### **4.3.4 Program and Project Areas**

Facilities such as schools, health centers and other physical structures that support economic activities shall be constructed, improved and rehabilitated to increase women's access to basic services and growth opportunities.

In the rural areas, where facilities for education are limited, additional construction or the improvement of school buildings shall mean the accommodation of more enrollees which will include women. Similarly, the construction and upgrading of modern health and medical facilities shall reduce the mortality and morbidity rates caused by inadequate and unsuitable medical and health facilities.

The provision of facilities such as markets, ice plants, slaughterhouses and other urban structures that support post agricultural and other undertakings of women shall improve women's participation in economic activities.

## **4.4 Energy**

### **4.4.1 Overview**

Sufficient energy supply is basic to attaining socio-economic targets, particularly in providing jobs for the country's 24 million or so female and male workers. Electricity also eases the burden of housework which fall largely on women.

As primary users of energy both for economic and domestic activities, therefore, women should participate actively in both conventional and non-conventional energy programs and be involved in power generation and management as well as utilization.

Moreover, women as nature's caretakers need to take active part in exploring and developing alternative sources of energy, notably those known to be less harmful or pose no risk to the environment such as photovoltaic (solar) energy.

Not the least, women need to be fully involved in energy conservation through their education on the proper use of electricity, and the periodic dissemination of information and reminders regarding energy-saving schemes. Efficient power use not only minimizes the power failures and brownouts which compound housekeeping burdens, but also lead to lower generation and distribution costs that eventually translate into lower prices of consumer goods.

### **4.4.2 Objectives**

The overall objective will be the enhancement of women's participation in the energy subsector specifically in power generation, management and utilization.

Also, women are envisioned to play a key role in efforts toward the full diversification and development of indigenous energy sources, and to participate actively in promoting the judicious and efficient use of energy sources and in conserving natural resources which are actual and potential sources of energy.

### **4.4.3 Policies and Strategies**

Energy planning and assessment shall concentrate on the local community levels in determining the needs of the population in general and women in particular. The participation of grassroots women in energy-needs assessment, technology and energy conservation, management and maintenance efforts shall be supported.

Existing barangay power associations shall be energized by the active participation of women. Incentives, whenever possible, shall be provided by government to local electric cooperatives that encourage the participation of women in energy saving and pilferage prevention schemes.

Measures shall be developed to rationalize energy consumption and improve energy distribution. Technical training programs will be formulated with a view to developing women as producers, users and managers of energy sources.

The assessment of new energy sources, technologies and delivery systems shall specifically consider the reduction of tedious manual labor that constitutes a large part of the work of poor urban and rural women. Participation of women in this areas shall be stressed particularly in the use of nuclear energy.

It is acknowledged that women are not supportive of nuclear energy use. Women should be involved in the planning and exhaustive discussion of the possible impact of such technologies on the health and lives of the population.

#### **4.4.4 Program and Project Areas**

Rural electrification efforts shall be intensified to eventually service the entire population.

The proper use of energy shall be urged if not required, to minimize expenses and losses incurred in energy distribution, and avoid power failures, brownouts and breakdown of facilities. In addition to being energy savers, women shall also be tapped as “save energy” advocates.

Another important area where women shall be extensively involved is the identification and development of non-conventional or alternative sources of fuel and other forms of energy, particularly that for domestic use.

Many rural women depend on forests for much of their energy needs and income. Infrastructure support for forest conservation and reforestation shall be provided and women shall be mobilized to regenerate as well as prevent the depletion of forest resources.

## **4.5 Communications**

### **4.5.1 Overview**

The empowering of women requires access to information and networking concerning their social and economic roles. This is especially true for women in the rural areas and in sectors not reached by formal media for information dissemination. This calls for the improvement of communication infrastructure in the areas of telecommunications and postal services.

Developments in communications particularly telecommunications, geared towards supporting business and industry and advancing the country's global competitiveness, shall likewise increase women's access to business opportunities.

Social dynamism and the mainstreaming of women in society shall be enhanced with the installation of more affordable telephone lines and improvement of postal services.

But more than being passive users, women shall be able to improve their lives and empower themselves if they also participate in the development of these communication infrastructures. As professionals, they can assume technical and other key positions in the sector. As users, they can form groups and be mobilized in users' programs geared towards improving the efficiency of existing services.

The presence of women in the communications sector shall provide opportunities for advocacy on gender concerns particularly on overlapping concerns with education, media, arts and culture. The exploitation of women and the proliferation of sexist statements shall be curbed with empowered women in communications.

#### **4.5.2 Goal and Objectives**

Effective and efficient communications services shall be provided.

The improvement of facilities and services for communications shall consider the need to provide increased access to vital information on developments and opportunities for women. The employment of more women in telecommunications and postal services delivery, including the provision of equal opportunities for professional growth and advancement, shall be pursued.

#### **4.5.3 Policies and Strategies**

Women--as an important human resource -- shall be tapped in the provision of fast, adequate, efficient and economical communication services. Communications shall play a critical role in eliminating stereotyped images of women and providing women with easier access to information.

The enrollment of women in publicly operated mass communication networks and in education and training shall be encouraged. The employment of women within the sector shall be promoted and directed toward professional, advisory and decision-making positions. The organization of women's groups aimed at promoting the role of women in development as contributors and beneficiaries shall be encouraged.

Efforts to establish effective communication and information networks shall be assisted. Systems and modes of communication shall be constantly improved and developed, including indigenous forms of communication, to ensure that the population - particularly those having the least access, including women - is adequately informed.

Telephone density shall be increased to respond to the need for improved telephone services. Telegraph facilities/services shall be established in every municipality and postal facilities/services in the barangays, notably in areas not reached by existing facilities.

#### **4.5.4 Program and Project Areas**

Women shall be developed, through training and other affirmative action, to become planners and managers in communications, and shall be guided toward key positions in government communication agencies.

Similarly, the number of women in technical positions shall be increased. Women's qualifications shall be upgraded through training and study grants. The counselling of students for career choices shall highlight the opportunities for them in the field of communications.

### **5. MAJOR PROGRAMS AND PROJECTS**

The initial task required in integrating women into the mainstream of infrastructure development involves the massive reorientation of the bureaucracy in particular and society in general on the concerns of women in infrastructure both as beneficiaries and active participants. The government and other socio-cultural institutions are the priority groups for concrete action like education, training and media advocacy programs. Also, consciousness-raising as a strategy for women's integration needs to be complemented by programs that will equip women with the necessary knowledge and skills which will enable them to actively participate in the infrastructure sector.

The effort at drawing women into the mainstream of infrastructure development however will be incomplete unless there are fundamental changes in the sector's socio-cultural structures, both within the government and at the community level. Such changes should recognize the actual and potential contributions of women in the sector. The following programs and projects are recommended as concrete actions in effecting the desired attitudinal and behavioral changes towards women in the pursuit of infrastructure development.

### Major Implementing Programs and Projects, 1995-2025

Program/Project Title	Description/Objectives	Lead Agencies
Consciousness-Raising through Education and Advocacy Program	To raise the awareness of women on the active role they can play in the sector	DECS, colleges/universities, PIA, DPWH and attached agencies, DOTC and attached agencies, DILG, media, community-based groups
1. Scholarships to Infrastructure-Related Courses for Women	To encourage women's participation in all phases of activities within the sector	
2. Reorientation of Guidance and Counsellors	To eliminate sex- role stereotyping in career options	
3. Media Advocacy on Uncustomary Roles for Women (Infrastructure)	To educate women and encourage participation in sector activities	
4. Dissemination of Guidelines, Primers, Manuals on Infrastructure and Women's Roles	To ensure women and encourage participation in sector activities	
5. Institutionalization of Non-Discriminatory Hiring, Training, Promotion in Infrastructure Agencies	To ensure stricter enforcement of laws and policies in the employment of women in infrastructure agencies	CSC, Congress, DOTC and attached agencies, DPWH and attached agencies
Community-Level Infrastructure Development Programs	To ensure that the needs of women are taken into account in the delivery of services as well as in the maintenance of facilities	DPWH, DOTC (RMC), RDC, local government units, municipal development councils, DILG, NEDA, community-based organization, women's groups
1. Mobilization of Women in Barangay Power Associations, Barangay Waterworks and Sanitation Associations, Water Districts, etc.		
2. Consultation with Women in Needs Assessment Activities	To ensure that the needs of women are adequately considered in the construction of infrastructure facilities	
3. Training Women in Planning, Implementation, Operation, Management and Maintenance of Facilities		

Program/Project Title	Description/Objectives	Lead Agencies
Research and Development	To develop appropriate indicators to be used in evaluating the achievements for and by women in the sector	NSO, DPWH, DOTC (Data Survey), NCRFW, NEDA, research agencies, DOST
1. Sex-Disaggregated Data Generation, Processing, etc.	To facilitate the improvement of conditions of women in the performance of their social and economic responsibilities through innovations in technology and infrastructure	
2. Labor-Saving Devices to Reduce Drudgery of Women's Work (for hauling water, alternative sources of energy for cooking, etc.)	To identify specific infrastructures where women's involvement can be mainstreamed and develop appropriate environment for their increased participation	
3. Case Studies on Women's Involvement in Infrastructure	To assess the impact of each type of infrastructure on the lives of women and identify programs complementary to their activities	



## WOMEN IN SCIENCE AND TECHNOLOGY

### 1. OVERVIEW

Women's participation in the Science & Technology (S&T) sector continues to increase, specifically among women professionals in S&T research and development (R&D) work in both government and the academe. However, for the greater majority of women, much still remains to be done for them to directly or indirectly participate and benefit from the development in the sector.

For the period under review, 1989-1994, the S&T sector posted institutional, policy and program/project developments such as the establishment of the S&T Women in Development/Gender and Development (WID/GAD) Focal Point and of women's organizations in S&T; provision of incentives or assistance to scientists/inventors; and organizing of training seminars, fairs and symposium for women in the sector.

#### 1.1 Sectoral Developments

##### 1.1.1 Institutional Developments

The Department of Science and Technology (DOST) constituted its WID focal point in May 1989. Its members, composed of 21 women representatives from the different attached agencies and councils, became agents in elevating the sector's awareness of the significant role women play in S&T development. Their efforts led to the formulation of policies and strategies and to programs and projects in the sector that benefit women both as beneficiaries and as workers.

The Philippine Council for Health Research and Development (PCHRD) facilitated the creation of the National Health Ethics Committee to review research projects prior to their implementation. It is tasked to determine research projects' compliance with international standards or scientific declaration. The Committee, whose multidisciplinary membership includes a priest, a sociologist, a doctor and a lawyer, has included the concerns of pregnant and lactating mothers in their review of research projects.

Three non-government organizations (NGOs) of women in science and technology development were organized through the initiative of Approtech Asia. These are the Women Inventors' Association of the Philippines, Inc. (WIAPI), the Women Association of Scientists in the Philippines (WASP), and the Women in Science and Technology Development Foundation, Inc. (WISTDF). These were created as counterparts of women in S&T in the government sector.

The WASP was organized mainly to encourage the active participation of women scientists in researches geared towards national development, to incorporate their concerns into the different S&T programs at different levels, and facilitate networking.

The WISTDF was established to initiate, sponsor, promote, assist or conduct S&T programs and projects in support of women's concerns that will contribute to the economic upliftment of the country.

### **1.1.2 Policy Developments**

A significant development in this respect was the passage of Republic Act 7459, "An Act Providing Incentives to Filipino Inventors and Expanding the Functions of the Technology Application and Promotion Institute, Appropriating Funds Therefore, and for Other Purposes".

This law, which became operational in 1994, awards the amount of P100,000.00 to every deserving invention as recommended by an assessment committee. So far, however, only one woman has been awarded, and it was as member of a research group rather than for an individual invention.

The holding of gender-sensitivity and gender-responsive development planning seminars for members of the S&T sector WID focal point resulted in an administrative order for the creation of WID focal points in the subcommittees and for the establishment of a sex-disaggregated database system to be used in the formulation of more gender-responsive S&T policies and programs/projects.

### **1.1.3 Program/Project Developments**

The WISTDF participated in the DOST-Techno Fair in July 1993. The theme "Women Inventors, Technologists and Scientists Techno Fair and Bazaar" (WINTech '93) provided the opportunity to make visible women's participation in S&T development.

An Association of Southeast Asian Nations (ASEAN) symposium on "Women Empowerment Through Science and Technology" was held in the Philippines in July 1994 to discuss the state of science and technology and role of women in the ASEAN, to identify opportunities and constraints in the active involvement of women in scientific activities for regional development; and to exchange experiences and ideas on common concerns.

A Program of Assistance to Inventors was implemented during the period under review. Through this program, feasibility studies for the inventions were developed by the Technology Application and Promotion Institute for the inventors. A course, "Technology-Based Entrepreneurship and Business Management", was also conducted to improve the entrepreneurial skills of inventors.

In the area of research and development (R&D), particularly in health and nutrition, women's concerns that have been addressed tended to be along

traditional reproductive functions. The DOST completed four projects of this kind in 1993, namely: (1) The Role of Filipino Women in the Comprehensive Agrarian Reform Program (CARP) in Improving the Nutrition of Children; (2) Development of a Model Integrating the Promotion of Breastfeeding and Weaning Practices in the Maternity Care Service in a Peri-Urban Community; (3) Socio-Cultural Determinants of Weaning Decision of Mothers in Selected Philippine Communities; and (4) Analysis of Factors Associated with Variations in Breastfeeding Duration and Some Weaning Practices of Mothers in a Depressed Community: Implications for Nutrition Intervention.

Results of the first study revealed the following women's perceptions and attitudes: (1) child care is chiefly the mother's task but shared parenting should be encouraged; (2) farmwork is difficult and better left to the men; (3) mothers seek work that will augment the family income to enable them to purchase food items; (4) women are willing to get involved in community projects. These present factors for consideration in planning strategies taking into account women's work patterns.

The second project which aimed to promote breastfeeding and improve weaning practices through breastfeeding-weaning information, education and communication interventions among mothers, recommended several activities to solicit and sustain the active participation of hospital staff involved in maternity care services, and of its beneficiaries.

The third study was an in-depth qualitative assessment of weaning decisions considering social, cultural and ecological influences of family and community. It was found out that the mothers' sensible perceptions on health and nutrition is not reflected in their practices. Their more pressing concern of income, beliefs and disease patterns outweighed their efforts towards favorable decisions on weaning practices.

Results of the last study highlighted the need to impart the real essence of "weaning" in order to improve breastfeeding duration among urban poor mothers.

In 1994, the DOST started conducting seminars which aims to empower women through knowledge of S&T. Topics include "Promotion of Safe and Nutritious Street Foods" and "Disaster Mitigation and Management".

Two day care centers were also established for DOST employees' children aged three months to four years.

## 1.2 Issues and Concerns

Considering these modest developments, many issues in S&T which were identified in the Philippine Development Plan for Women (PDPW), 1989-1992, and continue to be raised by NGO women still remain. There are also additional issues affecting women as workers in S&T, affecting women as beneficiaries of the sector, and affecting the systems and procedures operating in the sector.

### **1.2.1 Affecting Women as Workers in the S&T Sector**

Filipino women's participation in S&T activities continues to be limited only to those fields of work as scientists, educators and in R&D. Thus, while the DOST is perceived to be predominantly female, there is still gender-tracking of field with women and men fitting into more or less predetermined areas of specialization and types of work.

#### ***1.2.1.1 Low level of women's participation***

Common perceptions still point to three major obstacles hindering women's development in S&T.

#### **Socio-cultural factors**

Social-cultural perceptions and attitudes, while generally changing and improving, continue to limit women's participation in S&T endeavors. Many still believe (i) that men are the main and sole breadwinners; (ii) that women's primary role is in domestic or household work, i.e., taking care of the children, housekeeping, etc., which is not counted as an economic or productive activity; (iii) that S&T work, particularly those involving fieldwork and highly complex or technical expertise is mainly for men; and (iv) that machines can be handled or used more efficiently by men, except for those tools or machines that are designed for household work.

Because of these still prevailing notions, women have had limited access to higher S&T education and, in some families, have not been allowed to pursue a career. Further, men are given preferential treatment in recruitment and promotion. In many cases, their having to be responsible for most of the household chores affects women's efficiency in the office or the laboratory.

#### **The economics of women's participation in S&T**

Women have a better chance to be employed in government institutions where the wages/salaries are usually lower, than those in comparable jobs in the private sector where scientists and researchers are predominantly male. Male scientists and technologists/technicians are attracted to higher paying jobs in private corporations which prefer men for economic reasons: they do not have to pay for maternity leave and will not suffer from work interruption as is the case when women become indisposed because of family and other household responsibilities.

#### **Perceptions as to biological differences**

Women's biological role of childbearing is taken against them, reducing their job competitiveness. Male scientists and technicians are generally regarded as being more mobile, physically more vigorous, emotionally more stable and less hampered by reproductive work. Because of these, a lot of jobs specifically call for male applicants which limit the opportunities for women. On the other hand, jobs that specifically call for women are more likely to be the lower-paying ones.

These three factors, among others, result in unequal access to work opportunities and discrimination on the job that deter women from fully developing in this field. They also affect women's sense of their own worth, impairing their ability to participate fully in utilizing S&T to define and improve the quality of life.

#### *1.2.1.2 Gender-tracking in S&T professions*

As discussed under the Education sector, gender-tracking in the choice of professions in general, has always been indicated by school enrollment statistics. In the S&T field, said tracking is much pronounced with women going into field of study that usually lead to research, laboratory and stationary kinds of work.

This situation is noted from as early as the lower grades, in which girls do not get any visible encouragement to develop the scientific mind or an inclination for discovery and experimentation, and for technological pursuits. Rather, they are guided towards homemaking and child care activities just as their mothers and female teachers had been. Not only do they not get much opportunity to work with tools and machines, they also get little motivation to be questioning and creative. In schools, the family and the mass media, few or no messages are put across urging girls to pursue an S&T career.

In cases where some women have overtly tried to cross traditional barriers in terms of career choices, they have yet to enter those areas which would take them out into the open and daring world of "men's" work. For example, most women engineers who went through the same rigors and cleared the same hurdles as the men while taking up engineering courses, remain in sheltered, less physically-demanding areas of employment such as research. Women are almost always assigned to jobs which are less challenging and with relatively less opportunities for advancement.

#### *1.2.1.3 Few women in top decision-making positions*

Although the DOST has yet to be headed by a woman, women scientists in the government have a better chance of rising to higher level positions than those in the private sector. This may be because qualified women themselves prefer to work in government and have not really explored career possibilities in the private sector. The bigger reason, however, seems to be that in the latter, gender-related biases exist to block equal treatment of women in recruitment, training and promotion.

#### *1.2.1.4 Women's/girls' limited access to higher S&T education/training*

It has been contended that interested girls and boys, especially those who live in the provinces, greatly lack educational opportunities particularly in S&T fields because schools and training institutions, which are concentrated in Metro Manila, are expensive and thus inaccessible.

While the DOST has been offering scholarships in higher S&T education and the requirement to avail of these scholarships do not discriminate between girls and boys, figures show that there have always been more male scholars than female.

A more in-depth review of existing conditions would reveal that the real problems lie, again, in the socio-cultural factors discussed above. Therefore, more efforts should be exerted and more strategies adopted to encourage more women to pursue higher S&T education.

#### *1.2.1.5 Inadequate support for women workers in S&T and R&D*

Women S&T and R&D workers in both government and private institutions need greater support and encouragement to pursue their work and careers. Policies need to be instituted to promote women's access to opportunities for higher training and education, and to remove structural and attitudinal blocks to their hiring and job promotion.

Inventors, whether women or men, need government and public support, especially in terms of funding assistance, to continue their S&T/R&D work notably on products and systems that benefit mainly women.

This support is equally important at the commercialization stage, when the invention is introduced into the market and tries to establish a foothold possibly in competition with similar products. Government intervention is crucial not only in developing linkages between inventors and entrepreneurs, but also in ensuring that deserving inventions by women are given equal importance and prominence.

While budgetary support to the DOST has been increased by an average of 8 percent for the period 1989-1992, budgetary support for S&T/R&D is still inadequate, with an even leaner budget for R&D on women's specific technological needs. For inventors, budget deficiency means a poor working environment, inadequate laboratory equipment and other physical facilities, and lack of material incentives, which could greatly influence the outcome of the product or system being developed.

#### *1.2.1.6 Low level of awareness among S&T agencies and NGOs on women's specific S&T needs in both domestic and economic spheres*

There is presently a low level of awareness or consciousness of women's technological needs among the S&T workers of government and private entities. This is compounded by the lack of material allocation for S&T as a sector. Consequently, women's technological needs are given minimal consideration. Specifically, S&T extension workers are not willing to work on weekends when more rural women are most likely to be available. To encourage women to be interested and to utilize new technologies, extension workers need to adjust their work schedule to the women's convenience and should come well-prepared to make the most of the visit. The extension workers, on the other hand, also need to have time off during the week. Program delivery should thus be designed with these factors in mind.

There should be an increase in the number of gender-sensitive women and men in top-decision making positions in S&T institutions. Technical people in the sector also need to develop skills in gender-responsive planning and programming.

## 1.2.2 Affecting Women as Beneficiaries of Technologies

### 1.2.2.1 *Inadequate R&D on appropriate technologies for women*

There is widespread belief that S&T or the products of R&D are gender-neutral, i.e., these products or processes are developed without the conscious bias to answer male or female needs.

For women of lower socio-economic status in underdeveloped countries, technology should respond to the following specific needs: (i) to improve and protect their health vis-a-vis their unique reproductive function; (ii) to ease the burden of their work and improve their productivity in the domestic sphere (in their homes) and in the economic sphere (in agriculture or industries); (iii) to develop their skills and capacities in economic, productive work not traditionally assigned to them, but which they can accomplish alongside the men.

The specific needs of women in a particular situation should always be considered in researches to guarantee that they, too, benefit from the fruits of technological advancement.

### 1.2.2.2 *Limited participation and consideration of women's concerns in exploring alternative/appropriate technology*

Women, as beneficiaries of S&T, know their own needs. They have to be consulted on their S&T needs in the household and in the workplace, and in exploring alternative technology (e.g., other sources of energy), for new and appropriate technology to be more effective and relevant for them.

But despite their presence and real contribution in agricultural and industrial production, women are generally not consulted nor do they take part in decisions on technologies and production systems to be adopted in the workplace.

Although some technologies meant to help women have in fact eased the burden of energy-expending and repetitive housework such as more efficient stoves and grinding machines for corn and grains, other technologies cannot be adopted because they are expensive, or even increase the woman's burden by increasing the amount of work foisted upon her.

The end-users/beneficiaries, which in this case are women, need to be consciously encouraged to get involved in identifying their own needs as well as solutions to these, in order to guarantee their participation in and commitment to the endeavor.

### 1.2.2.3 *Lack of systematic inventory, information, evaluation and popularization of appropriate technology for women*

In cases when there is appropriate and inexpensive technology for women, the end-users/beneficiaries could not make use of them because of lack of information on the range of available products and technologies and their respective uses/functions.

Women's lack of access to information on new technologies in turn limit their access to productive activities, such as in agriculture, fisheries and micro enterprises.

#### *1.2.2.4 Danger of women being eased out/marginalized from the economic/productive work due to mechanization or introduction of higher level technology*

Landless rural women comprise the biggest portion of agricultural women workers. New farming technology and mechanization have reduced labor requirements. In rice production, both female and male landless workers have been replaced by the use of hand tractors, threshers and chemical pesticides and weedicides.

There is not enough sex-disaggregated data on which to determine whether more women have been displaced than men in proportion to their total numbers. But in the sugar plantations alone, women comprised 33 percent of the labor force prior to mechanization, and now visibly do not come up to that proportion.

Mechanization or automation, whether in agriculture or in factory-based work, has truly eased backbreaking or tedious, repetitive labor. However, this has also been at the cost of people losing jobs which often are their sole means of income. Assisting displaced labor to find alternative ways to earn income deserves priority attention.

### **1.2.3 Affecting the System**

#### *1.2.3.1 Lack of gender-differentiated database system*

Special attention needs to be given to the development of a sex-differentiated database system and development of appropriate gender-based indicators. There should always be ready data on women's participation in all fields of specialization in S&T not only to facilitate the identification of concerns/needs of specific groups and to easily determine if there are cases of underemployment or exploitation, but also to recognize women's involvement in and contributions to the sector.

#### *1.2.3.2 Lack of institutional mechanism to measure the impact of S&T on women*

While no specific mechanism has been set up to measure the impact of S&T on women, the existing performance monitoring scheme of the S&T sector was modified to be able to determine the number of women beneficiaries of the S&T programs and projects.

This monitoring scheme is still weak and inadequate to effectively monitor the impact of S&T on specific targeted sectors and on the population in general. Data gathering and storage for the S&T sector in this aspect still need a lot of improvement and expansion. A sex-disaggregated database system should be established/generated to measure the impact of S&T especially on poor, low-income women, and to be used as input for formulating gender-responsive policies, plans and programs.



### **1.2.3.3 S&T planning at the national level lacks inputs on women's technological needs**

The technology needs of women require more thorough assessment and have to be incorporated into the national S&T assessment. These needs, especially in agriculture, fisheries and in the rural areas, have been subsumed under general technological needs. However, since S&T planners usually think of agricultural or rural-based production as done mainly by men, technological designs are oftentimes more appropriate for men than women. Thus, there is a need for gender-responsive planning and programming in S&T. A review of existing policies should be undertaken to eliminate gender bias.

### **1.2.3.4 The lack of awareness and recognition of the critical role of science and technology in economic and social development is also a major problem which ultimately affects women's development through S&T**

## **2. OBJECTIVES**

The general objectives of this sector are to promote and enhance women's active participation in S&T; and to ensure that scientific and technological advancement respond to women's needs.

Specific objectives are as follow:

- (a) To bring the S&T needs of women into the national development planning process so that national development objectives and programs will be responsive to these needs;
- (b) To develop technologies that will respond to Filipino women's needs, especially to help women become more economically productive, while at the same time easing the burden of housework for poor or low-income women;
- (c) To provide the S&T structures that will give women the appropriate support and incentives to become creative and active agents in S&T development; and
- (d) To develop educational systems in schools and mass or community media that will inculcate popular literacy in S&T as well as expose and attract more female students to S&T/R&D work.

## **3. POLICIES AND STRATEGIES**

In order to attain the objectives, the following policies and strategies will be pursued:

- (a) Integrating the gender perspective in formulating, implementing, monitoring and evaluating S&T plans, policies, strategies, programs and projects;

- (b) Mobilizing local and foreign resources for gender and development activities;
- (c) Enjoining women's groups to lobby for a greater share in the government budget for R&D on women's S&T needs;
- (d) Reviewing existing data or information management systems and integrating gender concerns whenever possible;
- (e) Institutionalizing mechanisms for GAD within S&T agencies (including the strengthening of GAD focal points within decision-making committees and other relevant organizational structures and the creation of GAD focal points up to the provincial level);
- (f) Developing the gender-sensitivity of workers and decision-makers in the sector;
- (g) Promoting women's participation in S&T activities at all levels. This will include providing women with more opportunities for advancement through training and scholarships. There will be special emphasis on training in management to better prepare them to assume leadership roles. Women should be encouraged to exert efforts to rise above the attitudinal obstructions by developing greater confidence in themselves through assertiveness training and managerial skills development;
- (h) Strengthening of equal opportunities for employment and professional growth in the sector;
- (i) Promoting gender-sensitive human resource development and management policies such as flexible work hours, retraining, job-sharing, child care leave, etc. in S&T's public and private sectors;
- (j) Promoting women's entry into non-traditional fields of science and technology and removing gender-related career restrictions to enable women to make full use of such education;
- (k) Developing public education materials to break down gender-stereotyped notions related to scientific and technological training. This shall necessarily be complemented by proper revision of syllabi and course contents, innovative use of the media and sensitization of parents and teachers. The S&T sector shall help project women as indispensable partners of men for the country's development and encourage sharing of home responsibilities between women and men;
- (l) Ensuring that all researches comply with ethical standards, particularly as regards the use of women's bodies;
- (m) Promoting research and development that would utilize scientific and technological knowledge in designing low-cost equipment, tools and gadgets that will reduce the drudgery of household work;

- (n) Enhancing the scientific literacy and culture of women;
- (o) Generating employment and alternative livelihood activities particularly for women in the low-income bracket and those displaced by mechanization and technological change;
- (p) Promoting participation of women and their organization in the planning and implementation of S&T projects.

#### **4. PROGRAMS AND PROJECTS**

The policies and strategies are supported by the following major programs and projects:

- (a) Formulation or adaptation and use of sector- or agency-specific GAD guidelines in planning, implementing, monitoring and evaluating S&T programs and projects;
- (b) Generation of sex-specific databases and gender-responsive indicators on women's participation and concerns in S&T to serve as inputs for gender-responsive planning/programming. This will entail close collaboration with the National Statistics Office and other data-producing agencies, and will include among others, database on expertise of women scientists and technologists;
- (c) Policy studies on the status of women in S&T such as the compensation and incentive package for women workers in S&T;
- (d) Expansion of S&T opportunities for women such as through active linkage between industries and schools;
- (e) Re-orientation of career and guidance counsellors;
- (f) Review and improvement of the S&T education curriculum to make it more gender-responsive;
- (g) Development and promotion of female role models, particularly in non-traditional S&T fields through the active dissemination of public education materials and adoption of non-traditional methods of training and information campaign;
- (h) Provision of gender-sensitive infrastructures to allow women to be more creative and active in S&T agencies (crèches or nursing stations in the work areas);
- (i) Sensitivity and skills training for:
  - workers in the sector;
  - GOs and NGOs conducting R&D activities; and
  - S&T communities, including decision-makers, planners, implementors, etc.

- (j) Development and integration of gender-sensitizing materials and training modules into S&T programs for beneficiaries and clientele;
- (k) Inclusion of women's concerns in the review of research projects' compliance with institutional/scientific declarations;
- (l) Undertaking systematic inventories, massive information dissemination, evaluation and popularization of appropriate technologies for women;
- (m) Study of the total agricultural plan to consider displacement due to technological changes at all levels and determination of alternatives for displaced labor;
- (n) Dissemination and enforcement of the code of ethics for bio-medical research using women; and
- (o) Development of and support for occupational health and safety measures especially for pregnant and lactating women.

## **THE SPECIAL CONCERNS SECTORS**

Sectors on special concerns deal with the following: Women and Migration; Prostitution; Violence Against Women; Women and Family; Indigenous Cultural Communities and Ancestral Domain; Women and Peace; and Politics and Governance. These dwell mainly on the disadvantaged position of women in special circumstances and put forward a wide array of interventions to mitigate their difficulties by assisting them cope with their situation or by empowering them to get out of their vulnerable/precarious condition.



# WOMEN AND MIGRATION

## 1. OVERVIEW

### 1.1 Situation Analysis

An area neglected by policymakers in the preparation of gender-sensitive development plans is the crucial intersection between women and migration. Oftentimes, women's migration is subsumed under male migration, a perception perpetuated by structural and historical forces of inequality between women and men. Women were seen as migrating for work only because they were supporting their husbands in performing the role of family breadwinner. Or, they migrated either as companions of male migrants and/or to get married to a foreigner. In short, women migrants were but shadows to the men who were the major actors in the migration scene.

However, with the socio-economic changes in the past decade there emerged the phenomenon of autonomous female migration, or women leaving community and country on their own account. In fact, contemporary migration in the Philippines is predominantly that of young and never married women.

#### 1.1.1 Internal Migration

As early as the 1970s, the migration of women from the countryside to major towns and cities has been characterized by the predominance of females over males. One of every five females in the metropolitan region was a migrant in the 1980s while the corresponding proportion in all other urban areas of the country was one in 10. This reflects a strong determination among Filipino women, particularly those in the lower economic classes, to become part of the urban labor force through migration. This enables them to send money home despite meager earnings in service and manufacturing, often the sectors where they find employment. A sweeping shift from traditional values, especially on those that allow for certain leadership roles like earning capability to be reserved just for men, has taken place. Female migration to the towns and cities clearly shows such transformation. This has led to women's increasing contribution to family survival.

#### 1.1.2 International Migration

The growing inability of the country's economy to generate enough jobs has led yet to another migration flow — to other countries. The past two decades saw a dramatic rise in the number of Filipino women crossing over to European, American, Middle Eastern, and Asian nations, as overseas contract workers

(OCWs). Recent estimates from the Philippine Overseas Employment Administration (POEA) show more than one half (55 percent) of landbased Filipino overseas workers to be women. These do not include those who left the country as tourists but are now working overseas as undocumented illegal workers. The median age of women overseas migrants was estimated at 29.6 years, about six years less than the estimated median age of 35.9 years for the men. Majority of new hires were in vulnerable occupations such as domestic helpers and entertainers, which composed 32.5 percent and 18.9 percent, respectively, of total deployment in 1993. Together, these occupations comprised 51.4 percent of all new hires, 95 percent of them are women. All told, there is increasing feminization of overseas labor migration.

Others leave the country as emigrants through marriage to a foreigner. Data from the Commission on Filipinos Overseas (CFO) showed that about six in 10 (58.8 percent) of the 177,000 emigrants in 1990 were women, most of them never married and close to 5 percent leaving on a fiancée visa. Such migrants not only face adjustment problems inherent to interracial marriages but also risk being forced into prostitution by an unscrupulous groom.

For both types of migrations, the underlying motivation is poverty alleviation. They also reflect Filipino women's growing role in the survival of Filipino families and in the development of the larger society.

The increased volume of female migration underscores the significance of problems affecting migrant women to which both government and non-government organizations have responded with various interventions. The period 1989-1995 saw modest but significant gains in the migration sector in terms of improving the living and working conditions of Filipina migrants.

## 1.2 Sectoral Developments

### 1.2.1 Policy Developments

For the period under review (1989-1995), legislative and policy measures promoting the welfare and protection of women in general, and women migrants, in particular, were actively pursued in both the executive and legislative branches of government. The most important all-embracing policy statement is embodied in Republic Act 7192 or the Women in Development and Nation-Building Act, approved on February 12, 1992. This law and its Implementing Rules and Regulations (IRR) strengthen government's commitment to mainstream gender and development (GAD) concerns in all its development efforts.

Another landmark law is Republic Act No. 8042 which mandates the institution of a higher standard of protection and promotion of the welfare of migrant workers, their families and overseas Filipinos in distress. Section 2 (d) of the law specifically provides that "... the State shall apply gender sensitive criteria in the formulation and implementation of policies and programs affecting migrant workers and the composition of bodies tasked for the welfare of migrant workers ..."

The Department of Labor and Employment (DOLE) adopted significant policy measures amid mounting reports of exploitation and abuse of workers in vulnerable occupation categories such as domestic helpers and entertainers.

One was the imposition of a minimum age requirement for those wanting to work abroad as domestic helper, to ensure that those who are deployed are sufficiently mature and emotionally/psychologically prepared for the risks of overseas work.

DOLE Department Order No. 13, series of 1994 revised measures to further protect household workers. It instructs, among others, the development and coordination of welfare programs for household workers, to be implemented at the Overseas Centers mainly by the Philippine Overseas Labor Officers Corps (POLOS). Among the special responsibilities of the POLOS are: a) monitoring the entry and departure of household workers in their respective areas; b) conducting skills enhancement programs for OCWs; c) implementing on-site welfare programs; d) monitoring and assessing welfare services of private recruitment agencies and entities; e) implementing a pre-qualification system for foreign placement agencies as principals.

POEA Memorandum Circular No. 41, series of 1994, set the guidelines for operationalizing the said Department Order. It provided, among others, for: a) the establishment of the Household Workers' Center in POEA; b) setting of the qualification, performance assessment and disqualification standards for licensed agencies/entities in the deployment of household workers; c) the registration, training and trade testing of household workers; and d) the accreditation of foreign placement agencies.

Also, deployment has been suspended or temporarily banned for countries where there is civil unrest and where labor-related complaints and other forms of abuses by employers have been on the rise.

Following reports of inhuman abuses and exploitation of Filipina entertainers abroad, particularly in Japan, DOLE conducted in 1991 an exhaustive assessment and review of policies pertaining to the employment of performing artists abroad, with special focus on the enhancement of worker protection. A set of rules was consequently issued giving the requirements, conditions and procedures by which performing artists may be hired overseas. DOLE Administrative Guidelines Implementing Dept. Circular 01-91 raised the minimum age requirement for female performing artists to 23 years old and instructed (a) the pre-qualification of employers by the Philippine embassy/consulate in the worksite; (b) the accreditation of employers, through their licensed agents, with POEA; and (c) the participation of promoters' associations in the accreditation of employers with POEA and the processing of their recruited talents. DOLE Department Order No. 35, series of 1994, provided for a comprehensive welfare program for Filipino performing artists overseas.

More recently, entertainers have been required to secure Artist Record Books and should complete academic and skills training and testing before they could be employed abroad.



The case of Flor Contemplacion, a domestic help convicted of double murder in Singapore and hanged after four years of imprisonment, triggered a national outrage and dramatized the plight of Filipino OCWs.

In response to the crisis, the government adopted a set of policy measures to first, address the issues surrounding the case and second, respond to the issues/concerns confronting OCWs in general.

Executive Order No. 231 dated March 20, 1995 was issued creating a presidential fact-finding and policy advisory body which came to be known as the Gancayco Commission (after its head, retired Supreme Court Justice Emilio Gancayco) and whose membership includes a representative from the National Commission on the Role of Filipino Women. The Commission's objectives were: (a) to determine particular and general facts and circumstances involving the policies and actions of the Philippine government in relation to the protection of overseas Filipinos, particularly cases in which the worker faces charges or has been convicted; and (b) to make recommendations for improving the workers' protection consonant with international conventions and standards.

The Commission's first set of recommendations resulted, among others, in the suspension of 10 officials/staff of the Philippine embassy in Singapore and filing of administrative charges against them for neglect of duty, inefficiency and incompetence. The President also issued a temporary ban on the deployment of domestic helpers to said country. He ordered the allocation of funds for the provision of legal assistance to OCWs.

Cognizant of realities as seen from the problems and difficulties confronting Filipino migrants, particularly women OCWs, President Ramos issued Administrative Order No. 182 on April 6, 1995 creating an Assistance-to-Nationals Task Force. The multi-agency Task Force, with the National Commission on the Role of Filipino Women (NCRFW) as member, is tasked to: (a) develop and implement an integrated program of government that will address the various concerns and problems resulting from migration; (b) develop a mechanism to ensure effective coordination among various agencies of government against illegal recruitment and the exploitation of highly vulnerable groups of migrants; (c) develop and implement a continuing information and community action program to ensure the effective dissemination of information on migration issues; and (d) review and develop policies to promote the welfare and interests of Filipino migrants. The President approved the release of P5 million from the President's Contingent Fund as initial funding for the task force.

With regard to issues on interracial marriages, the enactment of Republic Act 6955 is a significant step in protecting Filipino women from exploitation. The law forbids the operation of marriage bureaus/penpal clubs which match Filipino women with foreign nationals for marriage. It also prohibits the advertisement, publication, printing or distribution of propaganda materials in furtherance of the mail-order bride practice.

The Department of Foreign Affairs (DFA) issued Department Order No. 15-89 which requires all Filipinos who are fiancées or spouses of foreign nationals to attend Commission on Filipinos Overseas (CFO) guidance and counselling sessions before acquiring a passport. The Order aimed to minimize problems attendant to interracial marriages and sought to prevent the exploitation of Filipinas in the hands of their prospective/foreigner husbands.

While there were other specific explicit measures directed at overseas Filipina migrant workers, similar measures addressing the needs of local female migrant workers have not been made. Moreover, most resolutions in the Senate, as well as other policy initiatives were focused on reactive measures directed at individual cases of exploitation and abuse of Filipina overseas helpers.

### **1.2.2 Institutional Developments**

In like manner, institutional reforms directed at women overseas workers gained pace. More women officers in Overseas Workers' Welfare Administration's (OWWA) frontline units as well as in its overseas operations were deployed to attend to the unique circumstances and needs of women overseas workers. It strengthened its linkages with NGOs in countries with large numbers of women OCWs such as Japan, Hong Kong, Greece, Italy, Spain, and Abu Dhabi, to look into on-site problems affecting women migrant workers.

Filipino Social Centers (FSC) overseas were restructured into Filipino Workers' Development Centers (FWDC), the major activities of which include: (a) registration programs for non-documented workers; (b) organizing of Filipino socio-civic organizations to represent workers' interests; and (c) business and livelihood counselling. The FWDCs also prepare the workers for their reintegration into Philippine society after the completion of their employment contracts.

Likewise, the POEA designated Gender and Development (GAD) Desk Officers from each of its offices, namely: Pre-Employment Services, Welfare and Employment, Adjudication, Licensing and Regulations and General Administrative and Support.

With respect to interracial marriages, the CFO enhanced its linkages with foreign embassies to elicit their cooperation in the efficient implementation of the guidance and counselling requirements of women seeking permanent residence abroad through marriage.

### **1.2.3 Program Developments**

Government responded to the migration-for-employment issue in two ways: generating local employment to give women the option to stay, and assisting them with services should they choose to work abroad.

The alternative-to-migration type of programs involved the development of non-farm industries, particularly micro and small industries.

Further, the Bureau of Women and Young Workers (BWYW) launched entrepreneurship development programs to provide basic knowledge and skills in business management and assistance in setting-up micro and small enterprises in rural areas. Community Training Centers (CTCs) were established in order to expand access of the rural work force to programs and services designed to promote their employability and productivity.

Subcontracting to homeworkers was also shown by studies to be a significant source of jobs in the countryside especially for women, notably in the garment, footwear, toy, handicrafts and processed foods industries.

For the migration-directed programs, the Bureau of Local Employment (BLE) and the POEA are at the forefront in the provision of services for local and overseas employment.

The POEA embarked on an intensive information campaign, through mass media and a series of regional seminars, on illegal recruitment to safeguard outgoing workers. There are also the Pre-Departure Orientation Seminars (PDOS), formerly given by POEA and recruitment agencies which are now being conducted by POEA-accredited NGOs. The PDOs aim to orient all departing workers on jobsite conditions, the workers' rights and responsibilities, employment contract terms and conditions, problems inherent to the job, and how to handle such problems vis-a-vis government services being offered.

Moreover, a Pre-Employment Orientation (PEO) will be undertaken in all regions of the country for prospective OCWs in the vulnerable skills category, to safeguard their welfare and prevent them from falling into the hands of illegal recruiters.

Gender sensitivity is also incorporated into the orientation/seminar module of agency executive officers and liaison officers.

Through the Department of Foreign Affairs (DFA), the Philippines has signed Social Security Systems Agreements with Spain, United Kingdom, France, and Italy. These agreements provide protection and greater benefits for women workers who are especially vulnerable to exploitation and abuse.

For returning OCWs, the OWWA launched a program known as the OWWA Returning Overseas Contract Workers through Entrepreneurship Mediation (OWWA-REPROEM) to help the workers become economically active as local entrepreneurs. In addition, the POEA, in cooperation with the International Labour Organization (ILO), launched the Entrepreneurship on Migrant Earnings Project to start off initiatives for programs that will assist returning migrants in establishing viable and sustainable livelihood projects. The project, which has been made part of the DOLE's Integrated Livelihood

Programs (DILP), involves skills upgrading, entrepreneurship development training and business awareness.

For women migrating overseas for marriage, the CFO conducted seminars in priority provinces where most women in interracial marriages originate, in response to the guidance and counselling needs of fiancées/spouses of foreign nationals. It has likewise strengthened its advocacy and information campaign in collaboration with other government agencies like the Philippine Information Agency (PIA), OWWA and POEA, as well as NGOs like the Third World Movement Against the Exploitation of Women (TW-MAE-W) and the Stop Trafficking of Filipinos Foundation, Inc. (STOP). These efforts were supplemented by other NGO initiatives such as that of the Center for Overseas Workers (COW) which conducted pre-departure seminars.

These, however, have not been sufficient to safeguard and promote the welfare of Filipina migrant workers, whether in the country's urban markets or abroad. The same can be said of policies and programs intended for Filipino permanent residents in foreign countries as spouses of foreign nationals.

### 1.3 Issues and Concerns

In the face of an emerging global economic order where the dynamic newly industrialized countries are short of labor, migration of our labor surplus will continue in the immediate future. While being aware that the employment of Filipino women in both domestic and foreign labor markets does have its advantages, but also recognizing that migration would not necessarily improve the status of the women concerned, authorities need to look more thoroughly into the conditions under which women migrant workers live and work. It is imperative that the following issues and concerns are addressed:

#### 1.3.1 Pre-Employment/Deployment

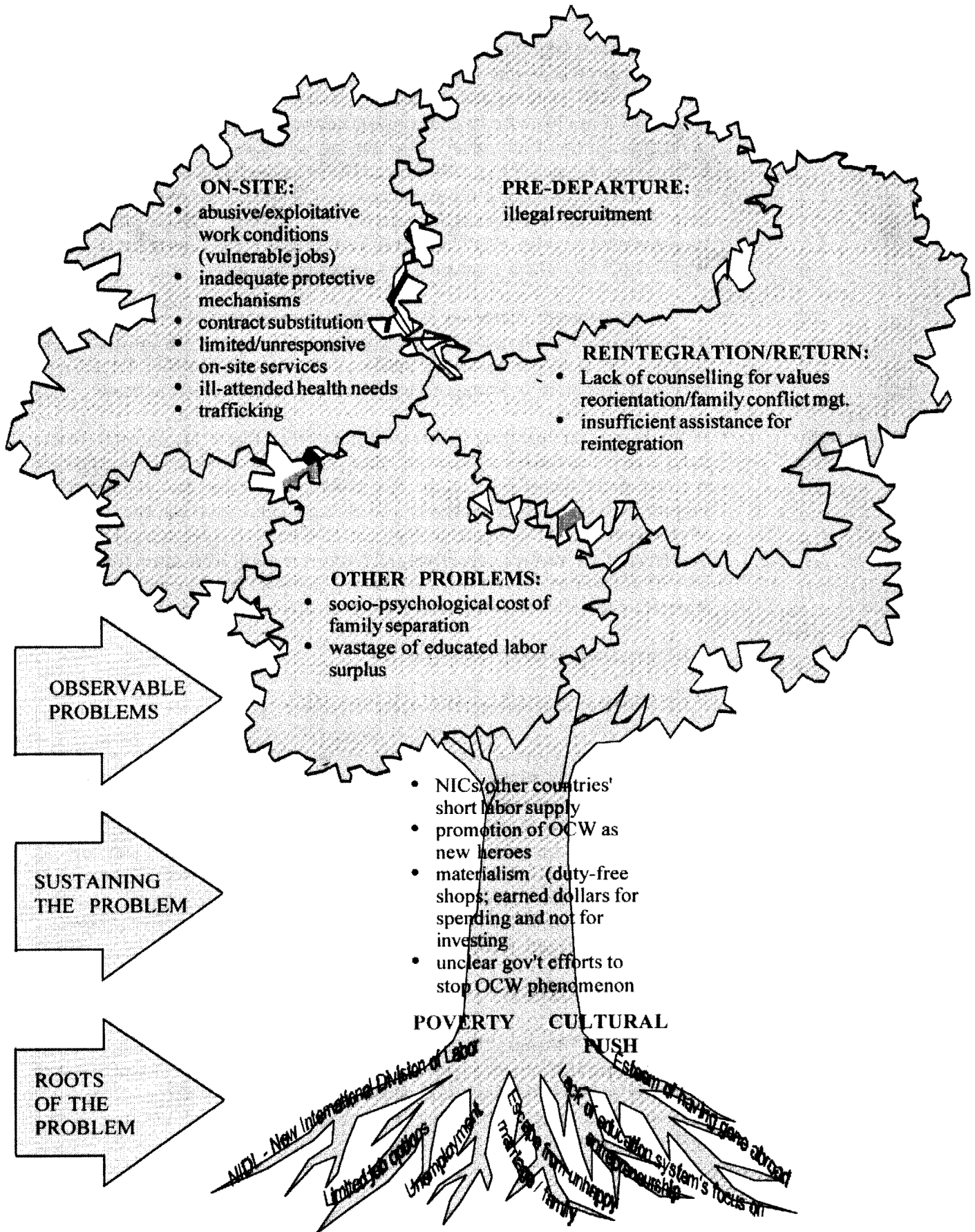
##### *1.3.1.1 Illegal recruitment/deployment/departure*

The recruiting process for women migrant workers, both for local and international destinations, depict a sad state of exploitation and abuse of women by organized and unscrupulous enterprising entities. Many are the tales of women who are illegally deployed to local and international destinations, who later on, become more economically dislocated or end up as undocumented workers in prostitution dens, sweat shops, and isolated work places. There is a need therefore to curb if not eradicate, the practice of illegal recruitment and strengthen pre-employment/deployment/departure programs/services for prospective women migrants.

##### *1.3.1.2 Lack of domestic economic/employment opportunities*

As mentioned earlier, a dearth of domestic economic/ employment opportunities, particularly in the rural areas, push women to migrate to either the urban areas of the country or overseas. Migration is perceived as their families' only hope of breaking away from poverty and unemployment/ underemployment.

## Women OCWs: Problems and Issues



### *1.3.1.3 Limited job options*

The limited job options available to women at the local level, or their limited access to jobs other than the low-paying, time-demanding occupations, continue to push women in search of more rewarding jobs either to the cities within or outside the country.

## **1.3.2 On-site**

### *1.3.2.1 Abusive and exploitative work conditions*

Most women migrant workers end up in occupations that render them vulnerable to exploitative and abusive work conditions, both on the domestic and international fronts.

### *1.3.2.2 Inadequate protective mechanisms*

Abusive working conditions are perpetuated due to the weak and inadequate protective mechanisms in both domestic and international spheres, including the lack of bilateral labor agreements between the Philippine government and governments of host countries. Furthermore, legal processes to redress grievances are expensive and circuitous, and are insensitive to women's interests and the fundamental human rights of migrant workers.

### *1.3.2.3 Inadequate compliance monitoring*

Inadequate monitoring of compliance with contract terms and conditions, contract substitution, and delay or non-payment of salaries particularly on domestic work and entertainment services also accounts for the lack of response to the migrant women workers' travails.

### *1.3.2.4 Limited on-site services/assistance to overseas workers*

Centers set up to assist workers in difficult circumstances such as those needing temporary shelter, counselling or legal assistance, are not able to extend the needed services because of staffing and funding problems.

### *1.3.2.5 Ill-attended health needs*

Regarding workers in the entertainment industry, little is known on their reproductive health status, needs and the associated psychic and emotional trauma they may have experienced. Services available to these types of workers are so limited and fragmented that they are left with almost no protection or recourse.

### *1.3.2.6 Rampant trafficking of women*

Poor enforcement of the law against mail-order bride practices has resulted in the more serious problem of involuntary prostitution and sexual harassment.

### *1.3.2.7 Inadequate preparation for interracial marriages*

Filipina spouses of foreign nationals often find themselves in unstable unions due to their inability to adjust to their new social and cultural environment. Documented cases of interracial marriages show that a considerable number of Filipina brides find themselves in problematic situations as a result of the spouses' limited knowledge of each other's personal backgrounds and their racial, cultural and religious disparities.

### *1.3.2.8 Limited support services/system for women in interracial marriages*

The limited support system for Filipino women in interracial marriages aggravates the problem of isolation which the women experience as a result of socio-cultural dislocation and of the temporary separation from their families.

## **1.3.3 Post-employment/Return**

### *1.3.3.1 Reintegration problems of women migrant workers*

Not enough services are available for the returning migrant worker to rejoin the economic, social, and cultural mainstream, and to enable her to gainfully invest the earnings and the skills she is bringing back to her community. Also, counselling is crucial in dealing with value disorientations and conflicts resulting from the lengthy absence from home and country.

## **1.3.4 Other Concerns**

### *1.3.4.1 Socio-psychological impact of temporary separation of women migrants*

The familism and extended nature of family relationships to which most Filipina migrant workers are used to make temporary separation an ordeal which, if not successfully handled, can have irreparable socio-psychological effects not only on the migrant but on the members of the household left behind as well. Families of these workers tend to find that their improved economic condition is countered by serious socio-psychological problems, to wit:

- (a) values disorientation as a result of the sudden increase in income from overseas work;
- (b) solo parenting and its attendant problems;
- (c) emotional pressure/loneliness and anxiety caused by temporary separation from loved ones;
- (d) break-up of marriages;
- (e) neglect of children; and
- (f) more economic dislocation for the family.

#### *1.3.4.2 Wastage of educated labor surplus*

The country's educational system apparently produces college graduates not readily absorbed by the economy. For this discordant match of skills and education, the Philippines is in effect helping other nations maintain their position in the international economic order, by supplying them with the valuable human resources which it should be using for its own advancement.

#### *1.3.4.3 Lack of gender-responsive planning skills in concerned government agencies*

An obstacle to the integration of women migrant workers' concerns in national and sub-national programs is the lack of gender-responsive planning skills and low level of gender consciousness among key officials of agencies directly and indirectly concerned with women migrant workers.

#### *1.3.4.4 Uncoordinated interagency programs for women migrant workers*

Government agencies and NGOs undertake programs independently with little coordination, resulting in duplication of efforts and less efficient program implementation.

#### *1.3.4.5 Lack of gender-responsive data systems*

Planning for the protection of women migrant workers' interest and general welfare is hampered by the near-absence of sex-disaggregated basic data on various aspects of migration.

#### *1.3.4.6 Lack of explicit legislative and policy measures on local women migrant workers*

The imbalanced pre-occupation of legislators on overseas women migrant workers has unfortunately left the equally serious gender-based issues and problems confronting female migrant workers within our borders. This has spawned the recent passage of the bill on sexual harassment which covers protection of both migrant and non-migrant women workers of the country.

## **2. GOALS AND OBJECTIVES**

In response to the numerous and interrelated issues and concerns in the sector, policies and programs for women migrant workers shall be carried out principally for the following general and specific objectives.

### **2.1 General**

- (a) To give emphasis to the active pursuit of a stable macroeconomic environment that would generate the domestic employment opportunities for women needed to stem their outmigration.
- (b) To eliminate gender bias in employment practices affecting women migrant workers in both domestic and international scenes, and to enable them to participate fully in the prosperity of their communities and the larger society.



- (c) To promote the status of Filipina migrant workers in both domestic and international fronts so that the social costs of labor migration and interracial marriages are minimized.
- (d) To enforce a selective and discriminating overseas employment program for women workers premised on a shift to occupations that promote women's social and economic status, and targetting countries with established protective and welfare mechanisms for migrant workers.

## 2.2 Specific

- (a) To promote and effect gender-sensitive employment and migration strategies that will enhance women's social and economic position in society and foster the promotion of their interests at both national and international levels.
- (b) To broaden women's access to more economically productive activities in domestic and international markets beyond the traditional low-paying, time-consuming activities reserved for women workers, to check the prevailing underutilization of female labor relative to male labor.
- (c) To ensure protection of the interests and welfare of Filipina migrant workers in domestic and international spheres so that their exploitation and abuse in both points of origin and destination are significantly averted.
- (d) To assist and enable returning migrant workers and their families to reintegrate faster into the economic, social, cultural and political mainstreams of Philippine society.
- (e) To monitor and document the various aspects and facets of female migration through effective, efficient, and gender-responsive data and information systems, for policy formulation and program design in the sector.
- (f) To raise the level of awareness of the public, particularly key government agencies involved in women's migration for either employment or marriage, on the problems of migrant women and issues affecting them.

## 3. POLICIES AND STRATEGIES

The multifaceted issues and concerns need to be addressed by a mix of policies and strategies to meet the goals and objectives of the sector.

### 3.1 Promoting a socio-economic environment conducive to employment generation.

The promotion of a macroeconomic and social environment that will generate economically rewarding and socially satisfying jobs for women shall be pursued. Major strategies shall include the following:

- (a) Generation of local livelihood and employment opportunities for women.
- (b) Introduction of formal institutional reforms in the admission practices of schools and colleges offering courses traditionally reserved for men, to encourage the entry of women into non-traditional fields.

- (c) Skills mapping to identify gaps in skills training and to match training programs with the requirements of the country as it moves toward industrialization, a process in which women workers have a vital role to play.
- (d) Gender-sensitive employment planning aimed at eliminating the barriers to increased participation of women in non-traditional labor markets.
- (e) Strict enforcement of measures that will enhance women's access to jobs other than the low-paying time-consuming jobs in the domestic service and entertainment industry.
- (f) Development and implementation of skills training programs for women in non-traditional fields such as welding, car spray-painting and computer engineering.

### **3.2 Selective overseas employment**

This policy shall phase out the deployment of workers for jobs that expose them to exploitation and abuse, and to redirect workers to countries which will hire them for non-vulnerable occupations. Two main activities will implement this policy.

- (a) Active and continuing examination of the social, economic and cultural environment of labor-importing countries by a body composed of DOLE and DFA representatives in the host countries, to identify the countries where women OCWs may safely seek employment.
- (b) An intensive information and education on what workers may expect in countries that have a record of unfair labor practices and violation of migrant workers' rights.

### **3.3 Three-cornered service for OCWs**

The three-cornered service which migrant workers now receive to some extent -- pre-employment/pre-departure services, on-site services at destination and services for OCWs who have returned -- shall be strengthened.

#### **3.3.1 Pre-employment/pre-departure services**

- (a) An intensive information and education campaign on all aspects of overseas employment to help prospective migrants make informed decisions.
- (b) Strict enforcement of qualification requirements for agencies wishing to engage in the deployment of workers overseas, as well as for jobseekers.
- (c) Standardization of recruitment processes and recruitment fees and requiring private companies involved in deployment to take greater responsibility for ensuring the welfare of their worker clients.
- (d) Interagency cooperation to see to it that the law which treats illegal recruitment as a crime against the state is implemented, and that stiffer penalties be set for illegal recruiters and those charging excessive recruitment/processing fees.

- (e) Making institutional the holding of seminars for immigration officers on the exit requirements for women bound for jobs and countries where there is likelihood of their being abused or exploited.
- (f) Standardization of the contents of pre-departure seminars conducted by accredited recruitment agencies, to include information on the prevention of sexually transmitted diseases and HIV (human immunodeficiency virus) infection, strengthening of values such as love of country and family, and sharing of experiences by OCWs who have returned.

### 3.3.2 On-site services

- (a) Setting up of more systematic, comprehensive and responsive counselling services attuned to the needs and concerns of women migrant workers.
- (b) Encouraging women migrant workers to register at Philippine consulates/embassies where they could be assisted with their problems and counselled by lawyers knowledgeable with the legal and political systems of the host countries.
- (c) Enhancing gender sensitivity in labor attaches and welfare officers and improving their ability to provide emergency and support services/assistance to migrant workers, particularly in countries where women OCWs abound.
- (d) Pursuing bilateral agreements on the protection of migrant workers.
- (e) Lobbying for the application of international laws and ratification/adoption of International Labour Organization (ILO) conventions on the protection and welfare of overseas contract workers.
- (f) Assisting the families of OCWs, particularly those in the role of solo parent, to cope with the difficulties of separation and to learn to manage/use properly the money remitted by the OCW.
- (g) Providing streamlined adjudication and repatriation services to overseas workers, particularly women.
- (h) Making available to employers of workers in the local entertainment/rest and recreation industry, health information on sexually transmitted diseases (STDs) and HIV infection/AIDS, ensuring that these employers institute protective measures for both workers and clients.
- (i) Ensuring the strict enforcement of laws, rules and regulations for the protection of women who migrate to seek work in the country's cities and urban centers.
- (j) Legislation and policy-making to protect and promote the welfare of local migrant workers.

### 3.3.3 Post-employment services

- (a) Development of comprehensive programs for returning women OCWs, to assist their reintegration into the social mainstream.
- (b) Assisting the women to undertake entrepreneurial/livelihood projects preferably in their own communities.
- (c) Promotion of programs that will allow, if not encourage the women to use skills acquired from their foreign employment, to start and manage community-based small scale industries.
- (d) Encouraging/assisting returnees to get together for formal or informal networking and exchanges, particularly to provide guidance to recent returnees on various adjustment problems.

### 3.4 Consciousness-raising on inter-racial marriages; support for brides of foreigners

Information activities to forewarn women on the risks and challenges of marrying someone from a different race and culture, especially when they have not met or are only cursorily acquainted with, shall be carried out hand-in-hand with support services for those who have married foreigners.

- (a) Information campaigns and other activities to make public, especially women, fully aware of the issues and problems related to interracial marriages, particularly the dangers of being a mail-order-bride. Efforts shall be focused on places where such marriages have high rate of acceptability.
- (b) Establishment of support systems through the Philippine consulates and embassies for Filipina brides in countries of resettlement to help them cope with adjustment problems and other difficulties attendant to interracial marriages.
- (c) Creation of a task force that will take full responsibility for stopping the trafficking of Filipino women and girls.
- (d) Strengthening cooperation among concerned government agencies and NGOs for exchange of information on and networking to counter the activities of marriage brokers/ in the countries of destination of Filipina brides.

### 3.5 Institutionalization of gender-responsive data collection systems

The generation/collection of gender-differentiated statistics and other data to show accurately the situations of women and men migrant workers shall be made part of the data collection system to support data-based policy formulation, designing of programs, policy research and advocacy.

### 3.6 Integration of PPGD goals

PPGD goals, policies and programs, particularly those that relate to migration, shall be pursued by concerned agencies through integration of these goals and activities into their respective action programs.

**3.7 Strengthening  
of government,  
private initiatives**

Government and private sector efforts to implement policies on the protection of migrant workers' welfare and delivery of services shall be strengthened.

**3.8 Multi-sectoral  
approach to  
managing  
women's  
migration**

The interplay of economic needs, cultural influences and sociological as well as political factors that prompt and determine the outcome of women's migration shall be addressed with nothing less than a coordinated response from the various sectors involved.

#### **4. PROGRAMS AND PROJECTS**

The numerous welfare and protection problems encountered by the country's women migrant workers and Filipina brides of foreign nationals call for a multi-sectoral approach to finding solutions. As a major sending country of workers and brides, the Philippine government needs to assert the team approach both in the domestic and international scenes with the DOLE taking on the lead role. Other key players are the departments of Foreign Affairs, Finance, Social Welfare, Interior and Local Government, Justice, the Bureau of Immigration and Deportation, the Commission on Filipinos Overseas, the National Commission on the Role of Filipino Women and the National Airport Authority.

During the Plan period, major programs and projects which have been started shall be pursued with more vigor. Modifications to such programs and projects shall be adopted whenever appropriate in addressing the issues and concerns identified and in attaining the sector's goals and objectives. Preventive, interventionist and accommodationist approaches to confronting the issues and concerns identified shall be translated into the following major clusters of programs and projects: education, information and counselling; on-site welfare services and assistance; returnee reintegration; skills utilization and technology transfer; enhancement of migration data base in support of policy-oriented research; and legislative agenda. The categories of programs and projects are as follows:

### MAJOR PROGRAMS AND PROJECTS

PROGRAM	CLUSTER	PROJECT
A. Education system	Gender-free course offerings	Technology & livelihood subjects for boys and girls  Values formation and inculcation
B. Gender and development	Gender-sensitive development planning	Training on gender-sensitivity
C. Overseas Employment Services		
1. Pre-employment	Decentralization of services	Strengthening of regional centers/regional extension units
	Labor professionalization and streamlining	Skills development and training  Technical screening for job readiness  Value orientation seminar for executive officers and liaison officers of recruitment agencies
	Selective Employment Promotion	Minimum age restrictions  Training and skills upgrading  Market niching for "low-risk-high-wage" skills
	Bilateral agreement and social security arrangements	
	Information and education	Recruitment agency black list probe  One-stop processing  Migrant information brief

PROGRAM	CLUSTER	PROJECT
2. On-site		Pre-departure orientation
		Pre-employment orientation seminar and pre-employment orientation trainers' training
	Pre-departure credit services	Bank rediscounting
	Legislative agenda	Illegal recruitment as crime against the state
	Welfare and protection	Peer counselling
		Repatriation and adjudication
		Filipino worker social center
		Remittance assistance
		OCW telemoney order
		Social security and insurance coverage
		Temporary homes for the abused
		Gender-sensitivity training for consular and welfare personnel
	Assistance to migrant families left behind	Values formation
		Solo parent counselling
		Cooperatives for OCW relatives

PROGRAM	CLUSTER	PROJECT
3. Post-contract employment	Integrated and comprehensive reintegration	Entrepreneurship training
		Livelihood
		Peer counselling
		Job placement for skilled returnees
D. Interracial Marriages	Health services	Voluntary AIDs and STD screening
	Speedy disposition of cases	Adoption of voluntary arbitration and free legal assistance network
	Consciousness-raising	Intensified information drive
	International GO-NGO linkaging	Strict monitoring/enforcement of law vs. mail-order bride practice
E. Data Support	Protection of Filipina brides	Support services at destination
	Enhanced/improved migration database	Comprehensive pre-departure information kit
		Computerization of data from relevant agencies
	Research agenda	Maximized use of BID frontier control data
		Databased policy formulation



# PROSTITUTION

## 1. OVERVIEW

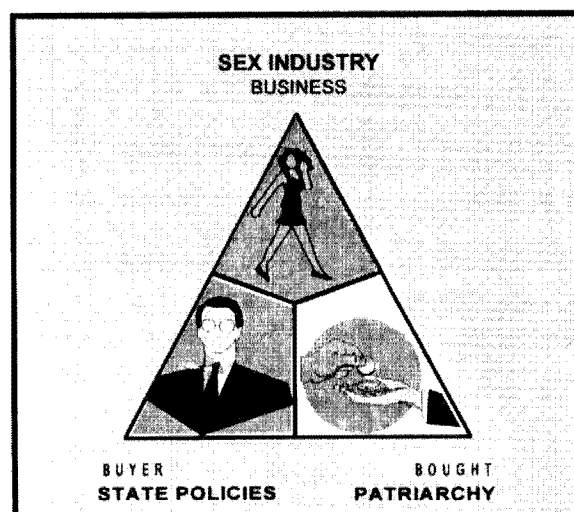
### 1.1 Introduction

Prostitution is deeply rooted in Philippine society. It was known to exist under Spanish colonialism, and became more widespread after the Filipino-American war and the eventual establishment of US bases. Prostituted women catered to both local and foreign clientele, indicating that internal factors interacted with external ones in the development of the “sex sector”. It was not, however, until the mid-1970s that the “sex industry” experienced tremendous growth and became part of a global phenomenon, linked as it was to prostitution-oriented tourism, export of labor, and continuing militarism. At the beginning of 1995, estimates of persons dependent on the “sex sector” have climbed to half a million as prostitution spreads from metropolitan centers and the former US bases to emerging industrial enclaves and tourist destinations. A combination of economic, political and socio-cultural factors have contributed to its further entrenchment, institutionalization and proliferation.

### 1.2 Prostitution: Framework and Vision

There are three major visible actors in prostitution: the bought, the buyer and the business.

The onus of the trade is borne mainly by *the bought*, who are considered criminals under the law, and who are often painted as victimizers of innocent men and eventually as destroyers of homes. The bought are the focus of attention; they are seen as the problem to be solved, the sinners to be morally reformed. More often than not, however, they were born into poverty and misery. Lack of education and skills, unemployment and underemployment pushed them into



**Figure 18.1**  
The Three Major  
Visible Actors  
in Prostitution

prostitution. A significant number of them had earlier been victims of abduction, rape, incest, maltreatment and other forms of violence and abuse.

What is seldom considered in the sexual transaction called prostitution is *the buyer*. While the supply consists most obviously of women, the demand comes mainly from men of different nationalities, including Filipinos of all classes, who serve as the clients or customers. Where military camps are located, prostitution takes place. Where there are industrial estates or tourist spots being developed, there will always be male executives, workers, and visitors wanting to buy women's sexual services. Sexual transactions occur at sea in an anchored foreign or domestic ship, or at the shore among tourists or local fishers. They take place in the strings of bars lining red-light districts, in sauna baths and massage parlors masquerading as health clubs, in discos, sing-along pubs, restaurants and other "entertainment establishments," and even in dimly lit parks. Brothels, more popularly known as *casas*, are often hidden from the public eye, being often engaged in white slavery. Suffice it to say that prostitution thrives in places frequented by men, and wherever they congregate in large numbers. Without the demand provided by men, prostitution will most likely cease to exist, and yet men are not considered, except by feminists, as the problem to be solved. The buyers are spared the onus of the trade, when they so clearly benefit from it through sexual gratification.

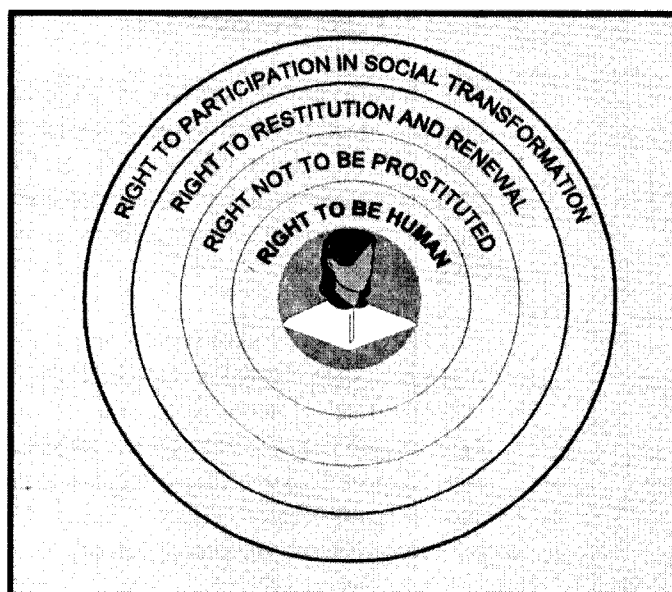
Prostitution is also a *business*, as obviously there are those who derive financial gain from it. Among them are pimps, operators/maintainers of prostitution houses (local and foreign), tour operators (local and foreign), recruiters and police officers/politicians. Establishments known to be involved in the "prostitution industry" include bars, cocktail lounges, beer gardens, night clubs, sauna and health clinics, *casas*, cabarets, escort services, hotels and special tourist agencies. Sexual transactions are extremely exploitative, with the pimps or establishment owners reaping much of the earnings at the expense of the prostituted.

Prostitution should also be seen as a violation of human rights. As pointed out by women advocates in national as well as international fora and conferences, no one should be subjected to cruel, inhuman, and degrading treatment. This is a fundamental tenet in the Universal Declaration of Human Rights recognized by all peoples. Yet, it is routinely and often brazenly violated by the highly commercialized institution of prostitution, which victimizes the most vulnerable groups in society, mostly poor women and children.

Prostitution harms the prostituted, if not physically, then emotionally and psychologically. No matter how they try to distance, disengage or dissociate their inner selves from the act of prostitution, the fact remains that their rights to personal integrity, dignity, and self-respect are negated in the process. They lose *the right to be human* in their own eyes and in the eyes of others. (See Figure 18.2)

It follows from this basic premise that *it is the right of all persons not to be prostituted*. No one should ever be violated, sexually exploited or commodified.

**Figure 18.2**  
Rights Violated  
in Prostitution



Thus, those who derive gratification, financial gain or advancement from the prostitution of others should be considered human rights violators and prosecuted as such.

Those who have been prostituted have *the right to restitution and renewal*. Society owes them as victims and survivors of a social evil which has been allowed to grow and thrive for so long within the prevailing economic, political, and cultural structures. It is society which needs rehabilitation, because it has driven its most vulnerable groups, through economic, physical and other forms of compulsion, into prostitution. It is society which has denied social protection to these groups. Consequently, their rights as “hospitality industry” workers to have the same entitlements, benefits, and privileges that other types of workers enjoy, and their rights to health, to be protected from diseases, and to have control of their reproductive functions through fertility management, are routinely denied or violated. The prostituted, who have been harmed by social forces and influences beyond their control, deserve the best care that society can afford to give them. They must be able to fully enjoy the right to social protection and services, the right to a decent and remunerative livelihood, and the right to a self-enhancing lifestyle as they attempt to pick up the pieces of their shattered lives.

Far from being passive objects of charity, the prostituted can be active agents of their own empowerment. They can address the causes of their victimization collectively. They have *the right to participate in social transformation*, in the shaping and realization of alternative social structures and relations which will help eliminate prostitution in the long run.

### 1.3 Policy and Institutional Developments

Some progress has been achieved in addressing prostitution since the Philippine Development Plan for Women (PDPW), 1989-1992 was adopted, in terms of both policies and programs. Admittedly, however, much more needs to be done given the magnitude of the problem.

### **1.3.1 Policy Developments**

The Department of Tourism (DOT) has issued statements which maintain that the promotion of tourism should not be undertaken at the expense of women and children, of indigenous cultures, and of the environment. It has made specific pronouncements that promotional materials of private entities in the industry should be checked to determine whether these will have a negative impact on the image of women.

The DOT has also recommended stronger inter-agency coordination to help mobilize other pivotal groups in the drive against prostitution. It has called for the improvement of networking and information systems with other law enforcement agencies on the strict implementation of the ban against organized "sex tours." It has proposed that allied business establishments not registered with the DOT should be enjoined to report gender-specific data on tourism program participant-beneficiaries and domestic tourists.

### **1.3.2 Program Developments**

Most of the programs directed at prostituted persons in the last few years have been in the areas of "rehabilitation" or renewal; health, principally in the control of Acquired Immunity Deficiency Syndrome (AIDS) and sexually transmitted diseases (STDs); and education and advocacy. Agencies and organizations in charge of such programs differ in their approach, coverage, and capability. Some are able to offer an integrated and comprehensive package of services, while others choose to focus on particular areas depending on their expertise, experience, and present level of resources.

Although these efforts are commendable and represent real gains achieved from 1989-1994, they serve a small minority of prostituted persons. The Department of Social Welfare and Development (DSWD), for example, has focused on the rehabilitation of women rescued from prostitution through its centers in Alabang, Cebu, Davao, and Cagayan de Oro. It served 198 such women in 1991, 257 in 1992, and 69 in the first half of 1993. The DSWD in 1991 also initiated a pilot child protection center in Manila called CHIME (Child Health Intervention and Medical Evaluation), which serves sexually abused and exploited children and offers therapeutic and support services. Of the 737 reported cases in 1992, 139 were victims of child prostitution.

But the paucity in the numbers of victims served is more than made up for by the "demonstration effect" of successful intervention schemes which empower even just a few and give them a new lease on life. A recognized pioneer in this regard is the Third World Movement Against the Exploitation of Women (TW-MAE-W) which runs a chain of centers and homes to address the economic, educational, physical, spiritual, psycho-social and cultural needs of prostituted women. Other centers for women in prostitution include Buklod in Olongapo City, Talikala in Davao, and Dayang Women's Center in Quezon City.

The Buklod drop-in center was founded by the National Council of Churches in the Philippines, the Mennonite Central Committee and the General Assembly Binding Women for Reform, Integrity, Equality, Leadership and Action

(GABRIELA). Dayang, also a drop-in center, was established in 1990 by the National Council of Churches and the United Church of Christ in the Philippines, and works towards the empowerment of prostituted women through education, organization, advocacy, networking, research and documentation. Talikala, which focuses on health, was set up in 1987 on the initiative of Maryknoll sisters.

In addition to these groups, the Daughters of Charity offer land and housing assistance to prostituted women and children while at the same time exposing the atrocities associated with child prostitution. Kapatiran-Kaunlaran Foundation, Inc., a Methodist project, gives skills training and capital for small entrepreneurs, including women in prostitution. In Angeles City, Kalayaan, a feminist group, has helped organize, train, and provide credit to a small pilot cooperative of bar women.

All these examples show that change is possible, given enough will. But a lot more needs to be done, especially in the area of alternative livelihood, which is just beginning to be explored.

A lot of effort is being expended in the area of health protection, particularly the control of acquired immune-deficiency syndrome (AIDS) and sexually transmitted diseases (STDs) among prostituted women. Complementing the National AIDS Control Program of the Department of Health (DOH) are non-government organizations (NGO) efforts such as those of the Remedios AIDS Information Center and Kabalikat. Remedios Center is a community-based information outlet which runs a reading room and a telephone hotline counseling service. Kabalikat has a drop-in center where clients can undergo seminars on AIDS, STDs, and reproductive health, and avail themselves of counseling services as well as medical referrals. However, unless employers and clients cooperate (there are many reports of male customers refusing to wear condoms), the efforts of these organizations may not bear fruit. More work has to be done on the employer-client side of the equation.

Educational programs have targeted not only prostituted persons but also migrant workers, law enforcers and the larger public. GABRIELA educates prostituted women on their human and legal rights, health care, relevant political issues and feminist values. The DSWD has made efforts to prevent sexual exploitation of migrant women through networking activities with NGOs and the deployment of social workers at the Ninoy Aquino International Airport (NAIA) to monitor minors traveling abroad. Law enforcement officers are being trained, beginning with the women in the police force, to ensure better handling of women clients, including victims of prostitution.

Particularly in 1993-94, great strides have been taken in advocacy work, particularly in clarifying perspectives and measures towards the decriminalization of prostitutes and the strengthening of legislation towards punishing those who benefit and profit from their prostitution (employers, pimps, procurers, recruiters, clients). Feminist groups which have in the last few years been involved in such work are Kalayaan, Women's Education, Development, Productivity, and Research Organization (WEDPRO), and Women's Resource and Research Center (WRRRC). Kalayaan has come out with a survey report on the women entertainers of Angeles and Olongapo; WEDPRO, with feasibility studies and transition

programs to create employment options for prostituted women in the base areas, as well as a signature campaign for the decriminalization of prostitution; and WRRC (together with GABRIELA and Buklod), with a feminist participatory research.

A more recent development in networking and advocacy is the GO-NGO Network on Violence Against Women and Prostitution, which holds fora and workshops mainly on policy issues. Together with the Project Group on Prostitution constituted by the NCRFW in 1992, the Network has held a policy workshop on prostitution, a public hearing on the sexual exploitation of women as a violation of human rights, and a forum focusing on prostitution and violence against women as a local sequel to the international human rights conference in Vienna.

### **1.3.3 Other Developments**

On the part of the Department of Tourism (DOT), there are efforts to counteract the negative impact of tourism on women and children through its "Fiesta Islands" promotions which advertise Filipino ingenuity and the beauty of the country's pristine natural resources. The DOT is also initiating a program geared towards addressing the negative impact of tourist activity especially on women, which will be pilot-tested in 1995 in the Ermita-Malate tourist belt area.

Women NGOs have stepped up the campaign against sexual slavery and exploitation. A significant development is the official apology from the Japanese government as regards the incalculable harm done by the Japanese military on Filipino "comfort women" during World War II.

The removal of the US bases in 1991 has curtailed military prostitution, while the crackdown in 1992-93 on known prostitution fronts in the Manila tourist belt area has resulted in the closure of some establishments. However, prostitution still flourishes in the former base areas, this time catering to tourists and businessmen. The occasional landing of US ships for rest and recreation also results in transient revival of military prostitution. Prostituted women driven out of the Manila tourist belt area have transferred to Angeles City and other urban centers.

### **1.3.4 Policy, Program Gaps**

Obviously, there are still many gaps which need to be filled. From the listing of major implementing programs/projects contained in the PDPW, 1989-1992, the following have not been done on a scale that can make a real difference: creating wider employment opportunities for women, particularly in rural and urban poor areas; conducting a critical review of existing tourism programs; review of labor legislation for possible loopholes that make young women workers insecure and vulnerable to prostitution; initiation of bilateral relationships to address the problems of migrants and the trafficking of Third World women, and to gain criminal jurisdiction over foreign sex offenders; and campaign against sexism in media, sensationalism in the treatment of sexuality, and pornography in any form.

In the same way, the following strategy/policy recommendations from the PDPW have already been adopted to a certain degree but still need to be upgraded: reducing, arresting and preventing the incidence of prostitution; directing

resources toward the professional, personal and societal reintegration of prostitutes; increasing the public's awareness of prostitution as a societal problem; improving international linkages/measures; directing a concerted effort (by both the public and private sectors either as individuals or as institutions) to solve the prostitution problem; and improving the database and information network devoted to the issue of prostitution.

#### 1.4. Issues and Concerns

A host of economic, political, and cultural structures and policies result in the marginalization and subordination of the prostituted.

##### 1.4.1 Economic Factors

All the studies so far done on and with prostituted women show a pattern of poverty, unemployment, underemployment and inadequate income as "push factors" which drive women into the trade. These intermesh with facilitative factors such as active recruitment and sometimes, deception, abduction and "conditioning rape" by agents serving the "sex industry". There is a lot of migration from rural areas to cities, and from cities to foreign shores, as women search for better economic opportunities or are deceived/coerced into sexual slavery. The series of natural calamities suffered by the Philippines in the early 1990s, resulting in a massive loss of land, property, and jobs, are undoubtedly an aggravating factor. "Pull factors" include the relatively higher income at a shorter time offered by prostitution.

On the side of the pimps, establishment owners, tour operators, and others benefiting from the "sex industry", the profit motive is the clearest incentive. Prospects for profit are based on the obviously strong demand for sexual services coming from a predominantly male clientele. Business goes where it can earn, and if the size of the "sex sector" is any indicator (one estimate is from 400,000-500,000), then business must be booming. Here the transnationalization or internationalization of the "industry" is certainly an important factor, because foreign tourists and businessmen are now the most attractive customers after the departure of the American soldiers and the consequent downturn in military prostitution.

These "push" and "pull" factors may be better understood within the backdrop of broad macroeconomic policies and trends. *The labor-intensive, export-oriented, and debt-dependent Philippine development strategy* pursued since the early 1970s under the aegis of the International Monetary Fund (IMF), World Bank and other foreign financial and economic interests has failed to sustain the industrial development of the country, and meet the basic needs of the people. This strategy is anchored on attraction of foreign investments, often at the expense of local ones; concentration on the production of labor-intensive commodities such as garments, electronics and handicraft for the export market while neglecting the establishment of basic industries; reliance on more and more foreign borrowings, which led the country into a costly debt trap; and an all-out drive to earn more and more dollars to pay the debt through the export of labor power and emphasis on tourism.

In order to borrow new money to pay Philippine loans, the government has acquiesced to a structural adjustment of the economy as prescribed by the IMF and the World Bank. *Structural adjustment programs* include tightened government spending, which means less money for economic development as well as social programs and services; increased taxation, cutting of subsidies and currency devaluation, leading to higher prices of basic commodities, making these increasingly unaffordable to the poor; import liberalization and privatization, resulting in the entry of foreign goods and entities, driving Filipino industries and products out of competition, and workers out of their jobs; and export-oriented, dollar-earning strategies, which have increasingly led to the exploitation of women.

The Philippines' macroeconomic and trade policies (e.g., labor-intensive, export-oriented and debt-dependent development strategy) have failed to sustain its industrial development and meet the basic needs of the people. Therefore, instead of propelling the Philippines to the promised status of a newly industrializing country (NIC), the pattern of its (mal)development has instead resulted in *massive poverty* (conservatively estimated as affecting at least half the population), *unemployment* (ranging from 8.1 percent to 14 percent in the period 1990-1992) and *underemployment* (ranging from 19.9 percent to 23.2 percent in the same period), *rural to urban as well as international migration*, which are the factors associated with the prostitution of disadvantaged women with very limited economic options.

Some aspects of the tourism industry invite prostitution, although this is not officially condoned by government. *Prostitution tourism*, which has the sale of women's and children's sexual services as its principal come-on, is a continuing phenomenon but leads a semi-underground existence with police and military protection. The "package deal" is very much alive, thanks to a conglomerate of interlocking air carriers, tour operators and hotel companies concentrating on the tourist trade.

Also as a result of the *internationalization of the "sex industry"*, and the participation of foreign-based crime syndicates such as the Yakuza in sex trafficking, women exported to Japan and elsewhere as "entertainers," "mail-order brides," and "domestic helpers" actually end up doing sex work in their places of destination.

Internationalized prostitution therefore may be considered a result of the operations of the *new international division of labor (NIDL) interacting with the gender division of labor (GDL)*. Under the NIDL, the role of the less developed countries of the South is to supply the advanced industrial countries of the North with cheap labor. Such labor is needed not only by the low-technology and labor-intensive industries the North has been phasing out and relocating in the South through overseas investments, but also by manual and service-sector industries in the North as poor countries of the South like the Philippines provide cheap commodities and workers for utilization in the rich countries of the North, including the entertainment industry.



The NIDL needs to be seen in relation to the gender division of labor (GDL), wherein women occupy low-skilled, low-paying, and low-status jobs in a gender-segregated labor market in both North and South. They are therefore disadvantaged in relation not only to workers in advanced countries but also to men in both the receiving and sending countries.

#### 1.4.2 Political Factors

History has shown that *imperialism, militarism, and racism* have always resulted in the sexual subjugation and exploitation of colonized women, providing the “geopolitical-economic” context of military prostitution and sex tourism.

Although a much welcome development, the closure of the *US bases* has not led to the elimination of prostitution in former base areas because of non-implementation of alternative employment programs (such as that done by WEDPRO) for the prostituted in these areas. The “sex sector” in these areas continues to exist, if not flourish, with clientele now consisting mostly of foreign businessmen and managers, tourists and local men. Furthermore, US servicemen are still serviced by prostituted Filipino women when their ships are permitted to dock in Philippine territory.

Internal political factors also come into the picture. *Militarization and hamletting* to counter local insurgency have led to displacement of whole communities and migration of women to prostitution centers. The state’s *broad development plans and policies* anchored on structural adjustment and built on the promotion of tourism and the export of female labor and bodies have facilitated the massive growth of internationalized prostitution.

There are *laws, ordinances, and policies* which seem to promote, legitimize and regulate prostitution, and yet criminalize the prostituted. The state has always taken an ambivalent attitude towards the “sex sector.” On the one hand, it outlaws prostitution in its legal statutes. The prostituted woman is considered the criminal in a crime committed against her person. Article 202 of the Revised Penal Code defines prostitution as “the habitual indulgence in sexual intercourse or the lascivious conduct of women for money or profit.” By this definition, prostitution applies only to women. The provision is silent with regard to the pimps, bar operators, clients and others who are involved.

On the other hand, the requirement brought about by local city and municipal ordinances to acquire a license for the operations of beer joints, massage parlors and other establishments suspected to be fronts of prostitution gives the impression that the state promotes, legitimizes and regulates prostitution. “Hospitality girls” and massage attendants, again through local ordinances, are required to submit themselves regularly to medical examinations for the detection of sexually transmitted diseases, in exchange for which they get colored cards guaranteeing that they are safe for their customers. This is explained as a practical measure in recognition of the fact that though the state is officially for the eradication of prostitution, it has to act to help reduce health risks to people still involved in the “sex industry”.

The present system of *mandatory medical check-ups* as imposed by local ordinances is discriminatory and oppressive to prostituted women because it is meant not to protect their health but that of their customers. The underlying assumption is that it is alright for them to get infected by customers who do not have to prove they are “clean” provided the infection is detected immediately and is not transferred to subsequent customers.

Furthermore, prostituted persons usually do not have direct access to whatever health care and protection is available in their areas, making them easy victims of sexually transmitted diseases such as infection with the human immuno-deficiency virus (HIV) leading to AIDS. Apart from these infections, they are also vulnerable to batterers, rapists and sexual perverts. To numb themselves to their misery, many of them become drug addicts and alcoholics. Due to lack of information and access to contraceptive devices, many of them have unwanted pregnancies and illegal, often life-threatening abortions.

In the case of women wishing to work as “entertainers” abroad, government even serves as a screening mechanism for accrediting them. Although it is clearly not public policy to send women to be prostituted overseas, the lack of an effective mechanism to protect Filipina entertainers from a web of international prostitution syndicates and sex traffickers tends to give this impression.

It is in the shadow of such ambivalent laws and policies that *corrupt peace officers and notorious characters* preying on prostituted persons thrive. Harsh and intermittent measures such as bar closures after highly publicized raids which punish the women but oftentimes let the male operators and customers scot-free reinforce the government’s ambivalent posture. Worse, they make the women vulnerable to stigmatization through media sensationalism, and to sexual harassment by policemen while they are in detention.

Workers in the hospitality industry do not get adequate protection although this is mandated by the Labor Code. They do not receive legislated wages and benefits, and still have to practice self-organization as a right. In such a situation, these workers are left no choice but to engage in sexual transactions in order to survive.

There are no *specific livelihood, credit, educational and other support services* provided by the state for prostituted persons employed in the “sex industry”, for those ready to leave, and those who have already left the trade. Furthermore, lack of coordination among the agencies involved in the solution of the prostitution problem has resulted in the overlap of area coverage and wastage of human and financial resources. Lack of GO-NGO collaboration and of a clear-cut distribution of roles among concerned agencies also hamper the initial implementation of stated goals to address the problem.

#### 1.4.3 Cultural Factors

The *culture of prostitution* rests on a patriarchal base. In Philippine society, most women are shaped by family, church and school to be dutiful daughters, virginal girlfriends, devoted wives and sacrificing mothers. Many prostituted women cite the need to repay their “debt of gratitude” to their parents and support their natal

and/or conjugal families as a major reason for entering and staying in the trade. The *premium placed on virginity* and the sense of unworthiness which accompanies its loss have led many women deflowered by their lovers or even by their relatives (in cases of incest) to go into prostitution, thinking this is what they deserve anyway.

The *double standard of morality* does not make men morally compelled to be absolutely faithful to their wives; hence, they are quite likely to buy the sexual services of prostituted women. A lot of Filipino men also tend to have two images of women: "good girl" to marry, and "bad girl" to bed. This explains why there is such a strong local demand for prostitution by men of all classes. And the fact that men feel they have the right to buy the sexual services of some women harms all women eventually, because such transactions rest on the objectification, exploitation and abuse of female bodies. This patriarchal stance underpins all forms of violence against women, whether they are classified as "good" or "bad."

The culture of prostitution is highlighted by the *images of women in media*. These have tended towards more sexual objectification and gender violence, as pornographic and semi-pornographic materials make their appearance even in mass-circulation tabloids and magazines. Pornography, of course, has the effect of titillating the sexual appetites of men towards sampling real women. It also instills distorted notions of sexuality at the expense of the objectified and the commodified, usually women and children of color.

The culture of prostitution exists simultaneously with the *prostitution of culture*, as patriarchal gender construction occurs in the general context of a Western-oriented *consumerism* suffused with sexism and violence. Many women learn to fit into the mold of sexual attractiveness and to capitalize on their sexuality to gain material success and personal happiness. Many men as well as women imbibe misogynist views from media, advertising and product promotions, which portray females as mindless consumers, sex objects or flawed and inferior beings who deserve to be violated and abused.

The *materialism* which has infected even the rural villages also cannot be discounted. Many Filipino families dazzled by the appliances and electronic gadgetry brought home by overseas workers prod their daughters to take their chances abroad, even if they risk having to sell their bodies.

## 2. BROAD OBJECTIVE

An integrated approach to prostitution has as its broad objective the recognition and protection of human rights particularly as they apply to those involved in or victimized by the "sex sector": the right to be human, the right not to be prostituted, the right to restitution and renewal, and the right to participation in social transformation. Most of the prostituted women in the Philippine setting are clear victims of social inequities. To blame them for their present state and to treat them as criminals only add to their victimization by police, pimps and others who take advantage of their vulnerable situation.

The rights of those who are still in the “hospitality industry” need specific protection. Among these rights are their rights as workers to have the same entitlements, benefits, and privileges that other types of workers enjoy (so they need not engage in sexual transactions in order to survive); their rights, as women, not to be subjected to sexual violence and abuse; and their rights to health, to be protected from diseases especially the life-threatening ones, and to have control of their reproductive functions through fertility management.

### 3. POLICIES AND STRATEGIES

The approach can be broadly categorized under three main strategies: policy advocacy (including legal reform and the research needed to push this forward), education and information campaigns directed at various publics (prostitutes, other actors in the “sex sector”, government agencies, non-governmental organizations, schools, etc.), and direct services to assist prostituted women in the areas of health, legal aid, counseling and crisis intervention, training, livelihood, organizing, networking nationally and internationally, etc.

#### 3.1 Policy Advocacy and Legal Reform

This should start with the *decriminalization of the prostituted*. The desired effect of such legislation is that “women and children should no longer be arrested or fined like criminals.” (ESCAP, 1991:57). Decriminalization of the prostituted should go hand in hand with the apprehension and prosecution of agents, recruiters, traffickers, pimps, procurers, establishment owners, customers and others who derive sexual gratification, financial gain and advancement, or any other benefit from the prostitution of others.

In the PDPW, “decriminalization means the abolition of sexist discrimination in general and removing the culpability and criminality which the law places specifically on women prostitutes.” It will entail “repealing all articles in the Revised Penal Code and the Child and Youth Welfare Code that refer to prostitutes as criminal offenders. Local ordinances should also not further victimize prostitutes.” This implies that existing ordinances which abet prostitution should be reviewed, if not repealed, and new ordinances should be enacted to really address the problem.

Since Article 202 of the Revised Penal Code is on vagrants and prostitutes, and many prostituted women are arrested on charges of vagrancy, the whole article, not just Section 5 (specifically dealing with prostitutes), should be repealed. While this is in force, many prostituted women suffer stigmatization through media sensationalism after highly publicized raids, and sexual harassment by policemen while they are in detention. There is therefore a need to sensitize local government officials and law enforcers regarding these problems towards the prevention and control of their occurrence.

Together with the repeal of Article 202, strengthening of Article 341 of the Revised Penal Code against “white slavery” (which should be called something else to remove the racist connotations of the phrase) is also recommended. This is in line with the assumption that prostituted persons are victims and those who victimize them should be penalized.

Furthermore, there should be social laws to provide restitution and renewal programs for an alternative lifestyle and livelihood for those in prostitution. Thus, prostituted persons who are rescued or found in compromising situations with clients, pimps or others connected with the "sex industry", may have the option of renewing their lives. Programs which have already been planned, such as the WEDPRO program for the prostituted in the former base areas, should be immediately implemented.

Once prostitutes are no longer treated as criminals, then there should be no impediment to *the recognition, protection, and assertion of the rights of workers in the "hospitality industry"*. Article 138 of the Labor Code which guarantees the same rights to hospitality workers as those enjoyed by other workers should be implemented.

In connection with asserting the *health rights* of workers in the "hospitality industry", the responsibility of preventing the spread of sexually transmitted diseases, specifically AIDS, should be evenly borne by all persons practising high-risk behaviors (prostituted persons, overseas contract workers, homosexuals, etc.), those who exercise power over them (e.g. employers in the "hospitality industry"), those who use their services (male and gay clients), and others with whom they have sex (husbands, wives, lovers).

Given the spate of complaints from those undergoing mandatory medical exams, medical practitioners should be more respectful and humane in their treatment of prostituted persons, particularly those persons with AIDS (PWAs). A thoroughgoing health information campaign on drug addiction, alcoholism, and birth control should be conducted among vulnerable groups, especially those working in the "hospitality industry". The latter should also be made aware of their human rights, especially their right to file charges in cases of rape, physical injuries, and sexual abuses; they should have access to free legal services.

As regards macroeconomic policies, there should be a critical review of existing export of labor programs which tend to exacerbate prostitution. In the words of the PDPW, there should be "strict enforcement and monitoring of the provisions of the law against prostitution and the trafficking in persons for the purpose of prostitution at national and international levels by establishing national and international networks and by creating task forces." Bilateral relations should also be instituted "to address the problems of migrants and trafficking of women, and to have criminal jurisdiction over foreign sex offenders." In addition, there is a need to incorporate gender sensitivity in tourism development efforts; a monitoring mechanism should be created to assess their impact on women so that corrective measures may be immediately instituted if needed.

Similarly, *the debt policy should be revised* so that more of the country's resources can go into economic and social development rather than interest payments. Agrarian reform and other changes to spur countryside development need to be instituted to stem rural to urban migration. Basic industries oriented to the needs of the people have to be set up within the context of sustainable, self-reliant development. In the words of the PDPW, "equality of access by women

to education and training, employment and financial assistance to improve their quality of life" should be ensured. Widespread gender discrimination in the workplace in terms of hiring, wage level, placement and promotion, has to be addressed to ensure more equitable remuneration and working conditions for women. All these are easier said than done but over the long haul, they are the prerequisites to the solution of the prostitution problem.

On the political plane, vestiges of military prostitution should be stopped by disallowing the docking of US Navy vessels for "rest and recreation." To help stem the displacement of communities and the migration of women to prostitution centers due to militarization and hamletting, the peace process should be pursued with local insurgents; gender-responsive agrarian reform and rural development should also be accelerated.

### **3.2 Education and Information Dissemination**

Given the alarming findings of recent researches, a massive information campaign against illegal recruitment and trafficking of women should be immediately conducted. It is likewise urgent to provide the public a correct understanding of prostitution as a violation of women's human rights and minimize the stigmatization of the prostituted. There is need to redirect values which reinforce the sexual objectification of women and justify violence against them. In this connection, there should be a stronger law against pornography and a clear policy to discourage beauty contests.

### **3.3 Direct Services**

More of these need to be set up to aid in the empowerment of the prostituted, to assist them in organizing, advocacy, skills training, alternative livelihood, counseling, health care, alternative livelihood, legal work, and networking nationally and internationally. Ideally, prostituted women should be given the responsibility of planning, running and evaluating the programs for themselves and be provided the resources to renew and empower themselves. Such resources should include funding support to prevent re-entry into prostitution.

In particular, specific programs and services solely for prostituted persons should be created by concerned agencies, especially by the Department of Social Welfare and Development (DSWD). The Department of Labor and Employment (DOLE) should institute specific programs for the implementation of Article 138 of the Labor Code which guarantees the same rights to hospitality workers as those enjoyed by other workers. Local governments should also initiate the setting up of centers catering to the welfare of the prostituted.

## **4. PROGRAM/PROJECT AREAS**

### **4.1 Legal and Policy Reform**

Programs enumerated in the PDPW directed towards decriminalization of prostitutes include:

- (a) Conducting regular dialogues with policymakers and support groups.
- (b) Assigning women lawyer groups to further study the laws on prostitution to define it and to provide for stiffer penalties for white slavery.
- (c) Designing and initiating feminist consciousness-raising training programs for law enforcers, prosecutors and members of the judiciary.

- (d) Providing prostitutes with free legal services.
- (e) Educating women in the “hospitality industry” with respect to their right to file charges for rape, physical injuries and sexual abuses.
- (f) Organizing women employed in the “hospitality industry”.
- (g) Popularizing and implementing the 1949 UN Convention for the Suppression of the Traffick in Persons and of the Exploitation of Others, and the UN Convention on the Elimination of All Forms of Discrimination Against Women, of which the Philippines was a signatory in 1952 and 1981, respectively.

## 4.2 Education and Advocacy

The PDPW recommends more effort along the following lines:

- (a) Intensified public information-education-communication campaigns with focus on:
  - exposing the racism and sexism of tourism, militarism and sex trafficking;
  - feminist consciousness-raising on the issue of prostitution;
  - demythicizing virginity, romantic love and marriage, and female “beauty”;
  - identifying procurers so that women, especially from the rural areas, would not fall prey to them.
- (b) Campaign against sexism in media and sensationalism in the treatment of sexuality and pornography in any form it employs: radio, song, print media, shows, films and others.
- (c) Changing the public’s image of women by giving children moral and civic education in school, which includes mutual respect between women and men and preparing them for sharing family responsibilities.

## 4.3 Direct Services

Direct services to the prostituted can be enhanced under the following conditions:

- (a) Improvement of the database and information network by developing data-gathering strategies and techniques that can be used in preparing comprehensive, factual and relevant analyses and reports on the issues for program planners and policymakers;
- (b) Ensuring the complementarity and maximum effectivity of services by continuously exploring areas of cooperation and coordination among various groups, governmental and non-governmental, involved in the issue of prostitution;

- (c) Deepening and expanding the positive experiences gained from programs and projects implemented by various groups to arrest the problem; and

**3.4 Improving international linkages/measures to combat prostitution.**

The last deserves to be underscored, given the global trend in the last few years highlighting gender violence as a human rights issue, and focusing on sexual exploitation, particularly prostitution, as an urgent matter to be addressed. The gains of the international feminist movement in foregrounding violence against women, including prostitution, in the global human rights discourse cannot be overestimated. Interactions with feminist groups abroad who are involved in the prostitution issue have helped immensely in the clarification of perspectives and strategies in the Philippine setting. Networking with them on a continuous basis will surely lead to more positive results.



## VIOLENCE AGAINST WOMEN

### 1. OVERVIEW

“... Gender violence, through its effects on a woman’s right to act in the world, can serve as a brake on socio-economic development. The development community has come to realize that such problems as high fertility, deforestation and hunger cannot be solved without women’s participation. Yet women cannot lend their labor or creative ideas fully when they are burdened with the physical and psychological scars of abuse.” (Heise, et. al., 1993)

Until recently, Violence Against Women (VAW) was viewed merely as a women’s problem. It was not considered a serious threat to national development and efforts to attain peace.

It was non-government women’s organizations (NGOs) which initiated discussions on women’s vital role in development and brought out the issue of VAW as one of the major impediments to women’s participation in development. These organizations encouraged the National Commission on the Role of Filipino Women (NCRFW) to include the issue of VAW in the Philippine Development Plan for Women (PDPW) for 1989 to 1992. For the first time, VAW was seriously tackled in a government document within the context of its development framework. The inclusion of VAW as a special concern signified government efforts to address it as a development issue.

But VAW is not just a special concern. It is a serious and urgent human rights concern for countless Filipino women living in constant fear and insecurity over their lives and safety. For them, daily acts of violence, particularly as these happen in their homes and in the community, create a situation of helplessness and powerlessness that hinders their growth and development, oftentimes completely immobilizing them and effectively excluding them from any active participation in the development process.

Furthermore, this climate of violence and *threat* of violence, condition women’s outlook about themselves and other women, as well as their relationships with men.

Studies have shown that all women are potential victims of violence and in almost all instances, the perpetrators are male, whether relatives, intimate partners, acquaintances or complete strangers. When inflicted on a regular basis, as in cases of wife-abuse, it causes immeasurable anguish and deep scars on the victim, her family, friends and associates. The physical and mental health of victims are often irrevocably damaged and many times, they carry the burden of shame, self-blame and guilt. They become trapped in a never-ending cycle of fear that affects their every thought and action. The long-term effects on the individual woman, her family and the community can only be appreciated when translated into economic and social costs.

### **1.1 Impact of VAW on Contemporary Issues of Development, Equality and Peace**

In the Nairobi Forward-Looking Strategies (1985), VAW was already seen as an obstacle to the achievement of gender equality, development and peace. It further noted that VAW “violates the rights and principles of women with regard to equality, security, liberty, integrity and dignity which should be universally applied to all human beings.”

Violence against women effectively blocks Filipino women’s rightful path to human development and causes them to withdraw from community life. Worse, a repetition or cycle of aggression can turn women into fearful, confused persons who lack confidence and experience feelings of helplessness and have difficulty making their own decisions.

Women who live with violence become wracked by a constant feeling of fear, danger, isolation and instability. Their conduct as productive individuals suffers and, regardless of their social or economic standing, lose out in opportunities to education, career advancement, social interaction and other chances for human development.

VAW is in direct contradiction to national and social development goals. It exacts grave consequences on women’s lives as individuals and denies them options. It undermines their self-confidence and sense of self-esteem at every level, physically and psychologically; it jeopardizes their health, human rights and their capacity to participate, as well as to contribute freely in society.

Violence against women and the cultural atmosphere that demeans women by perpetuating such violence, denies a developing country like the Philippines, the full talents of its women. Moreover, control and domination by violent male relatives have driven many well-educated, skilled and productive women to leave the country; it has been found that many migrant workers are, in fact, battered women.

### **1.2 Roots of the Problem**

To fully recognize the gravity of this problem, an understanding of the nature of VAW, its causes and consequences, victims and perpetrators, must be examined from the perspective and experiences of women themselves.

Violence against women is the result of unequal power relations between women and men. Undergirding these power relations is patriarchy -- the social structure that is constructed, reinforced and perpetuated by socio-political

institutions put in place by men and thereby ensure that men, by virtue of their gender, have power and control over women and children.

An interweaving network of social and cultural mechanisms ranging from customs and traditions, to formal education and legal systems, has defined rigid norms for men and women as "acceptable" male and female behavior. These are learned early on and strengthened by peer and familial pressure, community standards, institutions and mass media. Thus, from childhood, we "learn" that males are dominant, and violence is an acceptable means of ensuring male dominance as well as resolving conflicts.

Customs and traditions perpetuate this system of inequality when children are socialized at an early age to accept male dominance and aggressive behavior. On the other hand, girls are encouraged to be sweet, submissive and demure. This conduct is carried well into adulthood and may end tragically for women who have been taught all their lives that they can do nothing when confronted by male assailants, whether they be husbands, fathers or strangers.

Many commonly held beliefs hinder a real understanding of the nature of VAW. One is that perpetrators are usually drunk, under the influence of drugs, the devil's spell, mentally deranged and/or incapacitated at the time the crime was committed.

The fact is, perpetrators are often normal, respectable and can be considered "productive" members of society. Frequently, they are aware of what they are doing and their acts of violence are repeatedly and consistently done over time. This pattern of violence is assimilated into their relationships, whether in the private or public sphere. Society silently condones this behavior and thus, conditions males and females to accept this as a fact of life.

In cases of rape, there is the sexist excuse that the assailants were after all, only male and vulnerable to the charms of the victim. Aggravating this is the false notion that the victims had it coming to them and no "decent" woman could ever be raped.

These popular notions hide the fact that beneath the unexamined beliefs and common perceptions are patterns of behavior that are based on an ethic of domination--where the misuse of power of a few to control the many is prized. Furthermore, given the gender expectations for men to be aggressive and be "in control", and for women to be passive, nurturing and dependent, plus a social milieu that has a high tolerance for violence, it takes very little for men to target women for violence.

In other words, VAW is a manifestation of the following complex and interacting factors:

- (a) values and attitudes that are derived from and contribute to gender inequality;
- (b) gender prescriptions that vest social power on men;

(c) a culture of violence; and

(d) the resulting psychological make-up of both victims and perpetrators.

### **1.3 Definition of VAW**

There is a need to distinguish between violence in general and female-focused violence. In the latter, the elements of abuse of power and control, as well as force and coercion are not only evident but tacitly and implicitly condoned by society, primarily because the victims are women.

Thus, violence against women would refer to all forms of violence inflicted on women on account of their gender. In the broadest sense, VAW is any violation of a woman's personhood, mental or physical integrity or freedom of movement.

In September 1992, the United Nations Commission on the Status of Women convened a special working group to draft a declaration against VAW. This Declaration, adopted by the General Assembly in 1993, offered for the first time an official UN definition of gender-based abuse. According to Article I of the Declaration, VAW includes:

“...any act of gender-based violence that results, or is likely to result, in physical, sexual, or psychological harm or suffering to women including threats of such acts, coercion, or arbitrary deprivation of liberty, whether occurring in public or private life.”

This definition underlines both the physical and psychological harm and threats of such harm in the private, as well as in the public sphere, since society has conditioned both men and women to accept VAW as a “natural” course in a woman's life.

Article II of the same Declaration states that “Violence against women shall be understood to encompass, but not be limited to, the following:

- (a) Physical, sexual and psychological violence occurring in the family including battering, sexual abuse of female children in the household, dowry-related violence, marital rape, female genital mutilation and other traditional practices harmful to women, non-spousal violence, violence related to exploitation;
- (b) Physical, sexual and psychological violence occurring within the general community, including rape, sexual abuse, sexual harassment and intimidation at work, in educational institutions and elsewhere, trafficking in women and forced prostitution;
- (c) Physical, sexual and psychological violence perpetrated or condoned by the State, wherever it occurs.”

## 1.4 VAW: The Philippine Experience

While the UN definition of VAW shall be used in this chapter, the discussion of the forms of violence shall be based on the particular experiences of Filipino women as compiled by the Women's Crisis Center (WCC) from the different cases it has handled, and from consultations with women's groups and organizations.

Every woman is vulnerable to VAW. It happens to women in familiar and intimate settings--their homes, neighborhood, workplace, school and public places. Moreover, the social institutions that are the family, the community and the state can themselves cause or foster violence. Family structures and arrangements can reinforce violent behavior in men towards female family members by "assigning" roles that each must fulfill within the household. The father as the head of the house and breadwinner is allowed full freedom to do whatever he wants, including beating up his wife and molesting his own daughter; the wife is expected to serve and please the husband, especially if she is economically dependent on him; children, particularly girls, are the most powerless in this structure and the most vulnerable to abuse by the father and other male members of the family.

Certain customs, traditions and attitudes of the community have been found to harm, oppress and disempower women, by giving the family primary importance and dictating that it remain intact at all cost even at the expense of women's emotional and physical well-being. Furthermore, communities ostracize women who resist the traditional mold of mother, wife and homemaker, completely disregarding their right as individuals.

The State, on the other hand, absolves male violence by not considering rape, for instance, as a crime against persons, and dismissing other acts of sexual abuse as ordinary occurrences. It further facilitates VAW by not enforcing protective laws or having no laws at all as in the case of domestic violence.

VAW may therefore be categorized according to its locus and manifestations -- the family, community and the State -- although some forms, like rape, may occur within the family, the community or the State, as in military and custodial rape.

The following are the most common forms of violence as experienced by Filipino women:

**1.4.1 Domestic Violence.** Also commonly known as wife-abuse or wife-battering, domestic violence may be defined as the physical as well as psychological or emotional abuse of women by the husband or live-in partner. Withholding or withdrawal of affection and financial support, marital rape and other forms of sexual abuse also constitute as domestic violence.

**1.4.2 Marital Rape.** Marital rape is still largely unacknowledged due to the erroneous belief that marriage gives the man full and unequivocal sexual access

to the woman. However, it must be remembered that it is every woman's right to refuse sexual relations even with her husband. Marital rape includes forcing the wife to have sexual intercourse, striptease, do unacceptable sexual acts, and other sexual brutalities.

**1.4.3 Incest.** Incest is the commission of sexually inappropriate acts or acts with sexual overtones, with a child or adolescent, by an older person or adult who wields authority through emotional bonding with that child or younger person.

**1.4.4 Reproductive Rights Violations.** These would cover forced pregnancy, forced sterilization, forced abortion, or denial of information to safe birth control methods and reproductive technologies.

**1.4.5 Rape.** Defined under the Revised Penal Code as "carnal knowledge" of a woman, rape occurs under at least one of three specific circumstances: there must have been use of force or intimidation; the victim is "deprived of reason or was unconscious;" the victim is under 12 years old.

**1.4.6 Sexual Harassment.** Sexual harassment is any unwanted or uninvited sexual attention that creates an intimidating, hostile or offensive environment in the school or workplace. It usually occurs when the harasser is in a position of power or authority over the victim. It can also occur in streets and public places when men ogle, whistle or make patently obscene or degrading remarks and gestures directed at women and young girls.

**1.4.7 Sex Discrimination.** This occurs when women, because of their gender, are accorded a lower status and are not allowed equal access to education, employment, social and other opportunities for advancement. Sexism is another term for this form of discrimination.

**1.4.8 Lesbophobia/Homophobia.** Affected are lesbians who, because of their sexual orientation, are subjected to discrimination, ridicule, harassment or verbal and physical abuse.

**1.4.9 Medical Abuse.** Examples are unwanted or unnecessary surgical interventions, including internal examinations, caesarean sections, hysterectomies and other unwarranted surgical procedures.

**1.4.10 Abuse of Women with Physical or Mental Disabilities.** Disabled women are vulnerable to various forms of abuse ranging from verbal and sexual ridicule, physical molestation, to rape.

**1.4.11 Culture-Bound Practices Harmful to Women.** This include arranged marriages, the undue importance given to virginity, and religious practices that bind women irrevocably, even to dangerously violent men.

**1.4.12 Ritual Abuse within Religious Cults.** Women are used as sacrifices or offerings in secret and pseudo-religious ceremonies where they are sexually violated, abused and raped.

**1.4.13 Sexual Slavery, Prostitution and International Trafficking of Women.** Sexual slavery was recently discovered in the many cases of Filipino “comfort women” who were abducted, sexually abused and kept as chattels by Japanese soldiers during World War II. Prostitution is defined as giving sexual favors in exchange for cash or other material, remuneration, and requires deeper study especially with the current debate between “forced” prostitution and prostitution “by choice” (decriminalization or exempting the prostituted woman from criminal liability seems to be one concrete way by which this particular form of VAW may be addressed). The extent of trafficking of women has yet to be found since this problem emerged mainly as a consequence of or in conjunction with the migration of women workers. These women are also subjected to various forms of inhuman treatment that range from battery to rape to murder.

**1.4.14 Pornography and Abuse of Women in Media.** Pornography degrades and dehumanizes women, reducing them into sex objects only too willing to satisfy men’s lust. Ordinary women may feel pressured to conform to the “ideal” body measurements and physical attributes of women used as pin-ups in porno magazines. Pornography also does men a disservice by depicting them as untiring sex-machines ready to take on any number of women. Advertising uses women’s bodies to enhance a product’s appeal and conveys the message that women must not grow old, be fat or be unattractive. There seems to be no end to the way media debases women even when women themselves are brutalized, as seen from the sensationalized, gory headlines and photos used in news items about murdered women, as well as in the sexually charged (and oftentimes demeaning) language used to report stories on rape and other sex-related crimes.

**1.4.15 Abuse of Women in Internal Refugee or Relocation Camps.** This occurs when women are displaced by natural disasters or armed conflicts and are subjected to sexual harassment, rape and other forms of physical and sexual violation.

**1.4.16 Custodial Abuse.** The woman is a protegee or under the care or authority of the assailant. She may be a resident, patient or ward of a rehabilitation center, mental hospital, medical clinic, foster home, or a detainee in a prison or military camp. The assailant is someone who has authority and / or supervision over her or the institution where she is confined.

For purposes of emphasis and advocacy, this chapter shall focus on **Violence Against Women in the Family** specifically **Domestic Violence and Incest**, and **Sexual Violence** particularly **Rape** and **Sexual Harassment**, since these are the more prevalent forms of violence against women, and because other forms of VAW are taken up in separate chapters such as Prostitution and Media.

## 1.5 Violence Against Women in the Family

The United Nations declared 1994 as the International Year of the Family. Some feminist organizations, particularly WCC, used this occasion to draw attention to the growing incidence of violence against women in the family, specifically wife-beating and incest. Several regional consultations and preliminary research on the prevention of family violence have shown the range of abuses to also include marital rape, child abuse, sibling abuse, as well as abuse of the elderly, of the disabled and the sick, of homosexuals, of women by their in-laws and of domestic help. It was also found that most victims are women and children while their abusers are almost always men.

Family violence therefore can be said to be more often than not, **cases of violence against women.**

Though a grim reality in the lives of countless Filipino women, domestic violence was treated largely as a private matter and was not viewed as an offense requiring community or state intervention. It was only recently that a bill was filed in Congress criminalizing physical and psychological acts of "wife-cruelty", thereby acknowledging the reality of the offense and the need for legislation.

Without a law specific to domestic violence, police officers are not convinced that they should arrest abusers even when the battered woman files a complaint.

Battered women themselves usually do not seek assistance not only because of the lack of legal succor, but also to keep the problem within the family. There is a strong admonition that the family must be kept intact at all cost -- even at the expense of a woman's life.

### 1.5.1 Common Forms of Domestic Violence

Domestic violence, manifested mostly as wife-beating, is a pattern of "coercive control that one person exercises over another." Abusers use physical and sexual violence, emotional insults and economic deprivation to dominate and manipulate their partners. Battering not only harms the woman physically but arouses fear and other forms of emotional and psychological distress, preventing her from doing what she wishes or forcing her to behave in ways unacceptable to her. Neither it is occasional or unintentioned. Battered women who came to the Women's Crisis Center admitted to prolonged or repeated experiences of violence before they were able to tell anyone.

Following are the forms of violence experienced:

*1.5.1.1 Physical Violence* may be a single, manual act or a series of different acts, or a combination of assaults with use of weapons. Women have been hit with a fist, slapped, poked in the eye, strangled, kicked in different parts of the body including the belly especially during pregnancy, shoved down the floor, pushed down the stairs, banged by the head against the wall, thrown hard objects at, poured boiling water over; stabbed with a knife or icepick; burned flesh with cigarettes, hit with the butt of a gun, shot at.



*1.5.1.2 Psychological or Emotional Violence* involves threat or intimidation or verbal abuse. It could be verbal or gestured threats to kill or harm physically, or threatening with knife, gun or other lethal weapon. It can also be the use of degrading or insulting words, public humiliation, nagging, accusation of infidelity, prolonged silence after arguments, withdrawal of affection, openly siding with relatives against the sudden abandonment, ordering victim out of the house, taking children away from her, forcing her to bear children, forcing her to have an abortion.

*1.5.1.3 Sexual Abuse* could be demanding sex regardless of the partner's condition; forcing her to perform sex acts that are unacceptable to her; forcing her to watch pornographic videos and other materials; having sex with another woman in the marital bedroom; forcing wife and mistress to sleep with him in the same room.

*1.5.1.4 Economic Abuse* is usually denial or withdrawal of financial support, prohibiting the wife from handling money; controlling a woman's own earnings; having total control over conjugal financial resources; using household money for drinking, gambling or drugs.

The authority that a husband wields entraps and keeps the woman in constant fear, causing her to endure silently the continued assaults for long periods of time. There have been instances where women were murdered by their spouses, after years of escalating violence.

Although marriage does not give a spouse any right to harm or sexually abuse the other in real life a husband can actually exercise full sexual and emotional control over his wife, beat her black and blue, humiliate her, and the community does nothing about it.

Society not only turns a blind eye to family violence but also virtually excuses a husband's violent behavior toward his wife. Many times, poverty, influence of drugs and liquor, the wife's nagging, or perceived neglect of her husband and/or household chores, are given as excuses to explain the violence that transpires. Women have no recourse but to stay in this kind of situation until it becomes too unbearable or when the children are also subjected to abuse.

Frequently, the wife is powerless and cannot leave the violent relationship, especially if she has young children and no financial means or other support. Society has also conditioned women to preserve the sacredness of the family and to keep it intact, despite the irreparable damage to their physical and mental health.

Case studies from WCC and other women's groups reveal that battered wives have been known to endure various forms of abuse for as long as 30 to 50 years.

### 1.5.2 Incest - The Taboo Issue

Central to incest is the power and control that the perpetrator exercises over his victim. The process leading to conquest is long and may include attempts to win the child's trust, especially if he is not a member of the immediate family. He may be an ardent suitor, giving gifts, very loving and gentle, and giving no hint of any sexual intent. Once he wins his prey's trust, the abuser moves on to some form of sexual or romantic play such as caressing, light kissing and embracing. Throughout all this, he emphasizes the need for secrecy -- that what is happening is a shared secret to reinforce "closeness". The physical contact becomes increasingly sexual until intercourse takes place. If the child catches on early enough and resists, the abuser is likely to assert his authority with threats and the use of force.

Winning the child's confidence or using force may not be necessary if the assailant is the victim's own father, especially if he is a "loving" father, since there is a natural intimacy between parent and child. It is when the intimacy takes an erotic turn that the child becomes confused and distressed.

It must be pointed out that incest does not necessarily have to involve sexual intercourse or penile penetration. It is incest no less when fondling, kissing, caressing, playing with the child's genitals and other sexual acts are performed.

The problem is compounded when the mother sides with her husband and accuses the daughter of lying. A closer look at the power dynamics in the family would inevitably reveal an abused and battered wife completely under her husband's control.

Incest scars the victim for life, affecting her way of relating to other people in adulthood.

Under the Family Code, incest refers only to marriage between consanguine relatives. Thus, what anti-VAW advocates would, for example, consider as incest-rape (as in father-daughter rape) would legally be considered statutory rape if the daughter is 12 years old or younger. If the daughter were older, the case would be considered rape or, if unconsummated, acts of lasciviousness. "Mere" abuse, under the law, is not incestuous.

Furthermore, the law says that incest can be prosecuted only if the victim makes the complaint. The State cannot sue on the victim's behalf.

The rising incidence of incest may be regarded as one offshoot of women's migration for employment, leaving, female children in the care of family members. That the mothers are invariably blamed as "causing" the incest adds to the injury.

## 1.6 Sexual Violence in Philippine Society

### 1.6.1 Rape

According to statistics from the Philippine National Police (PNP), women in their seventies have been raped and so have babies as young as eight months. Unofficial estimates from the same agency said that, nationwide, at least one rape occurs every six hours, or four rapes a day, and that only two out of 10 such incidents are reported.

Further data from the PNP for a three-year period - from 1992, where there were 1,828 rape incidents, to 1993, where there were 2,285- showed an alarming 25 percent increase in the incidence of rape nationwide. Other index crimes like murder and robbery, on the other hand, saw a decrease in the number of cases.

Rape is defined under Article 333 of the Revised Penal Code which states:

"Rape is committed by having carnal knowledge of a woman under the following circumstances: 1) by using force and intimidation; 2) when the woman is deprived of reason or otherwise unconscious; 3) when the woman is under 12 years of age, even though neither of the circumstances mentioned in the next two preceding paragraphs shall be present".

Said definition, according to the Women's Legal Bureau, has two major implications: that the offender and the offended party cannot be of the same sex; and that oral and anal sex, insertion of foreign objects or other bodily parts into the vaginal, anal or oral orifice and forced sexual intercourse with an animal do not constitute rape. Women's groups point out that these forms of sexual violence are no less graver acts of violation on women's dignity and may inflict more physical and psychological damage on the victims.

Classifying it as a "crime against chastity", the law views rape not as a violation of a woman's person and dignity, but of her so-called chastity.

Legally, the recognition of such violence is limited to forced penile penetration of women who are young (12 years old and below) or women who either are medically proven to be virgins or are chaste according to conservative moral norms. Victims must prove that they resisted and submitted only upon grave threats and coercion.

The notion that this crime can only be inflicted on a particularly "select" group of women (virgins and young girls) does not reflect reality: women are raped whether they are young or old, chaste or not, when they are most vulnerable and cannot defend themselves.

Rape assaults not only a woman's body but also her senses, emotions and integrity. The act is meant to debase and destroy her very humanity. Rape is always assumed to be a sexual crime, but it must also be seen as yet another tool to assert male dominance.

The rapist is often angry and uses his sexuality to vent that anger. Thus every woman can be the object of this hostility. Every woman, indeed, is a potential rape victim.

Many misconceptions shroud rape with mystery and clouds the real nature of this crime. One of the most prevalent and menacing is that victims could have prevented the attack, "had they fought hard enough". In many cases of rape-slays, the women may have fought "hard-enough" to warrant their wanton murder.

Another is that by wearing sexy clothes or being out at night, the victim "invited" the attack, again also blaming the victim for the crime. The findings of a 1993 study by the Women's Crisis Center challenge the common belief that rape is done by strangers jumping out of the bushes on unsuspecting women. Of 79 rape cases, only seven or nine percent of the perpetrators were complete strangers, while 72 or 91 percent were known to the victims. Incest comprised 23 or 32 percent of the cases of rape by known assailants.

The most insidious of these false notions is that women falsely accuse men of rape.

Since rape is still largely unreported, its exact magnitude cannot be known. Causes for not reporting include being "shamed" into silence, protection of family reputation and a reluctance to undergo a tedious legal process that victims say is like a second "raping".

The circumstances under which women find themselves vulnerable to attack may be seen from the following types of rape:

*1.6.1.1 Date or Acquaintance Rape.* The assailant can be the victim's suitor, boyfriend, neighbor, co-worker, or a member of her peer group. This is a problematic area since people tend to accuse the victim of cooperation and consent in situations such as during a date with the assailant or in a compromising situation like a ride in the assailant's vehicle, or attending a social gathering with him.

*1.6.1.2 Stranger Rape.* The attacker is not known to his prey *but in many instances*, may have some prior knowledge of his victim. She is usually waylaid, ambushed or kidnapped by the assailant. The suddenness of the attack prevents the woman from defending herself or taking flight.

*1.6.1.3 Gang Rape.* The assailants come in numbers and may either be complete strangers or casual acquaintances of the victim.

*1.6.1.4 Military Rape.* The rape is by a member of the military or para-military and armed groups and may be part of political torture or used as a tool to extract information, humiliate, degrade and break down the victim's will. Victims are those accused of subversion or of being threats to national security, and were/are activists, peasant women, workers, students and mass leaders. The assaults occur in detention camps or so-called safehouses.

*1.6.1.5 Mass Rape.* In a variation of military rape, women in war-torn communities become massive targets of sexual assaults by any group of armed men, para-military or military men.

*1.6.1.6 Rape-Slay.* Women are ultimately killed whether as part of the rape or to silence them. The rise in rape-slays, particularly those in Marikina, caused a great deal of alarm.

**1.6.1.7 Sexual Harassment.** Sexual harassment consists of any unwanted sexual attention, including inappropriate personal remarks about a person's appearance. A 1993 survey by the Institute of Labor Studies concluded that sexual harassment in the workplace was prevalent but rarely reported by women employees due to fear of reprisal and the more severe consequence of losing their jobs.

According to the recently enacted Sexual Harassment Law (RA 7877), sexual harassment is committed in the workplace when:

- (a) Sexual favor is made as a condition in the hiring, re-employment or continued employment of an individual or in granting victims favorable compensation, terms, conditions, promotions or privileges;
- (b) Refusal to grant sexual favors results in discrimination against the employee;
- (c) The act of harassment results in an intimidating, hostile or offensive environment for the employee.

In schools or in a training environment, sexual harassment is committed when:

- (a) It is done against one who is under the care, custody or supervision of the offender;
- (b) It victimizes one whose education, training, apprenticeship or tutorship is entrusted to the offender;
- (c) Sexual favor is made as a condition to giving passing grades, granting honors and scholarship or paying a stipend, allowance or other benefits.

The following are the most common examples of sexual harassment:

- telling dirty jokes to someone who clearly finds them offensive
- constant comments about sex or remarks with double meanings
- showing obscene or dirty pictures, pin-ups, magazines or books to people who do not want to see these
- continually asking someone about her personal or sexual activities
- suggestive comments about a person's appearance
- pestering someone for a date when a refusal has already been made
- making offensive hand or body gestures and movements
- staring, leering or ogling
- touching, pinching, patting or fondling
- belittling comments based on sex-role stereotypes
- "accidentally" brushing up against a woman's body
- kissing or other amorous actions against the victim's will
- invasion of one's "personal space" like deliberately standing too close to a woman despite her discomfort at such closeness

- calling out or making offensive remarks to women
- obscene phone calls, letters and messages
- indecent exposure and action

Victims of sexual harassment are often also victims of sex discrimination. Because they are women, they receive low salaries and have fewer opportunities for promotion, advancement, as well as trainings, that will upgrade their skills. For them to have access to these opportunities, women have to submit to sexual demands or harassment by their male superiors. "Lie down or lay off" is an unwritten policy that is applied in situation when contractual female workers ask for permanent or regular status in their jobs. In schools, the "kwarto or kwatro" (the professor's room or 4, a failing grade) is said to be prevalent and leaves the poor female student little choice if she wants to pass or maintain her academic standing, especially if she is vying for honors.

Sexual harassment happens also in streets, jeepneys, buses and other public transport, as well as in public places where women are subjected to offensive remarks, stares, wolf-whistles and unwanted body touches and contacts. These acts can escalate into full-blown sexual assault.

## **1.7 Major Issues and Concerns on VAW**

### **1.7.1 Concerns in General**

VAW when viewed from the perspective of women themselves, becomes radically different from that seen through traditional and androcentric ways of looking at the problem. Because VAW as a perspective has yet to gain a critical mass of adherents outside of feminist and anti-VAW circles, there is a need for research and documentation of various forms of VAW and dissemination of the findings. It is also necessary to refine the concepts and definitions of the different types of violence against women in the context of existing cultural, social and economic conditions in the country.

Documentation of VAW cases poses a challenge because on one hand, victims are reluctant to report their victimization; on the other, many agencies receiving the reports do not know what to make of the information other than log them under categories that do not reflect the dynamics of VAW. All told, careless documentation could make VAW "invisible".

Where proper documentation is not an issue, victims and service providers are stumped by inadequate medical, legal and socio-economic services and the utter lack of sensitivity of some people in front line agencies, in particular, and among the populace at large, in general.

In numerous consultations with women conducted by feminist groups and other women's organizations all over the country, as well as focal points identified by the NCRFW, the following issues and concerns recur:

- (a) Need to examine VAW in all its forms, document the root causes, effects and links between the various forms, and define violence from the perspective of women's experiences;

- (b) Lack of public awareness and clear solutions related to the root causes of VAW;
- (c) Need for current strategies to emphasize prevention and elimination of VAW;
- (d) Reluctance of victims to report crimes;
- (e) Inadequate support services for female victims of violence and abuse;
- (f) Lack of statistical data and information on incidence on VAW;
- (g) Need for research on action to combat VAW;
- (h) Need to establish a network to facilitate complementarity of action against VAW;
- (i) Women at risk have no safe place to go;
- (j) Lack of concern for women's safety;
- (k) Sexist practices and other forms of discrimination encourage and support acts of violence against women;
- (l) Widespread practice of abortion despite legal sanctions against it underscores the need to reexamine the anti-abortion law;
- (m) Need to study a divorce law;
- (n) Lack of affirmation of women's right to express their sexuality.

### 1.7.2 Specific Concerns

#### 1.7.2.1 Domestic Violence

- (a) Society is unwilling to accept domestic violence as a crime and as an issue to be addressed in the public sphere.;
- (b) Problems associated with DV are reinforced by the victims' and society's view of the family;
- (c) Stereotypical views of women's roles are perpetuated in educational materials;
- (d) Marriage and cohabitation are used as license by some men to inflict violence on their partners; there is general acceptance of the idea that a husband has the right to force his wife to perform sexual acts;
- (e) Emotional and psychological abuse usually do not meet definitions of crimes in penal codes. The law does not safeguard adequately the right of battered women;
- (f) Victims lack of protection from further violence by abusive husbands;
- (g) Approach to the problem is mediation and conciliation without considering the safety of women;
- (h) Women's lack of access to productive opportunities makes them more vulnerable to violence;
- (i) There is lack of housing facilities for battered women who have decided to leave their abusive husbands.

#### 1.7.2.2 Rape

- (a) Existing legal definition of rape does not adequately cover women's experience;
- (b) Society tends to blame the rape victim;
- (c) There is lack of assistance and services for rape victims;

- (d) Medical and legal processes are hostile to the victim;
- (e) Professionals lack awareness and are not trained adequately to detect physical, sexual and psychological abuse in survivors;
- (f) Services are lacking for women in ethnic communities and far-flung areas, militarized and disaster stricken areas.

#### *1.7.2.3 Sexual Harassment (SH)*

- (a) SH in any form is usually trivialized. Even labor unions do not seriously consider SH as a violation of workers' rights;
- (b) Women employees suffer from work-related stress due to SH;
- (c) SH has economic consequences -- loss of income and loss of opportunity;
- (d) Sexual harassment involves a breach of trust;
- (e) Mechanisms or venues to address complaints or problems related to SH are not adequate.

#### *1.7.2.4 Pornography and Violence in Media*

- (a) Pornography and other sexually violent media perpetuate abusive behavior toward women;
- (b) Media is full of glamorous images which encourage women to think that their bodies can be used to gain male approval and reward;
- (c) Society is not aware that pornography not only humiliates women and creates mindsets that lead to their abuse, but also directly exploits and debases them when it entails the production of material that uses real people performing the pornographic act;
- (d) Widespread availability and accessibility of pornographic materials and images of women being beaten or raped such as on record album covers, fashion photographs, TV ads and street billboards, comics and tabloids, contribute to women's degradation;
- (e) Women are turned into objects by being portrayed as objects and not as human beings.

#### *1.7.2.5 Trafficking in Women/Prostitution*

Laws do not protect prostituted women especially those victimized by sex traffickers.

#### *1.7.2.6 Military Rape and Sexual Abuse*

Women in military camps as well as those caught in the crossfire of armed conflicts are vulnerable to sexual abuse.

#### *1.7.2.7 Spiritual, Religious and Ritual Abuse*

- (a) Women are forced to conform to traditions and practices and are prohibited from practicing their own faith;
- (b) Girls and women have been victimized by religious cults and used as "sacrifices" and offerings.



### 1.7.2.8 Violation of Reproductive Rights

- (a) Women are forced to bear or not to bear children. Population policies are aimed not so much at women's welfare as at controlling population growth;
- (b) Reproductive technologies are promoted indiscriminately without proper information as to the consequences on women.

## 2. STATUS OF RESPONSES TO VAW

Violence against women gained recognition as an issue in the Philippines mainly because of the efforts of women's groups in the early and mid-1980s to bring the issue out into the open. But the government and society have been slow in dealing with the problem. It is the women, being mostly the ones victimized, who have come up with most of the responses.

The following initiatives are remarkable breakthroughs in the movement to end VAW. But these are not sufficient. Government and non-government organizations should harness resources at their disposal to address the psycho-social needs of victim survivors as well as their abusers.

### 2.1 Legislation

Republic Act 7877 (Anti-Sexual Harassment Law) was enacted on February 14, 1995.

Among the pending bills addressing VAW are:

- (a) Senate Bill No. 1413 (Women's Anti-Rape Bill)
  - seeks to reclassify rape as a crime against chastity to a crime against persons
  - includes marital rape
  - widens the definition of rape to include not only penile penetration, but penetration using other parts of the body and/or objects
- (b) House Bill No. 4228 (House Version of the Women's Anti-Rape Bill)
- (c) Senate Bill No. 1726 (Anti-Domestic Violence Bill) seeks to penalize repeated<sup>1</sup> acts of wife-beating
- (d) Senate Bill No. 408 provides a heavier penalty for habitual<sup>2</sup> wife-beating and provides for the victim's protection as well as temporary support and other privileges
- (e) Senate Bill No. 635 accords wives and husbands equal rights and amends pertinent sections of the Revised Penal Code

<sup>1</sup>Women have expressed dissatisfaction with the term "repeated since a single act of battery endangers the woman"

<sup>2</sup>Ibid

- (f) House Bill No. 12399 (Wife-Cruelty Act) defines wife-cruelty as a combination of and repeated psychological and physical assault
- (g) Senate Bill No. 5142 (Anti-Pornography Bill) amends Article 201 of the Revised Penal Code to delineate pornography as a particular crime and provides a higher penalty thereto
- (h) House Bill No. 3461 (Traffic in Women Bill) creates a Human Rights Code that includes Articles against traffic in women and protection against wife-beating
- (i) House Bill No. 6804 (Anti-Prostitution) imposes various penalties for those found to be guilty of promoting prostitution
- (j) House Bill No. 8072 (Anti-Vagrancy) decriminalizes vagrancy which is usually directed against streetwalkers, and amends the Revised Penal Code
- (k) Senate Bill No. 585 (Anti-White Slave Trade) amends Article 341 of the Revised Penal Code to provide deterrents to the promotion of prostitution
- (l) Senate Bill No. 171 eliminates gender discrimination and amends portions of the Revised Penal Code

### 2.2.1 GO-NGO Initiatives

## 2.2 Advocacy and Consciousness- Raising

- (a) Launching of “Wakasan: Karahasan Laban sa Kababaihan sa Loob ng Tahanan: A National Conference on the Prevention of Family Violence” (1994-1995), a series of nationwide consultations on the prevention of family violence convened by the WCC and Sen. Nikki M.L. Coseteng, Chair of the Senate Committee on Women and Family Relations
- (b) Setting up of the Women GO-NGO Network on Violence Against Women and Prostitution (1993)
- (c) Nationwide Training For Policewomen (1993) consisting of gender sensitivity and orientation on violence against women cross training on police investigation initiated by NCRFW. Training was provided by the Women’s Crisis Center and Kalakasan.

### 2.2.2 NGO Initiatives

- (a) Drafting, submission and lobbying, since 1993, for a new Anti-Rape Bill in both Houses of Congress by the Sama-samang Inisyatiba ng Kababaihan sa Pagbabago ng Batas at Lipunan (SIBOL), a network of women’s organizations working for a legislative agenda for women

- (b) Drafting of a proposed bill on Domestic Violence by SIBOL
- (c) "Bantay-Banay" Community Action Program Against Domestic Violence (1992) initiated by Lihok Pilipina in Cebu
- (d) Community-based Para-Legal Training on VAW (1993-1994) Women's Legal Bureau and Harnessing Self-Reliant Initiatives and Knowledge, Inc. (HASIK)
- (e) Special training on Feminist Counseling and Crisis-Intervention for victims/survivors of VAW given to different women's groups, community organizations, services-providers and advocates by the WCC Education and Training Desk
- (f) Publication of information materials on VAW by different women's organizations
- (g) Campaign for indemnification of "comfort women" in the Philippines by the Task Force Lila/Asian Women's Human Rights Council
- (h) Campus Speak Out on Sexual Harassment organized by Pilipina in coordination with University of the Philippines Center for Women Studies
- (i) Campaigns on specific cases of VAW by the GABRIELA Commission on VAW
- (j) Creation of a Task Force Against Sexual Harassment composed of representatives from SALIGAN, LEARN, MAKALAYA, Pilipina

### **2.2.3 GO Initiatives**

- (a) Publication of a series of Primers on Rape, Domestic Violence and Sexual Harassment (1994) by the National Commission on the Role of Filipino Women
- (b) Study on Sexual Harassment by the Bureau of Women and Young Workers, Department of Labor and Employment (DOLE)

## **2.3 Direct Services**

### **2.3.1 NGO-GO**

- (a) Philippine National Police Women's Desks were created in strategic police stations to handle cases of violence against women
- (b) Nationwide Training for Policewomen (1993) provided gender sensitivity training and orientation on VAW, cross training with police investigation
- (c) A Memorandum of Agreement was signed in December 1994 between the Women's Crisis Center, representing several women's service orga-

nizations, the Department of Health and the NCRFW to setup a pilot government hospital-based women's crisis center called HAVEN (Hospital Assisted Crisis-Intervention for Women Victims of Violent Environments)

- (d) A Shelter for Battered Women was set up in 1994 spearheaded by the Congressional Spouses Foundation, in coordination with the Department of Social Welfare and Development (DSWD)

### **2.3.2 NGO Initiatives**

- (a) Women's Center in Bacolod
- (b) Service Center Network for Women in Crisis (1993) composed of WCC Manila; Lihok-Pilipina, Cebu; Bathaluman Center, Davao City; Cordillera Women's Education and Resource Center (CWERC) Crisis Center, Baguio City; and Women's Legal Bureau, Manila
- (c) Kanlungan Center, Foundation, a non-government organization that assists female migrant workers who are victims of illegal recruitment and suffered violence from their employers
- (d) Third-World Movement Against the Exploitation of Women (TW-MAEW), a pioneer in giving women prostitutes a new lease of life and empowering them; runs a chain of centers and homes to address the economic, educational, physical, spiritual, psycho-social and cultural needs of prostituted women
- (e) Various Centers/Shelters for Women

### **2.3.3 GO Initiatives**

- (a) DSWD Shelters called "Substitute Home Care for Women in Especially Difficult Circumstances"
- (b) Civil Service Commission (CSC) EQUADS (Equality Advocates), established in CSC central office and 14 regional offices; EQUADS attends to complaints of dissemination such as gender, political and sexual harassment
- (c) PNP Women's Desk, created to respond to cases of VAW

## **2.4 Research/Data Gathering/Information**

Academic institutions which conducted research and studies on VAW includes the University of the Philippines Center for Women's Studies, Institute for Women's Studies of St. Scholastica's College and the Philippine Women's University (PWU) Women's Studies Program.

Among the NGOs with similar initiatives were:

- Center for Women's Resources (CWR)
- Cordillera Women's Education and Resource Center (CWERC)
- Congressional Research and Training Services (CRTS)
- Institute for Social Studies and Action (ISSA)
- Kalayaan
- Kanlungan Center Foundation
- Whealthcare Foundation
- WomanHealth Philippines
- Women's Crisis Center (WCC) Research and Documentation Desk
- Women's Education, Development, Productivity and Research Organization (WEDPRO)
- Women's Resource and Research Center (WRRC)
- Women's Studies and Resource Center (WSRC), Davao
- Women's Studies Association of the Philippines (WSAP)

From government, the DSWD did research on cases of wife-battering and incestuous rape in 1993, the PNP has data on crimes against women, DOLE has data on Sexual Harassment and the Civil Service Commission (CSC) did a study on Sexual Harassment. The NCRFW set up a Project Group on Violence Against Women with the specific tasks of conducting in-depth investigation of the issues on violence against women; drawing-up and/or piloting specific strategies and mechanisms to address the issues; formulating of policies and developing programs which respond to the issues; and initiating the process of institutionalizing the responsibility for VAW concerns in relevant government institutions.

### 3. GOALS AND OBJECTIVES

There is a growing recognition that violence against women is rooted in unequal relations of women and men that, in turn, became deeply embedded in structures of thought, language, law and jurisprudence, education, media and religion. Government shall therefore initiate and support measures to correct unequal power relations as these are manifested in attitudes and perceptions, educational curricula, law, and media. It will call on churches and religious groups to use their influence to uphold the equality of women and men.

Government initiatives will focus on achieving three goals: (1) prevention and elimination of violence against women; (2) provision of services to victims; (3) punishment as well as rehabilitation of offenders.

In concrete terms, this means that government will pursue the following objectives:

- (a) Identify and correct biases in social institutions that conceal and justify the unequal relations of women and men.

- (b) Conduct a massive information campaign regarding the nature, forms, causes and consequences of violence against women as discussed in this document.
- (c) Conduct research on how to prevent and eliminate VAW.
- (d) Provide mechanisms for the systematic reporting and documentation of all forms of violence against women.
- (e) Provide adequate support services such as counseling, temporary shelter and child care for women victims of violence.
- (f) Provide punitive and/or rehabilitative measures for perpetrators of violence against women.
- (g) Establish networks of organizations, agencies, and individuals dealing with VAW.

#### **4. POLICIES AND STRATEGIES**

Government, together with concerned NGOs and individuals, shall take a comprehensive approach towards the prevention and eventual elimination of violence against women. This needs to go hand-in-hand with the nation's development goals and agenda, since women cannot effectively take part in development unless VAW is eradicated. Moreover, strategies have to be revised to target not just a reduction in the incidence of violence but its elimination.

Government will be guided by the premise that VAW is a violation of human rights. And, pursuing the contention that VAW hinders development, equality and peace, these goals will be reinforced by a three-point policy framework that runs along the lines of equality, justice and safety for women.

An inter-agency approach by government, collaboration between the government and NGOs in developing/implementing strategies, and sharing of public resources to support existing NGO projects will be crucial to achieving anti-VAW objectives.

Specifically, government and anti-VAW advocates must:

- (a) Amend legal provisions and juridical procedures that may be prejudicial or discriminatory to VAW victims.

Review existing bills/laws/ordinances that seek to redefine rape, domestic violence, prostitution, sexual harassment and other forms of violence against women.

Evaluate and work for a more responsive legal structure and procedures to encourage rape victims to report.

(b) Review tourism projects and their impact on women.

Provide access to soft loans, employment, housing, land and other opportunities that will allow women, especially victims of violence, to achieve economic independence.

Assist female victims of violence in gaining full personhood and economic independence.

Eradicate demoralizing and brutalizing conditions of poverty and economic inequality.

(c) Establish networks of organizations, agencies and individuals dealing with violence against women.

Strengthen family and community ties to allow involvement and intervention in cases of family violence.

Identify and recognize NGOs working with victims of VAW, as well as other service institutions and line agencies.

(d) Conduct consciousness-raising in government offices, schools, communities, particularly on sexism and VAW.

Review currently used educational curricula and educational materials, especially in the medical and law schools; integrate human rights education into the formal curriculum.

Initiate public discussions about women's and men's equal roles in the family.

Conduct information and education campaigns (IECs) on the root causes of VAW, nature and incidence and impact on women.

Lobby against tri-media programs and ads that objectify women and campaign against torture and sexual abuse of women.

(e) Ensure funding for initiatives to prevent violence particularly for women in disadvantaged situations, i.e., women in ethnic communities, refugee and resettlement areas, militarized zones, and disaster-stricken areas.

Establish sexual harassment boards in schools and universities, workplaces, unions and government offices.

Adopt measures and standards to ensure the dignity of women in the workplace.

Formulate and implement a counseling/rehabilitative program for abusive men.

(f) Undertake systematic qualitative/quantitative research, data gathering and monitoring on violence against women in coordination with direct-service workers and institutions.

(g) Develop a program for women trafficked nationally and internationally.

## 5. PROGRAMS AND PROJECTS

A comprehensive approach to violence against women calls for specific programs and projects that address these interlocking factors: (1) the dynamics of VAW; (2) the response of the community and the State; (3) a social and cultural milieu that, by its tolerance of violence against women, has still to accept it as a social concern and not just a private or domestic issue.

The interrelatedness of the foregoing factors may be appreciated by viewing the proposed programs and projects as the key to the understanding of violence against women on one hand, and as central to harnessing community and State resources on the other. But more than being a pivot for understanding and support, the programs and projects -- many of them without precedent -- have the added burden of guarding against a backlash that may come from the very community and State where support is expected.

The proposed programs and projects reflect contemporary approaches and theories about the causes and responses of violence against women. They challenge the notion that it is "natural" for men to be violent and for women to be "natural" victims. They are intended to project VAW as a social problem; harness community and State support for the prevention and elimination of VAW; transform interpersonal relationships and social structures; and establish or strengthen government initiatives.

They are directed to the general public, to victims and potential victims, perpetrators, lawmakers and law enforcers, educators, church leaders, media practitioners, and service providers. They take the form of information and advocacy campaigns, research and documentation, legislative reforms, education and training, and paralegal and meta-legal strategies.

### 5.1 Research/Data-Gathering

Specific activities under this component include the following:

- (a) Conduct researches to determine the extent and consequences of VAW
- (b) Conduct collaborative research by service providers, law enforcers and government agencies
- (c) Initiate sex disaggregation of data to identify areas where women can be given more opportunities for participation in the public sphere
- (d) Implement a gender-disaggregated data collection system from the barangay level to the national level
- (e) Create a women's desk to gather data and monitor cases of torture and sexual abuse of women detainees and prisoners



## 5.2 Legislative Action and/or Reform

For legislative-related concern, the following shall be undertaken:

- (a) Legislate protective measures aimed at ensuring the safety of VAW victims
- (b) Study and amend bills legislating Domestic Violence (DV) as a crime
- (c) Study and suggest other bills or provisions to encompass DV issues, including those prohibiting any sexual and psychological abuse on women by their male partners
- (d) Study the possibility of enacting a divorce law
- (e) Recognize that marital rape is a crime
- (f) Define different forms of psychological abuse
- (g) Support the passage of HBN 4228, An Act Redefining Rape
- (h) Strengthen laws on pornography
- (i) Decriminalize prostitution
- (j) Study existing laws on abortion for possible amendments, especially for incest victims
- (k) Legislate policy procedures specific to women detainees
- (l) Review existing ordinances at the local level to include protection of rights of women
- (m) Coordinate local government and women's NGO initiatives in enacting ordinances or addressing the issue of prostitution

## 5.3 Information, Education and Media

Following are the specific projects and activities under this program:

- (a) Use media for information-distribution on VAW, conduct legal information and awareness campaigns on domestic rights and responsibilities
- (b) Make known the availability of services from government and NGOs to community service providers and the women
- (c) Conduct IECs using media to advance women's welfare and to make known new reproductive technologies and their impact on women
- (d) Foster and encourage positive images of women in the media, focusing on their quality and worth, as well as to counter negative stereotypes
- (e) Set up and coordinate advocacy campaigns to inform couples, women and children their rights in the domestic front

- (f) Coordinate with government media machinery to provide free broadcast facilities to promote women's causes

#### **5.4 Direct Services**

Government and non-government agencies should share resources to address the psychosocial needs of victims/survivors of VAW as well as the rehabilitation of abusers.

- (a) Set up crisis intervention centers and shelters for victims of VAW in every municipality; establish hospital-based crisis centers and incorporate them into the public health care delivery system; accredit crisis centers to undertake medico-legal examinations of women victims
- (b) Set up adequately funded shelters staffed by specially trained personnel at the local level
- (c) Provide affordable housing opportunities for battered women
- (d) Provide skills training programs and employment opportunities such as livelihood and income generating projects for victims of violence
- (e) Ensure adequate lighting in public places as possible deterrent to the commission of crimes against women
- (f) Implement legal, social and health programs responsive to the needs of victims of VAW
- (g) Provide support structures for women in ethnic communities and far-flung areas, militarized zones and disaster stricken areas
- (h) Provide private rooms, women police officers and women doctors to handle cases and examinations of victims of VAW
- (i) Set up rehabilitation and treatment centers for violent and abusive men

#### **5.5 Training**

The following will be pursued under this program:

- (a) Conduct specialized training programs for service providers to effectively assist victims
- (b) Initiate training on the dynamics of VAW among members of the judiciary, health/medical and social services personnel, legal practitioners and law enforcers

## WOMEN AND FAMILY

### 1. OVERVIEW

The 1987 Constitution and other existing legislations underscore the importance of the Filipino family as the fundamental unit of society. Both the Constitution and attending laws recognize that as an institution, well-functioning families can help societies reduce social problems and raise sociocultural, ethical and moral standards by: 1) providing for the material and psychosocial needs of society's members, 2) transmitting necessary societal values of respect, peace, democracy and equality, and 3) caring for children and the elderly and disabled members of the population. Underlying most legislations too, on the family, is the assumption that well-functioning and happy families constitute the necessary foundation for social stability, economic progress and development.

Despite the importance accorded to families, however, national development plans and programs related to the family tend to deal with limited concerns such as family planning programs and a few other welfare programs meant to assist the most destitute of households and families. This is due in part to the prevailing view that family life consists purely of individual private affairs that are not the concern of the State. Also, addressing the needs of the family encompasses many concerns, issues and areas that cannot be dealt with by a single program or policy.

The 1990s, however, has seen a shift in development views and goals and with this, the recognition of the need for social action and policy and program support for the family. This recognition is contained in the UN Declaration of 1994 as the International Year of the Family which enjoins government and non-government groups worldwide to systematically address the needs of families.

#### 1.1 Social Change and the Filipino Family

Based on the number of households (relations sharing a common pot and roof), the Census reveals some 11.4M Filipino families as of 1990. Census figures further reveal significant changes in the Filipino family in recent decades, or since the 1960s and 1970s.

Compared to 30 years ago, closer to half (40+ percent) of Filipino families today live in urban places, as the proportion of the population living in rural areas dropped from 80.2 percent in 1960 to 50.4 percent in 1991. Urbanization processes and influences have likewise been accompanied by the further nuclearization of Filipino families. The number of extended households consisting of couples and their children and other relatives declined from close to a third of all households in 1960 to a substantially lower 16 percent of households in 1990.

Nuclear families consisting of one or two parents and one or more unmarried children predominate in both rural and urban places.

Along with the changes in the composition of families are other changes in the size of households and families. Reflecting the impact of nuclearization and the decline of the national birth rate in the 1970s and 1980s, the average household size at present stands at 5.3 (1990) members per household, as against 6 in 1960. On the average, total fertility rates also indicate that Filipino couples today are having one to two children less than the average six children born by their counterparts in 1960.

Other changes have also occurred in the support and maintenance of families. These are evidenced by the rise of female-headed households, and by other increases in the incidence of cohabitation and separation among couples. Census figures show that the proportion of female-headed households rose from fewer than 10 percent of all households in the 1960s to around 14 percent to 15 percent at present. Available data further indicate that female headship is increasingly occasioned by marital separations and by out-of-wedlock births. Whereas female household heads in earlier periods were mostly of widows, a considerable 16 percent of them today are younger, separated, abandoned or unmarried women.

It should further be noted that women are active income contributors even in so-called male-headed families and households. The proportion of Filipino women who earn incomes from formal employment has grown from .33 percent of women 15 years and over in 1960 to 47.5 percent in 1990, while thousands more are known to engage in informal economic activities to help support their families. Underlying the rise in female employment which has caused changes in traditional household support patterns and other aspects of family life are poverty and various other economic and socio-cultural changes. Poverty has prompted many women to enter work, at the same time improvements in women's education, the expansion of the economy and changing gender roles have created opportunities for women's employment and involvement in activities outside of the home.

The traditional concept therefore, that a family consists of a married couple and their offsprings, and where the father works and the mother stays home no longer characterize the increasing number of Filipino families. The need to earn income on the part of both parents and the demands of jobs and other pressures associated with modern-day living have made the tasks of keeping and maintaining families much more difficult and challenging.

Socialization processes and keeping families intact have also become more difficult in the face of the increased movement and migration of family members. Recent studies indicate increases in the volume of rural-to-rural, and rural-to-urban migrations. These also show that on the average, Filipino migrants from rural communities move out of their place of origin at the young age of 14. Children are thus moving out of their families at earlier ages, while migration by adults and by parents has also become commonplace as shown by the increasing statistics on overseas contract workers and the large number who flock to the cities in search of work.

## 1.2 Other Indicators of Family Change and Disorganization

In addition to the foregoing changes in the composition, size, structure, support systems and organization of Filipino families, there are still other indicators of on-going family instability and disorganization.

First, there are reported increases in adult and juvenile crimes and the worsening of other social problems as substance abuse and prostitution. Though often attributed to the country's generally poor economy and to the "erosion of traditional values", these are equally indicative of the inability of family units to perform their function of sustaining their members in economic and socio-psychological terms.

A second indicator is the rise in the number of streetchildren which has reached substantial proportions in Metro Manila and other major cities as Cebu, Davao, Baguio and Olongapo. Studies reveal that streetchildren come from poor families who leave home to escape financial difficulties and other family conflicts. Many fall prey to employers or recruiters who introduce them to criminality, prostitution and other illegal and exploitative trades.

A third indicator of family dysfunction is the pervasiveness of domestic abuse and violence, the incidence of which remains underestimated despite recent improvements in their reporting. While poverty conditions contribute fights and conflicts within families, the abuse and battering of wives and children are not limited to the lower classes. Domestic violence and abuse have their roots not in class but in the gender inequalities prevailing in the families and in authoritarianism within households. Domestic violence not only erodes inter-familial harmony but also prevents children from learning the necessary societal values of respect, peace, democracy and equality.

A fourth indicator is the incidence of marital breakups and separations which family counselors and psychologists report to be also on the uptrend. Studies suggest that separations are traced in part to the absence of new codes of behavior to supplant the double standard of male and female conduct which have become increasingly unacceptable, particularly to women, in the face of changing gender roles. Reflecting their difficulties in abiding by the double standard, more women than men are known to initiate separation or annulment of marriage citing the irresponsible behavior (e.g. drunkenness, neglect of family obligations) and infidelity of the spouse.

Crime, domestic abuse, separation of the spouses and broken homes may be dismissed as normal offshoots of modernization and development. Nevertheless, they need to be addressed with urgency because of the harm they cause to the family. Some family members suffer directly as a result of family disintegration, while others end up providing for abandoned children, battered wives and other problem relations partly because of the lack of social services and welfare institutions that troubled families can turn to. The poor and the unemployed, as well as the elderly and the disabled, have also been known to receive economic support from better-off relatives. Although patterns of intra-and inter-familial assistance have been extolled as a sign of the strength and solidarity of the Filipino

family, these also reflect the burdens imposed by societal expectations on families. Not having the resources to cope with changes nor the welfare programs and social services to turn to, Filipino families today are subject to more strains and stresses than in the past.

Within families, studies further note, women disproportionately bear most of family strains and stresses. Other than bearing with the double standard, women assume the multiple burdens of contributing to family incomes, attending to housework and caring for children. This has cut on their rest and necessary leisure and taken a toll on their health. In contrast, little has been done in the way of social action or policy to make men assume their share of responsibility for child care and housework.

Children become the unintended victims of the financial difficulties and other conflicts in families. Many are forced to stop schooling and enter work before maturity. Affected by family crises and the conflicts and separation of parents, not a few display negative behavior ranging from school difficulties and failures, to anti-social and delinquent behavior.

In sum, the current strains and problems confronting Filipino families call for a reassessment of earlier views and values on the family and the provision of more systematic forms of assistance to families. The foregoing review suggests that such assistance to families must be comprehensive and address more than the economic needs of families.

## **2. ISSUES AND CONCERNS**

### **2.1 General Issues**

At present, there is a lack of popular awareness on the situation of Filipino families and on the social, economic and other development factors constantly impinging on family life and organization. This has resulted in very little appreciation of the problems and difficulties faced by families in meeting the challenges posed by rapid social change and by other changes in the economy. These problems threaten the stability of families to perform their essential societal functions which include meeting the basic economic, emotional and psychosocial needs of its members, the care and socialization of the young, and the care of society's elderly and disabled members.

The relegation of the family into the private realm has pushed the importance of families and their functions away from public consciousness and the purview of public policy and government programs. Consequently, there are today no integrated or comprehensive policies and programs designed to assist families discharge their societal functions and cope with the new pressures and demands imposed on them by rapid socio-economic change.

The pressures and stresses exerted by forces, change and development on the family have been accompanied by the erosion of many of the values that maintained the unity and harmony of Filipino families in the past. The challenge today is to

forge a new value framework for family life: one that incorporates traditional family values and rituals that promote growth, harmony and stability within families, but without perpetuating those values which are no longer functional and desirable under current-day conditions (e.g., authoritarianism, patriarchy, dependency and large family sizes).

Children constitute a vulnerable group who bear the consequences of family disorganization, stresses and crises. They suffer through marital disruptions and family conflicts and from the abandonment of either parent. They also suffer from the economic problems and other difficulties confronting present-day families. The proliferation of streetchildren, and the rise in juvenile delinquents, prostitutes, drug addicts and other children in difficult circumstances are traced in part to the disorganization and turmoil within families. The problems of children, like the problems of women who suffer from domestic violence and abuse eventually become society's problems.

Since the enactment of the new Family Code, which to date is the most enlightened piece of legislation to promote equality and fairness among family members, no systematic effort has been taken to monitor and assess its implementation by the courts. There is thus, a need to facilitate the investigation, processing and resolution of cases of legal separation, marriage annulment, child and family support, and domestic violence filed in the Katarungan Pambarangay which hears these cases in local communities, and in the family-designated courts of Regional Trial Courts. Continuing delays in the processing and resolution of these cases also prolong the problems of affected couples, children and families.

Current figures showing that almost half of Filipino families live below the poverty line should be a cause of concern not only from an economic standpoint but also because poverty is known to erode the sociopsychological well-being of families. Studies show that financial hardships and the poor living conditions in urban slum and depressed rural communities are a major cause of family disorganization and conflicts. Poverty-alleviation measures and programs therefore must be pursued with the additional purpose of promoting the stability and sociopsychological well-being of families and strengthening and enabling families to discharge their societal functions.

Little importance has been given to the role of counselors and counselling services in assisting individual family members and sustaining family units and households. Most families have relied on friends and relatives or the religious to help process and thresh out their problems. The increasing number, forms and complexity of family problems now require additional community and professional counseling services to meet the needs of families and individual members many of whom undergo severe socio-psychological stresses and traumas at different stages of the life cycle.

## 2.2 Specific Issues

Because of the notion that family matters and activities constitute private individual affairs, less than concerted efforts have been taken to deal with the many forms of inequalities, abuse and violence occurring within families. The most pervasive and persistent form of these inequalities is that based on gender and arising from the unequal allocation of family tasks and responsibilities to women and men, and the

unequal valuation of the sexes' personal and social worth. In most families, this is reflected in the multiple burdens of wives who engage in various income-earning activities to support their families while taking almost full responsibility for child care, housework and the nurturance of families. Little credit and recognition have been given to the latter tasks of women even as these provide the foundation for the conduct of all other productive activities in society.

Gender inequality in families and households is further reflected in the incidence of domestic violence that often takes the form of the abuse and battering of wives and women members of the family. Wife-abuse and battering derive from patriarchal ideology underlying the traditional conceptions of the family and which extols the power and authority of men or husbands, and the submissiveness and patience of women or wives.

Gender inequalities within families and households owe likewise to the over-emphasis placed on men's breadwinning functions to the neglect of their other responsibilities and roles in the family. In line with the traditional roles assigned to men and women for example, existing child care, health and nutrition, and family planning programs are disproportionately directed at wives and mothers. To date, there are no programs that expressly enjoin men to share in child care and nurturance tasks and assume part of the responsibilities for housework and home management.

The increasing incidence of marital disruptions and family disorganization has given rise to various forms of family arrangements other than the "two-parent and children" households. One particular concern is the rise of single-parent families consisting mostly of women-headed households. Traditionally consisting of widows, today's female household heads consist of young separated, abandoned or unmarried women. In the absence of a spouse or a co-parent to help them raise their families, solo mothers, particularly those coming from the poorer classes, are in need of special support to ensure their own and their children's well-being.

The care of the elderly and the disabled has also fallen disproportionately on families, particularly on the women members, in view of the inadequacy of institutions, facilities and programs for these sectors. This has added to the problems and stresses of many families and points to the need to expand facilities and programs for the elderly and disabled, and to initiate other measures to assist families in the home care of elderly and disabled members.

### **3. GOALS AND OBJECTIVES**

#### **3.1 General**

To promote the wellbeing of the family and turn it into an instrument for individual and societal growth, the following must be undertaken:

- (a) Effect changes in family values by correcting gender inequalities and other abuses in households, curbing domestic violence, minimizing women's multiple burdens, promoting men's involvement in housework and family life, and protecting children from the undue pressures caused by family disorganization and difficulties.



- (b) Create awareness and appreciation of the issues, problems and challenges confronting today's Filipino families and the critical roles played by individual members of the family, particularly women, in national and social development.
- (c) Develop a comprehensive data base system capturing a holistic view of the family and household and its individual members, particularly women.
- (d) Evolve an integrated approach to address the issues and concerns faced by families and their individual members taking into account their gender differences.
- (e) Assist families cope with problems and changes so that they can effectively discharge their functions of providing for the material and psychosocial needs of their members, caring for and socializing the young, and attending to society's elderly and disabled members.
- (f) Begin the process of forging a new value framework for the family which will aim to promote family relationships based on mutual respect, responsibility, caring and equality among all members — men and women, young and old, able and disabled — of the family.

### 3.2 Specific

The following objectives shall be pursued:

- (a) Embark on a sustained information and consciousness-raising campaign on family issues and problems and raise popular appreciation of the societal functions of families.
- (b) Review and assess existing legislations, policies and programs for the purpose of making these efforts more responsive to the changing conditions and needs of family units.
- (c) Support all poverty-alleviation programs and institute new measures that will contribute to the economic and social security of families and promote peace and harmony among family members.
- (d) Support all existing and proposed measures for ensuring the well-being of the elderly and disabled and assist families care for such members in their own homes.
- (e) Support the expansion of private or publicly managed counselling services, crises centers, rehabilitation houses and other similar facilities and programs meant to attend to the sociopsychological needs of individuals and families.

## 4. POLICIES AND STRATEGIES

To attain the foregoing, the following policies and strategies shall be pursued in response to each of the identified issues and concerns bearing on Filipino families.

#### 4.1. For General Issues

Following are the policies and strategies to address general issues:

- (a) Raise consciousness of government (including local government units), NGOs, private groups, community organizations, schools, media, and the general public, on family and gender issues, i.e., the role of women in the family.
- (b) Develop statistical database and conduct researches on women in families and households to update and enrich understanding of the problems and challenges faced by Filipino families, and popularize these through public fora, media and other venues.
- (c) Recognize the importance of giving utmost attention to effective parenting, maintaining a caring relationship between spouses, housework, and the nurturance and care of children, and other vital areas of family life.
- (d) Promote community-based activities, i.e., income-generating projects, and skills training programs designed to enhance the employability and earning capacity of family members, including the training of women in non-traditional trades.
- (e) Give continuous support to agencies already undertaking consciousness-raising and database development on family and gender issues and concerns.
- (f) Review/assess/amend existing legislations, policies, and programs and projects to:
  - measure their impact on family life, particularly on female members, and their adequacy in helping families become productive units of society;
  - flesh out the positive statutory provisions/features of existing ones;
  - make them more responsive to the changing conditions and needs of family units, to emerging typologies of the Filipino family and to the refocused roles of Filipino women in the family and society.
- (g) Formulate a more integrated and comprehensive set of policies and programs to enable women and families to better perform their societal tasks.
- (h) Review existing laws and bills and propose new legislations bearing on marriage and the family, and on women, the children and the youth, the elderly and the disabled, particularly those aimed at promoting their welfare.
- (i) Develop value formation materials, seminar/teaching modules to promote family life and relationships that respect the rights of individual members, particularly women.

- Underscore the importance of owning up to one's family responsibilities and duties.
  - Encourage equality and meaningful interdependence among family members.
- (j) Design educational materials and textbooks to incorporate new values and messages on gender, particularly in the life and family education courses taught in primary and secondary schools.
  - (k) Curb media messages that are inimical to children, women and families and promote media's use in forging family values appropriate for today's changing conditions.
  - (l) Encourage media activities that 1) promote positive images of women and 2) highlight the disastrous effects of drug abuse, crime and delinquency, domestic violence and family disorganization.
  - (m) Actively pursue the integration of family values in the Moral Recovery Program being implemented by different government bodies and units.
  - (n) Improve existing/make special programs and assistance available to children and the youth to help them cope with social, psychological and family-related problems and to protect them from the effects of family conflicts and disintegration.
  - (o) Strengthen and develop 1) rehabilitation centers, facilities and programs for street, delinquent, abandoned and problem children; 2) youth centers that provide peer counselling and other educational services to children and adolescents; 3) youth groups and organizations engaged in developing leadership and life education programs, sports and recreation, and other wholesome and reproductive activities for children and the youth; 4) alternative family care programs for adoption and foster parenting; and 5) other scholarship programs for children and the youth.
  - (p) Conduct seminars to highlight the critical role of parents in preventing child-and youth-related problems.
  - (q) Improve the reporting system on domestic and family relations cases filed with the Katarungang Pambarangay and the Family Courts to better monitor the implementation of the Family Code.
  - (r) Strengthen the capacity of the Katarungang Pambarangay to act on family cases and complaints, handle mediation and conciliation efforts and process and dispense such cases within reasonable periods and conduct seminars and trainings to sensitize the Katarungang Pambarangay and the Family Courts on family and gender issues.

- (s) Support anti-poverty policies and programs.
- (t) Expand daycare facilities in workplaces and communities to help working parents fulfill their obligations at work and in the home and encourage employers to adopt flexible working hours and family/parental leave policies to enable workers to attend to family needs.
- (u) Attend to families' shelter needs by giving priority to the construction of social housing projects and to the Community Mortgage Program.
  - Promote housing designs that enhance family functioning
  - Improve poor families' access to home financing
- (v) Promote comprehensive health programs, with emphasis on preventive health care, family health units and programs of hospitals, to improve the health of poor families to save them the cost of medical care.
- (w) Devise community-financed social security plans or insurance schemes for poor families not covered by existing SSS/GSIS programs. Funds generated through such schemes can be provided as loanable funds to meet the educational, health and other needs of families.
- (x) Improve livelihood opportunities for poor families by supporting agencies in promoting community-based income-generating projects and skills training, including the training of women in non-traditional trades.
- (y) Recruit and train family and social counselors and social workers and increase the staff of offices, agencies, centers and institutions providing various counseling services. These include the Department of Social Welfare and Development's bureaus of Family and Child Welfare and Youth Welfare; the Department of Education, Culture and Sports' School Guidance Counseling Units; the Department of Health's Pre-marital Counseling Office; the Department of Interior and Local Government's Katarungang Pambarangay; the Regional Trial Court's Family Courts; the Women's Desks of the Philippine National Police, and other offices and bodies tasked to attend to the special needs of children and women.
- (z) Encourage and support through government programs, the efforts of NGOs, the religious, and other private organizations offering much needed counseling assistance to individuals, couples and families.

#### **4.2. For Specific Issues**

Policies and strategies aimed to address the specific gender issues include the following:

- (a) Correct gender inequalities and ease women's multiple burden by fostering equitable distribution of family tasks and responsibilities and encouraging shared parenting, breadwinning and housework arrangements between spouses or between male and female family members.

- (b) Intensify information campaigns on family issues and concerns, particularly the problem of women because of gender inequality.
- (c) Improve/expand counseling services and facilities that support women.
- (d) Provide families especially female members with an integrated and comprehensive package of economic and social services.
- (e) Act more concertedly against the increasing incidence of domestic violence by supporting legislation to curb domestic violence and the enforcement of laws on wife-battering and child abuse.
- (f) Encourage the reporting and improve the recording of incidents of domestic violence for better monitoring of the problem.
- (g) Strengthen and improve the services of crises centers and other facilities which provide shelter and immediate assistance to battered women and children.
- (h) Support the Women's Desks of the PNP and conduct gender-and family-sensitizing seminars for the entire police force and investigative bodies handling family problems and women and child victims.
- (i) Involve men in family planning programs and in health, nutrition and child care, and engage them in all services and programs intended to enhance the well-being of families.
- (j) Make the general public realize the benefits that would accrue to children, mothers and fathers if men were to participate more in child care, nurturance and household activities.
- (k) Give priority to poor single parents in social and economic programs that generate employment/income-earning opportunities and in the provision of land and housing/shelter services.
- (l) Strengthen existing programs that address the sociopsychological needs of single female/male parents and of families in crisis.
- (m) Update and expand existing facilities, services and benefit packages for the elderly and persons with disabilities, particularly women.
- (n) Upgrade/establish special education institutions and facilities (e.g., for the elderly, the deaf-mute and the blind) in regional centers to make it easier for families with elderly/disabled members to take advantage of facilities.
- (o) Direct health centers and clinics to assist families in giving treatment to the disabled and the elderly and to refer such cases to higher-level hospi-

tals or facilities.

- (p) Develop community-based services and information materials to upgrade the skills and knowledge of families in caring for and relating with their elderly and disabled members.
- (q) Support legislation and programs increasing pension and retirement benefits for the elderly, as well as measures improving the access of the disabled to social services and economic programs.
- (r) Launch an awareness-raising campaign to highlight the contributions as well as articulate the concerns of the elderly and the disabled.

## 5. PROGRAMS

During the plan period, the following major programs and projects shall be undertaken.

PROGRAMS	DESCRIPTION/OBJECTIVES	CONCERNED AGENCIES
IEC/Advocacy/Value Formation on the Family/Gender-Consciousness	To conduct tri-media consciousness-raising programs and develop IEC and other pertinent value formation materials on women and family.	DSWD, LGUs, NGOs, Kabisig, PIA and Media
	To convene seminars/symposia/ fora/meetings and discussions on gender and family issues and matters for government officials, NGOs and other private groups and community organizations and for the public at-large.	DSWD, LGUs, NGOs Kabisig, PIA and Media
	To collect, systematize and develop a gender-differentiated statistical data base on families and households using available data censuses, surveys and the statistics maintained by government agencies.	NCRFW, NSO, Women's Studies Centers, NGOs
	To support continuing research on families, individual members, households and other gender issues and ensure the popularization of findings/results to the general public and the utilization of these by relevant agencies.	NCRFW, NSO, Women's Studies Centers, NGOs and Media

PROGRAMS	DESCRIPTION/OBJECTIVES	CONCERNED AGENCIES
Review and Formulation of Policies and Programs	To identify policies and programs bearing on families and the provision of services to households.	DSWD, NCRFW, Congress, NGOs
	To assess the impact of major economic and social sector policies, plans and programs on family units.	DSWD, NCRFW, Congress, NGOs
	To identify gaps in policies and service provision to families.	DSWD, NCRFW, Congress, NGOs
	To formulate a more integrated and comprehensive set of policies and programs to enable families perform their societal tasks.	DSWD, NCRFW, Congress, NGOs
	To review existing laws and bills bearing on marriage, and the family, and on children, and the youth, and the elderly and disabled.	DOJ, DILG, Congress, NGOs, Women's Legal Groups, National Commission on Children, the Elderly and the Disabled
	To propose measures to amend those inimical to individual family members and to families as a whole.	DOJ, DILG, Congress, NGOs, Women's Legal Groups, National Commission on Children, the Elderly and the Disabled
	To propose measures for fleshing out existing constitutional and statutory provisions promoting more egalitarian and harmonious relationships within families and households.	DOJ, DILG, Congress, NGOs, Women's Legal Groups, National Commission on Children, the Elderly and the Disabled
	To identify the positive features of existing laws and ongoing bills which aim to improve the welfare of families, children, youth, women, the elderly and disabled and which need to be further strengthened and supported.	DOJ, DILG, Congress, NGOs, Women's Legal Groups, National Commission on Children, the Elderly and the Disabled

PROGRAMS	DESCRIPTION/OBJECTIVES	CONCERNED AGENCIES
Legislative Review and Formulation of Laws on the Family	To propose new legislation to promote family welfare.	DOJ, DILG, Congress NGOs, Women's Legal Groups, National Commission on Children, the Elderly and the Disabled
	To establish a system for monitoring the processing, investigation and resolution of domestic/family cases in the courts and the enforcement of court decisions particularly with regard to child and family support.	DOJ, DILG, PNP, NCRFW, DSWD
	To establish a system for monitoring the reporting of incidence of domestic violence and the enforcement of rules with regard to these incidents.	DOJ, DILG, PNP, NCRFW, DSWD
	To conduct consciousness-raising in schools and integrate family value formation in teaching materials used in primary and secondary schools.	DECS
	To coordinate with youth groups, organizations and NGOs working with children and the youth for the inclusion of family consciousness-raising and value formation activities in their programs.	National Commission on Children and the Youth
	To coordinate with health centers/clinics, DSWD and NGOs to strengthen health projects on preventive health, community sanitation and other programs on the care of the disabled and elderly.	DOH, DSWD, NGOs



PROGRAMS	DESCRIPTION/OBJECTIVES	CONCERNED AGENCIES
Services	To strengthen the Family Health Units and programs of hospitals.	DOH, DSWD, NGOs
	To develop home care information materials on the elderly and those suffering from various forms of disabilities.	DOH, National Commission on the Elderly and Persons with Disabilities
	To improve the reach and capacity of existing special schools, facilities and institutions for the disabled and the elderly and propose additional locations for the establishment of such facilities.	DOH, National Commission on the Elderly and Persons with Disabilities
	To strengthen the current capacities of crisis centers, rehabilitation houses and similar facilities.	DSWD, National Commission on the Elderly and Persons with Disabilities
	To step up the implementation and expand the area coverage of low-cost housing programs and ensure the access of solo parents to land and housing.	NHA, NHMFC, HUDCC agencies, NGOs
	To work for the expansion and fuller implementation of policies calling for the establishment of day care centers in working places and communities and the adoption of flexible working hours and family/parental leave arrangements by employers and establishments.	DOLE, DSWD
	To coordinate with the PNP for the monitoring of domestic violence incidents and with the Katarungang Pambarangay and the Family Courts for periodical assessment of the status of family/domestic cases filed in these offices.	DOJ, DOH, DECS, DILG, NCRFW, NGOs

PROGRAMS	DESCRIPTION/OBJECTIVES	CONCERNED AGENCIES
Expansion of Counseling Centers/Services	To prepare a directory of government agencies and programs offering counselling services to families, special groups and communities and similar directory of other NGOs and privately-managed counselling centers/services.	DSWD, DOH, DECS, DILG, NCRFW, NGOs
	To determine the need for additional social workers, school and family counselors in government institutions, agencies and programs.	DSWD, DECS, DOH, DILG, NGOs
	To recommend the number of social workers and counselors to be recruited, hired or trained for the above offices between 1995 to 2000.	DSWD, DECS, DOH, DILG, NGOs
	To recommend other measures for upgrading and expanding social, family and individual counselling services and begin implementing some of these during the Plan period.	DSWD, DECS, DOH, NGOs

## INDIGENOUS CULTURAL COMMUNITIES AND ANCESTRAL DOMAIN

### 1. OVERVIEW

The issues and concerns of women relative to indigenous cultural communities (ICCs) and ancestral domain were tackled under the Social Welfare and Community Development chapter of the Philippine Development Plan for Women (PDPW). However, in view of the expressed need from various sectors to address the emerging and pressing gender issues and concerns relating to the sector, it was decided that a separate chapter be developed. This is not only to highlight the problems and needs of women but also to involve women in solving the overall problems related to ICCs.

Indigenous cultural communities are: (a) a homogenous society identified by self ascription and ascription of others, who have continuously lived as a community on communally bounded and defined territory, sharing common bonds of language, customs, traditions and other distinctive cultural traits, who through resistance to the political, social and cultural in-roads of colonization became historically differentiated from the majority of Filipinos; and (b) those who, by force of circumstances, have migrated to other regions and forming a sizeable community thereat.

As of 1994, there were about 45 major indigenous ethnolinguistic groups in the Philippines with an estimated total population of 6.5 million. The absence of aggregate demographic data on indigenous cultural communities makes it difficult to ascertain the exact breakdown of their population by sex, age group and other variables.

Some indigenous cultural communities are settled in the mountain ranges of Caraballo, Cordillera and Sierra Madre, while others are scattered in the upland areas of Mindanao, Palawan, Mindoro and Panay. Pockets of indigenous population are also found in lowland communities in Central and Northern Luzon and in some Visayan islands and in Mindanao. They consist of families who have moved out of their ancestral places either voluntarily, in search of better economic opportunities, or due to forced evacuation caused by armed conflict, construction of dams and similar infrastructure projects, or natural calamities as in the case of the Pinatubo Aeta.

The indigenous cultural communities are known for their valiant efforts in the past to resist assimilation into lowland colonial culture. By having

tenaciously struggled to preserve their way of life, they maintain the closest link to our ancestral past. Although some are now heavily influenced by external, mainly lowland cultural influences, others continue to assert their ethnic distinctiveness and struggle for their right to self-determination and control of ancestral lands.

The indigenous cultural communities are classified into seven major groupings, namely:

**Cordillera peoples.** They inhabit the Cordillera mountain range which covers the five provinces in the middle of Northern Luzon. They include the Ifugao, Bontoc, Kankana-ey, Apayao, Kalinga, Ibaloi, Tingguian, Balangao and Isinai;

**Caraballo peoples.** This grouping includes the ethnolinguistic communities which inhabit the Caraballo mountain range in eastern Central Luzon--the Ibanag, Itawis, Iwak, Gaddang, Ikalahan, Isinai and Ilongot;

**Agta, Aeta and other Negrito groups.** They are generally short, dark-skinned and kinky-haired people, considered to be the earliest inhabitants of the islands. Some inhabit the Sierra Madre mountain range and the small islands along the Pacific. Others live in the upland areas of the provinces of Rizal, Zambales and Pampanga, and the mountains of Panay and Northeastern Mindanao. Proficient in the use of the bow and arrow, the Negritos subsist on hunting and horticulture, although some groups have been already introduced into sedentary farming;

**Mindoro Mangyans.** This includes the seven ethnolinguistic groups in Mindoro--the Batangan, Iraya, Hanunoo, Alangan, Ratagnon, Buhid and Tadyawan. Having been isolated and neglected by government for a long time, these groups are among the poorest in the country. The majority live on swidden farming, hunting and subsistence fishing. Some have settled in the periphery of lowland communities and earn a living as farm tenants or daily wage workers;

**Palawan Hilltribes.** The indigenous population of Palawan include the Tagbanua, Batak, Kalamianes, Cuyonin, Ken-ey and Tao' Bato. The continuous arrival of lowland settlers from Luzon and the Visayas have pushed many of these groups into the more interior and upland areas of the island;

**Mindanao Lumad.** They include the non-Muslim hilltribes of Mindanao like the Talaandig, Mamanua, B'laan, Subanen, Manobo, Higaonon, T'boli, Mandaya, Mansaka, Tiruray, Higaonon, Bagobo, Bukidnon, Tagakaolo, Banwaon, Ubo and Manguangan. Like the Mindoro Mangyans, many Lumad communities suffer from extreme poverty due to lack of employment opportunities and access to basic health and social services;

**Muslims.** Around 13 ethnolinguistic groups in Mindanao and Palawan are included in this grouping. Although they have different customs and traditions,

the common observance of Islam instills group cohesiveness and promotes group identity. The groups include the Maranaos, Tausug, Samal, Jama Mapun, Maguindanao, Badjao, Iranun, some Tagbanua communities and others.

## **1.1 Situation Analysis**

Indigenous women play important roles in economic production, in the maintenance of family life and in community management. Like the women of cultural majority groups, they perform the bulk of domestic chores and child care responsibilities, even as they engage in various forms of production work. The Cordillera women, for example, have always played a major role in rice farming and production of rootcrops and vegetables. They perform such tasks as cleaning of terraced rice paddies, sowing, transplanting, harvesting and threshing. This tradition goes back to the early days when the men engaged in warfare and defense of their territories, leaving the women to work in the fields.

In other indigenous communities, the women are active in swidden farming, in the collection of forest products, livestock production, and such industries as weaving, basketry, primitive mining, and manufacture of metal craft. Others are mainly responsible for the backbreaking and laborious tasks of water and firewood collection.

The women of Cordillera, the Mindanao Lumads and some Negrito groups have likewise performed such roles in their communities as folk healers, religious functionaries as well as mediators of feuding families and neighborhoods. Unfortunately, very few have occupied important community-level positions as political leadership has been mainly dominated by men.

The indigenous cultural communities especially their women are among the poorest and marginalized in the country. Their history has been a long, sad experience of discrimination by cultural majority groups, neglect by government and occupation of their territories in the name of "modernization" and "progress." During a consultation with women's groups based in the Cordillera, the indigenous women said that in general, their women suffer twice as they not only carry the burden of belonging to a marginalized society, but also of being females in a cultural milieu where unequal gender relations as well as patriarchal norms and practices persist.

## **1.2 Sectoral Developments**

Government's concern for the welfare of indigenous cultural communities in general is indicated by the several institutions that it has created to address their needs. Without meaning to diminish the importance of these initial efforts, however, it may be observed that a substantial or systematic response to the specific concerns of women has yet to take shape.

### **1.2.1 Institutional Developments**

In 1993, the Office of Muslim Affairs (OMA) and the Office for Southern Cultural Communities (OSCC) set up their gender and development (GAD) focal points. This paved the way for the organizing of gender sensitivity seminars at the OMA. Similar activities were also conducted at OSCC and at the Office for Northern Cultural Communities (ONCC).

### **1.2.2 Socio-economic, Cultural Development and Livelihood Programs**

For the period under review (1989-1995), the most important accomplishment reported by the ONCC, OSCC and OMA was the implementation of socio-economic and livelihood projects.

The OMA focused on ensuring Muslim women's access to livelihood projects in the weaving industry.

In its Agricultural Cooperative and Small-Business and Trade Development program, OMA through its regional offices rendered assistance in the form of training sources, seminars or symposia on cooperative and small business and trade development. The program seeks the wider participation of Muslim business sectors in the economic affairs of the government through, among others a continuing program on cooperative management for Muslims engaged in agriculture, business industrial enterprises and other income-generating activities; organization of Muslim traders by linking them with appropriate agencies, marketing outlets, and provision of financial institutions; and financial inputs to viable socio-traditional lines of skills such as food processing and loom and mat weaving. There was very minimal account of the involvement of women as direct beneficiaries of agricultural development projects like crop/livestock production, fishery and hatchery projects, and other crafts like boat-making, bricks-making and furniture-making.

### **1.2.3 Other Support Services**

Another vital service by OSCC is the conduct of medical missions and programs for the preservation of indigenous cultural heritage (i.e. documentation of cultural community arts/folklore, support to cultural festivities, organization of cultural performing groups). Women directly benefit from these programs, but the total number of beneficiaries cannot be determined as data have not been sex-disaggregated.

### **1.2.4 Shariah Development Programs**

OMA continued supporting the Shariah Development Program, under which research and studies related to Islamic jurisprudence, and continuing Shariah legal education for Shariah practitioners, are conducted. The program also undertakes the establishment of links with institutions for the administration of Muslim laws in Southeast Asian and other Islamic countries; institutionalization of a continuing information program on Islamic laws and Shariah-related matters; and training of qualified Shariah lawyers on the systems, procedures, and administration of Shariah District and Circuit Courts. In 1989, OMA conducted three Shariah training seminars participated in by 227 males and 52 females. Participants who successfully pass the Shariah examination become Shariah lawyers. OMA envisions a continuing Shariah education for Muslim women on their rights and obligations. Efforts have been started to integrate this in all OMA training modules.

### 1.3 Issues & Concerns

#### 1.3.1 Loss of control over and access to ancestral lands

The most serious problem faced by indigenous cultural communities, especially women, is the loss of control over and access to ancestral lands -- their main source of survival and ethnic identity.

The principle of state ownership of all public domain which serves as basis of public land laws in the country has its roots in an old Spanish tenet called the *Regalian doctrine*. This doctrine became the basis for attributing ownership of all lands without private titles or claims, to the Crown or King of Spain. As political control of the country passed from the hands of the Spaniards to the Americans and to local national governments, the Regalian principle continued to be upheld, in disregard of the fact that those defined as public domains have always been inhabited by indigenous cultural communities.

Although the 1987 Constitution recognizes the rights of indigenous cultural groups over their ancestral domain, it continues to uphold state ownership and control of the public domain, which is about half of the country's total land mass. There is yet no enabling law to implement the transfer of ancestral lands to the rightful owners. Moreover, the country still recognizes a number of laws, rules and regulations which tend to reinforce the Regalian doctrine and negate the Constitutional provision on ancestral domain.

About 10 to 15 percent of the country's total population can initiate claims to ancestral domains which cover some 10 million hectares in the uplands. Legal guidelines have also to be set for the identification and survey of ancestral domains, issuance of certificates of claims and resolutions, and adjudication of claims within the context of accepted definitions of property rights.

Public domain consists of mineral and forest lands, public parks and reservations. Access to these lands by indigenous cultural communities is allowed through various policies of leasehold, land stewardship or in areas open to redistribution, through land reform. The state has the sole right to determine use of these lands -- whether to give them to private corporations for logging, mining and other business operations, or for infrastructure development as in construction of water reservoirs and power generating plants.

Ancestral domains continue to be dispossessed in the name of development such as the construction of hydroelectric plants. As late as 1994, some indigenous cultural communities were still being driven away from their lands and traditional sources of livelihood. Organizations of indigenous women report on how the Bagobo and Manobo in Davao, the Remontados in Rizal and others are being displaced by the construction of hydroelectric plants. They also monitor the negative effects on indigenous economies in Surigao del Sur, Agusan del Sur and Misamis Oriental of big agribusiness, logging and mining operations.

Although public policies provide women the opportunity to gain access, control over and ownership of land through the aforementioned government mechanisms/programs of land reform and land stewardship, very few women

are able to take advantage of such opportunities. This is in view of the popular belief that men are the household heads and should have, therefore, primary control over and access to productive lands.

As of 1992, 363,276.65 hectares of agricultural land had been distributed through 270,096 Emancipation Patents (EP) and 28,455 were beneficiaries of Certificate of Land Ownership Agreements (CLOAs). Of the EP holders, only 11.5 percent were women while only 9.86 percent CLOA titles were registered in the names of women.

The Department of Environment and Natural Resources (DENR) piloted the identification, evaluation and delineation of ancestral land claims in the Cordilleras in the late 1980s. It created a task force to implement the order (Circular Nos. 3 and 3-A) calling for the acceptance, identification, evaluation and delineation of ancestral land claims in Kalinga.

In 1992, the Special Task Force on Ancestral Lands which includes among its members representatives from the ONCC and OSCC, issued around 65 Certificates of Ancestral Land Claims benefitting some 2,831 families in the Cordillera and covering a total of 9,127.67 hectares. This number is of course very small if one considers the millions of indigenous cultural communities who can benefit from the program if the processes were done at a faster pace.

Government, through DENR, implements the Integrated Social Forestry Program intended "first to mitigate the principal causes of forest destruction, and second, to alleviate upland poverty." The idea behind the project is to promote self-reliant communities through farm institutes and upland model farms, and presumably discourage destructive farming methods by upland farmers. From 1987 to 1990, government issued a total of 128,194 Certificates of Stewardship Contracts (CSCs) constituting a minuscule percentage of the total number of indigenous cultural communities in the country.

The government wants "to keep nomadic slash and burn farmers sufficiently busy and economically employed... to prevent them from moving from one forest land to another," by leasing forest lands to them through the Community Forest Stewardship Agreement. In 1992, forest lands totalling 74,763 hectares transferred to the custody of 15,549 indigenous families. Since no sex-disaggregated data are available, it cannot yet be determined how many of the beneficiaries were women.

It must be noted that many indigenous communities have openly disapproved of the government's insistence in turning them into leaseholders of public lands. They stand by their conviction that they are the rightful owners of these lands.

Since indigenous women have always played an important role in food production and collection of water as well as firewood, they are the ones severely affected by the continuous loss and deterioration of their lands. The disappearance of traditional sources of food, water, energy source and medicine, have forced many of them to work for longer hours to provide their families with these life-saving resources.



Public awareness of the ancestral land problems of indigenous cultural communities is generally very low. There is lack of concern about the negative effects on indigenous women of their inability to gain control over and access to their ancestral lands.

### **1.3.2 Environmental Degradation and its Negative Impact on Women**

Closely tied to the land issue is the unabated destruction of the ecosystem inhabited by indigenous cultural communities. Environmentalists claim that the Philippines has already reached a critical stage whereby ecological systems have virtually disappeared and almost irreversible damage has been done on the environment. They show, for example, that of the 19 million hectares of forest lands the country had 25 years ago, only 987,000 hectares of primary forest remain.

Unless the trend is reversed, forest resource is expected to dwindle further. With a deforestation rate of 25 hectares per hour or 210,000 hectares per year, it is estimated that primary forests will be gone in five to 10 years. The Philippine Environmental Action Network (PEAN), an alliance of non-government organizations (NGOs) engaged in advocacy and development programs for the protection and preservation of the environment, claims that deforestation-induced erosion is estimated to be 100,000 hectares at one-meter depth or about one cubic meters of sedimentary material every year. Of the country's 74 provinces, 21 have been critically eroded to as high as 50-85 percent of their total land areas. In many indigenous areas, the combined effects of large scale logging, open pit mining as well as introduction of commercial farming have caused serious soil erosion and pollution of rivers and lakes.

Commercial farming, by itself, has also caused severe soil erosion and pollution of rivers and lakes.

The immediate effects of environmental problems on women include not only the loss of traditional sources of livelihood and food, but also serious damage to health and life. Green Forum, a non-governmental organization engaged in environmental protection programs, reports that our waters have already been severely polluted by mine tailings and dumping of other industrial wastes, by oil spills, garbage and human waste, giving rise to unusual phytoplankton growth known as "red tide", and which renders certain marine life poisonous to humans.

The exposure of women to poisonous chemicals found in rivers where they often wash clothes, bathe and get water for cooking and drinking can cause serious physical ailments and reproductive problems. Chronic exposure through contaminated foodstuff, water, soil and air can cause cancers, neurological disorders and other physical disabilities. For example, the Women's Studies and Resource Center of Davao City, an NGO engaged in research, training and advocacy work for women, has reported that some Manobo women farmers have been exposed to harmful chemicals used as herbicides and pesticides in rubber plantations. This has made them suffer from serious lung and skin diseases.

A law, Presidential Decree No. 1568 requiring major government projects to undergo environmental impact studies and secure an environmental compliance permit provide some opportunities for indigenous cultural communities to voice out their grievances and views about government projects intended to be set up in their communities. Unfortunately, there are many complaints of perceived lack of sincerity on the part of government to listen and respond positively to their demands and sentiments. The lack of trust in government by some indigenous cultural communities hinders women's access to government programs and is perhaps the most serious stumbling block to a meaningful cooperation between both sectors.

### **1.3.3 Feminization of Poverty**

The immediate and direct effect of the people's lack of control over and access to land is the serious deterioration of their socio-economic status and well-being. The situation analysis of "Children and Women in the Philippines, 1992" reports that the poverty situation in the country appears to have worsened since 1988 as a result of the economic slowdown and several natural disasters. Since majority of indigenous peoples are rural based, it can be surmised that many belong to the 49.1 percent of households who live below the poverty level.

The "1986-1995 Philippine Country Report on Women" also indicates that in the bottom 30 percent of households, one-third of the employed women are unpaid family workers and most are in agriculture, fishery, forestry, logging and hunting. More than 23 percent of the poor have no toilets, and more than 60 percent completed at most an elementary education.

The deterioration of the economy and failure to initiate structural reforms to narrow the gap between the rich and the poor, have been shown by many researches to have its most deleterious effects on women and children. Poor and ethnic women have coped with economic difficulties by taking on multiple jobs while simultaneously performing their traditional domestic and subsistence production roles.

The indigenous women who participated in various consultations sponsored by the groups which prepared the 1986-1995 Philippine Country Report on Women noted that because of these problems, thousands of these women, single and married, young and old have opted to work abroad as domestic helpers, others have trekked to the cities and export processing zones to work as skilled workers. The majority, however, remain in their villages and engage in subsistence production, often as unpaid family workers.

### **1.3.4 Inadequate Infrastructure Facilities and Poor Delivery of Basic Services**

What makes the life of indigenous women doubly difficult is the lack of physical resources that can lighten their workload and enhance productivity. Many indigenous communities suffer from inadequate sources of water for drinking

and domestic as well as farm uses, fuel for lighting and cooking, efficient public transport facilities, roads and irrigation systems. Health and social welfare services are provided for, however, these are often inadequate and inaccessible to those residing in communities farthest from municipal or barangay centers.

Government agencies like the OMA, ONCC and OSCC cannot effectively respond to the aforementioned problems. The very low share of funds and the low priority given by government to agencies directly engaged in providing assistance to indigenous communities, do not allow for large-scale and long-term forms of development interventions or social service programs/projects. There is also a lack of active partnership among government agencies, NGOs and people's organizations in the delivery of basic services and advocacy work for the promotion of women's rights and welfare.

Agency records do not have sex-disaggregated data that could enhance gender-responsive program planning, development, implementation, monitoring and evaluation. As such, there is very little information on the extent of indigenous women's access to government programs and the effects on them of such development interventions. The common observation, however, is that many development programs have generally favored and targeted male members of tribal households. This is especially true for agricultural and infrastructure development programs. It was noted that in most of the livelihood projects of OMA, ONCC and OSCC, beneficiary count was reported based on the number of households served. Hence, women's participation as well as needs in connection with the aforementioned projects/activities could not be distinguished from that of the other members of the household. In order, therefore, for programs/projects to become more responsive to women's concerns, a gender-based framework for project planning, implementation, monitoring and evaluation, taking into account the significant culture and traditions of the cultural communities, should be developed and institutionalized. A serious limitation to women's participation in government programs lies both in bureaucratic impediments and some provisions of the law as well as implementing processes that make it difficult for the very poor, especially women, to comply with requirements.

Despite efforts to infuse bureaucratic processes and agency programs with gender awareness, sensitivity to women and gender concerns remains low among policy- and decision-makers in agencies mandated to promote the rights and welfare of indigenous communities. Thus, consciousness-raising and training for advocacy on indigenous cultural communities/women's concerns should be pursued not only for program beneficiaries but also for those who plan and implement the programs.

A related issue is the fact that OMA, OSCC and ONCC are all male-dominated. OMA's directors, who are appointed, are all men, and the highest position held by a woman in that office is that of division chief. This not only points to a probable lack of gender perspective but also to possible discrimination in hiring practices and training opportunities. Furthermore, it is an indication that the issue of women's double burden is not being addressed --

one underlying reason for women not being likely candidates for promotion is their consistent absenteeism and tardiness, which result from their having to be the ones to attend to household responsibilities and problems.

### **1.3.5 Women's Multiple Burden and Lack of Access to Resources and Benefits**

A problem that binds all indigenous women, regardless of differences in historical and cultural backgrounds, is their heavy workload, low level of participation in decision-making and lack of access to opportunities, resources and benefits. Inequality in the sexes' sharing of the workload persists in many tribal communities. The women perform the bulk of domestic chores and take care of the children while also doing production work. Among the Tinggians, for example, male farmers are responsible only for harrowing the field; the women do the rest of the work until harvest time. After working in the fields, the women return to their homes to cook, fetch water, clean the yard and feed the livestock. Similar patterns of sexual division of work occur among the Negrito groups, the Mangyans of Mindoro and the Mindanao Lumads.

A study conducted by a women's NGO shows that Cordillera women work between 12 to 19 hours, and the men between 8 to 12 hours, a day. During periods of food shortage, the women try to earn extra income by working as tenants or wage workers in lowland farms. Others participate in backbreaking jobs like hauling sacks of sand from the river to a road uphill, as in the case of some Kankana-ey women, or spraying crops with poisonous farm inputs as in the case of Lumad women in Surigao and Agusan.

The introduction of modern technologies, especially in agriculture, has enhanced men's - but not women's access to training, non-traditional livelihood opportunities, credit facilities and other resources. Even if indigenous women have always been active in agriculture, development workers have concentrated on assisting male farmers because of the mistaken assumption that farming in indigenous communities is a male-dominated activity. Women's fair access to educational opportunities and non-traditional technologies have yet to be promoted to ensure the improvement of their welfare and status.

In various consultation meetings with indigenous women from the Cordillera and Mindanao, participants noted the persistence of a gap in the wages/earnings of male and female farm and industry workers. Women farmers in the Cordillera, for instance, generally get lower income for their share of work. This is due to the perception that men's chores are more laborious than those performed by women. The participants also underscored the low participation of women in decision-making. Tribal councils like the *dap-ay* or *ator* among the Bontoks are dominated by men. However, informal practices occasionally ensure women's involvement in decision-making.

While many indigenous communities still observe the traditions that ensure women's freedom from physical and sexual violence, cases of wife-battering and rape have been reported by field researchers. Such cases have been

documented among the Cordillera groups, the Agtas of Mt. Pinatubo, the Bagobos and Tirurays of Mindanao, and the Hanunuo and Mangyans. Other reported cases of sexual violence against indigenous women were committed by transiting military personnel. Victims of wife-battering and sexual violence have nowhere to go whether for temporary shelter or for crisis and legal counselling services.

### **1.3.6 Armed Conflicts, Militarization and Violence Against Women and Children**

Armed conflicts and militarization have been part and parcel of the life of many indigenous communities for the past decades. Their struggle for self-determination and preservation of cultural heritage has been met with violence by outsiders often for reasons of national security and economic development. Although entire communities suffer and are displaced by armed conflict, the women are hardest hit as they are subjected to rape and other forms of sexual abuse.

Other forms of violence experienced by indigenous women include hamletting, salvaging, forced relocation, death threats against themselves if not their children or spouses, bombing of houses and farms, strafing, food and medicine blockade, torture and murder. Some women's groups have noted the recruitment of Cordillera women into civilian defense units and their being turned into unwilling mistresses. Women suspected of cooperating with rebel groups are detained and subjected to sexual harassment, torture and rape.

For 1990, the Department of Social Welfare and Development reports that a total of 34,188 families or 176,390 persons were evacuated due to "social" conflicts. The figures went down in 1991 to 9,075 families or 43,401 persons affected. On the other hand, the combined figures of several NGOs like the Task Force Detainees of the Philippines and the Ecumenical Commission for Displaced Families and Communities show around 27,000 women all over the country as having been affected by armed conflicts in 1991. Many of these incidents occurred in areas occupied by indigenous communities like Kalinga and Apayao in the Cordillera and several provinces in Mindanao.

## **2. GOALS AND OBJECTIVES**

It shall be the overriding goal of government, in close collaboration with NGOs and peoples organizations (POs) to promote gender equality and the empowerment of indigenous women through enhancement of their right to self-determination and improvement of the quality as well as standard of life.

Gender equality and empowerment of indigenous women will be achieved through the following objectives:

- (a) To speed up the process of granting control over and access to ancestral lands to rightful women and men claimants;

- (b) To expand the reach and upgrade the quality of delivery of economic, social and health services that indigenous women so desire;
- (c) To preserve and promote the observance of cultural traditions that are gender fair and empowering for women;
- (d) To promote the equitable share of both women and men of leadership positions and women's active participation in decision-making;
- (e) To protect the basic human rights of indigenous women including the right over their bodies and reproductive functions; and
- (f) To ensure the continuous source of livelihood and food through protection of the environment and ecological system.

### **3. POLICIES AND STRATEGIES**

The objectives set forth in the Plan should be pursued through the following policies and strategies aimed at enhancing gender equality through recognition of their rights as indigenous cultural communities over their ancestral domain and improvement of indigenous women's welfare and status through the right to self determination. This implies that government organization (GO) and NGO efforts must at all times be sensitive to the articulated needs, wants and proposed courses of action of indigenous women themselves:

#### **3.1 Research and Legislation**

- (a) Enact the ancestral domain law and provide guidelines for the recognition and applicability of customary laws.
- (b) Amend existing legislations and administrative guidelines that contradict the Constitutional provision on indigenous cultural communities right over their ancestral lands.
- (c) Advocate for administrative guidelines that can hasten the control and access of indigenous women to ancestral lands.
- (d) Conduct research and advocacy campaigns for women-and-environment-friendly cultural traditions.
- (e) Review existing policies on environmental protection and promote those that are consistent with indigenous cultural communities aspirations and practices.
- (f) Enhance research on and popularization of alternative sources of livelihood consistent with indigenous technologies and sustainable economic practices.
- (g) Set up effective mechanisms and indicators to monitor and address damages of chemicals and technologies to women's health and life.

- (h) Highlight Gender and Development (GAD) Framework in potential and actual impact assessment of energy, industrial and other environment-sensitive projects.
- (i) Conduct continuing inventory of all resources/services on women.
- (j) Establish sex-disaggregated data base on indigenous cultural communities and participatory methods of policy-making and program development as well as monitoring and evaluation.

### **3.2 Training/ advocacy and information dissemination**

- (a) Strengthen information drive and advocacy campaigns on ancestral domain and resource management.
- (b) Promote women's participation in decision-making; and increase their representation in leadership positions.
- (c) Promote gender equality in control over and access to opportunities and community/household resources and benefits.
- (d) Promote women-and-environment-friendly traditional crafts and industries.
- (e) Encourage and support efforts that would revive and popularize practice of gender-fair socio-cultural traditions and sustainable economic practices.
- (f) Advocate for strict implementation of laws protecting women's rights.
- (g) Conduct gender-consciousness raising programs for indigenous women and officials and employees of government agencies in-charge of the protection of the rights and welfare of indigenous cultural communities.
- (h) Capability building among indigenous women to help them establish and maintain their own support groups, e.g. women's cooperatives.

### **3.3 Mechanisms**

- (a) Set up an effective mechanism and indicators to monitor and address violations of women's and children's rights.
- (b) Support the organization of community-based women's groups and their linkage with regional and national indigenous women's alliances and networks.
- (c) Create/strengthen women's organizations to serve as pressure groups for legislative reforms and against development programs that do not conform to sustainable development goals.

- (d) Establish/create a mechanism to review and monitor development plans and programs for their possible negative effects on indigenous women.
- (e) Establish/strengthen linkages between and among government and non-government organizations in delivering welfare services to indigenous cultural communities.
- (f) Establish mechanisms and indicators for the equitable participation of indigenous women in all phases of development planning cycle development programs.
- (g) Strengthen GAD focal points in government agencies working with and for indigenous communities.

### **3.4 Others**

- (a) Increase women's access to non-traditional sources of livelihood, jobs, income, credit, productive skills, labor-saving technologies and others.
- (b) Increase/expand existing programs that provide support services for women; increase support for health and social services such as centers that provide child-minding service, crisis counselling, legal advice and shelter, for victims of domestic violence.
- (c) Formulate a development plan for indigenous cultural communities highlighting women's role and participation.
- (d) Recognize and support indigenous women's participation in women and environment-friendly economic activities; increase efforts to provide equal access to development programs.
- (e) Increase participation of women in leadership positions of government units working with and for indigenous communities.
- (f) Increase women's participation in consultative bodies especially peace and resource management councils.

## **4. PROGRAMS AND PROJECTS**

The programs and projects designed to improve the status and welfare of indigenous women will focus on six areas, namely: (a) legal and policy reforms to enhance the control and access of indigenous cultural communities to their ancestral lands; (b) improvement in the delivery of basic services for women; (c) promotion of gender equality in decision-making and access to opportunities, resources and benefits; (d) promotion of indigenous women's human rights; (e) promotion of women and environment-friendly technologies; and (f) generation of sex-disaggregated data on indigenous communities.



PROGRAM CATEGORY	PROJECT CONCEPT	DESCRIPTION/OBJECTIVE
A. Legal, Legislative and Policy Related Program	1. Introduction of new legislation/policies to implement the Constitutional provision on ancestral domain	This requires the immediate passage of a law that shall define the parameters for the granting of ancestral land rights to indigenous peoples; such law should be complimented by a review of existing guidelines and practices in regard to the identification and survey of ancestral domains, issuance of certificates of claims and resolutions and adjudication of claims.
	2. Legal and ethnographic research on ancestral domain	The passage and effective implementation of a law on ancestral domain will require a comprehensive study of customary laws and identification of traditional territorial boundaries of cultural communities.
	3. Affirmative action for indigenous women	Formulation of policies that will ensure women's control of and access to ancestral lands and their participation in all processes and decision-making activities related to the implementation of programs on ancestral domain.
	4. Affirmative action for women employees of agencies working for indigenous groups	Formulation of policies and appropriate implementing guidelines that would ensure women's representation in leadership positions and important decision-making activities.
	5. Support services for women	To institutionalize through appropriate policy recommendations and implementing guidelines, support services for working mothers, women in difficult circumstances (e.g., battered wives, victims of military campaigns, victims of land eviction) and those in dire need of economic support.
	6. Repeal/amendment of discriminatory and restrictive laws and policies	To review and repeal laws and policies that go against the Constitutional provision on ancestral domain and reinforce practices that discriminate against women and violate their human rights.
B. Advocacy Program	1. Mainstreaming of the Gender and Development Framework in the structure, policies and programs of line agencies working for indigenous communities	To institutionalize the integration of gender and women-responsive principles and processes into the existing work of line agencies.



## **WOMEN AND PEACE**

### **1. OVERVIEW**

Women have been in the thick of the Philippine internal armed conflicts, often as victims, less frequently as combatants. It was only during the last eight years (1986-1994) that women have been active in peace-building efforts and peacemaking initiatives at the national-level. At the grassroots level, especially in indigenous communities, women, for an even longer time, have had the potential, if not always the opportunity, to make or build the peace. Recently, they have been asserting their demand for formal recognition in the peace pact system and process of delineating ancestral domains.

For the purpose of this Plan, peace is defined as not only the absence of armed conflict. It is an environment where individuals, particularly women, and communities are able to fully develop their potentials and progress, freely exercising their rights with due regard for the rights of others, and equally mindful of their responsibilities. It is a state where there is no government graft and corruption; where the people are given their due; where there is growth, progress and sustainable development; where there is alleviation of poor living conditions of the people; where justice, equity, freedom and truth reign.

For women, peace is the attainment of good inter-relationship within the community, being able to sleep securely throughout the night and having mobility at all times. It is a condition where the government is able to deliver efficiently basic social services, and bring about socio-economic upliftment and well-being. Thus, the chapter covers both the immediate concerns for the cessation of armed conflict and the more long-term concerns for building a culture of peace.

This chapter puts forward gender-sensitive strategies that will contribute to the forging of a just and lasting peace which in turn will result in attaining for the country a truly sustainable development. The target beneficiaries of the proposed interventions are women victims of the armed conflicts especially at the grassroots level; peacemakers and peacebuilders, women and men alike, at all levels of society and of the peace process; and peace keepers in the relevant institutions, who will be challenged to review their concepts and practices of security and defense from a gender perspective.

Timely peace process-related developments had happened since the Philippine Development Plan for Women was formulated: the inclusion of

development-related points (e.g. socio-economic reforms) in the agenda of the various peace negotiations; and the series of government initiatives (National Unification Commission consultations, Economic Summit, Social Reform Summit) that posted genuine human development as an integral element of peace and contextualized development efforts in government's overall peace process and vice-versa. These serve as good entry point and basis for reflection and further planning.

## **1.1 Sectoral Developments**

The government and non-government organizations (NGOs) have been closely and actively working together to forge a solution to existing problems related to the absence of peace in the country. This is manifested by various institutional mechanisms established, policies and strategies formulated, and programs and projects implemented during the period.

### **1.1.1 Institutional Developments**

With the change of administration in 1986, the government renewed its attempt for a political settlement with the major rebel groups by forming peace negotiating panels. Only one woman was appointed as a negotiator in the panels.

In August 1987, the Office of the Peace Commissioner was created to define and coordinate government's peace intervention efforts. To further consolidate these efforts, the National Unification Commission (NUC) was established in July 28, 1992. It was mandated to formulate and recommend to the President a viable peace process that will lead to a just, comprehensive and lasting peace. Thus, it explored peace processes with the National Democratic Front (NDF), Moro National Liberation Front (MNLF) and Rebolusyonaryong Alyansang Makabansa-Kawal ng Sambayanang Pilipino-Young Officers Union (RAM-SFP-YOU), and conducted national and regional consultations on the peace process. The NUC was chaired by a woman.

The Office of the Presidential Adviser on the Peace Process (OPAPP) (1992 to present) continued the work begun by the NUC when the latter's mandate lapsed. The OPAPP has a woman executive director. It became the lead agency tasked with managing and supervising the comprehensive peace process. Within the OPAPP, the Government Peace Negotiating Panels (GPNP) were reconstituted as follows: GPNP for Talks with the Communist Party of the Philippines-New People's Army-National Democratic Front (CPP-NPA-NDF); GPNP for Talks with the RAM-SFP-YOU and ALTAS or the Marcos Loyalist Forces; and GPNP for the Talks with the Southern Philippine Autonomous Group (SPAG). Three women were appointed to the panels: one Negotiator and two Secretariat Heads.

To further institutionalize the role of women in the peace process, the National Commission on the Role of Filipino Women (NCFRW) Project Group (PG) on Peace was created in 1993. Within a year, the PG was tasked to conduct in-depth interviews on peace issues; draw up and/or pilot specific strategies and mechanisms to address the issues; formulate policies and develop programs to respond to the issues; and to initiate the process of institutionalizing the responsibility for the women's peace concerns in the government.

In response to the peace process initiated by the government, the Coalition for Peace (CFP) was organized in 1987. It is composed of political blocs and other citizens' groups (POs & NGOs) to place a people's peace agenda on the negotiation table. Women were represented in the Council for Peace's (CFP's) Council of Convenors and Secretariat and remained in the thick of the peace campaigns.

Another NGO initiative was the convening of the National Peace Conference (NPC) with members from cause-oriented groups, people's organizations and other NGOs. The NPC consolidated the results of national consultations they conducted on the issues into a people's peace agenda. Women's organizations were represented in the NPC's leadership and brought gender concerns into the agenda.

Peace advocates were also in the forefront with the formation of the Multi-Sectoral Peace Advocates (MSPA) which had dialogues with the Cabinet Cluster E for Security and Political Affairs. They attempted to convince the two opposing parties of the political urgency and viability of a renewed peace process.

When the government peace initiatives took a backseat during the US bases retention debate in 1992, the Gazton Z. Ortigas Peace Institute, a private institution mainly run by women, was relentlessly pushing for peace reforms and was already developing a women and peace program.

### **1.1.2 Policy Developments**

Policy changes with regard the peace process had been going on since 1986 starting with the reopening of the peace talks with the rebel groups. Efforts became extensive with the launching of the Decade of Peace in 1990. As a result of the MSPA and Cluster E dialogues, a directive to the Armed Forces of the Philippines (AFP) and the Philippine National Police (PNP) was issued to reaffirm their adherence to international humanitarian law and human rights in the conduct of operations and provide for policy guidelines on the delivery of goods and services in the countryside.

Based on the results of the NUC-conducted consultations, Executive Order No. 125 was passed. It mandated the government to pursue a comprehensive peace effort along six paths: pursuit of social, economic and political reforms aimed at addressing the root causes of internal armed conflict and social unrest; consensus-building and empowerment for peace; pursuit of peaceful, negotiated settlement with the different rebel groups; implementation of programs for reconciliation, reintegration to mainstream society, and rehabilitation; ensurance of the welfare and protection of civilians and reducing the impact of armed conflict on them, recognizing the possibility of continuing hostilities even as peace is pursued by ways of peace; and building, nurturance and enhancement of a positive climate for peace.

During the Economic Summit to solicit inputs to the Medium Term Philippine Development Plan held in September 1993, proposals for legislative

measures on rape and sexual harassment were included in the Social Pact for Empowered Economic Development (SPEED), a social reform package that was adopted. This was made possible by the active strong campaign from women member organizations of the NPC. Later, the NPC coordinated with the OPAPP, the Department of Agrarian Reform, and other Cabinet Cluster members through the Multi-Sectoral Consultative Task Force to follow-up on the SPEED agreements. Further, the government consolidated the SPEED agreements with the NUC recommendations and convened a Social Reform Summit where a Social Reform Agenda (SRA) was formulated. Women is one of the priority critical sectors that the SRA addresses.

### **1.1.3 Program/Project Developments**

The government had been implementing various programs and projects to concretize a genuine peace process. In particular, the different line and implementing agencies were providing ameliorative services for the victims of armed conflict situations.

The Philippine Commission on Human Rights (PCHR) had been providing stop-gap aid to evacuees under its five-day financial assistance program. PCHR also directed the AFP, PNP and para-military units prescribing guidelines on evacuations. In turn, the Department of National Defense (DND), through the local units of the National Disaster Coordinating Council (NDCC), responded by giving emergency and relief assistance. Through the AFP Civil Relations Service and Civil-Military Operations program, local government units (LGUs), and NGOs undertook dialogues and other programs to mitigate the psycho-social effects of evacuations on the victims.

The Department of Social Welfare and Development also responded to the problem through its Emergency Assistance Program. The Women and Children Internal Refugee Assistance Center (WCIRAC) was established. It has an integrated intervention support program seeking to create conditions to change the helpless situation of women and children, to enable them to take control of their lives and pursue their desire for social justice.

In the last quarter of 1993, government declared six of the nine Peace Zones and an indigenous community (which had been established as a "free zone") as Special Development Areas, each to receive P5 million for development programs. Women in the Zones and support NGOs had been coordinating with the National Program for Unification and Development Council, the implementing government agency, to resolve problems that have arisen in the implementation of the program.

## **1.2 Issues and Concerns**

### **1.2.1 Women in Armed Conflict Situations**

In the Philippines, militarization has long been and still a serious social, political and economic problem. Since 1973, thousands of people have suffered from the continued armed and violent confrontations in many parts of our country. Innocent civilians caught in the middle of crossfires are killed and

severely wounded. Most vulnerable in these conflict situations are women who are left at home doing household chores and taking care of the children.

*1.2.1.1 Physical Harm and Human Rights Violations.* Based on the records of the Philippine Commission on Human Rights (PCHR), from 1986 to the first quarter of 1993, 70 cases of human rights violations against women were reported. About half of these are murder cases and the rest involve violations such as frustrated homicide, rape, extortion, illegal raid and search, massacre, illegal arrest and detention, disappearance, abduction, ambush, robbery, mauling and indiscriminate firing.

Human rights violations and other violence against women in the homes, workplaces, and war zones are a continuing problem. Documented activities of some contingents of the armed and constabulary forces, as well as private armies of powerful individuals show the gravity of the problem. In some instances, women are prevented from organizing while existing organizations are dispersed. Women leaders, peasant women, militant workers and students suspected of subversion are harassed, detained, unlawfully arrested, and eventually raped and/or tortured.

*1.2.1.2 Psychological Effect.* Aside from physical harm, women also suffer psychological stress and trauma. Because of the threat to life, and fear of rape and sexual assault, their sense of insecurity becomes extreme. When husbands and sons are absent from farms because they are recruited into paramilitary units, mothers bear the burden of earning and looking after the household and children even more.

*1.2.1.3 Negative Effects on Physical Health.* Because of unstable conditions causing inadequate basic government services, women experience poor health conditions resulting in high rates of maternal and infant death. Public health personnel are not available and medical supplies are inadequate.

*1.2.1.4 Collapse of Socio-cultural Structures.* Militarization causes the collapse of traditional social and cultural structures and relations. The number of female-headed households are on the rise as male partners get killed in the crossfire or mysteriously disappear. Women who are left behind suffer the brunt of the separation. Family ties are cut and marriage bonds are continually challenged with intrigues and suspicions caused by the presence of government forces. Husbands leave their families to join the movement and eventually take another wife from within the group.

*1.2.1.5 Economic Dislocation and Increase in Prostitution.* To counter insurgency, military forces use hamletting, air-raids, and bombing to flush out suspected rebels in the area. Both conflicting groups employ harassment or torture and interrogation to get information. These conditions result in economic dislocation. Innocent civilians are forced to leave their homes, properties, sources of livelihood and community. In 1991 and 1992, Task Force Detainees of the Philippines documented 32,515 cases of women evacuees. With no alternative jobs and sources of income, the number of displaced women migrating to urban centers and ending up in prostitution centers have increased.

**1.2.1.6 Militarist Culture of Violence.** The continued presence of an army detachment generates a militarist culture of violence. Invitations to the camp and staged socialization with the soldiers have introduced children to militarist values. Teenaged sons and daughters are invited to soldiers' parties and merry-making where food, drinks and stories of adventure abound. They are even encouraged to hold guns. In turn, the children become exposed to the soldier's way of thinking and talking. Some school children have started to leer at women as objects for pleasure.

## **1.2.2 Women's Participation in Conflict Settlement**

**1.2.2.1 Low Level of Women's Participation.** While women head secretariats and offices it is observed that the woman's voice or perspective is missing at the government level of the peace process. Women have limited substantive participation, in terms of numbers and of actual decision-making power, in formal structures such as peace talks panels and key peace-related agencies. Of the 27 persons involved in the Government Peace Negotiating Panels (GPNP) for the talks with the CPP-NPA-NDF, RAM-SFP-YOU and SPAG, only three are women (one member and two secretariat heads). The OPAPP's chief is a man, while its executive director is a woman.

A survey of 16 peace NGOs shows that men hold seventy percent of the highest leadership positions (board of directors, convenors, chair of councils). Out of the 16 organizations, women lead in only seven.

Even as women have been in the thick of peace initiatives, men have, for the most part, held the formal leadership; women have invariably been charged with the secondary secretariat functions which, nonetheless, backstop these efforts. Often, however, women assume roles which are basically extensions of or reinforcements of their traditional roles as housekeeper.

**1.2.2.2 Lack of Gender Perspective in Peace Processes.** The peace talks are conducted in a limited manner: in a masculine manner based on male principles distorted into intellectualization and domination. Blotted out for the greater part are the female principles of listening and nurturance, or the more comprehensive concept of inclusiveness.

**1.2.2.3 Low Level of Gender Sensitivity of Negotiators.** There is a low level of gender consciousness of the peace negotiators, which has been partly responsible for the resultant class-based and gender-blind analyses that have, in turn, led to limited solutions to societal violence.

Also as a result of this low level of sensitivity, the effects of militarization and the armed conflicts on women and children who are usually the hardest hit, are rarely cited in the talks.

## **1.2.3 Gender Issues in Peace-Building**

**1.2.3.1 Lack of Gender Perspective in the Peace Agenda.** Grassroots peace movements have yet to bring gender concerns, including violence against women and women's leadership in peace-building and development efforts, into sharper focus in their programs. There is a need to go beyond women's limited



substantive participation in formal peace-related power structures, to explore, recognize, increase, and strengthen their role in the development processes of peace-building and peacemaking, including creative conflict resolution methods such as third party mediation.

The Women's Action Network for Development (WAND) and the Group of 10 have attempted to forge a women's peace agenda to input into the consultations convened by the NPC and the People's Congress but failed. As a result, no attention has been given specifically to women and children's agenda in the process. This is aggravated by the non-recognition and non-institutionalization, especially by government, of women's involvement and participation in the peace process. In military institutions, there is bias against women with respect to leadership positions.

*1.2.3.2 Lack of Gender-responsive Peace Keeping and Peace-Building Programs.* Gender-responsive peace keeping and peace-building programs are still lacking. There is a need to review present counter-insurgency policies, strategies and tactics to reorient the State's security institutions.

*1.2.3.3 Lack of sex-disaggregated data.* This problem makes it difficult to assess the impact of international and national conflicts on mothers and daughters, wives and widows, and to determine the extent of women's participation in peace keeping and peace-building.

*1.2.3.4 Lack of Economic Reforms.* One of the major causes of the armed conflict identified during the series of consultations conducted by the NUC is massive poverty and economic inequity. Economic reforms are still to be realized. The lack of basic government social services is brought about by instability and a big budget share for national defense, i.e., maintaining a large military force. In 1995, the Department of National Defense (DND) received 15 percent of the national government's budget allocation among 35 budget items. It causes cuts in the allocation for health, housing and other basic services, which doubly affects women as they have to shoulder the social services that cannot be provided by the State.

*1.2.3.5 Lack of effort for gender-responsive peace education.* There is still a lack of conscious effort to instill peace concepts in the minds of the young, the future leaders of the country.

## 2. GOALS AND OBJECTIVES

The crucial question is: have women been and how can they be empowered - in the grassroots communities, in the national formations, even in the combatant groups, including Government - to discern their thinking on peace, find and hone their voices, and raise them decisively to stop all violence and build the justice and solidarity that bear peace?

The chapter shall seek to answer the question with the following goals and objectives:

- (a) To implement ameliorative measures in the areas of women's human rights and rehabilitation;
- (b) To integrate the women and children's agenda in peace consultations and the comprehensive socio-economic reform process;
- (c) To promote, enhance, and institutionalize the participation of women in the conflict resolution, unification and reconciliation process; in peace-building and keeping; and in political processes towards more gender-sensitive governance;
- (d) To mainstream peace education in key social institutions;
- (e) To institutionalize sex-disaggregated data collection in agencies and organizations working for peace keeping and building;
- (f) To increase gender-awareness of decision-makers and implementors, i.e., negotiators and diplomats involved in peace keeping and building processes; and
- (g) To integrate a gender perspective in peace keeping and building policies, programs and projects.

### **3. POLICIES AND STRATEGIES**

The threefold concerns of women in relation to the presence of armed conflict and the peace-building process necessitate a comprehensive package of policies and strategies that are further refined into more indicative programs and projects in the next section.

#### **3.1 Women in Conflict Situations**

This covers the following:

- (a) Take steps to correct and neutralize the effects of militarization.
- (b) Enjoin Peace Zone Advocates to include women and children as one of the Peace Zones. Peace Zones shall be the loci for organizing women.
- (c) Strengthen psychological rehabilitation programs, including family therapy which will be undertaken by the Department of Social Welfare and Development (DSWD) and the Department of Health (DOH).
- (d) Strengthen implementation of and monitoring efforts on human rights and humanitarian law and the effects of the armed conflict, especially on women and children, e.g., per regional command with the data gender-disaggregated.

This includes indemnifying victims and punishing the violators. Government agencies involved will be the Philippine Commission on Human Rights (PCHR), Department of National Defense (DND), Department of Justice (DOJ), and Department of Interior and Local Government (DILG).

- (e) Integrate women's concerns and needs in implementation and monitoring of comprehensive economic reforms in armed conflict areas. This may include allowing displaced families to return to their original abode and farm lands once the situation clears up and easing the economic difficulties of women affected by armed conflict. These can materialize with the lead of the Department of Agrarian Reform (DAR), Department of Health (DOH), Department of Agriculture (DA), Department of Trade and Industry (DTI), Land Bank of the Philippines (LBP), Cooperative Development Authority (CDA), and non-government organizations (NGOs).

### 3.2 Women's Participation in Conflict Settlement

Specifically, this includes the following:

- (a) Harness women's participation in the peace process and the subsequent monitoring of the implementation of the negotiated settlement. The women's movement should be able to contribute to the negotiations by developing the approaches, processes, and strategies that allow settlements to be forged. The implementing agencies will be the National Commission on the Role of Filipino Women (NCRFW), Office of the Presidential Adviser on the Peace Process (OPAPP), Philippine Congress, Local Government Units (LGUs), Department of Foreign Affairs and NGOs.
- (b) Strengthen and popularize indigenous or community-based processes and systems — such as **bodong**/ peace pacts, intermediaries or go-betweens and other third parties, consultations, mediation, negotiation, conciliation — especially those managed by women to develop and strengthen conflict resolution processes and mechanisms. These can be monitored and their progress measured by the indigenous or community structures in coordination with local government units, government agencies for indigenous peoples, law enforcement agencies, and partner NGOs. Women's participation in these processes and systems will be harnessed to build and keep peace at all levels and in all institutions of society. The implementing agencies will be the DOJ, and DILG, OPAPP, Offices of Northern and Southern Cultural Communities, Office of Muslim Affairs, and NGOs.
- (c) Integrate gender perspective in the negotiation process at the national level and developing gender-sensitive modes of conflict resolution. Gender-sensitive peace negotiators will be selected in peace panels. The gender awareness of the peace negotiators will be raised through gender-sensitivity trainings. The implementing agencies will be OPAPP in cooperation with appropriate NGOs and the NCRFW.

- (d) Pursue a genuine peace process based on justice and respecting the rights of the contending parties.

### 3.3 Peace-Building

This specific area of concern covers the following:

- (a) Encourage peace institutes to further develop the understanding and application of gender and peace. They can start with the understanding of conflict as involving issues, processes, and personalities and as possibilities for win-win resolutions for change; the definition of peace as encompassing the absence of war and all other elements of wholeness of life; the reconceptualization of security as based, not on a nation's military capability, but on the sense of well-being of persons and peoples as generated by humane societal structures and including balance in the ecology.
- (b) Mainstream women and children's peace agenda, including socio-economic reform. Gender concerns, including violence against women and women's leadership in peace-building will be brought into sharper focus in programs of grassroots peace movements.
- (c) Sensitize women in government to the general and gender concerns of the women constituency through dialogues and other fora. The NCRFW, Civil Service Commission (CSC), House of Representatives, LGUs, and NGOs will implement these.
- (d) Empower women by organizing them and strengthening existing women's organizations. People-to-people solidarity among women and peace organizations in the region will be forged. Women's groups will be enjoined to lobby for a greater share of government budget and official development assistance for social services; rehabilitation and reconstruction work; substantial economic and social reforms like agrarian reform and rural development; and conversion of arms expenditures into programs which satisfy the poor's basic needs. Strong and active networks of women peace advocates and activists from the community to national levels will be supported for adequate and meaningful participation in national peace formations.
- (e) Review gender-responsiveness of legislations, policies and programs on peace keeping/building, such as the present counter-insurgency strategies and tactics like the clear-hold-consolidate-develop strategy, the military selection and training orientation and processes. Gender-sensitive concepts of peace and security and modes of conflict resolution and an alternative defense system will have to be developed. Mechanisms for listening and nurturing must be institutionalized in peace-building processes.
- (f) Generate sex-disaggregated statistical data to determine the impact of conflicts on women, women's participation in peace keeping and peace-building, and to serve as inputs to gender-responsive peace planning and programming. Women and community-specific targets in the Key Result

Areas (KRAs) of the government's agrarian reform and rural development program will be drawn up.

- (g) Upgrade conditions of women within the military such as affording women equal opportunity for promotion to command positions, as well as establishing a support system for sustaining gender sensitivity in an extremely male institution. The DND, DILG, the Philippine Public Safety College, other peace keeping institutions, Department of Education Culture and Sports (DECS), OPAPP, NCRFW, CSC, Congress, and NGOs will implement these.
- (h) Integrate peace and women's rights education in all levels of the curricula and reorienting the military and police institutions to reflect gender-sensitive concepts of peace, security and conflict resolution as well as values of compassion, caring and cooperation towards their fellow citizen. Positive role models will need to be shown by not supporting violence-oriented media and by not purchasing militaristic toys. The implementing agencies will be the DECS, OPAPP, Philippine Information Agency, media desks of government agencies, and NGOs.
- (i) Popularize peace education, peace concepts and practices through the tri and alternative or community media, the churches, and other critical social institutions. Peace education plays a critical role in questioning values of violence or militarism in homes, schools, classrooms, and communities. Parents, teachers and adults should guide children to be discerning of what they read, play with or watch and thereby not to passively accept values and attitudes of violence and militarism.

#### **4. PROGRAMS AND PROJECTS**

The programs and projects designed for women and peace will focus on the following areas: provision of basic social and amelioration services to alleviate the situation of women victims of armed conflict situations; consciousness-raising fora and advocacy campaigns to raise the level of awareness on women's role in the peace process; and organizing and training women to equip them for a meaningful participation in peace structures.

##### **4.1 Women in Conflict Situations**

Following are the programs and projects designed for women in conflict situations:

- (a) Provide trauma counseling/therapy for victims of human rights violations and their relatives.
- (b) Eliminate all forms of harassment and abuse directed towards people's organizations, NGOs, women organizations particularly those that lead to disappearances, salvaging and other heinous activities.

- (c) Create a women's legal bureau within the DOJ to spearhead prosecution of crimes against women and facilitate redress of grievance of women in situations of armed conflict.
- (d) Organize victims of human rights violations, war widows and orphans. Women can organize to block military attempts to form paramilitary units, to prevent the community from being caught under exchange of fire during encounters, and to mediate with armed forces of government and insurgents in behalf of the community.
- (e) Develop programs and provide services to address basic needs such as food, health, housing, and education;
- (f) Livelihood assistance programs (skills/managerial trainings, credit, co-operatives, etc.) for those who are economically dislocated. These programs will be in synchrony with repatriation or resettlement activities.

#### **4.2 Women's Participation in Conflict Settlement**

This shall cover the following:

- (a) Design and implement gender sensitivity training programs for women and men peacemakers and peace-builders including the different sectors (women, Muslim and Indigenous Peoples). Among the tasks of those who undergo training will be to:
  - monitor the implementation of the settlement in post armed conflict and reconstruction period; and
  - settle conflicts by using existing models of women's participation in armed conflict settlement or indigenous conflict mediation models.
- (b) Take affirmative action to ensure women's adequate representation (at the minimum, one-third of the members) and meaningful participation in Government's peace structures.
- (c) Carry out public education campaigns to popularize the perspectives of women on peace issues and their role in peace processes at all levels of society, with special focus on the effects of armed conflict on women and women's proposals for the peacefully negotiated settlement of the armed conflicts.

#### **4.3 Gender Issues in Peace-Building**

Efforts to integrate gender issues in peace building shall cover the following:

- (a) Develop a gender-sensitive peace; security and modes of conflict resolution and an alternative defense system built around these alternative concepts, e.g., participatory research, etc.
  - Fund institutions carrying out research on peace keeping and peace-building.

- Review school curricula and military school trainings, including curricula, modules, prospective, etc. with the end goal of promoting gender-fair peace education.
  - Develop gender-sensitive peace education models for all levels of the curricula; studies on models of citizens' armies in other countries and modes of integrating the democratization thrust and active non-violence with national defense.
  - Reconstruct books and other audio-visual resources, and language to critically question norms of violence or militarism.
- (b) Implement support program for strong and active networks of women peace advocates and activists from the community to national levels for adequate and meaningful participation in national peace formations.
  - (c) Train women in monitoring the implementation of settlements in the period of post-armed conflict and reconstruction.
  - (d) Network with grassroots women's organizations for the delivery of basic social services and relief, rehabilitation and reconstruction work.
  - (e) Organize the community on women and peace issues using day care centers as a point of entry.
  - (f) Design and implement pilot projects to respond to women's specific concerns that will have a direct input into the formulation of relevant public policies and legislation.
  - (g) Set up a gender-specific data base system.
  - (h) Fund people-initiated development programs that support peace-building efforts of women.
  - (i) Implement economic support program such as construction of good roads to enable women to transport their produce and earn more income. An improved road and water system is beneficial to women because they are the ones who transport produce and do the marketing for household needs.
  - (j) Improve implementation of government's rebel returnees and amnesty programs to include rehabilitation of the returnees' families.
  - (k) Hold community consultations and *barangay* assemblies to discuss gender-sensitive peace concepts and processes.
  - (l) Give awards to women and organizations who will develop and pilot peace concepts and practices with a gender perspective.
  - (m) Build women's capability to participate in politics and governance and as sectoral representatives in Congress and local special bodies.

## POLITICS AND GOVERNANCE

### 1. OVERVIEW

One of the points emphasized by the Philippine Country Report on Women 1986-1995 is that empowerment for the greater majority of women must start with the sharing by women of decision-making and of the political power that men have traditionally held. It is in the political arena and through political will that gender-responsive development is most effectively achieved.

While Filipino women took an unprecedented active role in the political events of the past decade which toppled a dictatorship and catapulted into power the country's first woman president, their participation in politics and governance continues to be limited. They remain largely unable to influence policy and decision-making as legislators, chief executives and top administrators at both the national and local levels.

This chapter therefore seeks to address the issues and concerns related to women's participation in politics and governance with the endview of providing women equal opportunities with men in shaping their collective future.

#### 1.1 Sectoral Developments

Developments after the People Power Revolution in 1986 have shown clear attempts by government and non-government organizations to improve the situation of women in the country.

##### 1.1.1 Institutional Developments

At the institutional level, the National Commission on the Role of Filipino Women (NCRFW) initiated the creation of Gender and Development (GAD) Focal Points in government line departments/agencies. These focal points serve as catalysts in mainstreaming gender concerns in their respective agencies' plans, policies and programs.

The Committee on Women and Family Relations in the Senate and its equivalent committee in the House of Representatives also serve as mechanisms to ensure that women's concerns are given attention in Congress. Moreover, a distinguished woman advocate of gender equity served as Senate President Protempore during the Ninth Congress.

In the House of Representatives, women legislators have banded together into a caucus called Philippine Organization of Women Elected



Representatives, Inc. (POWER). The caucus aims to serve as venue for the discussion of issues affecting women, to formulate laws as needed, and to support bills that promote women's welfare.

At the local level, Bulacan province has led in providing a government mechanism to look after the interest of women, by creating the Panlalawigang Komisyon sa Kababaihan (Provincial Women's Commission).

There are several non-government organizations (NGOs) which aim specifically at advancing women's participation in politics and government.

In its special program for women, the Center for Legislative Development, formerly the Congressional Research and Training Service (CRTS) conducts leadership training for women, prepares updates on the status of legislative proposals affecting women, and provides a forum for the discussion of gender issues for possible legislative action.

Another NGO, the Women's Legal Bureau, trains legal advocates who assist grassroots women in the litigation of cases such as rape and domestic violence.

The Ugnayan ng Kababaihan sa Pulitika (UKP) was formed to improve the visibility of women candidates and increase their chances of winning. For the 1992 elections, UKP came up with a 10-point agenda for women, the espousal of which women voters were urged to use as yardstick for deciding who to support. It also successfully endorsed the appointment of several women to high-ranking government posts upon the assumption of the Ramos administration in 1992.

The Center for Asia-Pacific Women in Politics (CAPWIP), a regional organization which recently established headquarters in the Philippines, is expected to be a moving force in advancing women's political participation. Its objective is "to create a critical mass of competent, effective and committed women politicians holding elective and appointive posts who will exert influence on national and regional decision-making." Specific targets are to: increase the number of elected and appointed women officials; build these women's knowledgeability on economic, political and environmental issues and the impact of these issues on women; and build their skills in lawmaking and governance. It shall also politicize the women electorate to work for laws and improve community services.

### 1.1.2 Policy Developments

Among the laws affecting women that were passed between 1989 and 1995 were the following:

**Republic Act (RA) 6725** - An Act Strengthening the Prohibition on Discrimination at Work Against Women with Respect to Terms and Conditions of Employment

**RA 6949** - An Act Declaring March 8 of Every Year as a Special Working Holiday to be known as National Women's Day

**RA 6955** - An Act Declaring Unlawful the Practice of Matching Filipino Women for Marriage to Foreign Nationals on Mail-Order Basis and Other Similar Practices

**RA 6972** - An Act Establishing a Day Care Center in Every Barangay

**RA 7192** - An Act Promoting the Integration of Women as Full and Equal Partners of Men in Development and Nation-Building (Women in Development and Nation-Building Act)

**RA 7877** - An Act Declaring Sexual Harassment Unlawful in the Employment, Education, or Training Environment

Sectoral representation for women was provided for by the 1987 Constitution. An appointive seat in the Lower House, the sectoral representative for women has been filled by an eminent and very competent woman. The Local Government Code of 1991 (RA 7160) similarly provides for a sectoral representative for women in the different Sanggunian levels. To date, however, no elections for sectoral representatives have been held, due to the reluctance of local government officials to pay for the salaries and other expenses to be incurred by the sectoral representatives.

### **1.1.3 Program/Project Developments**

The NCRFW led in conducting gender sensitivity training for men and women in the bureaucracy, with no less than President Ramos directing the men to attend. For gender-consciousness raising in the community, the NGOs were at the forefront.

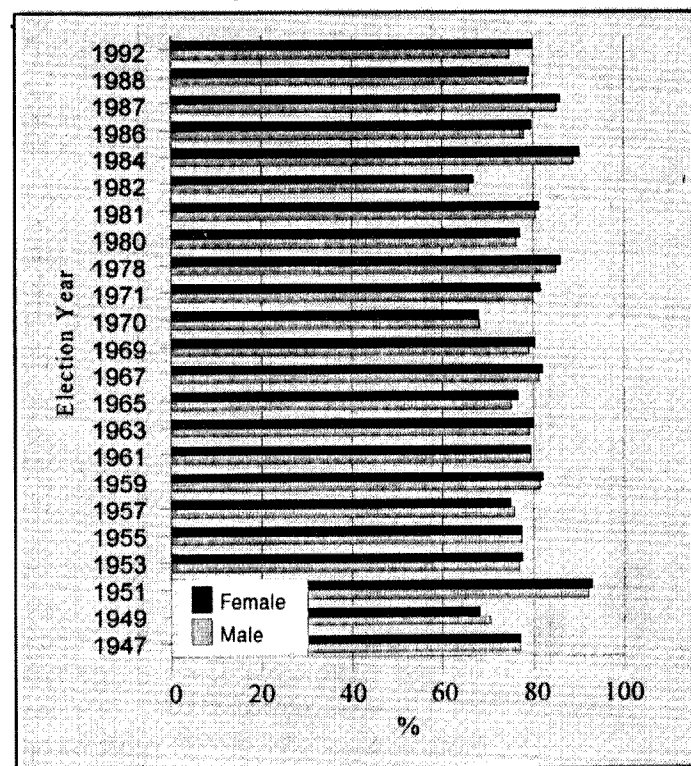
The Civil Service Commission (CSC) established a day care center for its women employees which was replicated in other government agencies. The Quezon City Hall has a similar facility. The CSC also provides shuttle bus service from key centers in Metro Manila, which is particularly helpful to the women employees because it helps them perform their multiple roles.

## **1.2 Issues and Concerns**

### **1.2.1 Lack of a women's vote**

Voting is the most common mechanism for participation in the political process. Women continue to be a strong voting population. In all Philippine elections beginning 1947, more registered women than men have voted, except in the 1949 elections when only 68.26 percent of registered women voted as against 70.58 percent of the men. In the 1984 elections, 90.15 percent of the women voted compared to 88.74 percent of the men. In the 1986 "snap" elections, 78.06 percent of the men and 79.55 percent of the women voted.

**Figure 23.1**  
Voter's Turn-out Rate by Sex (1946-1992)



The same trend was seen after 1986 following the toppling of the Marcos dictatorship -- 85.22 percent and 85.97 percent of registered male and female voters, respectively, went to the polls in 1987 while in 1988, the figures were 78.66 percent and 79.15 percent, respectively. In the synchronized elections of 1992, women voters increased their participation edge with a turnout of 79.97 percent as against the men's 74.96 percent.

From the 1947 to the 1992 elections, average voter turnout was 78.57 percent for the men and 79.31 percent for the women.

The figures show a determination among the women to exercise their voting rights. Unfortunately, however, this has not translated into a women's vote (defined as a united vote for electoral candidates, female or male, whom women believe will take up the cause for women).

### 1.2.2 Low number of women occupying national/local elective positions

There has been no significant increase in the number of women running for elective office, much less those who actually win. The 24-member Senate never had more than four women members. In the House of Representatives, the highest proportion of female members was 10.6 percent during the Ninth Congress (1992-1995), with the women winning 21 of the 200 seats in the 1992 elections.

Among local legislators the women's percentages are only slightly higher. The 1992 elections resulted in women's membership in local councils as follows: 11 percent of provincial board members, 10.07 percent of city councils and 11.48 percent of municipal councils.

Women's participation as local chief executives was even lower -- three (5 percent) out of 60 city mayors, and 98 (6.35 percent) out of 1,542 municipal mayors. Of the total of 73 gubernatorial and vice-gubernatorial seats, five (7 percent) and six (8 percent), respectively, were won by women.

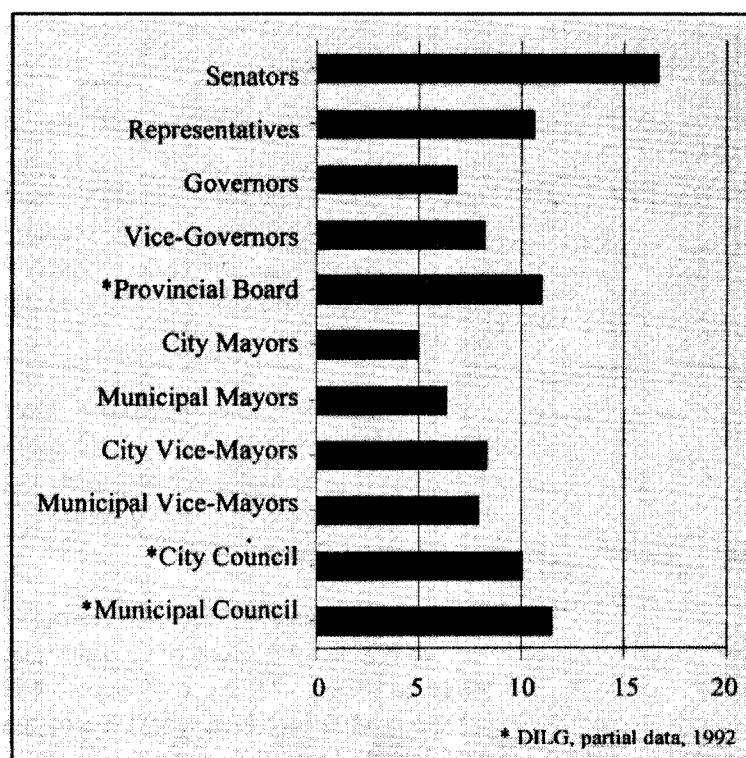
With few women occupying top legislative and executive posts, there is less likelihood of women/gender concerns being given attention, much less adequate support. Not all women are feminist or gender-sensitive, but the mere fact of their being women gives them at least a practical or firsthand knowledge of the unique needs of their gender.

### 1.2.3 Confinement of local women officials to traditional positions and tasks

It is at the barangay level that more women have run and won as councilors. However, they still usually get the traditional posts of secretary or treasurer.

Male bias is also found in the constitution of the political campaign machinery. Although women have figured prominently on the campaign trail as Osmena's Pearls, Blue Ladies, Cory's Crusaders or other such teams, it is

**Figure 23.2**  
Women in Elective Positions, 1992



the men who are the secretary generals, party spokespersons or major fund raisers of political parties. The women are normally members of the secretariat who are busy preparing and serving the food and drinks. Usually they are wives, daughters or relatives of the candidates whose commitment to party objectives is largely dependent on such personal relationships.

#### **1.2.4 Need to encourage women voters to support candidates with clear political agenda for gender and development**

Women voters do not necessarily support women candidates. In 1987, a group of politically minded women formed the *Kababaihan para sa Inang Bayan* (KAIBA), the women's political party. It drafted one candidate for the Senate and one for the House of Representatives, but only the latter won.

Women voters need to be educated on how to determine which political party or candidates to support, based on the party's or candidate's espousal of a clear political agenda for gender and development. Also, they have to be trained to discriminate between candidates who are sincerely working for women's concerns and upliftment and from those who just want votes.

#### **1.2.5 Low level of participation of women in decision-making positions in government**

Even the term of a woman president did not do much to change women's largely token participation in decision-making. Women are found in government service as administrators and service providers, yet in the top level bureaucracy their number is disproportionately low relative to the men. At the highest level where actual policy-making takes place, women's share is only 28.84 percent (CSC, 1991).

Among appointive officials, the present Cabinet has only one woman member out of a total of 20. She heads the Department of Social Welfare and Development, which traditionally has always been headed by a woman. Other cabinet offices which at one time (after 1986) had a woman at the helm are the National Economic and Development Authority (NEDA), the Department of Labor and Employment (DOLE) and the Department of Education, Culture and Sports (DECS).

It is important to note, on the other hand, that although women are still a minority in the Cabinet, they hold high-ranking positions in some government agencies. In the CSC, for instance, two out of three commissioners including the chair are women. Nevertheless, the situation in these agencies are the exceptions to the rule.

On the whole, women outnumber men in the bureaucracy. However, it is only at the second level (professional/technical) that they are predominant at 59.16 percent. At the first level, women are slightly outnumbered at 41.9 percent and at the third level, the highest, they form only 28.84 percent of the workforce.

**Table 23.1**  
Proportion of Women in the Bureaucracy (1980-1991)

Level of Position	1980	1991
First Level	35%	41.95%
Second Level	63%	59.16%
Third Level	26%	28.84%

Considering that there are more women at the second level, which feeds into the third level, it is evident that they have less chances to advance than men. This explains why women do not have the opportunity to actively participate in policy-making.

CSC statistics on public school teachers and state university professors reveal that majority of teachers in the Philippines, especially at the lower levels, are women.

Statistics also show that in career and non-career positions by region, women's participation is higher than that of the men (51.47 percent as against 47.53 percent). By region, women have the highest participation in Region VI (Western Visayas) at 61.10 percent followed by Region VIII (Eastern Visayas) at 60.41 percent, and Region XI (Eastern Mindanao) at 59.11 percent. The National Capital Region has only 52.52 percent women, surprisingly even slightly lower than Region IX (Western Mindanao) at 52.76 percent.

**Table 23.2**  
Government Personnel (Career and Non-Career) by Region, 1991

Region	Male	%	Female	%	Total
Philippines	673,130	47.53	713,653	51.47	1,386,783
NCR	190,698	47.48	210,917	52.52	401,615
CAR	15,559	52.93	13,835	47.07	29,394
I	29,137	52.87	25,957	47.13	55,104
II	25,060	57.88	18,232	42.12	43,292
III	45,892	50.03	45,819	49.07	91,711
IV	36,381	58.24	26,085	41.76	62,466
V	28,572	40.73	41,571	59.27	70,143
VI	33,848	38.90	53,154	61.10	87,002
VII	45,568	48.44	48,500	51.56	94,068
VIII	40,054	39.59	61,097	60.41	101,151
IX	38,249	47.24	42,710	52.76	80,959
X	82,617	58.95	57,508	41.05	140,125
XI	30,583	40.89	44,196	59.11	74,779
XII	30,912	56.23	24,062	43.77	54,974

### **1.2.6 Socio-cultural, economic and other structural factors affecting women's participation in electoral politics and governance**

#### *1.2.6.1 Electoral politics is regarded as dirty and basically for men only*

The patriarchal notion persists that electoral politics is dirty and basically for men only. Philippine election is characterized by violence and terrorism where candidates use "gold, guns and goons" to win. Politicians are also deemed to be prone to graft and corruption. Women who have traditionally been considered weak, emotional, incapable of rationality and decisiveness and dependent on men are therefore better off not involving themselves in politics. When a woman ran for the presidency, sexist propaganda like "a woman's place is in the bedroom" came out during the election campaign.

#### *1.2.6.2 Women who run/elected for office are mostly the wives/widows or immediate relatives of politicians*

A study of women legislators showed that many women who run for Congressional positions are second generation politicians. They are either wives, sisters, daughters or immediate relatives of male politicians. Politics is a family tradition, and they run on the strength of the family name and influence. As with male politicians, female politicians belong to the socio-economic elite. This makes it very difficult for cause-oriented women to fight and run for office.

#### *1.2.6.3 Lack of political education for women*

Women are systematically deprived of the opportunity to occupy high level decision-making positions because of misconceptions regarding the world of politics and the bureaucracy. To increase women's participation in electoral politics and in government, the cultural biases which relegate them to positions in the background have to be discarded.

This entails a fundamental change starting with a reorientation regarding gender from as early as the primary grades, to career guidance and actual exposure to or involvement in political processes and activities. Affirmative action should be taken in the form of mandatory inclusion of women in the training and apprenticeship programs of political organizations, and the appointment of qualified women to third level positions.

#### *1.2.6.4 Multiple burden*

Politics is a public activity. Women expected of them by society, are largely restricted to the private sphere -- they stay at home, take care of the family, do housework. These activities not only take up much of their time but also drain their energy and dull any interest to learn or be involved in political affairs.

In the bureaucracy, women are forced to forego the opportunity to be trained for a higher position because it will entail more time and effort which will be taken away from their family responsibilities.

### *1.2.6.5 Discrimination against women employees*

Studies have shown that women in the bureaucracy are generally better qualified in terms of education and years of experience in the agency than men holding the same position. Also, most women who make it to the top of the government hierarchy have higher socio-economic standing than those who do not. These imply that more are expected of women before they can rise to the higher bureaucratic levels.

Statistics suggest that there are factors beyond professional qualifications which come into play in the matter of promotion in the civil service. These are largely cultural, such as unconscious prejudice against women because of perceived disadvantages they will bring to their position, e.g., work disruption when they go on maternity leave or have to be absent to care for a sick child. While there are no discriminatory laws, in practice men are given preference.

### **1.2.7 Lack of gender-specific data**

Women's participation in politics and governance are inadequately measured because data is not gender-specific. Sufficient data still has to be generated to show, for instance, the extent of women's involvement in political activities at the different levels particularly at the local or barangay level, or their participation in the first, second and third levels of the bureaucracy.

## **2. GOALS AND OBJECTIVES**

This sector shall be directed towards providing greater political empowerment for women by ensuring their meaningful participation in the electoral process and government administration.

For the Plan period, the sector shall address the following objectives:

- (a) To increase the quantitative and qualitative participation of women in political offices and in positions of public policy and decision-making.
- (b) To provide women the necessary support system including skills training, infrastructure and advocacy on their managerial/decision-making roles.
- (c) To increase women's active involvement and participation in political parties and politically-oriented NGOs.
- (d) To develop affirmative action for women, thereby increasing women's participation in policy-making positions in the bureaucracy.
- (e) To integrate positive role concepts about women in government training programs.
- (f) To create awareness and appreciation of the issues, problems and concerns confronting women in politics and governance.



- (g) To develop a comprehensive gender-specific database system on politics and governance.

### **3. POLICIES AND STRATEGIES**

To increase women's participation in politics and government, there is a need to adopt a mix of approaches and strategies focusing on these areas: political/legal education for women from the grassroots to the upper echelons of government; concerted efforts to increase the number of women in policy-making and decision-making positions; massive gender sensitivity training for people in government; and consciously designed social services for women in the workplace.

- (a) Conduct intensive advocacy and information campaigns on the issue of women in politics and governance and women's concerns.
- (b) Include in programs of government and trade unions mechanisms for women's career advancement, legal rights education, and information on available resources and services.
- (c) Re-orient education and training towards gender equality and away from traditional views that confine women to the domestic sphere.
- (d) Increase awareness on the need for women to share equally with men political decision-making at all levels.
- (e) Promote the participation of women and men in public life on the basis of parity and encourage women to exercise their political rights.
- (f) Advertise in tri-media the active participation and achievements of women in politics and governance.
- (g) Implement the Local Government Code's provision on the representation of women in provincial/city/municipal councils.
- (h) Institute measures to equalize the opportunities for women to be candidates for decision-making positions in government and ensure equal participation of women at all levels of government.
- (i) Provide administrative mechanisms to empower women for development e.g., setting a quota for women in all government training programs to develop management expertise.
- (g) Set a policy for the regular collection of gender-specific data.
- (h) Provide equal access to the ranks of political parties and other organizations.

- (i) Organize unions and increase their awareness of women's issues and ensure that women are involved in the policy-making process.
- (j) Provide social services and design facilities for women in the workplace.

#### 4. PROGRAMS AND PROJECTS

To enable the Plan to concretize its goals and objectives, the following programs and projects are recommended:

- (a) Revision of political structures and mechanisms to ensure women's participation at all levels.
- (b) Revision of recruitment and selection procedures of political parties to include selection of more women candidates especially for higher positions.
- (c) Revision of the selection and promotion procedures for government service officers to make the procedures more gender-responsive.
- (d) Conduct of gender sensitivity training for government workers (national/local) and elected women officials.
- (e) Diversified skills training in leadership, assertiveness, management and decision-making for potential women candidates (GOs and NGOs).
- (f) Establishment of day care centers in government offices.
- (g) Institutionalization of flexi-time in all government agencies.
- (h) Training programs, including incentives and counselling services, to improve women's managerial skills as employees or as self-employed, to aid women who are re-entering the labor force, and to recruit women for high growth, non-traditional and traditional sectors.
- (i) Development and implementation of affirmative action programs for women in government.
- (j) Regular collection of and reporting on gender-specific data by all government agencies.
- (k) Funding for projects on women's political rights and duties.
- (l) Revision of elementary and high school textbooks to include gender-fair messages. Addition of modules on political education to social science textbooks.

- (m) Development of modules on political/legal education covering the Family Code, Civil Code and women-oriented legislations for peasant women.
- (n) Feature in print and broadcast media the achievements of women in politics and government. Providing gender-sensitivity training to media writers/broadcasters to show gender equality in the presentation of political news and features.
- (o) Assumption by women of positions vacated by women.
- (p) Establishment of a Commission, Board or Office of Women's Concerns in each province and city.
- (q) Monitor implementation of policies for women by GAD focal points in all government agencies including the Commission on Elections and Congress.
- (r) Shortlisting of technically competent gender-sensitive women as prospective appointees to decision-making positions.
- (s) Creation of a pool of women and gender-sensitive men who may be considered for nomination as candidates for elective positions.
- (t) Development of sex-differentiated inventory of public appointments.
- (u) Publication and dissemination of primers for political education for grassroots women.

## **DEVELOPMENT ADMINISTRATION SECTOR**

This chapter deals with ensuring effective, efficient and consistent implementation of the PPGD. It discusses the policies and strategies that will be pursued to attain the objectives set for plan implementation. The chapter addresses the need to: (1) integrate WID/GAD concerns into the national and subnational planning processes; (2) institutionalize mobilization of resources for WID/GAD activities; (3) develop and strengthen database and systems to support WID/GAD advocacy, planning, monitoring and evaluation; (4) institute a strong advocacy program on the GAD approach in planning, budgeting, implementation, monitoring and evaluation; and (5) strengthen structures and mechanisms for effective implementation of WID/GAD policies and programs.

## PLAN IMPLEMENTATION

### 1. OVERVIEW

The integration of women and gender concerns into the development mainstream has been pursued vigorously in the last five years. Both government (GO) and non-government organizations (NGOs) have adopted various strategies and methodologies to achieve the goals set forth in the Philippine Development Plan for Women (PDPW), 1989-1992. The Plan's adoption put in place various policies and institutional reforms geared toward empowering women to take part in and benefit from the development process. At the same time, the capability of policymakers, program planners and implementors to pursue gender concerns was strengthened.

Among the more visible mechanisms that have been instituted to push forward women and gender concerns in development are: the establishment of women/gender and development (WID/GAD) focal points in key government agencies, establishment of NGO women's desks, formation of the GO-NGO Women's Network, the enactment of Republic Act 7192, and the formulation of key guidelines to ensure the formulation and implementation of gender-responsive programs and projects.

#### 1.1 Policy and Institutional Developments

##### 1.1.1 Legislative and Executive Policy Measures

Government's commitment to making gender concerns integral to development was affirmed by the passage of RA 7192 or the Women in Development and Nation-Building Act, and RA 7160 or the Local Government Code.

RA 7192 provides for: a) the allocation of a substantial portion of official development assistance (ODA) to Women in Development (WID) programs/projects/activities; b) the review/revision of all government regulations, circulars, issuances and procedures to remove gender bias; c) the active participation of women and women's organizations in development programs; d) giving priority to rural-based development activities in order to meet rural women's needs; and e) ensuring the equal right of women and men to enter into contracts, become members in clubs, gain admission to military schools and, as a spouse who does household work full-time, get insurance coverage under PAG-IBIG, Government Service Insurance System (GSIS) or Social Security System (SSS).



Consequently, guidelines and rules/regulations to implement RA 7192 were adopted. Systems to monitor, assess and get feedback on agency compliance were also instituted. NGOs such as Women in Nation Building (WIN), the National Council of Women of the Philippines (NCWP) and the Sentro ng Alternatibong Lingap Panlegal (SALIGAN) produced and disseminated information materials to popularize the law's provisions.

RA 7160 provides for women's representation in local policy-making through representation in provincial and municipal development councils. To expedite women's election to the councils, the National Accreditation Committees of Women's Organizations (NACWO) adopted a system of accrediting women NGOs nationwide.

### **1.1.2 Influencing Mainstream Development Planning**

Recognizing that the Medium Term Philippine Development Plan (MTPDP) is the basic framework within which government agencies design their work plans, the National Commission on the Role of Filipino Women (NCRFW) was given representation in each of the three Technical Subcommittees for development planning on the national level. As a result, the MTPDP, 1993-1998, contains more focused gender and development (GAD) policy statements particularly in the chapters on Human Development, Agri-Industrial Development and Development Administration. This in turn led to the inclusion of a number of gender-responsive activities in the agencies' Priority Subsector Activities which put into operation the policy statements of the MTPDP and the Regional Development Plans (RDPs).

Moreover, to provide the necessary tools for implementing RA 7192, a technical working group composed of National Economic and Development Authority (NEDA) and NCRFW technical staffs formulated a generic Guidelines for Developing and Implementing Gender-Responsive Programs and Projects. The guidelines aim to: a) integrate the gender perspective into all aspects of the project development cycle, from identification to post-project evaluation, and b) ensure the implementation of gender-responsive development programs and projects of government.

### **1.1.3 Resource Mobilization**

The government adopted policy measures to provide the necessary financial support to WID/GAD initiatives. Executive Order 348 (Approving and Adopting the Philippine Development Plan for Women) directed all government agencies to make budgetary allocations for programs and projects necessary to operationalize the PDPW. In 1994, more decisive steps were taken to mobilize resources for GAD activities in general and for the implementation of RA 7192 in particular. An initial step to institutionalization was the insertion in the 1995 General Appropriations Act of a provision (Section 27) directing agencies to set aside an amount from their 1995 appropriations for projects that address gender issues. Presidential Directives were likewise issued, instructing the incorporation of GAD funding requirements into the annual budgets with

focus on activities relating to GAD training and database management. A Joint Memorandum Circular of NCRFW-Department of Budget and Management (DBM) and NEDA outlined the guidelines for integrating GAD in agency plans and budgets. The National Budget Call for fiscal year 1996 (National Budget Memorandum No. 67) also identified WID as a priority concern of the administration toward which government agencies should direct their financial resources.

Recognizing that initially, the financial requirements for WID/GAD projects are beyond what can be feasibly funded from domestic sources, government with the help of NGOs formulated a Country Program for Women (CPW) in 1990. The CPW was a package of programs and projects with a set of priorities addressing the concerns named in the PDPW. Of the CPW projects picked up by donors, majority were in the areas of capability-building and training, and pilot-testing of mechanisms and processes for integrating women/gender concerns into the development process.

Furthermore, in pursuance of the commitment put forward by RA 7192 on the allocation of ODA for WID/GAD programs, the government advocated with the international donor community for assistance to GAD initiatives. Increasing global concern for WID/GAD is seen not only in the visibility of gender issues in donor agencies' documents but also in the increasing number of WID-specific and WID-integrated projects funded by said agencies. As of 1994, donor agencies have started to integrate gender issues into country assistance strategies. Agencies which consciously support such projects and activities include the United Nations (UN) agencies, the Canadian International Development Agency (CIDA), the Australian International Development Assistance Bureau (AIDAB), the Asian Development Bank (ADB), the European Economic Community (EEC), the Federal Republic of Germany Kreditanstalt fur Wiederaufbau (FRG-KFW), the Germany Agency for Technical Cooperation (GTZ), the Japan International Cooperation Agency (JICA), and the United States Agency for International Development (USAID).

#### **1.1.4 Establishment of Institutional Mechanisms**

The adoption of the PDPW required the immediate creation of structures within government agencies to initiate and oversee the Plan's implementation. In response to E.O. 348, the establishment of WID/GAD Focal Points (FPs) was accelerated. Most government departments now have these FPs and, on their own or with NCRFW assistance, came up with ways to mainstream WID/GAD concerns in their respective systems of procedures, guidelines, policies and programs covering both their agencies' clientele and internal staff. Models of inter-agency FPs at the regional and local government levels were also pilot-tested in selected geographical areas.

Sectoral inter-agency mechanisms were also established, basically to coordinate initiatives directed toward common sectoral goals. The creation of these organizations -- the Women Advancing Government Action for Shelter (WAGAS), the Women in Science and Technology Development Foundation

(WSTDF) and the Agrarian Reform Ladies Association (DARLA), among others -- contributed significantly to the advancement of WID/GAD initiatives in their respective agencies.

Another important structure is the Women GO-NGO Network, composed of some 500 women NGOs and key members of GO Focal Points committed to coming together annually to firm up collaborative efforts toward promoting women's cause and agenda for development. Sectoral GO-NGO Clusters were formed to advance specific WID/GAD concerns. To a large extent, the Network became an avenue for information-sharing and appreciating one another's contribution to the advancement of Filipino women and to development.

The spirit of cooperation fostered by the Network paved the way for NGOs to respond favorably to the PDPW and to promote its vision and goals in their respective work and programs.

NGO participation in providing direction for WID/GAD efforts was further institutionalized in 1992 with the historical appointment of non-government representatives to majority seats in the NCRFW Governing Board. Redefining the composition, powers and functions of the Commission, Executive Order No. 208 issued on October 16, 1994, directed that the NCRFW Board be composed of an equal number of GO and NGO representatives. The basic functions of the Commission are: a) to institute gender-responsiveness in national development plans and coordinate the preparation, assessment, and updating of the national plan for women; and b) to undertake continuing advocacy to promote women's economic, social and political empowerment, and to provide technical assistance in the setting up and strengthening of mechanisms for gender mainstreaming.

## **1.2 Program/Project Developments**

### **1.2.1 Pilot Implementation of PDPW Processes and Mechanisms**

To fully implement the provisions of the PDPW, a project entitled "Pilot Testing of GAD Processes and Mechanisms for PDPW Implementation" was undertaken. The project studied two processes by which GAD integration efforts may seep down to the subnational levels. One process being pilot tested is through the line agency system using the structures and mechanisms of the Department of Agriculture (DA), another is through regional administrative system, with Regions I (Ilocos Region), VIII (Eastern Visayas) and X (Northern Mindanao) as pilot regions. The project has so far accomplished the following: a) review of regional development plans, key policies and programs to determine the extent by which gender concerns are integrated; b) assessment of the impact of GAD initiatives since 1989; c) setting up of regional focal points for GAD; d) creation of GAD Trainers Pool in the DA and in Region VIII; e) formulation of guidelines towards integrating GAD in regional and subregional development processes; f) formulation of gender-responsive training modules adaptable to the regions, and g) holding of GAD briefings and training for top officials, project implementors, and prospective GAD advocates in the three regions and in DA.



On the part of the NGOs, the NCWP which has made the PDPW a centerpiece thrust, created within its structure, regional mechanisms by which the PDPW could be implemented down to the grassroots. It also produced a Handy Guide Series (HGS) prepared by grassroots women for the use of community leaders and workers. The HGS covers 53 training topics anchored on the PDPW which assures collaboration between GOs and NGOs. Using the HGS, the NCWP conducted trainers' training for its members who will form Women in Development Action Teams to implement the PDPW in the localities. Another effort was that of the Katipunan ng Bagong Pilipina (KABAPA) which helped in the popularization of the PDPW by translating the PDPW framework, introduction and highlights into Filipino.

### **1.2.2 Advocacy and Capability Building**

To promote institutional commitments and capabilities for PDPW implementation, gender sensitivity training and seminars were conducted by the NCRFW for government officials and decision-makers. Government trainers were trained to conduct gender-sensitivity and gender planning seminar-workshops, and to incorporate GAD concepts in regular agency training programs. Special courses and briefing modules were likewise developed and implemented for decision-makers, both in the executive and legislative branches of government. Production, publication and dissemination of training and advocacy materials were also effected.

Two strategies were adopted to institutionalize gender training in government. One is the development of gender-sensitive training modules, the other is influencing key training institutions/networks to devise and design their own GAD training programs and/or to integrate GAD concerns into their existing training programs. A major output was the development and pretesting of the training modules on gender responsiveness for Agriculture, Forestry and Natural Resources, to be utilized by policy makers, program planners, and implementors in the sector. Other sectors have begun to develop similar training modules.

Networking activities set for major training institutions were likewise initiated. Study sessions and trainers' training were conducted for the faculty and staff of the Development Academy of the Philippines (DAP). GAD training for the International Training Network (ITN) and its attached agencies were likewise conducted. Initial networking activities with the Local Government Support Program have resulted in GAD training for Iloilo and Cebu provincial government officials and development managers.

To advance the concept and methodologies of gender and development, pools of GAD trainers were organized in various sectors and in key pilot areas. Pool members come from various disciplines and from both government and private offices and institutions. Aside from being resource persons and facilitators in gender sensitivity training/orientation seminars, trainers were also contracted to develop GAD training modules. Such trainers' pools have been organized in Metro Manila, Tacloban City, Cebu City, Cagayan de Oro City and San Fernando, La Union.

Alongside the capability-building for government is continuing public advocacy. Presidential Proclamations 224 and 227, together with RA 6949, directed the national celebration of Women's Day every March 8 and Women's Month every March. These celebrations are venues for massive awareness-raising on the PDPW and on the broader concerns of women/gender and development.

Advocacy on women's issues has increased, either through project initiatives or as responses to current "hot" issues. Various information, education and communication media were mobilized and utilized to get response to such concerns as sexual harassment, rape and other forms of violence aimed at women, as well as peace and environment issues. The role of women's groups and other NGOs was significant in that they emphasized the importance of public awareness on at least the more readily evident gender concerns. NGOs have also pushed for pro-active measures to address the root causes of interventions that have contributed to women's disadvantaged status.

Recognizing that government has to set the model for protecting its own employees from unfair work practices and advocating for equality of opportunities, the Civil Service Commission (CSC) established the CSC-EQUADS or Equality Advocates. The EQUADS were set up in the regional offices of CSC to look into cases of discrimination on account of gender, ethnic, religious or political affiliation in the government. The CSC also provided guidelines for the establishment of mechanisms in every government office so that issues attendant to sexual harassment in the bureaucracy can be checked, prevented and controlled.

### **1.2.3 Development of a Gender-Responsive Database System**

Upon approval of the PDPW, various programs were implemented aimed at the development of a gender-responsive database system. Efforts were made to obtain/generate sex-disaggregated data that would support planning and target-setting activities for the improvement of the status of women and men.

Foremost of the activities undertaken was relative to influencing the formulation of the Philippine Statistical Development Plan which sets down the key statistical requirements to support, monitor and evaluate the implementation of the country's medium term plan.

Other key programs implemented by the NCRFW were: a) Strengthening of the NCRFW Clearinghouse and Information Center on Women; and b) Development of a Database System on Gender and Development. Through these programs, an assessment of available data including unprocessed/raw data was conducted. A list of sectoral indicators was prioritized for the reporting system and a user manual entitled "National Gender-Disaggregated Indicator System" was developed. These projects likewise strengthened the networking of concerned women/gender data users with the major data producing agencies.

At the subnational levels, efforts were directed at influencing the various Regional Statistical Coordinating Committees to come up with gender-

responsive statistical and indicator systems. Initially, activities were focused on ensuring that data generated by the various agencies would have the desired sex-disaggregation particularly in sectors where gender issues are evident.

Alongside these developments, the National Statistics Office (NSO) published a brochure entitled “Statistics on the Filipino Woman” in response to the need for an organized set of information that depicts the situation of Filipino women in today’s society.

### **1.3 Issues and Challenges**

Even as gains were achieved during the previous planning period, obstacles for implementing WID/GAD policies and programs still exist. Given the present situation, the effective implementation of WID/GAD policies and programs depends on the extent to which WID/GAD concerns and processes are integrated and harmonized in the regular activities of the different government and non-government agencies. Specifically, WID/GAD concerns still need to be fully integrated into the national and sub-national planning processes. Likewise, definite funding sources for WID/GAD activities and the institutionalization of national and subnational budget provision for WID/GAD programs and projects still need to be ensured. Said institutionalization will greatly reduce dependence on external funding sources. In addition, the government is still faced with the challenge of establishing quantitative and qualitative measures to assess the impact and effectiveness of WID/GAD policies and programs.

#### **1.3.1 Weak Integration of WID/GAD Concerns into the National and Sub-National Planning Processes**

WID/GAD concerns have yet to become fully a part of mainstream planning processes. At the national level, sectoral integration of WID/GAD concerns still needs to be fully effected. Full integration of WID/GAD concerns among the different socio-economic sectors will ensure that WID/GAD concerns are mainstreamed in the whole development process rather than being confined largely to the social welfare sector.

Relatedly, in support of efforts to synchronize the national planning, programming and budgeting process, there is a need to formulate agency action plans that shall serve as the agencies’ commitments to the implementation of the Philippine Plan for Gender-Responsive Development (PPGD). The action plans should be incorporated with the respective agency implementation plans, which government line agencies and government-owned and controlled corporations are required to formulate and submit to NEDA for the implementation of the country’s Medium-Term Philippine Development Plan (MTPDP).

Sub-national level planning for gender-responsive development has not been fully addressed. The participation of local government units in providing more opportunities for women’s participation and in promoting gender and development still needs to be expanded to cover subregional areas. Coordination between the national and regional offices on WID/GAD

mainstreaming has not been undertaken systematically, resulting in untimely phasing of regional initiatives to national programs. Moreover, initiatives at the national level take a long time to reach the subnational levels due to the poor networking systems. Hence, to effect the necessary institutional changes needed to mainstream WID/GAD in subnational development processes, the commitment of local government executives would have to be sought and put into action.

### **1.3.2 Lack of Definite Funding Source for WID/GAD Activities**

A major constraint to the effective implementation of WID/GAD activities is the lack of a clear funding source. Initiatives for the mobilization of local and foreign financial resources to advance gender concerns have been largely disparate and done on a sectoral approach and on a project-to-project basis. There was no explicit provision in government fiscal policies for development expenditures addressing gender concerns until the passage of RA 7192. Even with this development, the preparation of agency budget requirements failed to incorporate explicit provisions for programs that would focus on developing and expanding WID/GAD institutional mechanisms.

Given the intended goals of the WID/GAD approach, the need to influence the government budgeting process remains a challenge. Although government provision of funds for WID/GAD activities is a breakthrough, there is a need to institutionalize this in the national budgeting process. Moreover, the local governments as well as the private sector have to do the same. A massive social mobilization and advocacy program on the payoffs of investing in GAD would have to be conducted to secure continuous financial and logistical support. Furthermore, a mechanism for monitoring the progress of resource allocation and distribution for WID/GAD activities needs to be established.

Institutionalizing budget provision for WID/GAD activities will greatly reduce dependence on external funding sources, such dependence being itself an obstacle to WID/GAD mainstreaming.

### **1.3.3 Inadequate Database and Systems to Support WID/GAD Advocacy, Planning, Monitoring and Evaluation**

The need to develop and strengthen a gender-responsive monitoring mechanism remains a foremost challenge. This requires the establishment of a database system that will support WID/GAD planning and advocacy at the national and local levels, and provide relevant inputs to track the impact of WID/GAD interventions on the status of both men and women. While considered milestones in the development of the Philippine statistical system, initiatives taken toward the institutionalization of a gender-responsive database system have to be refined further to make them more adaptable to the data needs of all socio-economic sectors.

Moreover, there is still a need to fully incorporate the gender perspective in the regular evaluation guidelines of the government. The

recently approved “Gender and Development Guidelines for Developing and Implementing Programs and Projects” needs to be translated into more specific guidelines for adaptation to the particular needs of each agency or instrumentality, government or private. Relatedly, the generation of sex-disaggregated data should be done extensively in all sectors whether or not there are evident women/gender issues. In addition, research is needed for the generation of new data that would fully reflect the situation and needs of both men and women. Gender-responsive project evaluation and monitoring forms have to be developed to determine the extent to which gender concerns have been mainstreamed. A system must also be set up to facilitate the processing and easy retrieval of gender-responsive information from data producers as part of regular monitoring.

Lastly, all socio-economic sectors must be fully involved in the development and institutionalization of this gender-responsive database system.

#### **1.3.4 Lack of Advocacy on the GAD Approach in Planning, Budgeting, Implementation, Monitoring and Evaluation**

Gender-responsiveness in development processes has been difficult to achieve mainly because of the lack of awareness and appreciation among planners and implementors of the advantages of such an approach to development. A strong advocacy program is urgently needed to sensitize all development actors, especially those at the helm of their agencies and organizations, to gender considerations. A priority component of said advocacy would be training programs tailored to the requirements of the different sectors and which can be adapted for use at the national to the local levels.

#### **1.3.5 Weak Structures and Mechanisms for Effective Implementation of WID/GAD Policies and Programs**

The primary catalyst for mainstreaming gender concerns is the National Commission on the Role of Filipino Women (NCRFW). To date, there has been no comprehensive assessment of what NCRFW has accomplished particularly in the areas of service integration and coordination. Considering the coordinative role and functions of NCRFW, its staff complement and annual budget are hardly sufficient to meet the continuously rising demand for its interventions.

Serving as mirror structures of NCRFW in the government agencies are the GAD Focal Points. The importance of having a functional focal point in facilitating the processes of WID/GAD mainstreaming and institutionalization has been recognized. However, focal points are beset with problems that impede their ability to meaningfully influence the work of their agencies on WID/GAD. The present arrangement of lodging the primary responsibilities for WID/GAD concerns solely on the agency focal points limits the extent to which WID/GAD mainstreaming can be institutionalized. WID/GAD reforms entail operational measures which require the participation of other units/bureaus/divisions but over which the focal point has no authority or control.

These measures specifically require adequate support systems in terms of funds, structures, mandate, staff, skills and top level sponsorship, among others. Consequently, the recommendations of the focal point mechanism would require formal acceptance and endorsement of Department Secretaries before they could be disseminated to concerned units/bureaus/divisions.

It should be stressed, on the other hand, that in making the whole development process gender-responsive, agency focal points should be regarded as interim measures. It is ideally envisioned that in the long run, WID/GAD concerns and approaches shall be fully integrated and mainstreamed in all agencies such that all instrumentalities of the government and private sector will eventually be gender-responsive. Continued dependence on the agency focal points defeats the purpose of WID/GAD mainstreaming and integration.

## **2. OBJECTIVES**

The primary objective of the chapter is to ensure the effective, efficient and consistent implementation of the PPGD 1995-2025. Specifically, it seeks to provide the framework for the following:

- (a) Mainstreaming of gender concerns through the institutionalization of gender-responsive development planning and program implementation at the national and sub-national levels;
- (b) Resource allocation and mobilization for gender/women-related activities;
- (c) Development and strengthening of a gender-responsive monitoring and evaluation system; and
- (d) Mobilization of all sectors at all levels to participate in bringing about a more gender-responsive approach to development.

## **3. POLICIES AND STRATEGIES**

### **3.1 General Policy Framework**

#### **3.1.1 Mainstreaming of Gender and Development as a Collective Responsibility**

Achieving gender and development goals demands collective vision, congruent values, coordinated action and sustained participation among the different sectors of society. Thus, the integration of gender concerns into mainstream programs and processes of development shall be a collective responsibility of the national government, local government units, legislative bodies, NGOs and the general public as well. Consistent with the mainstreaming strategy, various implementing measures shall, as much as possible, maximize the utilization of existing structures and mechanisms.

### **3.1.2 Fostering Greater GO-NGO/Private Sector Collaboration in GAD Efforts**

Government shall encourage the active involvement of the broad and diverse range of other institutional actors in the promotion and implementation of PPGD programs and projects. This includes academic and research institutions, professional associations, trade unions, cooperatives, local community groups, women's organizations, the media, cultural groups and financial and other for-profit organizations. Mechanisms for GO-NGO collaboration in mainstreaming GAD concerns shall be established and sustained. Such mechanisms shall be set up at all levels with emphasis on the local level wherein which most grassroots organizations can participate effectively. Among the important roles of NGOs are the dissemination of information on the PPGD, advocacy towards and participation in the formulation of sectoral or local level GAD action plans, influencing implementation of the PPGD and supplementing government action at the local level, monitoring the implementation of the PPGD and recommending improvements in its implementation.

## **3.2 Specific Policies and Strategies**

### **3.2.1 Systematization of Approaches to Integrating GAD Concerns into the National, Agency and LGU Planning and Development Processes**

#### *3.2.1.1 Formulation by each agency of an Action Plan on GAD Mainstreaming and Institutionalization, integration of the action plan into the agency implementation plan*

All national and regional government agencies and local government units shall systematize their GAD efforts by formulating an annual Action Plan on GAD Mainstreaming and institutionalization. The plan, complete with budgetary requirements, shall serve as the agency's commitment to the goals and targets of the PPGD. Guidelines for preparing the action plans shall be developed, and shall be synchronized with the current planning set up and processes of the agency.

The action plan shall then be integrated into the agency implementation plan which will go into the regional, and subsequently the national, development plan. There shall be close coordination between the GAD focal points and the offices responsible for preparing the implementation plans, to ensure the inclusion of explicit GAD interventions that can be carried out at the national, regional and subregional levels.

#### *3.2.1.2 Formulation of guidelines on GAD institutionalization in the planning, programming, budgeting and implementation processes*

Guidelines shall be developed that will provide the necessary directions on the mainstreaming of GAD concerns through the integration of these concerns into the planning, programming and budgeting processes. Existing guidelines and forms for planning, programming and budgeting shall be reviewed and revised as necessary to ensure that GAD concerns are fully addressed.

Sector-specific guidelines for developing and implementing gender-responsive programs and projects shall be formulated, for easier adaptation by each agency to its specific needs.

### *3.2.1.3 GAD strategic planning workshops/training*

The government shall promote the holding of strategic planning workshops on GAD in all national and local agencies. Guidelines, sourcebooks, primers and innovative training methods shall be developed for the purpose. GAD references and literatures, especially those that are based on local experiences, shall be widely disseminated. Experiences of agencies and institutions, both government and non-government, on GAD integration shall be continuously documented and disseminated to the public.

The government, through broad-based training on gender-responsive planning, shall develop competent gender-responsive planners who can eventually be trainers for the planners of various national and local agencies.

## **3.2.2 Creation and Strengthening of Organizational Mechanisms to catalyze GAD mainstreaming**

### *3.2.2.1 Periodic assessment of the National Commission on the Role of Filipino Women (NCRFW)*

Considering the important role of NCRFW as a catalyst in institutionalizing gender-responsive planning, implementation, monitoring and evaluation, a periodic assessment of its administrative and technical capability shall be undertaken to strengthen its leadership and advocacy roles. The assessment shall, among others, monitor NCRFW's needs and determine whether its present set up is adequate to meet the continuously rising demands for its intervention. Appropriate measures shall be formulated accordingly to improve the Commission's capability to catalyze GAD mainstreaming.

### *3.2.2.2 Establishment of GAD focal points at the regional and sub-regional levels*

GAD focal points shall be established in the regional offices to oversee mainstreaming efforts especially in relation to the planning, program implementation and budgeting processes at the regional level. The Focal Points shall also coordinate the formulation of their respective agencies' Regional Action Plan on GAD Mainstreaming and Institutionalization and its integration into their respective agency implementation plans. Similar action shall be taken at the subregional levels.

The Regional Development Councils (RDCs), as well as Local Development Councils (LDCs), shall serve as the coordinating mechanisms for monitoring the implementation of action plans of the regional and sub-regional offices of the different government agencies. As such, the status of the implementation of the action plans shall be regularly presented to the RDC/LDC.



To ensure maximum and effective coordination of GAD mainstreaming efforts, structural and functional linkages with oversight coordinative bodies, such as the RDCs and LDCs, shall be built and sustained.

### *3.2.2.3 Upgrading the technical capability of GAD focal points*

In order to effectively catalyze and implement measures for GAD integration, a sustained capability building program for focal points shall be conducted. This shall be done through skills training programs and provision of scholarships in women's studies. Relatedly, regular Focal Point Assemblies, networking and sectoral clustering shall be conducted for the upgrading of the Focal Points' technical competencies.

### *3.2.2.4 Transferring responsibility for GAD Mainstreaming from the focal point to the agency as a whole*

In view of the long term goal of fully integrating GAD concerns into the whole development process, the activities of the GAD focal points shall eventually be assumed by their respective agencies' Key Result Areas (KRAs). This will shift responsibility for GAD mainstreaming from the focal point to the central leadership of the agency as well as the entire office, an indication that institutionalization is taking place.

## **3.2.3 Advocacy and training to advance the GAD approach to Development**

### *3.2.3.1 Advocacy to Advance conceptual and operational knowledge of the GAD approach*

In order to address the lack of gender awareness of planners and implementors, a massive advocacy and social mobilization program shall be undertaken at the regional, provincial and city/municipal levels to urge government decision-makers to support mechanisms and undertake activities aimed at fully institutionalizing gender-responsive development. Information shall be provided specifically on the benefits of the GAD approach in each of the different sectors such as education, labor, health, agriculture, among others. Advocacy shall likewise be undertaken to bring about policy, legislative and budgetary reforms that shall ensure greater participation of women in economic, political and social processes.

### *3.2.3.2 Expansion of advocacy, social mobilization and information, education/communication (IEC) efforts for gender-responsive development*

In order to generate broad-based support from all sectors on GAD mainstreaming, a research framework for social mobilization shall be developed in collaboration with social development agencies/institutions including non-government and private, at the national, regional and subregional levels. The involvement of agencies capable of institutionalizing GAD training shall be tapped and maximized. Relatedly, a gender-responsive database system shall be fully developed to support advocacy activities.

### *3.2.3.3 Utilization of multimedia for GAD advocacy*

To generate full awareness on GAD, the use of multimedia (print, broadcast and t.v.) shall be maximized. Various efforts to mainstream GAD such as legislative action, issuance of circulars and launching of relevant programs and projects shall be disseminated through multimedia especially in the regional and sub-regional areas.

### *3.2.3.4 Continuing training in gender sensitivity and gender-responsive development planning, and trainers' training*

Training in gender sensitivity and gender-responsive development planning, trainers' training workshops and other related training courses shall be institutionalized. Critical agencies, both public and private, shall be asked and assisted to take part in such institutionalization.

### *3.2.3.5 Preparation of sector-specific training modules*

Since the different sectors have varying training needs, sector-specific training modules shall be developed based on each sector's characteristics and requirements. The participation of the different sectors in producing such modules shall be ensured.

### *3.2.3.6 Incorporation of GAD concerns into the training modules of training institutions*

The training modules of various training agencies shall be reviewed and reformulated to bring about the integration of GAD concerns into the course content, as well as to imbue the conduct of the training course with gender sensitivity. Existing GAD trainers' pools shall be utilized to provide assistance in the review and reformulation of training modules.

### *3.2.3.7 Promotion of GAD objectives through the educational and academic institutions*

Educational and academic institutions shall be tapped to promote awareness of gender and development issues especially among the youth. Development of training programs and materials for teachers and educators on GAD shall be pursued. Colleges and universities shall be encouraged to develop curricula and textbooks promoting GAD awareness as well as to hold gender sensitivity sessions and workshops.

## **3.2.4 Resource Mobilization for Gender and Development**

### *3.2.4.1 Institutionalization of mainstream budgeting for PPGD implementation at all levels*

Government agencies and LGUs shall ensure adequate budgetary allocation, personnel and other resources for the sustained implementation of the PPGD.

Aside from the tapping of ad hoc funding mechanisms, mainstream budgeting or the provision of funds from the regular budget shall be pursued, and budget proposals shall contain specific GAD programs/activities. Forms for the Work and Financial Plans shall be so structured as to enable agencies to identify target activities and the corresponding fund requirements. Budget preparation forms shall specify gender and development as among the criteria for determining budgetary priorities. A mechanism shall be established which will ensure that targeted activities and funds earmarked for WID/GAD are attained and that funds released are properly accounted for.

#### *3.2.4.2 Ensuring increased allocation of local and foreign financial resources towards mainstreaming gender concerns in development*

Funds to implement programs and projects that respond to gender concerns and issues shall be made available from the public and private sectors. Mechanisms and guidelines shall be developed so that allocations from local and foreign financial resources are directed towards programs/projects and activities that are gender-responsive or that support the integration of gender concerns into the development process.

Agencies shall endeavor to increase the allocation of funds received from foreign governments and multilateral agencies/organizations, for projects and activities that mainstream gender concerns in development. Continuing advocacy shall be made with international donor organizations for them to direct assistance to GAD programs and activities.

#### *3.2.4.3 Encouraging private sector investment in gender-responsive programs and projects*

The implementation of the PPGD calls for the mobilization of resources from varied sources. To do this, government shall put in place legal and administrative mechanisms that shall provide incentives to the private sector, including women's groups, and communities to generate resources for gender-responsive interventions. The fund-raising capacity of NGOs, particularly women's organizations, shall be enhanced and recognized as crucial to advancing the gender and development agenda.

### **3.2.5 Institutionalization/Strengthening of Database for Gender Advocacy, Planning and Monitoring**

#### *3.2.5.1 Institutionalization of the generation, processing and dissemination of sex-disaggregated data/information*

All agencies shall ensure that the data and statistics they produce for varying purposes shall be sex-disaggregated. Innovative measures towards ensuring the timely and adequate collection of such data shall be developed. Planning offices, management information system offices and concerned statistical bureaus of agencies shall be mobilized to identify and make available to the general public important sex-disaggregated data, especially the data

requirements for planning, programming, delivery of services and resource/budgetary allocation.

To fully institutionalize the collection, generation and processing of sex-disaggregated data, efforts to enhance the gender-responsiveness of the Philippine Statistical Development Plan (PSDP) shall be explored and implemented. Appropriate guidelines and mechanisms shall be developed and disseminated to ensure that sectoral plans and programs of the PSDP will address sectoral gender issues. Measures shall be undertaken to implement and effect gender-based statistical activities of concerned agencies at the national and subnational levels.

#### *3.2.5.2 Development and continuous refinement of a gender-responsive database and indicator system*

In coordination with the key data-producing agencies, the development and continuous refinement of a gender-responsive database and indicator system, which shall assist agencies in all phases of the development process from planning to monitoring and evaluation, shall be pursued. The results and output of present initiatives relative to the establishment of a gender-based indicator system shall be disseminated as widely as possible to ensure its replication in the other sectors or levels.

Planning and monitoring offices, as well as agency GAD focal points, shall continuously coordinate with their respective agencies' statistical arm and implementing bureaus/offices in coming up with the necessary data and information that will support the development and identification of gender-responsive planning and monitoring indicators.

#### *3.2.5.3 Mobilization of various sectors/agencies in the identification and development of gender-responsive indicators*

Mechanisms to influence agencies and institutions to recognize the advantages of developing and identifying gender-responsive indicators, which shall appropriately manifest the extent of gender issues in their respective sectoral concerns, shall be established. Appropriate technical assistance to identify indicators that shall address the various gender issues and concerns in all sectors at all levels shall be provided to concerned entities. Existing guidelines and memoranda that direct agencies to come up with gender-sensitive statistical mechanisms shall be disseminated to facilitate compliance and implementation.

### **3.2.6 Strengthening Mechanisms for Effective PPGD Monitoring and Evaluation**

The NCRFW shall be the national machinery and central authority responsible for coordinating, monitoring and evaluating PPGD implementation and updating at the national level. At the subnational levels, the RDCs and LDCs shall oversee the implementation, monitoring, coordination, evaluation and updating of the PPGD.

### *3.2.6.1 Continuous updating and assessment of the PPGD*

Regular updating of the PPGD shall be conducted in collaboration with the concerned sectors, GOs and NGOs. The PPGD updating shall allow for the pursuit of new policies, programs and projects that shall address gaps as well as emerging political and socio-economic developments. The updating shall enable the PPGD to further realign itself with the future restructuring and formulation of long and medium term development plans as constantly demanded by the legislature and future administrations.

Agencies shall be required to submit annual performance reports on the implementation of PPGD programs and projects. The agencies shall synchronize the submission of the performance reports with the schedule for reporting on RA 7192 and other reporting processes, such as the submission of agency accomplishment reports to the President.

In view of the need for continuous consultation among the concerned sectors on GAD mainstreaming and institutionalization, annual consultative workshops on the updating of the PPGD and other relevant efforts on GAD mainstreaming and institutionalization shall be conducted.

### *3.2.6.2 Utilization of existing coordination, monitoring and evaluation systems*

Existing coordinating, monitoring and evaluation systems shall be utilized, to the extent possible, for assessing the attainment of PPGD goals and targets. The use of existing mechanisms shall ensure that GAD concerns are appropriately mainstreamed and considered integral elements of the regular monitoring and evaluation process of the agencies.

### *3.2.6.3 Provision of guidelines for monitoring and evaluation*

Necessary guidelines that can readily be adapted by agencies shall be developed to effect well-coordinated monitoring and evaluation of the implementation of PPGD programs and projects. These guidelines shall be disseminated to all concerned national, regional and subregional agencies, both public and private, to determine whether the objectives of the PPGD programs and projects, and the PPGD as a whole, are being appropriately addressed. Essentially, the guidelines shall facilitate the generation of the following relevant information: a) the status of implementation of programs and projects included in the PPGD; b) the achievement of PPGD goals and specific sectoral objectives and targets; c) the extent to which policies and strategies are implemented; d) the impact of the various programs and projects on targeted beneficiaries; and e) the updated status of women and men in the country.

#### **4. PROGRAMS AND PROJECTS**

For the plan period, the following priority programs and projects shall be implemented to ensure the effective implementation of the PPGD.

- (a) Development of a Sourcebook for Conducting Strategic Planning Workshop on GAD in National Agencies and Local Government Units (LGUs)
- (b) Capability-Building Program for NCRFW and GAD Focal Points
- (c) Holding of Gender-Sensitivity Seminars/Workshops/Trainings for Policy/Decision-Makers (giving special priority to local government executives, legislators and staff, budget officers and planners and media practitioners)
- (d) Conduct of Seminars on the Payoffs of Investing in GAD
- (e) Development of Sector-Specific Training Modules (focusing on infrastructure, science and technology, trade and industry, housing and shelter, sustainable development/environment, among others)
- (f) Development of a Research Framework for Social Mobilization for Gender-Responsive Development
- (g) Institutionalization of a System to Monitor PPGD Implementation at the Local and National Level
- (h) Establishment of a Gender Indicator System in Specific Sectors (especially in sectors where gender issues are not clearly defined)
- (i) Pilot-Testing of Mechanisms for PPGD Monitoring and Evaluation
- (j) Integrating Gender Concerns into the Regional Project Monitoring Evaluation System (RPMES)

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# THE PPGD FORMULATION PROCESS

Similar to the PDPW, the PPGD was a result of extensive consultations between and among the line departments and NGOs with the assistance of women experts and consultants. Its framework was guided by the mandate of the National Commission on the Role of Filipino Women (NCRFW), RA 7192 or the Women in Development and Nation-Building Act particularly its Implementing Rules and Regulations, the 1987 Constitution, the Medium-Term Philippine Development Plan, UN Conventions and other treaties related to women, as well as a women-centered analysis of emerging and future global and national development trends.

The Plan's formulation was supported by:

- the various line departments and non-government organizations which provided the major required inputs;
- the NEDA, whose Focal Point and other technical staff including the Over-all Consultant, played a key role in steering the planning process to be as legitimate, participatory and representative as possible;
- the NEDA Regional Offices in CAR, Reg. 8 and Reg. 10 which facilitated the inclusion of sub-national perspectives in the Plan;
- the NEDA's Social Development Committee Technical Board and Cabinet Cluster C which reviewed the draft Plan and endorsed its approval by the Cabinet and the President; and
- the Canadian International Development Agency which provided financial assistance.

The actual drafting of the sectoral plans was a collective effort of the different sectoral working teams composed of representatives from line agencies as well as NGOs. As much as possible intra-agency consultations among bureaus and attached agencies were undertaken.

Briefly, the formulation process followed this flow:

## **First Planning Conference:**

A First Planning Conference was held on September 15, 1993 which finalized the Plan framework (form and content), defined the structure/organization of the

Plan formulation, and built a consensus on the planning process and schedule. This was attended by representatives from line departments, NEDA, NCRFW and sectoral experts from the GO, NGO and academe.

### **Second Planning Conference**

In November 5, 1993, a Second Planning Conference was held where the PDPW was assessed vis-a-vis developments and accomplishments. The issues/concerns per chapter were discussed and updated for inclusion in the PPGD; and the members of the Sectoral Working Teams were finalized. Representations in the conference came from the line departments, the NGOs and the academe.

### **Intra/inter- agency meetings/consultations**

For the period November 1993 to May 1994, series of intra and inter-agency meetings and consultations were conducted by the SWTs which generated inputs and developed the sectoral chapters of the Plan. During this time, the NCRFW, in consultation with NEDA was continuously extending technical assistance to the various SWTs and writers.

### **Workshop on the Basic Framework**

A workshop among SWT chairs and Special Concerns writers on the Basic Socio-Cultural, Economic, Political and Legal Framework chapter was held on April 12, 1994. This workshop ensured that the various sectoral chapters were aligned with the development framework of the PPGD and generated comments and inputs for the finalization of the chapter.

Before this, the NCRFW Secretariat undertook a review and integration workshop of the initial submissions of agencies on the Overview section of their respective chapters. Their output was used as input in further developing the Basic Framework chapter.

### **Consultations on Special Concerns**

Consultations for the chapters on Women and Migration, Prostitution, Violence Against Women, Women and Family, Indigenous Cultural Communities and Ancestral Domain, Peace, and Politics and Governance were conducted during the month of April 1994. Anchored by the Special Concerns writers and participated in by NGOs and GOs involved in these special concerns of women, the consultations generated comments and inputs for the finalization of these chapters.

### **Regional Consultations**

The series of regional consultations conducted in the following NEDA Regional Offices: Cordillera Administrative Region, Region VIII, and Region X, ensured that regional/sub-national concerns were reflected in the Plan. These consultations were made possible in coordination with the NEDA and were participated in by representatives of the different GOs and NGOs in the three regions.

### **Technical Reviews/Consolidation of Inputs/Comments**

The highlights of the draft sectoral chapters were reviewed by the MTPDP technical subcommittee chairpersons; NEDA technical staff and regional offices, NGO coalitions; and NCRFW. All comments/inputs from the review groups (including those from the regional consultations) were synthesized and integrated into the draft chapters in a technical review and consolidation workshop conducted on October 5-7, 1994 by the NCRFW secretariat.

### **Workshop to Plan the Macro-Context of the PPGD**

In a GAD forum conducted in December 1994, a group of GAD experts recognized the need to come up with a macro-framework that accounts for present reality, future prospects, and possible scenarios at the macro-level, including national and international contexts. After a series of roundtable discussions and small group meetings, the NCRFW and a group of GAD advocates developed the "Framing the Macro-context of the PPGD" which served as the macro-context of the Plan.

The draft framework was presented for validation and refinement during a workshop held on May 29, 1995. GAD experts from the GOs, NGOs, and academe were invited to give their reactions, comments and inputs.

### **Secretariat Review/Editing and Internal Consistency Checking**

The 24 chapters were revised by the respective SWTs/writers and were reviewed by the NCRFW secretariat for consolidation of inputs/comments from the various consultations, workshops and meetings. After the review, the plan was edited in terms of style/language and format. It was also reviewed by a technical consultant for internal consistency.

### **Endorsement from the Department Secretaries**

The Secretaries of the line departments involved in the formulation of the different chapters of the Plan formally pledged their support and commitment to implement the policies, programs and projects enumerated in their respective chapters through the submission of the Department's endorsement letters prior to the Public Consultation.

### **Public Consultation**

As a culminating activity of the drafting process, the final draft of the Plan was presented on July 19, 1995 to a national level public consultation among GOs, NGOs, and the academe.



**Presentation to/Approval by the Social Development Committee (Cabinet Level) and Cabinet Cluster C**

On August 1, 1995, the PPGD was presented to and approved by the members of the Joint Social Development Committee (Cabinet Level) and the Cabinet Cluster C. The activity was made possible with the endorsement of the Social Development Committee (Technical Level) which approved the Plan in an earlier presentation held July 27, 1995.

**Approval and Adoption of the PPGD**

The Philippine Plan for Gender-Responsive Development, 1995-2025 was approved and adopted through Executive Order #273, signed by the President on September 8, 1995.

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# **PLANNING CONFERENCES AND CONSULTATIONS WITH GOs AND NGOs**

## **I. NATIONAL LEVEL**

### **A. Planning Conferences**

**First Planning Conference** - Canadian International Development Agency (Sylvia B. Engracia); Civil Service Commission (Evalyn I. Fetalino); Department of Agriculture (Carolina Figueroa-Geron, Rodolfo M. Guieb); Department of Agrarian Reform (Marie Ann M. Pantua); Department of Energy (Ma. Lourdes G. Galsim); Department of Environment and Natural Resources (Llarina S. Mojica); Department of Health (Virginia G. Ala, Jovencia B. Quintong, Adelisa C. Ramos); Department of Education, Culture & Sports (Nora Quetulio, Zaida T. Azcueta, Lydia H. Orolfo); Department of Justice (Purita M. Deynata, Emma Lirio-Reyes); Department of Labor and Employment (Maribeth E. Casin, Cynthia B. Morada); Department of Science and Technology (Cynthia F. Abalos); Department of Social Welfare & Development (Cynthia B. Lagasca, Rebecca M. Noriega); Department of Public Works and Highways (Dolores M. Hipolito, Blesilda P. Palaganas); Department of Trade & Industry (Nida Natalie P. Garcia); Department of Tourism (Evelyn A. Macayayong); Gaston Z. Ortigas Peace Institute (Risa Baraquel); Home Insurance Guaranty Corporation (Myrna P. Ragasa); National Economic & Development Authority (Thelma Cruz, Ma. Piedad S. Geron, Metis F. Ilagan, Rorelita R. Maralit, Melissa C. Santiago, Cynthia A. Villena); National Commission for Culture and the Arts (Carmen D. Padilla, Ma. Mitos C. Serquina); National Commission on the Role of Filipino Women (Rica A. Brana-Alvis, Marlene B. Miranda, Rosanita Serrano, Veronica Jimenez, Imelda Abella, Eufrosina Orate-Dumlao, Juris Luna, Manuela Mallari-Silva); National Housing Authority (Rosita G. Leodones); National Home Mortgage and Finance Corporation (Luzviminda M. Pantaleon); National Statistical Coordination Board (Mila O. Dela Cruz, Carmelita N. Ericta); National Statistics Office (Nelia R. Marquez); Overseas Workers Welfare Administration (Carmelina F. Velasquez); Office of the Press Secretary (Melba B. Aligaen); Philippine National Police (Narciso Guevarra, Lilia D. Revil); Philippine Overseas Employment Administration (Rowena O. Galang); Philippine Social Science Council (Virginia A. Miralao); United Nations Fund for Women (Rosalinda T. Miranda); UP-Population Institute (Aurora E. Perez); UP-College of Social Work & Community Development (Rosalinda P. Ofreneo); SIKAP (Danny Consumido); Women's Crisis Center (Raquel E. Tiglao).



**Second Planning Conference** - Balikatan Sa Kaunlaran (Chit A. Sambile); Circulo de Abogadas (Zenaida P. Reyes); Department of Agriculture (Carolina V. Geron); Department of Energy (Ma. Lourdes G. Galsim); Department of Environment and Natural Resources (Llarina S. Mojica, Irma S. Paulme, Janet L. Reyes); Department of Finance (Lonelita M. Mortel); Department of Interior and Local Government (Melody C. Bautista); Department of Justice (Emma L. Reyes); Department of Labor and Employment (Maribeth Casin, Cynthia B. Morada); Department of Public Works and Highways (Dolores M. Hipolito); Department of Science and Technology (Cynthia F. Abalos); Department of Social Welfare and Development (Alicia R. Bala, Belinda C. Manahan); Department of Tourism (Laarni E. Jaraplasan); Department of Trade and Industry (Aurora Timbol, Ramon S. Santelices); Development Institute for Women in Asia-Pacific (Mercedes M. Alcantara, Mandy F. Mino, Wilhelmina Orozco); National Commission for Culture and the Arts (Rosalinda Y. Basas, Maureen R. Verzosa); National Economic and Development Authority (Thelma Cruz, Metis F. Ilagan, Melissa Santiago, Dennis V. Villarta); National Statistical Coordination Board (Lina V. Castro, Mila dela Cruz); Philippine Educational Theater Association (Maribel Legarda, Mae Quesada); Philippine Overseas Employment Administration (Myrna S. Guerrero); Pilipina Integrity for Nationalistic Advancement Inc. (Flory Soledad); Sentro ng Batas Pangtao (Marilyn C. Cepe); UP-College of Education (Mercedes P. Adorio, Brenda Schuffer); UP-Institute for Small-Scale Industries (Sonia P. Aquino); UP-Institute of Biology (Virginia S. Carino); UP-School of Urban-Rural Planning (Dolly Endriga); Women Advancing Government Action for Shelter (Rosita G. Leodones).

## **B. Workshops on the PPGD Framework**

**Workshop on the PPGD Macro Framework** - Bangko Sentral ng Pilipinas (Cayetano Paderanga); Canadian International Development Agency (Sylvia B. Engracia); Department of Agriculture (Carolina Figueroa-Geron, Nieva Natural); Department of Agrarian Reform (Susan E. Leones); Department of Environment and Natural Resources (Llarina S. Mojica); Department of Labor and Employment (Merle C. Cabaero); Department of Trade and Industry (Doris B. Esmundo); Institute of Philippine Culture (Czarina Saloma, Jeane Illo, Cora M. Bolong, Felicidad S. Corpus); National Economic and Development Authority (Metis F. Ilagan, Barbara E. Palacios); Pilipina (Remedios I. Rikken); Philippine Social Science Council (Virginia A. Miralao); UP-School of Economics (Solita M. Monsod); UP-College of Social Work and Community Development (Amaryllis T. Torres, Rosalinda P. Ofreneo); UP-Los Banos (Antonio P. Contreras).

**Workshop on Basic Socio-Cultural, Economic, Political and Legal Framework** - Bureau of Immigration (Ellen Ang); Department of Health (Adelisa C. Ramos); Department of Justice (Luz P. Paguio, Erlinda C. Nicolas); Department of Education Culture and Sports (Lydia H. Orolfo); National Bureau of Investigation (Sonia G. Tuico); National Economic

and Development Authority (Metis F. Ilagan); Philippine Daily Inquirer (Pennie Azarcon-Dela Cruz); UP-College of Public Administration (Proserpina D. Tapales, Ernita Joaquin); UP-College of Social Work and Community Development (Rosalinda P. Ofreneo); UP-Population Institute (Aurora E. Perez).

### **C. Sectoral Consultations**

**Labor and Employment** - Alliance of Concerned Teachers (Flora Arellano); Center for Women Resources (Judy Taguiwalo); Civil Service Commission (Delia Amihan, Beth L. Majomot); Demokratikong Kilusang Mambubukid sa Pilipinas (Monina Trinidad); Development Bank of the Philippines Employees Union (Jack Espiritu); Department of Trade and Industry (Aurora dela Rea); Employees Confederation of the Philippines (Vicente Leogardo Jr.); Federation of Free Workers (Beng Sta. Clara, Floro Oliveros, Ma. Teresa Punzalan); Home Mortgage Employees Association, Inc. (Geronimo Claros); International Labor Organization (Marit Stinue); Katipunan ng mga Bagong Pilipina (Liza Bacatan); Land Bank of the Philippines (Joey Flores); Land Bank of the Philippines Employees Association (David Naval); National Economic and Development Authority (Metis F. Ilagan); Pambansang Tagapag-Ugnay ng mga Manggagawa sa Bahay (Juliet Dela Tonga, Presentacion B. Castro); National Federation of Labor (Jurgette Honculada); National Union of Bank Employees (May D. Alicante); Pag-Ibig Fund Employees Association (Bien Banigued); Sectoral Representative-House of Representative (Ines Luciano); Public Sector Labor Integrated Center (Annie E. Geron, Lorna Ferrer); Social Security System (Carolina Basilio, Lolita Bernardino, Vicenta I. Garnica, Hilda Tanada); Trade Union Congress of the Philippines (Connie M. Angco, Carmen Solinap); Trade Union of the Philippines and Allied Services (Gemma D. Obana, Emily Valencia Noverina Roque, Emily Jalen, Nora Roque); UP - School of Labor and Industrial Relations (Nenita B. Fernando); Philippine Deposit Insurance Corporation Employees Association (Baldwin L. Sykimte); Women's Legal Bureau (Eleanor Conda); Government Service Insurance System Employees Union (Eufemia Ladines); Philippine Nurses Association (Leda Layo-Danao).

**Agrarian Reform** - Department of Agrarian Reform-Central Office (Romana Adina, Tomas A. Cabuenos, Irma I. Canlas, Melinda dela Cruz, Lucinda Dayao, Adeliza F. Gabalfin, Jacqueline Gaspar, Perla Gunzon, Susana E. Leones, Nelia Manahan, Tomasa Mina, Gerryza Montero, Lilia A. Nicolas, Mary Libertine C. Octaviano, Marie Ann M. Pantua, Elena Quezon, Ester Ramos, Ma. Teresa Rosales, Lirio C. Sala, Marietta M. Tiambeng, Thelma P. Vinoya); DAR-Region I (Eleuterio Bascon, Adela Vinoya); DAR-Region II (Urfindo Bacuyag, Cornelio Pilos); CAR (Dolores Bastian); DAR-Region III (Linda Hermogino, Teresita Francisco, Rodolfo Pangilinan); DAR-Region IV (Rene Colocar, Alejandro Fernandez); DAR-Region V (Julie Crisol, Minda Pineda-Lim); DAR-Region VI (Felicidad Banares, Ramona Gonzaga); DAR Region

VII (Araceli Adolfo, Antonietta Cinco, Girlita Comendador); DAR-Region VIII (Grace Anacta, Fe Malinao, Epifania Velarde); DAR-Region IX (Rogelio Flores, Floripes Lagutin); DAR-Region X (Virginia Cuyong, Gliceria Valencia); DAR-Region XI (Genaro Caparo, Teodula Daray, Elsie Tajon); DAR-Region XII (Roldan Ali, Maristela Oligario); Buklod ng Malayang Magbubukid (Rogelio B. Bentes); Katipunan ng Bagong Pilipina (Trinidad Domingo); Katipunan ng Maliliit na Magniniyog sa Pilipinas (Elson Azores); PILIPINA (Remedios I. Rikken); National Economic and Development Authority (Ma. Piedad Geron, Melissa Santiago); National Commission on the Role of Filipino Women (Socorro Maminta-Diaz, Ma. Asuncion A. Moral);

#### **D. Consultations on Special Concerns Chapters**

**Women and Media** - J. Walter Thompson (Janet Diyco); Jesuit Communications Foundation (Lettie Taberdo); Kapisanan ng Broadcasting sa Pilipinas (Nezi Ballecer); Office of the Press Secretary (June P. Verzosa); Land Bank of the Philippines (Ma. Amylyn de Quiros); Philippine Information Agency (Betty Lou Penera); Philippine Daily Inquirer (Perla Aragon-Choudhury); University of the Philippines - College of Mass Communication (Elena E. Pernia).

**Women and Migration** - Commission on Filipinos Overseas (Celinda Canlapan); Department of Foreign Affairs (Linglingay F. Lacanlale); KANLUNGAN (Aunis Estorace); Philippine Overseas Employment Administration (Nimfa D. De Guzman, Elizabeth Mancilla), UP-Center for Women's Studies (Thelma B. Kintanar).

**Women and Prostitution** - Circulo de Abogadas (Zenaida P. Reyes); Commission on Human Rights (Millet Salvador); Department of Foreign Affairs (Linglingay F. Lacanlale, Pedro O. Chan); Department of Health (Nenita L. Ortega); Department of Labor and Employment (Emiliana C. Anaya); Department of Tourism (Edess A. Obligacion); Department of Social Welfare and Development (Violeta A. Cruz); National Bureau of Investigation (Sonia G. Tuico); Office of Senator Tanada (Tess Marfil); Office of Senator Leticia Shahani (Miguela N. Quisias); Maria Elenita G. Perez; STOP Trafficking of Pilipinas Foundation, Inc. (Pochola Villanueva), Third World Movement Against Exploitation of Women (Sr. Ma. Soledad Perpnan); Women's Crisis Center (Wendy Beltran-Quesada); Women's Education, Development Productivity and Research Organization, Inc. (Cecilia Hoffman).

**Violence Against Women** - Commission on Human Rights (Ma. Victoria Repuyan-Banez); Department of Health (Unita Mari D. Etorma); Department of Justice (Henri JP. B. Inting, Ed Pacis); Department of Labor and Employment (Nitz Mose, Merle C. Sabio, Remia T. Tapisipan); Department of Trade and Industry (Ma. Liza N. Mara-an);

KALAKASAN (Dazzle K. Rivera); National Bureau of Investigation (Corazon A. Villas, Remedios E. Granada); National Housing Authority (Victoria Florian S. Lazaro); Office of Senator Nikki Coseteng (Alma S. Dela Rosa); Philippine National Police (John Castro); UP-Center for Integrative and Development Studies (Becky Gaddi); UP-Center for Women's Studies (Lelani Solis-Zamora); Women's Crisis Center (Rowena Beltran-Quesada, Betty Pena).

**Women and Family - ARUGAAN** (Ines Fernandes), Committee on Population & Family Relations-House of Representatives Carolina Cruz Sabio); Community & Family Services International (Erlinda Barracin); Department of Health (Virginia G. Ala, Unita Mari D. Etorma); Department of Interior & Local Government (Perla T. Sarmiento); Department of Justice (Henri JP. B. Inting, Ed Pacis); Department of Education, Culture and Sports (Lina T. Arevalo); Department of Social Welfare and Development (Ma. Alicia S. Bonoan, Tina Z. Solloso); Department of Trade and Industry (Liza N. Maraon); KABISIG (Yolanda N. Exconde); Benilda S. Escueta; National Council for the Welfare of Disabled Person (Delfina J. Baquir); National Housing Authority (Victoria Florian S. Lazaro); National Statistics Office (Nelia Marquez); Philippine National Police (John C. Castro); Presidential Council for Youth Affairs (Pilar S. Rigor).

**Women and Indigenous Cultural Communities and Ancestral Domain -** Commission on Human Rights (Ma. Nerissa Navarro); Department of Agrarian Reform (Banlie Fosgayon); Department of Environment and Natural Resources (Julita A. Mustapha); KABISIG (Yolanda Exconde); Office of Muslim Affairs (Zaida U. Santiago); UP-Center for Women's Studies (Ma. Esel D. Laxa).

**Women and Peace -** Ateneo de Manila (Lyn S. Garcia); Department of Interior and Local Government (Melody C. Bautista, Anna P. Urmeneta); Department of National Defense (Dinna Anna Lee L. Cartujano); Gazton Z. Ortigas Peace Institute (Teresita Q. Deles, Melody J. Asia); KAB-KAMAO (Eleonor P. Flores); National Economic and Development Authority (Metis F. Ilagan); Office of the Presidential Adviser on the Peace Process (Edmund Martinez); Philippine National Police (Lt. Celso L. Bael, Col. Honesto M. Llanto); PILIPINA (Beth Yang); Women's Education, Development, Productivity and Research Organization, Inc. (Celia Carlos).

**Women and Politics and Governance -** Association of Quezon City Lady Barangay Captains (Angelina A. Diaz); Civil Service Commission (Edith Cabingao); Commission on Elections (Joel Atanacio, Jean Tejada); Department of Interior and Local Government (Tess Dagumay); Department of Justice (C.M. Ragrario); House of Representatives (Gerry R. Manalo); Panlalawigang Komisyon Para sa Kababaihan (Remedios V. Porio); PILIPINA (Lilian Jimenez); Ugnayang Kababaihan ng Pilipinas (Daphne Roxas); UP-Center for Women's Studies (Carmencita T.

Aguilar); UP-College of Public Administration (Ernita Joaquin).

#### **E. Public Consultation on the Draft Plan**

**Institute of Philippine Culture** - Ateneo de Manila (Jeanne Francis Illo, Czarina A. Saloma); Department of Labor and Employment (Felina R. Clemente, Chit M. Estanislao); Commission on Human Rights (Michelle Divina, Greta B. Tarun); Cultural Center of the Philippines (Geraldine de Borja); Circulo de Abogadas (Zenaida P. Reyes); Center for Legislative Development (Socorro Reyes); Center for Overseas Workers (Sr. Tarcila Albano); Civil Service Commission (Nilda Diokno); UP-College of Social Work & Community Development (Evelina Pangalangan, Judy Taguiwalo, Delia Monares); Department of Agriculture (Carolina F. Geron, Nieva Natural); Department of Agrarian Reform (Lenie Tenorio, Jose A. Soliva); Department of Education, Culture and Sports (Fe H. Hidalgo); Department of Environment & Natural Resources (Luminada C. Pitol, Juliet U. Texon); Department of Finance (Eleonor dela Cruz); Department of Foreign Affairs (Nini Garcia, Minda Cruz, Evangeline Cayongcut); Department of Health (Ma. Virginia G. Ala); Department of Interior and Local Government (Nelda O. Leeh, Teresita A. Lobo); Development Institute for Women in Asia Pacific (Marie Arcenas); Department of Justice (Susan Dacanay); Department of Tourism (Elizabeth B. Aguila); Department of Science and Technology (Ma. Paraluman Tancioco); Department of Transportation and Communication (Elisa P. Duting, Rowena Quiogue); Department of Public Works and Highways (Dolores Hipolito); Department of Social Welfare and Development (Alicia R. Bala, Belinda C. Manahan); Department of Trade and Industry (Aurora dela Rea); Federation of Free Workers (T. Montejo); Kanlungan Foundation, Inc. (Merceditas Cruz); Kalinga Women Development Foundation (Cathy Cawilan, Dominica G. Santos); Mindanao State University (Yasmin Busrav Lao, Mindamera S. Macarambon); Movie and Television Review and Classification Board (Zoraida A. Tamano); National Commission for Culture & the Arts (Rosalinda Basas, Maureen Verzosa); National Economic and Development Authority (Metis F. Ilagan); National Commission on the Role of Filipino Women (Annie Serrano, Manuela M. Silva, Ermelita Valdeavilla); National Housing Authority (Rosita G. Leodones); National Union of Workers in Hotel Restaurant and Allied Industries (Beth F. Andal); National Youth Council (Mary Ann Sasis); Office of Northern Cultural Communities (Jeanette Manuel); Office of Muslim Affairs (Fe-Attik Adil); Philippine Information Agency (Betty Lou Penera, June P. Verzosa); Office of Senator Nikki Coseteng (Alma S. Dela Rosa); Office of Senator Raul Roco (Thelma Lim-Pablo); Office of Southern Cultural Communities (Ma. Concepcion B. Sakai); Overseas Workers Welfare Administration (Carl L. Velasquez); Presidential Commission for the Urban Poor (Mira Joson, Annie Nacianceno); Philippine Partnership for the Development of Human Resources in Rural Areas (Lyn-Lyn Matammu); Pilipina (Remedios I. Rikken); Philippine Overseas Employment Administration (Alda Alfaro, Hermie Mateo, Nimfa De

Guzman); Commission on Population (Dolores Mondragon); Search College, Laguna (Sergia C. Baldos); STOP Trafficking of Pilipinas Inc. (Pochola G. Villanueva); Technology and Livelihood Resource Center (Alelie Gonzales); Ugnayang Kababaihan ng Pilipinas (Daphne Roxas); University of the Philippines-Los Banos (Antonio P. Contreras); UP-School of Urban Rural Planning (Dolly A. Endriga); Women's Crisis Center (Raquel E. Tiglao); Women's Health Care Foundation (Gladys Malayang); Women's Health Philippines (Ana Maria R. Nemenzo).

## II. REGIONAL CONSULTATIONS

**CAR (Baguio City)** - Baguio Arts Guild (V.O. de Guia); Benguet State University (Juliet P. Bagano); City Planning Development Office (Nelli P. dela Cerna); Civil Service Commission (Evelyn A. Miranda); Cooperative Development Authority (Norwina C. Deleso); Cordillera Executive Board (Daisy Lee Pekas, Sheryl L. Daytec-Yangot); Commission on Human Rights (Marlene C. Palangdao, Rosario A. Aromin); Department of Agriculture (Marlyn C. Tejero); Department of Agrarian Reform (Adela D. Comila, Dolores B. Bastian); Department of Education, Culture and Sports (Elsie S. Padeo); Department of Environment and Natural Resources (Fely O. Tobias); Department of Interior and Local Government (Evelyn B. Trinidad); Department of Labor and Employment (Penny E. Gonnay); Department of Tourism (Erlinda R. Fines, Jaime Mumar); Department of Trade and Industry (Mimosa B. Regis); Department of Social Welfare and Development (Benilda M. Casem-De Guzman); Housing & Urban Development Coordinating Council (Michelle M. Inay); Jaime V. Ongpin Foundation Inc. (Lani N. Zulueta); Igorota Foundation (Beverly B. Anthony, Rebecca Luyk, Melinda Amadeo, Luzviminda B. Coop, Zenaida H. Pawid); National Economic and Development Authority (Sharon B. Africano, Aris D. Della, Maryruth Akilit, Gemma Bagano, David Bugnay, Butch Fernandez, Apollo Edwin S. Pagano, Virginia Anceno, Florida Faculo, Gemma A. Banag, Angie Lucas-Abrera, Juan B. Ngalob, Greg Taguiba, Rody P. Labarinto, Noela P. Zuniga); National Manpower and Youth Council (Marlyn G. Necesito); National Power Corporation (Susan C. Rodriguez); National Police Commission (Imelda G. Madrid); National Statistics Office (Jubeth P. Lopez); Overseas Workers Welfare Administration (Loreto B. Vergara); Philippine Commission on Urban Poor (Cecilia Barbara Loanzon-Reyes); Philippine Information Agency (Tina S. Sales); Provincial Planning Development Office-Abra (Salvador U. Astudillo); Provincial Planning Development Office-Benguet (Fidela A. Luis); Philippine National Police (Marjorie L. Patol, Loreta R. Claudio, Joey Llanoza); PILIPINA (Remedios I. Rikken, Elizabeth U. Yang) Plan International Baguio (Joan Marie M. Cortez); Population Commission (Ma. Aurora C. Quiray, Mei A. Cenezo); STIF (Melissa Malingan); UP-College Baguio (Athena Lydia Casambre, Narcisa Paredes-Carrilao, Ray D. Rosillor); UP-CEBU (Madridena de la Cerna); Women Workers Program (May Jane F. Olaes-Najarin).

**Region VIII (Tacloban)** - City State College (Editha C. Poculan); City Planning Development Office-Tacloban City (Nieva C. Macalalad); Department of Agrarian Reform (Epifania F. Velarde); Department of Budget and Management (Rebecca Brado); Department of Education, Culture and Sports (Erlinda C. Lamsin, Ursula C. Quibon, Filemon O. Tamayo); Department of Environment and Natural Resources (Fe M. Rosco); Department of Health (Rufino P. Soriano); Department of Science and Technology (Rosella L. Gopo); Department of Public Works and Highways (Joy Salino); Department of Social Welfare and Development (Yvonne S. Abonales); Leyte Development Staff (Fe M. Lebrero); Leyte State College (Edith C. Poculan); National Economic and Development Authority (Rafael C. Caintic, Virginia Mabute, Mary Fe Anibe, Antonio Bagaindol, Teresita L. Escoba, Grace Loazan, Elvira Edillo, Jose Mazo, Buenaventura Go-Soco, N.Q. Enage, Gemma S. Militante, Arturo C. Dayan, Diosdado M. Quito, Cesar A. Leguin, Jose B. Ramirez, Ma. Victoria Cuayson, Ma. Jo G. Vitor, Victoria de Vergara); National Manpower and Youth Council (Manuel B. Raagas); National Nutrition Council (Roberto B. Briones, Paulina Nayra's); Philippine National Police (Edgar Burce, Salvador T. Santos); Commission on Population (Jesusa I. Villarante); Provincial Planning and Development Office-Southern Leyte (Virginia Lim-Cruz); VICTO (Genoveva C. Dacer).

**REGION X (Cagayan de Oro City)** - Butuan City Mayor's Office (Agnes M. Carlos); City Planning Development Office (Lota D. Generalao); Department of Agriculture (Joel Rudinas); Department of Agrarian Reform (Gliceria T. Valencia); Department of Education, Culture and Sports (Rosita A. Cang); Department of Environment and Natural Resources (Erlinda U. Castillo); Department of Health (Lydian A. Damasco, Remedios T. Ortegoza); Department of Interior and Local Government (Barbara S. Majait); Department of Labor and Employment (Ma. Gloria G. Atragaw); Department of Science and Technology (Zenaida Ramirez); Department of Trade and Industry (Esperanza B. Gargar); Group Foundation (Felina A. Timogan); Housing & Land Use Regulatory Board (Darlina Y. Actub); HOWARD-PILIPINA (Edna S. Hontiveros); National Housing Authority (Romana U. Ababao); National Economic and Development Authority (Ro-Ann A. Bacal, Ligaya C. Mugot, Conrad Nasol, Ernesto B. Villegas, Rosalyn R. Yparraguirre, Rogelio E. Acedo); Office of Southern Cultural Communities (Emmanuel O. de Guzman); Provincial Planning & Development Office (Josefina M. Edera); Project Development Staff (Elvigia A. Parel); Philippine Information Agency (Rutchi C. Aguhob); Commission on Population (Ann Sumalpong, Psyche Palar); PPA-Provincial Planning & Development Office (Isidro Butaslac); Provincial Planning & Development Office (Tessie A. Balonga, Edna U. Tongson, Anita S. Sarmiento); Provincial Governor's Office (Perla Judith S. Daumar); RIMCU (Linda M. Burton); Touch Foundation, Inc. (Cunegunda B. Anitan); Women's Forum (Magdalena C. Cabaraban).