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THE RATIONALE BEHIND GENDER MAINSTREAMING



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A c r o n y m s

FWCW	Fourth World Conference of Women
GAA	General Appropriations Act
GAD	Gender and Development
GMEF	Gender Mainstreaming and Evaluation Framework
LGU	Local Government Unit
MED	Monitoring and Evaluation Division
NCRFW	National Commission on the Role of Filipino Women
PFA	Beijing Platform for Action
PPGD	Philippine Plan for Gender - Responsive Development
UN-CEDAW	United Nations Convention on the Elimination of All Forms of Discrimination Against Women

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Users' Guide

This Guidebook is aimed primarily to help the agencies' Gender and Development (GAD) Focal Points, members of their technical working groups and other related GAD committees do their mainstreaming work. It presents the gender mainstreaming evaluation framework (GMEF) which can be used to track their progress and provides them with a holistic view of the gender mainstreaming process. Next to GAD conceptual clarity and orientation, the GMEF is an important tool because it provides a framework for goals, objectives and strategies for a systematic gender mainstreaming. It can be used as a planning, monitoring and assessment tool. The Guidebook will be most useful to technical people (e.g. planners, monitors, evaluators and analysts) who have a basic knowledge of GAD concepts.

Book 1 is a review of the concepts behind GAD and gender mainstreaming that GAD Focal Points must keep in mind as they pursue the task of gender mainstreaming.

Book 2 is the core of the Guidebook. It describes the gender mainstreaming evaluation framework. It identifies stages of gender mainstreaming and the major entry points. A step-by-step guide illustrates how each agency may track and assess the progress and status of their gender mainstreaming initiatives using the GMEF tool.

Book 3 relates actual experiences of selected agencies as they address the challenge of gender mainstreaming. It presents issues that were encountered, and how these agencies were able to manage them. It also shows how the agencies were able to adapt the GMEF into their own organizational systems, and facilitated mainstreaming in the process.



Introduction

Gender mainstreaming in government was formally introduced by the National Commission on the Role of Filipino Women (NCRFW) in 1994 as a strategy to implement the gender equality policy of the State. Since then, various efforts have been undertaken by agencies to make it a regular commitment of their respective organizations.

All these efforts of government agencies continue up to this day. However, seven years of gender mainstreaming have given rise to a new concern. Agencies now want some parameters with which to measure the status of their mainstreaming efforts and assess the extent of their accomplishments.

The NCRFW, as the main advocate for gender mainstreaming in government, addressed this concern. In 1996, its Monitoring and Evaluation Division (MED), together with some consultants, reviewed the mainstreaming activities of 22 agencies from 1993 to 1996. This team of NCRFW technical staff and consultants identified specific and tangible initiatives undertaken by them. These initiatives served as the descriptors or indicators of their gender mainstreaming efforts. The team also identified four possible entry points and the four stages of gender mainstreaming. All these together, in turn, evolved into the GMEF.

The GMEF was validated through a consultation workshop involving the GAD Focal Points of selected agencies. It has been particularly useful to NCRFW in presenting a clearer picture of the progress of gender mainstreaming among agencies. It has also been useful in determining the overall status/state of gender mainstreaming in the bureaucracy. Through this, it is able to determine the interventions and necessary technical assistance to agencies.

The NCRFW realized that GMEF can also be useful to the agencies in monitoring and assessing their own gender mainstreaming efforts. An application of the GMEF at the agency setting will also help, particularly the agency GAD Focal Points, provide the overall direction and guidance in gender mainstreaming. Thus, in 1996, the NCRFW ventured into the development of the GMEF as a tool to help agencies in planning, monitoring and assessing their gender mainstreaming activities.

Limitations

NCRFW recognizes that the GMEF continues to evolve to better capture the mainstreaming process. While it provides useful ways to go about gender mainstreaming, there may be aspects of the mainstreaming process that the GMEF, in its present form, may need to further consider in as much as a limited number of agencies participated in the initial study done. The GMEF also describes the mainstreaming process as it is undertaken at the national level. Hence, proper contextualization of the GMEF to accommodate the peculiarities and uniqueness of each agency user is necessary to optimize the utilization of the tool.

The GMEF attempts to guide the readers, especially the GAD Focal Points, to assess their gender mainstreaming efforts. The GMEF is not meant to be an evaluation tool. It is only for the purpose of assessing the agencies' gender mainstreaming efforts so that they will be able to gauge their progress and what still needs to be done.



The Rationale Behind Gender Mainstreaming

Gender and development (GAD) is a relatively new development paradigm. It is not surprising therefore that few in government have enough knowledge, much more consciousness of it. The GAD Focal Points who are supposed to be GAD's main advocates in their agencies tend to be confused about it, thus should be well-acquainted with it. It would do well for these GAD Focal Points to review basic concepts on GAD before they go full blast in applying the GMEF in their agencies.

Development must benefit both women and men.



What is Development?

Any discussion on GAD inevitably starts with situating it within the context of development. Traditionally, development is defined in economic terms and focuses on such concerns as market growth, modernization, infrastructure improvement, trade and employment, among others. However, there is an alternative view of development that highlights a people-centered perspective. It promotes

people participation and empowerment and strives to meet basic needs and interests. Development, in this sense, means development of the political, economic, social, cultural and other dimensions of an individual's life.

Development is the sustained capacity to achieve a better life for all. This means an individual is able to live longer and can enjoy good health and nutrition, education, a satisfying job, a legal system that works, participation in political activities and governance, among others. Development, thus, provides opportunities to broaden an individual's *capacity to do* and *capacity to be*.

The capacity to do refers to how individuals are able to perform the things they want to do in pursuit of a better life. It is the power or the ability to:

- ▶ do productive and satisfying work
- ▶ have control over one's income and benefit from it
- ▶ enjoy nature and the natural environment
- ▶ procreate and rear children
- ▶ care for others
- ▶ travel in search of opportunities

The capacity to be gives them the opportunity and resources to attain their aspirations for a better life, such as:

- ▶ being knowledgeable and skillful
- ▶ being well-nourished
- ▶ being confident of one's own abilities
- ▶ being comfortable with one's achievements, independence and power

These capacities are crucial factors in a people-centered development and must be considered in the development framework and approaches as shown below:

Development Indicators	Capacities
• Employment	✓ To do productive and satisfying work
• Education and Training	✓ To be knowledgeable and skillful
• Nutrition	✓ To be well-nourished
• Health	✓ To be physically and mentally healthy
• Fertility	✓ To bear and rear children
• Migration	✓ To travel in search of opportunities

Development is Everybody's Concern

Development is for all, and as such, it is everybody's concern. Everyone in society, regardless of age, sex, religion, ethnicity or class, has the right to equal opportunities to achieve a better life. The efforts to realize development is a shared responsibility of all members of society, whether they are benefiting from it or are affected by the lack of it.

However, certain conditions in society generate inequality in opportunities. It is government's role, because of its duly mandated authority, to secure development for its citizens and to ensure equitable

distribution of resources in a society. It must protect people's rights and create opportunities so they can develop their capacities and individual strengths.

Government can also initiate change toward a gender responsive development. First, because it has the machinery and mechanisms for reaching out to people. These mechanisms could determine women's needs, address their concerns, and promote their effective participation, including giving feedback if indeed government programs and projects make a difference in their lives. Second, government has vast resources and expertise that allow it to set national priorities and determine the extent of their allocation for competing social and economic demands (NCRFW, 1996).

Any discussion on GAD starts with the difference between sex and gender.

Still, despite government efforts and good intentions, not everybody enjoys equal access to opportunities and resources for a better life. Society divides people according to the privileged and the discriminated, the powerful and the powerless, shaping women's and men's position in society as well (Santos, et al, 1999). This division or segregation by society resulted to differences in opportunities between women and men and is inextricably linked to the concepts of **sex and gender.**

Sex and Gender

Sex is a natural distinguishing variable based on biological characteristics of being a woman or man. It refers to physical attributes pertaining to a person's body contours, features, genitals, hormones, genes, chromosomes and reproductive organs. Sex differences between women and men are natural.

Gender, on the other hand, refers to the socially differentiated roles, characteristics and expectations attributed by culture to women and men. It is created, produced, reproduced and maintained by social institutions. It is a set of characteristics that identifies the social behavior of women and men and the relationships between them. Gender roles and attributes are not natural nor biologically given (Santos, et al, 1999).



Gender roles, expectations and perceptions box women and men into situations that constrain their capacity to do and capacity to be, hindering, in turn, their potentials to attain a full and satisfying life .

Gender roles, expectations and perceptions box women and men into situations that constrain their capacity to do and capacity to be, hindering, in turn, their potentials to attain a full and satisfying life (Herrin in NCRFW, 1996). Because of gender, certain traits, characteristics and roles are ascribed distinctly and strictly to women and men. As a result of this gender stereotyping, gender bias (AusAid and NCRFW, 1996) or the marginalization of women occurs.



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 reinforced and transmitted from one generation to another, thereby reproducing a societal system that discriminates against women and subsists on the basis of double standard.

Here is a typical illustration. Because of a woman's sole ability to conceive and give birth to a child, her primary role in society is to be a mother. She is taught early on the feminine traits needed to be a good homemaker and nurturer of the home to prepare her for marriage and motherhood. Her opportunity for formal education is limited since it is

presumed that marriage and motherhood do not require it. She is constrained to be in the private world of the hearth and home, performing reproductive functions.


Gender mainstreaming is an approach to development that looks more comprehensively at the relationships between women and men in their access to and control over resources, decision making, benefits and rewards in society.

A man, on the other hand, is supposed to be the sole economic provider for the survival of the family. He is out there in the public arena, trying to earn a living and doing productive work. In terms of value, the reproductive work that woman does in the home is secondary to the productive work that man does outside it, contributing to her secondary status in society forming the basis for gender subordination and producing the “woman’s place is in the domestic sphere while men dominate the public arena” or what is also termed as “productive-reproductive divide”, a distinction that has immense impact on the overall development of women and men (PPGD, 1995) .

Gender subordination adversely affects women, as evidenced by these issues cited by the Philippine Plan for Gender Responsive Development (PPGD) for 1995 to 2025:

- ♀ ***Economic marginalization.*** Women's work, especially their reproductive functions of child bearing, child rearing and family care and housework, are not considered as directly contributing to economic development. Those who have jobs outside the home suffer such discrimination as the last one to be hired, but the first to be fired, unequal pay for work of equal value, limited access to training and promotion opportunities, or lower salary scales for women-dominated positions.
- ♀ ***Political subordination.*** Positions of power and leadership in the home, community, workplace and in society at large are generally occupied by men. Women holding elective positions from the national down to the local levels are in the minority.
- ♀ ***Gender stereotyping.*** Society's institutions, including the family, schools, government, the church and media, reinforce a biased perception of women as the weaker sex and their roles, functions and abilities as primarily tied to the home.
- ♀ ***Multiple burden.*** Even if women hold jobs outside the home, essentially putting in the same working hours as the men, and participate in community activities, housework and

and child and family care are still primarily considered as a woman's concern. This results in women experiencing multiple burden in terms of longer hours of work and greater responsibility at home, in the community and at the workplace.

 **Violence against women.** Women become victims of all forms of violence, like battering, rape and sexual harassment, simply because they are women and occupy a subordinate status in society.

These gender issues, if left unattended, will keep most women out of the development process and will result in a development that does not respond to the needs and concerns of half of a nation's population.

Gender Needs

Gender issues in development have generated gender needs that must be addressed to equalize the status of women and men in society. These gender needs are of two kinds: **practical needs** and **strategic needs** (Moser, 1993).

The practical needs of women are based on their socially accepted roles in society. They do not challenge the gender division of labor nor women's subordinate status in society. Because they are



GAD is about removing explicit, implicit, actual and potential gender biases within organizations and programs, projects and activities of those who are concerned with development.



practical in nature, these needs often refer to inadequacies in living conditions such as safe water, health care and employment (Moser, 1993). They are also concerned in easing women's multiple burdens and supporting them in their maternal functions (Santos, et al, 1999). Responses to practical gender needs include health care and nutrition services, education support, housing projects, and the delivery of other basic services.

Strategic needs, on the other hand, recognize women's subordinate and marginalized status in society. They exist within particular socio-political context. In meeting these needs, the objectives may be to abolish the gender division of labor, alleviate the burden of child care and domestic work, remove institutionalized forms of discrimination, achieve freedom of choice over childbearing, and adopt measures to fight violence against women and male control over them, among others. Addressing strategic gender needs leads to a transformed society where equality exists.

Gender and Development

Meeting both the practical and strategic needs of women is at the core of GAD as an approach to societal transformation. GAD seeks "to reach strategic gender needs through bottom-up mobilization around practical gender needs" (Moser, et al, 1986).

GAD is a development perspective that recognizes the legitimacy of gender equality as a fundamental value that should be reflected in development choices. It questions society's social, economic and political structures and the validity of the gender roles they ascribe to women and men. It contends that women are active agents of development and not just passive recipients of development assistance. It also stresses the need for women to organize themselves and participate in political processes to strengthen their legal rights.



GAD promotes a positive bias for women since they are more generally excluded or disadvantaged in relation to social and economic resources and decision making. It recognizes that gender equality does not exist and there is an imbalance in the status of women and men (Schalkwyk, et al, 1996). Consider the following statistics on Filipino women:

	Women	Men
Labor force participation rate (1998)	49.3	82.9
Employment-Population Ratio (1994-1997)	44.8	76.2
Proportion in 3rd-Level Positions in Government (1997)	32.46	67.54
Percent of Union Leadership (1996)	20.7	79.3
Number of Elected Positions (1998)	2,684	17,460
Average Earnings (1990)	P 0.34	P 1.00

Source: NCRFW Factsheet, 2000.

Gender mainstreaming has been adopted by government as a priority program.

Gender Mainstreaming

The GAD paradigm is translated from theory to practice through the mainstreaming strategy.

In every society, there is a mainstream where choices are considered and decisions are made that affect the economic, social and political options of a large number of people. It is where activities and things happen (United Nations, 1993). The mainstream may include the following (Schalkwyk, et al, 1996):

- ♂ the directions that government follows in terms of resource distribution among social and economic programs;
- ♂ the views about gender roles promoted by culture and religion;
- ♂ the agenda of political groups;

- o the hiring and pay practices in the private sector and global trade relations; and
- o practices and activities of multilateral financial institutions such as the World Bank and the International Monetary Fund, and bilateral assistance agencies.

The mainstream “consists of an interrelated set of dominant ideas and development directions and the organizations that make decisions about resource allocation.” These ideas, directions and organizations in the mainstream determine who gets what in the allocation of resources and opportunities for development (Schalkwyk, et al, 1996).

Gender mainstreaming is a strategy to ensure that the concerns for gender equality is considered in the mainstream.

It is an approach that situates gender equality issues at the center of broad policy decisions, institutional structures and resource allocations, and includes women’s views and priorities in making



decisions about development goals and processes (Schalkwyk, et al, 1996). It aims to ensure the recognition of gender issues by government agencies on a sustained basis. It seeks to achieve equality between women and men in all aspects of life through equity. It is an assessment of the implications for women and men of such planned government actions as policies, legislation and programs and projects. Lastly, it is a strategy to integrate women and men's concerns and experiences in the design, implementation, monitoring and evaluation of policies, programs and projects in all political, economic and social agenda.

The gender mainstreaming strategy is not an end in itself. It is a strategy to transform society and its institutions so they could work for gender equality.

The international mandates include the following:

- ♻️ The United Nations Convention on the Elimination of All Forms of Discrimination against Women (UN-CEDAW) which promotes equality in all fields, affirmative action for women and protection of women from violence;
- ♻️ Beijing Platform for Action (PFA) of the Fourth World Conference on Women (FWCW) which calls for actions on 12 areas of concern affecting women; and

- ◉ Commitments made in such global meetings as the UN Conference on Women, International Conference on Population and Development, the World Summit for Social Development and the Habitat Conference.

National mandates for gender mainstreaming are:

- ◉ Section 14, Article II of the 1987 Philippine Constitution which states that “the State recognizes the role of women in nation building and shall ensure the fundamental equality before the law of women and men”;
- ◉ Republic Act 7192 or the Women in Development and Nation Building Act which promotes the integration of women as full and equal partners of men in development and nation building;
- ◉ Section 28 of the General Appropriations Act (GAA) from 1995 to 2000 directing government entities to formulate a GAD plan, the cost of which shall not be less than five per cent of their yearly budget, otherwise known as the GAD Budget;



The end goal of gender mainstreaming is to enable both women and men to equally contribute to and benefit from the fruits of development.



- Executive Order 273 directing all government agencies and local levels to “institutionalize (GAD) efforts in government by incorporating GAD concerns in their planning, programming and budgeting processes”; and
- Local Budget Memorandum 28 which directs local government units to mobilize resources to mainstream and implement gender and development programs using the 5% development fund.

With these legal bases as support, agencies can already develop a GAD plan to serve as a framework and anchor to effectively implement their gender mainstreaming efforts.



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