

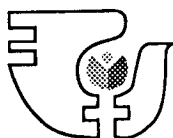
GENDER MAINSTREAMING

A Handbook for
Local Development Workers



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Local Development Workers



National Commission on the Role of Filipino Women

in cooperation with the
Deutsche Gesellschaft fuer Technische Zusammenarbeit (GTZ)
Canadian International Development Agency (CIDA)
National Economic and Development Authority (NEDA)-
Regional Offices I, VIII and X
Department of Agriculture

Manila 1997

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Republic of the Philippines
NATIONAL COMMISSION ON THE ROLE OF FILIPINO WOMEN
1145 J.P. Laurel St., San Miguel, Manila

*“To set firm a pathway that is possible,
Possible for us to walk until we meet again,
to reassess the journey,
and again set a firm pathway.”*

Our search for pathways to mainstream gender concerns in the government has been long and arduous. And being a pioneer in this field, we have learned to appreciate the wisdom of the saying that “the best way to create a path is by walking on it.”

This handbook is part of our effort to share with you, our dear partners in the field, the insights we learned in our continuing search for strategies to mainstream gender into the various stages of development. In partnership with the Department of Agriculture and the NEDA Regional Offices I, VIII and X, we tried ways of incorporating the gender perspective in various institutional mechanisms, programs and projects at the subnational level. Hopefully, this handbook will serve as a sort of map to all of you who search for pathways to place the gender agenda in the “highway” and major avenues of development.

While all possible means were tried, the approaches the handbook suggests are by no means exhaustive. Nevertheless, it gives you some possible entry points and courses of action to jumpstart the incorporation of gender concerns in your present undertakings. We encourage you to continue making steps, no matter how small, in every area of your work and to explore every possible route to keep the gender equality movement vibrant and going especially at the field level.

*“Each step along the way we clear the stones and obstacles,
healing and refreshing each other.
(Let’s) listen openly to each tale of travel and
hear each one’s proposal for the time ahead.”*

To our friends at the Deutsche Gesellschaft fuer Technische Zusammenarbeit (GTZ), and the Canadian International Development Agency (CIDA), to the officials and staff of NEDA Regional Offices I, VIII, and X and the Department of Agriculture (DA), to the project staff and the nameless others from the government, academe and nongovernment sectors who all contributed immensely to the development of this handbook, our sincerest gratitude and hope that you shall continue to walk with us in widening and improving these fresh pathways.


IMELDA M. NICOLAS
Chairperson

GERMAN TECHNICAL COOPERATION Manila

It is not without an outstanding record of solid achievements in the national and in the international context that the National Commission on the Role of Filipino Women (NCRFW) has won the reputation of being one of the most influential moving forces in advancing awareness, influencing policies and shaping social reality for women and promoting gender-related causes, be it on the front stage of an international forum or panel, on the front pages — or "behind the scenes" in committees, workshops and conferences.

From the earlier days of preparing and implementing the Philippine Development Plan for Women (which was later copied in other countries) to advocating and formulating legislative acts such as RA 7192 — the Women in Development and Nation Building Act — the NCRFW has been one of the most instrumental proponents and driving forces to establish improvements with regard to the situation of women and their vital role in society.


For this the work of the NCRFW has won acclaim, not only from President Fidel V. Ramos — and his very active wife — but also within the international scene, for example by playing a major role during the Fourth World Conference on Women on September 4 to 15, 1995 in Beijing.

It has also won the unequivocal support of many international donors and other institutions having the means to actively contribute to the untiring efforts of Filipino Women and the NCRFW, their foremost institutional "trail-blazer." Therefore, it is with great pleasure that on behalf of the Deutsche Gesellschaft fuer Technische Zusammenarbeit (GTZ), as one of the partners in its many endeavors, this message is given here, to both endorse and wholeheartedly applaud the NCRFW for having compiled this sourcebook.

This is even more true and in line with our own cause-oriented approach as this volume is designed to reach its readers where it really matters: at the field level and at any level where hands-on work, decision-making and the practical, daily and continued implementation of policies, rules and legal framework conditions do count, thereby definitely shaping the social fabric for the better, that is for women and men, for their families and their children.

May this sourcebook be a humble yet meaningful contribution to assist all those who are the "doers," the achievers and the believers. May it have countless readers of both sexes — and as many copiers — as its authors rightfully deserve.

With thanks and respect for your efforts, more power to the authors, editors, readers and to all beneficiaries of this book!


HANS-PETER PAULENZ
Director
GTZ Office Manila

Republic of the Philippines
NATIONAL ECONOMIC AND DEVELOPMENT AUTHORITY
Region I

The initiatives along policy support as well as budgetary guidelines of the National Commission on the Role of Filipino Women to implement Section 27 of the General Appropriations Act of 1996 (RA 8174) have made headways in the identification and execution of activities to ensure full integration of gender and development concerns in development planning activities.

The Ilocos Region, as a pilot area, is proud and privileged to have been given the opportunity to be part of the GAD integration efforts, more particularly in the exploration and development of strategies on GAD mainstreaming.

This handbook, therefore, is a concrete proof of the efforts of national and sub-national prime-movers of GAD. We highly recommend the use of the handbook by all our partners in the development field.

By joining our efforts together, we are assured that we will achieve our common goal for a gender-responsive development for all Filipinos, now and in the future!



LEONARDO N. QUITOS, JR.
Regional Director

Republic of the Philippines
NATIONAL ECONOMIC AND DEVELOPMENT AUTHORITY
Eastern Visayas (Region VIII)

We in the Eastern Visayas Region congratulate the National Commission on the Role of Filipino Women for its successes and accomplishments along gender and development (GAD). We also commend the NCRFW for coming up with this handbook which is both timely and relevant in facilitating GAD efforts at the regional and local levels.

We highly endorse the use of this handbook by all GAD advocates and partners. This is a useful guide especially for LGUs and agencies in the integration of gender concerns into their planning and advocacy activities, program/project identification, prioritization and implementation as well as in monitoring and evaluation activities.

In the experience of Region VIII as a pilot area for the Philippine Development Plan for Women Project of the NCRFW, gender mainstreaming was both challenging and rewarding. We also learned that the success of any GAD endeavor depends to a large extent on the commitment and cooperation of all parties concerned. This handbook will help you in this respect since it provides you with the basic mechanics in establishing the needed linkages and cooperation.

Let us join hands and put our efforts together in promoting GAD. True and meaningful development will never be realized unless gender concerns are integrated into the mainstream of development processes.

To all advocates and partners in the GAD endeavor, we wish you luck in your future undertakings. May our joint efforts bear much fruit and bring us all to the realization of our dream of a truly gender-fair society.


BUENAVENTURA C. GO-SOCO, JR.
Regional Director

Republic of the Philippines
NATIONAL ECONOMIC AND DEVELOPMENT AUTHORITY
Cagayan de Oro City (Region X)

Integrating gender concerns in the development processes at the subnational levels is a complex exercise that puts to test the creativity especially of tradition-bound planners. In spite of significant advancements first, in feminist, and later in gender theories during the past decade, translating them into planning terms or grafting them into the development processes proved remarkably difficult.

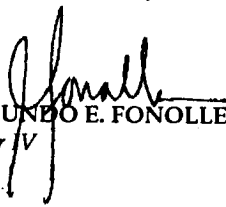
The result of a joint effort of NEDA and the NCRFW with financial support from the German Agency for Technical Cooperation (GTZ), this Sourcebook on GAD Mainstreaming at the Subnational Levels is a significant addition to the burgeoning literature on GAD. It provides the conceptual framework and practical strategies which may be helpful in dealing with sometimes hostile and skeptic reactions to the mere reference of gender from the uninitiated men and women alike.

A straightforward toolbox for advocates, planners, policy-makers and implementors of gender-responsive policies, plans and programs/projects, this will not supplant but rather enhance the effectiveness of existing planning, programming and monitoring guidelines/handbook especially at the regional and local levels.

We hope that this practical Sourcebook will not only enhance appreciation and understanding of gender concerns at all levels of society, but also prove to be a useful toolbox in the formulation and efficient implementation of better plans/policies and programs/projects which will impact on women's effective participation in and enjoyment of the fruits of development in desired ways equal to those of men.

A beginner's handle in operationalizing the provisions of RA 7192 (Women in Development and Nation Building Act), we dedicate this Sourcebook to our colleagues in government: the Regional Line Agencies and the Local Government Units, as well as, our partners in the private sector; the NGOs, the POs, and the private business in our joint quest for more practical and effective ways of improving our perspectives and operationalizing our strategies toward development.

Through this Sourcebook, we hope to jointly explore new avenues or initiate paradigm shifts if only to achieve the desired objectives of RA 7192 not only in eliminating deep-rooted gender biases but in eventually achieving gender equality in Philippine society.


RAYMUNDO E. FONOLLERA
Director IV

Republic of the Philippines
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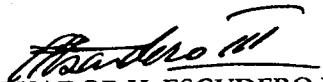
Rural women comprise a fourth of the agricultural labor force and more than half of the total female population of the country. They participate in almost all activities in the farm, from transplanting, weeding and harvesting to processing and marketing produce and budgeting farm expenditures. Thus, we see their role as crucial in the success of the nation's agricultural development plan.

It is in this light that we welcome the publication of this handbook. Our concern for the equality of men and women not only in the bureaucracy but also in the farms underscores the urgency of gender issues and development. The growing concern to properly discuss and address gender and development reflects the gradual transformation of national consciousness into a more focused and more defined perspective.

I laud the efforts of the National Commission on the Role of Filipino Women for coming up with this publication. I am confident that it will enable our advocates, planners and implementors to become responsive to gender issues in the workplace. Development, after all, is a task not only of the men but also of women who have emerged as a potent force in nation-building.

We look forward to future collaborative efforts on gender and development as we gear for progress and peace in the next century.

More power!


SALVADOR H. ESCUDERO III
Secretary

Foreword

As the lead government agency working for the advancement of women, the NCRFW is implementing a program that aims to make gender concerns part of the planning process of national and local government agencies. This program gathered momentum in 1989, when the government adopted the Philippine Development Plan for Women (PDPW), 1989-1992. The PDPW has since been updated into a long-term Philippine Plan for Gender-Responsive Development (PPGD), 1995-2025. These two documents contain the government's plan of action for achieving gender equality and women's development.

The integration of gender concerns is a relatively new approach in development planning. Thus, for the past years, the NCRFW has also been deeply involved in identifying the right mechanisms, structures and processes for gender mainstreaming. Starting with national level agencies, the NCRFW tested various approaches and eventually focused on four GAD mainstreaming components. These are: gender-responsive planning, advocacy and training, development of a gender-responsive statistical system, and setting up of the Focal Point and other structures for gender mainstreaming.

The use of these four components for national level gender mainstreaming yielded encouraging results, so that the NCRFW proceeded to test their suitability for local government agencies. In 1993, it launched, together with GTZ and CIDA, the project *Pilot Testing of the Required Processes and Mechanisms for PDPW Implementation at the Subnational Levels*. The Department of Agriculture and NEDA Regional Offices I, VIII and X were tapped as the project cooperators. These agencies adopted the national-level mainstreaming model as their guiding framework; however, flexibility was maintained since local

conditions do not always match the national situation. Based on its mainstreaming experiences, each cooperator prepared a manual of guidelines for gender mainstreaming for its particular area of jurisdiction.

One limitation of the cooperators' outputs is that they are largely agency- or area-specific. To be able to make use of the pilot project's experiences in reaching out to other local agencies, another document had to be produced, one that would serve as a general reference on local gender mainstreaming. This handbook is that reference. It synthesizes the mainstreaming experiences of the project cooperators, and highlights those strategies that proved useful and effective in all four agencies. However, those unique strategies and approaches that facilitated gender mainstreaming for a particular agency are also included, since they present alternative approaches to the mainstreaming process.

As a synthesis of the cooperators' mainstreaming experiences, this handbook is the product of three workshops (involving the pilot project's staff, the project cooperators, and the NCRFW Management Committee), intensive content analyses of project documents and relevant materials on gender and development, and key informant interviews. Before finalization, the handbook was reviewed and validated in a series of workshops participated in by local development workers and other prospective users.

There are three important points that users of this handbook must take note of. First, it is basically a "how-to" document, much like a recipe that outlines the procedures for preparing a dish, or a traveller's guide that shows how one could get to a particular destination. Although it deals with a topic that is still unfamiliar to many, it does not have an extensive discussion of the concepts, theories and issues related to GAD and gender mainstreaming. Readers interested in these topics may refer to the NCRFW-UNIFEM Sourcebook on Gender Mainstreaming, which tackles these concerns on a more theoretical/conceptual level.

Second, the guidelines presented in this handbook should be taken as recommended courses of action for gender mainstreaming. The handbook does not claim to have the last word on how to do the mainstreaming process. On the contrary, it has been designed mainly as a springboard to help local agencies get started with their mainstreaming activities. Modifications, improvisations and innovations to the gender mainstreaming approaches presented in this handbook are most certainly welcome.

Third, this handbook acknowledges that local development workers have different levels of familiarity with gender issues and gender mainstreaming. Some already know much about these topics, others do not even have the slightest idea about them. This handbook's primary targets are the local development workers in between, that is, those who already have some exposure to gender concepts and issues, are convinced that gender issues must be integrated in their agency's programs and projects, but encounter difficulties in pursuing their GAD mainstreaming activities. Development workers without any background on gender and development issues may find this handbook quite limited, precisely because it does not explain in depth what GAD issues are all about. Workers already doing gender mainstreaming may still find this handbook useful as a point of comparison for their own mainstreaming strategies, and as a source of alternative ideas for doing the mainstreaming process. In fact, they are strongly encouraged to read this handbook because they are in a position to assess the usefulness of the strategies and approaches discussed in this material.

For the cooperators and everyone else involved in the pilot project, the gender mainstreaming process was alternately enlightening, challenging and rewarding. The lessons they learned and the insights they gained underlie everything that is contained in this handbook.

Introduction

Development is a goal of every society. Although development models vary in approach and philosophy, they all have a common objective — a better quality of life for everyone. While development is a goal, it is also a process, and as much as possible, everyone should be concerned with or involved in this process.

Development affects the lives of all members of society. Thus, everyone, regardless of class, religion, ethnicity, and gender, should be concerned with development issues. However, the unequal status of women and men has resulted in varying levels of participation in the development process. In most instances, women have had less opportunities for such a participation. This has led to inequities in terms of:

- access and control over the resources and benefits of development
- division of labor
- the socio-political position of women as compared to that of men.

The situation exists at all levels, whether global, national or local. Take note of the following statistics: (*from the NCRFW briefing kit for the Fourth World Conference on Women, 1995*)

- “women perform two-thirds of all working hours, receive one-fourth of the world’s income, earn less than three-quarters of the wages of men doing similar work, and own less than 10 percent of the world’s property.
- despite long working hours, women earn only 50-92 cents for every dollar earned by men.

- the value of women's unpaid work worldwide is estimated at \$11 trillion annually.

The unequal status of women and men in Philippine society is illustrated in the following figures compiled by the NCRFW in a briefing kit for the Fourth World Conference on Women (1995):

- executive, administrative and managerial positions were mostly held by men, who made up 69 percent of the workers in this category.
- among own-account workers, 69 percent are male while only 31 percent were female.
- farmer beneficiaries of the Comprehensive Agrarian Reform Program were mostly men. Women held only 10 percent of the total land area distributed to farmers.

Experience has shown that involving women in development leads to greater productivity and more efficient resource utilization. Equally important to note is that as a mother's educational level rises, the health of her family, particularly her children, also improves. All these considerations intensify the need to address gender issues in development.

For a true development process which is responsive to gender concerns, a system needs to be put in place. This responsibility falls on the shoulders of government, which is the major institution that determines who gets what and how. Efforts directed toward gender issues, therefore, should involve the government as the key sector. This implies that the government sector needs to be gender-aware and gender-sensitive. It must consciously work toward implementing policies, programs, and projects that would ensure women's and men's access to the opportunities for and benefits of development.

While the national government is among those spearheading the initiative for a more gender-responsive development process, efforts at the regional and local levels are equally important. A number of regional and local government units have followed the directions set by national agencies. The pioneering work done at the regional level can provide valuable lessons for other regional and local agencies.

Aside from government agencies at the national and local level, there are also other key development workers who play a crucial role. These are people from non-government organizations (NGOs), people's organizations (POs), and the academe particularly state colleges and universities (SCUs). These sectors can work with government agencies in the region or locality. In some cases, they can provide the necessary expertise. Linked together, they can serve as network to facilitate responses to different situations which may arise.

The Philosophy of Gender Mainstreaming

The process of integrating gender concerns into the development process is the core of gender mainstreaming.

Gender mainstreaming refers to "the strategies and processes to integrate gender-responsive goals in the directions, policies, projects, and services of organizations and agencies."

More specifically, it means integrating gender concerns in the development agenda of government agencies and units. It is an effort to include a gender framework in the design and implementation of plans and programs of these agencies.

The philosophy behind gender mainstreaming is the acknowledgement of the existence of a "mainstream" where major ideas, decisions, and the distribution of resources are made toward the attainment of

development. The essence of gender mainstreaming is not merely to integrate gender issues into the mainstream, but to transform the mainstream to make it more receptive and conducive to gender and development goals.

The following are the cornerstones* which form the foundation of gender in mainstreaming:

- Development is the sustained capacity to achieve a better life. A better quality of life may be viewed in terms of a society's or individuals' "capacity to do" and "capacity to be".
- The "capacity to do" implies a wide range of human activities and situations in which a person can participate in the pursuit of a better life. These activities include: to do productive and satisfying work; to have control over one's income; to enjoy nature and the natural environment; to care for others; and to travel in search of other opportunities.
- The "capacity to be" implies that a person, given the range of opportunities and resources available, has the capacity to attain his or her objectives for a better life. A person has to have the following capabilities: to be knowledgeable and skillful; to be well-nourished; and to be confident of one's abilities and achievements.
- Underlying these capabilities is the freedom of choice. Thus, development is also expanding the available choices. But because certain conditions in society can make it difficult for women to gain access to these choices, government should intervene to make the situation more equitable.

*As explained by Dr. Alejandro N. Herrin in his various works on population and development.

- To attain a people-centered development and to guarantee development for all, fairness and equity should be the guiding principles of government and development institutions. This means that both women and men have the same opportunities to achieve a better life. In our present reality, however, can we truly say that women and men have the same opportunity to achieve a better life in terms of “capacities to do and to be”?
- The role of government, therefore is to reduce inequality/ inequity so that all members of society shall have the capacity “to do” and “to be”. The integration of gender concerns in the development process is one of the mechanisms through which government can achieve a better life for all.
- The tasks of gender mainstreaming are two-fold: influencing policy, and ensuring the implementation of these gender-responsive policies.
- Gender mainstreaming is essentially the process through which gender concerns are integrated into the four major functions of government agencies, namely: planning, implementation, monitoring, and evaluation. Gender mainstreaming has been carried out with significant impact in the areas of training and advocacy, institutional mechanisms, and a gender-responsive data system. On a wider scale, gender mainstreaming aims to attain the following conditions in national and regional agencies:
 - Integration of gender concerns in the cycle of development planning
 - Availability of gender-responsive data

- ❑ Institutionalization of the GAD Focal Point and other support structures
- ❑ Conduct of gender-focused training
- ❑ Conduct of gender advocacy programs/projects
- ❑ Allocating resources

**Gender Mainstreaming:
from Global to
Grassroots**

Gender Mainstreaming as an International Concern

Gender inequality was first addressed as a global issue in the 1970s. The initial step appropriately came from the United Nations, when it proclaimed 1975 as International Women's Year. Through this proclamation, the UN called on countries the world over to work towards promoting equality between women and men, and ensuring women's full participation in development and peace efforts. As a result of this proclamation, the First World Conference on Women was held in Mexico City in 1975, in which the World Plan of Action for the Implementation of the Objectives of the International Women's Year was drawn up. During this same conference, the UN proclaimed 1976-1985 as the UN Decade for Women and set forth equality, development and peace as its major goals and objectives.

Halfway through the Decade, the Second World Conference on Women was held in Copenhagen. The conference took note of the problems that were being encountered in the advancement of the women's cause and formulated a program of action for the second half of the Decade that addresses these problems.

In 1985, the Third World Conference on Women was held in Nairobi, Kenya to review and assess the achievements of the Decade. Here, it became evident that there was a need to continue working for the achievement of the Decade's goals and objectives in the coming years. Thus, the Forward-Looking Strategies for the Advancement of Women during the Period 1986-2000 was drawn up. Popularly known as the Nairobi Forward-Looking Strategies, these constitute specific measures aimed at removing obstacles to the promotion of gender equality.

All these efforts have undoubtedly paid off. Gender-responsiveness has become a key feature of many international, regional and country-

level development programs and projects. Conferences, fora, researches, training, advocacy and other activities addressing gender issues are regularly being undertaken. And more and more women and men all over the world are becoming aware of the problem of unequal gender relations, and are doing something about it.

But admittedly, so much more needs to be done. The roots of gender bias run deep, and women's advocates are well aware of this. Thus, in September 1995, the Fourth World Conference on Women was convened in Beijing to take stock of what the gender movement has achieved and what it still needs to do to further advance its cause. This conference led to the formulation of the Platform for Action, which contains the global agenda for women's social, economic and political empowerment as the world moves into the twenty-first century.

Accomplishments at the national level

The Philippines is one of the countries actively pursuing the advancement of women's status. Article II, Section 14 of the 1987 Philippine Constitution explicitly 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." Guided by this commitment, the Philippine government has enacted several laws designed to promote gender equality and women's full participation in society. Prominent among these laws are:

RA 7192, otherwise known as the Women in Development and Nation Building Act, which directs all government agencies to institute measures that would eliminate gender biases in government policies, programs and projects, and ensure women's complete participation in development and nation building;



EO 273, which requires all government agencies to incorporate gender and development (GAD) concerns in their planning, programming and budgeting processes, in line with the goals and objectives of the Philippine Plan for Gender-Responsive Development (PPGD), 1995 to 2025; and the

General Appropriations Act, which stipulates (in Section 28) that all government agencies should allocate a minimum of 5 percent of their budget for gender-responsive projects.

Taking a lead role in the formulation and implementation of these laws is the National Commission on the Role of Filipino Women (NCRFW). The Commission was established in 1975 to serve as the national

machinery for gender and development. Since its establishment, the NCRFW, in collaboration with other agencies, has launched a number of programs and projects aimed at facilitating the integration of gender concerns in the government's programs and projects. Among the major accomplishments of these programs are:

- ***Strengthening of the government's capabilities for GAD advocacy and training.*** A number of government line agencies already have a GAD trainers' pool both at the central and regional levels. These trainers have specific specializations such as planning, advocacy, statistics, research, etc. Modules and training materials for different purposes and audiences have been developed. Localized advocacy materials have been packaged. The Office of the President issued a memorandum requiring all government training institutions to integrate GAD in their course offerings and other programs.
- ***Mainstreaming of gender concerns in the Philippine statistical system.*** Through the National Statistics Office (NSO), quantitative and qualitative indicators of women's status have been identified, gender-responsive data are being processed and organized, and a GAD database system is being developed.
- ***Organization of GAD Focal Points in national and subnational agencies.*** At present, there are 70 GAD Focal Points organized in 20 line agencies, their attached agencies, and regional field units. The Focal Point coordinates the gender mainstreaming activities of an agency and sees to it that these activities are being implemented efficiently and effectively.

- ***Formulation of the Philippine Plan for Gender-Responsive Development (PPGD) 1995-2025.*** This is a 30-year plan that succeeded the Philippine Development Plan for women (PDPW), and lays down the major strategies and approaches that the government will adopt in addressing the gender issues in the country.
- ***Issuance of a Joint Memorandum Circular with NEDA and DBM.*** This circular, which came out on November 11, 1994 stipulates that GAD activities should be one of the priority programs and projects of government agencies. The circular also provides that the performance commitment of Department Secretaries with the President should have GAD-related key result areas (KRAs).
- ***Installation of a monitoring system for GAD mainstreaming.*** The system has been initiated to facilitate coordination between the NCRFW and other government agencies, and to have a more systematic way of assessing the GAD-related accomplishments of the different agencies.
- ***Development of guidelines on GAD mainstreaming.*** The NCRFW and the NEDA published the *Guidelines for Developing and Implementing Gender-Responsive Projects* to provide the general directions for gender mainstreaming at the program and project levels. Likewise, through the NCRFW-CIDA *Institutional Strengthening Project*, gender planning tools being used by government agencies and NGOs at the field level are being compiled to serve as a guide for planners and implementors.
- ***Implementation of the Anti-Sexual Harassment Law (RA 7877) and the Civil Service Commission (CSC) Policy on Sexual Harassment Prevention.*** Both the CSC and the Department of Labor and Employment (DOLE) have developed the implementing rules

and regulations for RA 7877 and the CSC policy. To further facilitate their implementation, the Gender Equality Managers (GEM) was organized. This is a group of government male managers who support the sexual harassment prevention program. Their thrusts include GAD advocacy, policy review, and support for victims of sexual harassment.

- *Adoption of the Career Advancement Program for Women in Government Service (CAP-WINGS).* The CSC is the lead agency in implementing this program. Specifically, the program is designed to help women advance to decision-making positions in the government. It involves the creation of a favorable and supportive work environment for the promotion of qualified women to top positions in the bureaucracy. In support of this program, TOP-WINGS was also created, an organization of top women officials envisioned to serve as channel for promoting the well-being of women government workers.



Local government agencies: roles and challenges

At present, the main thrust of the country's gender mainstreaming program is to bring down the mainstreaming process to the grassroots level. Obviously, all mainstreaming efforts will be useless if these are not able to reach their real targets: the women and men in the local communities. And this is where local government agencies play a very important role, since they are the ones working directly with the people.

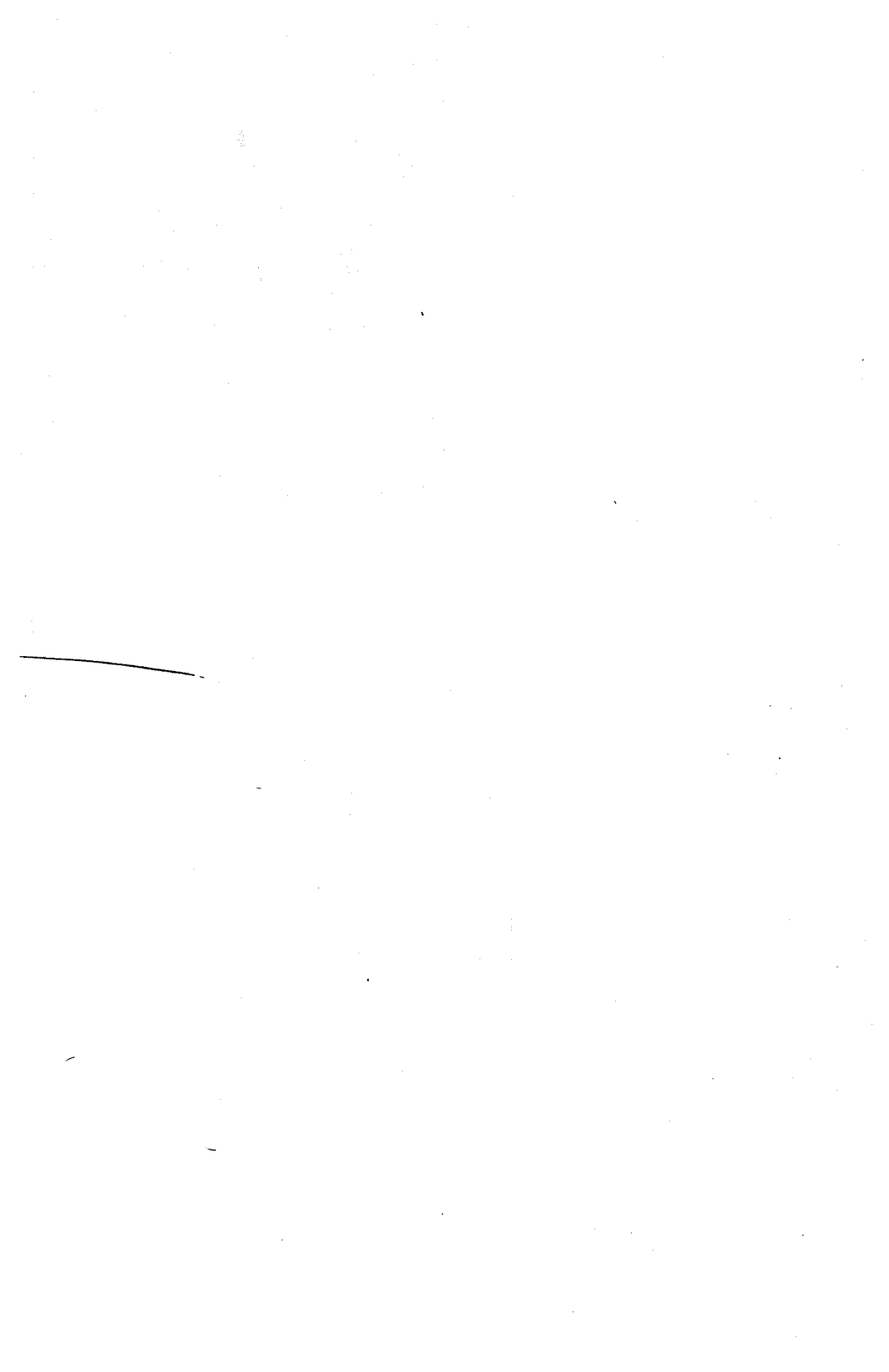
Initial steps have been taken to integrate gender concerns in the programs and projects of local government agencies. In 1993, the NCRFW, GTZ and CIDA launched a pilot project on gender mainstreaming at the regional level. The agencies which participated in this project included the NEDA Regional Offices I, VIII and X, and the Department of Agriculture. In their areas of operation, gender sensitivity workshops have been conducted, gender-responsive planning is being institutionalized, gender-responsive statistical systems are being set up, and various structures for facilitating gender mainstreaming have been created. Moreover, these agencies also formed linkages with other government agencies, NGOs, academic institutions and research organizations to get support for their research, advocate/training, planning and other GAD activities. Various research activities were undertaken to have a better understanding of gender issues. Some regions have also formulated a research agenda that would help make their statistical systems more gender-responsive.

The pilot project has definitely taken the country's gender mainstreaming program several steps forward towards the achievement of its goal of reaching the grassroots. But obviously, too, so much still needs to be done on the field of local gender mainstreaming. Despite the achievements of the pilot project, development workers interested in integrating gender concerns in the programs of local government



agencies are still faced with a major limitation: there are as yet no tried and tested strategies for local gender mainstreaming, nor is there a wide range of alternatives or options one can choose from. These workers, then, will have to play the role of pioneers who must depend on their own assessment of what will and will not work, as much as they would on the guidelines and recommendations found in various materials, including this handbook. In other words, the challenge for local development workers is not only for them to successfully integrate gender concerns in their own agencies' programs and projects, but to also help in identifying the appropriate strategies for local gender mainstreaming.

**Mainstreaming GAD
into the Development
Planning Cycle**



Four essentials of GAD mainstreaming

To integrate gender concerns into development efforts, it helps to know the different phases or stages of the development planning process. These phases provide entry points for the mainstreaming of gender-related concerns and activities. The four phases of development planning are: planning, programming and budgeting; implementation; and monitoring and evaluation.

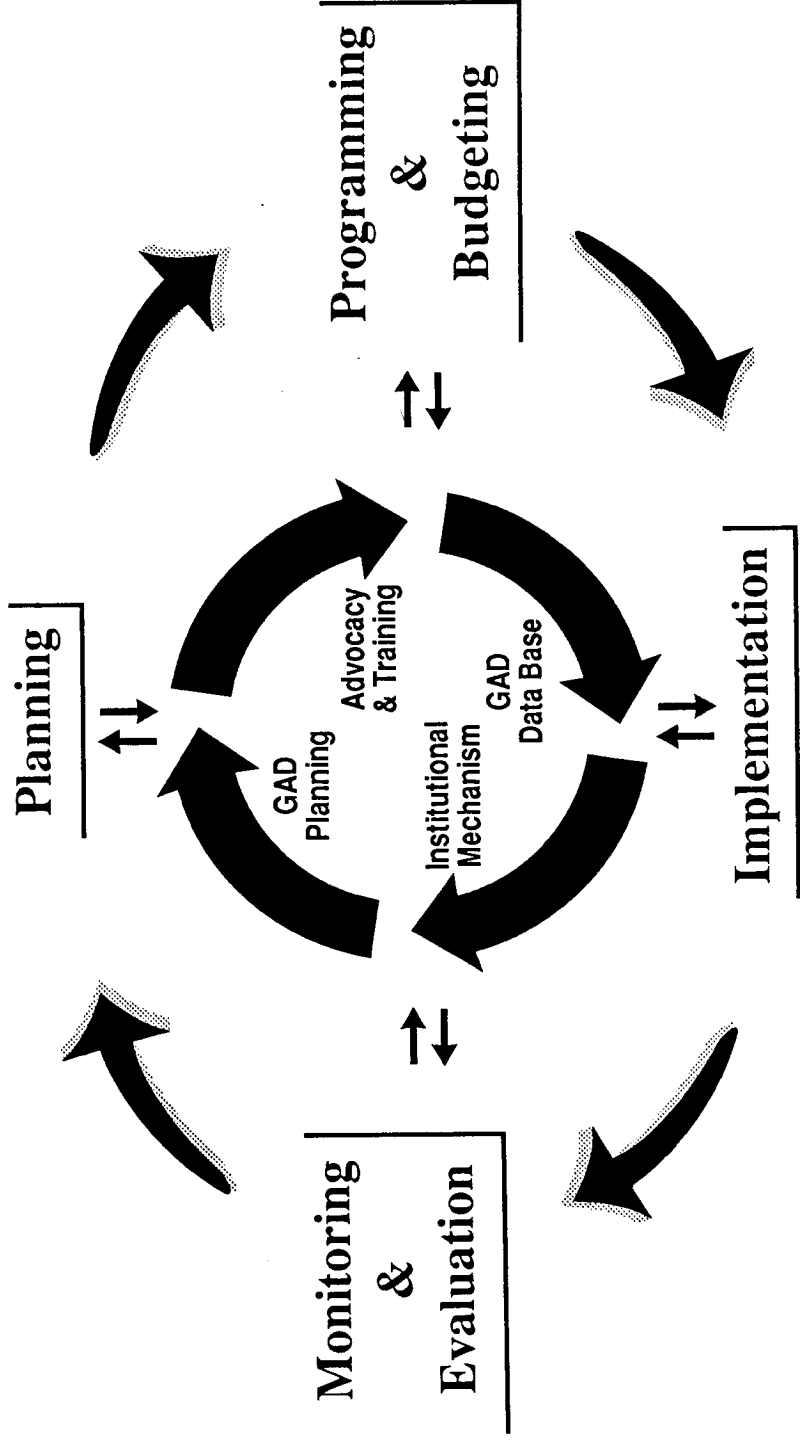
Based on national level experiences, GAD-related activities may be integrated into the planning phases by adopting the following four gender mainstreaming components: gender-responsive planning; advocacy and training; development of a gender-responsive statistical system; and setting up of Focal Points and other institutional mechanisms for gender mainstreaming. These four components are discussed below:

- ***Gender-Responsive Program Planning.*** Planners need to be equipped with skills, guidelines, and instruments that will ensure the formulation and implementation of gender-responsive programs and projects. Planners need to have “a new pair of lens” so that they may see the gender dimension of their development efforts. It also ensures the equitable and efficient allocation of government resources for its intended target.
- ***GAD Advocacy and Training.*** This consists of activities aimed to develop agency-wide awareness and support for GAD. Specifically, advocacy and training interventions should foster gender sensitivity among target groups. Activities under this component should also equip provincial development workers with the skills required for gender mainstreaming. Training and advocacy activities also serve to sustain interest and concern for gender issues and gender-focused undertakings.

- ***GAD-Responsive Statistical System.*** This ensures that data required for designing, implementing, monitoring and evaluating GAD efforts are available. This involves the sex disaggregation of data regularly collected and processed by the agency, data collectors, statisticians, and planners so that data will be appropriately used for gender-responsive planning (GRP). In addition, program-specific indicators will need to be reviewed and reformulated for gender-responsiveness.
- ***Institutional Mechanisms.*** The GAD Focal Point is the primary mechanism for gender mainstreaming. It serves as the “steering wheel” that provides GAD directions to the agency and keeps it going. Other than the GAD Focal Point, a network of GAD-supportive mechanisms can also exist. These may be a GAD trainers’ pool, and specific technical working groups concerned with planning, data systems, internal operations (personnel), etc. The long-term objective is to ensure that GAD concerns are recognized and addressed by the different units of the agency.

This chapter discusses in detail how gender mainstreaming can be done within these four components.

The GAD Mainstreaming Strategy



Entry points in the program planning process

Development, to truly achieve its objective of a better life for all, needs to be carefully planned. Several factors need to be considered, among them gender. A key question that planners should ask is: *What would be the impact of this program on women?*

Planning involves going through steps which, although allowing room for flexibility, are fairly standardized. For maximum effectiveness, gender concerns should be integrated into each step of the planning process. This is to ensure a holistic approach to gender mainstreaming.

For those involved in the planning of development programs and projects, the guidelines developed by NEDA and NCRFW could be of great help. *(Those interested in these guidelines can coordinate with the NCRFW).*

There are six main phases in the program planning process. The “how-to” of gender mainstreaming at each phase is the focus of this section. The program planning phases are:

- Situational analysis
- Setting of goals, objectives and targets
- Formulation of policies and strategies
- Identification of programs and projects
- Plan implementation
- Monitoring and evaluation

Each of these phases provides possible entry points for gender mainstreaming. There are also entry points which are present throughout all the phases of development planning, and even beyond. Some of these are discussed below.

Entry points

- Planners need to have an awareness of gender concerns as well as the skills to undertake gender-responsive planning. A course on gender-responsive planning (GRP) is essential. The orientation and capability of GRP will enable planners to draw up and implement gender-responsive plans.
- Just as important as the key people at the top are the people who compose a community or a society, and with whom development efforts are carried out. The active participation and involvement of women as well as men is crucial to the success of development programs.

Entry points within the planning phases are explored in the following discussion.

Situational analysis

This phase requires an over-all socio-economic analysis to determine the present level of development of a particular area or locality. The situational analysis will also establish the available resources, and identify problems which are specific to the locality.

To conduct a gender-responsive situational analysis, the planner can explore the following entry points.

Entry points

- **Sex-disaggregated data.** To have an accurate picture of the situation in a locality, a planner needs sex-disaggregated data. This kind of data breaks down the information according to gender. For example, data on access to credit facilities are sex-disaggregated if these show the number of women and men who have availed of the credit service in a region.



If sex-disaggregated and gender-responsive data are not available or are insufficient, the situational analysis is likely to be inaccurate or even distorted. For example, available statistical data may not include the economic contributions of women to the family income.

In many cases, sex-disaggregated data for a particular province or locality may not be available. In such cases, a planner can make use of existing, national statistics and apply these to the target area and population. Such data are available from NCRFW and the National Statistics Office (NSO).

In cases that sex-disaggregated data are not available, an option is to consult women themselves, or non-government organizations (NGOs) which work for women's concerns.

In the absence of data, planners should endeavor to find ways of ensuring that such data will be collected in the future.

- **Identification of resources.** In identifying the resources available to the locality or community, the “hidden contribution” of women should not be overlooked. At the same time, planners should also ensure that women, as a resource, are not exploited.
- **Statement at the problem.** Statements of problems and challenges need to consider gender issues. Again, planners need to keep in mind that some of these problems and their causes are gender-related.

Example

The situational analysis describes the status of a locality. If the program being planned is economic in nature, then the situational analysis will look at economic indicators to obtain a clear picture of the locality, whether it is the region, province or municipality.

The planner can look at indicators such as the number of women and men workers, and the positions that they hold. The planner can compare the incomes of women in relation to that of men in a similar position. Some data might not be readily available, such as the contribution of women to the family income. The planner can use national figures as a starting point, and analyze whether these hold true for the locality. The planner can also conduct a “mini-research” to generate data which is not currently available. For example, a planner can survey women in the municipality to find out how they earn additional income for their family through work in the informal sector. Or, the planner can check the roster of members of a cooperative to find out the number of women and men members.

Identification of goals and objectives

This phase involves the drawing up of goals and objectives which state the aspirations of the people in the locality. The goals and objectives should respond to the problems and needs identified earlier in the situational analysis. In the identification of objectives, the planner needs to keep in mind the over-all goal, which is a better quality of life for all, regardless of gender.

Entry points

- **Qualities of a good objective.** Planners often say that an objective has to be SMART, meaning that it is:

Specific
Measurable
Appropriate
Realistic
Time-framed

- **Gender-sensitive objectives.** Having SMART objectives is not enough — objectives need to be gender-responsive as well. Planners should keep in mind that to be gender responsive, objectives should:
 - directly address the program thrust and the gender issues therein
 - have a reliable and quantifiable set of indicators that are gender-responsive
 - address identified priority needs and targets as they relate to the different needs of women and men, and

- be attainable and measurable within the life of the project
- “GREAT” objectives. If an objective has the qualities mentioned above, then it is a GREAT objective, meaning that is:

Gender-Responsive
Equality-oriented and
Aware of social and economic differences in the lives of its
Target beneficiaries

Don't be contented with having SMART objectives —aim for GREAT objectives.

Example

With the situational-analysis in place, the planner can now set the goals and objective.

A general objective that a planner could set would be to improve the economic status of the residents of a particular province within a three-year period.

To make the above objective a GREAT objective, the planner can aim to help empower women to participate more actively in the economic programs being undertaken in the province and provide support systems to women and men's parenting roles.

Formulation of policies and strategies

Policies and strategies are the means of attaining the goals and objectives which had been earlier set by the development planners in the region. There are two steps within this phase. First, based on the situational analysis conducted earlier, the specific sectors or areas where the need is more intense will be given priority consideration. Second, policies and strategies will identify the specific means through which the problems and obstacles will be overcome.

Entry points

- **Criteria for policies and strategies.** A set of guideline questions currently in use by development planners can be adapted to help in the gender-responsive formulation of policies and strategies. The answers to the following questions need to be clear to the gender-responsive development planner:
 - What are the issues or problem situations faced by women in the locality?
 - What are the issues or problem situations faced by women in the locality?
 - Which particular factor is affecting more than one problem or is the common cause of many problems? Which problems are critical and need to be resolved immediately?
 - Which of the problems can be resolved within the plan period?

- **Criteria for Strategies.** Strategies should:
 - include mechanisms for women's participation, and
 - provide for a set of requirements to ensure gender responsiveness, such as: generation of gender-responsive data, raising women's economic/social/political situation, and installing mechanisms which take into consideration time, work load, knowledge, and skills of women.

Example

A strategy to encourage greater participation of women is to make them aware of the programs and projects in the locality. An information campaign on the economic programs being undertaken in the province should take into consideration that women may have less access to reading materials, and some may not be functionally literate. Therefore, instead of distributing printed materials, a development worker could go to a place where women often gather, such as a health center, and explain that livelihood programs are being undertaken in the locality.

A planner can also set policies regarding, for example, membership in credit cooperatives. A quota for female and male members or officers could be set so that the ratio of women to men is made equal.

Formulation of programs and projects

More detailed programs and projects are drawn up based on the policies and strategies. This is done by “specifying” the problem, or breaking it down into more specific components such as identifying the extent of the problem, the sub-population most affected by the problem, their number, and geographical location. This would help the planner translate the earlier-identified policies and strategies into more detailed program/project plans.

By putting together the different programs developed for concerned sectors, as well as determining the financial requirements and sources of funding, the planner comes up with the local development plan. The Development Council at the regional, provincial, municipal or city holds the primary responsibility for drawing up the regional or local development plan.

Entry points

- **Programs/projects for specific sectors.** In drawing up the more detailed plans for specific socio-economic sectors in the locality, the gender-responsive planner needs to keep in mind that the concern for gender issues cuts across all sectors of society. Women are present in every sector. And within each sector in need of intervention, women form a subgroup which is more vulnerable and disadvantaged than the other subgroups.
- **Funding for programs and projects.** Keep in mind that RA 7192 and the General Appropriations Act provide for priority to be given to gender-responsive programs and projects.

Example

This step involves the drawing up of plans and programs which take into consideration the needs of women, as well as their skills and capabilities. Thus, for example, if livelihood programs were to be set up, the planner should ensure that women will be able to participate in these livelihood programs and benefit from them.

Plan implementation

With the autonomy granted by the Local Government Code, the implementation of plans may vary, depending on the locality. In most cases, local government units implement plans with the assistance of government agencies, which provide technical assistance.

Implementation involves undertaking the activities specified in the development plans. This step is as crucial as the rest of the planning process. Having a gender-responsive plan is not enough, as sometimes it is in the implementation that unintended consequences arise.

- **Women's involvement in program implementation.** While the involvement and participation of women should ideally be present at every phase of the planning process, it is in the implementation phase that this participation is highlighted. The following need to be considered during this phase:
 - mechanisms for the involvement of women in the project. These should include support systems such as day care facilities for infants and children, which would allow women the time and space to participate in the implementation of programs and projects.

- equal opportunities for women and men to participate in the project.
- composition of committees should have appropriate representation to support and monitor women's participation at various levels of implementation.
- **Project staff.** With the project staff in-charge of implementing the program or project, women and men should be given equal opportunities to hold management positions. Examples of management positions are: planners, managers, organizers, advisers, committee members, etc.
- **Regional and local development councils.** The development councils, whether regional, provincial, municipal or city, serve as valuable entry point for the mainstreaming of gender concerns. Since these bodies are primarily responsible for drawing up the development plans of their area, GAD training and advocacy activities among these key people would have a strong impact on the planning process.

Example

Sometimes a program can be well-planned, but its implementation may have some loopholes. The planner needs to ensure that women are enabled to participate in plan implementation. For example, the time that meetings of cooperative members are held should be convenient to both women and men. Also, meetings among the beneficiaries of the projects can provide a forum where women can express their feelings and insights about the project.

Livelihood projects, for example, would be participated in more actively by women if support systems such as child care facilities are provided, allowing women to devote a number of hours to the livelihood project.



Monitoring and evaluation

Monitoring is the process of collecting, analyzing and feedbacking information about the implementation of a policy, program or project. Monitoring is a continuous process. It involves regular checking to follow the progress of a program, identify problems and possible solutions, and give feedback to staff. In some cases, monitoring can also allow for adjustments within a program/project. A program/project can be measured by periodically checking on indicators to keep track of possible trends. A program can also be monitored by assessing the current outputs of the program.

Evaluation, on the other hand, is the process of collecting and analyzing information about the effectiveness of a program/project. A program/project can be evaluated according to whatever objectives had been set at the start, and met at the end of implementation.

Process evaluation refers to how well a program is designed and implemented. Outcome evaluation refers to how well the program attained its objectives.

Entry points

- **Adapt existing monitoring scheme.** Agencies at the regional level may already have an existing monitoring system. In this case, the existing system needs only to be reoriented toward gender-responsiveness. In integrating gender into the monitoring and evaluation system, the following should be taken into consideration:
 - relevant executive orders/administrative issuances pertaining to monitoring and evaluation of government gender-responsive programs and projects
 - executive orders and laws requiring the integration of gender concerns in development planning
 - the information to be generated should include gender-related data as reflected in the project's plan/design
 - the relationship of the existing monitoring and evaluation system to the Local Government Code.
- **Monitoring and evaluation system framework.** A monitoring and evaluation system framework should be developed to enhance the efficiency of the program/project monitoring and evaluation system at the various levels. The primary purpose of a monitoring and evaluation system is to expedite program/project implementation, formulation of development plans, and preparation of project design.

In developing a gender-responsive monitoring and evaluation system, the following should be carried out:

- ❑ involve beneficiaries in the development and implementation system
 - ❑ develop and identify gender-responsive indicators for both inputs and outputs
 - ❑ identify and determine project effects (socio-economic, organizational, operational, etc.) on beneficiaries
 - ❑ institutionalize the designated monitoring and evaluation system into the project.
- **Generation of sex-disaggregated data.** The project's monitoring and evaluation system should generate sex-disaggregated data which will include:
 - ❑ the access and control of resources by target beneficiaries
 - ❑ the contributions of women and men in the implementation
 - ❑ the effects and benefits of the project on intended as well as unintended project beneficiaries
 - ❑ the contribution of each activity toward the attainment of the project's objectives.

Example

To conduct monitoring and evaluation, the planner needs to go back to the original goals and objectives of the program/project. Were these objectives met? How were they met?

Again the involvement of women in the monitoring and evaluation phases of the program is crucial. Thus, project beneficiaries could sit down together and discuss how the project has helped them and what can be done to improve future projects. The sex-disaggregated data generated by the project will also serve as valuable inputs for succeeding programs and projects.

Advocacy and training

Introduction to advocacy

Advocacy and training are crucial components in the process of gender mainstreaming. Although some people are more familiar with training than with advocacy activities, advocacy actually covers a wider scope. In fact, a gender training is considered as an advocacy activity.

An advocate is a person who pleads for another's cause, such as a lawyer for her or his client. An advocate is also one who speaks and writes in support of something. In another sense, an advocate works as a catalyst for change, because she/he believes that present conditions need to be changed or improved. An advocate must therefore have commitment to the cause she/he has chosen.

Gender-responsiveness is a relatively new aspect of national development. Advocacy must therefore be both institutional and individual. At the institutional level, agencies must take up a commitment to promote and enable both women and men to become aware of gender issues. This can be done by instituting policies in government agencies so that key people can become more aware of and sensitive to problems concerning gender relations. There is also a need to establish institutional support for individuals who would take the role of advocate for gender awareness.

A GAD advocate may sometimes encounter resistance within her or his agency. There are different types of resistance, and the strategies for dealing with these vary as well. These strategies, which were developed by UNICEF, have been adapted as follows:

Gender Advocacy and Bureaucratic Resistance

One serious problem of gender mainstreaming is bureaucratic and institutional resistance to policies which address gender issues. Below are ten types of bureaucratic resistance, and the possible strategies which advocates can use to counteract them. The strategies mentioned here are intended as starting points. Persons engaged in advocacy may develop other and more effective strategies based on their actual experiences.

1. **Denial.** Officials declare that discrimination based on gender does not exist or rarely happens.

Strategies:

Present comprehensive and reliable statistical data which provide strong evidence of actual gender gaps (such as in education quotas, salary rates, workload) and discriminatory practices. If such data are not

available, initiate gathering of gender data and original empirical research. Statistical data can be obtained from or is available in official reports of various local and national government agencies on women and children.

* * *

- 2. Inversion.** Officials with the task of promoting gender equality use the opportunity to reverse such policies, or use their position or agency to effect reversals.

Strategies:

Present actual examples, especially first-hand accounts and personal experiences of gender discrimination in situations such as access to resources and opportunities. Emphasize specific instances and examples when official policy and principles of equal opportunity are reversed instead of being implemented. Point out the consequences of such reversals in terms of the deprivation that women (and their children) will suffer as a result.

* * *

- 3. Dilution.** Officials minimize the scope of gender policy by presenting a gender issue purely at the level of providing welfare benefits or limited access to resources.

Strategies:

Present a larger picture by showing the dimension of problems arising from gender discrimination. Point out that gender discrimination means the lack of participation by women, as well as the lack or even absence of control by women of the use of resources and the distribution of benefits among the community members.

* * *

- 4. Selection.** Officials choose to limit action to the level of defining the problem.

Strategies:

There must be a consistent approach starting from the identification of problems all the way to the completion of the program. Ensure that there is a systematic way of bringing in women to participate in the management and administration of policies.

* * *

- 5. Subversion.** Officials use their position or influence to undermine in hidden or less obvious ways the policies and programs on gender.

Strategies:

Be alert to any tendency to weaken the program through indirect or hidden ways. Even a lack of interest, and not necessarily hostility, can hinder implementation. When subversive actions become a hindrance, look for alternative agencies or departments to implement particular projects and programs. Anticipate possible collaboration with non-government organizations or people's organizations.

* * *

- 6. Shelving.** Officials set aside or defer the implementation of programs and projects, citing reasons such as lack of funds or qualified personnel.

Strategies:

Declare your particular interest in the program by taking over its actual implementation. Assume control over the shelved project's implementation by taking the project to another agency. If possible, elevate the project to the next higher level in the system.

* * *

- 7. Lip Service.** Officials make a lot of statements and presentations indicating their support for gender issues, but these are not followed through and supported by corresponding activities and projects.

Strategies:

Ensure that the local and international offices and organizations develop a system for monitoring and evaluating the women's empowerment component within gender programs. Program officers must make regular field visits to assess the progress and effectiveness of the projects. Field visits would verify the actual situation, and determine the extent of actual work in progress, if any.

* * *

- 8. Compartmentalization.** Officials implement gender projects but these are regarded as separate from other problems which are considered more important.

Strategies:

Emphasize the need for over-all attention to gender programs and their implementation. In meetings where gender issues are considered minor or not needing immediate attention, insist on the importance of such issues. Ask questions and remind those present of the crucial and pervasive nature of gender problems. Demonstrate, if necessary, the relevance of gender issues to all the other development projects.

* * *

- 9. Tokenism.** Officials would appoint one woman as the "token" or representative for all other women who could have been appointed but were not, thus, appearing to support gender programs and seemingly proving that there is no opposition to the participation of women.

Strategies:

When you find yourself in a meeting where one woman is apparently the "token" participant, join her in identifying and pursuing gender issues.

Cooperate with and support one another, and encourage others to join in focusing on gender issues. By gaining the support of others, the tokenism is therefore subverted. If you find yourself as the "token" participant, assert yourself and bring to the attention of others the tokenism that you reluctantly personify for the present.

* * *

10. Investigatory Diversions. Officials claim more research is needed before a gender program or project could be implemented.

Strategies:

Agree with the officials that additional information and research are needed. But argue that more research must not be a pre-condition for action. Review all aspects of the problem, and the conditions or causes that have already been identified, so that now is the time for preliminary action on the basis of available information. One could advocate for a pilot project, and at the same time on investigative project to examine the problems and determine possible programs of action. Present examples of other programs already being implemented even when more research was needed. If there is still resistance, suggest that the matter could be discussed at the higher level such as a national agency.

An early start at advocacy can make key players aware of GAD and encourage them to give priority to gender mainstreaming activities. Advocacy, however, is not limited to the initial stages of gender mainstreaming. Advocacy also helps to ensure that interest in gender mainstreaming is maintained.

A number of activities can be initiated by a typical government agency or unit. The objectives of these projects and programs are:

1. to provide official recognition of the need for gender awareness as part of national development

2. to include advocacy of gender issues as part of official government activity
3. to serve as an example of gender sensitivity that other government and non-government organizations and agencies may use as a model
4. to provide a venue for concerned individuals to contribute their skills toward the cause of gender advocacy; and to promote in several ways behavioral change through an awareness of the problems/issues of gender, and the options and solutions to the problems/issues.

Some common advocacy activities are the following:

- **Meetings**

These may be formal meetings presided over by the organization head or a designated representative, or a ranking official who has taken a personal commitment to gender advocacy.

The meetings could serve as an introduction of the rank and file to the issues of gender, the official stand on gender relations, and the need for change in official policy and personal/group behavior.



- **Study Sessions**
This would require materials for reading and discussion. The study sessions must be considered as part of personnel development, and therefore be given credit in work-hours for its participants.
- **Mass Media**
The agency's press/media officer must be supplied with materials for broadcast in local radio or TV stations and for publication in local newspapers. The leading advocates, and if possible, even the ordinary participants must be identified, so as to encourage public recognition of their activities.
- **Lobbying**
The word applies to the act of a group who works for the approval (or sometimes revision or disapproval) of a particular law or policy on specific issues. This method can be used even at the local level. A group, either as part of a government agency or a private organization such as an NGO, can initiate legislation or the incorporation of rules/regulations governing gender relations in the workplace, school and home.
- **Information, Education and Communication Materials (IECM)**
The target audience for IECM should first be identified. Usually, these are groups which would be most responsive to gender issues, and who could provide crucial support for advocacy activities. School teachers, high school and college student leaders, and professionals (both women and men) would be the potential target audiences. An information campaign involves a lot of materials and expenses, thus the need to maximize the impact and reach of these materials. These groups would form the core of awareness which could eventually be disseminated to other sectors of society.



Training

Training is also an advocacy activity, and is essential because it provides the necessary knowledge, skills and attitudes which would pave the way for gender mainstreaming. Through training, participants can also arrive at a common understanding of the issues and concepts in gender mainstreaming.

While training is generally effective, it has a limited reach. Advocacy, although not as intensive as training, can reach a wider audience who have not yet had the opportunity to undergo training.

An agency can make use of existing training programs that it conducts in the regular course of work. *A GAD component can be integrated into existing trainings, even if these are not GAD-specific.* This way, gender concerns can begin to be mainstreamed, and at no additional cost to the agency.

There are training programs which focus on GAD, and these are an intensive and directed type of training.

There are several training courses covering a wide range of topics which can be conducted by the organization concerned:

- GAD Briefing for Regional Development Councils (RDCs)
- Focal point training
- Trainors' training
- Deepening of trainors' training
- Gender-responsive planning

Other more specialized training courses for key players at the regional and local level are the following:

- Trainors' training for LGU
- Focal point training for local government units (LGUs)
- Focal point training for regional line agencies (RLAs)
- Gender sensitivity training (GST) for RDCs
- GST for RDC secretariat
- Gender-based statistical systems
- Gender-based project development
- Research agenda

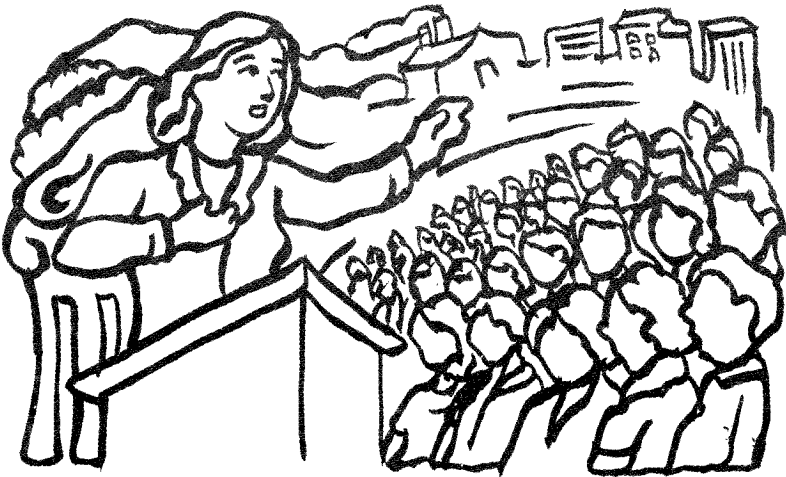
As can be seen above, these training workshops interplay with the other components of gender mainstreaming, namely development planning, the setting up of a gender-responsive statistical system, and the setting up of institutional mechanisms for gender mainstreaming. Training and development planning in particular, are closely interwoven.

The training courses mentioned above usually require the preparation of action plans. These action plans allow the participants to apply what they have learned during the training in their very own areas of responsibility. These plans need to be consistent with the agency's framework for gender mainstreaming. The implementation of these action plans contributes to the maintenance of the interest generated during the training. It creates a "ripple effect" and continues to do so even in the other agencies.

In the following pages, strategies for training and advocacy are presented according to three phases: initiation, institutionalization, and sustaining. This format has been adopted so that readers can immediately go to the section which they think would be most relevant to them.

Initiation phase

- **Top-level advocacy.** One of the initial steps in gender mainstreaming is advocacy at the highest level. Advocacy should be done among the region's legislators, policy makers,



and heads of agencies. The aim of this step is for top-level people to have a strong commitment to GAD efforts. Experience has shown that if top-level management is supportive, gender mainstreaming become more successful.

- **Start with Legal Basis.** Almost always, there is some resistance to GAD, especially from people who are encountering it for the first time. In cases like these, GAD advocates suggest that the legal basis for GAD be cited and explained. Citing the legal basis for GAD will remind these resistant sectors that GAD is a concern of everybody. This way, even though some people do not personally believe in GAD, they will realize that they have to comply with the requirements of the law. With continuing advocacy, they will eventually begin to understand GAD better, and be more supportive of it.
- **Trainers' Pool.** An effective strategy is for a pool of trainers from the regional center as well as other provinces to undergo training on GAD. The existence of this pool of trainers can achieve two main results:
 - the presence of trained personnel at the regional and local government levels, and
 - lightening of the workload, since there would be others who could serve as resource speakers.

Training participants would benefit from the drawing up and implementation of an action plan. This creates a ripple effect—many of those trained can become active advocates of gender and development. Not everybody, though, may feel comfortable to handle advocacy activities by themselves. In cases such as these, networking is a crucial factor to ensure that fellow training participants/"graduates" would help out.



Institutionalization phase

- **Multi-sectoral approach.** To ensure continuity and a wider participation, advocacy and capability-building should not be concentrated solely on the project implementors. Selected staff from non-government organizations (NGOs) can also participate in the different trainings. They are expected to serve as GAD resource persons within their organization and with the sectors that they work with.

The involvement of NGOs as well as of the private sector can lead to diversity among the trainers. This kind of diversity can work quite well — it implies a corresponding diversity in the groups reached by GAD. The academe, state colleges and universities (SCUs) can be invited to participate in the trainings. Those involved in research and extension services were identified as the ones to be trained. The involvement of research-oriented academicians in GAD is key to generating information relevant to the region. Extension activities, on the other hand, are non-formal ways of continuing education. GAD could thus be introduced in these extension activities without the topic being a boring or "academic" subject.

- **Research Agenda Formulation Workshop.** To respond to the lack of regional data, a research agenda formulation workshop can be initiated by an organization. The workshop is designed to:
 - identify research gaps
 - validate the need for a gender-responsive statistical system.

At this stage, more advanced training can be utilized effectively by participants. An example of such training is skills enhancement.

Sustaining

- **Deepening of training.** Sustaining the interest of the key people involved in GAD would eventually result in the continuity of GAD mainstreaming efforts. In the field of training, this can be done by "deepening" training. This involves providing advanced training so that the participants' knowledge of and appreciation for GAD will become deeper. An example is a training program supported by GTZ, the "Deepening of Trainors' Training."

Institutional mechanisms could also be set up to ensure continuity and sustainability. NEDA Region X set up a Steering Committee for GAD Trainings within the Regional Development Council. The committee is headed by POPCOM, and has the following members: DECS, DILG, DOLE, DSWD, CSC, NEDA, and PILIPINA.

The objectives of the steering committee are to:

- coordinate and synchronize GAD training activities for the region
 - evaluate/approve training modules on GAD
 - conduct training needs assessment of LGUs and RLAs
 - approve training proposals and assist in sourcing funds
 - regularly conduct trainers' training to maintain pool of resource persons
 - accredit resource persons for GAD trainings in the region
- **Fund sourcing to sustain training activities.** Having the legal mandate and the experience to conduct training are not enough to ensure continuity of the program. One must acknowledge that without funding, it would be difficult to start a program, much less sustain it. When it comes to sourcing funds, trainers can cite the General Appropriations Act (Section 28), which stipulates that at least five percent (5%) of an agency's budget should be allocated to gender-responsive projects.

The following funding possibilities could be explored:

- for the office to set aside funds from their regular budget for the conduct of orientation trainings on GAD
- for the agency to use available project funds for the conduct of training
- for the office to incorporate GAD training modules in their regular training programs.

The Gender-Responsive Statistical System

Gender mainstreaming activities must be properly designed, implemented, monitored and evaluated. This is only possible if the agency's statistical or data collection system is able to provide the data needed for proper decision-making.

One can rightfully say that data constitute the heart of gender mainstreaming. Without data, it would be difficult to determine what gender mainstreaming policies, programs and projects to implement. Even more important is the quality of data available. As any development worker knows, poor data lead to faulty decisions; good data produce sound policies and plans.

From the perspective of gender mainstreaming, good data must be able to answer the following questions:

- How many women and men are being reached by the agency's programs and projects? In specific terms, this could mean the number of women and men who have been trained by the agency, or given loans for a livelihood project, or accepted as members of an organization. Sex-disaggregated data on the beneficiaries of the agency's programs and projects are usually produced as a by-product of the agency's administrative functions because it makes a separate count of the women and men being reached by its programs and projects;
- Why is there a difference in the number of women and men being reached by the agency's programs and projects? In most cases, the programs and projects have more male than female beneficiaries. Why is this so? What factors make it easier for men to participate in the agency's programs and projects? What factors make it difficult for women to join these activities?

Most statistical or data collection systems already have sex-disaggregated data and thus can provide answers to the first question. What they often lack, however, are data that answer the second question. As such, they are not yet truly gender-responsive. It is the task of the Gender-Responsive Statistical System (GRSS) component of gender mainstreaming to make them so. In line with this, a series of activities must be undertaken. Each is described in the following sections.

Organizing the GRSS Technical Working Group

The GRSS Technical Working Group (GRSS-TWG) handles all the activities that need to be done to make the agency's statistical or data collection system gender-responsive. The GAD Focal point takes charge of organizing the GRSS-TWG. (Please refer to p. 68 of this handbook for the discussion on the GAD Focal Point). The TWG should be set up in the early stages of gender mainstreaming to make sure that data needs for mainstreaming efforts are immediately addressed.

The composition of the GRSS-TWG will naturally vary from one agency to another. What is important is for all those concerned to be represented in this group. For instance, the TWG of inter-agency bodies (such as the Provincial or Municipal Development Council) should have a representative from each of their member-agencies. On the other hand, the TWG of an agency should have representatives from its various bureaus/departments/divisions.

Possible members of the GRSS-TWG should: 1) come from the divisions/units in charge of data collection/processing and monitoring of programs/projects; 2) be actually involved in statistical/databanking/research activities; and 3) have time to do GRSS activities.

Once there is a list of possible members, the Focal Point should constitute a Core Group from among these prospective members and invite the group to an organizational meeting. This Core Group will assist the Focal Point in: 1) planning/strategizing for GRSS activities; and 2) drafting the TOR for each member agency/unit of the GRSS-TWG.

When the GRSS-TWG has a complete set of members, a memorandum or an order should be issued to formalize the creation of the TWG.

Conduct of the GRSS-TWG Orientation Workshop

To help the GRSS-TWG get started, the Focal Point should conduct an orientation workshop for the TWG members. This workshop should cover:

- gender issues
- the rationale, objectives and major strategies of gender mainstreaming
- the nature, purpose and goal of GRSS
- the roles and responsibilities of the GRSS-TWG members
- presentation of the draft TOR for GRSS-TWG members.

It is also during this workshop that the GRSS-TWG members are asked to accomplish three tasks:

- agree on the Terms of Reference (TOR)
- select the chair/head and other officers of the GRSS-TWG

- formulate a workplan detailing the targets, strategies and activities for the preparatory phase of GRSS institutionalization.

For the preparatory phase of the GRSS institutionalization, the TWG needs to conduct the following activities:

- situation analysis
- inventory and assessment of existing data
- briefing on the subnational statistical system
- formulation of the plan/design for the actual institutionalization of the GRSS.



Situation analysis

The main objective of the situation analysis is to review and assess the existing statistical system within the agency (for agency-based TWGs) or the area of jurisdiction (for inter-agency TWGs). Expectedly, the scope of work of inter-agency TWGs is broader. However, they can use the outputs of agency-based TWGs for their own situation analysis, thereby easing their work load.



Statistical activities consist of:

maintenance of a databank

collection/generation of statistical data

planning and/or conduct of statistical surveys

processing of administrative forms to generate
statistics of public interest

computation of statistics according to the appropriate framework

conduct of degree and/or non-degree training programs in statistics

setting up of statistical standards and classification

management/coordination of formulation of policies
concerning statistical operations

The situation analysis seeks to answer the following questions:

- What units/agencies undertake statistical activities in the agency/area?
- What specific statistical activities are undertaken by each unit/agency?
- How often are these activities undertaken?
- Which unit/agency coordinates all statistical activities in the agency/area?
- What policies, standards and/or guidelines have been implemented to make sure that the statistical system functions efficiently?
- Is/Are there (an) existing databank(s) in the agency/area?
- Where is/are the databank(s) lodged?
- What services are offered by the databanks?
- Who are the clientele of the databank(s)?

Data inventory and assessment

While the situation analysis looks at the structures, policies and procedures for collecting, processing and analyzing statistical data, data inventory and assessment focus on the data themselves. The inventory, in particular, aims to find out:

- what specific types of data are generated/collected by each unit/agency
- the source(s) of these data
- how often these data are generated/collected
- the geographic level of disaggregation of the data generated/collected
- whether the data are age-disaggregated
- whether the data are sex-disaggregated
- limitations of the data as to completeness and accuracy

All these information must be entered in a data inventory form, a sample of which is found on page 60.

Once the data inventory is completed, the TWG should assess if the data available are already adequate and suitable for gender mainstreaming. That is, can the data tell us the extent to which women and men have participated in and benefited from the agency's programs and projects? Are there data that tell us, for example, why participation is low or why there are only a few beneficiaries of the project? Can the data be used for formulating the strategies which will help improve women and men's access to the agency's programs, projects and services?

SAMPLE DATA INVENTORY FORM

Name of unit/agency	Data being generated/collected	Sources of data	Frequency of data generation/collection	Geographic level of disaggregation	Age disaggregated? (Yes/No)	Sex disaggregated? (Yes/No)	Remarks
		(e.g., field unit within the agency — specify, another agency — specify published reports)		(by barangay, municipality, city, etc.)			(limitations of the data as to completeness and accuracy)

The results of the data assessment will help the TWG come up with recommendations for improving the existing system of data collection/generation. The recommendations might concern any of the following:

- including more types of data (additional gender/sex variables) to be collected/generated
- changing the frequency of data collection/generation
- looking for other sources of data (the TWG should identify possible sources, e.g., NGOs)
- obtaining data at a specific geographic level of disaggregation (e.g., by barangay or municipality)
- obtaining age and/or sex-disaggregated data
- implementing certain measures to make sure that data collected/generated are complete and accurate (the TWG should specify what measures should be implemented).

Formulation of the Design/Plan for GRSS Institutionalization

Guided by the results of the situation analysis and the data inventory and assessment, the TWG then draws up a plan for GRSS institutionalization. Simply put, this is the program of action that the TWG will adopt to make the agency's statistical or data collection system gender-responsive.

The specific strategies will naturally vary from one agency/area to another, but the plan should be able to cover the following:

- **What types of data are needed for effective gender mainstreaming.** There should be a “shopping list” of the types of data needed for planning. Gender-responsive indicators for planning/monitoring should be identified/determined based on the goals and objectives of the agency/area. A list of possible indicators is found on pages 63-65. These indicators were culled from the output of NEDA-Region X, one of the cooperators of the pilot project on gender mainstreaming.

Aside from identifying the type of data needed for planning/monitoring, the TWG should also specify the sources of these data, the frequency with which they are to be collected/generated, the type of disaggregation desired, and the unit/agency primarily responsible for collecting/generating these data. The shopping list could include both data already being collected by the agency and those that are not yet available in the present statistical system. Once the shopping list has been finalized, the monitoring forms should be revised to make sure that the data needed will be gathered in the next round of data collection/generation. The TWG may have to organize a workshop to inform those concerned about the changes in the monitoring form.

- **Guidelines and procedures for data collection/generation.** These are necessary to make sure that the data to be gathered are relevant, timely, complete and accurate.
- **A research agenda for the agency/area.** The TWG should identify the research activities that need to be undertaken to effectively address the gender issues within a sector/area. Among

the research activities that could be undertaken are: 1) conducting studies on gender issues; 2) disseminating and popularizing statistical data and research findings; and 3) conducting training programs on research.

- **A training agenda for the agency/area.** Aside from conducting training programs on research, it may also be necessary to conduct gender-sensitization sessions for other personnel (non-TWG members) doing statistical activities, seminar-workshops that could help statistical personnel do their job more efficiently, or consultation meetings to assess planned activities.

List of Possible Gender-Responsive Indicators for Planning/Monitoring

Sector: Macro and Financing

proportion of women's contribution to GRDP

women's share to tax/LGU revenues

labor force participation rates

employment, unemployment and underemployment rates

Sector: Education and Manpower Development

school participation of males and females

enrolment and dropout rates

survival rates

• achievement rates

students' financial assistance

skills training

Sector: Health, Nutrition and Family Planning

crude death rates
morbidity rates
mortality rates
male acceptors/users
women with unmet need

Sector: Housing

access to housing of female-headed households
extent of women's participation in housing concerns
proportion of mass housing units modified to suit women's practical
gender needs

Sector: Social Welfare and Community Development

crime statistics (e.g., murder, homicide, domestic violence, robbery,
incest)
special needs of the disabled
rehabilitation arrangements for female and male youth offenders
coverage of social services benefits among women and men
extent of female-male participation in community or non-government
organizations

Sector: Environment and Natural Resources

extent of women's participation in agro-forestry and other reforesta-
tion projects
provision of basic health services to women in upland areas
stewardship contract availment among females and males

Sector: Agrarian Reform

tenurial status and farm size of AR beneficiaries
participation in ARC organizations
access to health and educational services and facilities

Sector: Tourism

employment participation in tourism-oriented establishments
exposure to health hazards
wage/salary differentials of female and male workers in tourism establishments
access to health services

Sector: Agriculture and Fisheries

employment participation
credit availment
access to basic social services

Sector: Trade and Industry

employment participation
workplace condition
tenure of employment
credit availment of female head of family for livelihood/business enterprises

Sector: Infrastructure

proportion of women planners, designers and maintainers
proportion of women/men users of infrastructure facilities
proportion of women to men project monitors

Sector: Development Administration

proportion of women/men NGOs in the development council
number of GAD advocacy activities conducted
number of GAD training programs conducted

- **The organizational set-up of the GRSS.** The units/agencies to be involved in the GRSS institutionalization must be identified, and their roles and responsibilities should be clarified. Interrelationships among these units/agencies must also be specified. It is also important to explain how the GRSS differs from the present statistical system. For example, will the GRSS reduce/expand the statistical functions of certain units/agencies? Will it transfer certain functions from one unit/agency to another?

A workplan for GRSS institutionalization obviously needs to be drawn up. The timetable should specify clearly the sequence of activities, the time allotted for each activity, and the persons/units/agencies involved in each activity. A series of workshops may have to be organized to make sure that the workplan is properly designed.

Implementation of the GRSS Institutionalization Plan

The TWG should see to it that the institutionalization of the GRSS proceeds as smoothly as possible. It must continually assess how far the implementation has gone, determine how problems can be effectively addressed, and search for new/alternative strategies for GRSS institutionalization.

The institutionalization of the GRSS does not end with the implementation of the first plan. Follow-up plans need to be formulated, each one building on past experiences and improving on the shortcomings of the previous plans.

How can the GRSS support gender mainstreaming efforts?

... by providing gender-responsive indicators

... by conducting studies that will increase understanding of gender issues

... by disseminating and popularizing statistics and research findings relevant to gender issues

Institutional mechanisms

There are at least four structures that play a key role in gender mainstreaming. These are the:

- Focal Point for gender and development (GAD-FP)
- Technical Working Group for gender-responsive planning (GRP-TWG)
- Trainors' Pool for gender and development (GAD Trainors' Pool)
- Technical Working Group for the gender-responsive statistical system (GRSS-TWG).

The GAD Focal Point

The GAD Focal Point initiates, coordinates, directs and monitors the gender-related activities of an agency. As such, it is usually the first structure to be set up when gender mainstreaming is undertaken.

Very often, the GAD Focal Point takes charge of organizing the GAD Trainers' Pool, the GRSS Technical Working Group, and the GRP



Technical Working Group, and of getting them started in their activities. Once these three structures are in place, it is the Focal Point's task to coordinate their activities.

The Focal Point is also the agency's link with other agencies doing gender mainstreaming. In this role, it is the focal Point's task to see to it that its agency's gender-related activities are properly coordinated with the gender-related activities of other agencies. Needless to say, coordinating the activities would be easier if the other agencies also had their own Focal Point. A network of Focal Points could be established so that the different Focal Points could communicate more easily with each other.

The Primer on the GAD Focal Point (one of the reference materials in the gender mainstreaming kit) discusses in detail the nature, functions and elements of the Focal Point, as well as the procedures for setting up a Focal Point.

The GRP Technical Working Group

The GRP Technical Working Group sees to it that the agency's plans and programs, as well as its planning process, are gender-sensitive. Members of the agency's planning unit/department compose the GRP-TWG. A discussion of gender-responsive planning and the role of the GRP-TWG in this process is found in page 24 (Entry Points in the Program Planning Process) of this handbook.

The GAD Trainors' Pool

The GAD Trainors' Pool plans and implements all the gender advocacy and training activities of the agency. Naturally, members of the agency's training unit/department should be in the GAD Trainors' Pool. However, "outsiders" (coming from other government agencies, NGOs, schools, and other organizations) could also be invited to join the trainors' pool as speakers or resource persons. For more information about the role of the GAD Trainors' Pool in gender mainstreaming, please refer to page 38 (Advocacy and Training) of this handbook.

The GRSS Technical Working Group

The GRSS Technical Working Group takes charge of setting up a mechanism for collecting, processing, and analyzing data needed for gender mainstreaming. It is composed of agency personnel involved in

statistical, databasing, and research activities. Details about the functions of this group and its role in gender mainstreaming are discussed in page 53 (The Gender-Responsive Statistical System).

Coordination is important

The specific roles and responsibilities of the GAD Focal Point, the GRP-TWG, the GAD Trainors' Pool, and the GRSS-TWG may differ, but these four structures have a common goal: the successful integration of gender concerns into the plans, programs and projects of government agencies. As such, their activities should be well-coordinated and complement each other. Moreover, their GAD activities should complement those being undertaken by other agencies at the local, regional and national levels.

Conclusion

Development is a process, and like any process, it is on-going. This on-going nature of development allows us to mainstream gender concerns at any point in time. And considering the current situation, there is a need to do mainstreaming as soon as possible.

This handbook presented some known strategies and processes for gender mainstreaming. By exploring possibilities and options, other innovative approaches and strategies could be developed and added to the current body of knowledge on gender mainstreaming.

Compared to a lot of countries, the Philippines is relatively advanced in its gender mainstreaming efforts. Landmark accomplishments at the national and regional levels can serve as lamp posts shedding light on the persons and organizations traversing the road to gender mainstreaming.

This handbook can be considered as a “road map” which will serve as a guide on how gender concerns can be mainstreamed into the development process. However, it is still up to the organization concerned — the one in the “driver’s seat” — to determine which strategies would work best.

Sometimes the road can get bumpy. And there are unexplored areas where there may not be much light. Such cases, one needs to forge ahead, and in moving forward develop new strategies and refine approaches for gender mainstreaming.

Knowing that you are not alone will also serve as an encouragement. Seeking assistance from others in the field, and sharing experiences with them, would be of great help to the persons involved in gender mainstreaming.

Like any undertaking, mainstreaming gender concerns into the development process can be challenging, and ultimately satisfying. Organizations which have pioneered in gender mainstreaming efforts have the satisfaction of knowing they have attained breakthroughs in a worthy undertaking. These organizations also know, from their experience, that much more needs to be done. For those organizations which are just embarking on the journey, they know they can look forward to satisfaction and feel enabled to meet the further challenges of gender mainstreaming.

