

# Gender and development making the bureaucracy gender-responsive

a sourcebook for advocates, planners, and implementors



developed by dr. amaryllis t. torres  
and professor rosario s. del rosario  
with the assistance of  
professor rosalinda pineda-ofreneo  
for **unifem** and **ncrfw**

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illustrated by anna fer

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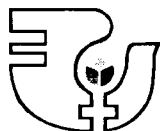
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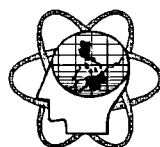
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# Message

Recognizing the importance of addressing gender concerns in development, the United Nations International Fund for Women (UNIFEM) supported the development of this Sourcebook to assist government agencies in taking a critical look and refining their institutional setup, systems, and activities toward gender responsiveness. It serves as a beginner's handle in operationalizing the provisions of Republic Act 7192 (Women in Development and Nation Building Act).

This Sourcebook was primarily conceived for national government agencies. Nevertheless, it is also recommended for regional agencies and local government units who are encouraged to adapt it to the unique needs of their localities. We dedicate this effort to all our colleagues in government, who, like us, are in search for practical and useful ways of improving perspectives and approaches to development. We hope that you shall continue exploring new avenues to improve what we had started.

Our sincerest gratitude to the staff and Focal Points for Women/Gender Concerns of the Departments of Labor and Employment, Education, Culture

and Sports, Interior and Local Governments, Agriculture, Trade and Industry, and Public Works and Highways for their cooperation in the successful completion of this document. To all our supporters and critics who, in their different but complementary ways, helped make this Sourcebook worthy of endorsement to our partner agencies in government, thank you very much. We hope that you shall continue to share your ideas on how this document and program could be enhanced further in behalf of the Filipino women.

IMELDA M. NICOLAS  
Chairperson



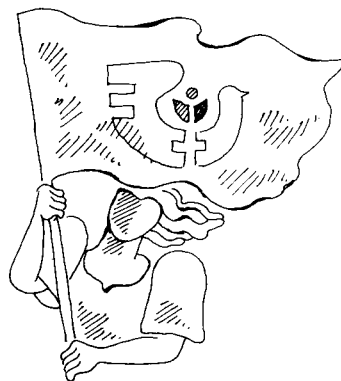
# Message

Four years after the launching of the Philippine Development Plan for Women, we find ourselves wrestling with technical questions on how to influence development paradigms—our basic planning axioms, the concept of trade-offs between social and economic sectors, and the whole of planning itself—toward gender responsiveness.

Our years of advocacy in the government have swept us deep into the very pit where the concepts of development are hatched and transformed into programs and projects, where the tug-of-war for resources perennially exists, and where we stand face-to-face with decision makers whose words mean life to our constituents.

This source book was developed as a tool that government agencies could use in mainstreaming and institutionalizing gender concerns in their work. As agencies continue to discover the perspectives of women and men in their various fields, this document can help them analyze the issues and handle them in appropriate ways. It serves as a handy guide in finding answers to questions commonly encountered by gender and development practitioners.

The development of this document was made possible through the assistance of the United Nations International Fund for Women (UNIFEM). In 1992, UNIFEM supported our project in studying six line departments in order to determine the factors that hinder or facilitate the departments' re-



sponse to gender concerns. We can never adequately thank UNIFEM for showing remarkable interest in our work and faith in our ability to model the way for gender mainstreaming in the Asia-Pacific region.

Likewise, the development of this document could not have been possible without the cooperation of the six departments where the study was undertaken. These are: Agriculture; Labor and Employment; Trade and Industry; Education, Culture and Sports; Public Works and Highways; and Interior and Local Governments. We, therefore, express our heartfelt gratitude to their Secretaries, Focal Points, and all those who helped make this undertaking a success. Furthermore, NCRFW thanks the Human Resource Specialists Foundation, the staff, artist, editor and Consultant who all gave very valuable support to the project.

To all our friends and colleagues in government, we dedicate this source book. We hope that you shall give us feedback on how it can be further improved.

REMEDIOS I. RIKKEN  
Executive Director



# Preface

The United Nations Development Fund for Women (UNIFEM) is extremely proud to have supported this publication and the process from which it emerged. As an institution that is committed to promoting gender equality worldwide, UNIFEM welcomes the opportunity to work with partners such as the National Commission on the Role of Filipino Women (NCRFW), which shares the same challenges in the Philippine context that UNIFEM faces in the international arena.

The planning and implementation of development programs involves many complex processes. The institutions that guide development planning depend on many systems, tools and an information base for identifying problems, assessing needs and making decisions. These systems and tools used are, however, influenced by the understanding that policy makers have of how societies function, by their vision of the future, by the policy making environment, and by groups sufficiently powerful to influence the direction of development decisions and the allocation of resources.

In the past ten years, women—and advocates for women—have gained access to planners and decision makers to question the results of gender blind tools, systems and information as the basis for development planning. This questioning has

begun to create some pathways for women's direct involvement and intervention in development planning. This involvement has led to the documentation of women's strategies while working in agencies to promote gender-responsive development so that these strategies can be replicated, adapted, built upon and improved by others. The work and documentation—whether anthologies, articles, or training manuals—have strengthened the capacity of local, national and international development agencies to recognize and respond to gender-differentiated interests. All of this work is a pre-condition for sustainable human development.

This sourcebook and the continued work of the NCRFW in providing tools to guide the institutionalization of gender-responsive planning into national development agencies are some of the building blocks from which fundamental changes in women's lives and livelihoods emerge. It is only through a global convergence of energies from all levels and sectors that we can build a new development agenda for a sustainable and equitable world, not just for ourselves, but for our sons and daughters and for future generations.

NOELEEN HEYZER  
Executive Director, UNIFEM  
1994

# Foreword

Attaining the goals of gender and development is no mean task. It requires a conscious effort to incorporate the interests of both men and women in society's vision for progress. It presumes thorough understanding of the roles, relationships and contributions of men and women to socio-political, economic, and cultural life. It involves the creation of a different framework for assigning value to various economic and non-economic activities. It calls for concerted action in infusing development thinking with person-oriented and gender-related aspirations, towards the realization of a future society that takes full cognizance of the needs of men and women, both young and old, in whatever sector they may be found.

The incorporation of gender and development goals in the state's planning processes requires all these and more. First and foremost, the objectives of gender and development have to be clarified and integrated in the plans and targets of the country. Second, since these concepts and aims are novel and contrary to usual ways of thinking about development, a core group of Gender Advocates has to be created in the agencies of government to push for the realization of these goals. Third, advocacy has to cascade through all levels of execution of development efforts, from the central agencies to the line bureaus to local settings. This entails a planned effort to educate the bureaucracy on the goals of gender and development.

Efforts to influence development activities in the Philippine setting along gender

concerns is not new. In 1975, the United Nations brought worldwide attention to the disadvantaged position of women through its Declaration of International Women's Year. That same year, the National Commission on the Role of Filipino Women, or NCRFW, was established. During the First Decade for Women, the NCRFW introduced programs aimed at the integration of women in development activities.

However, at the Nairobi World Conference to Review and Appraise the Achievements of the UN Decade for Women in 1985, women declared that efforts had fallen short of their goals. The Forward-Looking Strategies adopted at the conference reiterated the goals of women for fuller integration in nation-building and enjoined all participating nations to accelerate efforts towards achieving women's equality, development, and peace. The Philippines responded to the call by designing the Philippine Development Plan for Women, a companion document to the Medium-Term Philippine Development Plan.

As part of the strategy to ensure that the recommendations of the PDPW were given attention in program implementation, the NCRFW spearheaded the creation of Focal Points for Women and Development in each department, bureau, office, agency, or instrumentality of the government (Exec. Order 348). Its functions were originally envisioned to be three-pronged: first, to advise the highest officials of their respective agencies on matters pertaining to women; second, to implement, monitor, review and pe-

riodically update the PDPW in their respective sectoral groups; and third, to institute organizational changes aimed at generating gender-responsive data, and ensuring the welfare and development of its own women employees in the bureaucracy.

The work of the Focal Points vis-a-vis women and development and eventually for gender and development, was new to them and often different from the routine concerns they dealt with in their respective positions. The NCRFW thus embarked on a massive program to equip these women with gender concepts, starting with gender-sensitivity training sessions. Still, these interventions proved inadequate, especially in the face of hostile reactions from both male and female co-employees and supervisors who failed to understand and appreciate the significance of the issues they were trying to advocate. As a result, their work plans were marginalized, and often had to be set aside for what were perceived as more important tasks in the agencies. They asked the NCRFW for additional guidelines to facilitate their unenviable task of institutionalizing gender-responsive approaches to planning and program implementation.

In response, the NCRFW designed a project entitled "Strengthening of Institutional Mechanisms for Gender-Responsive Development," and sought funding assistance from the United Nations International Fund for Women (or the UNIFEM). The project commenced in September 1991, with the following objectives:

1. to undertake organizational systems

- analysis and program review in six (6) pilot agencies with constituted Focal Points;
2. to recommend organizational and program strategies which would facilitate the institution of gender-responsive mechanisms in the aforementioned agencies;
3. to develop and disseminate an operations manual that would guide the Focal Points in their work for gender and development;
4. to provide additional knowledge and skills to the Focal Points in order to enhance their competencies in carrying out their functions and responsibilities; and
5. to assist the Focal Points in formulating their plans of action and provide institutional assistance in the implementation of key programs and activities in these plans.

The agencies whose organizations and programs were assessed along gender concerns included the Department of Agriculture, the Department of Education, Culture and Sports, the Department of Interior and Local Government, the Department of Labor and Employment, the Department of Public Works and Highways, and the Department of Trade and Industry. Consultants were assigned to each of these agencies to study their organizational setup and programs. After three to four months of assessment, the Consultants submitted their reports on each of the departments, citing organizational and program factors which served as either facilitating or hindering elements to gender-responsive development. These reports were presented to the NCRFW

and the Focal Points, who were advised to use the recommendations as starting points for instituting changes in the structures, functions, and goals of the Focal Points. In addition, the findings were translated into a set of guidelines for enhancing the gender-responsiveness of line agencies and departments.

This "Sourcebook on Gender and Development - Mainstreaming and Institutionalization" embodies the results of the original assessments undertaken in the six departments. However, it is no longer merely a manual to identify key organizational and program factors which impact on gender and development. In the process of elucidating these processes and features, the authors have found it necessary to expound as well on more basic concepts, such as providing a gender view of development and development planning. In addition, it elaborates a theory and methodology for identifying gender concerns, including the use of gender analysis. It places importance on the human dimension of the planning process, which necessitates the use of participatory strategies.

The Sourcebook, therefore, represents an effort to use gender analysis and its perspectives in interpreting development and the planning process. Organizational and program factors have also been examined with an implicit gender perspective, and have been assessed in terms of their efficiency, effectiveness, appropriateness, and adequacy for institutionalizing gender-responsive mechanisms.

Moreover, in the process of interacting with the Focal Point members and others in the line departments, the authors realized that the task of mainstreaming gender and development cannot be the sole responsibility of the Focal Point members alone. Instead, as many members of the agencies as possible have to understand the dimensions of the problem and take part in the difficult task of integrating gender concerns in routine functions.

This Sourcebook, therefore, is for the use of anyone in the line agencies concerned with developing strategies for mainstreaming gender, be it in the internal organization, in programs and projects at the level of the central agency or in the localities they serve, or for the development of gender-responsive policies and departmental objectives.

It has taken more than two years to complete this project, which has escalated considerably in its original scope and intention. It is a product of not only the original project activities (the organizational and program analyses), but embodies as well the ideas and perspectives of various individuals working for gender and development. In this connection, we wish to acknowledge the participation of the following individuals, whose efforts contributed to the "fleshing-out" of this Sourcebook.

First of all, we acknowledge the contribution of our various project consultants, who pioneered in undertaking organizational and programs diagnosis within a gender framework. Those among them who were relative newcomers to gender perspectives

have since become staunch advocates for gender and development. These individuals who completed their assigned projects include the following faculty of the University of the Philippines (UP): Dean Marie E. Aganon of the School of Labor and Industrial Relations, Dean Proserpina D. Tapales and Professor Jose N. Endriga of the College of Public Administration, Prof. Dolores A. Endriga of the School of Urban and Rural Planning, Prof. Virginia R. Cardenas of the College of Agriculture, and Prof. Carol Anonuevo of the College of Social Sciences and Philosophy. Two other consultants whose reports found their way into these pages are Mr. Austere A. Panadero, Assistant Vice-President of the Development Academy of the Philippines and Mrs. Corazon J. Soliman of the women's group, PILIPINA. Other individuals who participated in the initial phases of the work include two free-lance consultants: Mr. Victor Tan and Ms. Corazon Panganiban; and Prof. Nestor N. Pilar of the UP College of Public Administration.

Two women have contributed immensely to the transformation of the original project manuscript into a source book. The Editor is Prof. Rosalinda Pineda-Ofreneo of the Women and Development Program, College of Social Work and Community Development, University of the Philippines, a journalist, poet, feminist and social critic. The Artist who translated abstract concepts and examples into visual representations is Ms. Anna Fer, a poetic soul and a respected artist who has dealt with themes on women

and ecology.

The Sourcebook has also benefited from the interactions and discussions we have had with our colleagues in the NCRFW, including its Planning Officers: Ermelita V. Valdeavilla and Mayumi Juris A. Luna, and its vibrant Executive Director, Ms. Remedios I. Rikken.

The encouragement and suggestions of our UNIFEM adviser, Dr. Rosa Linda Tidalgo-Miranda, also helped shape the Sourcebook. We hope the Sourcebook will prove as useful as she predicts it will be.

This Sourcebook would not have become reality without the superlative performance of the project staff: Ms. Auralyn Anonico, Ms. Evangeline Dionisio, and Ms. Rowena Uematsu. Together they helped piece together the work demanded by research and monitoring in the earlier phase of the project; the tedious encoding, revising and re-encoding of our manuscripts; coordinating the work of the writers, the editor, and the artist for the final phases of the Sourcebook. This they did without complaints, even while we were preparing for, conducting, and documenting our Training Programs for Mainstreaming Gender. We thank them for their perseverance and loyalty.

Finally, we wish to acknowledge with gratitude the cooperation and enthusiasm with which the whole project was received by the members of the Focal Points in the various line departments. We have tried to impart our ideas as succinctly as possible so that these may truly serve to guide them

in their work as Gender Advocates. We wish to make special mention of the following women who helped coordinate the assessment meetings of the consultants, as well as the preparatory activities for the training sessions on Mainstreaming Gender, and who we know will continue to take lead roles in the realization of the action plans of the Focal Points. These individuals include: Ms. Maribeth Casin of the Bureau of Women and Young Workers and Ms. Cynthia Morada of the Planning Service, both of the Department of Labor and Employment; Dr. Fe Hidalgo and Ms. Zaida Azcueta, both of the Department of Education, Culture and Sports; Assistant Secretary Yolanda de Leon, Ms. Pearl Sarmiento and Ms. Nelda Ledda of the Department of Interior and Local Governments;

Dir. Clarita Bandonillo, Mrs. Aida Diaz, Ms. Myrna Asis and Ms. Ardeliza Medenilla, all of the Department of Public Works and Highways; Assistant Secretary Marinela Castillo, Ms. Nieva Natural, and Ms. Ines Magbanua of the Department of Agriculture; Director Lourdes Baua, Director Zoila Elevado and Ms. Aurora dela Rea of the Department of Trade and Industry.

To the women in the Focal Points, and to all our other sisters in government, this Sourcebook is dedicated.

Amaryllis T. Torres

Rosario del Rosario



# Gender and development making the bureaucracy gender-responsive

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# 1 Gender and development: key concepts

## Reconceptualizing development: a global women's perspective

Development is never neutral. In fact, it has ignored and harmed women in many ways.

After two 'development decades' (the sixties and seventies) declared by the United Nations had come and gone, the world was still left, in the early 1980s, with the following disturbing statistics:

- women perform 67% of the world's working hours;
- women earn 10% of the world's income;
- women are 2/3 of the world's illiterates; and
- women own less than 1% of the world's property.

(Canadian Council for International Cooperation, 1991)

In 1985, reports compiled by the United Nations at the conclusion of the UN-declared Decade for Women (1976-1985), highlighted the following findings:

- Women do almost all the world's domestic work which together with their additional work outside the home, means most women work a double day;
- Women form a third of the world's official labor force, but are concentrated in the lowest-paid occupations and are more vulnerable to unemployment than men; women still earn less than three quarters of the wages of men doing similar work;
- Women grow about half of the world's food, but own hardly any land, find it difficult to obtain loans and are overlooked by agricultural advisors and projects;





- Women provide more health care than all health services put together and have been major beneficiaries of a new global shift in priorities towards prevention of diseases and promotion of good health;
- Women continue to outnumber men among the world's illiterates by about three to two, but school enrollment boom is closing the education gap between girls and boys;
- Although 90 percent of the world's countries have organizations promoting the advancement of women, because of poorer education, lack of confidence, and greater workload, women are still dramatically under-represented in the decision-making bodies of their countries.

It is no wonder then that the 1985 *Nairobi Forward-Looking Strategies for the Advancement of Women*, as adopted by the World Conference to Review and Appraise the Achievements of the United Nations Decade for Women: Equality, Development and Peace, advanced the following reconceptualization of development, focusing on the role of women:

The role of women in development is directly related to the goal of comprehensive social and economic development and is fundamental to the development of all societies. Development means total development, including development in the political, economic, social, cultural and other dimensions of human life, as well as the development of the economic and other material resources and the physical, moral, intellectual and cultural growth of human



The scales of world equality are out of balance. The side marked 'Woman' is weighed down with responsibility, while the side marked 'Man' rides high with power. Advantage builds on advantages, until today they are tilted so steeply that almost all of the world's wealth is on man's side, while most of the world's work is on woman's.

(United Nations, "The State of the World's Women" 1985)

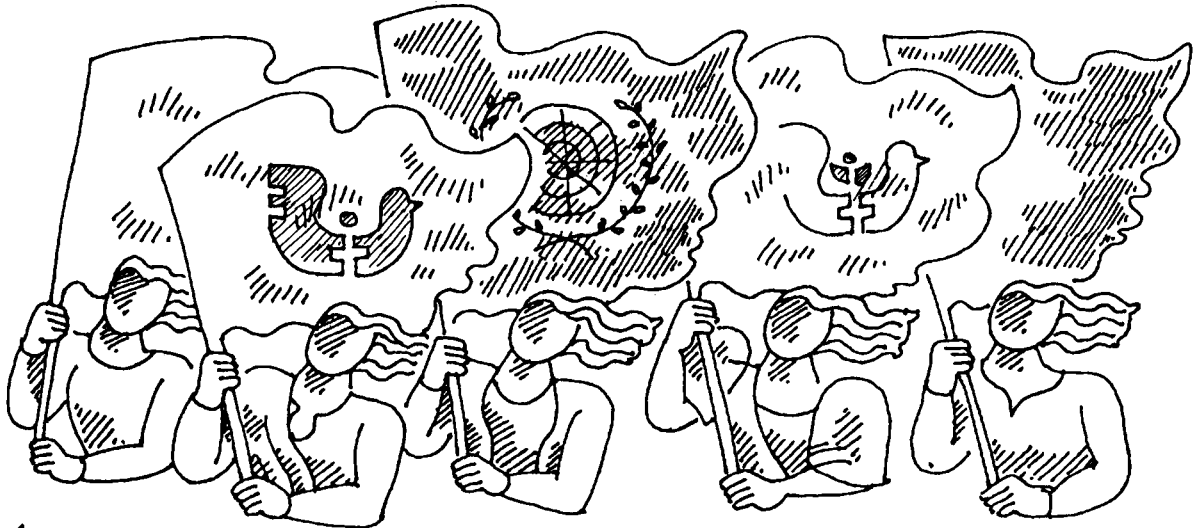
beings. It should be conducive to providing women, particularly those who are poor or destitute, with the necessary means for increasingly claiming, achieving, enjoying and utilizing equality of opportunity. More directly, the increasing successful participation of each woman in societal activities as a legally independent agent will contribute to further recognition in practice of her right to equality. Development also requires a moral dimension to ensure that it is just and responsive to the needs and rights of the individual and that science and technology are applied within a social and economic framework that assures environmental safety for all life on our planet.

It may be worthwhile to point out that this reconceptualization of development, aside from being women-friendly, is also human-centered or people-oriented, pro-

poor, participatory, and sustainable. It departs from the old notion of development which concentrated merely on economic growth without considering social equity and environmental costs.

### The Philippine context

The Philippine government first expressed its commitment to the upliftment of women in the mid-seventies. At that time, it responded to the United Nations' declaration of International Women's Year (1975) and the Decade for Women (1976-1985) with the creation and maintenance of the National Commission on the Role of Filipino Women (NCRFW). Acting as the state machinery to oversee plans and policies concerning women, the NCRFW is mandated to:



- monitor compliance with and implementation of provisions of laws granting equal treatment and giving protection to women;
- act as a clearinghouse and data base for information relating to women;
- conduct gender consciousness-raising programs;
- implement pilot projects for the delivery of services for women as basis for policy formulation and program recommendations; and
- act as major link between government and non-government organizations.

In 1987-1988, the NCRFW held a series of consultations with a broad spectrum of women coming from various sectors of Philippine society, and representing both government and non-government organizations. The results of these consultations found their way into the Philippine Development Plan for Women (PDPW), which contains concrete and comprehensive guidelines for mainstreaming women in development efforts.

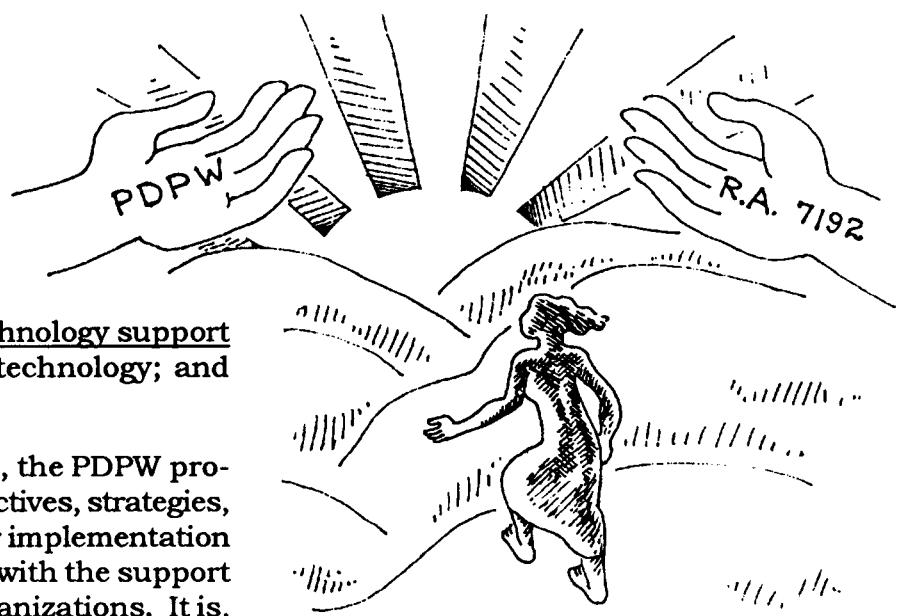
#### The Philippine development plan for women

In February 1989, President Corazon C. Aquino issued Executive Order No. 348, formally approving and adopting the PDPW as a companion document to the Medium Term Philippine Development



Plan (MTPDP). The PDPW provides a framework for the development of women in the personal, family, economic, political, socio-cultural, and other legal spheres. It discusses the various situations and concerns of women across the following sectors:

- the economic sector - covering agriculture and agrarian reform; environment and natural resources; services; and industry, trade and industrial relations;
- the social sector - education and training; health, nutrition and family planning; social welfare and community development; and housing;
- the special concerns sector - migration; prostitution; media; violence against women; and arts and culture;



- infrastructure and technology support sector - science and technology; and infrastructure.

For all these sectors, the PDPW provides concrete goals, objectives, strategies, targets, and programs for implementation by government agencies with the support of non-governmental organizations. It is, therefore, the government's blueprint for action in comprehensively addressing women's concerns in the Philippines. It will still serve this purpose until 1995, when the *Philippine Plan for Gender-Responsive Development* to cover the period up to the year 2025, is expected to be in place.

Because the time frame for the implementation of the PDPW officially ended in 1992, there is need to come up with a "successor plan that would define the direction for mainstreaming gender concerns in development." This need is expected to be met by the *Long-Term Plan for Gender-Responsive Development* (LPGD), which will cover the period up to the year 2025. The Plan was formulated under the overall supervision of the NCRFW, in coordination with NEDA. The sectoral chapters were drafted by working teams led by representatives of the various line departments, while the chapters on special concerns were developed by experts from academe, women's cen-

ters, etc. in close consultation with government and non-government organizations. The drafts, which spelled out gender-related goals and objectives as well as comprehensive policies, strategies and program areas that need to be adopted and implemented, was discussed in regional workshops as well as in a national conference of GOs and NGOs. The final plan was issued during the last quarter of 1994.

#### R.A. 7192: A Landmark law for women

If the PDPW can be viewed as a synthesis of the thinking of various organizations of women as to where development should be headed and how it should proceed, Republic Act 7192, known as the Women in Development and Nation Building Act, can be considered as a result of the lobbying done by women's groups inside and outside government, with the sympathetic support of gender-sensitive legislators.

Passed by Congress on December 11,

1991, and approved by the President of the Philippines on February 12, 1992, the Act "promoting the integration of women as full and equal partners of men in development and nation building and for other purposes" became operational with the issuance of its implementing rules and regulations by the National Economic and Development Authority (NEDA) on November 18, 1992.

R.A. 7192 specifies that a substantial portion of funds received through official development assistance packages be set aside by government agencies to support activities for women. The implementing rules state that in 1993, at least five percent of these funds shall be in "support of programs/projects that mainstream/include gender concerns in development." The percentage shall increase from five to 10-30 in subsequent years.

The Act also enjoins all departments to ensure that Filipino women benefit equally and participate directly in their programs and projects. To ensure the implementation of its provisions, R.A. 7192 further directs the bureaucracy to "review and revise all their regulations, circulars, issuances and procedures to remove gender bias therein." All government departments, agencies and instrumentalities are required to submit a compliance report to Congress every six months.

Under R.A. 7192 and its implementing rules, NEDA and the NCRFW are given the main roles and responsibilities in mainstreaming gender concerns in development planning, advocacy, programming, monitoring and evaluation.

### The Filipino women's situation

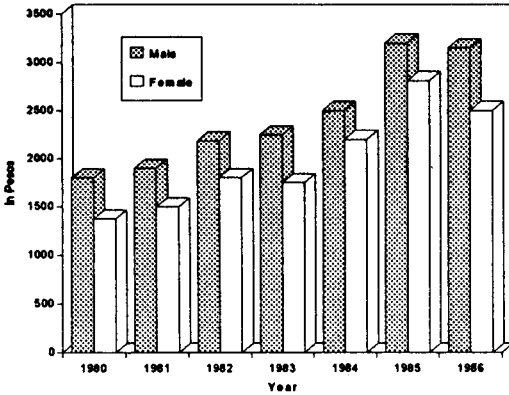
Women-focused initiatives in the Philippines have actually been concrete responses to the disadvantaged conditions that many Filipinos still find themselves in. The global picture earlier described is in many ways reflected in the local situation, as reported by the National Commission on the Role of Filipino Women (NCRFW) (refer to table on p. 8):

- The number of women and men in the

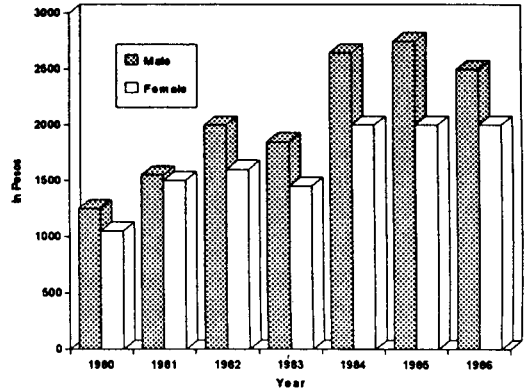


# AVERAGE EARNINGS

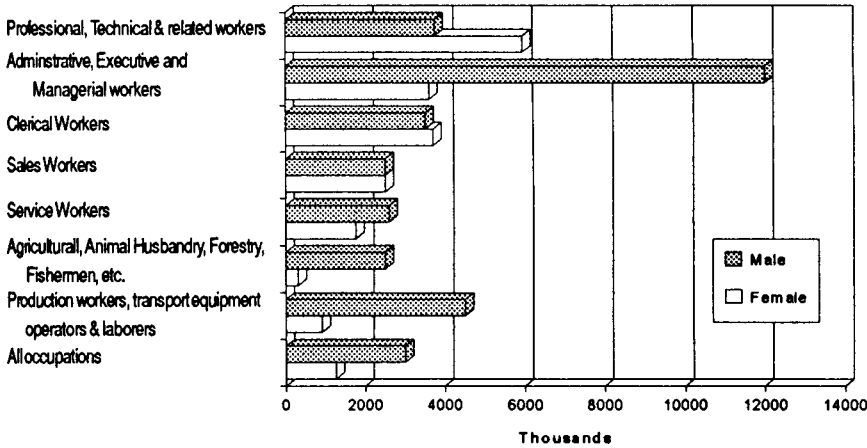
Average Earnings of Wage and Salary Workers: 3rd Quarter 1980-1986



Average Earnings of Own Account: 3rd Quarter 1980-1986



Average Earnings of Workers by Occupation and Sex: 3rd Quarter 1990

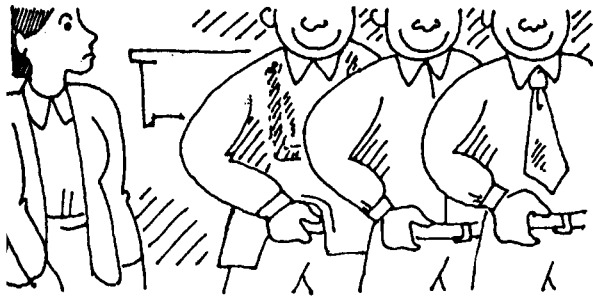


- During the first half of the eighties, the average earnings of women were very much below the earnings of male wage and salary workers. This was also true for own account workers where women earned lower earnings.

- Men workers earned more than women as shown by their average income, which was about double that of women. Classifying both of them by occupation shows that in 1990, the women earned an average income higher than that of men in professional and clerical occupations. On the other hand, except for sales workers, the rest of the groups provided men with higher average earnings. (NSO and NCRFW, 1992)

population is almost equal but women are greatly outnumbered in the labor force.

- For every peso earned by a male, a female earns 34 centavos. (Updated ratio for 1990 shows that men earn almost twice as much as women)



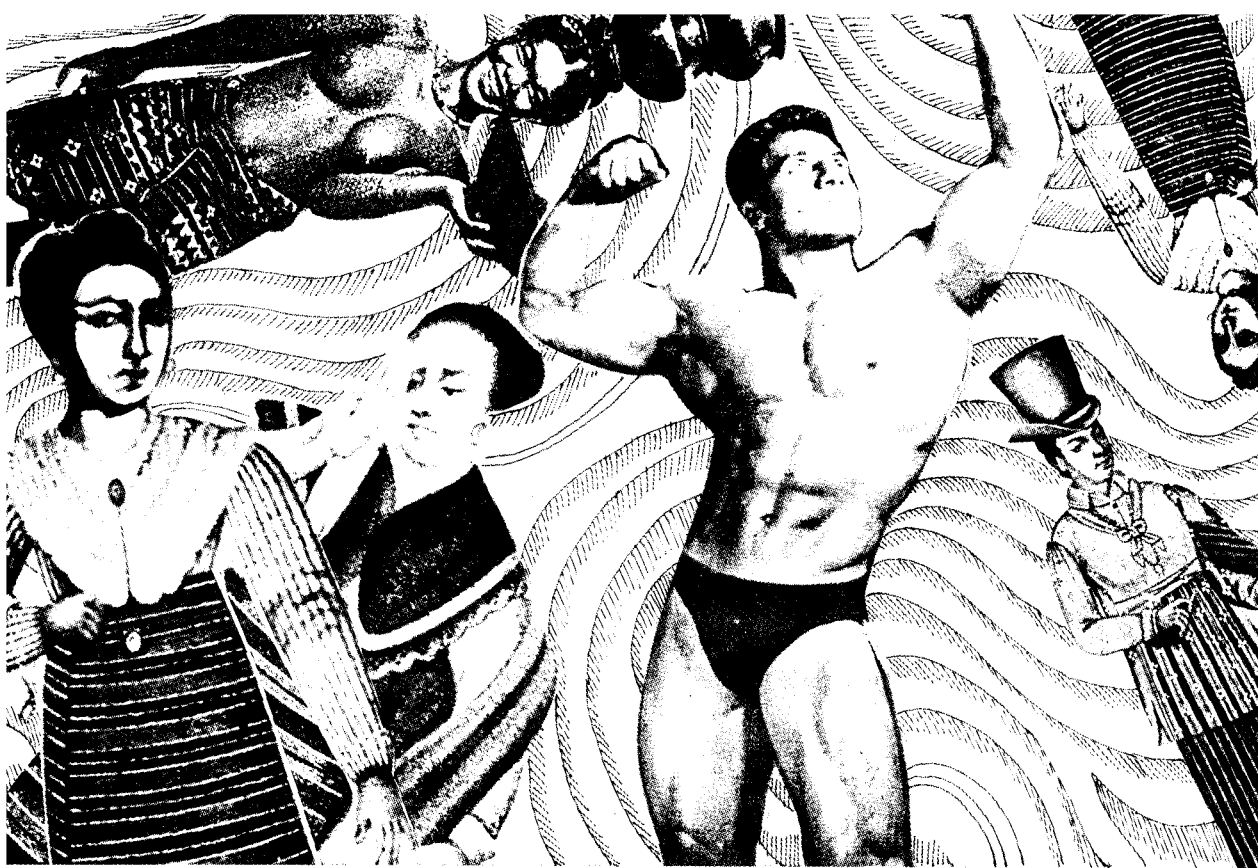
- In administrative, executive and managerial positions, there is one female for every three males.
- In agriculture, women receive only nine centavos for every peso earned by men; mechanization results in the displacement of female labor; and women have limited access to training and credit.
- Sex-role stereotyping is rampant in textbooks.



- In media, women are portrayed as housewives or domestics, as sex objects, or as creatures whose main goal in life is to attract men.



Filipino women, like their sisters all over the world, share essentially the same burden. Women are confronted by a legacy of structures of inequality which are reinforced by misinterpretations that produced a seemingly unending cycle that retards the pace of their own personal development, relegates them largely to the reproductive sphere of life, affords them minimal chances or fails to harness their full potential for national development. This cycle must be broken if women are to be effectively mobilized for development. (PDPW,1989)



### Gender and its importance to development

In recent years, women's situation has been more and more understood in the context of how it relates to men's situation in society. Women are seen to be disadvantaged and disempowered because men take advantage of and exercise power over them. Unequal gender relations have increasingly been identified as a problem which has to be addressed by both women and men who are working for a more equitable society.

Heightened gender consciousness has found its way into the planning milieu, giving rise to new frameworks and methods in the conduct of development work within and outside government.

But how is gender used as a concep-

tual tool in the planning process? How does its meaning differ from that of sex, for example?

The notion of gender pertains to the so-called 'masculine' and 'feminine' attributes that society assigns to males and females. These attributes are defined by culture and tradition. Studies indicate that different societies prescribe masculine and feminine roles and characteristics in different and sometimes even in completely opposite ways.

In Philippine culture, to be masculine is to be strong (*malakas*), aggressive, determined, and persevering (*matatag ang loob*). To be feminine is to be modest (*mahinhin*), understanding (*maunawain*), loving (*mapagmahal*), and affectionate



(*malambing*) (Jimenez, 1983).

Men's work and women's work are also variedly defined by culture. In the lowlands of Luzon, rice cultivation is considered the work of men. In the hinterlands of the Cordilleras, however, tribal women are the main agriculturists.

While gender is defined by society, sex is biologically determined. It pertains to the physiological characteristics of, and differences between males and females of the human race. While gender is a result of culture, sex is a product of nature.

The differences between male and female sexual organs are determined by biology. Voice quality, hair growth, height

and muscle size also differ by sex. These have evolved through time along with other physical qualities, and passed on genetically to succeeding generations.

#### The gender division of labor

Most societies assign different roles to men and women. In the traditional gender division of labor, men are usually expected to be the economic providers. They engage in productive labor outside the home that yields incomes or products essential to the survival of the family, and for meeting its basic needs. Women in turn, are expected to work within the home, providing food, caring for children, and attending to the maintenance of an



orderly household, using the incomes and products provided by the men.

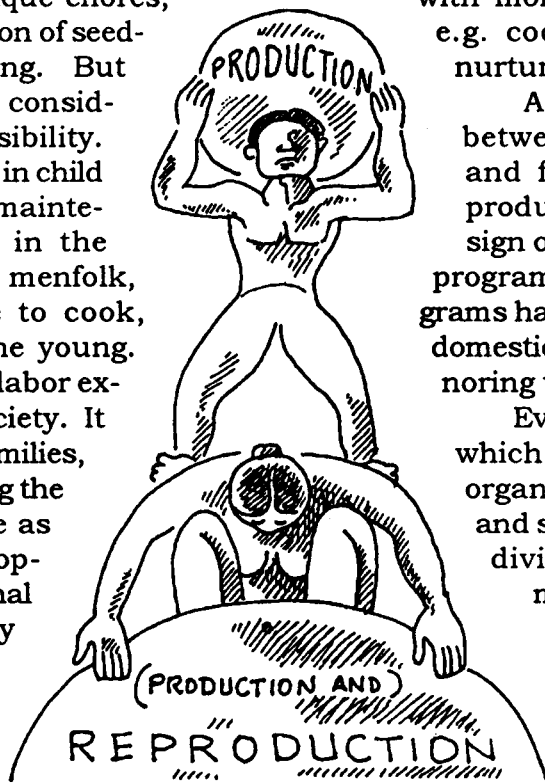
Acceptance of this traditional gender division of labor has become problematic, however. To begin with, researches using the life history method show that both women and men participate in productive labor, but that household work remains the main activity of women only. In traditional rice agriculture, for instance, women have their unique chores, including the preparation of seedlings and rice-threshing. But household chores are considered their sole responsibility. Men seldom participate in child care and household maintenance. After toiling in the fields alongside their menfolk, the women go home to cook, clean, and care for the young. The gender division of labor exists in all sectors of society. It is true of low-income families, whose standard of living the state seeks to improve as declared in its development plans. Yet, national plans have unwittingly been designed for the socio-economic development of men, because

they are perceived to be the producers in the household.

Hence, technology transfer in agriculture, land titling, job opportunities in industry, financial credit and skills development programs, to name a few development strategies, target male beneficiaries as 'household heads' (*padres de pamilya*) and economic producers. Women, on the other hand, are provided with more housekeeping skills, e.g. cooking, gardening, and nurturing their offspring.

A gap results, therefore, between the reality of male and female participation in productive labor, and the design of so-called development programs. Many of these programs have further reinforced the domestic roles of women while ignoring their productive work.

Even in community work, which "involves the collective organization of social events and services," (CCIC, 1991), a division of labor between men and women operates. In many Philippine communities, women are in charge of unpaid, volunteer activities in the areas of nutrition,



immunization, and health care, cleanliness, sanitation, solid waste management, beautification, religious ceremonies, fiestas and other festivities. Men, however, tend to dominate formal, paid, political activities, as they are usually elected to constitute the barangay council and other local government bodies.

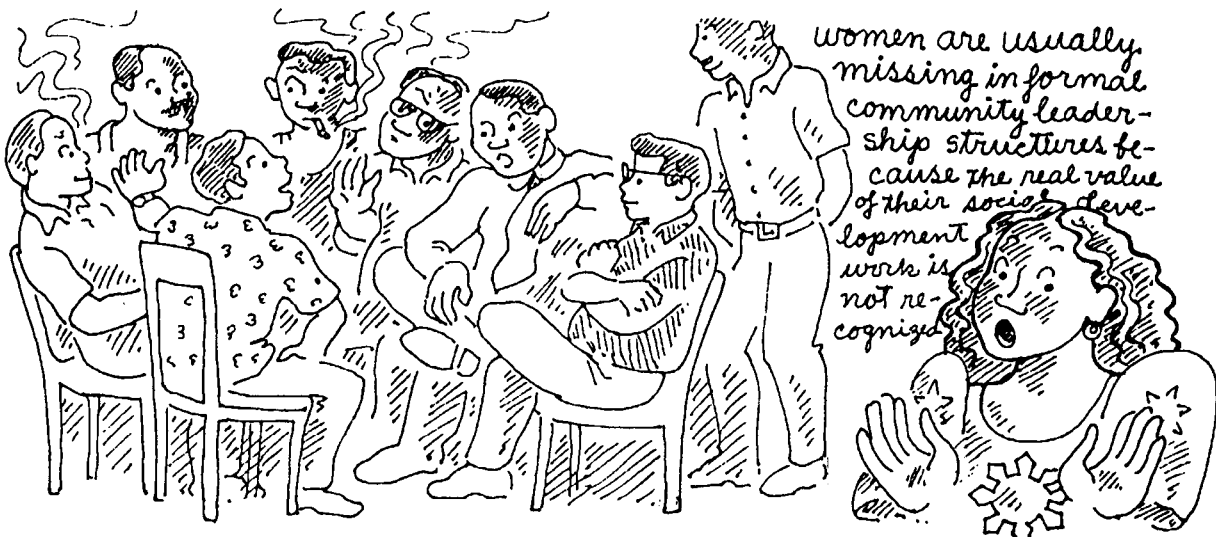
Women are usually missing in formal community leadership structures because the real value of their social development work is not recognized, or they do not have enough time to attend meetings which are scheduled when they are occupied. Thus, even when it comes to benefiting from development programs and projects at community level, they are disadvantaged compared to the men who are more vis-

ible and have more time.

### **Development planning: principles and practice**

The more recent notions of gender and development still need to be mainstreamed in current planning modes. What government undertakes periodically is known as development planning, which has its own underlying processes.

Ideally, this is "a rational process which aims to set out systematically the steps to achieve sustained improvement in the quality of life for all; it should not only involve an economic process which seeks to rationally allocate scarce resources for the productive purposes of society but also involve a change of orien-



tation of this development process to benefit the disadvantaged in society.” (Heyzer, 1985)

Put another way, development planning may be defined as an organized, conscious and continual attempt by society to select the best available alternative in order to speed up economic and social progress (Waterston, 1969). It aims to improve the well-being of men and women, especially those in low-income and disadvantaged positions. It employs strategies which enable these segments of society not only to avail themselves of needed resources, benefits and opportunities, but also to develop their individual capabilities and potentials.

In practice, the scope of development planning can vary from the local to the regional, national, or even international levels. Plans can also differ in terms of duration—from short-term (less than three years), to medium-term (three to ten years), to long-term or perspective plans (usually from 10 to 30 years).

In less-developed countries, the intended beneficiaries of development plans are usually low-income families in rural as well as urban communities. These plans contain the weapons in the ‘war against poverty’ meant to liberate the poor from conditions of deprivation and harness their unused potentials for social and economic progress.

Development plans often contain programs designed to increase employment opportunities, raise incomes, and broaden the base of social services for disadvantaged sectors. Such programs may be anchored on agrarian reform, which democratizes the base of society, and on massive industrialization, which aims to utilize the labor force to its fullest, to meet both economic and socio-political goals.

#### The MTPDP as an example

The Medium Term Philippine Development Plan (1993-1998) or MTPDP is the most familiar document to government planners and implementors. In its vision, it is stated that “the over-arching concern of Philippine development efforts (is) for a better quality of life for every Filipino.”

The MTPDP has poverty alleviation, social equity, and sustainable development as its objectives. The general strategy for the attainment of these goals is “people empowerment,” which has its various aspects, described as follows:

- *political* - developing “truly democratic structures and processes which enable the majority of the people to participate in decision-making processes for their benefit and welfare”;
- *economic* - enabling the citizenry to benefit from the country’s wealth “through access to various forms of re-

sources, control over livelihood systems, and possession of various capabilities for development”;

- *socio-cultural* - valuing the “integrity of social systems, beliefs, and world views”;
- *physical* - ensuring “a healthy mind and body for every Filipino”; and
- *spiritual* - implying “acceptance ... of the will of God.”

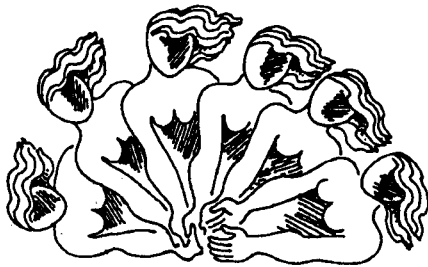
To attain “people empowerment” in the economic sense, the strategy of international competitiveness is deemed to be necessary. All the other aspects are subsumed under ‘human development’ strategies. These shall all be “pursued with due regard to the environment and the government’s policy of sustainable development of the country’s natural resources and eco-systems.” (MTPDP)

The MTPDP is supposed to provide the macro-level framework for the country’s development. As such, it has not provided sufficient attention to the likely micro-level, gender differentiated impacts of its strategies and thrusts. For example, the MTPDP’s targets are based on attracting more foreign investments, promoting more exports, and acquiring more foreign loans. They are anchored on debt-related structural adjustment programs prescribed by multilateral institutions such as the IMF and the World



Bank. These programs make government spend less on social services, price subsidies, and economic infrastructures, and earn more through increased taxes, and privatization of public corporations. Thereby, government can service its debt, which has averaged 52 percent of actual national budget expenditures in the last few years. The country is also pushed into earning more dollars through export of food, of mineral and forest products, and of human labor and bodies, increasingly those of women.

Gender-sensitive analyses of macro-



level frameworks such as the MTPDP have shown how women at the micro-level of the household can be adversely affected by gender-blind policies and programs (Illo, 1990). For example, cutbacks in social services can mean less education, child care, maternal and family planning facilities for women and children. More taxes and less subsidies mean higher prices of basic commodities and utilities. To ensure family survival, women have to

work harder and longer in income-generating and income-substituting activities. But since jobs for women are inadequate and often low-paying, many are pushed into prostitution (now heavily commercialized and transnationalized because of dollar-earning sex tourism) or into overseas employment, mostly entertainment and domestic service, where they are often sexually exploited and abused.

#### TEACHERS SPEAK OUT

Teachers who remain in the service are overworked (because they have to teach more classes and more students per class) and underpaid: the minimum salary is P3,102 ( £64.62), which is equivalent to only P648.93 ( £13.51) by 1978 standards. Merlinda Anonuevo, an English teacher at the M. Hizon Elementary School in Tondo, Manila, asks 'How can you maintain your dignity if all you can afford for housing is a one-room affair for P800 where you are forced to stay with your husband and five children? How can you send your children to college, when the tuition fees are going up all the time? No wonder so many teachers become insurance or real estate agents, or start selling jewelry and sweets, or give up teaching altogether to be domestic helpers abroad.'

Vangie Ricasio, a high school teacher in F.G. Calderon Integrated School, lives as a squatter on a squalid government lot. She describes the fate of a colleague to show how desperate the situation can become. This colleague - her name was Mrs. Remy Apora - was murdered by an unidentified assailant, together with her adopted daughter and son, inside their shanty. The place was so small, it could accommodate only a double bed, a rusty refrigerator, a stove and a few other belongings. According to neighbors, they did not realize that Mrs. Apora was a teacher from

the way she looked and lived. Her husband was in Saudi Arabia, where he was maltreated by his employer and was unable to send money regularly. She was always in debt, and more so lately when she was trying to produce P30,000 to prevent a piece of land she was paying for from being repossessed due to arrears which had piled up. Her only possible sources were her co-teachers but they too, were hard up. Their common plight as teachers became the focus of protest rallies, which Mrs. Apora attended with her small children in tow - until they were murdered. Merlinda Anonuevo and Vangie Ricasio are just two out of thousands of teachers who are already used to walkouts, marches and other street actions to press for higher salaries. The minimum salary of P3,102 is a result of their struggle, although it still falls short of their target of P4,500.

At first, the demands of the teachers' associations were purely economic, but recently their concerns have reached the political plane, and are more readily connected to wider issues like the foreign debt. Teachers like Merlinda and Vangie support moves to staunch the debt hemorrhage. 'We are for limiting debt service to 15 percent of export earnings,' they comment. 'We hope that the money thus released from debt payments can go to education, health and other social services' (Ofreneo, 1991).

Development planning, therefore has to be concerned not only with the macro-level growth targets. It must also consider how the policies, programs, and strategies meant to achieve these targets affect real people, especially the vulnerable and marginalized, and have gender-differentiated impacts on women and men.

Because development plans have implicitly focused on men's interests, gender-responsive planning has to pay more attention to the needs of women, especially those from low-income families who share the burden of poverty with their menfolk.

### **Practical and strategic gender needs**

Women have two kinds of needs arising from the gender division of labor: practical and strategic gender needs. This categorization is based on the framework described by

Molyneux (1985) and later developed by Moser and Levy (1986).

Practical needs are linked to women's condition in society, the concrete realities they face, their "material state," and "immediate sphere of experience" (CCIC, 1991).

They include health care, nutrition, education, housing, transport, and other basic services. Among programs and projects addressing practical gender needs are the following:

- day care centers for working mothers;
- credit facilities for rural women who wish to engage in off-farm livelihood projects;
- potable water for meeting household needs;
- housing and household facilities for displaced urban poor women;
- transport facilities for working women;
- pre- and post-natal care for mothers;
- community health centers and drugstores;
- labor-saving kitchen devices;
- technologies for food processing and preservation;
- maternity leave benefits in the workplace;
- non-formal/informal training programs for literacy and skills development; and
  - accessible and adequate market facilities and household commodities.

Strategic needs arise from women's position in society, their "social and economic standing relative to men" (CCIC, 1991). They are based on the analysis of women's subordination and the "formulation of an alternative, more equal

and satisfactory organization of society in terms of the structure and nature of relationships between men and women to those which exist at present," (Moser and Levy, 1986)

These needs include:

- reduced vulnerability to violence and exploitation;
- more economic security, independence, options and opportunities;
- shared responsibility for reproductive work with men and the state;

- organizing with other women for strength, solidarity and action;
- increased ability to improve the lives and futures of their children; and
- more humanistic and just development processes.

(CCIC, 1991).







Programs addressing strategic needs challenge the traditional gender division of labor which has relegated women to subordinate and vulnerable roles in society. They include the following:

- gender awareness/sensitivity training activities;
- revision of textbooks to eliminate sexism;
- policies which equalize access to employment for women in the labor force;
- increased opportunities for women in public service to rise from the ranks;
- programs promoting the education and employment of women in non-traditional occupations, e.g. as welders, drivers, plumbers, engineers, construction workers, field-based military and police officers;
- family planning technologies that allow women to space their childbirths;
- greater representation of women in po-

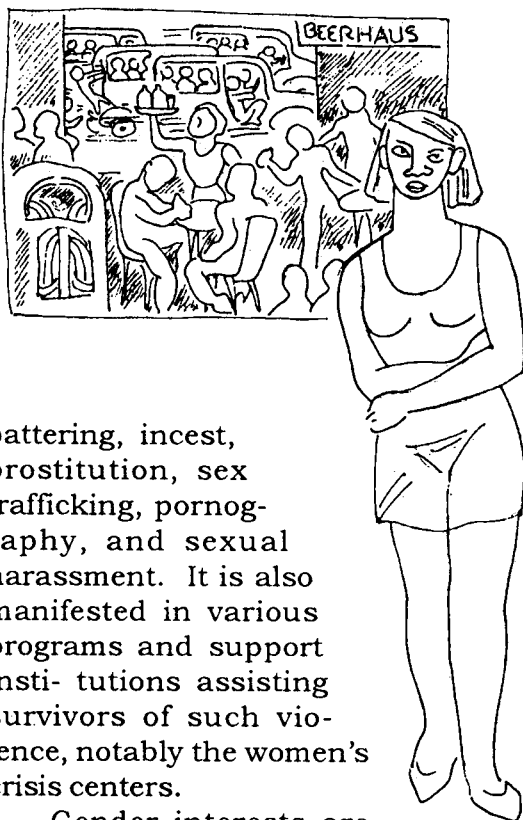
litical structures, e.g. in local governments, Congress, the executive branch, and the judiciary;

- election/appointment of women as officers in community organizations, labor unions, and other decision-making bodies;
- provision of support services in the community for women at work, e.g. community kitchens and laundries;
- policies/legislations against sexual harassment in the workplace;
- paternity leaves; and
- women's crisis centers providing counseling and other services to victims or survivors of rape, incest, wife battering and other forms of gender violence.

The empowerment approach to gender and development seeks to address both the practical and strategic needs of women simultaneously and creatively, that is, "to reach strategic gender needs

through bottom-up mobilization around practical gender needs” (adapted from Moser, 1989). It is also inherently participatory, encouraging women not only to be beneficiaries of benefits but also to be agents of change in various capacities—as planners, managers, organizers, advisors, educators, activists, advocates, etc. It challenges women, and men, to use power in a positive and creative way — to enable rather than control or manipulate; to strengthen and build, rather than weaken and destroy; to share and cooperate, rather than monopolize and dominate. The empowerment process, therefore, changes the nature of power itself, and the power relations among people (CCIC, 1991).

As the empowerment process unfolds, gender needs are linked to, or expressed as, gender interests. This means that women or men as distinct social groups not only have specific needs resulting from their present conditions or positions. They also have interests or particular stakes to actively maintain favorable conditions and positions they have achieved, or to oppose detrimental situations. It is clear, for example, that it is to women’s interests that their bodies are not violated or exploited by men. This interest is expressed in campaigns to prevent or resist various forms of violence to women, e.g., rape, spouse



battering, incest, prostitution, sex trafficking, pornography, and sexual harassment. It is also manifested in various programs and support institutions assisting survivors of such violence, notably the women’s crisis centers.

Gender interests are mediated by or interwoven with other interests based on class, ethnicity, age, etc. Gender relations are part of a broader web of social relations that are interconnected. In the case of prostitution and sex trafficking, for example, the most vulnerable women are young, unemployed, rural and urban poor women. Their interest as women to be protected against sexual exploitation cannot be separated from their interest as rural and urban poor to be pro-

vided with decent employment. As prostituted women begin their own process of self-empowerment, they are seeking to transform not only the gender relations which give men the prerogative to buy women, but also the class relations which drove them into the sex trade.

### **Gender-responsive development planning: rationale and objectives**

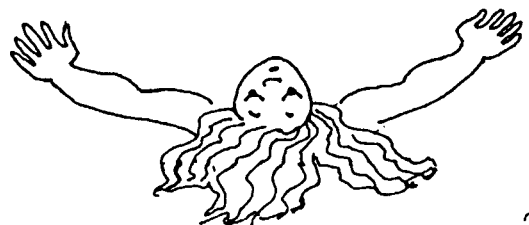
While the MTPDP provides the basic framework for government programs and projects, it needs to be complemented by gender-responsive perspectives and processes in the various government departments and agencies. Such perspectives and processes recognize the differences in the needs of men and women in society, and incorporate appropriate responses to these in the design of programs and projects.

Gender-responsive planning strategies highlight the human dimension of development planning. They are anchored on the premise that economic measures are inadequate indicators of progress, and that development programs must result in the improved well-being of individuals in society. Conditions for the empowerment of men and women across all ages and sectors must be created in the development process.

The objectives of gender-responsive development planning are:



- equality of opportunity and equity of impact, by providing access to and control of resources and benefits to both women and men, and by eliminating all policies, programs, and practices which indicate systematic and institutionalized discrimination against women;
- personal or individual development on the part of women, by instituting measures which address their needs directly or indirectly; and
- enhanced participation of women in the development process as a human right and as an economic imperative, considering that they comprise half of the country's human resources which must be fully involved in plans, programs, and projects aimed at alleviating poverty, generating productive employment, promoting equity and social justice, and attaining a sustainable economic growth.



## Equality vs. Equity

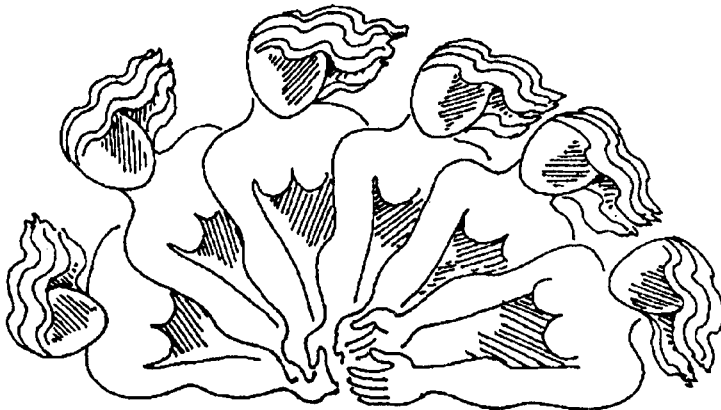
A fox and a stork may be given equal opportunity to eat from a dish. Who gets most depends on whether the dish is wide and shallow to suit the fox, or deep and narrow to suit the stork. For equitable impact, each would have to eat a share of the food from its own dish. In development, do we seek equality of opportunity—or equity of impact?

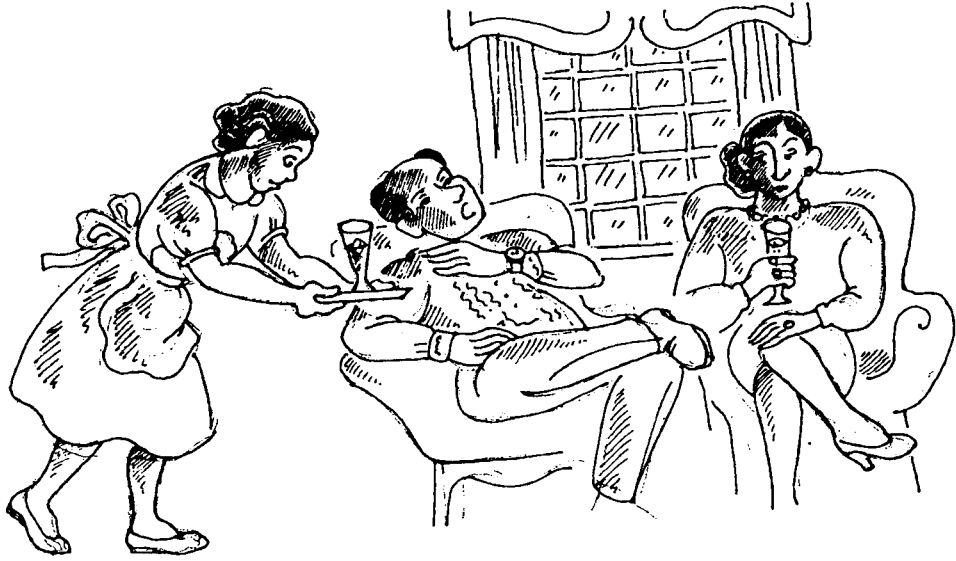
Many structural factors influence whether women and men derive equitable benefits. Women in many countries campaigned and lobbied for the abolition of the legal supports for women's subordination, and for enshrining in law women's right to equality. In 1979, the United Nations passed the Convention for the Elimination of All Forms of Discrimination Against Women. Women made gains around the world. For example, women in Kenya won the right to own land. Canadian women were included in the Constitution. Some governments passed laws requiring equal pay for equal work (or, as in

Canada, for work of equal value). The assumption was that legislated opportunity would ensure equal benefit for all.

Despite the decrease in discriminatory laws, women found that legislation or policy changes alone did not guarantee equal treatment. Canadian women are still paid 66 cents for every dollar earned by men. Kenyan women find land priced beyond their reach, men unwilling to sell it to them, and at times hostility if they do purchase property. Equal rights to education does not mean girls and boys are schooled in equal numbers or to an equal degree.

Systemic discrimination means that some people are better placed to exploit opportunities than others. Therefore, in initiatives to decrease disadvantage, whether for women or other disadvantaged groups, we need to consider carefully the underlying barriers to equal participation; aiming and measuring for equity of impact, not just equality of opportunity (CCIC, 1991).





## 2 Why gender responsive development planning

Development planning in the country has not been adequately geared towards meeting the separate needs of disadvantaged men and women. Instead, it has been largely based on the misconception that the interests and requirements of women and men are the same while giving lip service to women in development. Thus, poverty alleviation strategies have failed to respond to the needs of both men and women and have ended up benefiting men more.

### What gender-blind planning does not see

Some problems affecting women exist under the very noses of gender-blind planners. They occur inside the bureaucracy, silently causing frustration, demoralization, and disillusionment, especially among women employees who have been harassed or discriminated against.

Other problems are embedded in the actual situation of the women constituency or clientele of various government agencies. Because of the invisibility of much of women's work, and the double burden they carry everyday, many of them cannot avail themselves of the resources and opportunities around them. The men continue to be more advantaged, while government continues to serve them more.

The examples cited here have been drawn from researches carried out among

six government agencies.

### Inside the bureaucracy

#### Lack of gender consciousness

- Some department employees express fears that development of gender sensitivity may result in broken marriages and unhappy families.
- Even female employees deny the need for gender sensitivity in their planning exercises. The personnel of one department, for example, claim that their work is "gender-free" since they are interested in the profitability and products of industries rather than employment opportunities. Ledgers displaying capital inputs, costs of production, export earnings, etc., in their minds, cannot be transformed into gender-sensitive data in any way.

#### Discrimination in training and promotion

- More than 70 percent of the second-level, professional and technical positions in one department are occupied by women, but less than half (47 percent) of the division chiefs are female, showing discrepancy in the rate of advancement between men and women. It must be noted that all second-level positions require the same qualification, a bachelor's degree. Advancement to division chief level is usually based on seniority, higher qualifications, and other factors not clearly defined—the last is where women lose out



in the final choices.

- In an agricultural research institution, scholars sent for post-graduate degree and non-degree training are mostly male employees.
- In one department, a woman filed a case alleging that sex discrimination was applied in the promotion of a male employee in Region VII. The Assistant Regional Director justified the man's promotion in these words:

Considering the geographic peculiarities of Region VII, more particularly with the component provinces and divided by bodies of water, there is an imperative need for management to consider, when all things are fairly equal, particular preference for males in this category of supervisory position in the regional office because of the demand for one's physical fitness and capability to undertake official travel under the most unfavorable weather conditions...

- One department has not been imple-

menting training programs for women, directly or indirectly. Respondents to a survey claim that the department cannot situate itself within the PDPW because the recommended programs in the Plan are sector-based. The department, they say, oversees the performance of the local government in general and not per sector.

#### A gendered hierarchy

- Male employees outnumber the female at the ratio of 1.7 to 1.0 in a department associated with men's work. The number of women in the higher echelons of management and supervision is very small. The secretary, all undersecretaries, and all assistant secretaries are men.
- In another department, there are more female employees (58 percent) than male (42 percent). Despite the predominance of women in the work force, there are more men in the management positions.

Of three secretaries, one is female. The ratio is the same for undersecretaries. Of the total positions considered as managerial, males captured 57 percent. Among top officials who are presidential appointees, 64 percent are men.

#### Unfair hiring and fielding practices

- In one department, only 16 percent of technical positions are occupied by females. Yet, its employees (especially the men) deny that there is a systematic bias against women in the hiring of engineers or in giving them field assignments. Female engineers of the department, however, state that most of them are willing to do field work. They add that prejudice due to gender stereotypes prevents their assignment to field sites.
- There seems to be an unspoken rule that female engineers should not go on field assignments. They are not sent to places considered “unsafe” due to insurgency and other problems. Fielding of women is also considered problematic because separate sleeping quarters and comfort rooms have to be arranged. Besides, women are perceived to be physically weak, and the men are afraid they will wind up doing all the heavy work.

#### Policewomen in confinement

- In 1979, a directive was issued governing the function, utilization, employment and status of female members of the Phil-

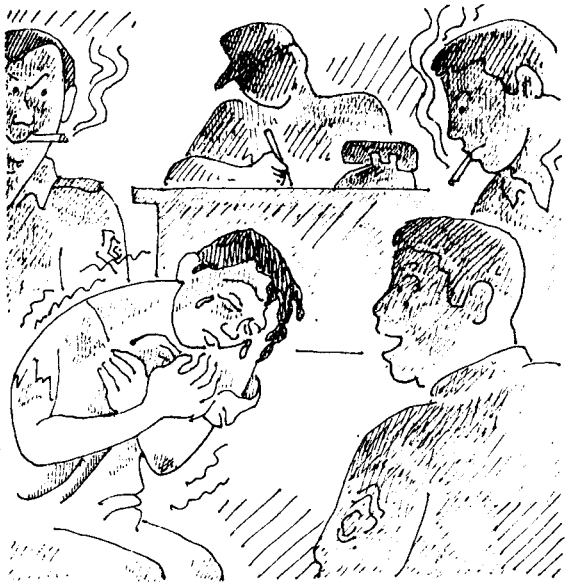
ippine National Police (PNP). It states that female members shall be normally assigned to office work in administrative or technical positions, in order that the male members of the PNP can be released to perform line functions. Policewomen are exempted from combat duty “other than in exceptional cases.”

Furthermore, female police officers are required to ask permission before contracting marriage, under pain of being discharged from the service. The permission is needed in order to exempt the female officer from performing strenuous activities. On the other hand, unmarried policewomen found pregnant, to have given birth, or to have had an abortion, shall be separated from the service.

- Policewomen are usually confined to administrative desk jobs. Thus, investigation of criminal cases, including those involving rape and other forms of male violence against women, are handled by male enforcement officers. The shame and humiliation faced by rape victims is unspeakable, especially when grilled by male policemen on the details of their travails. Female police officers should be the ones instead to deal with cases of molestation and rape.

To do this effectively however, there is need for policewomen to undergo gender sensitivity training sessions. Being female does not guarantee that women





can deal with women survivors of gender violence in a sympathetic manner. Nevertheless, it is still easier for a female police officer than a male one to empathize with a woman who was raped or hurt by men in other ways.

### Sexual harassment in government

- It is not uncommon to hear reports of sexual harassment of female employees in the government departments. Rank-and-file women are victimized by both their supervisors and male peers. In some instances, it is a matter of “lay down or lay off.” No such reports of sexual harassment were given by male employees.

### Outside among the clientele

#### Tractors and threshers: for men only

- Innovations in agricultural technology have favored men more than women. The design of tractors, threshers and other machines used in farming assumes that men will be their users. These are usually heavy and, therefore, “not friendly” to smaller-boned and less muscular women.

#### Invisible women in agriculture and technology

- There is a widespread misconception that women play a minor role in agriculture. Extension programs for women consist of home economics (sewing and cooking). These do not provide training

### **The Case of Leonora**

Leonora became a victim of sexual harassment when she was working as a secretary in a government corporation. She was then in her early twenties, married with two kids.

Sometime in February 1988, her superior, the Plant Manager, left for Manila on official business. In his stead, her would-be harasser was appointed Officer-in-Charge. One day, he called Leonora to his office and handed some papers to her. When she was about to leave, he called her and asked her to stay and talk for a while. He took a seat at one end of the sofa, and she occupied the other end.

The OIC started talking about his health, insomnia, and other personal problems. She felt nervous and uneasy when he suddenly grabbed her hand and placed it on his chest to make her feel his heart's palpitations. She did not sense something else would follow. She got shocked when he placed his right hand on her shoulder, simultaneously touching her hair, while his left hand held and mashed her breasts. She attempted to escape his hold but to no avail because of his strength. Fortunately, someone from outside called her, prompting her harasser to set her free.

Immediately after the incident, Leonora cried and proceeded to the clinic to narrate her ordeal to the nurse, who turned out to have been victimized too by the same harasser but had chosen to keep silent. On the same day, Leonora confided her ordeal to her friend, the Instrumentation Superintendent, hoping that the matter could be resolved internally with the harasser making a public apology. Unfortunately, he would not go

beyond saying "sorry."

For several months, Leonora suffered in silence. Finally, she approached the management, sought the legal services of the corporation lawyer, and brought her case before the NCRFW. In response, the NCRFW provided her with a legal prosecutor, aside from the Special Prosecutor assigned to the case. Leonora filed an administrative complaint before the corporation's Disciplinary Board on 5 May 1988, accusing her harasser of acts of lasciviousness.

After more than two years, on 18 December 1990, the Board rendered its decision. It found the respondent guilty of simple misconduct, and meted a penalty of 30 days suspension in accordance with Civil Service Commission Memorandum Circular No. 8, Series of 1970. In its decision, the Board contended that "the circumstances do not show that the respondent was prompted by lewd designs when he placed his hand on the breast of the complainant. Nevertheless, we find the act of the respondent in placing his hand on the breast of the complainant as highly improper conduct on the part of the respondent considering that the complainant is a married woman who did not consent nor encouraged nor invited the act of the respondent."

While the case was pending, Leonora was reverted to clerk (from her higher position as secretary) for no apparent reason. This record appears on her 201 file, and prevents her from being promoted and from finding alternative employment. Worse, her husband abandoned her, believing that she invited the harassment. (NCRFW)

for cultivating crops, caring for livestock, and managing farms, thus ignoring the productive roles of women in agriculture.

- Women are generally involved in small-scale, income-generating projects, home-making activities which use limited financial resources. They are not recognized as farmers who are productive in their own right, but as wives of farmers who are relegated to secondary importance.
- Research and extension workers continue to exclude women from training and other technology transfer activities, even if females are the technology users. Thus, technology transfer programs have been ineffective, because the trainees are not themselves the “doers” (Torres, 1989).
- In the '80s, an Integrated Rural Development Program was implemented in the Visayas. Only male farmers were provided training in new rice technologies, even while the community study indicated the participation of women in grains production. Program implementors justified this by saying that the women will “indirectly benefit” from the training, anyway, because their husbands will pass on some of the training to them.

#### Missing women in community development

- Because women are still expected by society to be primarily homemakers and child rearers, while men are presumed to

be preoccupied with economic and political activities, many of them forego the opportunity to join associations and become leaders. Training opportunities which tap individual potentials for decision-making and leadership formation have therefore served men more.

- In a project in Bicol, women’s participation in project development was being solicited but this was limited only to traditional and women-specific activities, i.e., mother’s classes, home management, and income-generating projects such as peanut butter making and *nata de coco* production. Men were more active in attending to project activities because women look at these as competing with their household responsibilities (Illo, 1991).





- Women who do become members and officers of the community associations experience painful dilemmas when conflicts arise between domestics and organizational responsibilities. In many instances, husbands resent the time spent by their wives away from the home, leading to marital discord.

### Gendered occupations

- In the urban labor force, most low-skilled and poor working women find themselves in low-paying jobs. These occupations are often in the sales and service industries, where women work in small establishments that are not part of the so-called formal sector. Many poor women also work in households other

than their own, as laundry women and domestic helpers. They receive below minimum wages for hours longer than allowed by law, often under substandard working conditions. Moreover, the types of work they do are not much different from what they would be like in the household. In contrast, unskilled males can enter a greater variety of occupations in clerical positions, manufacturing, transport and in services. Wages of male workers, on the average, are also higher than those of females.

- Women are preferred workers in the export processing zones. This is due to the fact that factories in these zones requires cheap and docile female labor with manual

dexterity to produce mainly garments and micro-electronic devices. While these provide jobs to young women, actual conditions of work have been discriminatory. For instance, unionism is discouraged in the zones, preventing the forging of collective bargaining agreements which can award greater benefits to workers. Second, married women are discriminated against in hiring policies, and single women are discouraged from getting married or becoming pregnant. Those who get pregnant risk losing their jobs, increasing the incidence of abortions. Third, work in these industries is not categorized as high-skilled. Thus, women workers get very low wages.

### What gender responsiveness makes possible

While gender-blind planning is admittedly still dominant in the bureaucracy, it is not all there is. Signs of gender-responsiveness are beginning to appear, a few of which follow:

#### Better water use for women

- There is a memorandum on "The Role of Women in the Promotion of the Rural Water Supply and Barangay Programs." It is intended to ensure that women beneficiaries play an important role in the formation and organization of the Barangay Water Supply Associations. It also encourages them to gain skills and experience in the planning, implementation,

## BARANGAY WATER SUPPLY ASSN.



management, monitoring and maintenance of water supply, sanitation and barangay projects.

- In reaction to complaints of female managers of local water supply systems that water pumps are too tall and heavy for women's efficient usage, some donor groups are now designing new pumps more appropriate to the needs of female users.

#### The husband as single parent

- In a series of non-formal teaching materials issued by one department, there is a comic book which contains a story of a family where the mother is an overseas worker, and the father remains home to look after the children. Problems are described such as the children's rebellion against the father's rules, and the father's initial irresponsible management of his wife's remittances. In the end, however, the family shapes up and becomes a well-knit unit under a male single parent.

#### Women in non-traditional occupations

- There is an externally funded program called "Women in Non-Traditional Trades." Under this program, young women (usually out-of-school youth) are trained in occupational skills such as welding, carpentry, plumbing and the like, which are usually associated with men.

- There are 67 female mechanics work-

ing in the Philippine Airlines (PAL). Some of them were hired as long as 14 years ago. Training opportunities in PAL are gender-fair, benefiting both men and women, although women "still have to work doubly hard to earn the respect of their male colleagues." Many female mechanics are already qualified for supervisory positions (Philippine Daily Inquirer, 1993).

- For the first time in its history, the Philippine Military Academy accepted female cadets. When these women graduate, they may well change the present view that females in the military or police service are good only for administrative positions. In the coming years, women



may serve at the battle front or as army or police commanders.

- The Provincial Director of the Philippine National Police (PNP) in Rizal recently activated Women's Desks in all 12 municipalities of the province "to assist females complainants, particularly victims of sexual abuses and harassments."

Recently, these Women's Desks officers have also participated in gender sensitivity sessions. Hopefully, such sessions, can open their eyes to gender needs and interests and help ensure their sympathetic treatment of women survivors of male violence.

#### More sensitivity, less harassment

- The seemingly macho tradition of one department, a carry-over of the past experience from the labor relations sphere and the bigger social system, is slowly losing ground. This could be attributed largely to the gender sensitivity training being conducted among key personnel in the department.

- Modes of relationships among co-workers, particularly between supervisors and subordinates, are also changing. For fear of being accused of sexual harassment, male bosses are avoiding the usual pats on the back and other forms of physical contact with the women they supervise.

#### **Where to start**

The starting points for institutionalizing



gender-responsive development planning are contained in the Philippine Development Plan for Women as well as in R.A. 7192 (Women in Development and Nation Building Act) and its implementing rules and regulations.

To ensure the implementation and monitoring of the provisions of these landmark documents, Focal Points have been created or initiated in many government departments and agencies.

Given these initial foundations, each government organization can undertake a more thorough assessment of its own mandate, directions, programs, projects, capabilities and resources to fully integrate gender concerns in its development planning.

### **DOLE policy on sexual harassment**

In Administrative Order No. 68, Series of 1992, the Department of Labor and Employment laid down its policy against sexual harassment.

It defined sexual harassment as "any unwanted or unwelcome sexual advance, or demand or request for sexual favor, or other act or conduct of a sexual nature whether written, oral or physical ... when the act is committed by the DOLE official or employee upon his or her co-official, co-employee, applicant for employment or any other client of the DOLE, and such act is:

1. committed to take advantage of the weakness, vulnerability, status and profession, social and economic standing of the official or client; or
2. explicitly or implicitly imposed as a condition for securing employment, advancement, promotion, or preferential treatment; or
3. adversely interfering with the official's or employee's performance; or
4. bound to create a hostile, offensive, intimidating or uncomfortable work environment.

Sexual harassment is considered as "disgraceful and immoral conduct," and is classified as a grave offense punishable by suspension for six months and one day to one year (for the first offense) and dismissal (for the second offense).

The Rules and Regulations implementing A.O. 68 lay down the procedure in handling sexual harassment cases as follows:

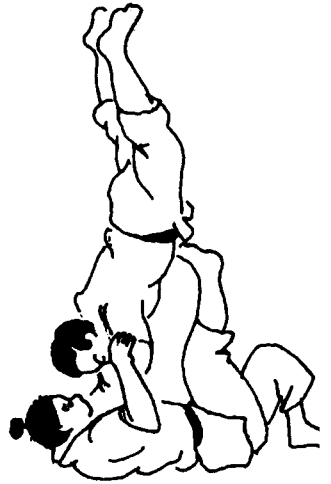
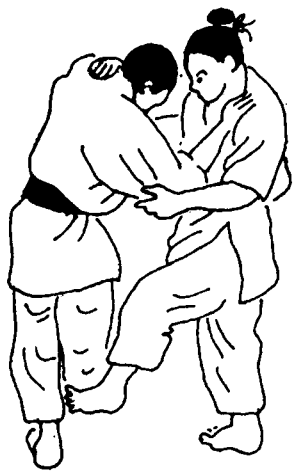
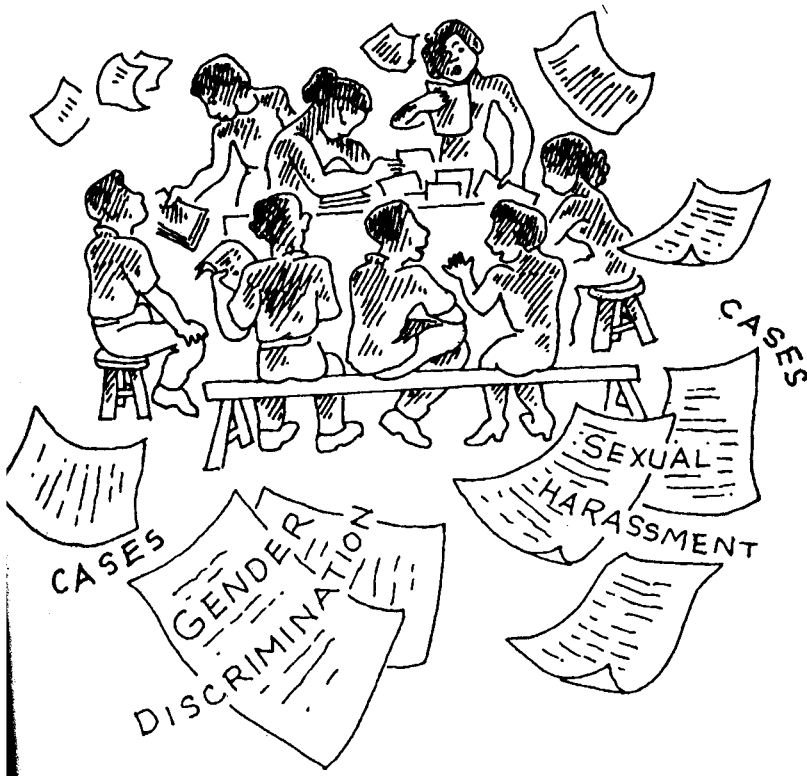
1. The complainant files charges against the respondents with the Fact Finding Committee composed of the DOLE Resident Ombud-

sperson, the Chairperson of the Focal Point, the Assistant Secretary of the Human Resource Development Services, the Director of the Legal Service, the President of the employee's union, and the Resident Ombudsman of the concerned attached agency (if applicable).

2. The respondent is given at least 72 hours to answer in writing, indicating whether or not she (or he) opts to have a formal investigation.
3. The complainant may reply within five days from the receipt of the respondent's answer.
4. The DOLE Secretary may suspend the respondent for not more than 90 days pending an investigation, if there are strong reasons to believe he (or she) is guilty as charged.
5. The Fact-Finding Committee conducts a hearing within 30 days from the filing of charges, making sure that the parties and their respective witnesses are notified at least five days before.
6. The Committee submits a report or recommendation to the DOLE Secretary within 15 days after the hearing.
7. The Secretary shall render a decision within 30 days from the receipt of the Committee report. This decision shall be final and executory 15 days after the receipt by the parties concerned, unless a motion for reconsideration is filed in accordance with Civil Service rules and regulations.

A.O. 68 also provides that DOLE and its attached agencies "shall undertake information dissemination campaigns to raise awareness on the policy against sexual harassment and to prevent incidence of the same."





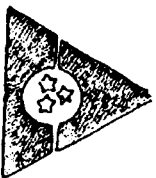
### 3 Organizational factors in gender-responsive planning

The planning process never occurs in a vacuum. It always transpires within an organizational context. In the executive branch of government, each line department has its own peculiar mandate, objectives and clientele. Through the years, each bureaucracy has created an organizational structure and system in accordance with its responsibilities. Any effort at integrating gender concerns in the bureaucracy begins with an analysis of the organization.

#### Framework for organizational analysis

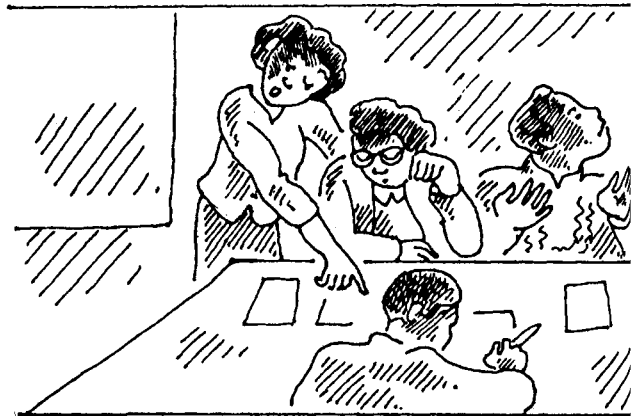
In assessing any government organization's potentials for gender-responsive planning, the following factors need to be re-examined:

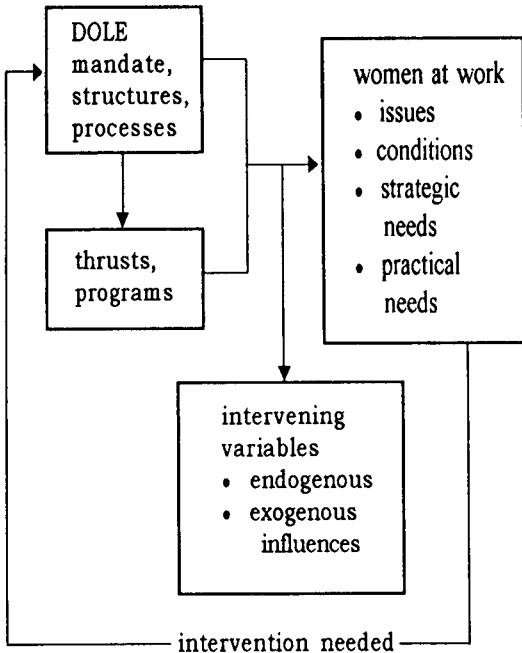
1. the agency's mandate;
2. key major targets for a given period;
3. major services and functions;
4. organizational structure and decision-making mechanisms;
5. personnel profile and institutional resources;
6. clients and beneficiaries; and
7. external support systems.



#### Analytical Model for DOLE Organization Analysis

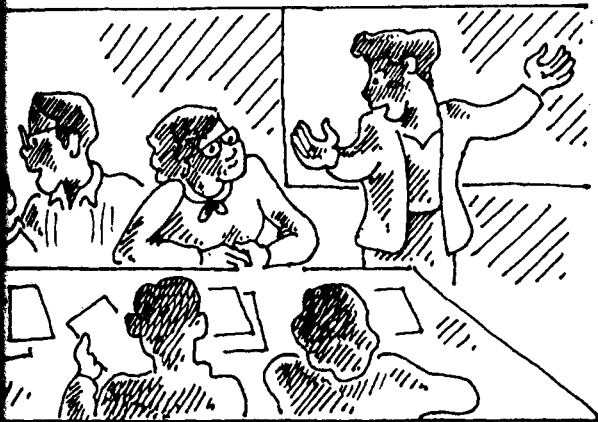
One example of a framework for organizational analysis proceeding from a gender-sensitive perspective is applied to the Department of Labor and Employment (DOLE). This framework highlights women's practical and strategic needs in labor and employment. The Department's mandate, structures and processes, as well as thrusts and programs to carry out its mandate, are examined in terms of how well they respond to issues and problems confronting women at work. Endogenous (internal) and exogenous (external) factors which block or facilitate the fulfillment of women's needs are surfaced in the process. A diagram of this framework is as follows:





Using this framework, answers to the following questions could be elicited and analyzed:

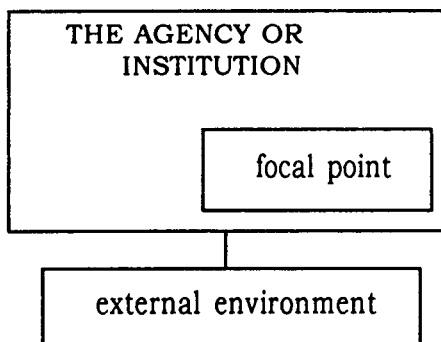
1. Does DOLE have the mandate to adequately respond to the practical and strategic gender needs of women?
2. Within the context of its mission, can DOLE act to remove any of the persistent causes of gender inequality in labor and employment?
3. Do sub-structure priorities interfere in any way in the implementation of the PDPW mandate?
4. Are the structures and processes instituted to carry out the organizational mandate conducive to the integration of gender-responsive concerns?
5. Do the prevailing organizational systems and culture hamper or facilitate the attainment of the strategic and practical needs of women?
6. Are the key officials supportive of gender-responsive concerns?
7. Are gender concerns sufficiently integrated in the current thrusts of programs?
8. Are there politico-legal or other constraints to meeting practical and strategic gender needs of women?
9. What intervention mechanisms are needed to strengthen DOLE's capacity for gender-responsive development?



While it is important to understand the profile of the whole organization, a separate diagnosis must also be made of the Focal Points. In this case, the following factors need to be assessed (see Glossary for definition of Focal Point):

1. their nature and mandate;
2. size, composition and organization;
3. orientation and competencies for gender planning; and
4. plans, projects and accomplishments.

The following diagram illustrates a framework for the conduct of an organizational assessment which includes a diagnosis of the Focal Point:



For more detailed discussion on what makes an effective Focal Point, please see pages 50 - 58.

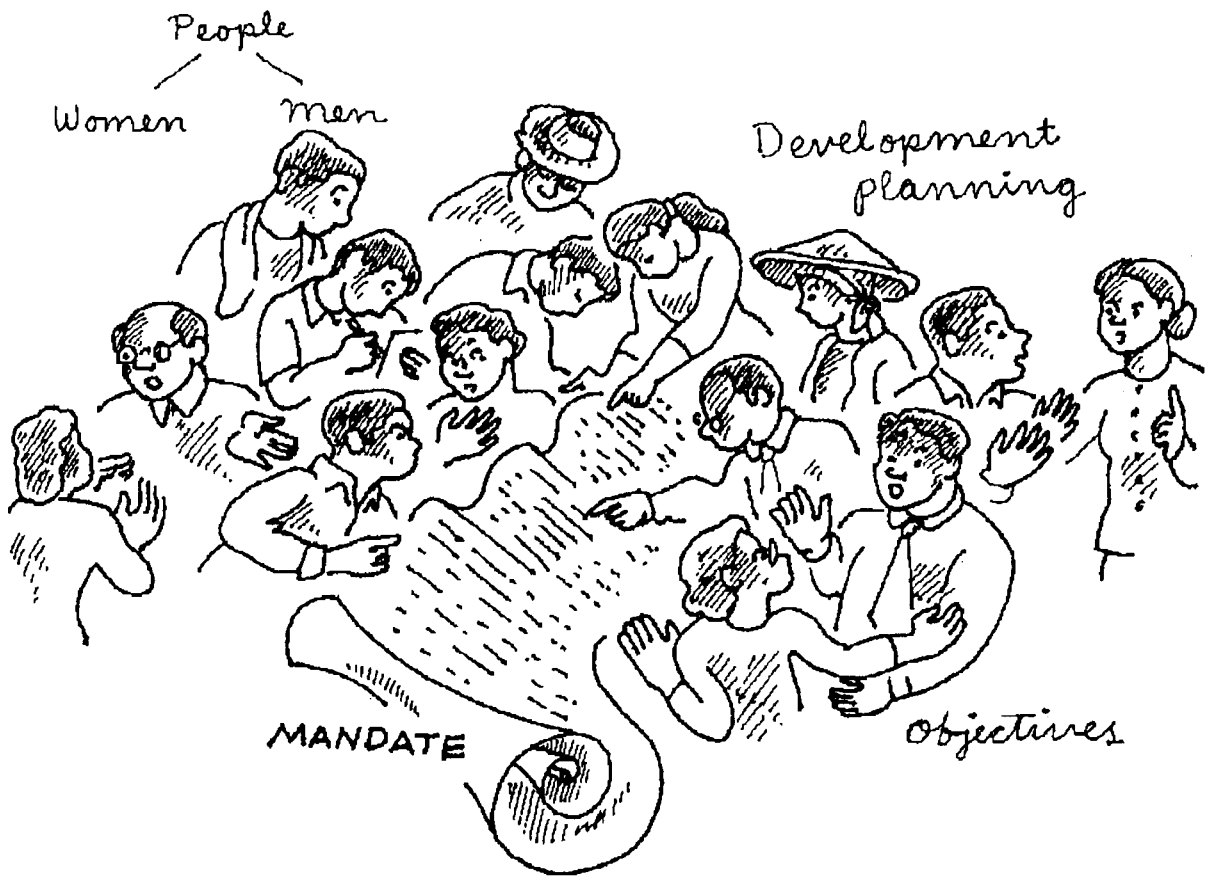
### **Facilitating factors for gender-responsiveness**

In the process of examining selected line department using the abovementioned framework, the following factors were identified as important in institutionalizing gender-responsive mechanisms in government organizations:

1. Expression in mandate, vision, mission, and objectives;
2. Top-level sponsorship;
3. Development of gender consciousness;
4. Favorable organizational culture; and
5. Capability-building strategies.

#### **FACTOR I: EXPRESSION IN MANDATE, VISION, MISSION, AND OBJECTIVES**

The extent to which an organization is committed to people's welfare can first be measured in its mandate, vision, and/or objectives. A general concern for people can be interpreted to include a specific concern for gender interests in development planning. Statements directed toward the improvement of the "quality of life of the people" can easily be rewritten to incorporate the distinct interests of women and men, as shown in the following examples.



### Statements of Mandates

What some are like:

The **Department of Labor and Employment (DOLE)** expresses a concern for people's development in its mandate, as follows: "to afford protection to labor, promote full employment, ensure equal work opportunities regardless of sex, race or creed, and regulate the relations between workers and employers. The State shall ensure the rights of workers to self-organization, collective bargaining, security of tenure, and just and humane conditions of work."

The mandate of the **Department of Agriculture (DA)** is stated as follows: "to help spread the

benefits of development to the poor, particularly those in the rural areas ..."

What they could be:

A more gender-responsive mandate for the DOLE could be stated as follows: "to afford protection to men and women in the labor force, to promote full employment, ensure equal work opportunities regardless of sex, race or creed, and regulate the relations between workers and employers ... ensure the rights of workers to self organization, collective bargaining, security of and tenure, just and humane conditions of work under the various work arrangements within which male and female workers labor today."

To be more gender-responsive, this could be re-written, thus: “to help spread the benefits of development equally to poor men and women of all ages especially in the rural areas ...”

### Some difficult statements and why

More difficult to transform into gender-responsive statements are the following mandates:

- from the Department of Education, Culture and Sports (DECS):

“to provide for the establishment and maintenance of a complete adequate and integrated system of education relevant to the goals of national development ...”

- from the Department of Trade and Industry (DTI):

“arm of the government for the country’s trade, industry and investment activities ... catalyst for intensified private sector activity in order to accelerate and sustain economic growth ...”

- from the Department of Public Works and Highways (DPWH):

“the State’s engineering and construction arm responsible for the planning, design, construction and maintenance of infrastructure facilities ...”

It is harder to integrate gender-responsive goals in these mandates because they lack clear references to “people.”

### Statements of objectives

The development objectives and current thrusts of some of the abovementioned departments refer more directly to improving people’s lives.

- DPWH’S current priority areas include the following:

“rural-based, production-supportive infrastructure to spur rural and agricultural development, assist agrarian reform and generate employment;

“socially-oriented infrastructure to enhance public health and education ... such as drinking water supply and school buildings ...

“basic urban infrastructures to help the city poor ... roads, water supply and drainage ...”

### How to make them more gender-sensitive

It is easier to insert gender concerns in these development objectives, by adding the dimension of men and women in the various thrusts, e.g.:

“... rural-based production-supportive infrastructure ... to generate employment for men and women in the rural areas

“socially-oriented infrastructure to enhance the public health and education

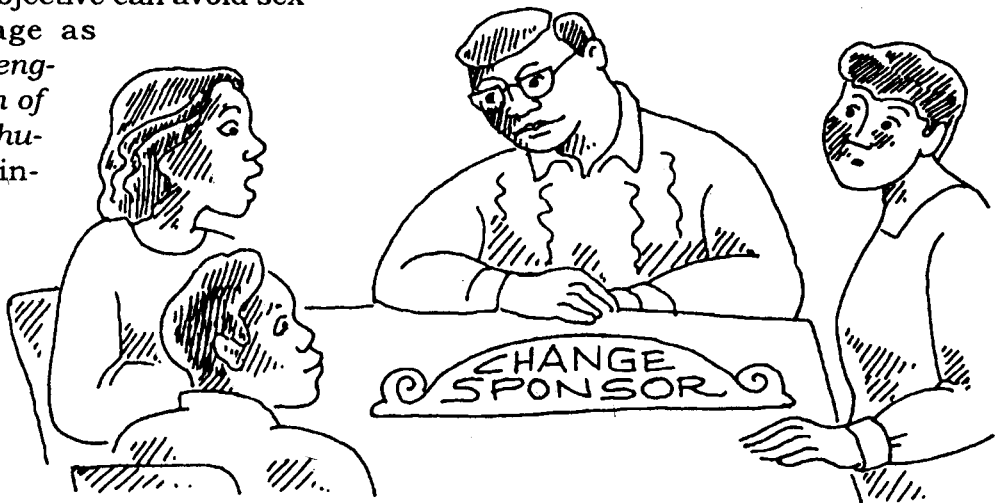
of men and women of all ages ...”

On the part of the DECS, major objectives can easily incorporate gender concerns.

The first objective “to improve the quality of education and training and its relevance to Philippine needs and conditions” can be rewritten to read: “to improve the quality of education and training and its relevance to *the needs and conditions of Filipino men and women across demographic and socio-economic formations.*”

The second objective can be enhanced as follows: “to provide more equitable access *of males and females* (added portion) to education and training facilities”

The third objective can avoid sexism in language as follows: “to *strengthen the system of education and human resource* (instead of man-power) development, implementation, monitoring and evaluation.”



### Statements of policy

Gender concerns are more explicit in the DOLE’s policy and program directions up to 1998. Among its priority areas is the implementation of the Philippine Development Plan for Women (PDPW). More particularly, it is committed to promote an equitable basis for establishing gender roles in society, and to reorient labor and social policies towards gender equity. DOLE also aims to protect distressed women workers, as well as to facilitate the employment of women in fields of work other than those requiring unskilled or low-skilled labor such as domestic service and entertainment.

### How to restate

The DECS mandate earlier referred to could be restated as follows: "to provide for the establishment ... and maintenance of a complete, adequate, integrated and *gender-responsive* systems of education relevant to the goals of national development."

### FACTOR II: TOP-LEVEL SPONSORSHIP

A *change sponsor* is a person (or a group in the organization) who has the authority or power to effect new visions and directions as well as to implement innovations. This person or group must be able to rally the entire organization to support planned change, and if necessary, be a symbol of the innovation itself.

Given the culture of the Philippine bureaucracy, the change sponsor necessarily has to belong to the higher echelons of the organization. No less than the Secretary of an executive department must act as the champion for gender concerns. The department's undersecretaries as well as bureau and regional directors should be equally convinced that gender-responsiveness must become a hallmark of development planning and programming.

### What happens when top management is indifferent?

- At present, no senior official is immersed in, directly accountable for, and passion-

ately championing the main-streaming of gender concerns in the various facets of a department's activities. As a result, even while the Focal Point members are gender-sensitive, the department remains gender-blind. Their efforts do not cascade through the different line units.

- Plans and projects continue to be developed and implemented without regard for gender roles, even if their potential impacts on gender interests are numerous.
- Gender advocates fail to integrate their Gender and Development activities into their own performance targets. Thus, projects related to gender and development are marginalized (or become last priority) and fail to be represented in the budget.

### FACTOR III: DEVELOPMENT OF GENDER CONSCIOUSNESS

Gender-related consciousness-raising seeks to overturn centuries-old habits and ideas concerning social relationships and status. It aims to modify attitudes towards the roles and responsibilities of men and women in society.

Before a new idea can take root in an organization, its members must first be oriented to the essence of the innovation. Sensitivity to gender concerns, in many ways, involves a radical change in thinking.



### What to do

- Deliberate and systematic re-orientation of the organization's members through training. (For a sample module of a basic gender awareness seminar, please see Appendix A).
- Re-examination of beliefs, ideas and opinions of government officials at all levels concerning the roles and relationships of men and women, challenging them if sexist, and persuading them to recognize the merits of integrating gender concerns in development efforts.
- Development of a framework for gender analysis of the particular activities of the department vis-à-vis its principal constituency or clientele, along with appropriate indicators for planning, program implementation, and evaluation.

### FACTOR IV: INSTITUTION OF STRUCTURES, MECHANISMS, AND PROCESSES

To challenge gender biases in the organization, gender-responsive structures and systems need to be instituted.

#### Areas for change

- Implicit biases in employment policies because of the employees' gender will have to be reviewed and replaced by affirmative action towards equality of opportunity and equity of impact in employment, assignments and promotions.
- Decision-making procedures of the departments should consciously integrate gender concerns of employees and clientele. Work of the members of the Focal Point related to gender issues should be



reflected in their “performance contracts/ commitments” in the annual planning exercise. A budget covering the mainstreaming of gender-responsive activities should also be included in the work and financial plans of the various units.

- Members of the Planning Unit should be made fully aware of the significance of and approaches to gender-responsive planning. In most departments, the Planning Unit/Service serves as the clearinghouse and nerve center for department-wide planning activities. Most planning personnel, moreover, are women. When adequately trained, they can provide a solid base for the institutionalization of gender-responsive mechanisms in planning, monitoring, and evaluation.

- Sensitive forms of services which predominantly involve women clients should be handled by female employees. These employees however, should undergo gen-

der training to enhance their capability to show solidarity and give sympathetic attention to their target groups.

- Policewomen, for example, should take care of rape survivors and other victims of violence against women, e.g., wife or spouse battering, incest, sexual harassment, prostitution, pornography, etc.

- Legal services extended to victims of sexual harassment in the bureaucracy should be handled by female lawyers.

- Female trainers would be in a better position to show female trainees that they can handle machines not ordinarily used in women’s work.

- Men should be included as well as in the Focal Points.

- Male as well as female technical personnel should become aware of gender issues in their respective work spheres.

- Since change sponsorship is also a key factor in successfully mainstreaming gender concerns, department executives, both women and men, should become part of the Focal Points.

- Males can be encouraged to organize gender sensitivity sessions “for men only”, so that they can freely express their own apprehensions, misgivings



RESOURCES BENEFITS  
TRAINING & PROMOTION



and aspirations vis-à-vis an “engendered society.”

FACTOR V: A FAVORABLE ORGANIZATIONAL CULTURE

The goal here is to promote gender-responsiveness in the daily routine of a government organization in order to make it easier to plan for the needs of men and women in the larger society. A gender-sensitive organizational culture nurtures the following values and objectives:

- gender equality and equity
- individual development
- participation of women



- An organization fosters equality of opportunity and equity of impact if it provides access to and control of available resources, benefits, and positions to both women and men, and if it eliminates all policies, programs, and practices which indicate systematic and institutionalized discrimination against women.
- Individual development occurs when both women and men of the bureaucracy are provided with opportunities to improve the skills and competencies related to their jobs. More women should be encouraged to undergo further training, and should be considered for promotion.
- To maximize the participation of women, it is obvious that there should be more of them in decision-making bodies. In addition, instituting a consultative form of management can greatly facilitate the integration of gender concerns in programming and other activities.

Favorable conditions

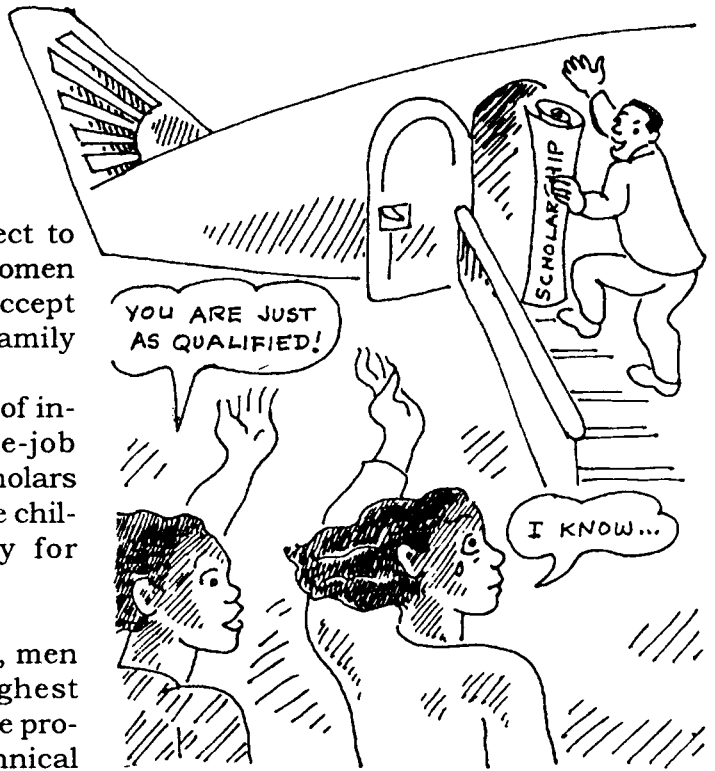
Equal access of men and women to employment benefits;

- Active efforts to hire more competent women for non-traditional female occupations, e.g. as conciliators, arbiters, mechanics, technicians, etc.;
- Promotions based on competencies and merit;

- Relocation of assignments subject to consultation with both men and women concerned, so that they could accept or refuse depending on their family situation; and
- Scholarships given on the basis of interest and relevance to on-the-job concerns; husbands of female scholars are encouraged to take care of the children while their wives study for self-development.

#### Discriminatory Conditions

- In all the executive departments, men outnumber women at the highest managerial positions. The reverse profile is observed at the level of technical support staff.
- Out of a total 138 labor arbiters in 1991, only 21 percent were women. Males comprised 92 percent of the conciliators-mediators.



- A day care facility was introduced by the Focal Point of a certain department to accommodate the children, ages two to six, of both female and male employees. However, the Undersecretary for Administration changed the provision to include only children of female employees. He also made disparaging remarks that the day care would only encourage female staff to have more children.
- A promotion may be withheld from a woman because of her gender. For instance, the promotion may involve a movement from her present residence to a far-off assignment. Management is often reluctant to uproot women, es-

pecially if they are married, because of their maternal roles. This impediment is rarely cited for males employees.

- Scholarships for postgraduate degree and non-degree training favor male employees.
- The government systematically dissuades married women with infants or toddlers from going abroad for training by asking applicants to certify that they have no children below 2 ½ years at the time of their application. Male applicants are exempted from this ruling.

#### Initiatives in participative management

A gender-sensitive organizational culture is easier to create and nurture if management is open and used to participatory processes.

#### Bottom-top planning—

In some departments, plans and activities are suggested or initiated by the implementing bureaus, rather than by central management. Gender analysis and consultation can be initiated by such bureaus among their respective client groups to identify the particularities of the needs of men and women at the grassroots. These needs can then be effectively integrated in the agency's overall annual workplan and long-term designs. The planning unit then serves as the coordinating mechanism to streamline plans and

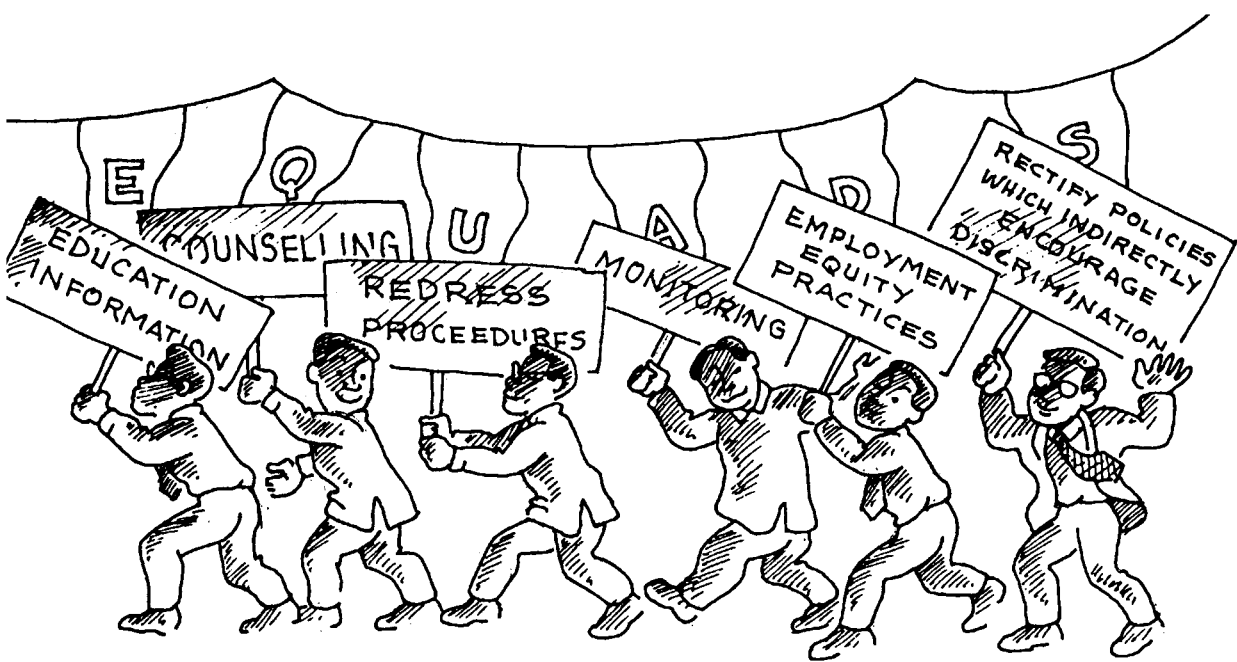


activities by the line bureaus. It is able to synchronize the various planned activities, and to maximize complementation of services by the different implementing units.

Contrast this with a system where visioning is the principal concern of central administration and the bureaus merely have to "toe the line." The danger is great that plans will be unresponsive to the particular needs of regions, sectors, genders, and other interest groups.

#### Clear channels of communication—

Ease of coordination and communication within various levels of a department is likewise desirable. Efforts to institutionalize gender concerns can easily be obstructed by a plethora of ill-defined channels. If lines of communication and command remain ambiguous, innovations take a longer time and change agents would require a multi-layer strategy for dealing with officials in order to get things done. Over-centralization also has its drawbacks, as lower coordinating structures which are crucial to implementation may not be sufficiently informed or involved.



Grievance machinery—the interests and problems of men and women in the bureaucracy should also be discussed in the internal structures of an organization, which should have equal representation of males and females. For instance, there should be established procedures and mechanisms to receive complaints on gender discrimination, sexual harassment, and other pertinent matters. The office union should be represented in executive bodies responsible for personnel and administrative matters, and should carry the demands, requests, and appeals of both male and female employees.

A noteworthy initiative towards the institutionalization of grievance procedures in government is the designation of the Equality Advocates (EQUADS) by the Civil Service Commission to attend to instances of discrimination and harassment in the public sector. They are employees who are assigned to the Women's Desk of the central office and

the Counseling and Referral Desks of the regional offices of the Commission. To fulfill their mission of supporting the cause of women and other disadvantaged groups so that they could “stand on equal footing with other segments of the bureaucracy,” the EQUADS are expected to:

1. conduct information and education campaigns on the various forms of discrimination and harassment;
2. provide counseling services to victims of inequities;
3. refer cases of discrimination and harassment for investigation;
4. assist in the establishment and strengthening of special redress procedures;
5. document and monitor all cases of harassment and discrimination;
6. promote employment equity practices consistent with the merit and fitness principle;
7. review and identify policies and civil service laws and rules which may

encourage discrimination indirectly and recommend proposals thereto.

The Commission encourages all public sector employees who feel aggrieved to seek counseling and assistance from the EQUADs. They may also lodge a complaint using the grievance machinery of their departments or agencies, or directly with the Commission.

#### FACTOR VI: CAPABILITY BUILDING STRATEGIES

##### Problem areas

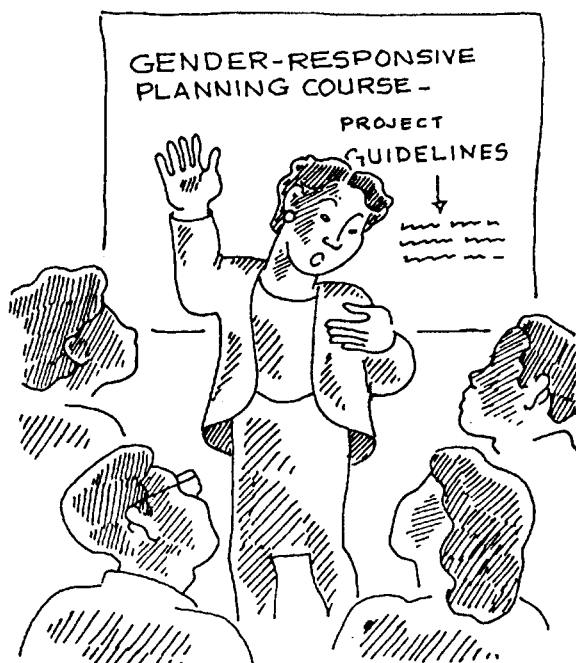
Gender sensitivity alone is not enough to enable interested individuals to integrate gender-responsive strategies in their work.

While gender sensitivity training has been observed to improve the personal relationships of trainees, it has not been translated into the increased gender-responsiveness of their work.

##### What needs to be done

Added tools and competencies have to be provided. The theory and methodology of gender-responsive planning have to be imparted to executives, planners and program implementors alike. (Please see Appendix B for a sample module on gender-responsive planning)

A suitable framework for understanding the gender components of activities and services in the line agency should also be developed.



##### Existing initiatives:

DECS Focal Point members have come up with a four-component guideline which will be validated and integrated in the set of guidelines for evaluating textbooks and instructional materials. These guidelines will be used by curriculum developers of the department.

Guideline components as formulated by the DECS Focal Point are: visibility of both men and women in textual and visual materials; using both women and men as role models; encouraging non-sexist and non-traditional behavior and language (PDRW, 1990).

The NCRFW and the NEDA have jointly issued Guidelines for Developing and Implementing Gender-Responsive Programs and Projects meant for local planners, project developers, managers, and implementors, monitors and evaluators. These guidelines are designed "to



ease the process of incorporating gender and development concerns in government programs and projects, and to assure planners that it can be done.” They comprise a pioneering attempt to show how Gender and Development theory can be translated into actual practice.

The Guidelines cover the various stages of the project cycle — project identification and preparation, investment, program formulation, project evaluation, implementation and monitoring, and post-evaluation and impact assessment.

- Planning officers, bureau chiefs and trainers of various line agencies are being trained in the theory and methodology of gender-responsive planning. To date, some 200 personnel representing the priority agencies of the industry and trade sector (DTI and DOLE), agriculture sector (DA, DAR, DENR), and social sector (DSWD, DOH, DECS, CSC) have completed the course. It is expected that these agencies will replicate the same training in their spheres of work. Monitoring of these activities is being conducted regularly by NCRFW with CIDA funds.

### **What makes an effective focal point**

#### What is a focal point?

A Focal Point is the basic machinery for integrating gender concerns into the poli-

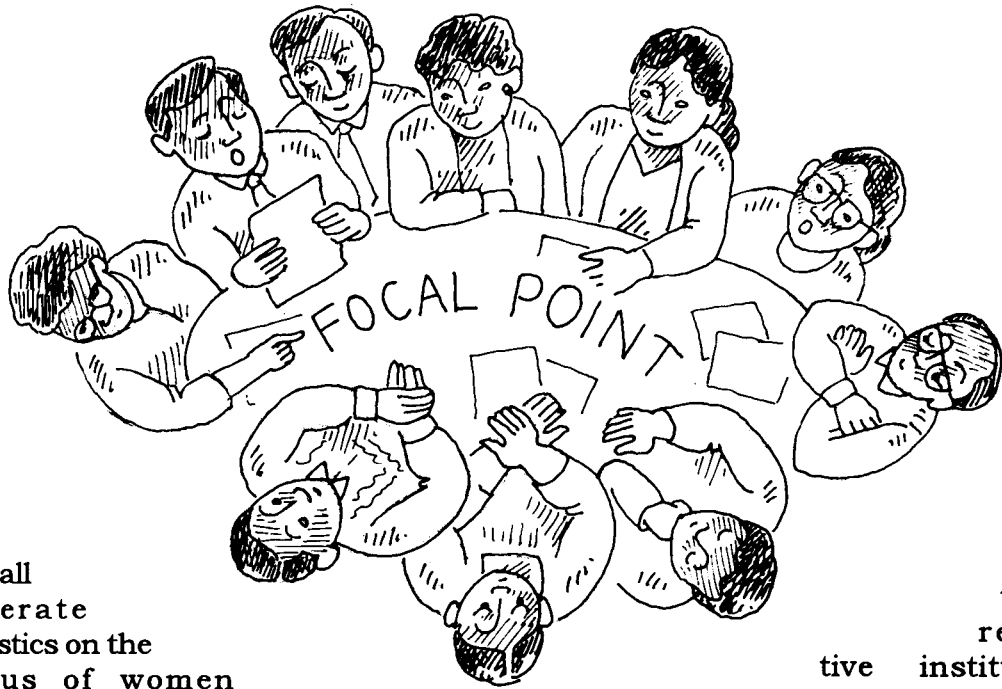
cies, programs, and projects of government agencies. As stated in R.A. 7192, it shall be the catalyst for gender-responsive planning/programming. It shall make sure that the guidelines for this are used well, and that policies, program/projects, procedures and circulars “deemed discriminatory to gender concerns are periodically assessed.”

#### What are its functions?

The functions of the Focal Point, relative to its internal management, its women constituency, and its women employees are as follows:

- It shall act as an advisory body to the highest official of the agency “on matters concerning gender issues and women in development.” It shall also “ensure and sustain... management’s critical consciousness and support” through regular reporting and other activities.
- It shall spearhead the assessment not only of the agency’s policies, strategies and programs based on the priority needs and concerns of its women constituency, but also of the agency’s performance vis-à-vis its targets. It shall also lead in the development of a gender-responsive data management system by first initiating an evaluation of current statistics and indicators on women in its sector.





- It shall generate statistics on the status of women within the agency. In coordination with the Civil Service Commission (CSC), it shall launch an evaluation of the impact of the agency's hiring, promotion, training, and other policies and practices on women; it shall lead in setting up support systems and career development programs for women; and it shall identify those within the agency "who shall work with the CSC (Civil Service Commission) Equality Advocates to assist women employees who are encountering problems of sexual harassment and discrimination."
- The Focal Point shall also make sure that the agency has "strong linkages and partnerships with NGOs/POs who have integrated gender concerns in

their respective institutions, and promote their participation in various stages of the planning cycle."

Factors to consider in assessing the focal point

An assessment of the Focal Point can focus on the interaction of two general categories of organizational variables:

1. Environmental support, which includes support of the internal organization, top management support, and external environmental support (including societal values): and
2. Inherent strength of the Focal Point, such as the competence of its members, adequacy of the structure, and other positive characteristics of the group.

A matrix of relationships can be depicted from the interaction of these composite organizational factors:

**Ideal conditions of a focal point**

environmental support	inherent strength	
	weak	strong
high	B	C
low	A	D

Box A: low in environmental support; inherently weak

Box B: high in environmental support; inherently weak

Box C: high in environmental support; inherently strong

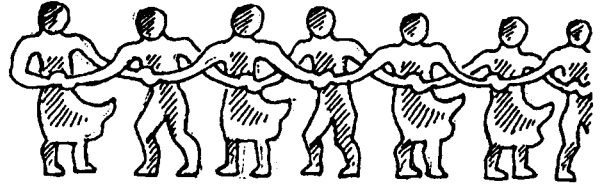
Box D: low in environmental support; inherently weak

Box C is the ideal situation for the focal point to be in.

Using these variables, the organizational diagnosis describes the following as important conditions for the adequate functioning of a gender-responsive Focal Point:

**FACTOR 1: REPRESENTATION OF KEY PEOPLE**

Change sponsors for gender concerns should be key decision-makers of the total organization.



An important intersect in the two-factor matrix is one which matches gender awareness with official responsibility in the organization. These individuals should be encouraged to “take up the cause”, so to speak, by providing members of the organization with sufficient awareness and understanding of gender issues pertinent to their department’s mandate and objectives.

- Make the FP representative of all interests and concerns of the line agency.
- Include persons charged with administrative affairs, human resource development, and planning. Heads of program areas or major services of the departments should likewise take part in the work of the Focal Point.

**FACTOR 2: DEFINITE FUNCTIONS, ROLES AND RESPONSIBILITIES**

In almost all the Departments, members of the FP expressed interest in and strong commitment to the work of gender integration. However, the translation of this commitment into useful activities has been hampered by a host of factors. These include: (1) lack of understanding and support from higher-level executives,

which is traced to (2) lack of clarity regarding their roles in the FP vis-à-vis their other official assignments and responsibilities.

### Desirable Conditions

The functions and responsibilities of FP members should be clarified on several levels:

- First, it should involve concretely expressed objectives of the department to deal with gender issues (see earlier discussion on mandates and objectives). This should clarify why any one ought to be in the Focal Point at all.
- Second, the FP should discuss the best ways by which it can integrate gender issues in the principal programs of the department, and translate these into specific individual and coordinated work plans. The function of each member will then become clearer in relation to her/his specialization in the agency. Key result areas (or individual performance commitments) vis-à-vis gender programs can then be appropriately identified and stated for each FP member.
- Third, structural changes, plans and projects to facilitate gender mainstreaming should be further examined in terms of their resource requirements. These can



then be translated into a budget integral to the short and long-term plans of the agency.

### What to Avoid

- Failure to clarify roles and responsibilities, despite formal mandates, can lead to marginalization and ineffectiveness. In one department, for example, a Focal Point was organized as early as 1989 through an executive order which stated its functions: to review, implement and update projects identified in the PDPW, and to increase the awareness and involvement of all personnel to take charge of PDPW implementation. Up to now, however, the FP does not appear in the department's organizational chart. Moreover, the executive order does not empower the FP to issue and enforce guidelines and circulars necessary to the integration of gender issues in the mainstream of the department.

### **A case in point: The COWID**

A good example is the Committee on Women in Development (COWID) of the Department of Public Works and Highways (DPWH). It draws upon the expertise of persons from different fields of endeavor which are crucial and relevant to its mandate. Members of the human resource planning division sit in the FP. They are responsible for developing training programs, and can easily include consciousness-raising among their activities. The Project Monitoring Officer for Rural Water Supply is also a member of the COWID. Her presence enables the committee to have a better perspective on the gender components of the rural water supply program.

To further improve its structure, it was recommended that the COWID be composed of an equal member of men and women with comparable positions. It was also suggested that the COWID be renamed Committee for Gender Concerns.

- Members of the Focal Point of one department perceive the lack of top management support for its activities as an impeding factor in its take-off. They consider it to be an important reason for their lackluster performance. Consequently, the Focal Point has been marginalized in relation to the key decision-making bodies of the department.

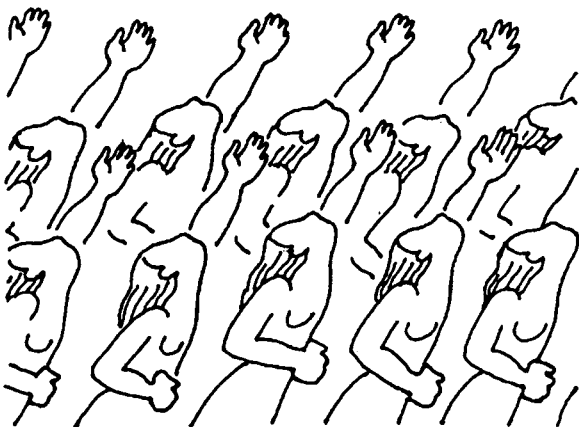
- In one department the strengthening of the Focal Point was facilitated by the presence of a gender-sensitive Secretary. However, a leadership change could affect the existence of and support for the Focal Point, considering the centralized mode of decision-making in this agency.

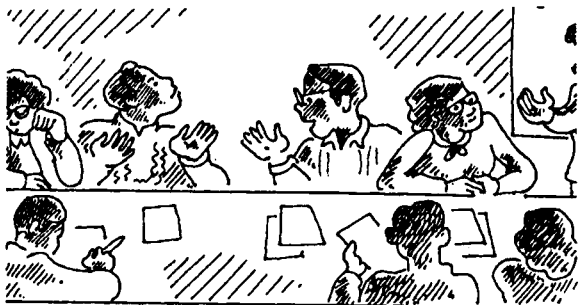
### **FACTOR 3: CREATING SUITABLE AND EFFECTIVE STRUCTURES**

The goal here is to make the Focal Point not only multi-representational but also multi-level in order to obtain fuller support for gender concerns in the internal organization.

#### Representation of program areas/areas of concern in the FP

A coordinative structure for the FP could include representatives of the department's priority programs or areas of concern: policy and planning, research, human resource development, and database development. In addition, each area





of concern should become the responsibility of a corresponding FP subcommittee.

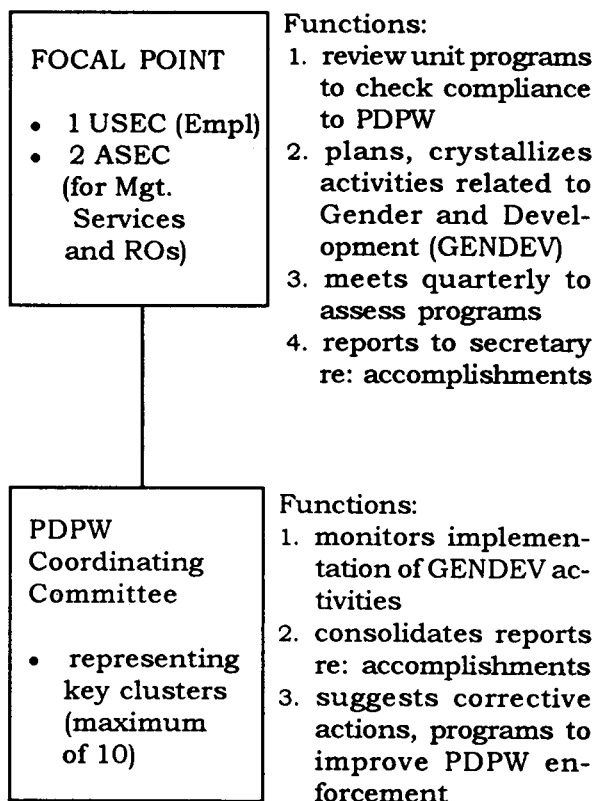
This representational type of FP composition promotes responsiveness to specific program areas/regional concerns. A central mechanism with lower-level replication

A two-tiered FP model is another possible formation. The FP itself could include one undersecretary and two assistant secretaries. A Coordinating Committee or TWG (Technical Working Group) could backstop its work, with members representing each of the program clusters of the Department.

Creating a central decision-making body in the department composed of executives like the one described above will ease problems in integrating gender concerns in its programs and services.

Both bodies, being composed of fewer members, are easier to convene and are more manageable.

A monitoring and evaluation committee, through the Technical Working Group, will help facilitate the implementation of gender-responsive programs.



Replicating FPs in local government units  
Replication of departmental concerns in LGU concerns for those with devolved functions will help in promoting gender

issues at the local level. Gender programs can be developed pertinent to the gender needs of the localities, while linked to program areas or regional training concerns.

#### **FACTOR 4: CONTINUING GENDER EDUCATION**

The continuing education of the FP on gender-related issues cannot be neglected. If it is to be the principal advocate for gender mainstreaming, its members should be attuned to current trends, issues, problems and perspectives.

#### **Institutional support mechanisms**

The NCRFW offers technical and training support services for gender sensitivity and gender planning skills development. Other programs or funds for gender training may also be accessed by applying the implementing rules of R.A. 7192 concerning the use of official development assistance (ODA) by government agencies for gender concerns.

#### **FACTOR 5: DEVELOPING AND PRACTICING ADVOCACY**

Being able to mainstream gender in the bureaucracy is not only a matter of know-how; it is first and foremost, a matter of advocacy. Advocacy need not mean additional burdensome work for the advocate. Advocacy can be organized in coordination with ongoing programs and thrusts of the agency; all it needs is some initial

planning for relating and matching gender concerns with other agency activities and resources.

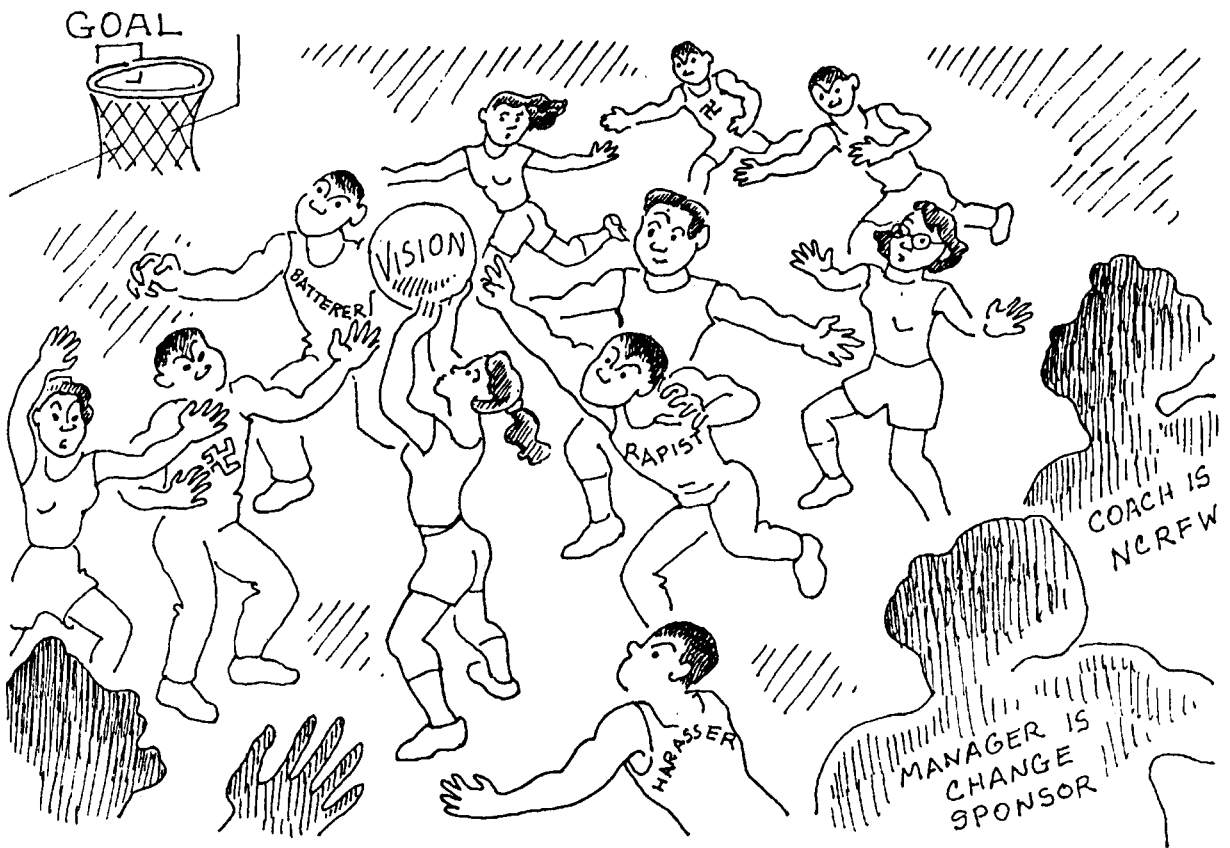
Advocacy is an attitude of commitment to an idea or a cause, and a readiness for action in relation to it. It involves conviction, a desire to share that conviction with others, and persistence in pursuing its realization in practice.

Advocacy can be developed by enhancing commitment to gender equality and equity through constant practice and creativity.

All Focal Point (FP) members should be advocates for gender equality and sensitivity in order to be effective as change agents.

Here are some factors which interplay in the making of an advocate of gender equality and sensitivity:

1. Awareness of gender inequality and realization that it has adverse effects on women, on men, as well as on society as a whole;
2. Reacting against manifestations of gender inequality whether privately or publicly;
3. Desire to remove the adverse effects by eliminating gender inequality in whatever form it exists;
4. Having a general or specific plan for achieving the above goal;



5. Desire to act in concert with others to achieve the above goal; and
6. Consistently and persistently striving to convince others to become aware of gender inequality, and of the need for gender sensitivity, for eliminating the adverse effects of gender inequality, and action towards that goal.

### Some suggestions

If not yet part of the Focal Point (FP) and its programs, contact the FP in your agency.

If you are part of the FP:

1. *Understand gender issues*
  - Examine experiences of gender inequality in the context of home, office,

organization (e.g. union) and Focal Point. This will help in creating awareness of felt gender issues as an advocate, and in further clarifying goals in the task of mainstreaming gender in the bureaucracy.

- Pinpoint felt needs for more gender awareness and assistance in furthering advocacy. (See Appendix A on how to conduct a gender sensitization seminar)

### 2. *Be assertive*

- Organize seminars or study sessions for raising the level of awareness of FP members and office companions. Apart from the upgrading of knowledge on

### **Suggestions for gendering materials**

Title of Material: Pre Departure Orientation Seminar (PDOS) for Domestic Workers Bound For Hong Kong

#### **Comments:**

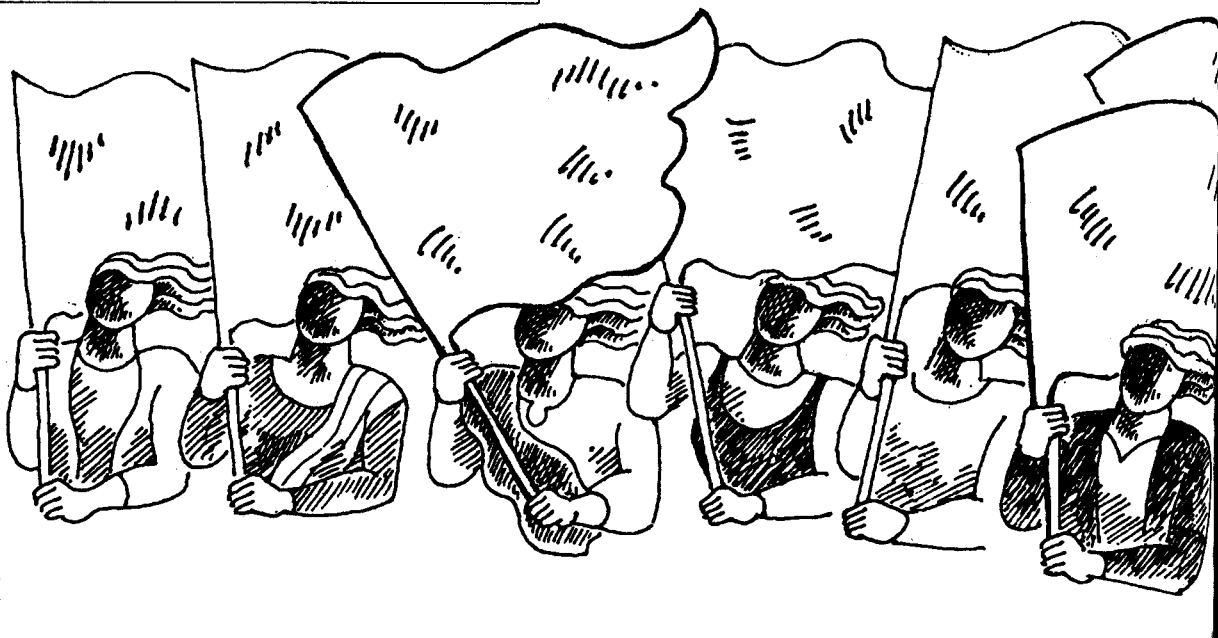
- 1) Not gender sensitive and responsive to specific gender interests (e.g. the domestic worker has to content herself with the given living conditions; crying is not allowed, etc.)
- 2) Material is incomplete and one-sided. There was no mention of the employer's responsibility.
- 3) Concepts are sexist i.e. prohibiting the wearing of tight fitting jeans, shorts and other dresses that may attract the male employer.

#### **Suggestions:**

- 1) Concepts of the employer's responsibility, places where help can be sought, possibility of backing out in cases of inhuman conditions or treatment, etc., should be included in the curriculum and discussed in the seminar.
- 2) Trainors who will handle this pre-departure seminar should have been gender-sensitized.
- 3) Use more positive language. There should be more DOs than DON'Ts.
- 4) Use appropriate audio-visual materials (UNIFEM, 1993)

gender, such seminars or sessions will be an excellent opportunity for the following:

- getting to know the level of gender awareness of co-FP members and office staff as well as their gender issues;
- brainstorming together with others on gender issues and possible actions;
- linking-up with resource persons from women's organizations or women's studies institutions;
- planning future actions to further the mainstreaming of gender in the bureaucracy; and





- developing more solidarity on gender mainstreaming advocacy.
- Quickly react to gender issues arising from day-to-day happenings.
- Ask the office to subscribe to reading materials on gender issues.

See Appendix D for a listing of women's organizations .

### 3. *Have a multimedia approach*

Liven up the agency environment with gender information by:

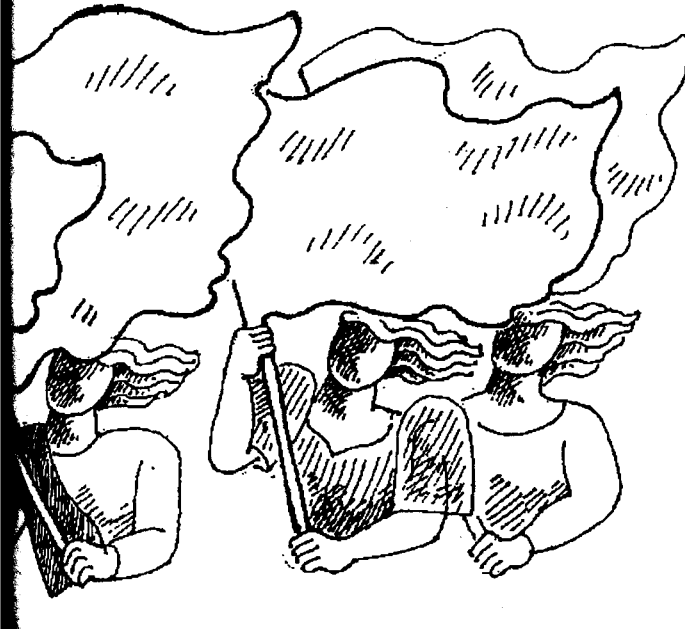
- putting up posters, pictures and other media material on gender issues on bul-

- letin boards and walls, in comfort rooms, board rooms, elevators, lobbies, etc.;
- circulating information on gender issues and activities in the office and to other bureaus and offices; and
- passing on invitations to activities tackling gender issues in and out of work.

- Celebrating International Women's month annually; and conducting other celebrations of the agency in a gender-sensitive way.
- Motivating staff by recognizing and rewarding gender-responsive initiatives through awards, etc.
- Sensitizing clientele through more gender-sensitive, client-oriented materials —brochures, information pamphlets, etc.

### 4. *Network*

- Share experiences and resources with other advocates in and out of government.
- Coordinate with them on ways of pursuing more gender-responsive and sensitive directions. (See Chapter 5)



# 4 Gender analysis for program development

## The work ahead

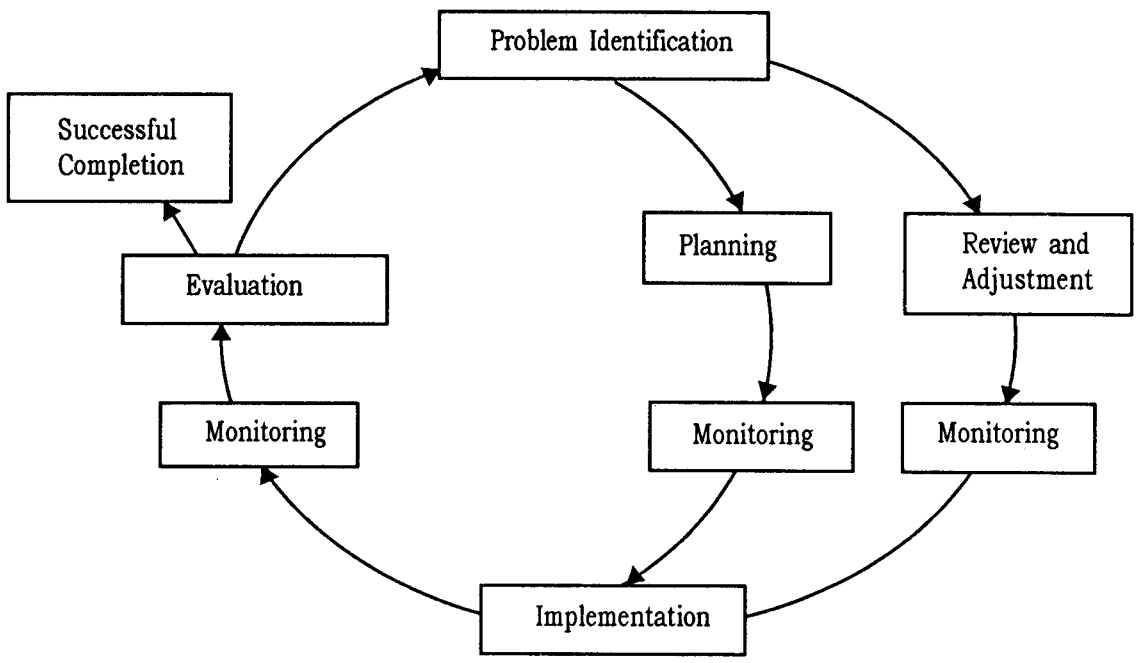
In order to mainstream gender concerns, existing planned programs of line agencies have to be examined with "gender lenses," i.e., with the consciousness that these activities can have differential impacts on affected men and women.

The gender-related components of a program can be identified through *gender analysis*. This chapter explains the components of this analytical method. It also links the approach to the people-oriented, or participatory, bias of a gender-responsive approach to development planning.

Development is a cyclical process (see figure below). It starts with a problem and a plan to solve this. It ends with an assessment to determine whether the problem has been adequately solved. Depending on results of the evaluation, the program or project may then be completed, modified or debunked.

## The situation analysis

At the start of a development cycle, it is ideal that a situation analysis of the target population or community be undertaken. In this analysis, factors and relations which interplay in the various





spheres of social life—economic, political, cultural, etc.—are surfaced and interpreted in relation to development goals. When looking at the particular community, for example, it is necessary to describe population distributions, age, employment, livelihood, the classes or strata of people classified according to their access and/or control of resources, benefits, and opportunities, organizations and services existing in the site, formal and non-formal leadership patterns, the influences of religion, ethnicity, education, media, among others.

The situation analysis which forms the basis of a community profile will how-

ever be incomplete and may even be distorted without a thoroughgoing gender analysis. Such an analysis is based on the assumption that households within the community are not homogeneous and do not constitute one interest. Men and women in such households have varying gender needs which have to be surfaced in order to address inequities when they exist. Even if men and women belong to the same class or ethnic group, women most likely would be at a greater disadvantage because of the double burden.

Gender analysis, however, needs to always be linked to the more comprehensive situation or social relations analy-



**Gender-blindness, gender bias and the lack of gender analysis: reality and implications for planning and policy for child labor**  
The gender-blind term "child labor" misleads us into assuming that the situation of all child workers is the same. This is not so. Gender and generation consideration are at play even in child labor.

Apart from terminology, gender bias is apparent in two aspects of the law. The Labor Code says children below 15 years of age may be allowed to work (i.e., be employed) if supervised by parents or guardians (Labor Code Article 139 (a)). If we agree with the Code that child labor is detrimental to children, then allowing the child to work for wages (in employment) as long as parents and guardians are around, would be making an exception.

As far as our surveys on working children show, the bulk of children who work under parental supervision are homeworkers in garments and handicraft production. These are, in the majority, female. While the intention may be gender-neutral, the effect of this provision would be that more female children are being allowed to be child workers than male chil-

dren. As explained, socialization and female household occupations prepare female children to do garments production. With subcontracting, many more girls than boys are immediately drawn into the world of work right there in their homes, or in small-garments workplaces where, most likely, their mothers and other female kin are also working.

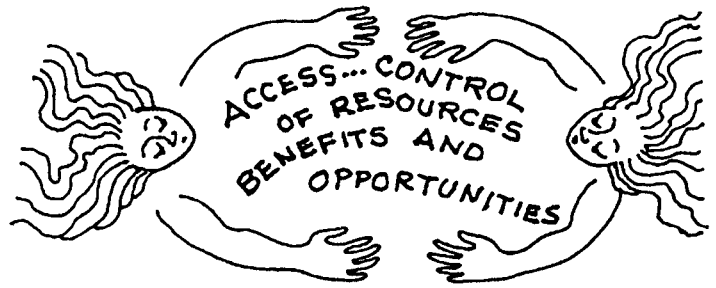
The Child and Youth Welfare Code, Title VI, Chapter 2, Article 107 states that "children below 16 years of age may be employed to perform light work which is not harmful to their safety, health or normal development and which is not prejudicial to their studies." At the same time Article 130 of the Labor Code states that "no woman, regardless of age, is permitted to work at night with or without compensation in any commercial or non-industrial undertaking or branch thereof... between midnight and six o'clock in the morning of the following day." Since garments homework is on an order basis, it very often requires that female workers (child and adult) rush the order, thus implying working in the wee hours of the morning. This could place such work under night work, and for the girl who is growing, it would be harmful. Thus, while the law, in a rare gender-sensitive instance, prohibits night work and harmful work for female children, the exploitation of specifically female children in garments production in the girls' home or in somebody else's home (since small-garments workplaces are usually also home-based) is facilitated by Article 107.

The participation of child workers in the labor force is not reflected officially. Official labor-force statistics "have been recording only the employment participation of the population with ages 15 and above. And yet it is well known that the country has a large number of working children who are forced to work at a tender age because of poverty." (Ofreneo 1993). The Bureau of Women and Young Workers estimates the number of child workers to be seven million, and yet no official count or presentation has been made, let alone of sex-disaggregated child labor incidence.

The issues of poor working conditions, low wages and the use of child labor have been given little attention at the policy and program level (Feldman 91:73). There is a lack of understanding of the ways in which gender relations and the specific gender division of labor shape national policies, thus, "the complex interaction between homework, domestic work, and paid employment remains invisible to development policymakers" (Feldman 1991: 74). As a consequence, efforts to effect positive changes in the world which women work, like the distribution of resources or the reshaping of the patterns of control and the empowerment of females towards equity, are hampered. Because gender is practically excluded from development policy initiatives, news policies are likely to reinforce rather than weaken the female's subordinate roles (Roldan 1985: 253).

sis to see the interweaving of various forms of subordination, e.g., how peasant women in an upland indigenous community are disadvantaged not only because of gender but also because of class and ethnicity. Such a linking will also guard against the notion that all women are the same, and that they suffer from the same set of disadvantages wherever they may be. There are differences among women as there are among men depending on their specific situations.





## Gender analysis

Gender analysis is a tool for identifying the status, roles and responsibilities of men and women in society, as well as their access to and control of resources, benefits, and opportunities.

Basically the different models for gender analysis include a listing of activity areas of men and women in order to compare them in terms of variety and time allocation. Through this listing, it usually becomes apparent that women—majority of whom are considered “unproductive” (therefore not in the labor force) by government statisticians, economists, development experts, and husbands—actually perform the “lion’s share” of work.

The table on the following page depicts the gender division of work among household members in a barangay in Camarines Sur.

Furthermore, gender analysis looks at the resources, benefits, and opportunities available to and/or controlled by men and women to surface differences in power relations and how these can be corrected. For examples of different gender analysis tools, see Appendix C.

Gender analysis is also a framework by which we can compare the different life situations, particularly the advantages and disadvantages experienced by men and women in the family, in the workplace, in the community and in the po-

litical arena may be compared thereby uncovering underlying gender biases.

Gender bias across countries and cultures can be pinpointed as a primary reason behind continued underdevelopment/poverty because it prevents the majority of women (on whom families depend for domestic food supply) from accessing (through education, training, health services, child care, and legal status) the means of economic and other forms of empowerment. In contrast, men are more likely to have access to resources and wage work.

Gender analysis is also a set of standards against which the potential gender impacts of programs and policies can be judged.

Conventional approaches to development sometimes end up reinforcing gender biases by not benefiting men and women equitably. Women are rarely involved in conceptualizing or implementing development programs.

For example, population policies have mostly ignored the obstacles faced by women who end up depending on their children for social status and economic security. Thus, population growth remains high even while gender bias is reinforced by the notion that women of reproductive age are the problem.

Conventional economic development theory implicitly believes that both men

Gender Composition of the Workforce	Adult Workers	Child Workers
Predominantly Female	Raising fowl and swine Cultivation of kitchen gardens Transplanting Weeding Harvesting Non-mechanized threshing Delection and preservation of seeds Contacting of buyers and workers Preparation of food Marketing for the household Buying of farm inputs and selling of farm outputs Childcare and training Care of sick household members Household laundry	Helping with the feeding of animals Helping in keeping kitchen gardens Washing of dishes Cleaning of house and yard Care of younger siblings Helping with food preparation
Predominantly Male	Land preparation Application of chemicals/ fertilizers Mechanized farm operations Harvesting and transporting of goods Harvesting and husking of coconuts Drying of copra Repair of bunds and irrigation canals Repair of the house	Taking of animals to pasture Gathering of firewood Fetching of water

(Ilo, 1988)





and women will benefit equally from economic growth; that all members of a household have common interests; and that within the household, benefits will be distributed equally regardless of age and gender. These, however, have been proven false by gender analysis.

Lastly, gender analysis is a method of servicing the needs of society responsibly, equitably, and effectively. By having such an analysis and by framing this within a broader and more general social relations analysis or community profile, the agency will be able to define the major and urgent needs of its clientele, to create more appropriate programs and projects responsive to the latter's gender and other interests. This means:

1. having gender- and age- disaggregated statistics on various spheres of life— economic, political, cultural, etc.;
2. clarifying concepts such as household, household head, labor force participation, employment, unemployment and underemployment, etc., to reflect the actual gender situation of clientele;
3. reviewing methods of data collection and minimizing the possible gender biases of informants; and
4. enhancing women's participation in data gathering as sources of information about their situation and needs.

All these will be elaborated in the following discussions.

### Meeting pre-conditions

Using the principles of gender analysis, programs can be designed to meet certain pre-conditions for making them gender responsive. These conditions are:

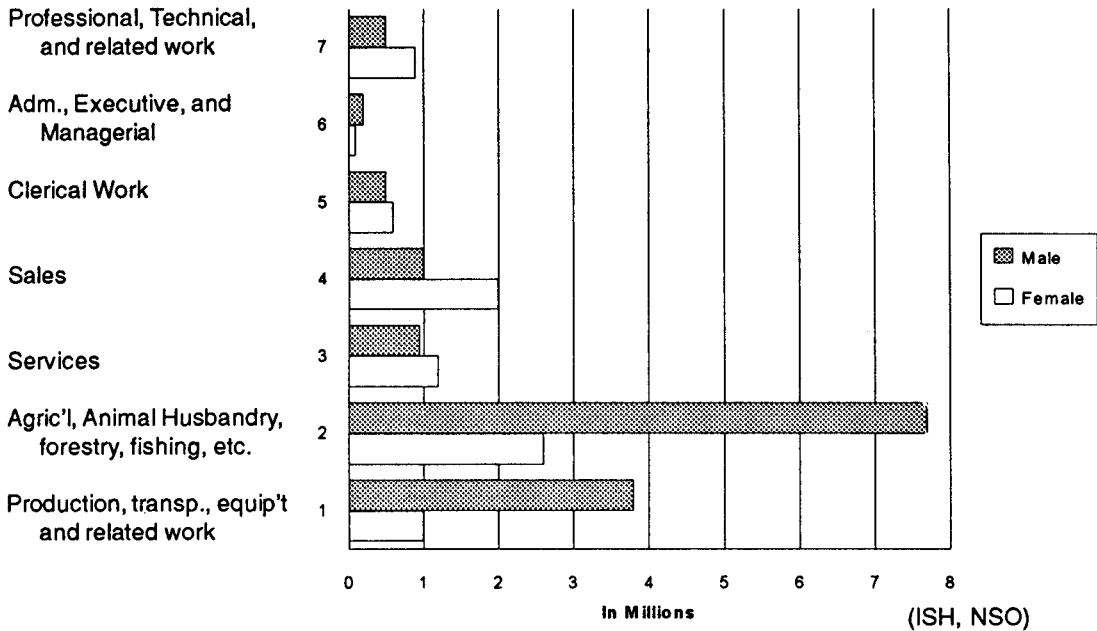
1. development of a gender-sensitive information data base;
2. analysis of gender roles and responsibilities in the activities initiated or monitored by the department;
3. development of gender-sensitive goals and indicators;
4. analysis of the potential gender impacts of the department's thrusts, policies and services on client groups.

#### CONDITION 1: A GENDER-SENSITIVE DATA BASE

A gender-sensitive information data base is a set of interrelated data disaggregated by sex, which provides handy and significant information on the conditions and situations of men and women in society. It is an important starting point in gender analysis.



**NUMBER OF WORKERS BY MAJOR OCCUPATION  
AND BY SEX: THIRD QUARTER 1990**



- For four major occupation groups, women outnumbered men workers. These were the professional, technical and related workers; clerical workers; sales workers; and service workers.
- The men workers were concentrated in agriculture or were employed as production and transport equipment operators and laborers.

(Statistics on the Filipino Women, NSO and NCRFW, 1992)

**A GENDER-SENSITIVE DATA SET—**

Presenting the information as above, allows us to see the following:

- the occupations where women outnumber men (e.g. in sales and services), and vice-versa (e.g. production);
- the occupations where the greatest number of either women or men are working (in this case, both are predominantly agricultural workers).

**VERSUS GENDER-BLIND INFORMATION—**

Without the disaggregation of the data on occupations by sex, all that the table

above would be able to show us is that a majority of Filipinos are in agri-related occupations. The relative participation of males and females in the sector cannot then be determined. In fact, going by social stereotypes, it would be easy to believe that all workers in agriculture are men.

**VERSUS A SINGLE-SEX DATA SET—**

Equally inadequate for gender analysis is a data set which displays information only on women.

For example, since 1989, the Agri-

Importance of gender-sensitive data:

Development planning usually begins with a situation analysis of the groups whose living conditions it wishes to improve.

Disaggregation of the data base permits the planner to:

- describe the separate conditions of men and women in the target group,
- determine where women presently occupy a disadvantaged position in relation to men,
- identify areas of life where systematic discrimination is happening

Examples of gender disaggregated data are found in Statistics on Filipino Women (1992) issued by the National Commission on the Role of Filipino Women (NCRFW) and National Statistics Office (NSO).

Prevailing issues in information-gathering:

Household heads as respondents

The National Statistics Office of the Philippines defines the “household head” as “the person responsible for the care and organization of the household ... (and who) usually provides the chief source of income for the household” (NSO, 1975).

In Philippine society, given gender stereotypes where men are deemed to be the breadwinners, the “household head” is usually the husband or father,



**The PTTC experience**

The Philippine Trade Training Center (PTTC) is responsible for the conduct of training activities for new and current exporters. Its data base is useful for getting insights into gender concerns. For instance, the participant profile indicates the name, sex, educational attainment and occupation of the trainee. The business profile indicates the participant's main business, total asset capitalization, area of responsibility, main product line, major export market, and number of years in business.

Using this data base, the PTTC determined that almost 60 percent of their participants are women who are small-scale entrepreneurs. The PTTC's programs have since been reoriented to meet the entrepreneurial training needs of the women.

or another "responsible" male in the family.

As Illo observes (1989): "As a result surveys) have a male-biased reckoning of the headship of households, and the ascendancy of women to this role is pre-nised only on the prolonged absence of the man from the household in connection with a job or his death..."

The notion of "household head" must thus be revised to give more recognition to women's roles as economic providers and decision-makers in the household. More and more, economic and other pressures in Philippine society have conspired to make the singular, male household head an archaic image. Instead, present reality is such that the present household is supported by the economic contributions of various adult men and women, and, in a growing number of disadvantaged situations, even by minors.

#### Women's inaccurate view of their own work

Because of socialization into gender roles, women themselves tend to undervalue or even discount their economic contributions. It is not uncommon for urban poor women to allege that they are "plain housewives," only for the researcher to discover afterwards that many in fact are vendors, laundrywomen, or micro-entrepreneurs. New approaches have to be

devised to be able to get a complete and accurate picture of women's economic activities.

#### CONDITION 2: GENDER ANALYSIS OF CLIENTELE'S ROLES, ACCESS TO AND CONTROL OF RESOURCES

##### What are gender roles?

Gender roles pertain to activities and responsibilities typically associated by society and culture with either males or females.

Gender roles emerge from the gender division of labor, such that productive activities are typically associated with men, while domestic and reproductive activities are considered "women's work." Nonetheless, women often participate in economic activities also. Very often, therefore, they have multiple roles in society.

##### What are their consequences?

- As a result of the gender division of labor, women have been denied access to many of society's economic, political and socio-cultural resources because of the roles they play.
- The subordination of women results from their gender roles as mediated or reinforced by other determinants such as class, ethnicity, race, nationality, age, etc. Subordination often means women have no control over available economic and other resources.

HOUSEWIFE LANG  
PO AKO....



### The importance of analyzing gender roles of target groups

If every executive line department were to mainstream gender concerns into its principal programs and services, it first needs to have a clear picture of gender roles and the division of labor in the various spheres of social and economic life it aims to develop.

Programs and services can then be designed to *minimize gender discrimination* built into these activities. Simultaneously, the departments can create conditions for encouraging gender equity, participation and development in these life experiences.

Women are not generally recognized as farmers. Experience and research, however, show that women are very much involved in production and related activities. A review of several studies point to the following gender-related issues and constraints to women's participation in

agri-based production:

1. gender differences in labor allocation, distribution, utilization and seasonality of work;
2. gaps in the income or wages of male and female farm workers;
3. uneven male and female participation in agricultural decision-making;
4. unequal access to production inputs and agro-support services;
5. poor participation of women in non-formal educational programs; and
6. male bias in extension and research approaches, and in resource allocation.

### CONDITION 3: GENDER-SENSITIVE GOALS AND INDICATORS

#### What are gender goals?

The goals of a gender-sensitive society contain concrete expressions of desirable gender-related changes and improvements in socio-economic life. Some ex-

### Multiple roles of working women

- Women usually engage in multiple roles in any single day. In corn-based farming systems, women go through 85 hours of farm work per cropping while maintaining regular household chores at a daily average of 12.5 hours.
- A day for an urban poor woman is not much different from that of her rural sisters. A woman vendor may be up as early as 4:00 a.m. to purchase the foodstuff which she will sell. She starts selling from 5:00 a.m. to noon, after which she may take a brief rest, or attend to some household chores. In the afternoon, selling may be resumed from 3:00 p.m. to 9:00 p.m. The market vendor then goes home to attend to her family, and probably to attend to more house chores, such as cooking, ironing or laundry. Some housekeeping work that she may no longer have time to attend to become the responsibility of her daughters. This woman would be lucky to be asleep by midnight.

- statuses in elementary school textbooks
- institution of training programs for rural women on leadership, organizing skills, and project management  
(*Philippine Dev't Report on Women and UNIFEM Consultants' Report, 1991*)

### What are gender-based indicators?

They are specific measures or targets by which to assess whether gender goals are being realized or not.

One good example of a gender-based indicator system is that being developed by the NCRFW through the Statistical Research and Training Center (SRTC). The project addresses the lack of sex-differentiated indicators and targets even

- examples of gender-responsive goals are:
  - increased participation of rural women in agricultural production
  - decreased gap between the labor force participation and employment rates of men and women
  - increased partnership between husbands and wives in domestic work and child care chores
  - protection of equality of employment opportunities
  - strengthening of existing education programs for employers and workers, especially women
  - elimination of traditional/stereotypic images of men and women's roles and





in the PDPW, thus hindering efforts to realize government's commitment to gender goals in practice.

The objectives of the project are:

1. to develop a framework of indicators useful for formulating, assessing/monitoring and updating the PDPW;
2. to assess data, availability and gaps in the generation and utilization of gender-specific statistics; and
3. to recommend a feasible system of regular provision of database and production of gender-specific statistics and indicators.

A major output of the project is a list of gender-based indicators. The list is actually a matrix containing the major/specific goal, sector/area of concern (whether economic, social, or special), key and supportive indicators. For example,



if the goal is enhanced/increased participation and role of women in planning, decision-making and implementation specifically in the area of electoral politics, the key indicators would be the following: proportion of women candidates for national and local office; percentage of women voters who voted in the last election; and proportion of women who were elected to public office, national and local. The proportion of registered women voters would be the supportive indicator.

#### Issues in developing gender-sensitive goals

- **GENDER AS ANOTHER VARIABLE:**  
When developing gender-sensitive goals, it is not enough to merely "add gender as a variable" in the program framework. Rather, gender should be integral in the delineation of all social,

### **Indicators of a gender-responsive training program**

The Bureau of Labor Relations of the DOLE is responsible for the formulation of plans and programs on areas such as registration and supervision of trade unions, collective bargaining, labor education and welfare. One of its principal educational programs is the Workers' Rights Series. These modules can be more gender-responsive by including discussions of common women's concerns in the training program.

Examples are:

### **Module Indicators**

- 1) the right to self-organization
  - number of men and women in trade unions
  - number of (fe)male officers in unions
  - why women have difficulties joining unions
  - multiple women's roles as limiting participation in trade unions
- 2) the right to security of tenure
  - sex profile of permanent workers in major establishments
  - stereotype that women are secondary income earners
  - "last to be hired, first to be fired" policy

### **Gender indicators in farm industry technology development**

A practical and comprehensive framework to use for monitoring and evaluating gender roles in agriculture is the Farming Systems and Research model (FSRE). The aim of FSRE is to enhance the efficiency of farm production through focused agricultural research and extension for particular groups of farm families under various economic production environments. It determines which particular technologies to use in a farm setting with the collective interest of the farm family in mind and not the head of the household alone. It answers the question "who does what," which is the basis for technology development.

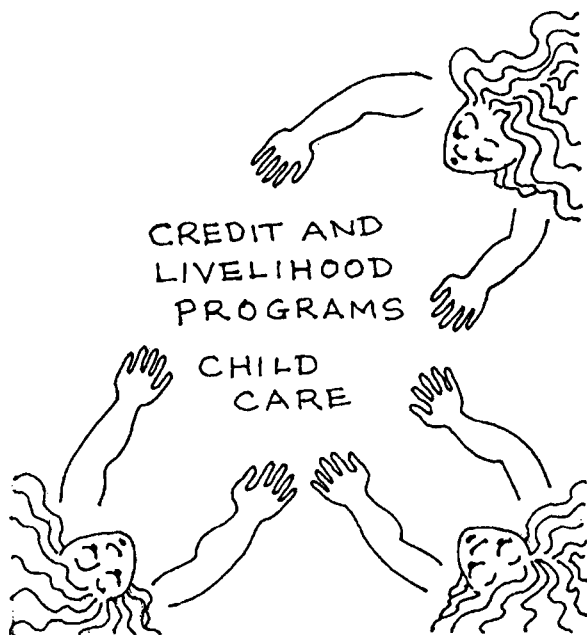
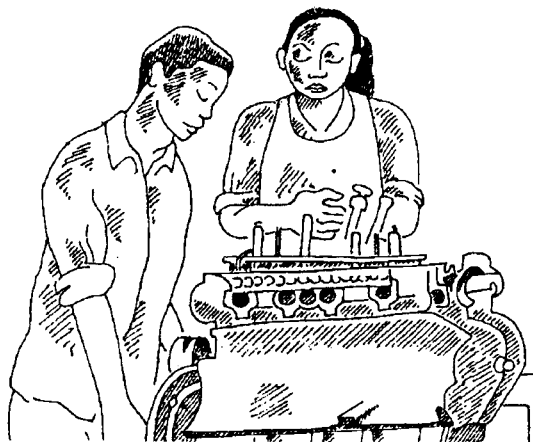
Gender analysis in FSRE can make men's and women's roles and constraints in production more visible as they intersect in major economic enterprises on-farm, off-farm and non-farm. Technologies are then developed on the basis of the activities, resources and preferences of both male and female users.

Gender analysis can be integrated into FSRE in the following manner:

- (a) At the *stage of diagnosis*: identify gender roles in the farm, and issues related to the performance of these roles;
- (b) At the *technology design and development* stage: design, test, adapt the best available technologies to increase women's productivity and income, while reducing their work burden;
- (c) At the *diffusion stage*: evaluation of the impact of technologies on the male and female farm users, as well as intensive efforts to transfer improved technologies to would-be end-users in the community, including women.

economic, political or cultural objectives of development. The following cases illustrate this point:

- The goal of “developing world competitiveness,” should be operationalized within the context of its particular potential effects on women and men workers, rather than assuming that the intended effects will be the same. Many studies, for example, have shown that a predominantly export-oriented development strategy has relied mainly on dirt-cheap and docile female labor in factories and in subcontracted, home-based production.
- Women in handicraft—In training courses conducted by Construction and Manpower Development Foundation (CMDMF) and by the Cottage



- Industry Technology Center (CITC), men dominated those courses on machine and more advanced technologies, while women were concentrated in handicraft-types of training.
- Women in livelihood programs—giving women access to credit and livelihood programs is not enough without adding support mechanisms for child care.
- Women in politics—Less women are elected because of social stereotypes on males as leaders. The law allows men and women to enter politics but in reality, given the traditional perceptions of social roles, women with young children have difficulty entering politics because of child care responsibilities.



#### CONDITION 4: ANALYSIS OF POTENTIAL GENDER IMPACTS OF THRUSTS, POLICIES AND SERVICES

##### What are gender impacts?

Plans, policies, programs and services are designed to produce specific effects, e.g. increased income, improved skills, and so forth. The observed effects, in turn, may also produce *changes or differences in the other aspects of the lives of men and women*. These are called the *gender-related impacts* of policies/projects/services.

Increasing the income of women, for instance, brings them greater economic power and increased decision-making prerogatives in the household. At the same time, increased livelihood opportunities can work against women's interest if undertaken without regard for their multiple roles. Caring for backyard poultry becomes an additional burden of women whose days are filled with housework and child care, unless income-generating programs institute alternative child care mechanisms and encourage shared responsibilities in the household between its men and women.

##### Why is it important to envision program impacts on women and men?

Gender interests are either obstructed or facilitated by social interventions, educa-

tional programs, technical or financial assistance. Gender analysis of these programs and services can anticipate their potential impacts on the target groups. The analysis can serve as the basis for re-designing, improving or withdrawing the extended services or program thrusts.

##### Ensuring participation in gender-responsive program design

A people-oriented program design, such as that made possible by gender-responsive planning, involves the concerned sectors directly in the different phases of the process. It starts with their participation in the consultation and diagnosis stages, where their needs and problems are identified.

The prioritization of planned programs and projects for implementation likewise involves the affected groups. In this way, they can continue to comment on the most desirable form of the interventions or services.

Participation is the direct involvement of marginalized groups in a development process which aims to build people's capabilities to have access to and to take control of resources, benefits, and opportunities, towards self-reliance and an improved quality of life.

It is a complex phenomenon, which can involve individuals, families, commu-



nities or even larger groups. It means providing both men and women, young and old, equitable access to opportunities, benefits and resources available in society.

Participation is an essential ingredient of people's empowerment.

Levels of participation

Participation can assume different forms, usually portrayed on a continuum.

The simplest form of participation is when the target group is a passive recipient of benefits or services. Women who come to rural health centers for pre-natal and post-natal services are in this category.

A second level is when the community or sector takes part in activities pertinent to the program without having any say in its design, schedule or scope. An example of this is when barangay health workers are identified, trained and asked to share the responsibility for commu-

nity/primary health care. The nature of services they render, however, is decided by the center staff.

A third level is when the client group takes part in the design stage of the project, in its implementation, monitoring and evaluation. A community health program encourages this level of participation if it starts with a *community consultation* on the perceived needs and problems of its members, moves on to *mobilize internal resources* for organized effort to meet the health needs, transfers the skills for simple health-giving activities, and *involves* the community in the *monitoring* and *evaluation* phases of the project.

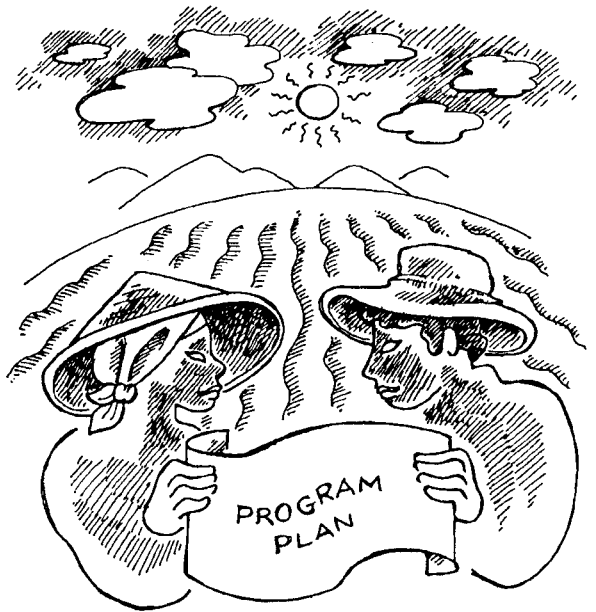
The most comprehensive form of participation is when the initiatives for the total project cycle are in the hands of the concerned sector. This means that potential solutions to problems are planned by the men and women of the sector them-

selves, who take responsibility for them, and mobilize organized effort towards accessing, allocating and distributing the benefits of the planned project. An example of this is when a trade union prepares for a collective bargaining agreement by studying the situation of its members, chooses a course of action for negotiating its demands with the company, and decides on how to allocate the potential benefits of a CBA within its own group. This is participation through empowerment. It is only achieved by highly organized groups conscious of their present situation, with clear goals for themselves.

Advantages of participatory approaches

- Participative planning and evaluation
- enables the agency to make its work more effective and appropriate
  - enables the target group to envision the potential impacts of a project on their lives
  - eventually, gives people the opportunity to learn to look beyond the present, and to engage in long-term analysis of their situation.

An ability to engage in problem-solving is the first step to people's empowerment.



From the BWASA Primer



### **Barangay-based participatory planning**

Barangay Libis is an urban resettlement area in Quezon City. Slum dwellers have been moved there in the past two-and-a-half years, with the intention of making the site a permanent relocation area. About 300 households already occupy the land, which is an area large enough to accommodate an additional 200 families.

An agency attached to the local government developed linkages with the Samahan, an association of residents, in order to be able to determine the resources, needs and problems of the community. They discovered that an NGO had already been working closely with the community association, and had helped to undertake some preliminary analysis of the situation of the relocated families. Data from this survey highlighted environmental sanitation to be a major problem, along with the need for adequate school facilities for the children. The relocated families also felt insecure about the permanent status of their community.

Armed with this information, the Samahan drew up some tentative plans to improve the environmental sanitation of their community. It also began negotiations with the Division of City Schools to construct an elementary school building within its boundaries. However, it did not know, for sure, what to do about the resettlement

ment issue.

The government agency decided to engage the Samahan as its partner in planning the resettlement site. However, since its members were predominantly males (household heads), the agency also decided to involve the Women's Club which had been recently formed through the initiative of a national association of women. Additional needs surfaced with the involvement of the women's club. For the women, a pressing problem was the absence of adequate transportation to the marketplace, located two kilometers outside of Libis.

These two groups comprised the core of the planning structure in Barangay Libis. They were tapped to help the government agencies design and implement a settlements plan for their community. The initial situational assessments were used as take-off points for further consultations in the community, and for prioritization of solutions. After a series of community assemblies, the core planning group decided that the most important problems of the community concerned the security of their tenure in the settlement, for the long term, and transportation to the marketplace, in the short-term. A set of activities for a two-year period were drawn up on the basis of these assessments.

## The Barangay Waterworks and Sewerage Associations

To illustrate gender analysis of a specific project/program, let us examine the realized and potential impacts of the Accelerated Water Supply Program (AWSP), a program under the supervision of the DPWH.

### BACKGROUND

The program derives its mandate from R.A. 6716, which seeks to provide adequate potable water supply for every barangay in the Philippines through the construction of Level I systems.

In order to ensure the proper use and maintenance of water facilities, R.A. 6716 also provides for the formation of Barangay Waterworks and Sewerage Associations (BWSAs), composed of water consumers "which shall own, operate and maintain the constructed water supply facilities," and shall "ensure proper operation and maintenance of the newly-constructed water facilities."

### Observations on the Implementation of the BWSAs

#### 1. Community Participation in Project Phases:

In general, the participation of the BWSAs occurs only after the water project has been put in place. This is clear from the implementing guidelines as well as from the formation

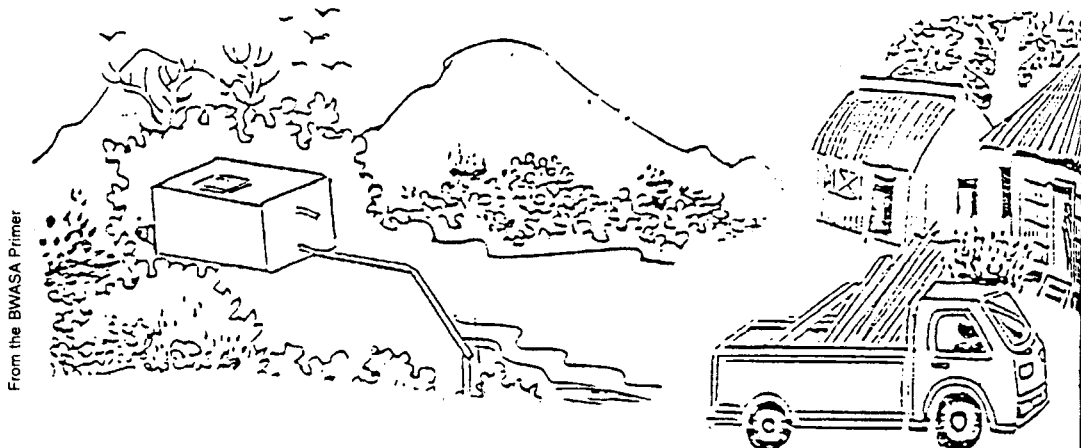
processes recommended by the program. Hence, the placement of the water resource, the choice of the water system, and other preparatory activities in the community are strictly technical affairs, until the program managers are ready to turn over the facilities to the community for their care, operation and maintenance. The opportunity for men and women of the community to express their preferences vis-a-vis the location and design of the water supply system is completely absent.

The formation processes are also too structured, and short in duration. If the BWSAs are to function as real community organizations, appropriate steps should be taken to:

- *consult* the members of the local government and its residents prior to building the water supply systems;
- *consolidate* the associations as bonafide local organizations; and
- *enable them* to be water system managers as well as community leaders capable of enlarging their responsibilities and concerns to address other pressing local problems.

#### 2. Participation of Men and Women in BWSA:

R.A. 6716 provides that the BWSA shall be composed of consumer-members. However, the Model Manifesto Resolution in the Imple-



From the BWSA Primer

menting Guidelines is written as follows: "We, the undersigned household heads..." In this way, the BWSA could unwittingly be male-biased. In fact, one program manager admitted that when meeting with the beneficiary-community, he emphasized that only household heads could be members and that these are the men in the families.

3. *Involvement of End-Users:* While "household heads" are males, the principal end-users of potable water supply systems are females. Water is necessary and important for the accomplishment of various household chores, from cooking to laundry to sanitation. In fact, there has been a general observation that RWSAs tend to be more sustainable when its members are predominantly women.

Women's involvement in the BWSAs, therefore, should be institutionalized. In this way, they will have the chance to articulate their particular water needs and concerns in the barangay. Membership in the BWSA will also allow them to have direct control of the water resource. Women members should also be encouraged to participate in training programs, especially those on the repair and maintenance of the water facility. This will introduce them to skills usually unfamiliar to women, such as

plumbing, carpentry work, and other tasks important for the operation and care of the water facility.

4. The double or triple burdens of women should be kept in mind in a project which demands their participation. First of all, meetings and training sessions should be scheduled to suit the availability of low-income women involved in water management. Second, project designers should anticipate whether involvement will ease or increase their workload.

In the case of water supply systems, the facility allows women to save time in fetching water. The "extra" time may then be spent in pursuit of economically gainful activities. The water supply itself could enhance their economic participation, as for example in terms of facilitating the vending of cooked or otherwise processed foodstuff. However, unless the men and others in the community share the women's chores in both their domestic and commercial activities, managing the water supply may instead become just another rope around the women's necks. An activity profiling should thus become part of the feasibility and evaluation studies of water supply systems, to be able to describe fully their impacts on gender roles and opportunities.



## 5 Strategies for mainstreaming gender in development programs

The full integration of women in development and nation building can best be achieved by including gender concerns in the activities of regular programs of government. This should be a prime concern of planners and gender advocates, in addition to undertaking programs and projects with goals directly related to advancing gender-based interests.

This section identifies factors which can assist the gender advocate in mainstreaming gender concerns in government.

### What mainstreaming means

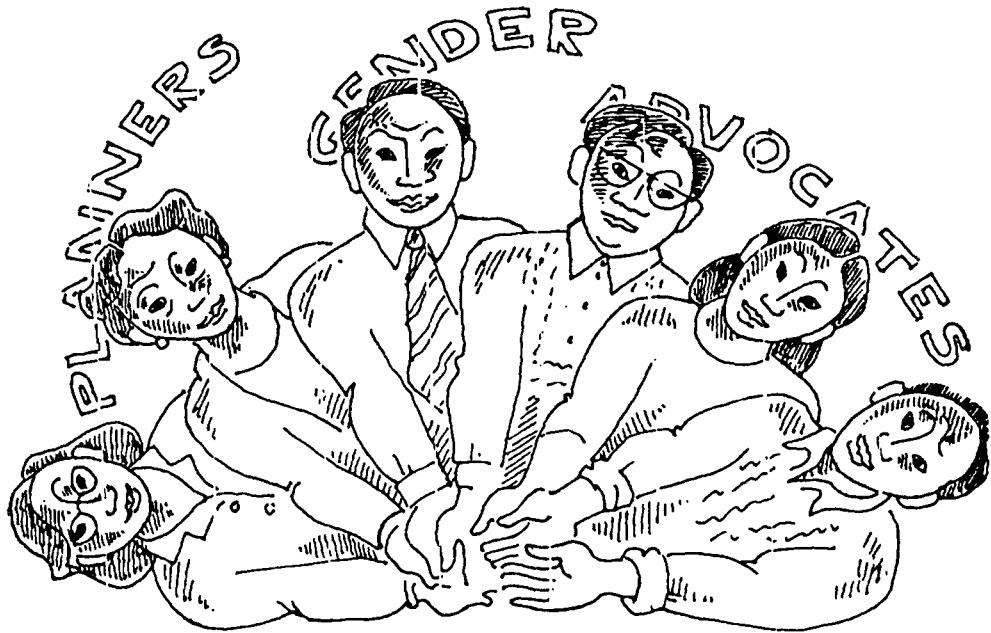
Mainstreaming gender in development programs refers to strategies and processes to integrate gender-responsive goals in the directions, policies, projects and services of line agencies.

- Mainstreaming is an effort to include a gender framework in the design and implementation of plans and programs which carry out the mandates of line agencies.
- Mainstreaming is a process by which as many members of the line agency as possible are trained to "think gender."
- Mainstreaming is allocating adequate logistics for the conduct of gender-responsive activities in the regular programs of government.

Among the suggested strategies for mainstreaming gender are the following:

1. Incorporate gender sensitivity and awareness in regular education, training and service delivery programs;
2. Promote equal access to resources, opportunities and benefits, particularly those extended by the agency;
3. Develop gender-fair educational materials in service delivery, and eliminate sexism and gender stereotyping;
4. Recognize multiple roles of women in formulating laws, social policies, programs, and services;
5. Include the design, adaptation and testing of technologies which increase women's production and income while reducing their work burden;
6. Create technical and financial support packages responsive to the peculiar needs of male and female clientele;
7. Advance innovative and non-traditional roles for men and women;
8. Network with allies within and outside government, including NGOs and donor agencies, for advocacy, information-sharing and resource generation.

**Strategy 1:** INCORPORATE GENDER SENSITIVITY AND AWARENESS IN REGULAR EDUCATION, TRAINING AND SERVICE DELIVERY PROGRAMS  
Goal: Government programs should de-



velop gender sensitivity among policy makers, development workers and client groups. To be gender-sensitive is:

- to realize that social norms have led to differences in the roles and expectations of men and women, resulting in discriminatory practices against women;
- to believe that human relationships should be guided by the principles of equality, equity, and active non-discrimination in all spheres of interaction; and
- to work for the eventual elimination of these sources of discrimination in the home, the workplace, the community, and society.

#### What to do

For gender issues to become alive in the

line agencies, efforts must be taken to provide gender sensitivity and awareness sessions to all officials. These should include:

- (1) top management officials in the central and regional offices, who will act as change sponsors for gender-responsive development;
- (2) planning staff who will coordinate efforts to develop a gender-sensitive information base, as well as to monitor gender responsive programs/ projects;
- (3) administrative staff whose appreciation of gender-responsive programs is important for the allocation of needed resources; and
- (4) program implementors and service delivery personnel who directly work with the client groups.



### **Developing a gender framework for rural work**

In the Department of Agriculture, the Focal Point together with the Gender Technical Working Group and the Bureau of Agricultural Research have formulated a gender analysis and integration framework supportive of the PDPW 's sectoral thrusts for agriculture. As a planning framework, it hopes to integrate gender concerns in the four basic activities of the DA, i.e., training, extension, research, and policy development.

The framework examines the various gender issues, particularly the constraints barring women from productive participation in agriculture, and other opportunities for gender concerns.

This framework includes the following guiding principles in the planning and implementation of gender-

oriented projects:

- institutionalization of the expanded participation of women in rural/agricultural development;
- provision/increase of employment opportunities among women;
- improvement/enhancement of women's access to agricultural delivery systems and support services;
- raising the consciousness of rural population on the important roles women play in agriculture.

It also became the basic guideline for Focal Point activities in the department.

Given gender-sensitivity training, these officials may become "role models" for their clientele, embodying the visions and attitudes of a gender-fair society.

### Sensitize Client Groups

At another level, service and training programs for client groups should also integrate gender concerns. Even courses which aim to provide technical know how to project beneficiaries can incorporate gender concepts and interests.

**Strategy 2: PROMOTE EQUAL ACCESS TO RESOURCES, OPPORTUNITIES AND BENEFITS, PARTICULARLY THOSE EXTENDED BY THE AGENCY**

Goal: Government programs should aim, among other things, to ensure that their potential effects on beneficiaries will not discriminate against women, as was often the case in the past.

### When is a program discriminatory?

#### Type One: INTENT DISCRIMINATION

This occurs when one/some group(s) are deliberately excluded. Some examples:

- employment ads for "young, single women with pleasing personality" or "male, 24-34 years, with ambitions to advance to manager in a year's time."
- scholarships which exclude "married women with children below 2 ½ years of age"

#### Type Two: UNEQUAL TREATMENT

This usually results from legally or informally prescribed practices in society. For example, before the enactment of R.A. 7192, a married woman was not allowed to enter into contracts without her husband's consent.

#### Type Three: SYSTEMIC DISCRIMINATION

This occurs when seemingly neutral

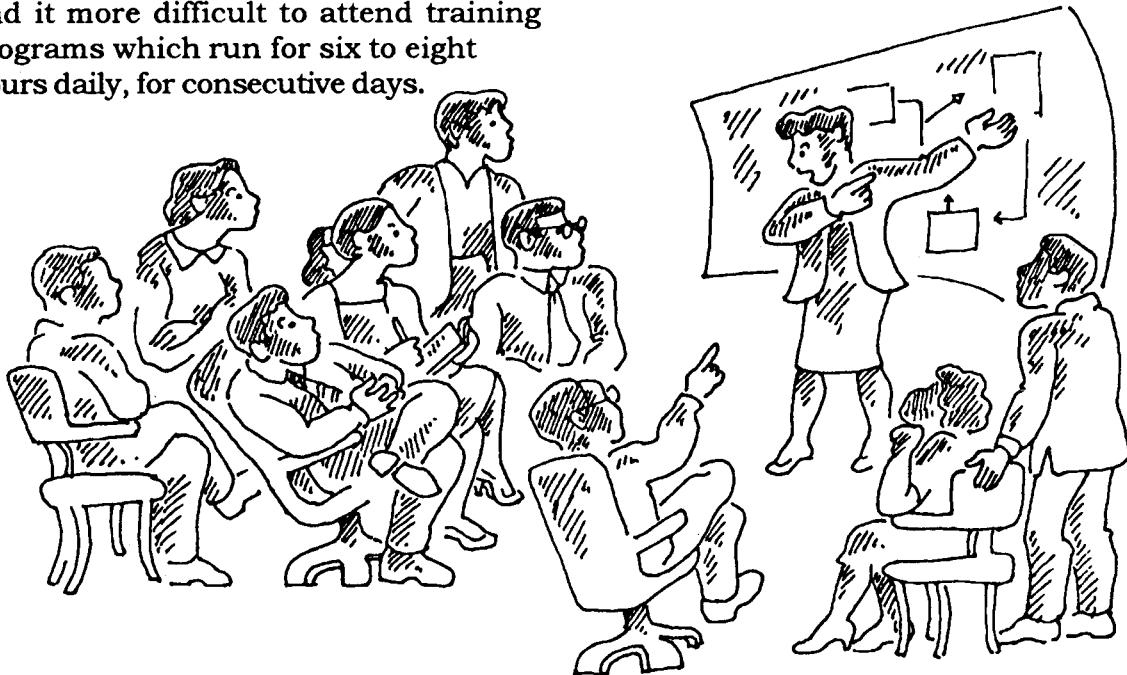
### Sensitizing rural clientele

In agricultural extension programs, gender sensitivity can be developed among the rural clientele in several ways:

- Schedule training sessions on technology dissemination in such a way as to enable women farmers to attend the courses along with the men. This means the extension worker should be familiar with the women's daily routine, and should identify hours/periods when they are free of housework. By consciously scheduling extension training programs during the free hours of men and women, opportunities for learning are open to both sexes;
- Determine beforehand the potential end-users of proposed technologies or skills, and ensure that a majority of these individuals, be they men or women, participate in the training and technology trials;
- Ask rural participants to undertake an activity profiling exercise (see Chapter 4) in courses on crop production, where each one will be asked to enumerate what s(he) does in a routine day. In this way, both trainees and trainers alike become aware of the respective contributions of men and women to farming systems and agricultural production. Further skills development will then be more specific to these roles.

or programs produce adverse impacts on women, as a result of the gender division of labor (see inset on p. 86). For example: because of their multiple roles, women find it more difficult to attend training programs which run for six to eight hours daily, for consecutive days.

### GENDER SENSITIVITY TRAINING



### Adverse Impact analysis:

One tool which can be employed to measure the level of discrimination against women is Adverse Impact Analysis.

Adverse impact measures the participation rate of men. It is based on available *qualified* women.

#### STEP A:

$$\frac{\text{number of women successful}}{\text{number of women available}}$$

= % Participation Rate of Women

$$\frac{\text{number of men successful}}{\text{number of men available}}$$

= % Participation Rate of Men

$$\frac{\text{Participation Rate of Women}}{\text{Participation Rate of Men}}$$

= % Adverse Impact Ratio

#### STEP B:

If the adverse impact ratio is greater than or equal to 80%, there is no adverse impact.

If the adverse impact ratio is less than 80%, the screen or barrier is identified and determined to be:

1. a necessary screen for the purposes of a project or a specific work performance
2. unnecessary. If the adverse impact is unnecessary it is eliminated by taking Step C.

#### STEP C:

Identify and use an alternative practice of selection, from the available women and men, which would accomplish the same goal that is sought. For example, identification and outreach from a skilled, knowledgeable, capable person of any gender, plus targeting women's informal communication channels to ensure that the awareness of the opportunity reaches under the represented targets.

### An illustration of adverse impact analysis

Let us say CIDA decided to establish an agricultural school for livestock farmers in a particular province.

For that province, it was later found out that 400 women were livestock farmers and 400 men. Of the students successful in gaining admittance, there were 100 women and 300 men. Our adverse impact analysis shows:

#### STEP A:

$$\frac{100 \text{ successful women applicants}}{400 \text{ available women}}$$

= 25% Participation Rate for Women

$$\frac{300 \text{ successful men applicants}}{400 \text{ available men}}$$

= 75% Participation Rate for Men

-When the ratios are compared:

$$\frac{25\% \text{ Women}}{75\% \text{ Men}} = 33\% \text{ adverse impact}$$

#### STEP B:

An adverse impact rate has been found. The next step is to determine why women have not been advantaged at the same rate as men, and whether the exclusion is valid.

In this case the students were chosen by word-of-mouth and women did not hear about the school: the reason for exclusion could not be considered valid. In the case that women's applications were rejected because their literacy rate was lower, one could argue that the ability to read is a necessary requirement for being a student.

#### STEP C:

Is there an alternative? A literacy catch-up component could have been linked to the program to allow the female livestock farmers the opportunity to catch up with their male counterparts.

Establish goals, timetables, responsibility and monitoring loop. The parties involved should harness resources, have a sense of ownership/commitment, responsibility and measurable change.

(Towards a National Plan of Action for Women, CIDA: 1991)



**ELIMINATE GENDER DISCRIMINATION IN PROGRAMS BY PROMOTING:**

Particularity of objectives—articulate gender-related goals in relation to the specific situation of men and women in the target groups

Equality of participation—invite the participation of all pertinent sectors of the community in implementation and service delivery

Equality of Access/ Opportunity—remove policy or legal impediments to the equal access of men and women to services and benefits

Emancipation from Stereotypes—overcome social and cultural impediments to the meaningful participation of men and women.

(CIDA:1991)

Program directions which promote equality and equity

From the Multi-Sectoral Updates on the implementation of the PDPW (the labor sector):

- Strengthen and provide more support services for women to improve workers' productivity, e.g., child care services, community laundries, cafeterias;

- Strictly enforce and continue reviewing existing legislations, standards, and policies on women workers for promotion and protection of equality of employment opportunities;
- Strengthen existing education programs for both employers and workers, especially women;
- Conduct educational activities to change traditional or stereotype attitudes surrounding women's participation in unions; and
- Institute programs on leadership, organizing skills.

Suggested Program Directions for Local Government Training

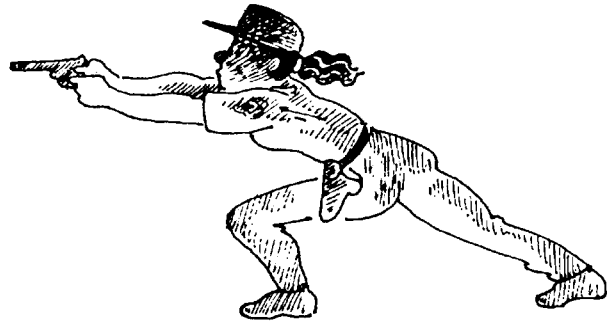
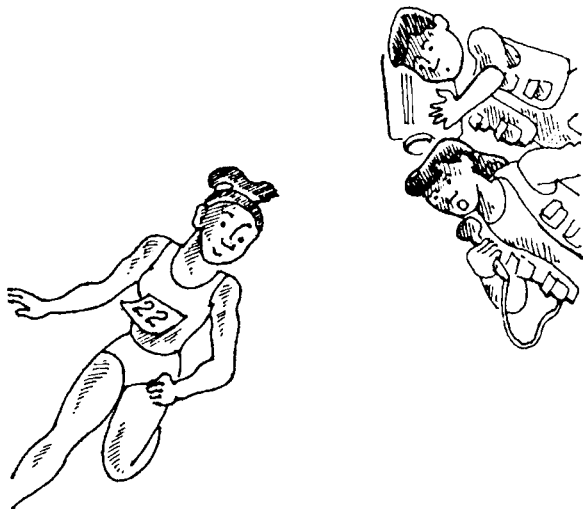
- Conscious enlistment of women-elected officials into training programs of the Local Government Academy, in order to increase their participation from four percent (in 1991) to at least fifty percent by the coming year;
- Integration of gender theory in courses on local planning and administration;
- Development of a program on local-level gender planning processes, input-

- ting skills for gender consultation, diagnosis and program development;
- Appointment of representatives of both male- and female-dominated interest groups to local development and consultative councils.

**Strategy 3:** DEVELOP GENDER-FAIR EDUCATIONAL MATERIALS IN SERVICE DELIVERY AND OTHER PROGRAM FEATURES AND ELIMINATE SEXISM AND GENDER STEREOTYPING

Goal: Programs, services and educational materials of government should promote egalitarian relations in society by avoiding gender bias in language, symbols, actions, and intent.

Here are some examples of gender stereotypes and alternative formulations:



Stereotype Statement

Alternative Formulation

“Women can never become equal to men because of their physical limitations.”

“It is not a test of physical strength that matters but rather a question of capability.”

“Men are not supposed to cry. Only women cry.”

Everyone has the right to cry. If one experiences pain, who is to ask: “Am I man or woman?”

“Our priority is to address the concerns of household heads. How can we address women’s concerns when there are millions unemployed men?”

“Many women are now also household heads. More of those who are unemployed are females. Poor women deserve a share of government’s resources as much as poor men.”

“Women who go into non-traditional fields will disrupt the existing order and cause more trouble than benefits.”

“We have to become aware that women are capable. Disrupting the existing order is part of change towards a better life for all of us.”

(Actual transcripts of sensitization sessions run by the NCRFW, 1992)

### What is happening now

- *In Labor*—The Industrial Peace Accord defines the commitment of the tripartite sectors towards promoting industrial harmony. To monitor its implementation, the Tripartite Industrial Peace Council (TIPC) was created, which includes representatives from government, labor and employers. Unquestionably, however, the organized labor sector remains heavily male-dominated. The gender interests of female workers remain under represented in the TIPC.
- *In Education*—In 1992, the DECS Focal Point convened representatives of its bureaus to a “writeshop” to identify gender-fair key concepts to be integrated in educational materials. Among these concepts are the following:



### On Shared Parenting:

- In two-parent families, both father and mother share in child-rearing joys and responsibilities to develop the nurturant and emotive capabilities of each. Parents exercising shared parenting are better role models to their children.

### On Shared Decision-Making:

- Family councils for consultation should be encouraged to allow parents, children and other household members to speak and listen to each other freely.
- To Make Women's Roles Visible, Valued and Recognized:
  - Recognize the roles of women as farmers, fisherfolk, traders, self-employed, employers



- To ensure Non-Sexist Socialization:
  - Practice non-sexist schooling in textbooks, teacher-training, and curricula
  - Highlight the role and image of women in religion
- *In Trade and Industry*—The Philippine Trade Training Center was criticized by a foreign mission for training “housewives and recent graduates who are not likely to engage in foreign trade in a serious manner (underlining supplied).” In response, the Center stated:

Since nowhere in the registration form is there a classification on civil status, may we know the basis for the team’s observation? The statement on the seriousness with which housewives will engage in foreign trade is a conjecture and reflects the biases of the team against one’s civil status and sex. It likewise shows the team’s lack of appreciation of the characteristics of a number of our export industries and small export enterprises, not to mention the role of women in Philippine society and business today.... In the Philippines, quite a number of export companies within the gifts, toys and houseware, garments, fashion accessories, and to some extent, furniture export industries—sectors which contribute a major share in the country’s export revenues—were started and are currently managed by housewives. A look into the list of DTI’s Golden Shell Awardees ... will show that a

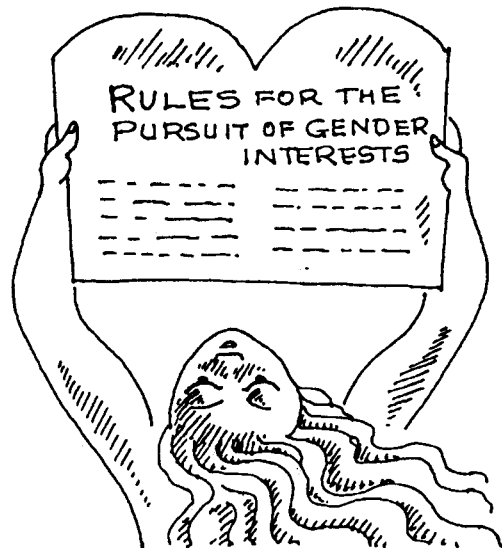
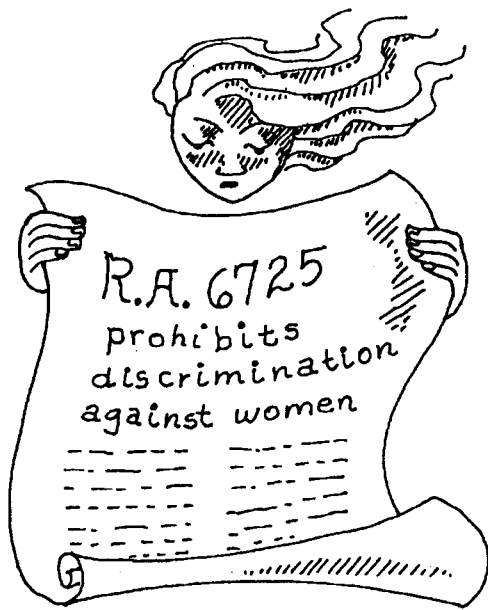
number of successful exporters were once “housewives” who decided to enter the export business and who, through their determination and perseverance succeeded. The involvement of housewives and children in exporting companies is expected since small and medium export companies are largely family-owned business ventures. It should therefore not come as a surprise if the husband, wife or children who are involved in the operation of the enterprise do attend PTTC’s seminar.

**Strategy 4:** RECOGNIZE THE MULTIPLE ROLES OF WOMEN IN FORMULATING LAWS, SOCIAL POLICIES, PROGRAMS, AND SERVICES

Goal: For gender-responsive programs to thrive, each line agency must consciously disseminate implementing rules which enable gender interests to be pursued.

- In agencies which carry regulatory functions, conditions must be set to ensure





the implementation of rules and directives affecting gender concerns.

- In some cases, appropriate legislation may be necessary to provide teeth to gender-directed activities.

#### Legislative and Executive Initiatives

Republic Act 6725, An Act Strengthening the Prohibition on Discrimination Against Women: Its implementation is the responsibility of the Department of Labor and Employment. Under this law, the following are prohibited under pain of punishment of not less than P1,000 to not more than P10,000, or imprisonment from three months to three years, or both:

- payment of lesser compensation to women, including fringe benefits and other forms of remuneration;
- favoring males over females with respect to promotion, training opportunities, study and scholarship grants solely on account of sex.

R.A. 6725 strengthens the role of women as workers entitled to the same conditions, benefits and opportunities as men.

*The Reorganization Law of the Department of Agriculture*—It orders the adoption of the Farming Systems Research and Extension (FSRE) Approach in its programs. What is now needed is to show how FSRE can be used to identify and respond to gender issues in agriculture, including the multiple roles that women play in the countryside.

Memorandum dated February 27, 1991, on the "Role of Women in the Promotion of Rural Water Supply and Barangay Roads Development Programs." It is intended to ensure that women beneficiaries play an important role in the formation and organization of Barangay Water Supply Associations. It also enjoins them to gain skills and experience in the



planning, implementation, management, monitoring and maintenance of water supply and sanitation projects, and barangay roads projects.

### What Can Be Done When Women's Multiple Roles Are Unrecognized by Society?

**Issue:** *Absenteeism and tardiness*—Married women workers frequently absent themselves or are late for work because of the requirements of household work and child care.

**Solution:** In response to this, both the Civil Service Commission and the DOLE have recommended the adoption of a policy for flexitime, so that married workers can synchronize their domestic and employment schedules.

**Issue:** *Maternity leave*—According to studies, women who have given birth need at least two months to recover and regain their strength before going back to their jobs.

**Solution:** Recently, a bill was passed increasing the number of allowable days for maternity leave to 60 days. Women's groups lobbied for the passage of this bill, with the cooperation of the DOLE. R.A.No. 7322, therefore, constitutes a practical gain for women workers.



**Issue:** *Paternity Leave*—Parenting is the prerogative of both mothers and fathers. However, no law allows fathers to take an equivalent leave when expecting a child.

**Solution:** In several companies, male workers have negotiated to win paternity leave privileges, granting them from one week to one month's paid leave, in order to enjoy taking care of their newborn children, and to enable them to help their wives recover from the rigors of childbirth.

**Strategy 5:** INCLUDE THE DESIGN, ADAPTATION AND TESTING OF TECHNOLOGIES WHICH INCREASE WOMEN'S PRODUCTION AND INCOME WHILE REDUCING THEIR WORK BURDEN

**Goal:** Women must be provided with technologies which, on the one hand, assist

them in their productive endeavors, and on the other hand, manages household drudgery for both women and men.

Technologies traditionally extended only to men should also be re-designed to allow more women to participate in the productive efforts which require their utilization.

#### Official Initiatives

A bill has been approved providing for the establishment of provincial centers of the Department of Science and Technology. The centers play a big role in facilitating networking among the Focal Points for science and technology projects among women.

- Women have received technology training for production of nutritious foods such as rice-mongo curls, squash



ketchup, rice-mongo baby food, rice-soy noodles, simulated meat products from coconut protein, and nutri-*chamorado*. (PDRW, 1990)

#### Private initiatives

- Women managers of Local Water Supply Systems have been complaining that the water pumps installed for their use are not “women-friendly.” The pumps are too tall and too heavy for their efficient usage. Some donor groups are now designing new pumps more appropriate to the physique and needs of female end-users.
- The solar box cooker was introduced in 1991 by an NGO to an association of marginalized fisherfolk in Panay. The men and women of the organization experimented with the solar box cooker and found that it could be used to cook rice, eggs, fish and vegetables. These days, before the men go off to check their traps at sea while the women vend their wares, couples prepare food in their solar box cookers, and leave them under the sun. When they re-

turn in the afternoon from their respective chores, their meals are ready to eat.

- One profitable source of income for rural women these days is duck eggs. Balut dealers buy the eggs wholesale from the farms and distribute them to vendors in both urban and rural centers. In Bulacan, organized women trained in the technology of duck-raising and egg collection. Their menfolk, usually rice farmers, help construct the duckpens and maintain their cleanliness. When egg production is high, the women keep some to make salted eggs. One NGO estimates that each of the women can earn as much as P4,000 a month from the sale of duck eggs. To help the organization keep track of its earnings, the leaders have been taught bookkeeping.

**Strategy 6:** CREATE SUITABLE TECHNICAL AND FINANCIAL SUPPORT FOR THE SPECIFIC NEEDS OF MALE AND FEMALE CLIENTS

**Goal:** A gender-responsive program must cater to the specific requirements of its male and female target groups, taking note of their geographic location (and its natural resource pool), socio-economic profile, level of organization, principal sources of livelihood, technology and skills base.



**Issue:** The limitation of many development programs in the past has been the assumption that a single set of conditions or implementing rules will suffice for male and female beneficiaries. Within a society whose customs and laws are traditional (therefore, male-dominated), this has often worked to the disadvantage of women.

#### Existing initiatives

- *Soft Loans for Small Industry Entrepreneurs:* To improve the environment for exports, especially for small and medium enterprises, financing assistance is provided by the Philippine International Trading Corporation.

Borrowers become eligible for soft loans if they are direct and indirect exporters with assets not exceeding P20 million. They should have valid and operative letters of credit opened in their favor, and they should be supported by

industry associations or NGOs who act as guarantors and nurturers of these export producers.

The PITC financial program is tailor-made for the needs of borrowers with limited assets, who are unable to produce the collaterals and documentary evidence required by regular banks. It provides an incentive to small and medium producers who wish to engage in business but have only limited capital sources. Hence, most borrowers from this facility are family enterprise exporters, i.e. husband-wife teams engaged in business.

A gender concern, however, is apparent in the loan procedures. Female borrowers have been asked to obtain a written consent from their husbands before their loan applications can be processed. This requirement is no longer necessary with the passage of R.A. 7192.

With the correction of this male-bias in credit availment, the PTTC fund can more fully respond to the financial needs of male and female exporters engaged in small and medium business endeavors.

- *Technical Assistance to Export Industries:* The Bureau of Export Trade Promotion has organized Technical Working Committees (TWCs) in selected industries, to act as avenues for ventilating export-related issues. For ex-

ample, a TWC has been organized for industries engaged in cutflowers and ornamental plants production. This sector is women-dominated, from management to production levels.

Based on the deliberations of the TWC, one area where the Department of Trade and Industry can extend assistance to women-dominated industries is in product diversification. Women exporters can be extended technical assistance to identify, design and develop alternative marketable products to prepare for instances of declining demand for existing and traditional products.

- *Representation of Women in Water Organizations:* The Local Water Utilities Administration (LWUA) is in charge of Level III Water Systems (piped-in wa-



ter and sewerage systems) outside of Metro Manila.

Each water district is governed by a five-person board of directors. Each should represent any of the following: civic-oriented clubs; professional associations; businesses, commercial or financial organizations; educational institutions; and women's organizations. Training of the board for the management of the water system is provided by the LWUA.

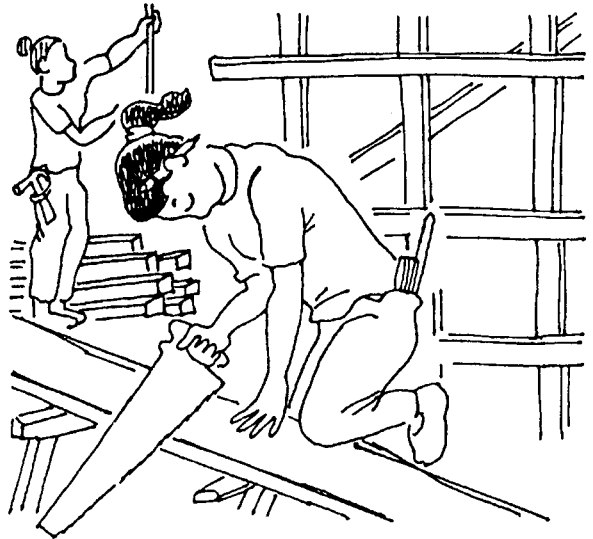
★ *Quality Training for Low-Income Municipalities:* Executive Order 37 calls for the implementation of the government's pro-poor program intended for low-income municipalities. In response to this, the National Manpower and Youth Council (NMYC) provided livelihood skills training to more than 220,000 youth and unemployed adults from low-income municipalities across the country in 1989. In accordance with NMYC's policy, at least ten percent of participants in these industrial training courses were females. Although the proportion is quite low, it is better than before and has gradually facilitated women's entry into fields previously monopolized by men.

**Strategy 7:** ADVANCE INNOVATIVE AND NON-TRADITIONAL ROLES FOR MEN AND WOMEN

Goal: Concerted and affirmative action should reduce gender stereotypes in government programs, especially when economic and cultural realities no longer support a sexist division of labor.

Gender concern: Traditional notions of gender roles will persist for as long as the images and symbols projected in information and education materials, and the nature of interactions in society, continue to reinforce these beliefs and attitudes.

- *Non-traditional Skills for Women:* The National Manpower and Youth Council implements two projects which aim to increase the industrial skills of young



women. One program is called "Women in Non-Traditional Trades" or WINT, while the other is "Women in Trades and Technology" (WITT). Under the WINT, women of employable age are trained to obtain occupational skills usually associated with men. These include welding, carpentry, plumbing, and the like. The graduates are also given entrepreneurial training. In WITT, female and male trainees are taught industrial trades and appropriate technologies, using the same modules and equipment for both sexes.

*New Portrayals of Women in Media:* There are more movies and television programs now which focus on women in career positions. While some stereo-



types still persist (e.g., that a woman will give up work for marriage, or that she has principal responsibility for child care), these media productions project women as economically active and successful persons, rather than as only homemakers wholly dependent on men for sustenance.

**Strategy 8: DEVELOP LINKAGES AND COORDINATE ACTIVITIES WITH OTHER ADVOCATES OF GENDER AND DEVELOPMENT**

Networking activities include the development of effective linkages with like-minded groups and individuals. In this case, networking for gender mainstreaming will include the establishment of linkages and the formation of joint activities with other gender advocates in governmental and non-governmental organizations, here and abroad.



### **The Philippine GO-NGO Network**

In March 1989, as part of the celebration of Women's Month, and through the initiative of some non-government women's organizations, the first joint congress of governmental and non-governmental institutions concerned with women's issues was launched. The Congress started in the morning with papers on the situation of women in the Philippines and around the globe. In the afternoon, the participants broke up into workshops to discuss at greater length more specific problems of Filipino women. Topics dealt with in the workshops included: women and education, women in media, violence against women, women in agriculture, among others. As part of their outputs, the workshop groups identified concrete areas for action in the Philippine Development Plan for Women which both GOs and NGOs could undertake jointly, as well as separately within the year. The following year, a congress was called to assess programs made vis-a-vis these action areas. Plans were reviewed and updated for another year of network activities.

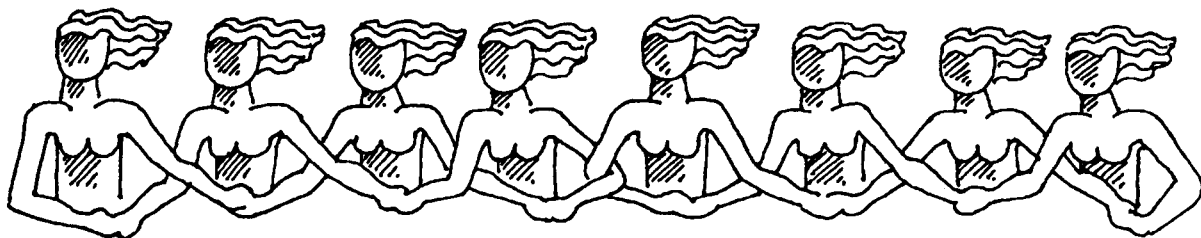
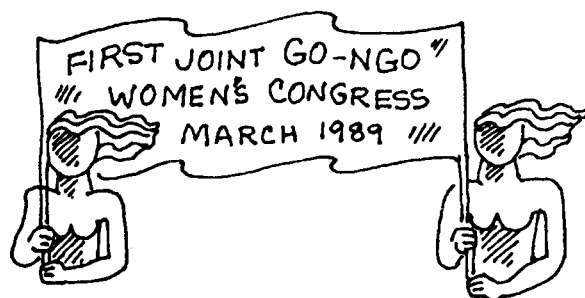
The dialogues initiated between GO and NGO gender advocates enabled both sectors to understand better the situation of men and women in each other's constituencies. NGO advocates became involved as resource per-

sons in the gender sensitivity training efforts of the GO women. Vice-versa, the GO women helped their NGO sisters to identify legislative areas ripe for lobbying, as well as policy initiatives useful to their work with the grassroots. Joint meetings of the sectors continued, abating the tensions which initially existed between GO and NGO women.

Today, the GO-NGO Congress has evolved into the Philippine GO-NGO Women's Network. It continues the dialogue, coordinative work and linkages forged in 1989. This past year, it was instrumental in facilitating new initiatives in the executive branch for gender concerns, such as the establishment of women's desks in the Philippine National Police, protection of women overseas contract workers through assigning women attaches to countries where there are a sizeable number of migrant Filipinas, eradicating violence in media, and enhancing women's access to small and medium-scale livelihood programs. It was involved in advocacy work, particularly as regards the decriminalization of prostituted women, the foregrounding of sexual harassment as a priority issue, and the consideration of various forms of sexual exploitation and violence against women as human rights violations.

**Advantages:** Networking enables the gender advocate to:

- access information on current policies, issues, and concerns involving gender interests;
- identify donors, resource persons and resource institutions for gender and development;
- share experiences with other advocates on problems of, and effective avenues for, gender mainstreaming in government;
- engage in coordinated activities across agencies/institutions for maximum impact on policy development, service delivery, and gender relations; and
- mobilize broad sectors of society to work for the goals of gender and development.





# 6 Approaches to implementation, monitoring, and evaluation

## **Institutional prerequisites**

For a program to be implemented at all, certain institutional factors need to be mobilized. These include human resources, material (including monetary) resources, organizational support programs, and infrastructure support (wherever they are pertinent.) Some considerations to be taken in undertaking gender-responsive programs are the following:

1. allocation of a suitable budget for programs;
2. development of the human resources for implementation, monitoring and evaluation;
3. development of a gender-responsive research and development agenda; and
4. harnessing external support mechanisms for program strengthening and institutionalization.

## **Factor 1: ALLOCATING A SUITABLE BUDGET**

### Why is a budget essential to successful program implementation?

A program concept or policy has no concrete value unless resources can be allocated for its realization. The output of gender-responsive planning should be a work and financial plan, indicating not only the package of programs and services which address gender concerns but the equivalent financial and technical resource requirements of these activities as well.

### What is the mandate to allocate funds for gender programs?

R.A. 7192, or the “Women in Development and Nation-Building Act” provides the mandate for government agencies to “effect the participation of women in national development and their integration therein” (Section 4).

In its Implementing Rules, the Act specifies that external and domestic resources shall be increasingly mobilized for use by national and local government agencies to support programs and projects for women.

### Budgeting for gender concerns

Rule 2, Section 6 of the Act states:

The line/implementing agencies shall ensure that in the first year of implementation (1993), at least 5 percent of funds received from foreign governments and multi-lateral agen-



cies/organizations are in support of programs/projects that mainstream/ include gender concerns in development. In the subsequent year, this shall be increased from 5 percent to 10-30 percent as the various line/implementing agencies and LGUs shall have increased opportunities to incorporate gender concerns in their on-going and new programs and projects.

### Compliance with R.A. 7192

Implementing agencies are enjoined to incorporate these rules in the conduct of their annual planning exercise.

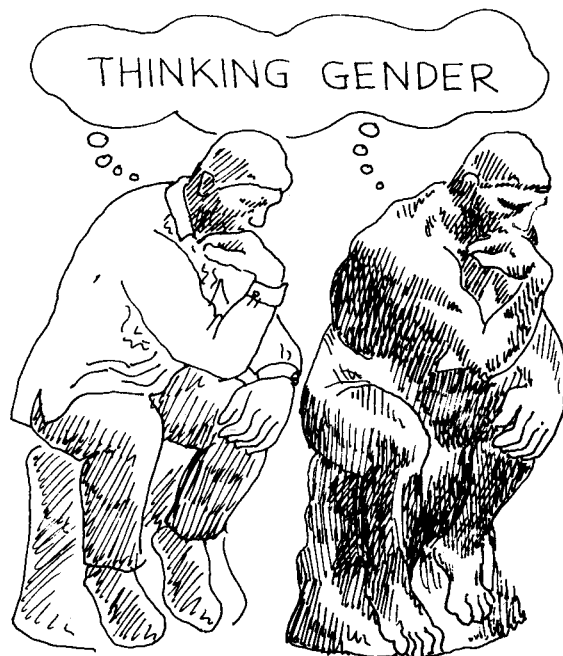
In addition to the use of foreign funds, it is equally important to incorporate gender programs in the regular budget of the department, which draws money from the National Government.

Self-initiated, gender-responsive activities of the department should be given fund allocation comparable to that of big-budgeted gender-blind projects.

Gender sensitive programs and projects that help promote gender awareness through print media, i.e., development of I.E.C. materials, should be given equal priority in budget allocation.

## **Factor 2: DEVELOPING INTERNAL CAPABILITY**

Issue: Mainstreaming gender concerns in programs and services cannot be realized in an organization which fails to have a full appreciation of these complex human concerns.



Developing gender sensitivity: The Focal Point for Gender as well as the other members of the bureaucracy should together develop “gender lenses” for looking at and interpreting situations in both the internal organization and the client environment.

Strengthening organizational commitment: The components for organizational change contained in Chapter 3 are vital support mechanisms for gender-responsive programming to ensue. Changes in ideas, attitudes, processes, and structures have to occur together for gender-responsive mechanisms to be institutionalized in the bureaucracy.

**Factor 3: INCLUDING GENDER CONCERNS IN THE RESEARCH AND DEVELOPMENT AGENDA**

**Goal:** Gender concerns should be a principal and regular component of research and development efforts of the various line agencies.

**Research and gender mainstreaming:**

Research helps mainstreaming efforts by:

- providing an updated perspective of the situation, needs, and resources of men and women in the department's target groups; and
- eliciting potential solutions to problems from the participants themselves, using participatory methods of development planning, monitoring, and evaluation.

**Present initiatives**

As a result of multi-sectoral updating of the Philippine Development Plan for Women, various departments have arrived at a gender research agenda. In general, these research and development activities aim to:

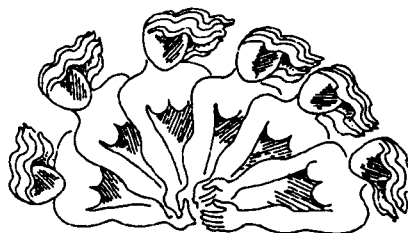
- demonstrate women's socio-economic roles and contributions in Philippine society; and
- develop insights leading to the formulation of strategies to uplift the conditions of Filipino women

The research agenda formulated during consultation sessions include the following proposals (PDRW, 1991):

- "A Cross-Sectional Analysis of Working Women: Its Impact on the Socio-Economic Development of the Philippines"
- "Research on the Status, Interests, and Needs of Women in Resettlement Areas in the Philippines"
- Research on rootcrops production, processing and marketing for rural women
- Appropriate tools and equipment for food production and processing
- Research and field trials on product development
- Kitchen-testing of indigenous farm products
- Research on the definition and forms of sexual harassment in the workplace

**Factor 4: IDENTIFYING EXTERNAL SUPPORT MECHANISMS**

**Concern:** Gender-responsive planning is a relatively new concept which government agencies are being asked to imple-



ment. Hence, internal capability to undertake this activity is still limited. In the transition period before gender interests become a routine development impact indicator, efforts must be extended to the line agencies to internalize the philosophy and procedures of gender planning.

### The National Commission on the Role of Filipino Women

In the Philippine setting, these capabilities can be extended by the National Commission on the Role of Filipino Women (NCRFW), or other institutions equal to the task.

Under Section 5, Rule I of R.A. 7192, it is provided that the first two years of the implementation of the Act shall be devoted to the evaluation, development and revision of systems, tools, procedures used by the agencies, towards making them gender-responsive institutions.

Until such time as internal capability to do these is in place, external trainers and other technical experts will help the government agencies to undertake gender planning, organizational and program assessment, as well as install gender-sensitive indicators and evaluation tools.

### Available gender-related training courses

The NCRFW has developed at least two courses for members of the bureaucracy,

to enable them to become gender-aware and apply the principles of gender and development in their planning exercises. Presently, these are the Basic Gender Sensitivity Seminar, and the The Gender Planning Seminar Workshop (see Appendices A and B for modules). Other courses are being developed to respond to the capability-building requirements of specific sectors of government.

Donor agencies like Canadian International Development Agency (CIDA) and Deutsche Gessellschaft Fur Technische Zusammenarbeit (GTZ) fund several training courses being conducted by NCRFW. Those funded by CIDA are spe-



### Investigating gender issues: the FSRE approach

The initial situation analysis of a farming system can incorporate important agricultural gender issues. The issues can fit into the following aspects of research:

- 1) Data requirements for the Community Profile
  - population structure by gender and age
  - highest educational attainment by gender
  - proportion of female-headed households
  - labor force participation rate by gender and age
  - major occupations (on-farm, off-farm, non-farm)
- 2) Data requirements to describe farming systems and practices
  - Cultural and management practices and sexual division of labor (who does what and how)
  - Levels of technology (varieties, tools/machineries, input use)
  - Activities conducted jointly or separately
  - Seasonal pattern of activities (agricultural calendar, to indicate labor bottlenecks, enterprise competition that may demand extra labor from women during peak periods or point out low periods when women can undertake alternative economic activities)
  - Absolute labor (person hours/ha., by source), by farm operation
  - Time use and its effects on the multiple responsibilities of women in the home and in the farm
  - Sources of income of men and women (on-farm, off-farm and non-farm)
  - Control of resources and pattern of decision-making in the household and on the farm by gender and age

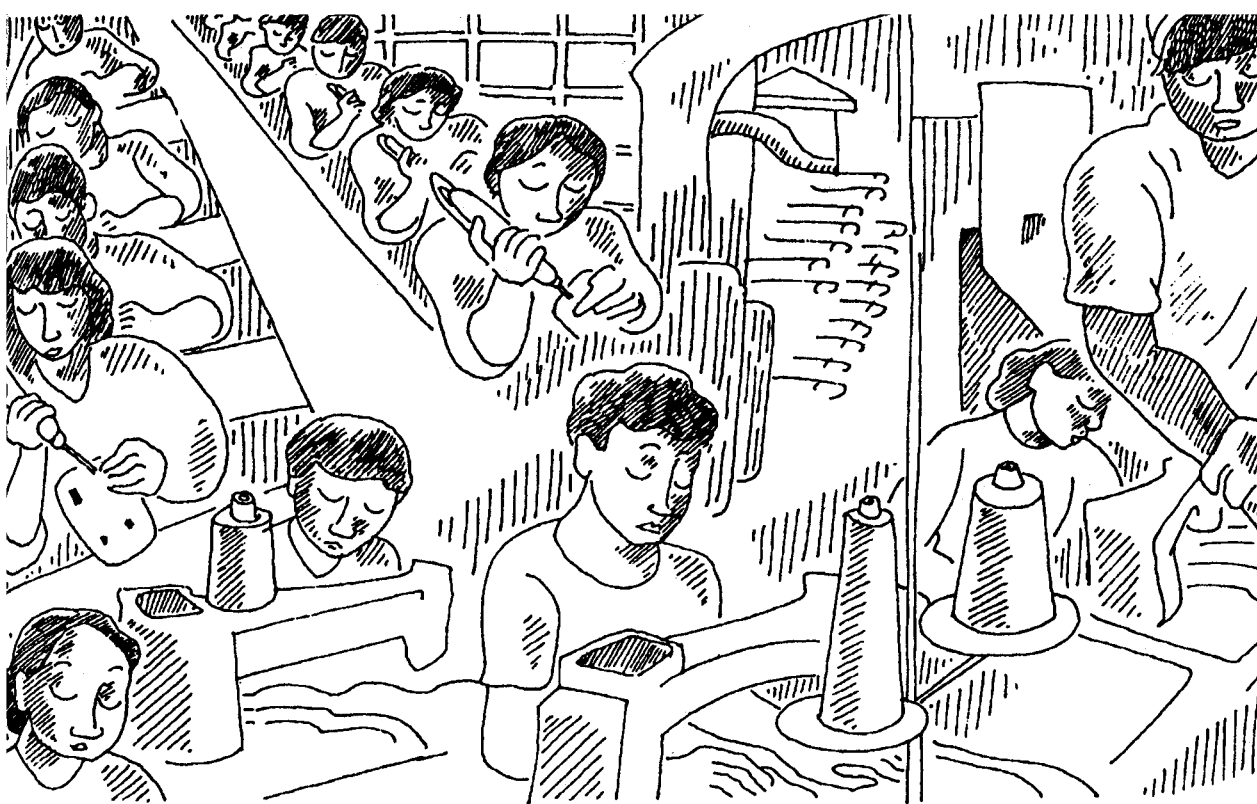


cifically focused on the strengthening of several departments' Focal Points, and include gender orientation, gender and development, gender-sensitivity, and gender-responsive planning. GTZ-funded training courses are geared towards capability building and are presently concentrated in one department and its regional offices.

### Considerations for program implementation, monitoring and evaluation

Development programs are designed to respond to one or several concerns of target beneficiary groups. Program implementation may include any one of the following, or a combination of them:

- delivery of specific services (e.g., health care)
- skills/technology training
- employment/livelihood generation
- resource accessing (e.g. land stewardship)
- resource development (e.g. aquaculture, human settlements)
- organizational formation
- project management/community resource management
- credit availment
- legal advocacy and training
- commodity production (food or finished products)



**FACTOR 1: ENCOURAGE THE PARTICIPATION OF BOTH MEN AND WOMEN IN PROGRAM IMPLEMENTATION, MONITORING AND EVALUATION**

**Who should take part in implementation?**

Program implementation should enable the men and women in the affected sector or community to participate in its components, or benefit from its desired impacts.

**Who should take part in monitoring and evaluation?**

By the same token, a gender-responsive (therefore, people-oriented) program or project engages the sectors or groups for whom it is intended in its monitoring and evaluation mechanisms.

**Issues:**

- A program which is geographically located in one area but which caters to the economic or socio-cultural needs of non-residents leaves much to be desired. Such an approach has been the source in the past of inter-community or inter-ethnic conflicts.

This happened in one Free Trade Zone. The local people alleged that the male and female workers in the garments and automotive factories were mostly recruited from outside of Bataan province itself. Earnings were being remitted to their home provinces, and Bataan's population failed to reap employment opportunities and steady incomes.

- Equal opportunities for employment are guaranteed by the Constitution. Yet,



### Questions to ask

The following questions were extracted from "Examples of Questions to Ask About a Project's Contribution Towards Women's Development" by Sara Hlupekile Longwe of Zambia.

#### Questions on Problem Identification

- Did the needs assessment look into the special or different problems and needs of women in the community?
- For the problem selected for project intervention, how does this problem affect women and men differently?
- Were women involved in conducting needs assessment, and were the women of the community asked for their opinion on their problems and needs?
- Has there been an assessment of women's position in terms of such possible problems as their heavier work burden, relative lack of access to resources and opportunities or lack of participation in the development process?

#### Questions on Project Strategy

- Is the project intervention aimed at a target group of both men and women?
- Have the women in the affected community and target group been consulted on the most appropriate ways of overcoming the problem?
- Is the chosen intervention strategy likely to overlook women in the target group, for instance because of their heavier burden of work and more domestic location?
- Is the strategy concerned merely with delivering benefits to women, or does it also involve their increased participation and empowerment, so they will be in a better position to overcome problem situations?

#### Questions on Project Objectives

- Do the project objectives make clear that project

benefits are intended equally for women as for men?

- In what ways, specifically, will the project lead to women's increased empowerment? e.g. Increased access to credit? Increased participation in decision-making at the level of family and community? Increased control of income resulting from their own labour?
- Do any of the objectives challenge the existing or traditional sexual division of labor, tasks, opportunities and responsibilities?
- Are there specific ways proposed for encouraging and enabling women to participate in the project despite their traditionally more domestic location and subordinate position within the community?

#### Questions on Project Management

- Is there a clear guiding policy for management on the integration of women within the development process?
- Are women and men of the affected community represented equally on the management committee?
- Is there a need for management training on gender awareness and gender analysis?
- Has management been provided with the human resources and expertise necessary to manage and monitor the women's development component within the project?

#### Questions on Project Implementation

- Do implementation methods make sufficient use of existing women's organizations and networks such as women's clubs, church or organizations and party political organizations?
- Are women included in the implementation team?
- Are women the target group involved in project implementation?
- Are there methods for monitoring the progress in reaching women? For instance, by monitoring their

cont'd...

increased income, increased occupation of leadership roles, increased utilization of credit facilities, increased participation in project management and implementation, increased influence over decision-making process?

Questions on Project Outcome

- Do women receive a fair share, relative to men, of the benefits arising from the project?
- Does the project redress a previous unequal sharing of benefits?
- Does the project give women increased control over material resources, better access to credit and other opportunities, and more control over the benefits resulting from their productive efforts?
- What are the (likely) long-term effects in terms of women's increased ability to take charge of their own lives, understand their situation and the difficulties they face, and to take collective action to solve problems?

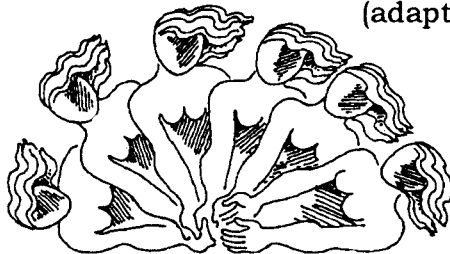
(Two Halves Make a Whole: Balancing Gender Relations in Development, Canadian Council for International Cooperation: 1991)

many more women than men are unemployed because of existing biases against hiring women in work requiring physical exertion, and the widespread thinking that men need jobs more than women do.

**FACTOR 2: ENSURE RELEVANCE TO LOCAL NEEDS AND INTERESTS OF MEN AND WOMEN**

Concept: Gender planning requires that plans be designed with a bottom-top approach, linking them with the needs and interests of men and women in particular settings (e.g. a factory, community or office) through direct consultations with them.

Strategy: Gender planning begins with gender consultation at the local level to arrive at an accurate diagnosis of the situation of the sector or community. It facilitates the definition and prioritization of practical and strategic gender needs (adapted from CIDA 1991).





Outcomes: Using the perspective of gender-responsive planning, the situation analysis at the beginning of the planning process is obtained from representative male and female respondents and/or informants of the sector or community of interest to the government agency. Some outcomes of gender diagnosis are the following (Moser & Levy, 1986):

- surfaces the mechanisms of gender bias in the underlying assumptions of gender-blind developmental policies;
- exposes gender bias in measurement and investigative techniques widely used to diagnose sectoral situations;
- reveals elements of the organizational structure which may frustrate policies, programs and projects to meet gender needs;
- identifies intersectoral linkages necessary in meeting gender interests; and
- points to other areas for diagnosis to make women more visible in the development process.

Value: Gender diagnosis through consultation for planning is important because it is able to unearth the particularities in the conditions and requirements of men and women. For example:

- There are fine differences between the gender interests of public sector employees and factory workers. The first group

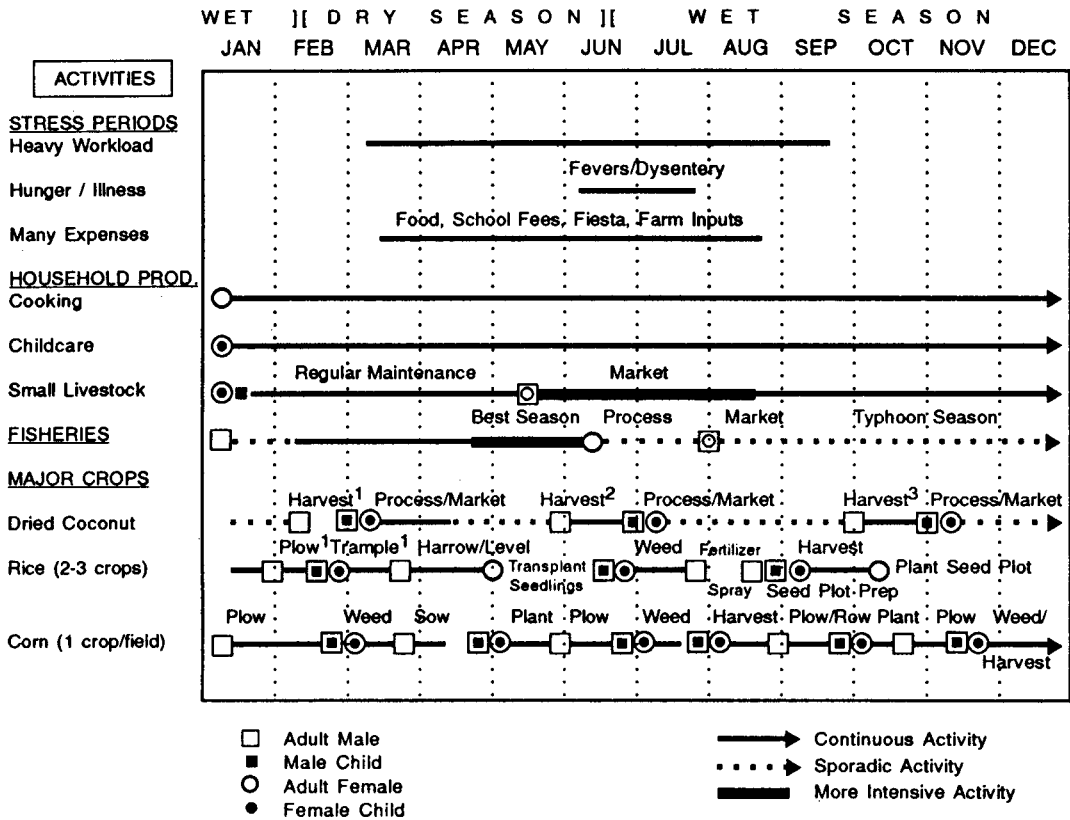
may be responding to gender discrimination in promotion systems, or uneven opportunities for continuing education, while the second group's concern may revolve around insecurity of tenure or unrealistic company rules and regulations for women.

- In the rural setting, gender interests are linked to crops, the planting season, the mode and relations of production, and to production-related infrastructures and services. For instance, male labor is more dominant in rice and corn production, while vegetable-growing and animal husbandry may be a woman's concern. Men's work may be clearly defined by planting seasons, while women's farm activities may be pegged to year-round daily schedules (refer to Seasonal Calendar on p. 109).

### FACTOR 3: PROVIDE SUFFICIENT AND TIMELY INFORMATION ON AVAILABLE PROGRAMS/SERVICES

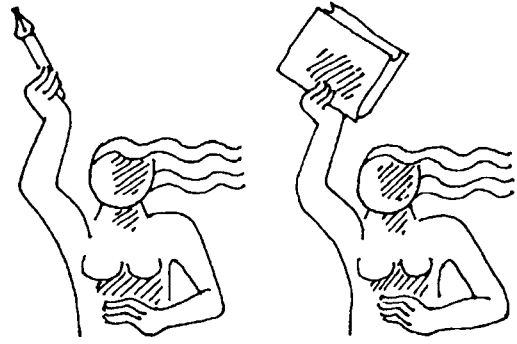
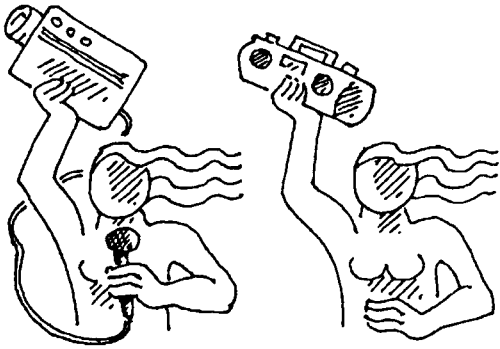
Concern—In many cases, part of the reason why men and women are unable to access to technical, financial and other services from line agencies is the fact that they lack information on these. The importance of using various communication channels for disseminating information to target groups cannot be neglected.

## Seasonal calendar for the pabalays on siquijor island, philippines



(Shields and Thomas-Slayter, 1993)





Communication channels—Information can be coursed through:

- mass media (print, visual, audio, or audio-visual forms)
- interpersonal channels (meetings, dialogues, etc.)

How to select a communication channel—

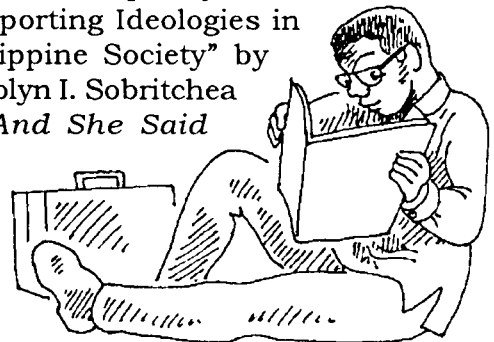
In the process of undertaking gender consultation and diagnosis, usual sources of, and preferences for, communication or information must be determined, either in the context of the community’s lifeways or an establishment’s practices.

Some examples

Many studies describe the water supply point as an important area for discourse and exchange of information. Thus, women managing local water supply systems learn about innovations and training programs from their interactions with others while fetching water at the pump. Waiting sheds for public transportation in some Visayan communities are being utilized as places to put up “Community Wall News.” Popular radio programs, television, and attractive print materials are also effective channels for information dissemination.

Examples of print materials:

1. *Reyna o Biktima* by Women CREATE, UP-CSWCD, REDO
2. *Usapang Babae* a book of training modules by NCRFW
3. DOLE-BWYW’s module on Sexual Harassment
4. *Women’s Roles and Gender Differences in Development: Cases for Planners* by Jean Illo
5. *Tools for Gender Analysis: A Guide to Field Methods* by Barbara Slayter
6. *Empowering Filipinas for Development* by GABRIELA National Coalition, Philippines
7. *Likhang Kababaihan: Liyab ng Kalayaan Handog ng Kababaihan* (Isang gabay sa pagsasanay ukol sa kababaihan at kaunlaran), UP-CSWCD.
8. “Gender Inequality and Its Supporting Ideologies in Philippine Society” by Carolyn I. Sobritchea in *And She Said NO*.



**FACTOR 4: DEVELOP MONITORING AND EVALUATION CRITERIA COGNIZANT OF GENDER ROLES AND CONSTRAINTS TO PARTICIPATION IN PROGRAM IMPLEMENTATION**

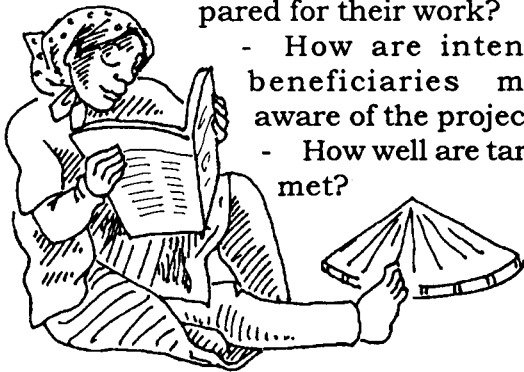
**What is monitoring and evaluation?**

An integral part of the development planning cycle is monitoring and evaluation of planned change (see chapter 4 for illustration).

*Monitoring* is a surveillance system designed to describe the ways by which a project or program is implemented. It aims to ascertain the manner by which resources are used to attain objectives within a time frame, and alerts implementors to problem areas as well as successes.

Monitoring questions include:

- Are inputs ready on time?
- What resources are used to produce outputs?
  - How are implementors prepared for their work?
  - How are intended beneficiaries made aware of the project?
  - How well are targets met?



- What unforeseen circumstances affect implementation?
- What are done about these?
- Are work plans followed closely or are they modified? Why?

*Evaluation* is a management tool to *study the effects* of a project on intended beneficiaries. It provides measures of adequacy, relevance, efficiency, and effectiveness of project input-output processes. It can also *determine the impacts* of the project on the economic, social and cultural aspects of peoples' lives which are not directly dealt with by the objectives.

Evaluations can occur at specified periods during the lifetime of a project, to provide management with a perspective of project effects. This is called formative evaluation. It can also be accomplished at the end of the project, as a summative evaluation.

Sample questions asked to evaluate effects:

- How many men/women were reached by the project on household labor?
- How well are the skills/new knowledge acquired?
- How much additional income has been generated for the households?

### Evaluate Impacts:

- What are the effects of the project on household labor?
- How has education affected decision-making of male and female beneficiaries?
- How do female/male beneficiaries spend their earnings from the project?

### What is a participatory approach to monitoring and evaluation?

Consistent with a people-oriented planning framework, monitoring and evaluation of projects by the affected groups themselves should be encouraged. When the beneficiaries themselves take part in

recording, collecting, measuring and processing information within the established feedback/monitoring system, they are engaged in participatory monitoring. When they are partners of the supervising and implementing agencies in studying project effects and impacts, they are involved in participatory evaluation.

### Advantages of participatory monitoring and evaluation

- It makes the target groups active participants of the development process, rather than passive receivers of goods and services

#### **The FSRE as Evaluation Tool**

Using the FSRE for gender-sensitive evaluation of farming programs, some pointers to consider in describing gender roles include the following:

- What are the roles men and women play in the household, on-farm, and off-farm?
- What are the technologies needed by men and women in performing these roles?
- Are there gender differences in access to and control of resources needed in production?
- What are the different constraints, potentials and opportunities for improving gender integration in agriculture?
- What is the extent of participation/contribution of men and women's labor, income and decision-making?

Questions to evaluate the gender-responsiveness of developed and disseminated technology (impact evaluation) may also be asked, such as:

- Do these technologies reduce drudgery and improve

the productivity and income of women?

- What will be the effect of these technologies on the labor utilization and allocation patterns in the farm and in the home?
- Will the technology lead to diversification of labor use?
- Will the technologies increase women's and men's access and control of resources that economically affect them?
- Will these give opportunities to both males and females to improve their skills?
- Will the technology increase the opportunities of both men and women for income diversification?
- Did the research for technology development take into consideration gender concerns and interests of the potential beneficiary groups?
- Did the process of technology development lead to the "goodness-of-fit" of technologies generated to meet the needs and interests of both men and women?

- It is an educational process which teaches beneficiaries how to examine a project in terms of both process and effects

- It enhances the beneficiary group's commitment to the attainment of project goals, perceiving it as 'our own' achievement

The following table is an example of an evaluation tool.

RESOURCE AND BENEFIT PROFILE

Resource/Benefit project situation	Pre-project situation		Post-Project Situation	
	Access	Control	Access	Control
Resources (land, labor, capital, education, water, basic services) 1. 2. 3.  Benefits (food, income, land rights, training, credit, status) 1. 2. 3.				

(Illo, 1990)

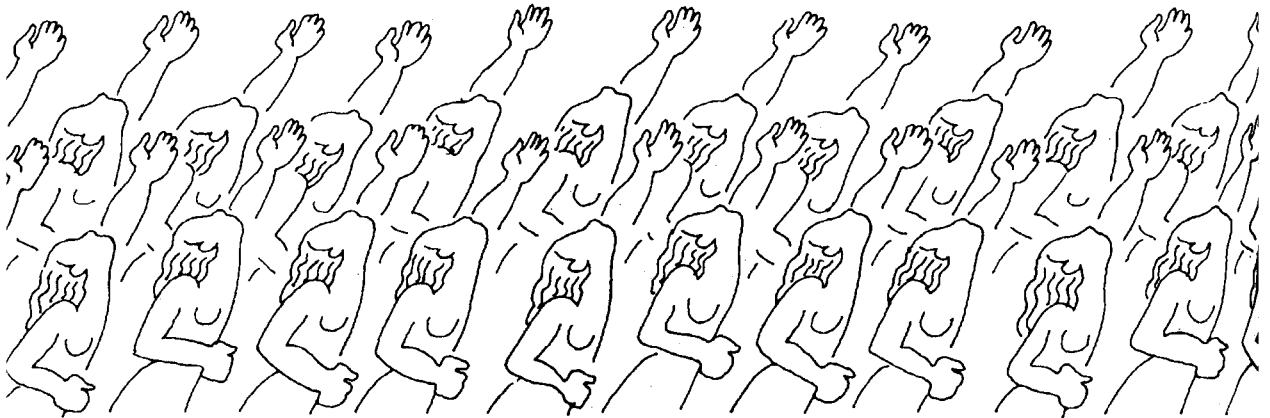


# End Note

This sourcebook articulates the goals of gender and development and suggests possible entry points for their institutionalization in government agencies. It demonstrates that gender concerns can be integrated into the routine functions of an executive line organization, by consciously “thinking gender” in planning, implementation and evaluation activities.

Studies of various organizations point to the need for institutionalizing gender-responsiveness in the internal organization first, before attempting to extend gender-sensitive services and programs to client groups. This implies that the gender and development needs and interests of men and women in the bureaucracy should first be addressed and satisfied. In doing these, the support of the highest levels of management is indispensable.

The arduous task of mainstreaming gender and development in national plans and programs also demands commitment and tremendous value changes from implementors. The introduction of gender and its concomitant concerns requires looking at the world “inside-out, upside down” to be able to capture the perspectives and experiences of subordinated women in a society whose philosophies have been traditionally anchored on male ideals. Thus, mainstreaming gender cannot but be an advocacy through all the ranks of government. Its implementors, therefore, are no less than the advocates of strategies for a better quality of life, central of which is equality and equity between men and women in all walks of life through people-oriented and gender-responsive developmental undertakings.



In conclusion, the following Consecration and Thanksgiving Ritual is addressed to all Gender Advocates:

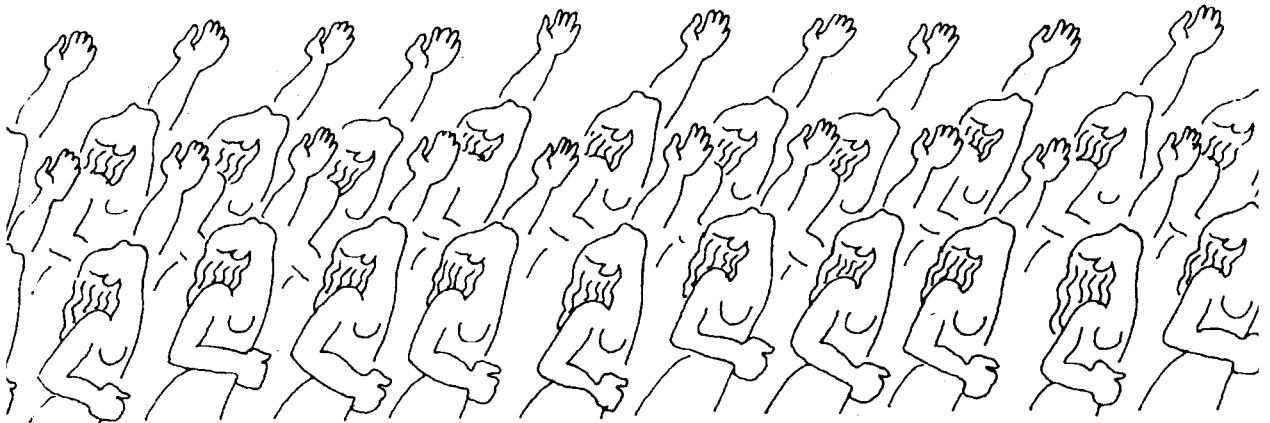
“Spirit of Life...

We give you thanks for the gift of friendship  
in the men and women we have found  
and who have found us.

the gift of naming  
in the language that affirms our power and humanity

the gift of re-visioning the world  
with new-and-many eyes, ears, nose, skin, and tongue,  
limbs and guts:  
and the gift of creation  
in the earth that nourishes us  
in the art that fulfills us  
in the struggle that unites us  
in the daughters and sons  
who will carry our weapons and visions  
and enrich them with their own.”

(from Lina Sagara Reyes, 1988)





# Appendix A

## **Basic Gender Sensitivity Seminar**

This is a basic gender awareness seminar developed by the NCRFW that aims to develop the participant's understanding of gender as a social construct and its impact on the status of men and women. It aims at initiating the process of personal transformation, by allowing the participants to reflect on their personal life experiences and on how "gender" operated and manifested in their lives ...

DURATION: three (3) days

TOPICS:

### 0. Introductions

- 0.1 Expectations check and introduction of participants
- 0.2 Basic values and assumptions, e.g.: "Not anti-male," "Both men and women are victims," and "Women are worse victims than men."

### 1. Women Situationer

- 1.1 A presentation of the global patterns in women's situation, as well as facts and figures on the Filipino women's situation;
- 1.2 A workshop to describe the participants' typical day, aimed to assess whether the triple burden (of productive-reproductive-community management roles) of women is true for the participants.

### 2. Sex and Gender

2.1 An inter-active discussion between the trainer and the participants aimed at clarifying the following concepts:

- a) Sex - biological difference between males and females
- b) Gender - cultural construct on the roles, traits and behaviors of men and women (masculine/feminine), that vary with time, race and class
- c) Gender bias, women's subordination, male dominance

### 3. Manifestation of Gender Bias

- 3.1 A presentation of some of the major issues of women, i.e.,
- a) Subordination;
  - b) Marginalization;
  - c) Double burden;
  - d) Gender Stereotyping;
  - e) Commodification of women;
  - f) Invisibility of women's work;
  - g) Violence against women; and
  - h) Personal - loss of self-esteem.

### 4. Feminist "Pusoy"

- 4.1 A card game aimed at assessing the participants' understanding of gender issues. Its objective is for the participants to come to a consensus on the five best statements that explain women's oppression. Each card contains a statement that begins with

## “WOMEN ARE OPPRESSED BECAUSE ...”

### 5. Application to life

5.1 A workshop that will enable the participants to review their life experiences and pinpoint how gender operated in their lives...

5.2 Healing ritual

### 6. Envisioning the Future

6.1 Creative presentation of a “Gender-fair Society”

### 7. Action Planning

7.1 A presentation on the NCRFW's activities in government, e.g., the PDPW, the Focal Point, training gender trainers and advocates, etc.

7.2 Personal planning

### 8. Evaluation and Closing

[Source: National Commission on the Role of Filipino Women, Gender Sensitivity Training Modules]

# Appendix B

## GENDER-RESPONSIVE PLANNING (GRP) MODULE

TOPIC/ACTIVITY	OBJECTIVES	METHODOLOGY	MATERIALS/ EQUIPMENTS
Arrival/ Registration Billeting of Participants and staff			Registration Forms IDs
Opening Remarks - Welcome Remarks - Seminar Background			
Introduction of Participants and staff	Familiarize the participants and staff with each other that will lead to easy interac- tion, camaraderie, and team spirit		Different objects picked by paxs.
Expectation Check	Surface the pax goals and expectations of the seminar- workshop  Compare the participants' expectations with the workshop objectives; and  Set the tone of the learning environment for the work- shop	Facilitators give out questions for expectations  Objectives written on Kraft Papers  Group Workshop	Kraft Papers Pentel Pens    Copies of course outline

TOPIC/ACTIVITY	OBJECTIVES	METHODOLOGY	MATERIALS/ EQUIPMENTS
BREAK			
<p>Overview of National Strategies on Gender and Development</p> <ul style="list-style-type: none"> <li>- Why women in development?</li> <li>- Putting Women in the Development Agenda</li> <li>- Social Visibility</li> <li>- NCRFW</li> <li>- PDPW/EO 348</li> </ul> <p>- RA 7192</p>	<p>Inform participants of global and national efforts to mainstream gender concerns in development; and</p> <p>Orient the participants on the NCRFW mandate/ functions and relevant programs/strategies.</p> <p>Discuss the salient provisions of the Act and the expectations from government agencies.</p>	Lecture/Discussion	Overhead Projector Transparencies
LUNCH			
Mood Setting			
<p>Situation of Women</p> <ul style="list-style-type: none"> <li>* Global</li> <li>* National</li> <li>* in the ENR Sector</li> </ul>	Realize women's position/ status in various spheres of society through data/ statistics presentation.	Lecture/Discussion	Overhead Projector Transparencies
Sex and Gender	Participants will be able to distinguish between sex and gender.	Lecture/Discussion Group Dynamics	Overhead Projector Transparencies

TOPIC/ACTIVITY	OBJECTIVES	METHODOLOGY	MATERIALS/ EQUIPMENTS
Gender Dynamics	Participants will be able to: - Identify the forces at work as a consequence of what has come to be gender ideology; and - Identify gender bias including bias at home, at work, and in various institutions.	Lecture/Discussion SLE	Overhead Projector Transparencies
Workshop: Personal Life Stories/Leveling	Participants will share with each other the high and low points of their personal and professional lives.  Participants will level off their etc. re: gender as an issue.	Individual Exercise Group Discussion	
Synthesis	Surface gender concepts and their implications in planning.		
DINNER			
SOCIALS			

TOPIC/ACTIVITY	OBJECTIVES	METHODOLOGY	MATERIALS/ EQUIPMENTS
Mood Setting/Recap			
Rationale for Development Planning	Participants will be able to appreciate why development planning is so important much more the mainstream-ing of gender concerns.	Lecture/Discussion Indicidual Exercise (paper and pencil)	Overhead Projector Transparencies
Film Showing: Invisible Women	Start-up discussion on gender issues.	Film Showing	Slide projector or VHS Player and TV
BREAK			
Gender-Responsive Development Planning  1. Introduction to GAD Analytical and Conceptual Tools	Appreciate gender-responsive planning and gender as a perspective in development.	Lecture/Discussion	Overhead Projector Transparencies Posters
LUNCH			

<b>TOPIC/ACTIVITY</b>	<b>OBJECTIVES</b>	<b>METHODOLOGY</b>	<b>MATERIALS/ EQUIPMENTS</b>
Mood Setting			
Clarification/Open Forum	Discuss/clarify points or issues raised.		
Case Material Reading		Case Discussion (group work)	Case Projects
Case Study Discussion	Test application of concepts for gender-responsive development planning in actual projects.		Case Projects Kraft Papers Pentel Pens
Group Presentation Synthesis			
Clarification/Open Forum	Discussion/Clarification of points or issues raised.		
Workshop: Identification of Gender Issues in the ENR Sector	Using the GAD tools, the participants shall analyze the status and condition of women and men in sector, both as agents and targets of development.	Group Discussion	Kraft Papers Pentel Pens Masking Tape
DINNER			
Group Presentation Synthesis			

TOPIC/ACTIVITY	OBJECTIVES		MATERIALS/ EQUIPMENTS
Mood Setting/Recap			
2. Policy Approaches in Addressing the Concerns of Women - WID, WAD and GAD	Participants will be able to know the historical background of the different approaches and appreciate their varying assumptions and strategies for addressing the concerns of women.	METHODOLOGY  Lecture/Discussion	Overhead Projector Transparencies
3. Principles and Key Concepts in Gender-Responsive Planning	Participants will be able to learn the basic considerations in the application of GRP.		Overhead Projector Transparencies Posters
Action Planning - Issues Prioritization - Application of Gender Methodologies and Processes		Lecture/Discussion	Kraft Papers Pentel Pens Masking Tape



TOPIC/ACTIVITY	OBJECTIVES	METHODOLOGY	MATERIALS/ EQUIPMENTS
LUNCH			
Presentation of Outputs			
Critiquing			
Synthesis			
Snacks			
CLOSING			
Departure			

(NCRFW)

# Appendix C

## I. Gender Analysis (USAID Model)

### A. OVERVIEW OF COMPONENTS

The Gender Analysis Map (GAM) provides a tool for initial assessment of important gender differences that can affect peoples' ability to participate in and benefit from a development activity. The two-step analytical process is described below.

Step One involves information-gathering on four key important socio-economic factors—allocation of labor, income, expenditure patterns, and access to/control of resources—in order to identify male/female roles and responsibilities. These are called Exploratory Factors.

In Step Two, the Gender Analysis Map guides the analysis of defined gender roles and responsibilities to infer differences in men's and women's constraints to participating in, contributing to, and/or obtaining benefits from development programs and projects. Conclusions are also drawn about opportunities for increasing project effectiveness by recognizing and building on differences in gender roles, responsibilities, skills, and knowledge.

This process is designed to indicate where development practitioners must first look to see how gender could affect the success of a project or program. Of course, not all factors in this framework will be equally important for all kinds of projects. neither will the Gender Analysis Map always yield complete information; however, it will very often provide clues that suggest where further information is needed.

### B. STEPS IN GENDER ANALYSIS

In the step-by-step analytical process that follows, the four key socio-economic factors noted above are explained in more detail, and key issues and

specific questions to address are listed for each Exploratory Factor. Examples of the kinds of programs and projects where each factor is likely to be important are also indicated.

#### STEP ONE

Use the four **EXPLORATORY FACTORS** below to identify where gender could intervene in social and economic production systems to be affected by development activities.

**FACTOR 1: ALLOCATION OF LABOR** Important for agriculture, natural resources management, education, health related projects. Must look at both household tasks and tasks contributing to family income production.

- Who is responsible for which aspects of household maintenance (fuel/water provision, building maintenance, family health, child care, food preparation, etc.)?
- What is the time allocation by gender and age? How do time and labor allocations vary with economic class and position in the household?
- What activities of male and female household members contribute to agriculture production and livestock production? (Analyze by crop and/or livestock animal). How do these activities vary by season?
- For enterprise development activities, is family labor included in enterprise accounts? How do family members contribute labor? Who is responsible for bookkeeping, for cleaning and repairs, for product finishing and packaging, for product sales?

**FACTOR 2: INCOME** Important for development, agriculture, health; project counting on user fees

- What is male/female labor force participation by sector, both formal and informal?
- What are the primary sources of income for men and women in rural and/or urban households (wage labor, small-scale enterprise)? How much income does each of these activities provide? How and where do men and women market goods and services? What is the source of their raw materials?
- For farm-related income, how much is generated by men/women from crops, livestock, crop/livestock by-products (e.g. milk, manure) and crop biomass (stalks, husks)? What percentage of family income does self provisioning represent?
- How do incomes vary by season?
- To what extent are technical assistance, credit, purchased raw materials, and other "inputs" currently used by male/female family members to increase productivity?

**FACTOR 3: EXPENDITURE PATTERNS** Important for projects that directly or indirectly change allocation of labor and access to resources, such as agricultural projects, contract growing schemes, natural resource management projects, or projects that will change fee structure for services.

- Who is responsible for which elements of family expenses and provisioning (e.g. staple foods, vegetables, school fees, ceremonies, medical expenses, clothing)?
- How could changes to family member incomes affect the ability to meet family financial obligations?

**FACTOR 4: RESOURCES** Access to and control over all types of resources assumed to be important to the success of the project (important for all projects).

- For the unit of analysis, what resources (e.g. credit, labor, time, land, training) are required for activities affected by the project?
- How is access to and control of these resources different for men and women? How does that affect the ability to increase economic productivity or improve family well-being?

#### OTHER FACTORS

- What other factors, outside of labor, income, expenditure patterns, and resources, are basic to the analysis of your situation?
- Decide what question should be answered in order to help determine whether there are or may be gender-related differences to each of these other factors.

## STEP TWO

Use the CONCLUSION-DRAWING FACTORS below to arrive at significant gender differences which need to be taken into account in planning or adapting the project under consideration.

### FACTOR 1: CONSTRAINTS

- For the analysis and the program/project under consideration, what are the opportunities for increasing project effectiveness by recognizing and building on gender-based roles, responsibilities, skills and knowledge?

## STEP THREE

Use the GIF's summary of guidelines to determine how and where to include gender considerations in the various processes of documentation, planning, administration and evaluation.

[Source: USAID Women and Development Office]

## II. Gender Analysis Methodology (Harvard Model)

### ACTIVITY, ACCESS AND CONTROL PROFILE

<u>Activity Profile</u>	<u>Female</u>	<u>Male</u>
-------------------------	---------------	-------------

#### 1. PRODUCTION ACTIVITIES

##### AGRICULTURE

###### Staple Crop:

- land clearing
- purchase of seed, fertilizer
- plowing by tractor
- plowing by oxen
- fertilizing
- planting
- weeding
- harvesting
- preparing for storage
- storing
- key decision-making

Other crops: (same breakdown can be made for - vegetable crops etc.)

###### Livestock:

- purchasing/acquiring
- grazing/feeding
- slaughtering
- sale/exchange
- key decision-making

#### INCOME GENERATING:

- sale of cash crop
- sale of other crops
- preparation/sale of foodstuff
- craft production
- craft sale

Activity Profile

Female

Male

INCOME GENERATING (cont'd):

- sale of personal labor
- enterprise (beer making, bakery etc.)
  - purchase/acquisition of materials
  - production
  - sale of product/service employment
- other non-income generating activities

OTHER PRODUCTION

ACTIVITIES: (fishing, bookkeeping, etc.)

2. HOUSEHOLD MAINTENANCE ACTIVITIES

- water collection
- water storage
- water use
- fuel collection
- food preparation
- childcare
- health care of children
- health care of elderly
- house cleaning
- house repair
- marketing
- purchase of:
  - household items
  - children's clothing
  - women's clothing
  - other purchases
- payment of:
  - school fees/school supplies
  - medical expenses
  - taxes (water, etc.)
  - other payments

Activity Profile

Female

Male

Key decisions

concerning:

marriage arrangements

children's education

funerals

health and sanitation

women's work

household economy

other key decisions

Other Household Maintenance Activities

HOUSEBUILDING:

collecting firewood, water, brick making

materials purchase

construction

roofing

key-decision making

## ACTIVITY, ACCESS AND CONTROL PROFILE

Access  
M/F

Control  
M/F

### 1. RESOURCES

land  
equipment (tractors, machines, plows)  
tools  
farming inputs (seed, fertilizer, etc.)  
livestock (cattle, oxen, goats, pigs, etc.)  
fowl (chickens, guinea fowl)  
labor: to help in production activities  
to help in household activities  
cash  
credit  
education/training:  
primary  
secondary  
post-secondary  
extension training/courses  
sources of employment  
other resources

### 2. BENEFITS

outside source of income  
financial independence  
asset ownership (machines, equipment, bicycle,  
radio, furnishings, etc.)  
basic needs (food, clothing, shelter, etc.)  
education  
employable/income-earning skills  
political power/prestige  
ability/freedom to pursue personal interests  
leisure  
other benefits



GENDER ANALYSIS TASKS

<u>Task</u>	<u>Sub-Task</u>	<u>Steps</u>
. Activity Analysis	1. Production of Goods and Services	<ol style="list-style-type: none"> <li>1. Define relevant production activities</li> <li>2. Define relevant gender categories</li> <li>3. Collect data</li> <li>4. Fill out form with comments</li> <li>5. Summarize gender issues</li> </ol>
	2. Production of Human Resources	<ol style="list-style-type: none"> <li>1. Define relevant reproductive issues</li> <li>2. Define relevant gender categories</li> <li>3. Collect data</li> <li>4. Fill out form with comments</li> <li>5. Summarize gender issues</li> </ol>
. Access and Control Analysis	3. Resources	<ol style="list-style-type: none"> <li>1. Define resources necessary to productive and reproductive activities</li> <li>2. Define relevant gender categories</li> <li>3. Collect data</li> <li>4. Fill out form with comments</li> <li>5. Summarize gender issues</li> </ol>
	4. Access and Control Benefits	<ol style="list-style-type: none"> <li>1. Define benefits deriving from activities</li> <li>2. Define relevant gender categories</li> <li>3. Collect data</li> <li>4. Fill out form with comments</li> <li>5. Summarize gender issues1.</li> </ol>
. Summary of Issues	5. Aggregate Gender Issues	<ol style="list-style-type: none"> <li>1. Review gender issues</li> <li>2. Summarize them</li> <li>3. Establish relationship between them, if any</li> </ol>

## GENDER ANALYSIS TASKS (cont'd)

<u>Task</u>	<u>Sub-Task</u>	<u>Steps</u>
3. Summary of Issues (cont'd)	6. Analysis of Factors Affecting Gender Issues	<ol style="list-style-type: none"><li>1. List possible impact of factors which affect each gender issue - Government policy, economic factors, cultural norms, training and education, law, demographic factors, institutional structures</li><li>2. Decide which of the gender issues could be or should be affected by the project</li><li>3. List the Main Gender Issues</li></ol>
4. Project Cycle		<ol style="list-style-type: none"><li>1. Review each project element (objectives, outputs, activities, inputs) in the light of its impact upon each of the main gender issues</li><li>2. Review each project element in the light of the impact upon it of each gender issue</li><li>3. Make recommendations to amend project design, if necessary</li></ol>

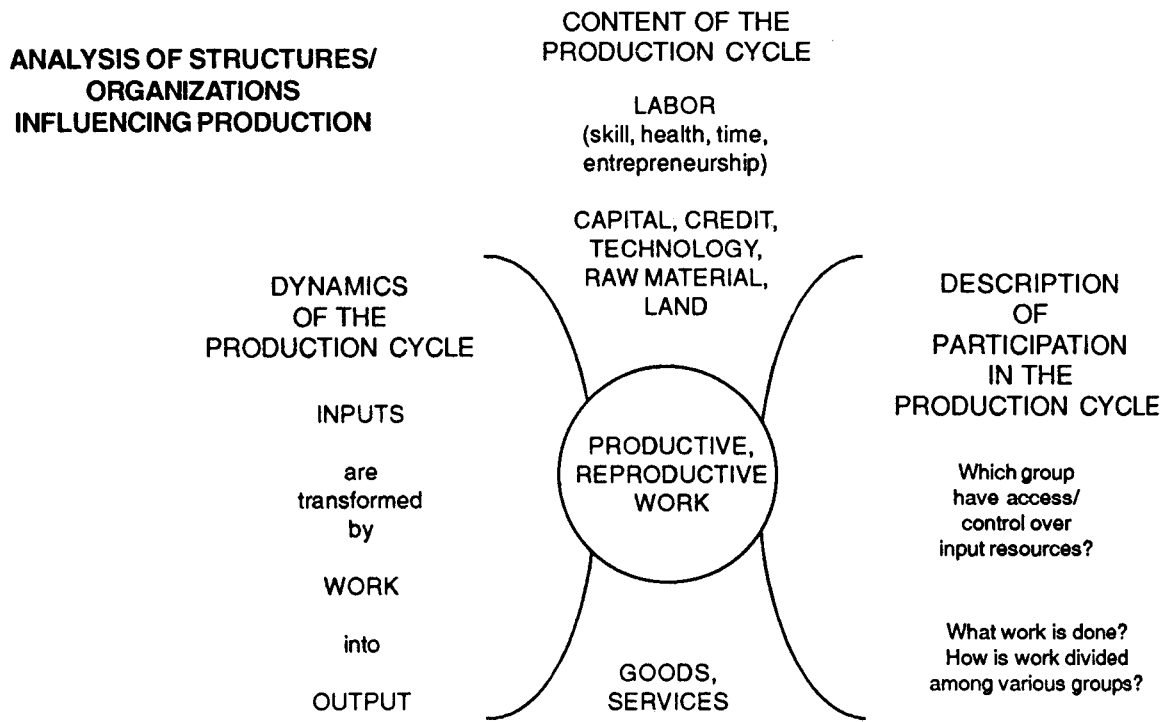
[Source: Overholt, C., et al., Women in Development,  
A Framework for Project Analysis]

## II. Analytical Framework for Gender Analysis (CIDA Model)

Because Social Gender Analysis (SGA) is a process of identifying who the disadvantaged are, it seeks to understand:

- \* What is the nature of their disadvantage?
- \* What are the social relations (structures and organizations) which maintain their disadvantage?
- \* What are the historical patterns and trends in social relations?
- \* What are the relationships between the local, national, and international levels in creating and perpetuating poverty?

There is no completely satisfactory framework for doing this analysis. Like any process of analysis, it tries to simplify and order reality to identify priority problems and issues. The following diagram presents a framework to help conceptualize the analysis.



#### **IV. Gender and Development Goals in the Forward-Looking Strategies**

1. Equality between men and women by the elimination of all forms of policies, programs and practices which discriminate against women;
2. maximization of women's individual development through the institutionalization of measures which directly or indirectly address their peculiar gender needs.
3. Enhancement of women's participation in the development process by ensuring their involvement in projects and programs aimed at the alleviation of poverty, generation of productive employment, promotion of equity and social justice, and the attainment of a sustainable economic growth.

Source: The Nairobi Forward-Looking Strategies for the Advancement of Women, U.N., 1985

#### **V. Guide Questions for Gender Analysis**

The following guideposts were used in assessing the gender impacts of selected programs on rural women:

- 1) Does the program/project aim to provide men and women equal access to the potential benefits of the development endeavor?
- 2) Will the program increase the direct participation of women in societal activities (as in economic activities, use of resources and community-based activities)?
- 3) To what extent does the program encourage the use of local materials and low cost production processes?
- 4) Will the program lead to the dispersal of rural population and contribute directly or indirectly to fertility reduction?
- 5) To what extent does the development effort encourage the participation of the private sector, especially organizations of rural women?
- 6) Does the program provide opportunities for women to acquire non-traditional roles in the community and society? In what ways will it contribute to changing stereotypes about gender roles in Philippine society?

Source: Women's Participation in Countryside Development by A.T. Torres, 1989

# Appendix D

## Listing of Women's Organizations

### I. For Education, Training, and Assistance

<b>Name</b>	<b>Address/Tel. No.</b>	<b>Contact Person(s)</b>
Center for Women's Studies	University of the Philippines Diliman, Quezon City 995071 to 76, loc. 4932	Dr. Sylvia H. Guerrero Director
Cultural Center of the Philippines - Women's Desk	Folk Arts Theatre CCP Complex, Roxas Blvd. Manila 832-1120, loc. 5	Fe Mangahas Coordinator
DIWATA Development Initiative for Women's Alternative and Transformative Action	Unit B, 4th Floor, Fil Garcia Tower 140 Kalayaan Ave. cor. Mayaman St., Diliman, Quezon City 9246375	Rebecca Tañada Patima Ruiz
GABRIELA General Assembly Binding Women for Reforms, Integrity, Equality, Leadership and Action	35 Sct. Delgado, Kamuning Quezon City 998034	Rina Anastacio
HAIN-WID Health Action Information Network - Women's Desk	9 Cabanatuan St., PhilAm Homes, Q.C. 978805	Dr. Michael L. Tan Executive Director
HRSpecialists Human Resource Specialists Foundation	3-A Potsdam St., Cubao Quezon City 921-3136 fax: 921-3115	Dr. Amaryllis T. Torres President

Name	Address/Tel. No.	Contact Person(s)
SSA Institute for Social Studies and Action	3 Mahabagin St., Teacher's Village Quezon City, or Q.C. Central P.O. Box 1075 924-3620	Ms. Rowena O. Alvarez Executive Director
Institute of Women's Studies	St. Scholastica's College 2560 L. Guinto St., Manila 507-7886	Sr. Mary John Mananzan
KALAYAAN	124-A Sct. Limbaga, Brgy. Sacred Heart, Kamuning, Q.C. 921-8006	Richie Ibañez Chairperson
KANLUNGAN Center Foundation	#77 K-10 cor. K-J Kamias, Quezon City 921-7849	Gina Alunan-Melgar Chairperson
Legislative Advocates for Women	12 Pasaje dela Paz Proj. 4, Quezon City 775341, 7216869	
Philippine Business for Social Progress - WID Desk	Phil. Social Development Center Real cor. Magallanes St. Intramuros, Manila 498242, 498223 498217, 499355	Teresita Abesamis WID Coordinator
PILIPINA, Inc.	142-A Sct. Rallos, Kamuning, Quezon City 961431	Elizabeth Yang Gen. Sec.

Name	Address/Tel. No.	Contact Person(s)
<b>PERLAS</b> Pilipinas for Education, Research, Advocacy and Service Foundation	Philcomcen Bldg., Mezzanine Floor Ortigas Ave., Pasig, M.M. 780951, loc. 8	Atty. Loma Kapunan Atty. Zenaida Reyes
<b>Women and Development            Program</b>	University of the Philippines Diliman Quezon City 972477 fax: (632) 978438	Dr. Rosalinda P. Ofreneo Coordinator
<b>Women Lawyer's Association            of the Philippines, Inc.</b>	4 New Jersey St., New Manila Quezon City 721-7738	Judge Adoracion G. Angeles President
<b>Women's Crisis Center</b>	34 Sct. Torillo, Kamuning Quezon City 502245, 921-7229 522-0077, 921-5235	Rock Tiglao
<b>Women's Health Philippines</b>	5 Legaspi Road PhilAm Life Homes Quezon City 967437	Ana Maria R. Nemenz

**. For Materials and Information**

<b>Name</b>	<b>Address/Tel. No.</b>	<b>Contact Person(s)</b>
<b>MIHAN</b> ambansang Pederasyon ng ababaihang Magbubukid	112 East Maya PhilAm Life Homes, Q.C. 981924	Lita Mariano Secretary General
<b>NAK</b> ervice Program for Alternative hild Care in the Philippines	12 Pasaje dela Paz Proj. 4, Q.C. 721-6869, 775341	Orett Felipe Training Officer  Liza Cabida Alliance Organizer
<b>AGWIS</b> rop-in Center	c/o Malate Catholic Church 1016 M.H. Del Pilar St., Malate, Manila 594040	Marisa Agote  Sis. Fidelis Program In-Charge
<b>UNSO</b> alikahan at Ugnayan laglalayang Sumagip a Sanggol	Rm. 508 Webjet Building #64 Quezon Avenue, Q.C. 712-0951 to 54, loc. 37	Rosalinda Duque Secretary General
<b>UKLOD Center</b>	1 Davis St., New Banicain Olongapo City, 2200	Elsa H. Ruiz
<b>enter for Women's Resources</b>	127-B Sct. Fuentebella St., Kamuning, Q.C. 978791	Judy Taguiwalo Executive Director
<b>Concerned Artists of the Philippines - Women's Desk</b>	167 Mo. Ignacia Ave., Quezon City 922-8178	Marra Pl. Lanot



Name	Address/Tel. No.	Contact Person(s)
IFI - Igorota Foundation, Inc.	P.O. Box 41 Baguio City 2600 442-3706	Sr. Teresa Dagdag
KABAPA Katipunan ng Bagong Pilipina	26 S. Pascual St. Malabon, M.M. 281-2915	Leovigilda Agustin
NCRFW National Commission on the Role of Filipino Women	1145 J.P. Laurel St., San Miguel, Manila 741-7313, 741-5068	Teresita M. Castillo Executive Director
PATAMABA Pambansang Ugnayan ng mga Manggagawa sa Bahay	#7 Saling St. Veteran's Village, Proj. 7, Q.C.	
WELD Women Enterprises for Livelihood Development Foundation, Inc.	AA-202 Galeria de Magallanes Magallanes Village, Makati, M.M. 833-6741	Gina Ordoñez President
Women's Media Circle Foundation, Inc.	151-A Mahiyain cor. Maamo Sts. Sikatuna, Q.C. 921-2954	
WRRC Women's Resource and Research Center	Mirriam College Foundation, Inc. Loyola Heights, Diliman. Q.C. 972421 to 27 972860	Lucia Pavia Ticzon Director

# Appendix E

## Directory of Focal Point Chairpersons (as of Aug. 1994)

<b>Agency</b>	<b>Name/ Position in the Agency</b>	<b>Office Address</b>	<b>Tel. Nos.</b>
Department of Agriculture (DA)	Marinela Castillo Director	Office of the Secretary 4th Floor DA Building Diliman, Quezon City	998741 to 51 local 330
Department of Agrarian Reform (DAR)	Joel Noel Olano Undersecretary	Special Concerns Staff 2nd Floor DAR Building Diliman, Quezon City	996821
Department of Environment and Natural Resources (DENR)	Anabelle Plantilla Asst. Director	Planning Service 3rd Floor, DENR Building Visayas Avenue, Diliman, QC	997327 951761
Department of Labor and Employment (DOLE)	Cresenciano Trajano Undersecretary for Worker's Protection and Welfare	DOLE Building, Muralla St. Intramuros, Manila	484852 405268
Department of Trade and Industry (DTI)	Aurea dela Rea	6th Floor DTI Building 361 Sen. Gil Puyat Avenue Makati, Metro Manila	818-5701
Department of Foreign Affairs (DFA)	Ms. Linglingay Lacanlale	Dept. of Foreign Affairs Roxas Blvd., Pasay City	834-4000 834-4862
Department of Justice (DOJ)	Demetrio D. Demetria Undersecretary	Department of Justice Padre Faura St., Manila	583002

<b>Agency</b>	<b>Name/ Position in the Agency</b>	<b>Office Address</b>	<b>Tel. Nos.</b>
Department of Tourism (DOT)	Vernie V. Morales Director, Admin. Service	Department of Tourism T.M. Kalaw St., Ermita Manila	521-7376 599031 local 230
Department of Education, Culture and Sports (DECS)	Dr. Fe A. Hidalgo Chief, Staff Development Division	Human Resource Development Service University of Life Pasig, Metro Manila	633-7237
Department of Health (DOH)	Dr. Carmencita Reodica Asst. Secretary for Public Health	Office of Special Concerns San Lazaro Compound, Manila	711-4795
Department of Social Welfare and Development (DSWD)	Lina B. Laigo Undersecretary for Operations and Program Implementation	DSWD, BP Complex Constitution Hills, QC	931-8138 712-5540 931-8191
Department of Interior and Local Government (DILG)	Yolanda L. de Leon Asst. Secretary for Plans and Programs	DILG, PNCC Building, EDSA cor. Reliance St., Mandaluyong	631-8779 631-5403 fax: 633-9966
Department of Public Works and Highways (DPWH)	Engr. Clarita Bandonillo Director, Bureau of Construction	Project Management Office for Special Buildings Bonifacio Drive, Port Area, Manila	477194

<b>Agency</b>	<b>Name/ Position in the Agency</b>	<b>Office Address</b>	<b>Tel. Nos.</b>
Department of Science and Technology (DOST)	Dr. Amelia Ancog Asst. Secretary for Research and Development	DOST, Bicutan Taguig, MM	823-8945
Department of Transportation and Communication (DOTC)	Josefina T. Lichauco Undersecretary	DOTC PHILCOMSEN Building Pasig, MM	631-5948
National Economic and Development Authority (NEDA)	Dante B. Canlas Deputy Director General	NEDA, Amber Ave. Pasig, MM	631-2195
Civil Service Commission (CSC)	Patricia A. Sto. Tomas Chairperson	Batasan Pambansa Complex Constitution Hills, QC	931-7913 931-8187
Women Advancing Government Action for Shelter (WAGAS)	Zorayda Amelia Alonso	Home Development Mutual Fund Building Ayala Ave., Makati, MM	817-0607 816-4404
Cultural Center of the Philippines (CCP)	Fe B. Mangahas Commissioner	CCP Complex, Roxas Blvd., Pasay City, MM	832-1120
National Irrigation Administration (NIA)	Ma. Aurora Sison Chief, Industrial Relations Department	Ground Floor NIA Complex EDSA, Quezon City	994287

## Glossary of Terms

### ACCESS vs. CONTROL

Access is the right or privilege of a person to make use of existing resources or benefits (political, economic resources, and time).

Control is the ability of a person to define, direct or guide the use of given resources, and to impose that definition on others.

### ADVOCACY

An attitude of commitment to an idea or a cause, a readiness for action in relation to it. It involves conviction, a desire to share that conviction with others, and persistence in pursuing its realization in practice.

### CHANGE/GENDER SPONSOR

A person or group of individuals who has the power to determine that a change will occur. This person/group must be able to rally the entire organization to support such change, and if necessary, be a symbol for such effort.

### CONDITION vs. POSITION

Condition refers to women's immediate sphere of experiences in productive and reproductive life. For example, it can refer to the amount of time women spend in daily housework relative to men.

Position refers to women's social and economic standing relative to men. It is measured, for example, by male/female disparities in wages and employment opportunities, participation in legislative bodies, vulnerability to poverty and violence, and so on.

### EMPOWERMENT

It refers to providing women greater access to and control of resources and benefits in society. It is the most recent approach to low-income Third World women.

### EQUADS (Equality Advocates)

These are group of employees designated in various regional and central offices of the Civil Service Commission who attend to reports of discrimination in public sector employment and harassment in the workplace.

### EQUALITY vs. EQUITY

Equality an assumed state after the passage of laws and rules eliminating discrimination against women and prescribing equal or the same treatment to both sexes. But such laws and rules do not automatically guarantee that women can take advantage of them because there remain social structures and practices which serves as constraints.

Gender equity is a related concept of distributive justice. Gender equity is attained when social conditions are overcome to allow fair access and control over resources to men and women. For example, there may be no explicit bias against women in hiring policies within government. However, social stereotypes on men's and women's roles may lead to a preference for male applicants in work requiring physical effort.

## VALUATION

A management tool to study the effects of a project on intended beneficiaries. It provides measures of adequacy, relevance, efficiency, and effectiveness of project input-output processes. It can also determine the impacts of the project on the economic, social and cultural aspects of peoples' lives which are not directly dealt with by the objectives.

## LEGAL POINT

A mechanism created by President Corason Aquino through Executive Order No. 348 in every department, bureau, office or instrumentality of the government including the government-owned or controlled corporation to ensure the implementation, monitoring, review and updating of the Philippine Development Plan for Women. It shall be the catalyst for gender-responsive planning/programming (R.A. 7192).

## GENDER ANALYSIS

A tool to identify the status, roles, and responsibilities of men and women in society, as well as their access to and control of resources, benefits, and opportunities. It is a framework by which to compare the relative advantages/disadvantages faced by men and women in various spheres of life, as in the family, the workplace, the community, and political system. It is also a set of standards against which the potential gender impacts of programs and policies can be judged.

## GENDER AND DEVELOPMENT

A GAD approach emerged in the 1980s as an alternative to the earlier Women in Development (WID) focus. GAD is not concerned with women per se but with the social construction of gender and the assignment of specific roles, responsibilities, and expectations to women and to men. It analyzes the nature of women's contribution within the context of work done both inside and outside the household, including non-commodity production, and reflects the public/private dichotomy that commonly used as a mechanism to undervalue family and household maintenance work performed by women.

## GENDER-BASED INDICATORS

These are specific measures or targets by which to assess whether gender goals are being realized or not.

## GENDER DIVISION OF LABOR

The allocation of different tasks, roles, responsibilities, and activities to women and men according to what is considered socially and culturally appropriate.

Gender division of labor varies across social formations (e.g., in simple agriculture, in technology-based rural production systems, in industrial production, etc.)

## GENDER GOALS

These are concrete expressions of desirable gender-related changes and improvements in socio-economic life. Some examples are increased participation of rural women in agricultural production, increased partnership between husbands and wives in domestic work and child care chores, elimination of traditional/stereotypic images of men and women's roles and statuses in elementary school textbooks, protection of equality of employment opportunities.

## GENDER IMPACTS

These are the specific and observed effects of plans, policies, programs and services. Examples are increased income, and improved skills. These observed effects may also produce changes or differences in the other aspects of the lives of men and women.

## GENDER ISSUES/CONCERNS

Issues, concerns, and problems arising from the different roles played by women and men in society, as well as those that arise from questioning the relationship between them.

## GENDER vs. SEX

**Sex** is the genetic and physical or biological identity of a person which indicates whether one is male or female.

**Gender** refers to socially learned behavior and expectations associated with two sexes. It refers to the socially differentiated roles and characteristics attributed by a given culture to women and men.

## GENDER-RESPONSIVE PLANNING

Also known as Gender-Responsive Development Planning. It is the use and integration of the gender and development framework into the entire development planning

cycle. It rests on the premise that introducing gender considerations makes development planning/programming more "people oriented or people focused."

## GENDER-RESPONSIVE PROGRAMS/PROJECTS

These are programs and projects that systematically incorporate or address gender concerns. Such programs are arrived at after the use of gender analysis and gender-responsive planning.

## GENDER ROLES

These concern the activities ascribed to men and women on the basis of perceived gender differences. It emerge from gender division of labor, such that productive activities are typically associated with men, while domestic and reproductive activities are considered "women's work".

## GENDER SUBORDINATION

It means submission or being under the authority of one sex. It often resort to women having no control over available economic and other resources.

## MAINSTREAMING GENDER

Mainstreaming gender in development programs refers to strategies and processes to integrate gender-responsive goals in the directions, policies, projects and services of line agencies. It also means integration of gender concerns in the development agenda in order to address gender inequalities. It is an effort to include a gender framework in the design and implementation of plans and programs which carry out the mandates of line agencies.

## MONITORING

It is a surveillance system designed to describe the ways by which a project or program is implemented. It aims to ascertain the manner by which resources are used to attain objectives within a time frame, and alerts implementors to problem areas as well as successes.

## MULTIPLE BURDEN

A condition experienced by a person (usually women) when limited time and energy is devoted to several tasks/responsibilities. Most women experience multiple burden as when they are expected to take care of the children and the household chores on top of their formal or informal employment. This has been called 'women's "double burden"'.

## NETWORKING

Networking for gender mainstreaming include the establishment of linkages and the formation of joint activities with other gender advocates in government and non-government organizations, here and abroad. It is a process of joint exploration. It only works if



both sides take responsibility to share their expertise, their ideas, feelings, and concerns. Networking is a life-long process to nurture and build.

## PARTICIPATION

The direct involvement of marginalized groups in a development process which aims to build people's capabilities to have access to and to take control of resources, benefits, and opportunities towards self reliance and an improved quality of life. It means providing both men and women, young and old, equitable access to opportunities, benefits, and resources available in society. It is an essential ingredient of people's empowerment.

## PRACTICAL vs. STRATEGIC GENDER NEEDS

Practical Gender Needs have to do with what people need to perform their current roles more easily, effectively or efficiently and they can usually be identified by people themselves. An example of this need is lack of resources like health and education services, food, fuel, and water sources, etc. Measures to address these needs may preserve or reinforce traditional gender relations.

Strategic Gender Needs are concerned with changing the subordinate (disadvantaged) position of women in society. Examples of actions that address women's strategic gender needs are: improving education opportunities, through adult literacy classes, gender neutral textbooks, or improving access to productive assets, i.e., rights to use common property, etc.

## PRODUCTIVE ACTIVITIES

refers to the creation of goods and services for consumption and trade (farming, fishing, wage employment and self-employment). Both women and men can be involved in productive activities, but for the most part, their functions and responsibilities will differ according to the gender division of labor. Women's productive work is often less visible and less valued than men's.

## REPRODUCTIVE ACTIVITIES/WORK

This involve the care and maintenance of the household and its members including bearing and caring for children, food preparation, water and fuel collection, shopping, housekeeping, and family health care. Reproductive work is crucial to human survival and yet it is seldom considered "real work". Reproduction activities are usually carried out by women.

## RESOURCES AND BENEFITS

Resources include the natural or potential wealth of a country necessary for its citizenry to enjoy good quality of life. It may include (a) economic or productive resources such as land, equipment, labor, cash and credit, employable and income-earning skills, employment or income-earning opportunities; (b) political resources i.e., representative organizations, leadership, education and information, public-sphere experience, self-confidence and credibility; and (c) time or rest, recreation or personal development.

Benefits include provision of basic needs such as food, clothing and shelter, cash and income, asset ownership, education and training, political power, prestige, status and opportunities to pursue new interests.

## SITUATION ANALYSIS

An assessment or evaluation of women's condition in society in relation to men's situation. It reviews both men and women's roles and participation in various activities economically, politically, and socio-culturally. It also measures their access to available opportunities and examines benefit acquired.

## SEXUAL HARASSMENT

Consists of unwanted and inappropriate personal remarks about a person's appearance and/or sexual activities which affect, directly or indirectly, one's job performance, promotion or evaluation. This is most explicitly illustrated in the 'lay-down or lay-off' policy where male supervisors often make sexual favors a precondition to continued employment, especially in highly competitive factory jobs for women.

## WOMEN AND DEVELOPMENT

An approach which emerged in the second half of the 1970s. It focuses on the relationship between women and development process rather than purely on strategies for the integration of women into development. WAD perspective also recognizes that Third World men who do not have elite status also have been adversely affected by the structure of the inequities within the international system, but it gives little analytical attention to the social relations of gender within classes.

## WOMEN IN DEVELOPMENT

A development framework or approach which gives recognition to the distinct needs and capacities of women with considerable focus on developing strategies and action programs that will facilitate their participation in the productive sector.

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DEPARTMENT OF LABOR AND EMPLOYMENT (DOLE) Administrative Order No. 68: Series of 1992 Amending Administrative Order No. 80: Policy Against Sexual Harassment. Issued by Ma. Nieves Confessor, Acting DOLE Secretary.

*Long Term Plan on Gender and Development (LPGD), A briefer.* (NCRFW, 1994). It is a companion document to the Philippine Development Plan for Women (PDPW). It was envisioned to lay down the totality of gender and development concerns/issues that need to be addressed in the long term. It shall spell out gender-related goals and objectives, and set forth comprehensive policies and strategies and program areas that need to be adopted or implemented.

*Medium Term Philippine Development Plan (MTPDP) 1993-98*

NATIONAL COMMISSION ON THE ROLE OF FILIPINO WOMEN (NCRFW), *Development of Gender-Responsive Indicators System, Data Assessment and Improvement Plan: Terminal Report.* A joint project of the National Commission on the Role of Filipino Women and

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*Philippine Development Plan for Women (PDPW)*, 1989-1992. It is the government blueprint to address the integration of gender concerns in development.

**Republic Act 7192: *Women in Development and Nation Building Act* Implementing Rules and Regulations.**

## Reading Materials from the National Commission on the Role of Filipino Women

### ***A Case Study of the Copper Smelter Plant of Isabel, Leyte***

This was used as an exercise in GRP in the ENR sector.

### **Advantages and Disadvantages of Three Methods of Including Women in Projects**

Presents the strengths and weaknesses of women-only, women's component and WID integrated projects.

### **Boyle, Philip. The "Block Box" Explored**

The Socio-Economic Effects of Structural Adjustment on Women. The material presents a more realistic and accurate description of the household.

### **Challenging the Stereotype Assumptions About the Household Made by Planners**

A matrix that presents the stereotype assumptions and empirical challenges on Gender Planning. Adapted from Moser, C. "Gender Planning in the Third World: Meeting Practical and Strategic Needs" World Development Vol. 17, No. 11 (1989) pp. 1799-1825.

### **Characteristics of an Effective, Sound and Efficient Gender Planning Process**

This enumerates the characteristics of Gender Planning Process:

1. Gender Diagnosis
2. Gender Consultation
3. Entry Strategy
4. Institutional Interventions
5. Monitoring of Gender Issues

### **Classified Ads: Wanted—Housewife**

This presents in a light tone the demands and rewards of being a housewife.

### **Daguilan, Marilen J., M.D. A Womb with a View**

A caselet on analyzing assumptions about women. The implications of such and strategies for correcting them.

### **Daguilan, Marilen J., M.D. Imelda's Dilemma**

A caselet used in formulating strategies for addressing gender concerns.

### **Daguilan, Marilen J., M.D. Lasting Impressions**

A caselet used in formulating policies/strategies/programs which correct the gender bias

and the corresponding institutional interventions.

**Dionisio, Eleonor R., More Alike Than Different, *NCRFW Occasional Paper No. 3***

The paper clarifies the distinction and connections between SEX and GENDER and the implication on the way we view the relationship/dynamics among and between women and men.

**Dynamics of Change**

The material is a presentation of the progression of individual and/or organizations experiencing a change process. The three major areas of change in a development process are also discussed. (Hand-outs available).

**Feminism, *NCRFW Occasional Paper No. 2***

The monograph is a compilation of three articles on feminism: its relevance in South Asia; theoretical perspectives; and what it does mean.

**Gender Dynamics**

This glossary is a compilation of terms commonly used in gender and development or consciousness-raising activities.

**Gender Planning: Theory and Methodology**

This is a lecture outline for the discussion of the definition and theory and methodology of Gender Planning.

**She Works, She Works But What Different Impressions They Make**

The material presents some of the stereotype that society says about women and men in the workplace.

**How to Keep Women Out of the Development Process**

This is a list adapted from Maila Kabeer's free and personal interpretation of Marilyn Warring's checklist of tried and tested ways of keeping women invisible in development planning.

**Institutionalization of Gender Responsive Planning**

This is a chart showing the flow in institutionalizing Gender Responsive Planning in the bureaucracy which involves NEDA, DBM, GOs and NCRFW, produced by NCRFW 1992.



**Minifacts on Filipino Women, published by the NCRFW.**

This one page material illustrates the status of women in the labor force and employment, education as well as public life.

**NCRFW**

This is a brief presentation of the Mandate, functions and major program areas of the National Commission on the Role of Filipino Women. This is discussed in the topic; Institutional Strategies for Mainstreaming Gender and Development at the national Level. (NCRFW brochures available).

**Philippine Development Plan for Women (1988-1992).** This is the country's first plan outlining the policies, programs and project areas for gender mainstreaming.

**Putting Women on the Development Agenda**

This set is used in discussing what it means to put women in development and why it is important.

**RA 7192**

This is a visual presentation of some of the salient provisions in the Women in Development and Nation Building Act. (Full text and Implementing Rules and Regulations available).

**Roles of Low Income Men and Women Within the Household and the Community**

This material presents the reproductive and productive roles of women and men within the household and on the community level. Adapted from Moser, C. "Gender Planning in the Third World: Meeting Practical and Strategic Needs" World Development Vol. 17, No. 11 (1989) pp. 1799-1825.

**Sex and Gender**

The set is the main material used in Gender Sensitivity sessions. It clarifies the concepts of SEX and GENDER, the gender roles shaped by our society and the consequent effect in the full development of women and men as human beings. (Hand-outs available).

**Sexist/Gender Biased Comments**

This is a compilation of questions/comments - answers that are usually raised when gender and development is discussed.

### **Si Mr. and Mrs. sa Trabaho/Sa Bahay**

This is a reprint from the Philippine Daily Inquirer - March 8, 1989. A cartoon representation of the double-burden of women.

### **Smith, Nancy. For Every Woman**

The poem reflects on the trap created by our stereotype images of women and men; and on the liberation of a woman is also of a man. (in English and in Pilipino translation)

### **Social Visibility**

This material discusses the common perception that Filipino women enjoy a higher status relative to women in other countries. This statement, however, is not an accurate description of the condition of the Filipina in our country. (Hand-outs available).

### **Survey Questionnaire on Gender Issues and Developmant**

A worksheet which may be used to get the pulse of training participants regarding their attitudes about women and men; gender issues and development and the relevance of conducting a seminar in their agencies. It may be used as a pre/post training assessment material.

### **The Harvard Analytical Framework**

This is an outline taken from Case Book: Gender Roles in Development Projects edited by Catherine Overholt, Mary B. Anderson, Kathleen Cloud, James E. Arathion (Kumarian Press, 1985). Presents a framework which may be used for data-gathering, analyzing gender relations. The framework may be used both as a training and advocacy tool.

### **THE Obstacle Course**

This is a one page reprint that represents the prejudicial attitudes defining and confining women to a secondary status in society (in English and Pilipino translation)

### **Torres, Amaryllis T., Third World Feminism, *UP-CSWCD Bulletin*.**

The paper discusses that while feminism is generally considered a western idea, the movement in Asia and its nearby regions have been existent since the 19th century.

***Women and Men in a Rainfed Farming Systems Project: The Cahabaan Case.*** A case prepared by Jeanne Illo and Rosa Lee prepared for the Gender Analysis Training Workshop conducted by the Institute of Philippine Culture, Ateneo de Manila for CIDA, 1990.

***Women and Men in a Upland Project. The Bulalakaw Case.***

This case was prepared by Rene M. Rivas, project research assistant and Cecile C. Uy and Salve B. Balagdan of IPC, Ateneo de Manila University for the Gender Analysis Training Workshops conducted by IPC for CIDA.

**Women in Development**

This material illustrates the impact of the prevailing bias - women are at the heart of the development, yet they are invisible. (Hand-outs available).

**Women in Development, *NCRFW Occasional Paper No. 1***

This presents two short articles on why the women's perspective is an issue to reckon with when one thinks of development.

**Women Situationer (Global)**

This is a compilation of data gathered by two UN studies of women in food production (agriculture), health, education, politics, etc.

**Women Situationer (National)**

This is a compilation of data on the status of women in education, employment, media and the family.

## **Audio-Visual Materials from the National Commission on the Role of Filipino Women**

### **From Priestess to President**

This is a video presentation of the historical account of the Filipina's accomplishments and legacy in the shaping of our country.

### **Gender Analysis Strengthening, Winrock Project (available on Beta and VHS)**

### **How to Catch and Keep a Man**

This is a 15 minute compilation of print and television commercials and programs that portray the secondary and negative images of women. (available on slides and Beta tape).

### **Impossible Dream**

This is an 8 minute film on the traditional roles of women and men and "genderized" vision for change. (available on VHS and Beta tapes).

### **Poats, Susan U., Invisible Women**

This is a 15 minute presentation of how development planners and government extension workers miss out women in planning and implementing projects. (available on slides and VHS tape).

### **What is a Boy? What is a Girl?**

This is a ten minute picture of what is a boy and a girl and some of the stereotypes that are not available in our present realities.

### **Women Facts and Figures**

This material presents a global and national situation of women. (available on VHS and Beta tapes).

