

The background of the cover is a vibrant, abstract composition of overlapping geometric shapes. It features a large green circle in the upper left, a light blue circle partially overlapping it, and a large yellow shape on the right side. The bottom right corner is dominated by a large orange shape with a curved edge. The overall color palette is bright and cheerful, with a textured, slightly grainy appearance.

Moving Forward with GAD

A Handbook on Gender and Development
for the Sanggunian Committee
on Women and Family

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Women and Family

Department of Interior and Local Government
National Commission on the Role of Filipino Women
Women in Nation Building
United Nations Children's Fund

Foreword


The NCRFW in partnership with other government institutions and international agencies has produced a number of tools for mainstreaming gender in development and instilling gender responsiveness in government policies, programs, and operations. Each tool seeks to deepen understanding of the gender dimension of development concerns, to cultivate sensitivity to the issues involved, and to show ways by which gender responsiveness can become the norm in public service.

The “how” has especially become important to those tasked with advocacy, with guiding others to take the gender path. The effort involves a whole new orientation for which set ways of thinking and acting may first have to be unlearned. A grasp of the issues, creativity with strategies, and bottomless persistence in advocating GAD are often a must.

You in the Sanggunian Committee on Women and the Family are in a key position to undertake this responsibility. Thanks to the initiative of those who developed this handbook, you need not rely entirely on personal experience to do a good job. *Moving Forward* with GAD presents you with specific approaches on how gender responsiveness may be pursued in the various aspects of local governance. It equips you with the knowledge you need to act purposively and to make authoritative recommendations if not assertions. The experience of

LGUs that have tried GAD offer valuable lessons you can build on, while enabling you to sidestep the pitfalls.

Going GAD is an enormous challenge. Sustainable development for all, however, can only be attained if both women and men are empowered to contribute. It is our hope that you will use this tool and, with your commitment and resoluteness, make it happen.



AURORA JAVATE-DE DIOS

Chairperson

National Commission on the Role of Filipino Women


Message

UNICEF appreciates the contribution of child-friendly and gender sensitive local legislators in establishing and sustaining the Child Friendly Movement. With partners from government and nongovernment organizations, legislators pass local ordinances protecting the rights of women and girls from abuse and exploitation. The formulation and adoption of a Gender and Development (GAD) Code is a major milestone for legislators. Once in place, the task of gender mainstreaming is significantly easier. However, legislators also meet a lot of resistance. Making the business of government more women and girl-child friendly, thus, remain a challenge.

The National Commission on the Role of Filipino Women (NCRFW) and its national and non-government partners present to us *Moving Forward with GAD: A Handbook on Gender and Development for the Sanggunian Committee on Women and Family*. The handbook highlights the experiences and lessons learned in making local legislation, development financing and programming women and girl child friendly.

Target users of the handbook are legislators working on women and family concerns; however, its use is not exclusive to them. We encourage other legislators concerned with health, education, peace and order, appropriations, ways and means and all relevant legislative and executive mechanisms to benefit from the lessons and recommendations contained in the handbook.

Children, women, men, and families count on all of us to help them achieve quality life.



Terrel M. Hill
Representative

Acknowledgment

We wish first of all to thank UNICEF for its crucial support. It is really with such support and the commitment it generates that projects like this are able to flourish past the germinal stage and come to fruition.

The Handbook is a useful guide for every government official and civil servant taking the gender-responsive path. In particular it is addressed to the Committee on Women and Family of the various Sanggunians. For the task of tailoring the Handbook to the specific needs of the Committee, we have the author Susan Pineda to thank. She generously shared her expertise in developing the tool and imbuing it with the insights that can only come from having worked hands-on with gender issues. We also thank Tonette Orejas who provided technical assistance, and the members of the groups that validated the handbook contents, giving freely their time and knowhow.

Certainly the project would not have pushed through without the inputs and guidance of the project team composed of Ermelita V. Valdeavilla (NCRFW), Grace Migallos (WIN), Louella Losinio (NCRFW), Melody Bautista (DILG), and Mayvelyn Remigio (UNICEF). We likewise thank the unnamed officials and staff of NCRFW whose various contributions all proved critical to the production of this handbook.

Finally, we thank Estrella Miranda-Maniquis for editing and enhancing the material, and Clara Ann Maniquis for the layout and the cover design.

Acronyms

AGENCIES/ORGANIZATIONS

ACCWAC	Angeles City Center for Women's Affairs and Concerns
ACCWC	Angeles City Women's Coordinating Council
CIDA	Canadian International Development Agency
DA	Department of Agriculture
DAWN	Development through Active Women Networking Foundation
DBM	Department of Budget and Management
DILG	Department of the Interior and Local Government
DOLE	Department of Labor and Employment
DSWD	Department of Social Welfare and Development
IMA	Inang Makababayang Aksyon Foundation
KKKA	Kapisanan para sa Kagalingan ng Kababaihan sa Angeles
MNLF	Moro National Liberation Front
NCRFW	National Commission on the Role of Filipino Women
NCWP	National Council of Women in the Philippines
NSO	National Statistics Office
PCL	Philippine Councilors League
PCW	Provincial Council for Women
UN	United Nations
UNICEF	United Nations Children's Fund
WIN	Women Involved in Nation Building

OTHERS

ARMM	Autonomous Region of Muslim Mindanao
BARRIOS	Building Alternative Rural Resource Institutions and Organizing Services
BATMAN	Barangay-Bayan Governance Consortium
BIADP	Barangay Integrated Area Development Program
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CDF	Countryside Development Fund
EO	Executive Order
GAA	General Appropriations Act
GAD	Gender and Development
GATT	General Agreement on Tariff and Trade
IECM	Information, Education and Communication Materials
IRA	Internal Revenue Allocations
KSO	Knowledge, Skills and Orientation
LCE	Local Chief Executive
LDC	Local Development Council
LGC	Local Government Code
LGU	Local Government Unit
MOOE	Maintenance and Other Operating Expenses
NGO	Non-Government Organization
ODA	Official Development Assistance
PDPW	Philippine Development Plan for Women
PPGD	Philippine Plan for Gender-Responsive Development
RA	Republic Act
RDC	Regional Development Council
SZOPAD	Special Zone of Peace and Development
VAW	Violence Against Women
VMG/VMO	Vision, Mission, Goals/Vision, Mission, Objectives
WCC	Women's Crisis Center
WID	Women in Development

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Introduction

Two laws — the Local Government Code (Republic Act 7160) and the Women in Development and Nation-Building Act (RA 7192)— offer a wealth of opportunities in development work whether for you public servants, your constituents, or civil society organizations advocating for gender responsiveness in local governance. These laws articulate your responsibilities as public servants. They strengthen your mandate to work for the public good because their aim is to empower disadvantaged sectors and communities.

Enacted in 1991, the Local Government Code (LGC) enhances the capability of local officials to make government truly serve the people while promoting the participation of constituents in the development of the locality. The Code seeks to reduce the dependence of local government units (LGUs) on the national government and to promote the development of the countryside. It is through the Code that the Sanggunian Committee on Women and Family was created within local government councils at the provincial, city, municipal and barangay levels to address the concerns of women and family.

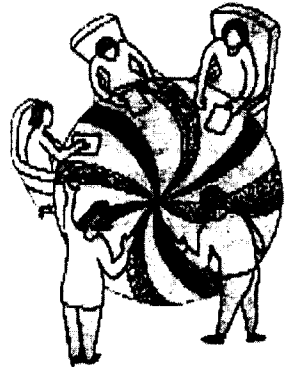


The Women in Development and Nation-Building Act, which took effect in 1992, was a breakthrough for Filipino women because it seeks the integration of gender concerns into the government's development agenda. It provides for the adoption of the gender and development (GAD) approach as a development strategy, giving substance to the policy of gender equality provided for in the 1987 Constitution. RA 7192 is also in pursuance of

THE CEDAW IS MORE THAN JUST A COMMITMENT. IT IS AN OBLIGATION AND OUR GOVERNMENT IS DUTY-BOUND TO IMPLEMENT IT.

international covenants to which the Philippines is a signatory, notably the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (UN-CEDAW), the 1985 Nairobi Forward-Looking Strategies for the Advancement of Women, and the 1995 Beijing Platform for Action.

RA 7192 was the basis for the formulation of the 1989-1992 Philippine Development Plan for Women (PDPW) and its successor, the 1995-2025 Philippine Plan for Gender-Responsive Development (PPGD). The PPGD, adopted through Executive Order No. 273, is the primary vehicle for implementing the Beijing Platform for Action. Its goal is to instill gender responsiveness in the outlook and work performance of each official and employee, and to make gender responsiveness standard procedure in policy-making, planning and program implementation, and the delivery of services. It provides the direction for women's advancement by identifying policies, strategies and programs to address gender inequality until 2025.



The lead government agency in making government gender-responsive is the National Commission on the Role of Filipino Women (NCRFW). The first national women's machinery in Asia, NCRFW predated the adoption of the CEDAW by four years. Its creation was facilitated by intense lobbying of women NGOs then under the national umbrella organization Civic Assembly of Women of the Philippines, now known as the National Council of Women in the Philippines (NCWP).

The NCRFW is mandated to advise the President and assist the Cabinet on policies and programs affecting women. It is tasked to

oversee the implementation of national laws on women and to ensure compliance with international treaties and UN covenants such as the CEDAW, Beijing Platform for Action, and others.

Being the oversight body on women's concerns, the NCRFW serves as the governments' conscience on women. NCRFW's main roles are: catalyst for gender mainstreaming, authority on women's concerns, and lead advocate for women's empowerment and gender equality.



The NCRFW, in partnership with Women Involved in Nation Building (WIN), the Philippine Councilors League (PCL), and the Department of Interior and Local Government (DILG), has been conducting a series of empowerment seminars. As of last count, at least 217 LGUs have participated in these seminars.

Making development gender-responsive continues to be a tremendous challenge because discrimination arising from gender disparities still exist within families and institutions and in economic policies. The World Bank, in its report *Engendering Development Through Gender Equality in Rights, Resources and Voice (2001)*, points this out and suggests a three-part strategy for promoting gender equality.

1. Reform institutions to establish equal rights and opportunities for women and men.
2. Foster economic development to strengthen incentives for more equal distribution of resources and participation of the sexes.
3. Take active steps to redress persistent disparities in the command over resources and political voice.

Colleagues in local government have expressed the need for a definitive guide material to assist them in the task of integrating gender concerns in legislation and service delivery. This handbook was produced in response to that need.

Chapter I is devoted to explaining what the GAD approach, or gender mainstreaming, is all about and why it is important in the work of legislation and social services delivery. The chapter clarifies the concepts on GAD as a development perspective, gender equality as a policy, empowerment and gender equality as desired results, and gender equity as the means.



Chapter II discusses gender issues particularly in relation to women and the family, and what can be done to make development — the “sustained capacity to achieve a better life” — a reality for women at the grassroots. It also takes a look at the effect on women of such worldwide trends as globalization and computer-based technology.

Chapter III zooms in on the Sanggunian Committee on Women and Family and lays out the rationale, mandate, and powers and functions of the Committee as outlined in the Local Government Code. It also sums up the expectations of women constituents.

Chapter IV focuses on how you Sanggunian members can push the GAD agenda at the local government level through policy and ordinance making, planning and budgeting. This chapter also cites ways by which you can advocate for gender equality in your various tasks.

Chapter V cites success stories of gender-responsive LGUs. These provide a closer look into how LGUs struggled to meet the challenges. Not only do these vignettes inspire, they are also a wellspring of lessons for other LGUs and for future reference.

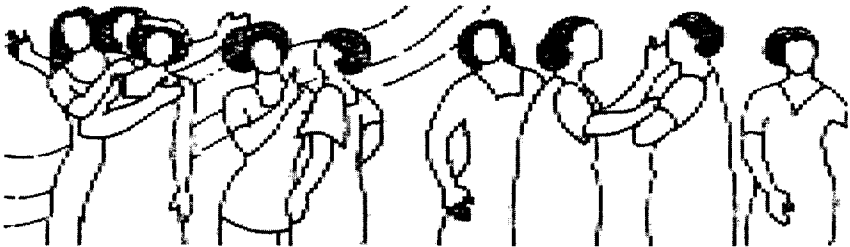
Chapter VI shows how partnerships can be built and a support mechanism created among colleagues, government agencies, and non-government organizations.

The annexes include vital supplemental material such as EO 273, an example of a gender-responsive resolution, definitions of GAD concepts, and guidelines on the use of gender-neutral language.

While this handbook is a sort of roadmap, it provides no short cuts. It is an instrument to systematize your route in the challenging work of integrating gender concerns in local governance. Different conditions will determine what action is best.

Do not be daunted or overwhelmed. You are not supposed to do it alone. The pursuit of GAD goals is shared by non-government groups and individuals who are equally committed and are therefore your natural allies. Your local chief executive, other Sanggunian members, heads of departments and the entire civil service are as accountable as you in the gender mainstreaming task.

Keep in mind too that since you work with the grassroots, you are in the best position to spearhead the fundamental changes without which larger scale transformation may not be sustainable. Moreover, you operate through a consultative process, and this is what makes democracy work. **YOU CAN MAKE A DIFFERENCE!**



1

Gender and Development

“Gender and development” has become a catch phrase in development work. Is it, however, understood adequately? A good grasp of the concepts involved will help you Sanggunian Committee members to advocate gender responsiveness with conviction, and to do so not only with your colleagues but with the rest of the local government machinery and the community at large.

FIRST, WHAT IS GENDER?

Although we know from grade school that “gender” refers to the grammatical categories of being masculine, feminine or neuter, in the development context “gender” needs to be understood in a particular way

First of all, “gender” is distinguished from “sex” in that the latter refers to being man or woman based on biological characteristics, including physical attributes pertaining to body contour and features, hormones, chromosomes and reproductive organs. Gender is more of a social construct, that is, it is society and social institutions – family, the community, government, church, school, media – that shaped the concept of maleness or femaleness and assigned women and men particular roles based on their biological differences. These roles in turn define the behaviors, attitudes and values of the sexes and how they relate with each other and the community.

The World Bank in a recent publication explains gender: "Women and men are different biologically — but all cultures interpret and elaborate these innate biological differences into a set of social expectations about what behaviors and activities are appropriate, and what rights, resources, and power they possess." These expectations can vary considerably among societies, the World Bank adds. But there are striking similarities. "For example, nearly all societies give the primary responsibility for the care of infants and young children to women and girls, and that for military service and national defense to men."

Gender roles are learned early. Girls are expected to be modest, submissive and nurturing, while boys are expected to be assertive and in the lead. These expectations later affect the choices made by women and men as to field of study, employment and career or vocation.

The assignment of gender roles is also known as the gender division of labor, in which men are seen as the breadwinners and the economically productive, while women – being the ones who bear children – are primarily responsible for nurturing and homemaking tasks.

WHY GAD?

Development seeks to meet people's basic needs, promote their economic well-being, and enable them to pursue interests and to participate in social and political processes.

Awareness that development has a gender dimension begun emerging in the international community in the late 1970s following International Women's Year (1975). GAD as an alternative development approach, however, was introduced in the Philippines only in the early 1990s. Before that, it was widely believed that development programs are "gender-neutral", that is, they benefit women and men equally. This resulted in the neglect of concerns particular to women, such as matters of reproductive health,

technology support and extension services for farm and production tasks done by women, credit for women's economic initiatives, and many others. Because their particular concerns were not being addressed, women remained disadvantaged and marginalized. Such a situation was self-perpetuating because it gave women little opportunity to influence development agenda and directions.

Cultural biases favoring sons over daughters and declaring wives as subordinate to their husbands, or men workers as more deserving of higher pay and benefits than the women, also went unrecognized and therefore uncorrected, contributing to women's marginalization.

Today the GAD track may be safely said to have crossed over from alternative to mainstream, thanks to the determination of advocates in and outside government, with the NCRFW as prime mover and catalyst. Much needs to be done, however, in cultivating gender sensitivity and responsiveness among the national bureaucracy and LGUs – a task in which you Sanggunian Committee members are among the frontliners.

Simply put, development should provide the opportunities for people to broaden their capacity **to do** and capacity **to be** (see *capacities check on p.4*). These opportunities, however, are not always the same for women and men because of the stereotyping of roles, expectations and perceptions of male and female capability earlier mentioned.

The barrier of gender inequality is what women's right advocates in government and non-government organizations as well as national and local government leaders are aspiring to eliminate in order to attain a just society. This, basically, is what gender and development work is all about. This is also the why the GAD approach was institutionalized, and is being practiced and implemented in government.

Capacities Check

The capacity to do refers to the how individuals are able to perform the things they want to do in pursuit of a better life, such as to

- do productive and satisfying work;
- have control over one's income and benefit from it;
- enjoy nature and the natural environment;
- have children and bring them up properly;
- care for others;
- travel in search of opportunities.

The capacity to be gives them the opportunities and resources to attain their aspiration for a better life, such as

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

Gender equality is a **development objective** in it is own right. It strengthens countries' abilities to grow, to reduce poverty, and to govern effectively. Promoting gender equality is thus an important part of a development strategy that seeks to enable all people—women and men alike—to escape poverty and improve their standard of living. (World Bank, 2001)

Gender equality is the opposite of gender inequality, not of gender difference. Gender equality is not synonymous with sameness, much less does it establish male values, lifestyle, standards and outlook as the norm. Gender equality has quantitative as well as qualitative aspects. The quantitative aspect implies an equal distribution of women and men in all areas of society, such as education, work, recreation, and positions of power. The qualitative aspect implies that the knowledge, experiences and values of both women and men are given equal weight and used to enrich and direct all social areas and endeavors.

GAD is a **development perspective** that recognizes the legitimacy of gender equality as a fundamental value that should be reflected in development choices. The GAD is a critical lens with which to view roles and relationship. It questions society's social, economic and political structures and the validity of the gender roles they ascribe to women and men. It contends that women are active agents of development and not just passive recipients of development assistance. It also stresses the need for women to organize themselves and participate in political processes to strengthen their legal rights. (NCRFW, 2001)

GAD recognizes that gender equality does not yet exist, that there is an imbalance in the status of women and of men. It thus promotes a positive bias for women since women are more generally excluded or disadvantaged in relation to social and economic resources and decision making. The desired results of GAD are gender equality and women's empowerment by including women's views and priorities in decision making about development processes and the setting of development goals. (Schalkwyk, et al, 1996)

An important aspect of the GAD approach is the use of the strategy called **gender mainstreaming**. This seeks to integrate women and men's concerns and experiences in the design, implementation, monitoring and evaluation of policies, programs and projects in all political, economic and social agenda. (NCRFW, 2001)

PRACTICAL, STRATEGIC NEEDS

The gender needs that the GAD approach desires to meet are of two kinds: practical and strategic.

Practical gender needs are based on women's socially accepted roles in society. They do not challenge the gender division of labor or women's subordinate status in society. Because they are practical in nature, these needs often pertain to inadequacies in living conditions such as lack of safe water, health care and employment (Moser, 1993). Responses to practical gender needs are concerned with easing women's multiple burden (home, employment, community obligations) and supporting women in their maternal functions. (Santos, et al., 1999) They also include health care and nutrition

services, education support, housing projects, and the delivery of other basic services.

One of the strategic needs of women which can be an area for legislation is their representation in political leadership positions. Sectoral representation for women is provided for by the 1987 Constitution, and an appointive seat in the Lower House has been created. The Local Government Code of 1991 similarly provides for a sectoral representative for women in the Sanggunian at the various levels. To date, however, no elections for sectoral representatives have been held, due to the reluctance of local officials to pay for the representatives' salaries and other expenses. (PPGD)

Women should be provided greater political empowerment by ensuring their meaningful participation in the electoral process and government administration. To increase their participation in politics and government, there is a need to adopt a mix of approaches and strategies focusing on various areas such as:

- political/legal education;
- advocacy on greater political participation of women as leaders and as constituents;
- institution of measures to provide women and men equal opportunity to be candidates for decision making positions in government, and to ensure women's equal participation in all levels of government;
- implementation of the Local Government Code's provision on the representation of women in provincial/city/municipal councils; and
- providing women equal access to the ranks of political parties and other organizations.

To attain the following goals, there is a need for the revision of political structures and mechanisms to ensure women's participation at all levels:

- development and implementation of affirmative actions programs for women in government;
- funding for projects on women's political rights and duties;
- establishment of a Commission, Board or Office of Women's Concerns in each province or locality; and
- political education for grassroots women.

Strategic gender needs recognize women's subordinate and marginalized status in society. They exist within particular socio-political contexts. In meeting these needs, the objectives may be to abolish the gender division of labor, alleviate the burden of child care and domestic work, remove institutionalized forms of discrimination, achieve freedom of choice over childbearing, and adopt measures to fight violence against women and male control over them, among others. Addressing strategic gender needs leads to a transformed society where equality exists (NCRFW, 2001)

LEGAL BASES FOR GAD

The international mandates on GAD are

- the **United Nations Convention on the Elimination of All Forms of Discrimination Against Women**. It calls for gender equality in all fields, affirmative action for women and protection of women from violence.
- **Beijing Platform for Action of the Fourth World Conference on Women**. This calls for actions on 12 areas of concern affecting women.
- Commitments made in global meetings such as the **UN conferences on Women, the International Conference on Population and Development, the World Summit for Social Development and the Habitat Conference**.

Its national mandates are

- Section 14, Article II of the **1987 Constitution** which states that "the State recognizes the role of women in nation building and shall ensure the fundamental equality before the law of women and men";
- **RA 7192** or the Women in Development and Nation Building Act which promotes the integration of women as full and equal partners of men in development and nation building;
- Section 28 of the **General Appropriations Act (GAA)** from 1995 to 2000 directing government entities to formulate a GAD plan, the cost of which shall not be less

than five percent of their yearly budget, otherwise known as the GAD budget;

- **Executive Order (EO) 273** directing all government agencies and local levels to “institutionalize (GAD) efforts in government by incorporating GAD concerns in their planning, programming and budgeting process”; and
- **Local Budget Memorandum No. 28** which directs local government units to mobilize resources to mainstream and implement gender and development programs using the 5 percent development fund.

The Philippine Constitution also

- recognizes women’s maternal and economic role (Article XIII, Section 14);
- recognizes women’s special health needs (Article XIII, Section 11);
- declares as being natural-born those children born of Filipino mothers before the January 17, 1973 Constitution and those who elect Philippine citizenship at the age of majority and allowing Filipino women married to aliens to retain their citizenship if they choose to do so (Article IV).

In **Congress**, the Senate Committee on Women and Family Relations was created to legislate on women’s concerns. In the House of Representatives, the Committee on Women with subcommittees on Domestic Working Women, Migrant Women Workers, Disadvantaged Women and Marginalized Women, was formed. A seat for a women’s representative in the Lower House was especially created to bring gender issues into focus.

The Philippine government also created agencies with specific programs on women.

- National Commission on the Role of Filipino Women
- Department of Labor and Employment’s Bureau of Women and Young Workers
- Department of Agriculture’s Bureau of Agricultural Extension
- Department of Social Welfare and Development’s Bureau of Women’s Welfare

Other laws and political actions advancing women's status:

- **RA 7877** declares sexual harassment unlawful in the employment, education and training environment.
- **RA 6949** declares March 8 of every year as a working holiday to be known as National Women's Day.
- **RA 6972** mandates the establishment of day care centers in every barangay.
- **RA 7322** increases the maternity benefits of women in the private sector.
- **RA 7655** increases the minimum wage of domestic helpers.
- **RA 6955** outlaws the practice of matching Filipino women with foreign nationals by mail-order.
- **RA 7688** provides incentives to women in the Social Security Commission.
- **RA 7600** provides incentives to all government and private health institutions with rooming-in and breastfeeding practices.
- The **New Family Code of the Philippines** (EO 227), signed into law in 1987 after eight years in the making, removes the discriminatory provisions in the Spanish colonial law-based Civil Code of the Philippines.



Revisiting Issues on Women and Family

The Philippine Constitution recognizes the importance of the family as the fundamental unit of society. From this recognition has sprung various laws and legal instruments protecting the family and promoting the well-being of its members.

Underlying most legislation on the family is the assumption that well-functioning and happy families constitute the necessary foundation for social stability, economic progress and development (PPGD). Healthy families can help reduce social problems and raise socio-cultural, ethical, and moral standards by

- providing for the material and psychosocial needs of society's members;
- transmitting necessary societal values of respect, peace, democracy and equality; and
- caring for children, the elderly, and people with disability.

Is the Filipino family capable of facing up to these responsibilities? What gender issues need to be addressed in order to promote women's status and strengthen the family for the challenges of the modern world?

FILIPINO FAMILIES AND WOMEN'S CHANGING ROLES

Modernization and development processes have been reshaping Filipino families and households. In response to broader socio-economic and demographic changes, Filipino families have become smaller in size and more nuclear in composition and organization. In turn, these changes have led to changes in the relationships among family members, and in the roles and responsibilities of adults and children and of men and women within the family unit.

Women's changing roles in particular have important consequences for families and households. Filipino women are marrying at later ages, thus delaying the onset of family formation. More women are opting to have fewer children. Their labor force participation has increased. As a result of these and other related changes, an increasing number of Filipino families no longer conform to the notion of a family as necessarily consisting of a married couple and their children and where the father works and the mother keeps house.

Nonetheless, traditional sex roles in which women are held primarily responsible for child care and homemaking, and men for

Figures from the National Statistics Office (NSO) show that

- more than 40 percent of 11.4 million families live in urban places;
- the number of extended households (couples, children and relatives) has declined, indicating that families are not as close-knit as they had been;
- the average family size has shrunk to 5 members (1998) from six (1960);
- couples prefer having two children;
- the number of female-headed households has risen to 14-15 percent;
- more women, prompted by poverty, have entered work, becoming active income contributors. In the formal employment sector, women income earners comprised 47.5 percent in 1990.

Families are also undergoing instability and disorganization. Indications are

- the rise in adult and juvenile crimes, illegal drug use and prostitution;
- increase in the number of street children who, according to studies, run away from their families because of financial difficulties and conflicts in the home;
- rampant domestic abuse and violence against women and children; and
- rise in the incidence of marital breakups and separations. (PPGD)

providing for the family's economic needs, have persisted. Responsibilities imposed on women by marriage, motherhood and employment make up what is now recognized as the multiple burden of women. Without the traditional supports available to earlier generations of Filipino families, the tasks of raising children and keeping the family together have become increasingly more difficult and challenging in the face of persistent poverty and the increased migration of family members. Women struggle to keep the family intact and to sustain it as fully as possible, at the cost of denying their own needs and personal development.

There is a need, therefore, to redefine and adjust gender roles within the home, and to redistribute tasks and responsibilities more equitably among family members. In particular, men's greater concern for and commitment to their children and families and their sharing in parenting and homemaking duties will enhance the well-being of family members, and enable families to better perform their function of providing members the necessary economic, social and emotional support. (*Filipino Women: Issues and Trends, NCRFW, 1995*)

Clearly too, women's empowerment is the key to enabling the Filipino family to become a positive force in nation building. At the same time, women need to be empowered for their own sake so they can claim their human right to live more fulfilling and meaningful lives on their own terms.

ISSUES FOR WOMEN

Because it is at the helm of development and has resources at its command, government is in a key position to empower women. And it can do this by being responsive to gender concerns. You in the Sanggunian Committee are expected to take the lead in cultivating the gender sensitivity needed for this to happen. The major issues for women are summed up as follows.

Marginalization. Women's participation in development activities is limited to those traditionally regarded as women's concerns

like maternal and child care, nutrition, homemaking, and earning supplementary income. Hence, women are unable to develop their potential to the full. Development concerns that are primarily associated with women's functions are considered less important and therefore do not receive as much attention and resources as those that pertain to men's functions.

Subordination. Women are assigned secondary status vis-à-vis men whether in the home, at work, or in public life. Again, this has resulted in women having less access to and control over development resources and benefits. Other manifestations of women's subordinate status are: the use of male values and standards as yardstick for what is ideal or preferable or acceptable, deferment to male authority and opinion, automatic designation of the father as family head, and many others.

Discrimination. This is any practice, policy or procedure that denies women equal treatment and status because they are female. Statistics, for example, still show women's labor force participation and wages to be lower than that of men. Legal reform has not completely removed instances in the law and the justice system where women are dealt the shorter hand. Cultural biases also continue to hamper the enforcement of laws that uphold women's rights.

Multiple burden. Many women hold fulltime jobs or do exhausting farm or market work, but still have to be responsible for seeing to it that there's food on the table, the children are looked after, and the household is in order. Often they are also expected to do volunteer work in the community. These multiple responsibilities wear out women and leave them no time or energy for recreation or personal pursuits.

Gender stereotyping. This is the tendency to hold fixed, unquestioned and unexamined beliefs and perceptions about women and men, and to assign them roles based on these beliefs. Stereotyping extends to perceptions as to what type of activities, fields of study, occupations, areas of responsibility and activities are appropriate for women and for men.

Violence whether threatened or actual, perpetrated on women simply because they are women. It includes sexual harassment, sexual assault, rape, incest, pornography, battering, trafficking, and abuse whether psychological, verbal or economic. These acts of violence reinforce male domination of women.

Obstacles to personal development. The issues and problems discussed above have a direct negative impact on women's sense of self-worth and their ability to make something of their lives. Developing one's talents and pursuing interests is so much more difficult for women than men, and women who try to achieve something at the cost of neglecting their families risk being censured by society.

Labor Force Participation • 2002
(15 years old and over)

	<u>Female</u>		<u>Male</u>		<u>Total</u>
Population	25.453M	50.05%	25.388M	49.94%	50.84M
Labor Force	13.157M	39%	20.516M	61%	33.674M
Employed	1.81M	39%	18.44M	61%	30.25M

Women in Elective Positions • 1987-1995

<u>Year</u>	<u>Senate</u>	<u>Congress</u>
1987	2 out of 23 seats	19/202
1992	4 out of 24 seats	22/200
1995	3 out of 12 seats	29/220

Women in Bureaucracy

1980- 1990	47.9%
1991	51.4%

Women in Judiciary

1993 –	13.9% out of
	1,666 judges

VAW cases handled by DSWD

<u>Year</u>	<u>Agency</u>	<u>Total</u>	<u>Classification</u>
1992	DSWD	3,853	Abused /battered women

In 1991, a survey conducted by WCC in three urban poor communities in Metro Manila revealed that 11 out of 112 women had experienced battering at least once in their married life.

The Safe Motherhood Survey conducted by the National Statistics Office in 1994 which covered 8, 500 mothers revealed that one out of 10 married women have experienced some form of domestic violence and that this was more prevalent among younger (below age 20) women and those with less education.

In 1999, the IMA Foundation in its less than a year of campaigning in Central Luzon for the prevention of family violence, was able to gather 1,635 "breaking the silence" stories. The collected disclosure letters revealed that almost 98% of men and women, boys and girls who wrote their stories admitted to having suffered various forms of violence in the family.

GENDER DISPARITIES FROM A GLOBAL PERSPECTIVE

Seen from a global viewpoint, gender disparities may be noted in the matter of rights, resources and voice or representation (*Engendering Development, World Bank, 2001*).

Rights. There is still no region in the world where women and men can be said to have equal social, economic, and legal rights. In a number of countries women still lack the right to own land, manage property, or conduct business on their own, or even to travel without their husband's consent. In much of Sub-Saharan Africa, women obtain land rights chiefly through the husband, and lose those rights when they get divorced or widowed. Gender disparity in rights limit

the choices for women in many aspects of life, and greatly limit their ability to participate in or benefit from development.

Resources. Women's command over production resources, including education, land, information, and financial resources, continues to diminish. In South Asia women have only about half as many years of schooling as men, and girls' enrollment rates at the secondary level are still only two-thirds of boys'; many women cannot own land, and those who do generally have smaller landholdings than men. In most developing regions enterprises run by women tend to be undercapitalized and have poorer access to machinery, fertilizer, extension services, and credit compared with male-run enterprises. Such disparities reduce women's ability to participate in development and to help raise the living standards of their families, as well as to deal with personal or family crises, economic upsets, and the difficulties of growing old.

Despite recent improvements in their educational attainment, women continue to earn less than men. Women's employment is often limited to certain occupations in developing countries, and women are largely excluded from management positions in the formal sector. In industrialized countries women in the wage sector earn an average of 77 percent of what men earn; in developing countries, 73 percent. And only about a fifth of the wage gap can be explained by gender differences in education, work experience, or job characteristics.

Voice. Because the income women earn is regarded as secondary, men usually have the greater say on how family income is to be spent or invested, and in decision making as a whole. This situation is echoed at the community and national levels. Furthermore, women remain underrepresented in national and local assemblies, accounting for less than 10 percent of the seats in parliament, on average (except in East Asia where the figure is 18-19 percent). In the developing regions women do not hold more than 8 percent of ministerial positions. Moreover, progress has been negligible in most regions since the 1970s. And in Eastern Europe female representation has fallen from about 25 percent to 7 percent since the beginning of the economic and political transition there.

It is also useful to note the changes occurring globally that challenge the efforts of national and local governments to attain gender equality. The PPGD cites the following:

Population explosion in Asia, coupled with dynamic investment and production in many parts of Asia, is making the region the fastest growing market in the world. This and the unevenness of economic growth in Asia have caused the flight of workers to other countries, increasing intra-regional migration problems.

The **effort to promote free trade** is blurring economic boundaries. The General Agreement on Tariff and Trade (GATT) to which most countries now subscribe seeks liberalization in the export of foreign capital and goods and the imposition of minimal restrictions on markets. These measures are expected to bring in more investments and to transform small and light industries, improve productivity and create new employment opportunities. The negative effects of unregulated trade, however, can undermine these gains and leave weaker sectors like small farmers/manufacturers and female labor more vulnerable to exploitation.

Dependence on foreign debt to fuel the national economy has led to structural adjustments through policies on economic liberalization, deregulation of basic industries such as oil, and privatization of government-owned and managed corporations. Domestic resources are drained as the nation pays the foreign debt, resulting in higher prices and cutbacks in the national budget, usually the allocation for the social sectors. This is an additional burden for women who would have to provide their families goods and services that were once supplied by government or were available from the market at an affordable price.

Computer-based technology has hastened communication, production and the learning process. However, it needs to be made more widely accessible especially to the rural population. In many parts of Asia the communication facilities required for Internet access is still lacking in the rural areas, and even electricity has yet to be available universally.

Television will continue to be a powerful medium in delivering information to and from all parts of the world. However, what it projects is mainly a North American consumerist lifestyle. Some of the images present women as commodities or in stereotyped and subordinate roles.

While it will bring in new job opportunities for women, the **information industry** will only replicate anew a hierarchy of gender-differentiated jobs, and come up with a new version of the gender division of labor. Moreover, this stratification may cut across national boundaries and effect an international division of labor where wages are different for the workers of the rich and the poor countries, and for men and women workers. Moreover, bringing home data or word processing jobs will just be the latest form of "flexibilization", a labor market trend that pushes workers to casual and informal-sector jobs.

Governments' offer of incentives to foreign investors and the low wages paid to workers in less developed countries have encouraged the **transnational movement of capital**. This has contributed to the international division of labor mentioned above. This division is going to be more entrenched as less developed countries maintain their thrust of providing cheap labor to industrialized countries.

Urban areas will grow into **megacities** and will draw, as they do now, workers from the countryside. This trend will have impacts on the structure and composition of households, which will tend to be smaller and to be led by a single parent. But an increase in extended family households is also likely, because additional help with the children will be needed. Marital discord is likely to increase due to physical separation and may also manifest in domestic violence.

Reproductive health concerns have gone beyond maternal and child health. The broader agenda is now to address the right of women to have their health needs met as women and not merely for their role as mothers. The agenda includes demands for protection from unwanted pregnancies, services for women's health, and information for women and men on sexual health, fertility

regulation and general health care. However, a major improvement in reproductive health is not likely to happen because of the absence of a government policy explicitly promoting contraceptive use.

The **destruction of the environment** continues. In the process, biodiversity, or the variety of life in all its forms found on earth, is diminished. In the Philippines, about 60,000 species of organisms are in danger of extinction. About 80,000 hectares of forests are cut annually. This threatens the country's food security, and adds to the burden of women who are the ones tasked to ensure the family's sustenance.

The **emergence of global markets** threatens the integrity of individual nations. International institutions like business corporations and multilateral aid organizations have emerged and are beginning to erode the control of governments over their economies. A weakened government will be less able to protect its people from the negative impact of global trade, or to protect the gains of past reforms. Resistance to globalization has been noted among ethnic groups and indigenous peoples. Women, who also feel the brunt of global trade through labor exploitation, have also been politicized and are acting to defend their labor rights. In this growing resistance, social movements, including that of women, can flourish.

3

The Sanggunian Committee on Women and Family

CREATION OF THE COMMITTEE

Local autonomy, the goal of the Local Government Code, is attained through a system of decentralization that grants more power, authority, responsibility and resources to local governments. The Sanggunian Committee on Women and Family is an instrument for the exercise of local autonomy.

Declaration of Policy

Section 2.a. It is hereby the policy of the State that the territorial and political subdivisions of the State shall enjoy genuine and meaningful local autonomy to enable them to attain their fullest development as self-reliant communities and make them more effective partners in the attainment of national goals. Toward this end, the State shall provide for a more responsive and accountable local government structure instituted through a system of decentralization whereby local government units shall be given more powers, authority, responsibilities and resources. The process of decentralization shall proceed from the National Government to the local government units.

The Code vests legislative power in the Sangguniang Panlalawigan for the province, the Sangguniang Panlungsod for the city, the Sangguniang Bayan for the municipality and the Sangguniang Barangay for the villages. The creation of standing committees to address specific concerns, such as those of women and children, at these various levels of local government is instructed by the Code.

Internal Rules of Procedure

The LGC Internal Rules of Procedure provide for, among others, “the organization of the Sanggunian and the election of its officers as well as the creation of standing committees which shall include, but shall not be limited to, the committees on appropriations, women and family, human rights, youth and sports development, environmental protection, and cooperatives; the general jurisdiction of each committee; and the election of the chairman and members of each committee. (Section 50)

COMMITTEE MANDATE

The Code names the powers, duties and functions of the Sangguniang Panlalawigan, Pambayan, Panlungsod and Pambarangay. It does not, however, specify the mandates of the standing committees created under the Internal Rules of Procedure.

To clearly define the mandate of the Sanggunian Committee on Women and Family, WIN with the NCRFW, the DILG, the PCL and the Local Government Academy sponsored five national seminar-workshops on empowerment.

A total of 358 members or officers of the committees from 135 municipalities, 65 provinces and 21 cities participated in the workshop series to define the mandate and to formulate action plans for their respective areas.

A WIN congress held in Baguio City in February 2001 approved the mandate drafted from the workshop series. The WIN congress, in this sense, is another milestone in the effort to strengthen local mechanisms in gender and development work.

The draft mandate reads: “The Sanggunian Committee on Women and Family shall lead in advocating and developing plans, policies and programs, strategies and activities, as well as in legislating laws on the empowerment of women and families toward

sustainable development. It will ensure the implementation, monitoring and evaluation of all measures on women and families through the allocation of budget, as provided by law, and the generation of support from government agencies, non-government organizations, the business sector, and the civil society.”

Stated in the mandate are

- the general powers and functions of the committee;
- its empowerment thrust;
- its goal of sustainable development;
- the guarantee of a budget allocation for GAD; and
- the partners in the promotion and attainment of GAD goals.

Although a mandate has been formulated, however, no legislation or executive directive has given it official stamp. An important task for the Sanggunian Committee therefore is to have the mandate adopted through an ordinance.

Giving the mandate legislative muscle would enable you members of the Sanggunian Committee to advocate for gender responsiveness as part of your legislative and regulatory tasks, since gender has a bearing on practically every aspect of the lives of your constituents. (Annex A gives the full text on the powers, duties and functions of the Sanggunian Bayan as an example so you can examine these closely and identify the areas you should give priority attention to. Please refer to the Local Government Code for the powers, duties and functions of other LGUs.)

A WORD OF CAUTION

The creation of the Sanggunian Committee on Women and Family is generally considered a step forward. Definitely the mandate expresses an encompassing concern for women and families. In Chapter II it is noted that the Philippine Constitution and other laws emphasize the importance of the Filipino family as the fundamental unit of society. The people that make up a community or nation are reared within families. The Sanggunian Committee thus plays an important role in encouraging or supporting values

and practices that respect and promote the dignity of persons and the family as a social institution.

Caution is urged, however, because the concerns of the two sectors (women, family) seem to be considered inseparable or as a single concern, as implied by their being combined under one committee.

This lumping together of women and family concerns reflects a continued adherence to traditional views on the roles of women and men, earlier described as the stereotyping of sex roles, in which women are assigned to the domestic and reproductive spheres. Although denoting an appreciation of women's nurturing capacity, the said combining seems to support the view that marriage and motherhood are what women are meant for. It is important to emphasize that unless both women and men are held equally responsible for homemaking and child rearing tasks, the opportunity for self-fulfillment or developing one's potential will continue to elude women.

Because the tasks of addressing the concerns of women and the family are carried out in one committee, the legislators must at all times be consciously aware of the distinctness of women's practical and strategic needs from that of the needs of the family as a unit. If not, legislators may fall into the trap of reinforcing the reproductive role of women and neglecting their productive and community roles.

Another pitfall is that the committee might believe it is doing its work of addressing gender concerns, when in reality it is only the interests of the family or its dominant members that are being addressed. It is not improbable for women's interests to be overlooked altogether, thus defeating the goal of gender-responsiveness that prompted the committee's creation.

The committee should also be aware that the exploitation and abuse experienced by women and girls have in many cases taken place within the family. There might be instances in the work of the Sanggunian Committee when keeping the family together is seen as paramount. If upholding the rights and well-being of its female

members could lead to the family's breakup, those in the committee who are more traditional-minded might hesitate to take action.

What can GAD advocates and the Sanggunian Committee on Women and Family do to change the situation of women in the family and Filipino families in general?

- Raise public consciousness on family and gender issues such as the role of women in the family.
- Review/assess/amend existing legislations, policies, and programs and projects to
 - assess their impact on family life, particularly on female members, and their adequacy in helping families become productive units of society;
 - flesh out the positive statutory provisions/features of existing ones;
 - make them more responsive to the changing conditions and needs of family units, to emerging typologies of the Filipino family and to the refocused roles of Filipino women in the family and society.
- Formulate a more integrated and comprehensive set of policies and programs to enable women and families to better perform their social tasks.
- Review existing laws, bills and local policies and propose new legislation bearing on marriage and the family, and on women, the children and the youth, the elderly and the disabled, with the aim of promoting their welfare.

4

How to Push the GAD Agenda

With the powers conferred by its electoral mandate and by law (the Local Government Code, the Women in Development and Nation Building Act), the Sanggunian Committee on Women and the Family can make enormous contributions in achieving gender equality and in meeting the practical and strategic needs of women.

As committee members, you can push for the GAD agenda in the legislation of ordinances and resolutions, in the formulation and implementation of the development plan for the locality, and in budget allocation at the regional, provincial, municipal/city and barangay level.

LEGISLATION

Laws can help facilitate social transformation. They can serve as impetus to or support changes that should take place. They can also provide the legal framework that can enable those changes to take place. As Kathryn L. Powers (1979) writes: “(The) intrusive, intersubjective qualities of modern law continually interact with social practices and relationship, making legal change an integral necessary component of social change, even though changes in law are not solely determinative of the nature and direction of social change.”

In the context of advocacy for women’s equality and empowerment, laws present many possibilities. They can be potential avenues or channels for women’s alternative ideologies and visions for themselves, their families and their society. They can also be a battleground for women’s definitions of their hurts and violations,

as well as their versions of what-should-be. Laws can provide women with responses to their day-to-day practical needs, and contribute to meeting their strategic needs. Sensitive both to women’s life situations and to the interactive patriarchal forces at play, laws can make a difference in women and men’s lives.

The NCRFW’s two-volume book, *Toward Gender-Responsive Legislation*, details the “how” of gender-sensitive legislation. These steps are recommended:

1. Prioritize issues.
2. Do research
3. Formulate proposed measure.
4. Review and amend.

Strategy: Bring into focus issues of rights, resources and representation.

Welfare

- Provide material needs around reproductive roles.
- Organize charity events like milk-feeding, vaccination etc.

Access

- Create opportunities for making resources — land, labor, credit, social services, technology — available to women and families, especially the poor.

Consciousness raising

- Organize training programs and activities that develop the ability to critically analyze gender relations in society, in government and in the family, with the aim of nurturing the principle of equality.

Participation

- Organize training activities for enhancing the leadership and organizational skills of women, to raise their confidence and enable them to participate in the planning, implementation, and evaluation of community programs, projects and activities.

Laying the groundwork

Becoming aware of the gender dimension of problems and issues in your locality will present you with a wide range of women concerns which will probably all seem urgent and needing prompt attention. It is thus important for you to have a good look at the issues and to set priorities. The following activities are recommended:

1. Consult with women's groups, women leaders in the community and other stakeholders involved in gender issues.
2. Organize a summit, discussion group or any type of activity that will identify and rationalize why these issues need to be given priority.
3. At the end of the activity, try to agree on what issues are priority. Arriving at a consensus will set the parameters of the participants' expectations from you. This will also help them interface their efforts with your efforts.

Research comes next. To do this:

1. Identify the issue or problem that is being addressed. Formulate this into a question. (Example: Why does the battering of women and girl children continue despite the many ordinances passed against it?)
2. Obtain copies of studies or researches done by national agencies and academic institutions that specialize in gender or women' studies.
Establish contacts. Prepare or consult your directories of government agencies and NGOs.
3. Obtain copies of commitments made by the national government through international instruments
What do these commitments guarantee?
What are your mandates based on these instruments?
4. Consult with multisectoral groups. In the meetings, draw out the experiences of development workers that specialize in the issue chosen. Elicit recommendations on specific actions to take.
Formulate a set of questions for the discussion and sharing sessions.
Clarify based on the issue at hand.

Document faithfully the recommendations especially the proposed actions addressing the issue or problem.

5. Consult with victims and their caregivers (either from the family or from institutions). Prepare a set of questions but be sensitive in phrasing your questions. Tell your subjects what the consultation is for so they will know what you want them to contribute to your legislative work.

To help you define further the issue, here are other guide questions:

- After some knowledge of the situation and the context has been gained, how can the issue or problem be stated that will best reflect the situation, especially considering its gender dimension? Consider at this stage women's definitions or formulation of the issue or problem.
- Does the definition take into account and accurately reflect the experiences of women? Does it reflect the male view of the issue or problem as well as gender-based assumptions?
- What potential objections, on legal or other grounds, can be raised against a gender-sensitive definition of issues or problems? How can these objections be countered using human rights standards and citing other commitments of the government?

To help you analyze the data, here are some guide questions.

- What economic, political, social or other factors surround the issue or problem? What are its root causes? What are its immediate causes? If the issue is limited access to credit, what is it that prevents women from obtaining credit? Are gender-based biases the cause? How can women's access to credit be improved?
- What rights of women are violated because of the issue or problem?
- What is the magnitude of the problem? Where is it most prevalent? How many women are affected? Are all women similarly affected by it? Is it more prevalent among poor women and why? How is the family affected, and how do family situations affect the problem?

- What are the gender-based assumptions and biases that cause the problem? How do these assumptions result in or contribute to gender inequalities or women's marginalization?
- Are the laws/ instrumentalities that you plan to base your assertions on pertinent to the issue or problem? How do they address the issue? Do they also reflect the gender based assumptions that you are trying to eliminate?
- What international treaties or covenants covering the particular issue or problem have been ratified or adopted by the government? How do they view the issue or problem?
- Do local institutions like the media, religion, family or state contribute in aggravating or reinforcing the issue or the problem? Why or why not?
- How does the problem or issue affect local development? Does it aggravate poverty? Is it disabling to the members of the community?

Next, formulate the legislative or executive proposal.

1. Set the objectives of the proposal.
 - What are the different aspects of the issue or problem that should be addressed by the legislative or executive policy? Are there institutional weaknesses in funding, implementation, monitoring, reporting, etc?
 - What practical and immediate needs of women pertinent to the issue or problem should be met by the proposal? Are they true for all women? If not, what practical needs specific to certain women or groups of women should be considered? Are these women and children found in fishing communities? In farming communities? Are they battered women and children? Women and children with special needs? Women inmates and juvenile girls in police custody or detention?
 - What strategic needs of women pertinent to the issue should be addressed?
 - What other gender concerns should be addressed?
 - What standards set by treaties and other documents are pertinent to the issue or problem?
 - Is the language used gender-sensitive?

2. Identify the measures to achieve the objectives.
 - How can the various aspects of the issue or problem be addressed?
 - What measures can be integrated into the proposal that will respond to the pertinent practical needs of women? What specific measures may be necessary to meet the specific needs of certain women or groups of women?
 - What measures are necessary to respond to the pertinent strategic needs of women? What measures should be provided to respond to other gender concerns related to the issue or problem?
 - Choosing from alternatives to achieve the same outcome, which will benefit the most number of women? What activities, projects or programs will best address the gender-based concerns that are pertinent to the issue?
 - What practical measures should be integrated to ensure the implementation of the proposal once it is passed?

To review and amend, examine the following points based on but not limited to the previous guide questions:

- Definition of the issue or the problem
- Definition of objectives
- Proposed measures to achieve the objectives

Steps in legislation

A Sanggunian can pass two types of legislative issuances — the ordinance and the resolution. The ordinance has a more or less permanent nature. It prescribes a rule that must be followed by constituents and by those who come within the territorial jurisdiction of the local government concerned. A resolution is a formal expression of the sentiment of the local legislative body. It is generally of a temporary nature and usually covers proprietary functions and private concerns.

Sponsorship. As pointed out, crafting the proposal in consultation with the sectors affected helps to ensure that the problem or issue is being addressed in the best way possible. The proposal may be wholly authored by the sponsoring council member, or it may be drafted by women's groups and other advocates working on the issue. If the latter, the proposal should be adopted in its totality as much as possible. In any case, the sponsor must be assisted with the necessary background information including statistics, surveys, case studies, and pertinent laws. To draw support for the proposal, the sponsor must be able to cite its significance or impact on constituents, how it responds to the issue at hand, and the mandate it may have from the Constitution or national laws, government policy and presidential directives.

First reading. The title of the bill will be read. Without yet debating on the merits of the bill, the presiding officer (the vice governor, the vice mayor, etc.) will refer the bill to the appropriate committee or the Sanggunian for further study. The committee chair may call public hearings on the bill, if necessary.

Although any Sanggunian member may sponsor the measure, it may be helpful for advocates to choose as sponsor the chair of the committee to which the measure will be assigned. This way, the measure has greater chances of being scheduled for hearing. Also, the working relationship established as a result of previous consultations would make the sponsor or chair more accessible to the advocates. Thus the latter's participation in hearings called by the committee is more or less assured.

Second reading. The committee that conducted a preliminary study of the bill will submit its report to the Sanggunian. The bill's merits will then be debated, and voting will follow. The bill may be defeated at this point, if the Sanggunian votes against it.

The advocates can participate in the debate by acting as consultants of the sponsor. They may sit as a panel and provide support to the sponsor and his or her staff. Issues that may be raised on the floor can be taken up with the sponsor beforehand and the necessary information or recommendations readied.

Third and final reading. The Sanggunian will make its final vote on the bill. If approved, the bill will be submitted to the LCE (governor, municipal mayor, city mayor) for signing.

Advocates should mobilize other women and supporters to be present during the voting, to show the Sanggunian that there is wide support and clamor for the measure.

The ordinance

A bill passed by the Sanggunian becomes an ordinance if

- it is signed or approved by the LCE.
- if the LCE does not make any action on the bill within 15 days (in the case of the province) or 10 days (in the case of the municipality or city). Due to the LCE's inaction, the bill shall become an ordinance as if the LCE has signed it.
- the LCE vetoes or disapproves the bill but the veto was overridden by the vote of two-thirds of all the members of the Sanggunian concerned.

The ordinance becomes effective on the date stated in the ordinance or 10 days from the date a copy of the said ordinance is posted in a bulletin board at the entrance of the provincial capitol or municipal, city or barangay hall, as the case may be, and in at least two other conspicuous places. The Sanggunian secretary shall have the ordinance posted not later than five days after it is approved.

Ordinances are subject to review. Within three days after approval, ordinances and public investment programs formulated by the local development councils shall be forwarded by the secretary of the Sangguniang Bayan or Panlungsod to the Sangguniang Panlalawigan for review. If the Sangguniang Panlalawigan finds that the ordinance or resolution is beyond the power conferred upon the Sangguniang Bayan or Panlungsod concerned, it shall declare the ordinance or resolution invalid in whole or in part. If no action is taken by the Sangguniang Panlalawigan within 30 days after submission of the ordinance or resolution, the same shall be presumed consistent with law and therefore valid.

In the case of the Sangguniang Barangay, it is the Sangguniang Bayan or Panlungsod that reviews the ordinance, and should receive a copy of it within 10 days after enactment. If the Sangguniang Bayan or Panlungsod fails to take action within 30 days from receipt the ordinance, the same shall be deemed approved. If the Sangguniang Bayan or Panlungsod finds the barangay ordinance inconsistent with a national law or municipal or city ordinance, it shall, within 30 days from receiving it, return the same with its comments and recommendations to the Sangguniang Barangay concerned for amendment or modification; in which case, the effectivity of the barangay ordinance is suspended until the revision called for is effected.

Other areas of concern

In what other areas can the Sanggunian Committee on Women and Family introduce or amend policies? Following are the features of the Local Government Code that have been translated into ordinances by local government units. Determine where, at various times, you can address critical areas of concern.

General features

Local autonomy
 Decentralization
 Basic services and facilities devolved to LGUs
 LGC provisions operationalizing the transfer of basic services and facilities
 Regulatory powers devolved to LGUs
 Enhanced governmental and corporate powers
 Improved NGO-LGU relations
 Private sector/NGO role
 Preferential treatment for the marginalized sector
 People empowerment
 Special bodies
 Relation of LDCs to the Sanggunian and the RDC

Critical areas of concern

Women in poverty
 Education and training for women
 Women and health
 Violence against women
 Women in situations of armed conflict
 Women and the economy
 Women in power, in decision making
 Institutional mechanism for the advancement of women
 Human rights of women
 Women and the media
 Women and the environment
 The girl child

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 Human rights of women
 Women and the media
 Women and the environment
 The girl child

The major challenge for the Sanggunian Committee on Women and Family is to push for the formulation of a GAD plan or code for the LGUs.

Several cities like Davao, Angeles and Cotabato have formulated theirs.

DEVELOPMENT PLANNING AND IMPLEMENTATION

Like all Sanggunian members, the chair and members of the Sanggunian Committee on Women and the Family can make an important contribution in development planning for the province, municipality, city and barangay.

Planning

The local development plan is prepared mainly by the provincial, municipal, city and barangay planning office in consultation with various offices in the local government units. The plan is approved by the Sanggunian members and the LCE.

The planning stage is crucial because it is here that the situation and the needs of the locality are identified and development direction is determined. The Sanggunian Committee on Women and the Family can come in by assessing the gender responsiveness of the plan that is taking shape and right away seeing to it that gender concerns are integrated.

NCRFW recommends that planning be undertaken in phases as follows:

1. Situational analysis

Use of sex-disaggregated data. The analysis should be based on sex-disaggregated data, that is, data that gives separate information on the situation of women in the economic, social and political life of the locality. On the national level

and to some extent the regional and provincial levels, such data are available from the National Statistics Office and the NCFRW. Get the most recent results.

If sex-disaggregated data are not available, an option is to consult women themselves, or non-government organizations that work for women's concerns. The committee should mobilize the planning office to do a local census or survey to make such data available for future use. The committee may also require the planning office to improve its data bank especially on women and men, girls and boys, and families. Additional budget will have to be provided for the acquisition of relevant publications, studies and other information materials.

Identification of resources. As early as the planning stage, determine what resources (financial and material, human and organizational) are available or may be tapped to support and implement the plan. Find out who controls these resources. Are mechanisms in place to ensure that these resources are accessible equally to women and men?

Statement of the problem. Make sure that the plan's statement of the problem integrates the gender inequality issue. Was the statement formulated after thorough discussion of the gender basis of the problems and causes?

2. Identification of goals and objectives

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

A good objective must be SMART:

- **s**pecific
- **m**easurable

- **appropriate**
- **realistic**
- **time-framed**

Here are some guide questions on setting objectives.

- Are your objectives gender-responsive?
- Do they directly address the program thrust and the gender issues identified therein?
- Are they based on a reliable and quantifiable set of indicators that are gender-responsive?
- Do they address identified priority needs and targets as they relate to the differential needs of women and men?
- Are they attainable and measurable within the life (six months? one year?) of the project?

Objectives are GREAT if these are: gender-responsive, equality-oriented and aware of social and economic differences in the lives of its target beneficiaries.

3. Formulation of policies and strategies

Provincial, municipal and city governments set goals and objectives, policies and strategies based on a national or regional development plan. The policies and strategies should be aimed at meeting the needs identified in the situational analysis.

Here are some guide questions on policy and strategy formulation.

- Is gender equality as a policy being applied?
- Is gender equality stressed in the issues of rights, resource and representation?
- Are there mechanisms being set up for women's participation in the phases of conceptualization, planning, implementation, evaluation?
- Are the strategies based on a thorough study that took into consideration the time, workload, knowledge and skills of women in their productive and reproductive roles?

4. Formulation of programs and projects

Gender issues cut across all sectors of society. Are the programs and projects suited to the sector that needs the intervention? Do they take into account the differential needs of women and men? The particular needs of women in lower income groups, or those who have experienced sexual abuse and exploitation?

Of course, no program or project can succeed without the appropriate resources. RA 7192 requires national agencies and local government units to set aside at least 5 percent of their annual appropriation to be used for priority programs, projects and activities designed to address gender issues and women concerns. Sanggunian members, through an ordinance, can make sure that this funding requirement is fulfilled. And please note: 5 percent is just the minimum, the GAD budget can go higher. (Another section in this chapter tackles the budget aspect of GAD.)

Implementation

The most carefully crafted development plan is at best just a sensitizing tool unless it is implemented. Moreover, it is in the implementation that the advocates can test if the local officials concerned have the sincerity and commitment to walk the GAD path. Here are some guide questions on how to insure that gender is not neglected in the implementation of programs and projects.

Is the gender equality policy put into practice in the implementation stage? Are the mechanisms set up to generate the involvement and participation of women actually working?

Are women taking part in the programs and projects? How? What motivates them to participate? Nothing is wrong about being persuaded to join because of monetary or personal returns. But have the women reached a point where they consider the programs and projects to be their own, as something in which they have a stake?

Are they merely passive beneficiaries, or are they being empowered to speak and be heard, to contribute and to benefit?

Do the program and projects also offer opportunities and benefits to men?

Monitoring and evaluation

Monitoring is the process of collecting and analyzing information on the implementation of a policy, program or project. A continuing effort, it involves regular checking to determine progress, identify problems and possible solutions, and obtain feedback. In some cases, monitoring can also allow for adjustments within a program or project. Periodic checking of indicators can be done to keep track of possible trends. Another way to monitor a program is to assess its current output.

It may be necessary to assist the project staff in this task especially if this is the first time that the local government unit is doing GAD. Are gender factors taken into account in the assessment of the strengths and weaknesses of program/project implementation? Gender-wise, how are weaknesses being corrected and strengths being reinforced so objectives will be attained?

Evaluation, on the other hand, is the process of collecting and analyzing information about the effectiveness of a program/project. It is of two types. Process evaluation refers to how well a program was designed and implemented. Outcome evaluation refers to how well the program attained its objectives.

In developing a gender-responsive monitoring and evaluation system, make sure that you do the following:

- Involve beneficiaries in the development and implementation of the system.
- Identify and develop gender-responsive indicators for both the objectives and the results.
- Identify and determine project effects (socio-economic, organizational, operational, etc.) on women, men and

the family, as the case may be. Reporting only the inputs, like how many training activities were conducted or how many women were trained, does not reflect the effectiveness of the gender-responsive initiatives.

- Ensure that the monitoring and evaluation system is institutionalized by being integrated into the project. The steps for the process should be clear, and the indicators precise and appropriate. Gender advocates must be tapped to do the job.

As was done at the start, generate sex-disaggregated data.

Look into

- the access and control of resources by women and men beneficiaries;
- the contributions of women and men in the implementation;
- the effects and benefits of the project that are intended to be met (point out also the unintended effects and benefits); and
- the contribution of each activity toward the attainment of the project's objectives.

BUDGETING

Budgeting is the systematic allocation of resources to meet certain needs or carry out certain activities. The Philippine government has made sure that the GAD thrust has funding support by adopting a GAD budget policy. This has legal basis in the provision under Section 28 of the General Appropriations Act, which directs all government agencies, local government units, government-owned and controlled corporations, state colleges and universities and all instrumentalities of government to allocate at least 5 percent of their annual budgets (or Internal Revenue Allocation for LGUs) for priority programs and projects or activities that address gender issues or women concerns, in accordance with RA 7192 or the Women in Development and Nation Building Act. (NCRFW, 2001)

The GAD budget aims to fund the annual GAD plan of an agency or LGU. The formulation of the GAD plan follows the same

process as that of the general development plan for the locality. Whether in the local development plan or in the specific GAD plan, the Sanggunian Committee must ensure that gender issues are analyzed, addressed and given a budget.

The powers of the Sanggunian include scrutinizing, recommending and approving the budget. It must be stressed, however, that there is no provision in the Local Government Code pertaining to the allocation of a budget for gender-related programs. Sanggunian members are therefore expected to lobby for GAD funds by asserting the GAD budget policy of RA 7192.

The Department of Budget and Management (DBM) also addressed the Code's absence of a GAD budget provision through Local Budget Memorandum No. 28 issued in 1997. To date, gender budgeting in local governments is based on Local Budget Memorandum No. 32 of the DBM and Memorandum Circular No. 99-146 of the DILG. The former states that a minimum of 5 percent of the year 2000 appropriation shall be set aside to address gender issues in accordance with RA 7192, while MC 99-146 gives the guidelines for the implementation of the GAD budget.

A handbook produced by the Canadian International Development Agency (CIDA) and the NCRFW in 1998 is helpful in explaining the GAD budget. The main points are as follows.

Where may the GAD budget come from?

The budget for GAD projects can come from the agency's regular budget for the current year and its special project fund, and from the Priority Program/Project Fund (PPF). However, this latter source applies only to new GAD projects or investments and proposals to be submitted to the DBM. Examples of new GAD investments include baseline research to identify gender issues, gender-responsive foreign-funded projects for which the Philippine government has to provide counterpart funding, expansion of GAD activities such as advocacy, and technical assistance.

In addition, local government departments may utilize a certain percentage of the 20 percent Development Fund, as stated by the DILG Memorandum Circular, "Policies and Guidelines of the Twenty Percent Development Fund and Related Matters."

In case some critical activities cannot be funded from the above, funding may be sourced from supplemental budgetary requests and/or foreign governments and multilateral agencies/organizations.

What may the GAD budget be used for?

- Personal services such as the salary of workers directly engaged in GAD programs, projects and activities
- Maintenance and other operating expenses for managing a women's shelter, a women's health project, training of women in non-traditional occupations, and training of field workers in GAD, among others
- Building of infrastructure such as women's shelters or training centers, and purchase of equipment for the same

Can an agency or LGU use the GAD budget to fund in-house activities for women employees?

Programs, projects and activities that meet the goals of the GAD plan take priority in the use of the GAD budget. While activities such as ballroom dancing and livelihood skills training for women employees may benefit women, they may not respond to the gender issues being addressed by the agency or LGU. Funding them with the GAD budget is therefore discouraged.

However, existing gender-responsive programs, projects and activities for the welfare of women and men personnel may be included in the annual GAD plan of the agency or LGU.

Who puts the GAD budget together?

GAD budgeting is a collective effort. Among those who should be involved in preparing it are the agency's or LGU's budget officer, representatives of concerned divisions, and the GAD Focal Point (or whatever is the primary mechanism for gender mainstreaming, for example the Sanggunian Committee on Women and Family).

Ideally, the planning unit of the agency or LGU should prepare the GAD plan, which should include an estimate of the budget required to carry it out. Units responsible for implementing specific programs, projects and activities in the GAD plan should also identify what portions of the regular appropriation will go to the 5 percent GAD allocation. The budget officer then prepares the GAD budget. The Focal Point ensures that the GAD plan has provision for the GAD budget.

Are agencies or LGUs required to set aside an amount from their Official Development Assistance (ODA or foreign loans obtained for development programs) to fund GAD programs, projects and activities?

RA 7192 directs agencies and LGUs to mobilize up to 30 percent of their ODA to fund GAD programs, projects and activities. This is on top of the 5 percent GAD budget provided for by the 1998 General Appropriations Act.

What are the other possible sources of funding for the agency or LGU GAD plan?

Funding for the GAD plan may come from such sources as the countryside development fund (CDF) of members of the House of Representatives, the asset privatization fund, and the internal revenue allocations (IRA) for local government units.

What happens when agencies or LGUs are not able to use their GAD budget?

The general rule for unused budget allocations also applies to the GAD budget – the unused portion goes back to the national treasury.

Are there sanctions if an agency or LGU is not able to use its GAD budget?

The agency head or local chief executive is responsible for ensuring that her/his agency implements its GAD plan and makes use of the accompanying GAD budget. An agency or LGU that is not able to do this has to justify its noncompliance during the reporting periods for RA 7192.

Who monitors the GAD budget compliance of the agency or LGU?

This is initially done by the GAD Focal Point. The monitoring takes into account the actual accomplishments vis-à-vis the performance commitment of the agency head or LCE.

(Please see Annex C for a sample of a GAD plan with budgetary allocation.)

Issues in GAD budgeting

The book *Gender Budget Trail, the Philippine Experience* published by the Asia Foundation in 2001 raises the following issues based on the case studies of three local governments and their use of the GAD budget.

- The absence of any provision in the Local Government Code relating to the allocation of funds for gender-related programs has helped to maintain the marginalization of

gender issues. There is no clear legal basis for pushing local governments to give more attention to gender concerns in the communities through a gender budget. Only the General Appropriations Act and executive issuances provide a direction to local governments on this matter.

- Another issue is the confusion regarding the GAD budget policy for LGUs. For instance, is it 5 percent of the total budget or 5 percent of the development fund? Also a setback is the lack of understanding among local officials of what constitute GAD programs, projects and activities.

Aside from the IRA, LGUs can derive funds through a power vested in them by the 1987 Constitution. Article X, Section 5 states: "Each local government unit has the power to create its own sources of revenue and to levy taxes, fees and charges subject to such guidelines and limitations as Congress may provide, consistent with the basic policy of local autonomy. Such taxes, fees and charges shall accrue exclusively to the local governments."

Sanggunian members should note that women can derive the most benefit if the entry points for intervention are the areas identified by the World Bank in its report, *Engendering Development*. These areas are: the reduction of costs of schooling, increasing female access to savings and credit, family planning services, and investments in water, fuel, transport and other time-saving infrastructures, among others.

ADVOCACY

An advocate is one who pleads and works for a cause. For members of the Sanggunian Committee on Women and Family, the cause is inculcating gender sensitivity in each official and employee of the local government unit, and striving for gender responsiveness in all aspects of local governance and development, including planning, service delivery and resource allocation.

Dealing with obstacles

GAD advocates can expect to encounter resistance. Not only is the gender dimension a relatively new concept in Philippine development. Gender responsiveness also continues to be viewed wrongly as promoting the cause of women at the expense of men. UNICEF suggests the following strategies for dealing with different types of resistance, at the same time urging those in advocacy work to develop other and more effective strategies based on their actual experiences.

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

The strategy is to present comprehensive and reliable statistical data that provide strong evidence of gender gaps (such as in education quotas, salary rates, workload) and discriminatory practices. If such data are not available, data gathering and original empirical research should be initiated. Statistical data may be obtained from official reports of various local and national government agencies especially those with focus on women and children.

- **Inversion.** Officials tasked with promoting gender equality use the opportunity to reverse such policies, or use their position or agencies to effect reversals.

The strategy is to present actual examples, especially firsthand accounts and personal experiences, of gender discrimination in such situations as access to resources and opportunities. Point out instances when equal opportunity policy was disregarded or even reversed instead of implemented, and how women and their families suffer as a result of women being discriminated against in hiring, promotion or training.

- **Dilution.** Officials minimize the scope of gender policy by presenting a gender issue purely at the

level of providing welfare benefits or promoting access to resources.

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

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

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

- **Subversion.** Officials use their position or influence to undermine, in ways not readily seen, the policies and programs on gender.

The strategy is to be alert to any attempt or tendency to weaken the program whether overtly or in subtle ways. Even a lack of interest, not necessarily hostility, can hinder implementation. When subversive actions become a hindrance, look for alternative agencies or departments to implement particular projects and programs. Consider possible collaboration with civil society groups.

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

The strategy is to declare your particular interest in the program and to make known your determination to have it carried out. Assume control by taking the project to another

agency for implementation or by elevating the project to the next higher level in the system.

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

The strategy is to ensure that the local and international offices and organizations concerned develop a system for monitoring and evaluating the women's empowerment component within gender programs. Program officers must make regular field visits to assess the progress and effectiveness of the projects, verify the situation, and determine the extent of progress, if any.

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

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

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

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

other, and encourage others to help you focus on gender concerns. The tokenism is thus foiled. If you find yourself being the “token” participant, assert yourself and call attention to the token role that you reluctantly play for now.

- **Investigatory diversion.** Officials claim that more research is needed before a gender program or project could be implemented.

The strategy is for you to agree that additional research is needed. Argue, however, that this must not be precondition for action, that an intelligent assessment of the situation can be made from available data and serve as basis for doing something. You can advocate for a pilot project, which can serve as context for examining the problems and coming up with a program of action. Present examples of other programs that begun implementation even when it was felt that further research was needed. If there is still resistance, suggest that the matter be discussed at the higher level such as a national agency.

Other advocacy activities

As earlier stressed in this chapter, you Sanggunian members can advocate for GAD through your legislative work and other official tasks.

Here are other occasions or avenues for creating awareness of and rallying support for GAD.

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

The meetings could serve as an introduction of the individual members of the Sanggunian Committee or the committee as a whole to the issues of gender, the official stand on

these, if any, and the need for changes in official policy and personal/group behavior.

- **Study sessions.** These would require materials for reading and discussion. The study sessions should be considered part of personnel development, and therefore, given credit in work-hours for the participants.
- **Mass media.** Sanggunian members or their media officers should be supplied with materials for broadcast on local radio or TV stations and for publication in local newspapers. Leading advocates and even ordinary participants should be cited, to encourage public recognition of their activities.
- **Lobbying.** A lobbyist is a person or group who works for the approval, amendment, or even disapproval of a particular law or policy on a specific issue. This method can be used even at the local level. The group, either as part of a government agency or a private organization, can initiate legislation or the incorporation of rules/regulations governing gender relations in the workplace, school and the home.
- **Information, education and communication materials (IECM).** The target audience for IECM should first be identified. Usually, these are groups which could be most responsive to gender issues, and who could provide crucial support for advocacy activities. School teachers, high school and college student leaders, and women and men professionals would be the potential target audiences. An information campaign requires a lot of materials and expense, thus the need to maximize the impact and reach of these materials. Target groups would form the core of awareness that could eventually spread to other sectors of society.
- **Training** is also an advocacy activity, and is essential because it provides the necessary knowledge, skills and

attitudes that would pave the way for gender mainstreaming. Through training, participants can arrive at a common understanding of the issues and concepts in gender mainstreaming.

If your province, municipality or city does not yet have a GAD plan, act now. Start with a basic gender orientation course as the first step in the journey toward gender responsiveness in local governance and development.

5

Integrating GAD Practices in Local Governance

A quick look at this chapter tells you right away that GAD mainstreaming is not an easy endeavor. Being able to anticipate hindrances as well as to recognize opportunities should enable you in the Sanggunian Committee to meet the challenges of GAD advocacy with the sensitivity and dynamism that the effort requires.

This chapter draws in particular from the findings of a rapid field appraisal of women and gender-responsive initiatives in selected municipalities, cities and provinces in Regions 6, 11, 13 (CARAGA) and the Autonomous Region of Muslim Mindanao (ARMM) conducted by the NCRFW and CIDA in 1999. The findings of a similar significant study, the *Gender Budget Trail (The Philippine Experience)* funded by the Asia Foundation and published in 2001, are likewise cited for a closer look into how the GAD fund was utilized in at least three areas. The findings are mentioned here to help you grasp the realities surrounding the work of those who pioneered the challenging task of GAD mainstreaming.

CHALLENGES

The findings of *Women and Gender-Responsive Initiatives in Selected Regions (A Rapid Field Appraisal)* and *Gender Budget Trail (The Philippine Experience)* are presented here in question and answer form for easier reference.

1. Women and Gender-Responsive Initiatives

What were the gender-based needs prevalent in the four regions' selected areas of study?

Practical gender needs

- Poverty and lack of income, livelihood and employment opportunities
- Poor health and malnutrition of women and children; lack of health care services
- Inadequate information, education and communication services related to reproductive health

Strategic gender needs

- Lack of social and gender awareness among local leaders, women and program or project implementers
- Lack of awareness and knowledge of women's rights and issues
- Lack of information on women's situation and problems
- Violence against women (VAW) including domestic violence and rape
- Violence against children

Gender mainstreaming needs

- Lack of a coordinating mechanism of GAD Focal Points to consolidate efforts
- Lack of a gender-based data and information system

How were these needs responded to?

Practical gender needs

Using the Women in Development (WID) approach, initiatives responding to practical gender needs centered on improving women's access to social services, primarily functional literacy and non-formal education, health care, credit, and development of livelihood skills. They also provided opportunities for the women themselves to acquire knowledge, skills and orientation (KSO) on how to provide these services to other women.

The second level of responses to practical gender needs is more empowering, since it gives the women the tools and capability to provide the services for themselves and other women. For instance, functional literacy classes helped the women of Jolo, Sulu and Cotabato City (the regional center of ARMM) feel more "useful" since

they could help keep records (including simple financial accounts) for their small businesses and homes.

Gaining literacy also enabled barangay health workers and traditional midwives (*hilot*) not only to make primary health care more immediately available to women and children, but also to provide important health and environmental information to the women. These include information on preventive health practices (like keeping surroundings clean) which help safeguard their families' physical well-being, and administering simple yet lifesaving remedies like oral rehydration therapy.

Not yet fully developed are initiatives to combat illegal job recruitment, prostitution, hazardous work conditions, underpayment of wages and other exploitative practices to which women fall prey, and the use of child labor. These problems are all related to the situation of poverty among rural and urban families, with the need to survive taking priority. This is best expressed by the phrase "*kapit sa patalim*" (clutching at the blade) which is what one does when driven to desperation.

Strategic gender needs

These were addressed through training programs that tried to: increase awareness of gender and women's issues, open the minds and attitudes of participants to the existence of gender-based biases, and enhance sensitivity to gender-based differences or biases and their consequences on social well-being.

The second level of response was focused on enabling mechanisms. Women were organized. Their organizations networked with government agencies. GAD-supporting structures were established.

There were also policy initiatives in the form of resolutions creating the GAD focal points and provincial councils on women, allocating the 5 percent GAD budget, and creating physical centers such as women's desks in police precincts. Davao City passed the Davao City Women's Development Code in 1997.

In some instances the initiatives taken showed that the influence of cultural biases and stereotyped ideas was still strong. This was noted in particular among certain culturally intact communities such as the Muslim and certain non-Muslim (*lumad*) tribal communities. Although strong biases working against women were evident, the initiatives to counter these were quite weak. Actions were few and scattered, and were geared towards the formal educational system. Gender sensitivity training was the stock intervention to persuade influential and educated women to become gender advocates. In situations like this, interventions in the form of research, education and communication would have been more effective.

Gender mainstreaming needs

The main initiative was the conduct of training for line agency and LGU planners and other officers. Training programs were focused on gender analysis, participatory rural appraisal (coupled with gender analysis), gender-based planning, and monitoring and evaluation.

At the time (1999), however, the integration of gender in development plans was not yet seriously pursued. In one province, the effort was limited to discussing gender-based programs and projects. Others passed resolutions without seeing to it that these would be acted upon. One province did form a GAD-Inter-Agency Committee to coordinate all GAD-related efforts. Other provinces and regions, however, relied on loose linkages or just a few strongly committed and active women to work with the GAD focal persons, mostly for training activities. Although GAD focal persons had been appointed, support mechanisms were insufficient. A few research efforts were made without help from national agencies.

What were the helping and hindering factors in GAD integration?

Gender goals were helped by

- the presence of capable and committed key persons serving as GAD advocates;

- the support and involvement of LGU leaders and agency management;
- the existence of national and local policy mandates for GAD;
- the provision of program and funding support; and
- the collaboration of NGOs and other sectors.

Hindering GAD efforts were

- cultural attitudes, biases, stereotypes;
- absence or lack of support of the local chief executive, agency heads;
- lack or absence of trained and committed GAD advocates/ coordinating body;
- lack of funding support or misuse of resources; and
- others like low literacy, inter-tribal conflict, limited participation and collaboration of NGOs and people's organizations, lack of follow-through or sustaining activities, and lack of follow-up mechanisms for training.

What were the results and benefits of these gender-responsive initiatives?

Such initiatives led to

- the creation of women's desks in police precincts;
- increased coordination among government agencies, media and NGOs regarding cases of violence against women and children;
- an increase in the number of women involved in politics and local governance.

At the time, the initiatives were being measured in terms of inputs (for example, number of training activities and women trained, etc.) and not in terms of real benefits, so it was difficult to determine the impact on the women. Determining the actual benefits from GAD initiatives is a major point to consider in your monitoring and evaluation of programs, projects and activities.

2. Gender Budget Trail (The Philippine Experience)

What's wrong with the GAD budget policy?

The GAD budget, which is 5 percent of the local government budget for the year, has been useful as an advocacy tool for providing resources for GAD. The concept of gender budgeting would have been more difficult to grasp and even ignored, had a specific amount not been cited. This is especially so in communicating the policy to local governments.

However, the focus on the 5 percent allocation has tended to make advocates overlook the 95 percent of the budget. The goal of making the entire budget, whether national or local, gender-responsive, is often forgotten. The budget allocation approach has even replaced the crucial step of gender planning in some agencies.

What changes are needed so that the GAD budget policy would be better understood and complied with?

The use of legal instruments, including memoranda, orders and joint circulars is crucial in pushing for gender mainstreaming at ground level. However, the documents should be carefully prepared so as not to cause confusion. The inconsistent issuances coming from members of the oversight committee on the GAD budget reflect a lack of understanding of the GAD policy and its goals, especially among the top management of these agencies. The citing of "5% development fund" in Memorandum Circular 99-146, in contrast to all other previous issuances, raised questions among local governments and provided an excuse for noncompliance with the order.

The absence of any provision in the Local Government Code relating to the allocation of a budget for gender-related programs has helped maintain the marginalization of gender issues. There are no clear legal bases or requirements obliging local governments to give more attention to gender concerns in the communities, so that little or no action is taken unless civil society groups advocate for it.

How is compliance with GAD budgeting monitored and evaluated?

The roles and functions in respect of GAD budgeting for members of the oversight committee are not clearly delineated. This can result in snags in implementation and false expectations among the members. Standards for evaluation are lacking, so are appropriate indicators. Monitoring of the compliance of agencies is based on their diligence in reporting, which may not be consistent.

The monitoring of how the local GAD budget is utilized cannot be performed by national agencies, including those devolved under the Local Government Code of 1991, since local government units are no longer accountable to national agencies. However, a system of incentives for reporting on local GAD budgeting could have been developed so as to generate information and document success stories as well as problems.

Are these weaknesses in GAD budgeting related to a larger problem?

GAD budgeting is generally not yet integrated into the general planning and budgeting cycles of government agencies. Lack of technical skills and lack of political will in this area have been identified as major reasons for the non-integration. At the same time, researchers such as Toby Monsod have noted that the overall planning and budgeting cycles of government are flawed. In particular, there is no congruence between the local government planning cycle and the national planning cycle.

A basic issue in terms of implementation is that in some cases, budgets are not released as allocated. This has been true with both national agencies and local government units. The situation reflects on the integrity and commitment of the leadership, but may also be due to problems of bureaucratic processes and budget cutbacks. The reality is that it is almost always the budget for women that is cut or unreleased. This reveals a basic disregard for gender concerns.

What makes GAD budgeting an uphill struggle?

Lack of support from public officials and political leaders makes implementation of GAD budget policy an uphill struggle. Support emanating from public officials, including the highest leadership, is crucial for initiatives such as gender budgeting to prosper. At the local level, officials who are closer to gender issues on the ground may be more supportive, especially of specific projects. Political dynamics between opposing political camps tend, however, to play a role in the success or failure of these initiatives.

HOW THEY "GAD" IT

Asia Foundation's *Gender Budget Trail (The Philippine Experience)* presents the experiences of three cities in integrating GAD in local development. Since the experiences are shared here in abridged form, reading the entire book is recommended.

Angeles City

Angeles City in Pampanga, Central Luzon was chartered in January 1964. From 1903 until September 1991, it hosted the Clark Air Base, the largest American base in the Asia-Pacific region. The base, with an area of nearly 40,000 hectares that extended up to nearby Tarlac province, shaped a local economy dependent on the needs of American troops, creating a large pool of workers engaged in the service sector. The rest and recreation business was the biggest employer in this sector. In reality, it thrived on the prostitution of women and children. Mt. Pinatubo's violent eruptions in 1991 and the closure of the base on the order of the Philippine Senate that same year brought the local economy almost to a standstill.

The rehabilitation challenges for the city of about 300,000 residents were tremendous. The operations of Clark Air Base had stunted the economy. With no basic industries to speak of, the city had about 40,000 unemployed base-dependent workers, some 18,000 prostituted women, and an estimated 10,000 Amerasians or children sired and abandoned by American

servicemen. The eruption of Mt. Pinatubo had left the entire city under thick volcanic sand and ash, forcing businesses to close temporarily or for good. Urban poor folks became homeless when their shanties were washed away or buried by lahar (hot, muddy volcanic flows). The indigenous Aetas, kept on the fringes of development during the operations of the airbase that occupied their ancestral domains, were forced to flee to the lowlands, demanding support from the city government. Assistance for recovering from the disaster drained whatever was left of the city government's resources for coping without the base.

In consensus with the national government, Angeles City and adjoining towns converted the airbase into what is now known as the Clark Special Economic Zone. However, the export-oriented manufacturing enterprises could hardly absorb the displaced skilled labor. Young workers were given preference. Women workers, who comprised nearly 60 percent of the 22,303 workers employed at the zone, were relegated to low-skilled, low-paying and low-status jobs. At least 35 percent of Clark workers were from Angeles City.

A no-union, no-strike policy, although undeclared, appears to be the norm at present. It is estimated that more than 80 percent of workers do not have unions. The few who are organized do not have collective bargaining agreements. The economic zone and smaller industrial enclaves around it continue to draw migrants, exerting pressure on social services and local resources. Military toxic waste contamination and industrial pollution also hound the environment of Angeles City and threaten the health of residents.

GAD does not end with an ordinance

What can be learned from Angeles City? Women's groups did not stop at having a GAD ordinance passed. They realized the need to remain vigilant to ensure that resources are allocated to implement the ordinance.

Activism in Angeles City was fanned by sentiments against the Marcos dictatorship and the American bases. Organizing at the

grassroots flourished even more with the eruption of Mt. Pinatubo, as people rallied to cope with the aftermath of the disaster. The Kapisanan para sa Kagalingan ng Kababaihan sa Angeles (KKKA) was formed to respond to the needs of women in the city.

The GAD Council and the subsequent GAD fund were a result of the lobbying of KKKA and other women's formations. Their efforts began with lobbying for the creation of the Angeles City Center for Women's Affairs and Concerns (ACCWAC) in 1993. In 1996, women activists established the IMA Foundation, a regional service institution for women. IMA later established the Women's Development and Resource Center with funding from national legislators. Finding the ACCWAC inadequate as a mechanism, KKKA and IMA established the Angeles City Women's Coordinating Council (ACCWC). By this time, women activists had also begun entering government to push for women's representation. One of them was this handbook's author, IMA executive director Susan Pineda.

These efforts converging, ACCWC held two Women's Summits in 1997. From the inputs and consensus from the multi-sectoral dialogues, ACCWC drafted Angeles City's Women Agenda, which became the basis for the city's comprehensive women's development program.

ACCWC then entered the legislative arena. Through Ms. Pineda, they advocated for almost two years for the passing of Ordinance No. 80. The ordinance, supported by then Mayor Edgardo Pamintuan and approved shortly before the 1998 elections, enshrined the GAD budget and the creation of the GAD Council.

It has not been smooth sailing. Before the GAD council was constituted and before it could buckle down to work, the administration of newly elected Mayor Carmelo Lazatin introduced amendments that diminished the strengths of the ordinance. Some of these were the abolition of village-level GAD councils and the scrapping of the penalty clause that held officials accountable for the full implementation of GAD programs, projects and activities. Ms. Pineda, vying for the vice mayor's seat in the 2001 elections, lost.

Women's groups lost an advocate within the city government. However, she continues to harness the support of pro-women and pro-family councilors.

The ACCWC, especially KKKA and IMA, continues to lobby strongly with the city government to develop a GAD plan that would systematize its GAD efforts. Women's groups have stepped up their advocacy, urging the city council, majority of whose members are in the opposition party, to legislate measures that would strengthen the GAD law and give priority to gender-responsive programs and projects. They are also urging the city government to do a citywide information drive on the availability of the GAD fund.

Bacolod City

Bacolod City, the capital of Negros Occidental, is highly urbanized. It has a total land area of 16, 171 hectares, 30 percent residential and 51 percent agricultural. Women compose 51 percent of the city's population of 402,345 (1995 census). The average household size is 5.1 persons.

Bacolod's economy depends primarily on commerce, transportation, communication, services, and agriculture. It has 14 sugar mills that produce about 60 percent of the country's local sugar. There were 11,517 registered businesses in 1999. Of the 145,000 employed by major industry groups that year, 58 percent were male. Services and trade accounted for the largest number of workers, and the only industry group in which women employees outnumbered men was trade. Employment figures do not include women's unpaid work in the home.

GAD works by developing partnership

What can be learned from Bacolod City? The collaboration of government and civil society can mean a lot. Training is particularly important in developing women leaders and integrating the gender dimension in governance and development.

Civil society has been active in Negros Occidental since the sugar crisis of the 1980s. Non-government organizations and government agencies have collaborated, through councils, to address different issues.

One such NGO is the Bacolod-based Development through Active Women Networking (DAWN) Foundation Inc. Registered in 1991, DAWN's first projects were basic gender sensitivity seminars and trainer's training on women in development. DAWN went into governance-related initiatives in 1992 with the implementation of the Local Government Code. In 1994, DAWN was asked to assist Bacolod City in developing a project under the Local Government Support of CIDA. The foundation conducted training programs promoting women's active participation in governance.

DAWN has developed allies in local government. Then city councilor and now vice mayor Luzviminda Valdez spearheaded the campaign against gender violence. This led to the construction of a women's center for battered women and rape victims. The center's operation was funded by the Department of Social Welfare and Development (DSWD) and the Bacolod Consortium of Women's Organizations.

DAWN's training on legislative advocacy led to the creation of the Provincial Council for Women (PCW) in 1994 through an ordinance sponsored by DAWN member Edith Villanueva, now a member of Congress but a Provincial Board Member at the time. DAWN says the PWC, which it helped organize in 1996, has become a "strong and active provincial network of women's rights and GAD advocates who work closely with various cities and municipalities of the province." These same advocates have initiated gender mainstreaming efforts in their respective municipalities. Local governments have, to a certain extent, allocated funds for GAD-related training activities and programs.

The city set up a women's center in 1995. DAWN ventured into its Women in Politics project, which was later brought to the grassroots. The project's leadership training helped some 300 women leaders realize the need to harness barangay resources and to allocate

5 percent of the barangay budget to GAD. DAWN further popularized women's issues through its project, "Increasing Women's Participation in Negros Politics." Many of those it trained won executive and legislative seats in the 1998 elections. The foundation firmly established its thrust on politics and governance by assisting in capability building for 42 elected women on GAD issues, mainstreaming and budgeting. Elected women were further organized under the alliance Women in Leadership and Legislation for People Empowerment.

When it became a mandate for local governments to have a GAD budget in 1998, the DILG conducted a regional training course on GAD planning and budgeting for heads of selected local offices and agencies. DAWN leaders were asked to join. A significant development of this alliance was an unwritten policy for DILG to ensure that the barangay budget include the 5 percent GAD fund before this is ratified by the city council, and that a GAD entry plan is submitted before the fund is disbursed.

DAWN and GAD advocates find there is a need to further develop the partnership between government and civil society. Much has to be done. The GAD budget, for instance, tends to be funded from the MOOE (maintenance and other operating expenses) rather than from the total budget, thereby limiting the source of funding. Like Angeles City, Bacolod City has no GAD plan, which is the basis for the budget. Moreover, elected leaders advocating GAD get little support if they belong to the opposition.

Surallah

Although Surallah town in South Cotabato is predominantly agricultural, only one of its 17 barangays benefits from an irrigation system. The rest rely on rain and three rivers for irrigation.

Surallah's population in 1995 was 61,509, of whom 48 percent were female. Those in the working ages 15-64 years old composed about 59 percent, and supported the dependents aged 0-14 (40 percent) and those over 65 years old (one percent). Unemployment rate was 10 percent.

Surallah is caught in the middle of the Mindanao conflict. For instance, Barangay Upper Sepaka, which is home mostly to Maguindanaoans, was turned into a no man's land by fighting between Muslim rebels and government troops. The membership of the Moro National Liberation Front included women who served as nurses and paramedics, among other roles. The women also provided support to their husbands and male relatives who were then in battle. The MNLF's ability to sustain the armed struggle for self-determination for a long time can be partly attributed to the role of women in noncombatant assignments.

The peace and order situation has since greatly improved, and the place is now generally accessible. Surallah is within the Special Zone of Peace and Development (SZOPAD), composed of 14 provinces and 10 cities in Mindanao, Sulu and Palawan. In these areas, socio-economic development plans are integral to the peace agreement signed by the Philippine government and the MNLF in 1996.

The victory of Mayor Romulo Solivio in the May 1998 elections ushered in a more dynamic and progressive leadership. Mayor Solivio introduced the concept and practice of participatory local development planning and brought in a new breed of local government personnel who are more open to reforms and are more service-oriented.

Participation necessary in gender-responsive budgeting

What can be learned from Surallah? Its participatory budgeting process, initiated by non-government organizations and fully supported by the mayor, did not only succeed in identifying the needs of the constituents but more importantly, it addressed these needs. It was likewise an effective tool in determining the needs and concerns of women and families.

The participatory planning process was introduced at the barangay level. Before this, no planning was done at this level. The budget was prepared at the municipal level, with departments getting budget ceilings every second quarter of the year.

Without a mechanism for getting people in the barangays to articulate their concerns, the projects proposed by the department heads were not truly reflective of the people's life situations and often not responsive to their problems. Barangay leaders often veered from the barangay development investment plan, opting to go frequently for high-cost, high-profile projects that did little to improve the quality of life of the villagers. The absence of basic gender awareness and understanding of the problems among the planners and implementers of the projects contributed to an overall plan and strategy that was gender-blind.

Mayor Solivio, the Barangay-Bayan Governance Consortium (BATMAN, a loose network of national and local NGOs promoting democratic participation in local governance) and the Building Alternative Rural Resource Institutions and Organizing Services (BARRIOS) joined hands to institute changes in the budgeting process.

The changes were commenced through training in barangay development planning and participatory resource appraisal, among others, for local government officials. Participants came up with a socio-economic profile of the villages. Strategic plans for each barangay, with focus on the implementation of priority projects, were drawn up. In all these efforts, major stakeholders and interest groups in the barangay were involved. The municipality also created the Barangay Integrated Area Development Program (BIADP) — a comprehensive, sustainable, integrated, community-based, people-oriented approach to development in Surallah. Its three major components are the Barangayan Program, participatory resource mobilization, and a participatory monitoring and evaluation system. The 17 villages are its showcase.

A year after the Barangayan Program was started, the participatory planning approach began yielding fruit. Services to

residents were actually delivered. These are in the major areas of health, nutrition, sanitation, information and education, and related services; social welfare services; veterinary, agriculture and livelihood services; and other general public services.

GAD budgeting is an area where the participatory planning process needs to be practiced. The budgeting and spending of the GAD fund in year 2000 showed a lot of room for improvement on the part of the barangay and municipal governments. In the main, there was lack of women-targeted or gender-focused programs and projects.

As was the case in Angeles City and Bacolod City, leaders in Surallah saw it necessary to integrate gender-responsive policy statements in the development plans. The municipal government also has yet to formulate a GAD plan with a corresponding budget plan.

There is one strong indication that Surallah will continue to change for the better: the policy of 30 percent women participation in all major activities and undertakings is being sustained and upheld.

6

Support Mechanisms

GAD work is primarily, but not exclusively, the responsibility of government. Development has many stakeholders. Among them are non-government or people's organizations. In the Philippines, activist groups grew in number and strength following momentous political events, and became the driving force for the "people power" that toppled a dictatorship and unseated a President. NGOs and POs have multiplied in response to varied social, economic and political concerns. Such growth is also an indication that government recognizes their importance in the nation's development.

Like government, NGOs and POs have constituencies where they apply development paradigms similar to or different from those of government. Through the strategy of networking, government is able to link hands with these groups as well as bring them together to work for a common objective, in this instance the goal of making gender concerns integral to the development agenda.

Partnership, cooperation and commitment are central to networking. Gathered in a network, member-organizations can contribute according to their capability and the services they specialize in. Networking is also valuable in beefing up participation in events and campaigns where a show of muscle and numbers is important.

PRINCIPLES IN NETWORKING

Every organization has a set of vision, mission, and goals or objectives (VMG/VMO). Many are very defined on these, some are definite only about short-term objectives. Just the same, their work

revolves around what they intend to do for their constituencies. Regardless of how organizations articulate their VMG, as members of the network they should be accorded an equal degree of trust and respect.

Networking is based on points of unity which member-organizations must agree on explicitly. That unity must be well-established before the network plunges into activities. For example, is unity based on targets (e.g., to provide food support to 500 lactating mothers)? On a campaign (to close bars working as fronts for prostitution)?

The preference of each member organization must be respected on such matters as how visible the organization would like to be, or if there are aspects of the issue being espoused that it takes an exception to. Because of organizational considerations, it may prefer to work in the background rather than be up front. Differing opinions should likewise be acknowledged. If the network takes an official stand on an issue despite dissenting opinion from some members, this should be noted in the statement to be issued.

Each member must gain from joining the network. If the benefit is not in terms of resources, it could be in terms of stronger linkages, expanded advocacy, new contacts, and new knowledge or additional information.

RESOURCES OF NETWORK MEMBERS

The consultations that you should hold when you define the GAD program, projects and activities will introduce you to the organizations that have services for women and families. Knowledge of what they do will help you determine which groups you would want to link up with when the need to form a network has been established.

Next, scan the resources – money, skills, time, logistics — available to each organization. If you plan to do GAD training, what can each one contribute? The Sanggunian may want to provide

funding. Organization A might be able to contribute its trainer, Organization B could provide the venue and the sound system. Organization C may want to take charge of identifying the participants (make sure there are clear criteria). Cooking and food distribution may be up the alley of Organization D, while documentation of training proceedings may best be done by Organization E. The possibilities are up to the network to determine.

WORKING AT THE GRASSROOTS, WITH CRITICAL BODIES

NGOs and POs are your direct link to the communities and are a vital support mechanism. But do not overlook the barangay councils. As part of the government structure, they have mandated accountability to the people. They can help you identify the needs and concerns of your constituents, find appropriate solutions, and put in place feedback mechanisms.

Do not however leave all the work to the councils. Nothing beats consultation and firsthand observation. Go down to the communities to verify.

Within the local governments are various offices like planning, budget, accounting, auditing, among others. There are also various councils. The national government has line agencies. Take your advocacy for women and family to these offices. Make them your partners. They are as accountable as you are for the integration of GAD goals in development.

DEALING WITH POTENTIAL RESISTANCE

Remember the strategies developed by the UNICEF in dealing with resistance? (Please see Chapter IV of this Handbook.) Determine the kind of resistance you're getting and apply the recommended strategy.

Whatever the situation, do not show hostility. Be open to criticism and take time to find out if an opposing view may have stemmed

merely from a wrong perception. Exhaust all means to change that perception. Be honest and sincere. The objective is to get support for gender concerns from as many officials and employees as possible.

MAKING YOUR DIRECTORY

Developing a directory of organizations in your area and updating it as necessary will assist your networking immeasurably. The directory should give the name of the organization, the contact persons, office and mailing address, and telephone/fax numbers and e-mail address. Local government offices and agencies or institutions of the national government may be listed in one section, while the listing of non-government or civil society organizations may include business foundations and other private sector groups and individuals.

It is also important to give a brief description of each organization including its area of specialization, services, and current or past programs worth mentioning. Does it offer psychosocial counseling, women empowerment training, services on reproductive health or livelihood skills development? Does it conduct campaigns, do advocacy, disseminate information? Does it provide funding or linkups with funding sources or training institutions?

Powers, Duties and Functions of the Sangguniang Bayan

(Source: Local Government Code, [Book III, Title Two, Chapter 3, Article 3, Sec. 447])

The sangguniang bayan, as the legislative body of the municipality, shall enact ordinances, approve resolutions and appropriate funds for the general welfare of the municipality and its inhabitants pursuant to Section 16 of this Code and in the proper exercise of the corporate powers of the municipality as provided for under Section 22 of this Code, and shall:

1. Approve ordinances and pass resolutions necessary for an efficient and effective municipal government, and in this connection shall
 - i. review all ordinances approved by the sangguniang barangay and executive orders issued by the punong barangay to determine whether these are within the scope of the prescribed powers of the sanggunian and of the punong barangay;
 - ii. maintain peace and order by enacting measures to prevent and suppress lawlessness, disorder, riot, violence, rebellion or sedition and impose penalties for the violation of said ordinances;
 - iii. approve ordinances imposing a fine not exceeding Two Thousand Five Hundred Pesos (P2,500.00) or an imprisonment for a period not exceeding six (6) months, or both, at the discretion of the court, for the violation of a municipal ordinance;

iv. adopt measures to protect the inhabitants of the municipality from the harmful effects of man-made or natural disasters and calamities and to provide relief services and assistance for victims during and in the aftermath of said disasters or calamities and in their return to productive livelihood following said events;

v. enact ordinances intended to prevent, suppress and impose appropriate penalties for habitual drunkenness in public places, vagrancy, mendicancy, prostitution, establishment and maintenance of houses or ill repute, gambling and other prohibited games of chance, fraudulent devices and ways to obtain money or property, drug addiction, maintenance of drug dens, drug pushing, juvenile delinquency, the printing, distribution or exhibition of obscene or pornographic materials or publications, and such other activities inimical to the welfare and morals of the inhabitants of the municipality;

vi. protect the environment and impose appropriate penalties for acts which endanger the environment, such as dynamite fishing and other forms of destructive fishing, illegal logging and smuggling of logs, smuggling of natural resources products and of endangered species of flora and fauna, slash and burn farming, and such other activities which result in pollution, acceleration of eutrophication of rivers and lakes or of ecological imbalance;

vii. subject to the provisions of this Code and pertinent laws, determine the powers and duties of officials and employees of the municipality;

viii. determine the positions and the salaries, wages, allowances and other emoluments and benefits of officials and employees paid wholly or mainly from municipal funds and provide for expenditures necessary for the proper conduct of programs, projects, services, and activities of the municipal government;

ix. authorize the payment of compensation to a qualified person not in the government service who fills up the temporary vacancy,

or grant honorarium to any qualified official or employee designed to fill a temporary vacancy in a concurrent capacity at the rate authorized by law;

x. provide a mechanism and the appropriate funds therefore, to ensure the safety of all municipal government property, public documents, or records such as those relating to property inventory, land ownership, records of births, marriages, deaths, assessments, taxation, accounts, business permits, and such other records and documents of public interests in the offices and departments of the municipal government;

xi. when the finances of the municipal government allow, provide for additional allowances and other benefits to judges, prosecutors, public elementary and high schools teachers, and other national government officials stationed in or assigned to the municipality;

xii. provide for legal assistance to barangay officials who, in the performance of their official duties or on the occasion thereof, have to initiate judicial proceedings or defend themselves against legal action; and

xiii. provide for group insurance or additional insurance coverage for barangay officials, including members of barangay tanod brigades and other service units, with public or private insurance companies, when the finances of the municipal government allow said coverage;

2. Generate and maximize the use of resources and revenues for development plans, program objectives and priorities of the municipality as provided for under Section 18 of this Code with particular attention to agro-industrial development and countryside growth and progress, and relative thereto, shall

i. approve the annual and supplemental budgets of the municipal government and appropriate funds for specific

programs, projects, services and activities of the municipality, or for other purposes not contrary to law, in order to promote the general welfare of the municipality and its inhabitants;

ii. subject to the provisions of Book II of this Code and applicable laws and upon the majority vote of all members of the sangguniang bayan, enact ordinances levying taxes, fees and charges, prescribing the rates thereof for general and specific purposes, and granting tax exemptions, incentives or reliefs;

iii. subject to the provisions of Book II of this Code and upon the majority vote of all members of the sangguniang bayan, authorize the municipal mayor to negotiate and contract loans and other forms of indebtedness;

iv. subject to the provisions of Book II of this Code and applicable laws and upon the majority vote of all members of the sangguniang bayan, enact ordinances authorizing the floating of bonds or other instruments of indebtedness, for the purposes of raising funds to finance development projects;

v. appropriate funds for the construction and maintenance or rental of buildings for the use of the municipality and, upon the majority vote of all the members of the sangguniang bayan, authorize the municipal mayor to lease to private parties such public buildings held in a proprietary capacity, subject to existing laws, rules and regulations;

vi. prescribe reasonable limits and restraints on the use of property within the jurisdiction of the municipality;

vii. adopt a comprehensive land use plan for the municipality: Provided, That the formulation, adoption, or modification of said plan shall be in coordination with the approved provincial comprehensive land use plan;

viii. reclassify land within the jurisdiction of the municipality, subject to the pertinent provisions of the this Code;

ix. enact integrated zoning ordinances in consonance with the approved comprehensive land use plan, subject to existing laws, rules and regulations; establishing fire limits or zones, particularly in populous centers; and regulate the construction, repair or modification of buildings within said fire limits or zones in accordance with the provisions of the Fire Code;

x. subject to national laws, process and approve subdivision plans for residential, commercial, or industrial purposes and other development purposes, and collect processing fees and other charges, the proceeds of which shall accrue entirely to the municipality: Provided, however, That, where approval by a national agency or office is required, said approval shall not be withheld for more than thirty (30) days from receipt of the application. Failure to act on the application within the period stated above shall be deemed as approval thereof;

xi. subject to the provisions of Book II of this Code, grant the exclusive privilege of constructing fish corrals or fish pens, or the taking or catching of bangus fry, prawn fry or kawag-kawag or fry of any species or fish within the municipal waters;

xii. with the concurrence of at least two-thirds (2/3) of all the members of the sangguniang bayan, grant tax exemptions, incentives or reliefs to entities, subject to the provisions of Chapter 5, Title One, Book II of this Code;

xiii. grant loans or provide grants to other local government units or to national, provincial and municipal charitable, benevolent or educational institutions; Provided, That said institutions are operated and maintained within the municipality;

xiv. regulate the numbering of residential, commercial and other buildings; and

xv. regulate the inspection, weighing and measuring of articles of commerce;

3. Subject to the provisions of Book II of this Code, grant franchises, enact ordinances authorizing the issuances of permits of licenses, or enact ordinances levying taxes, fees and charges upon such conditions and for such purposes intended to promote the general welfare of the inhabitants of the municipality, and pursuant to this legislative authority shall
- i. fix and impose reasonable fees and charges for all services rendered by the municipal government to private persons or entities;
 - ii. regulate any business, occupation, or practice of profession or calling which does not require government examination within the municipality and the conditions under which the license for said business or practice of profession may be issued or revoked;
 - iii. prescribe the terms and conditions under which public utilities owned by the municipality shall be operated by the municipal government or leased to private persons or entities, preferably cooperatives;
 - iv. regulate the display of and fix the license fees for signs, signboards, or billboards at the place or places where the profession or business advertised thereby is, in whole or in part, conducted;
 - v. any law to the contrary notwithstanding, authorize and license the establishment, operation, and maintenance of cockpits, and regulate cockfighting and commercial breeding of gamecocks: Provided, That existing rights should not be prejudiced;
 - vi. subject to the guidelines prescribed by the Department of Transportation and Communications, regulate the operation of tricycles and grant franchises for the operation thereof within the territorial jurisdiction of the municipality;
 - vii. upon approval by a majority vote of all the members of the sangguniang bayan, grant a franchise to any person,

partnership, corporation, or cooperative to establish, construct, operate and maintain ferries, wharves, markets or slaughterhouses, or such other similar activities within the municipality as may be allowed by applicable laws: Provided, That, cooperatives shall be given preference in the grant of such franchise;

4. Regulate activities relative to the use of land, buildings and structures within the municipality in order to promote the general welfare and for said purpose shall
 - i. declare, prevent or abate any nuisance;
 - ii. require that buildings and the premises thereof and any land within the municipality be kept and maintained in a sanitary condition; impose penalties for any violation thereof, or upon failure to comply with said requirement, have the work done and require the owner, administrator or tenant concerned to pay the expenses of the same; or require the filling up of any land or premises to a grade necessary for proper sanitation;
 - iii. regulate the disposal of clinical and other wastes from hospitals, clinics and other similar establishments;
 - iv. regulate the establishment, operation and maintenance of cafes, restaurants, beerhouses, hotels, motels, inns, pension houses, lodging houses, and other similar establishments, including tourist guides and transports;
 - v. regulate the sale, giving away or dispensing of any intoxicating malt, vino, mixed or fermented liquors at any retail outlet;
 - vi. regulate the establishment and provide for the inspection of steam boilers or any heating device in buildings and the storage of inflammable and highly combustible materials within the municipality;

vii. regulate the establishment, operation, and maintenance of entertainment or amusement facilities, including theatrical performances, circuses, billiard pools, public dancing schools, public dance halls, sauna baths, massage parlors, and other places of entertainment or amusement; regulate such other events or activities for amusement or entertainment, particularly those which tend to disturb the community or annoy the inhabitants, or require the suspension or suppression of the same; or prohibit certain forms of amusement or entertainment in order to protect the social and moral welfare of the community;

viii. provide for the impounding of stray animals; regulate the keeping of animals in homes or as part of a business, and the slaughter, sale or disposition of the same; and adopt measures to prevent and penalize cruelty to animals; and

ix. regulate the establishment, operation and maintenance of funeral parlors and the burial or cremation of the dead, subject to the existing laws, rules and regulations;

5. Approve ordinances which shall ensure the efficient and effective delivery of the basic services and facilities as provided for under Section 17 of this Code, and in addition to said services and facilities, shall

i. provide for the establishment, maintenance, protection and conservation of communal forests and watersheds, tree parks, greenbelts, mangroves, and other similar forest development projects;

ii. establish markets, slaughterhouses or animal corrals and authorize the operation thereof, and regulate the construction and operation of private markets, talipapas or other similar buildings and structures;

iii. authorize the establishment, maintenance and operation of ferries, wharves, and other structures, and marine and seashore or offshore activities intended to accelerate productivity;

iv. regulate the preparation and sale of meat, poultry, fish, vegetables, fruits, fresh daily products, and other foodstuffs for public consumption;

v. regulate the use of streets, avenues, alleys, sidewalks, bridges, parks and other public places and approve the construction, improvement, repair and maintenance of the same; establish bus and vehicle stops and terminals or regulate the use of the same by privately owned vehicles which serve the public; regulate garages and the operation of conveyances for hire; designate stands to be occupied by public vehicles when not in use; regulate the putting up of signs, signposts, awnings and awning posts on the streets; and provide for the lighting, cleaning and sprinkling of streets and public places;

vi. regulate traffic on all streets and bridges, prohibit the putting up of encroachments or obstacles thereon, and, when necessary in the interest of public welfare, authorize the removal of encroachments and illegal constructions in public places;

vii. subject to existing laws, provide for the establishment, operation, maintenance, and repair of an efficient waterworks system to supply water for the inhabitants; regulate the construction, maintenance, repair and use of hydrants, pumps, cisterns and reservoirs; protect the purity and quantity of the water supply of the municipality and, for this purpose, extend the coverage of appropriate ordinances over all territory within the drainage area of said water supply and within one hundred (100) meters of the reservoir, conduit, canal, aqueduct, pumping station, or watershed used in connection with the water service; and regulate the consumption, use or wastage of water;

viii. regulate the drilling and excavation of the ground for the laying of water, gas, sewer, and other pipes and the construction, repair and maintenance of public drains, sewers, cesspools, tunnels and similar structures; regulate the placing of poles and the use of crosswalks, curbs, and gutters; adopt measures to ensure public safety against open canals, manholes, live wires

and other similar hazards to life and property; and regulate the construction and use of private water closets, privies and other similar structures in buildings and homes;

ix. regulate the placing, stringing, attaching, installing, repair and construction of all gas mains, electric, telegraph and telephone wires, conduits, meters and other apparatus; and provide for the correction, condemnation or removal of the same when found to be dangerous, defective or otherwise hazardous to the welfare of the inhabitants;

x. subject to the availability of funds and to existing laws, rules and regulations, establish and provide for the operation of vocational and technical schools and similar post-secondary institutions and, with the approval of the Department of Education, Culture and Sports, fix and collect reasonable fees and other school charges on said institutions, subject to existing laws on tuition fees;

xi. establish a scholarship fund for poor but deserving students residing within the municipality in schools located within its jurisdiction;

xii. approve measures and adopt quarantine regulations to prevent the introduction and spread of diseases;

xiii. provide for an efficient and effective system of solid waste and garbage collection and disposal and prohibit littering and the placing or throwing of garbage, refuse and other filth and wastes;

xiv. provide for the care of paupers, the aged, the sick, persons of unsound mind, disabled persons, abandoned minors, juvenile delinquents, drug dependents, abused children and other needy and disadvantaged persons, particularly children and youth below eighteen (18) years of age and subject to availability of funds, establish and provide for the operation of centers and facilities for said needy and disadvantaged persons;

xv. establish and provide for the maintenance and improvement of jails and detention centers, institute sound jail management programs, and appropriate funds for the subsistence of detainees and convicted prisoners in the municipality;

xvi. establish a municipal council whose purpose is the promotion of culture and the arts, coordinate with government agencies and non-governmental organizations and subject to the availability of funds, appropriate for the support and development of the same; and

xvii. establish a municipal council for the elder which shall formulate policies and adopt measures mutually beneficial to the elderly and to the community; provide incentives for non-governmental agencies and entities and, subject to the availability of funds, appropriate funds to support programs and projects for the benefit of the elderly; and

6. Exercise such other powers and perform such other duties and functions as may be ascribed by law or ordinance.

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

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

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

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

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

NOW, THEREFORE I, FIDEL V. RAMOS, President of the Philippines, by virtue of the powers vested in me by law, do hereby approve and adopt the "Philippine Plan for Gender-Responsive

Development, 1995-2025," hereinafter referred to as the Plan, and order that:

1. All government agencies, departments, bureaus, offices and instrumentalities, including government-owned and controlled corporations, at the national, sub-national and local levels, are directed:
 - 1.1 To take appropriate steps to ensure the full implementation of the policies/strategies and programs/projects outlined in the Plan;
 - 1.2 To institutionalize Gender and Development (GAD) efforts in government by incorporating GAD concerns, as spelled out in the Plan, in their planning, programming and budgeting processes; but more specifically to:
 - 1.2.1 Include/incorporate GAD concerns in the:
 - a) formulation, assessment and updating of their annual agency plans;
 - b) formulation, assessment and updating of their inputs to the medium/long-term development plans; and
 - c) preparation of their inputs to sectoral performance assessment reports, public investment plans and other similar documents.
 - 1.2.2 Incorporate and reflect GAD concerns in their:
 - a) agency performance commitment contracts indicating key result areas for GAD as well as in their annual performance report to the President; and
 - b) annual agency budget proposals and work and financial plans.
2. The National Commission on the Role of Filipino Women (NCRFW), in coordination with the National Economic and Development Authority (NEDA), shall:

2.1 Monitor the implementation of the Plan by various government agencies; and

2.2 Conduct the periodic assessment and updating of the Plan every six years or upon every change in national leadership.

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

3. The NCRFW is hereby authorized, in consultation with the President and concerned government agencies, to issue orders, circulars or guidelines, as may be necessary, for the updating of the Plan, as well as in the implementation of the provisions of this Executive Order. For these purposes, the NCRFW may constitute appropriate inter-agency committees.
4. In view of the Plan's long-term goal of fully integrating GAD concerns into the whole development process, the mainstreaming of GAD in various government agencies shall be the responsibility of the heads of concerned agencies and their respective offices, with the assistance of their Women in Development/GAD Focal Point, if any, to ensure institutionalization thereof.
5. The initial amount necessary for the implementation of the Plan shall be charged against the appropriations of government agencies authorized to be set aside for the purpose under Republic Act No. 7845, including those sources from bilateral/multilateral agencies/organizations or those from the official development assistance (ODA)

pursuant to Republic Act No. 7192. Thereafter, budgetary requirements for the succeeding years shall be incorporated in General Appropriations Bills to be submitted to Congress.

6. This Executive Order shall take effect immediately.

DONE in the City of Manila, this 8th day of September, in the year of Our Lord, Nineteen Hundred and Ninety-Five

(Sgd.) **FIDEL V. RAMOS**

(Sgd.) **LEONARDO QUISUMBING**



Sample of a GAD Plan with Budgetary Allocation

GENDER AND DEVELOPMENT PLAN							
LGU: _____ Department / Office: _____ Calendar Year: _____							
GAD PPA	Gender-related Issue Addressed	Expected Output/Target Beneficiaries	Implementation Period	Performance Indicator	Office of Primary Responsibility	Budget Allocation	
Strengthening/ Enhancement of GAD Implementation Gender Sensitivity Training	Insufficient awareness on GAD (Conscientization)	175 Gender Sensitive LGU personnel	1 st Quarter	Increased level of awareness on GAD	LGU-HRD Office	P500,000	
Lying-In Clinics	Limited access to medical health benefits /services (Access)	1 satellite lying-in clinic for men/ women	2 nd Quarter	No. of patients served, rate mortality, rate of morbidity	LGU Fund / DOH	P 1,000,000	
Construction of Multi-purpose Rehabilitation Center	Rehabilitation Center for women/livelihood training center for women (Welfare)	Women / senior citizens	1 st Quarter	No. of women/ senior citizens, no. of women provided training	LGU / DSWD	P 1,500,000	
Prepared by: _____		Approved by: _____		Date: _____			
Recommending Approval _____		Local Chief Executive _____		Mo/Day/Yr _____			

Guidelines on Gender-Neutral Language

SEXISM IN LANGUAGE

Source: *Gender- Fair Language, A Primer*, Dr. Thelma B. Kintanar, 1988

What is sexism in language?

It is the use of language that devalues members of one sex, almost invariably women, and thus fosters gender inequity.

It discriminates against women by rendering them invisible or trivializing them, at the same time that it perpetuates notions of male supremacy.

Why the concern about mere words?

- **Language articulates consciousness.** It not only orders our thought but from infancy, we learn to use language to give utterance to our basic needs and feelings.
- **Language reflects culture.** It encodes and transmits cultural meanings and values in our society.
- **Language affects socialization.** Children learning a language absorb the cultural assumptions and biases underlying language use and see these as an index to their society's values and attitudes. Social inequity reflected in language can thus powerfully affect a child's later behavior and beliefs.

What are the kinds of sexist language?

- **Language that excludes women or renders them invisible**

These include

– use of the generic masculine, such as **man, mankind, forefathers, brother**, and the singular masculine pronoun (**he, his, him**) to refer to both sexes.

– terms ending in **man** to refer to functions/titles that may be performed/held by individuals of either sex (**handyman, chairman**).

– terms used as though they apply to adult males only, or are appropriate to a particular sex.

Example: “Settlers moved west taking their wives and children with them.”

Alternative: Use **families** for **wives and children**.

The generic masculine reflects gender inequality in that women are never seen in terms of general or representative humanity. Men represent the universal or the human and women are merely the “other”.

- **Language that trivializes women or diminishes their stature**

Feminine suffixes such as **-ess, -ette, -trix, or -enne**, make unnecessary reference to the person’s sex, and suggest triviality or unimportance or inferiority of the woman occupying the position.

The use of certain sex-linked modifiers (e.g. **lady doctor**) sounds gratuitous, is patronizing and suggests that the norm for some occupations is for a particular sex. When it is necessary to point out the gender of the person in a given role or occupation, use **female** or **woman** rather than **lady**, e.g. **female guard**.

- **Language that disparages and marginalizes women or even men**

Examples: **mistress, bimbo, chick, callboy**

- **Language that fosters unequal gender relations**
 - Lack of parallelism (e.g. **man and wife**)
 - The use of terms that call attention to a person's sex in designating occupations, positions, roles, etc. (e.g. **cleaning woman, fishwife**)
- **Gender polarization of meanings**

An example of polarization of meaning is perceiving forceful men as **charismatic** and forceful women as **domineering**.

In the history of language, negative or sexually derogatory meanings accrue to words referring to woman but not to equivalent words for man (e.g. **mistress**).
- **Lexical gaps**

In the English language, there is an absence or lack of words that refer to women's experience. For example, men are **henpecked** but women are not **cockpecked**.
- **Hidden assumptions**

Compare these two statements:

 - * **Men can care for children just as well as women** (we find this statement wholly acceptable).
 - * **Women can care for children just as well as men** (we find this strange or bizarre).

This reflects our shared assumptions about gender roles, or what functions and capabilities properly belong to what sex.
- **Metaphors which reflect a male-centered view of the world or portray women as objects**

Examples: **seminal**, not **germinal** ideas.

Phallogentric metaphors: We provide **input**, we get the **thrust** of an argument, we **penetrate** a problem, we **master** material.

Metaphors that refer to women as merchandise or something to be eaten (**sugar, honey, dish, cheesecake**) or as small animals (**chick, bunny**).

GUIDELINES FOR NON-SEXIST WRITING

Generic “man”

Problem

The term **man** is often associated with the adult male and it is difficult to distinguish its generic use. It reflects gender inequality in that women are never seen in terms of general or representative humanity but always in terms of their gender. **Man** represents the universe and the human to which woman is the “other”.

Alternatives

1. Replace man with specific nouns or verbs that say explicitly what you mean.

<i>Instead of</i>	<i>Use</i>
manpower	labor, human resources, personnel

2. Use nouns that encompass both man and woman.

<i>Instead of</i>	<i>Use</i>
mankind	humanity

3. In making general statements that apply to both sexes, specify that women are also being referred to.

<i>Instead of</i>	<i>Use</i>
Man is vulnerable.	Women and men are vulnerable.

The pronouns “he”, “his”

Problem

The pronouns **he** and **his** are used to replace generic **man** and pose the same problems.

Alternatives

- Choose from the most common alternatives — **he** or **she**, **he/she**, **she or he** and lately, **s/he**.
- Use the plural form.

Instead of

The student must submit his paper on time.

Use

Students must submit their papers on time.

- Use the first or second person, when appropriate.

Instead of

As a government employee, he faces the problem of low wages.

Use

As government employees, we face the problem of low wages.

- Replace **his** with an article or drop it altogether.

Instead of

A researcher must acknowledge all his sources.

Use

A researcher must acknowledge all sources.

- Replace **he** with **one** when warranted by the text.

Instead of

The individual often wonders how he can help in this time of crisis.

Use

One often wonders how one can help in this time of crisis.

- Recast the sentence into an impersonal or passive form.

Instead of

The student must submit his papers on time.

Use

Papers must be submitted on time.

- When you have to use third person pronouns throughout a long text,
 - use both female and male pronouns but vary the order.
 - alternate male and female pronouns throughout the text.
 - repeat the noun or find a synonym.

Sex- role stereotyping

Problem

Our language often has unconscious sexist assumptions, e.g. that surgeons are always men or nurses are always women.

Alternatives

- Identify both men and women in the same way when it comes to profession or employment.
Instead of
stewardess, steward *Use*
flight attendant
- Do not represent women or men as occupying only certain jobs or roles.
Instead of
convention participants and their wives *Use*
convention participants and their spouses
- Treat men and women in a parallel manner.
Instead of
man and wife *Use*
husband and wife
- Avoid language that calls attention to the sex or sex role of the referent, e.g. **working mothers** or **working wives**.

Sexist language in quoted material

Problem

What do you do when your secondary sources use sexist language?

Alternatives

- Paraphrase the quote, using non-sexist language, and give the original author credit for the idea.
- Quote directly and add sic after the sexist part.
- Partially quote the material, rephrase the sexist part and name the source.

The Advancement of Women and Women's Rights: Definition of Concepts

(Source: UNESCO, 1999)

Affirmative action

Affirmative action originally referred to the policy adopted by the United States Federal Government requiring all companies, universities, and other institutions that do business with the government, or receive federal funding, to “take affirmative action to ensure that applicants are employed and that employees are treated equally during their employment without regard to their race, color, religion, sex or national origin”.

The term has since come to refer more generally to programs designed to remedy the effects of past and continuing discriminatory practices in recruiting, selecting, developing and promoting minority group members. Affirmative action programs seek to create systems and procedures to prevent future discrimination by ensuring an “equality of outcomes”, such as quota percentages, timetables, and affirmative action training programs.

Discrimination

Article 1 of the Convention on the Elimination of All Forms of Discrimination Against Women (1979) defines the discrimination against women as “any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and

women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field.”

Empowerment of women

Empowerment is a process of awareness and capacity building leading to greater participation in transformative action, to greater decision making power and control over one’s life.

Empowerment of women as a policy objective implies that women legitimately have the ability and should, individually and collectively, take part in decision making processes that shape their societies and their own lives, especially about societal priorities and development directions.

Equality

This is a principle according to which all human beings, without distinction of race, sex, religion, socio-cultural or political status, are considered to have equal rights. The United Nations Chapter (1945) is the first internationally binding instrument to affirm the equal rights of men and women. Since then, several treaties have reaffirmed this principle, notably the Universal Declaration of Human Rights, adopted in 1948, and the Convention on the Elimination of All Forms of Discrimination Against Women (1979).

Equal opportunity

Recognizing the equal status of women and men before the law does not necessarily mean that women will be given the same opportunities to develop their skills and intellectual capacities that will, in turn, permit them to exercise their legal rights. Equal opportunity measures seek to provide women with an enabling environment and optimum conditions to reach equal status.

Affirmative action has been used to foster equal opportunity. However, as these measures seek above all to guarantee an equality of outcomes, they should be distinguished from the latter (see Affirmative Action).

Equity

Though often used interchangeably, equality and equity are two very distinct concepts. Equity programs favor treating women and men differently in order to achieve the equal status of women and men. Such programs are based on the premise that if women and men were treated the same way (equally) there would be a risk of reaching unfair outcomes due to original disparities.

Gender

Biological differences between women and men do not change. But the social roles that they are required to play vary from one society to another and at different periods in history. The term gender refers to the economic, social, political and cultural attributes and opportunities associated with being male and female. In most societies men and women differ in the activities they undertake, in access to and control of resources, and in participation in decision making. And in most societies, women as a group have less access than men to resources, opportunities and decision making.

Gender analysis

A gender analysis implies reading facts and social processes in the light of their differential effects on gender roles. Basically, it means recognizing that cultural, social, political and economic systems and institutions are not gender-neutral.

The end-purpose of adopting a gender analysis is to redefine the basic assumptions of dominant cultural, social and economic structures in order to promote and secure women's basic human

rights, needs and aspirations. Within UN organizations such as UNESCO, adopting a gender analysis means integrating in all phases of project development (programming, design, implementation and evaluation) a gender perspective.

Gender equality

Gender equality means the equal empowerment and participation of both sexes in all spheres of public and private life. It means giving women and men, girls and boys, the same opportunities to participate fully in the development of their societies and to achieve self-fulfillment.

Gender equality means accepting and valuing equally the differences between women and men and the diverse roles they play in society. Gender equality includes the right to be different. This means taking into account the existing differences among women and men, which are related to class, political opinion, religion, ethnicity, race or sexual orientation. Gender equality means discussing how it is possible to go further, to change the structures in society which contribute to maintaining the unequal relationships between women and men, and reach a better balance in female and male values and priorities.

Gender equality is an essential component of human rights and a key to development. It requires a new partnership between women and men, girls and boys — one that is based on mutual respect, dialogue and the sharing of public and private responsibilities.

Gender equality does not mean that men and women become the same, but that their opportunities and life chances are equal.

Gender mainstreaming

Gender mainstreaming is defined by the United Nations as the process of assessing the implications for women and men of any planned action, including legislation, policies and programs in any

area and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

The objective of gender mainstreaming is the integration of gender equality concerns into the analysis and formulation of all policies, programs and projects. A mainstreaming does not preclude any initiative specifically directed towards women as long as it promotes gender equality.

Women in development or WID

WID activities cover a variety of issues and controversies concerned with the advancement of women in the development context. The core assumption of WID strategies is that women's contributions to the growth of societies have been undervalued and therefore insufficiently recognized by those in charge of development programs, at both national and international levels. Consequently, development projects fail to be sustainable and efficient because they do not take into account women's productive role.

Since the emergence of a WID discourse in the 1970s, there has been a growing awareness of women's right to provide their own definition of development and development goals, as well as to acquire the means to achieve them. Women are no longer seen as beneficiaries of development processes but as actors in their own right.

In the early 1980s, new research in the social sciences focusing on power and gender relations generated a paradigm shift from a WID approach to a gender and development (GAD) approach.

Gender and development or GAD

The GAD approach grew from the analysis of the social relations between women and men to explain why women were still marginally benefiting from development processes despite the fact that their specific contributions were being recognized (WID approach). GAD approaches correlate unequal gender relations and the unequal access to natural, social, and economic resources.

This approach does not consider women and their roles, needs and aspirations in isolation from those of men. Indeed, the responsibilities assigned to women differ among households, communities and societies but they are all determined in relation to those of men. It is the social arrangements of these responsibilities between women and men that are the main focus of GAD policies.

Organizations and Networks with Legislative Advocacy Programs

SIBOL

The *Sama-samang Inisyatiba ng Kababaihan sa Pagbabago ng Lipunan* is a national network of 12 women's programs, desks and organizations. It directly engages the legislative process and policy institutions towards making laws gender-fair and women-sensitive. As a pioneering legislative advocacy network, it successfully led the lobby for the passage of the Anti-Rape Law. Its members are: the Center for Legislative Development (CLD), Democratic Socialist Women of the Philippines (DSWP), Institute for Social Studies and Action (ISSA), Katipunan ng Kababaihan para sa Kalayaan (KALAYAAN), Makalaya, Pilipina, Sarilaya, Women's Education, Development, Productivity & Research Organization, Inc.(WEDPRO), WomanHealth Phils., Women's Crisis Center (WCC), Women's Legal Bureau (WLB), and Women's Resources and Research Center (WRRC). Individually, these organizations also do legislative advocacy focusing on specific issues according to their particular organizational mandate. SIBOL drafted the original Anti-Rape Bill passed in 1997.

AWH

Alliance for Women's Health is a network of women's groups and NGOs focusing on women's health, reproduction, population and family planning. Its members are: DAWN-TUCP, ISSA, Katipunan ng Bagong Pilipina (KABAPA), Kalakasan, KALAYAAN, Learn, Likhaan,

Pilipina, WomanHealth, Women's Health Care Fund. Inc. (WHCFI), Women's Media Circle, WCC and WRRC.

WAND

Women's Action Network for Development (WAND) is a national network of NGOs, cooperatives, people's organizations and is multi-sectoral in nature. It is actively involved in efforts to promote women's participation in local governance.

WIN

Women in Nation Building is a women's organization working with the women policy elites at the local level by providing education on basic issues such as sexuality, health and reproductive rights.

KABAPA

Katipunan ng Bagong Pilipina is a national organization of grassroots and rural women that has concretized women's electoral participation by having its members run and win in barangay elections.

CATW

Coalition Against Trafficking in Women is an international feminist network of groups, organizations and individuals challenging the commercial sexual exploitation of women globally. It has regional bodies in Asia-Pacific, Latin America, Africa, North America and Europe. CATW brings international attention to all forms of trafficking and to prostitution, pornography, sex tourism and bride selling. It has Consultative Status II with the UN Economic and Social Council (ECOSOC) with which it is working on a Proposed Draft Convention Against Sexual Exploitation. The CATW-Asia Pacific secretariat is based in Manila.

PNATW

The Philippine Network Against Trafficking in Women specifically addresses sexual exploitation, in particular trafficking. It has recommended policy reforms to the Philippine Government and its bilateral partner the Royal Government of Belgium which supports the PNATW. Its members are: the Ateneo de Manila University, KALAYAAN, Conspectus Inc., WCC, WHCFI, WEDPRO which acts as the secretariat, and WLB. It works as a partner with the NCRFW which has been designated as the executing agency.

WSWC

Womyn Supporting Womyn Centre is a lesbian rights advocacy group which counts working for legal reforms as part of its general objectives.

CLIC

Can't Live In the Closet is a lesbian organization that is active in media advocacy and also does legislative advocacy.

LAGABLAB

The Lesbian and Gay Legislative Advocacy Network is a network of lesbian and gay individuals and groups that aim to lobby for the passage of laws on lesbian and gay rights.

Suggested Readings

Toward a Gender-Responsive Legislation

- **Volume 1: Basic Concepts**
- **Volume 2: Basic Application**

Developed by Aida F. Santos, Eleanor C. Conda & Maria Dulce F. Natividad for NCRFW, 1999

Acknowledging the key role of legislation in promoting gender and development, the NCRFW embarked on a two-year project to assist legislative processes in mainstreaming the gender perspective. This two-volume publication resulted from this pioneering effort.

Guidelines for Integrating Gender Concerns in the Development Processes: A Manual for the Philippine Development Plan for Women Implementation in Northern Mindanao

NCRFW, National Economic Development Authority (NEDA), Region X, 1994 (With funding support from NCRFW-CIDA II Institutional Strengthening Project). Reprinted 1998

This manual is the product of a one-year pilot testing project on the required processes and mechanisms for the Philippine Development Plan for Women in the effort to implement RA 7192 in Northern Mindanao (Region X). Applicable to both spatial and socio-economic gender-responsive planning, programming, and monitoring, these guidelines are intended not to supplant but to enhance the effectiveness of existing development guidelines at the regional and local levels. The chapters stand independently of one

another, hence, they can be used in any phase of the development process.

Philippine Plan for Gender-Responsive Development (1995-2025)

NCRFW, 1995

The PPGD is a milepost in the series of government initiatives meant to give Filipino women a more active and participatory role in the development process. It takes over where the Philippine Development Plan for Women left off after the PDPW's mandate expired in 1992. The idea is to look at women in a new light as partners for development and as untapped resources, in addition to their being beneficiaries.

The PPGD gives government a crucial nudge when it comes to women's gender concerns, laying out development goals and strategies that will make gender equity integral to public programs and policies. The plan's 30-year framework also ensures that women-friendly policies can take root and flourish despite the barriers posed by traditional attitudes and stereotyping. From now to 2025, there is enough time to wear down resistance, redefine policies and carve out a culture where gender issues become mainstream issues.

Filipino Women: Issues and Trends

NCRFW, Asian Development Bank, 1995

This book compiles statistics on women in population, families and households, employment, education, health and public life, and analyzes the trend for each sector. It includes statistical tables on the overall topics.

Gender and Development: Making the Bureaucracy Gender-Responsive: A Sourcebook for Advocates, Planners, and Implementors

Developed by Amaryllis T. Torres and Rosario S. Del Rosario with the assistance of Rosalinda Pineda Ofreneo for United Nations Fund for Women (UNIFEM) and NCRFW, 1994

This sourcebook embodies the results of the original assessments undertaken in six government departments. It elaborates on 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. This sourcebook is for the use of anyone in line agencies concerned with developing strategies for mainstreaming gender, be it in the internal organizations, 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.

Laws on Women

Volume I: An Annotated List

Volume II: A Compilation

NCRFW, 2000

This publication, which covers laws enacted from 1900 to the present, studies the gender dimension and provides a gender analysis of about 14,958 statutes. It is an essential tool for legislators, gender and development advocates and lay readers in the struggle for gender-responsive legislation towards women's empowerment.

Vol. I contains the annotated list of laws, with a short introductory analysis for each category. Vol. II compiles the laws and has an index to facilitate its use.

National Commission on the Role of Filipino Women

NCRFW, 2000

This sourcebook puts together the Commission's milestone accomplishments over the past 25 years. It also presents the women who have helped make these achievements possible. It serves as a handy reference material for the growing number of committed advocates for women empowerment, to assist them in their orientation sessions, or to share with new development partners.

Making Financing Projects Work for Women

NCRFW with support from the German Development Cooperation, 2000

This handbook will serve as a ready reference for practitioners, planners and implementers and advocates alike, in their efforts to address gender concerns in cooperatives and other self-help institutions. Often the female membership in these institutions is large, yet it is the men who occupy leadership positions.

Women and Gender-Responsive Initiatives in Selected Regions: A Rapid Appraisal

NCRFW, 1999

This report represents the result of the rapid field appraisal (RFA) of women and gender-responsive initiatives in four selected regions, namely, Regions 6, 11, 13 (or CARAGA) and ARMM. The RFA aimed to come up with analytical profiles of gender-responsive and GAD-related initiatives and inventory of GAD-related resources in four administrative regions, and recommends possible pilot sites at the sub-national level where GAD mainstreaming in government agencies can take place.

Transforming the Mainstream: Building a Gender-Responsive Bureaucracy in the Philippines 1975-1998

Jurgette A. Honculada and Rosalinda Pineda-Onofreo

UNIFEM, 1998

This book traces the long and varied history of the NCRFW from its early days as a rather traditional women's organization to its pioneering work in envisioning gender mainstreaming and striving to put that vision into concrete practice. UNIFEM has supported the NCRFW over much of its history, and the writing of its monograph stems from a shared sense of mission in weaving both women and gender perspectives into the heart of the development and decision making processes.

Adolescent Sexuality

Aurora E. Perez

NCRFW, 1998

This policy paper tackles emerging issues and policy insights on adolescent sexuality. It also discusses some policy recommendations which can address the contentious issues surrounding adolescent sexuality.

The Economic Costs of Violence Against Women

Ermi Amor T. Figueroa-Yap, (2001)

This policy paper attempts to identify and quantify the economic costs of violence against women. Knowing how much is spent on the prevention, monitoring, treatment and litigation of VAW cases should make policy makers and other interest groups be more aware of the problem and encourage them to be more aggressive in their advocacy work.

Guidelines for Developing and Implementing Gender-Responsive Programs and Projects

NCRFW, NEDA, 1993

This manual intends to assist local planners and project implementers and to ease the process of incorporating gender and development concerns in government programs and projects. It enumerates the steps for project identification, project preparation/formulation, investment program formulation, and project evaluation, and offers appropriate guide questions for each step.

Handbook of Gender-Responsive Participatory Tools for Community-Based Forest Management

Department of Environment and Natural Resources, CIDA, NCRFW, 1999

This handbook contains tools for mainstreaming gender and development in Community-Based Forest Management. It supports the development principle that real development happens in people,

and must therefore include a process of engaging the active participation of people as change agents themselves.

The National Health Insurance Law and the Civil Service Code: A Review of Specific Provisions Applicable to Women

Ermi Amor T. Figueroa-Yap
NCRFW, 1998

This paper attempts to identify provisions in the National Health Insurance (NHI) Law (RA 7875) which neglect, disregard or discriminate against women's needs and rights. It also reviews civil service laws, in particular, the Omnibus Rules Implementing Book V of Executive Order No. 292 and other Pertinent Civil Service Laws—and to some extent the Labor Code, to identify provisions relevant to women's rights for advocacy and policy reforms.

Towards a Gender-Sensitive Community-Based Forest Management Program

Antonio P. Contreras
NCRFW, 1998

This booklet seeks to promote the well-being of the Filipino people through sustainable development of the country's forest resources. Moreover, CBFM strategies provide a receptive terrain for gender-sensitive development.

Towards a Gender-Sensitive Workplace: Integrating Women's Concerns in the Occupational Safety and Health Standards

Antonio P. Contreras
NCRFW, 1998

This policy paper presents recommendations for integrating gender concerns in the Occupational Safety and Health Standards. It aims at instilling gender sensitivity not only in the instrument but also in the people and processes involved in the implementation of the instrument.

Plan Framework of the Philippine Plan for Gender-Responsive Development 1995-2025

NCRFW, 1996

This is a reprint of the first two chapters of the PPGD 1995-2015. It outlines the macro context and the basic socio-cultural, economic, political and legal framework. In the macro context, the PPGD rests on a vision of development that is equitable, sustainable, free from violence, respectful of human rights, supportive of self-determination and the actualization of human potentials, and participatory and empowering. As stated in its basic framework, a plan is only as good as its implementation. Its implementation, on the other hand, is only as good as the will, the resources, and the people who choose to carry out the plan in its concrete form.

A Primer on Women and Population

NCRFW, 1994

This primer attempts to clear up some of the misinformation in the population debate, by discussing some of its controversial issues. This discussion hopes to enable women to transcend the emotional reef surrounding their silence, so that they can reclaim their right to be heard.

Validation Workshop Participants

Participants of the workshop that validated the contents of the handbook:

1. Arleen C. Arayata - Board Member, Cavite
2. Vicencio Montano - Legal Asst., Cavite
3. Edith Vergel de Dios - Councilor, Pasay City
4. Sherry G. Waje - staff, Pasay City
5. Amelia D. Santos - Councilor, San Mateo, Rizal
6. Hernando Sison - Councilor, Cardona, Rizal
7. Garry Salamat - Councilor, Cardona, Rizal
8. Virgilio Rivera - Councilor, Cardona, Rizal
9. David A. Velasco - Legislative Staff, Paranaque
10. J. Rivera - Councilor, San Mateo, Rizal
11. Aileen Cuevas-Sanchez - CBP, Coordinator, Angeles City
12. Muleta Masusanac - Staff-SB, Navotas
13. Artemio Balgoa - Councilor, Cainta, Rizal
14. Joe Guevarra - Staff of Board Member Tabamo, Tarlac City
15. Roger Martin - Chief of Staff of Councilor del Rosario, Quezon City
16. Valdimir c. Torres - Legislative Staff of Councilor Buenavista, Paranaque
17. Gioze D. Valera - Staff of Councilor Santos, San Mateo, Rizal
18. Zeny D. - Staff of Councilor Ramirez,
19. Richard Zueleta - SB member, Cainta, Rizal
20. Randy P. Felix - Staff BM Tabamo, Tarlac City
21. Zoilo Pangilinan - PSWDO, Cabanatuan City, Nueva Ecija
22. Tish Vito-Cruz - Project Officer, DAW coalition,

- Diliman, Quezon City
23. Mary Ann Dino - Consultant/Representative of NMYL, Victorias City Government
 24. Marie Labajo - Institute of Politics and Governance, Diliman, Quezon City
 25. Susan Pineda - IMA Foundation, Angeles City
 26. Mayvelyn Remigio- Education and GAD Section, UNICEF
 27. Grace Migallos - President, WIN
 28. Melody Bautista - PO V, DILG
 29. Ermelita V. Valdeavilla - Executive Director, NCRFW
 30. Ma. Bernadette Broqueza - Executive Assistant II, NCRFW
 31. Ma. Louella M. Losinio - Planning Officer, NCRFW
 32. Ma. Selleza Selorio - NCRFW
 33. Tina Franco - NCRFW
 34. Enrique Capiral, Jr. - NCRFW

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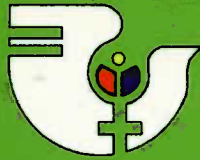
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OFFICE OF THE PRESIDENT
National Commission on the Role of Filipino Women (NCRFW)
National machinery for the advancement of women and
policy-making body of the President and the Cabinet on women's concerns
1145 J.P. Laurel Street, San Miguel, Manila 1005
Telephone (632) 735-4767
Fax: (632) 736-4449
Email: edo@ncrfw.gov.ph

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