

PDD

Guidelines for Integrating Gender Concerns in the Development Processes



A Manual for the
Philippine Development Plan
for Women Implementation
in Northern Mindanao

TSD COPY

Reprinted by the
National Commission on the Role of Filipino Women (NCRFW)
with funding assistance from
Canadian International Development Agency (CIDA),
1998

This book is not intended for commercial use. Reprinting of this book or any portion thereof for institutional purposes should be made with proper acknowledgment.

FOREWORD

Integrating Gender and Development (GAD) concerns in the development process is a formidable task. Despite the significant advancements in feminist theories in relating to development during the past decade, it has proven remarkably difficult to translate them into planning terms by “grafting” gender on to existing planning disciplines. Moreover, the mere reference to gender invites confrontation if not provokes a hostile and negative reaction from uninitiated women and men alike.

On the whole, the process is growth-enhancing and professionally rewarding. However, painstakingly, we have surmounted the task of coming up with this manual in a concerted effort amid the disparities in the levels of understanding on what gender and development is all about.

This manual is a product of a one-year pilot testing project on the required processes and mechanisms for the Philippine Development Plan for Women in our effort to implement R.A. 7192 in Northern Mindanao (Region X). This is a joint project of the NEDA and the NCRFW with financial support from the German Agency for Technical Cooperation (GTZ). The NEDA-X Technical Staff drafted this manuscript which underwent several scrutiny before it was adopted by the Regional Development Council under Resolution No. 40 (s.1994).

Applicable to both spatial and socio-economic gender-responsive planning, programming, and monitoring, these guidelines will not supplant but enhance the effectiveness of existing development guidelines at the regional and local levels. Moreover, each chapter is independent of one another, hence, development planners can use this in any phase of the development process.

We hope that this manual will enhance appreciation and understanding of gender-responsive planning among policy makers, both government and private sector, planners, and implementors, as well as provide them with the necessary tool to effect the integration of gender concerns in development that will bring about the effective participation of women in ways equal to that of men.

We thank all those who have contributed to the preparation of this manual. We especially acknowledge Dr. Alejandro N. Herrin for providing a framework on gender and development and Dr. Magdalena C. Cabaraban for her technical support.


RAYMUNDO E. FONOLLERA
Regional Director, NEDA-10

ACKNOWLEDGMENT

The National Economic and Development Authority wishes to thank the RDC-X for adopting the guidelines contained in this manual; the various individuals, private and public institutions, agencies and organizations who contributed to the success of the PDPW pilot project and the formulation of this manual, especially the following:

ERLINDA B. MINDANA - Assistant Statistician (NSO) · FELY A. CADUYAC - Records Officer (CSC) · RUDYLIA C. PARREL - Administrative Officer IV (DBM) · RUTCHIE C. AGUHOB - Regional Research Coordinator (PIA) · JANE J. DOCALLOS - Chief of Staff, ORD (DILG) · NOITA A. CARACOL - Planning Officer (DAR) · CYNTHIA P. MAGTRAYO - Supervising Agrarian Reform Program Officer (DAR) · DINA V. TOLEDO - Planning Assistant (DENR) · RAUL S. MARTE - Assistant Statistician (DENR) · ESPERANZA B. GARGAR - Training Coordinator (DTI) · MERIAM B. MONDIA - Research Specialist II (DST) · EDITHA A. DEL AYRE - Provincial Cooperative Development Specialist (CDA) · ESTRELLA UY-PAHALLA - Planning Officer III (DOLE) · RIORITA E. AGUIÑOT - Engineer II (DPWH) · ARMANDO E. ARIZALA - Hydrologist (NIA) · ISIDRO V. BUTASLAC, JR. - Sr. MIS Analyst (PPA) · JEAN B. ACEDO - Chief, Finance and Management Division (LTO) · FLORDELIS P. CABALUNA - Engineer III (TELOF) · LOEL D. MANIGO - Assistant Division Chief/Trainor (NMYC) · MARLOU J. BINGONA - Planning Officer (DSWD) · MA. ROMANA U. ABABAO - Team Head, Forward Planning/Monitoring (NHA) · JUDY G. SUMABAT - Town Planning and Zoning In-Charge (HLURB) · SEGUNDO H. SABIJON - Planning Officer II (MPSC) · QUIPTE N. CONSUS - Planning Officer (CMU) · ELENA A.H. PAULMA - Director of Planning and Dev't (NORMISIST) · FLORINA G. PAUROM - Chairman, Secondary Education (MOSCAT) · NARCISA F. TABOCLAON - Human Resource Management Officer (MOSCAT) · GEORGE G. GEWAN - Chief, Personnel Services (CMU) · DULCE A. CAGA-ANAN - Human Resource Management Officer III (BSC) · BERNADETTE C. CABRERA - Faculty (BSC) · ANTONIO M. TALAN - Human Resource Management Officer III (NORMISIST) · LEAH L. SIMON - Human Resource Management Officer I (DPWH) · EVANGELINE SOLORIA - Senior CDS (CDA) · ENGRACIO J. BERONG, JR. - Engineer II (TELOF) · LUDIVINA D. ASIS - LGOO V (DILG) · AZUCENA MADTAHIR - Chief, Administrative Services (PPA)

· DINA DOYDORA - SMIPO (DAR) · JULIET ANGELES - Human Resource Management Officer III (LTO) · GERTRUDES S. ALERIA - Chief, Irrigation Dev't - B (NIA) · PETRA S. BABIA - Planning Officer III (Butuan) · MA. LAURISSE S. GABOR - Sociologist II / SDC Coordinator (Butuan) · TEOTISTAN. JIMENEZ - Provincial Pop. Officer II (Agusan Norte) · ANECITA B. LASTRA - Project Eval'n Officer III (Agusan Sur) · ROLANDO L. LOLINGCO - PGADH-PPDO (Agusan Norte) · ANITA S. SARMIENTO - Planning Officer (Agusan Norte) · EMMA C. TANGINAN - Pop. Program Officer IV (Butuan City) · ERNESTO A. ALEJADO - Pop. Program Officer IV (Cag. de Oro) · RACQUEL S. BACONGA - Proj. Eval'n Officer II (Gingoog) · NORBERTO T. BALTAZAR - Proj. Eval'n Officer II (Bukidnon) · ROMEO N. CARDOZA - Pop. Program Officer IV (Bukidnon) · ANTONIO T. CREDO - Pop. Program Officer IV (Camiguin) · DIONNIE P. GERSANA - SCDS IV, Admin. Office (Cag. de Oro) · REGINO L. LOQUELLANO - Statistician I (Camiguin) · ARISTEO N. MARBELLA - Prov'l Stat. Officer (Camiguin) · ELVIE A. PAREL - Dev't Project Officer II (Mis. Or.) · ROGER R. UBALDE - Pop. Program Officer IV (Gingoog) · TESSIE A. BALOMAGA - Planning Officer I (Surigao N.) · JUPITER J. CORREOS - Pop. Program Officer IV (Surigao City) · DIANA C. EDERA - Project Dev't Officer II (Surigao City) · JOSEFINA M. EDERA - Planning Officer I (Surigao N.) · ELSA M. SOBRECARAY - Vice-Mayor and MACRO Coordinator (Surigao City) · PRUDENCIO B. GODOY - City Pop. Officer (Oroquieta) · FE L. HERRERA - Economist II (Mis. Occ.) · JUANITO O. ROBILLOS - OIC Provincial Pop. Officer II (Mis. Occ.) · ANITA On. SUERTE - Project Eval'n Officer II (Mis. Occ.) · MAGDALENA C. CABARABAN - President (Women's Forum-10) · ALEJANDRO N. HERRIN - Professor (UP School of Economics)

TABLE OF CONTENTS

Chapter 1

FOREWORD

Conceptual Framework On Gender and Development in Regional Development Planning	1-7
A. Introduction	3
B. The Concept of Development	4
<i>Why Plan? The Rationale for Government Intervention</i>	4
C. The Concern for Gender	5
<i>Fairness/equity as a basic principle</i>	5
<i>Sources of inequity/inequality: the role of sex and gender and concerns related to each</i>	6
<i>Role of government and the nature of possible government intervention</i>	7

Chapter 2

Training and Advocacy On Gender and Development	9-14
A. Introduction	11
B. Components of the Training Module	11
1. The Orientation Module	11
2. The Skills Enhancement Module	11

C. Institutionalizing GAD Training and Advocacy Activities	12
--	----

D. Initiatives for Follow-Through Activities	13
--	----

Annex:

1. *Orientation Module (6 pages)*
2. *Skills Enhancement Module (6 pages)*
3. *Proposed GAD Training and Advocacy Organizational Structures for Region X*

Chapter 3

GAD/POPDEV/Integration in Physical/Socio-Economic Planning	15-33
--	-------

Executive Summary	17
-------------------	----

A. Introduction	18
-----------------	----

B. Gender Responsive Development Planning	18
---	----

C. GAD/POPDEV Integration in the Existing Planning Processes	20
--	----

Planning Approaches	20
---------------------	----

Planning Participants	21
-----------------------	----

The Secretariat	22
-----------------	----

D. GAD/POPDEV Integration in the Planning Phases/Cycle	22
--	----

Conceptual Framework	22
----------------------	----

Integration Proper by Planning Phase	23
--------------------------------------	----

1. <i>Situational Analysis</i>	23
--------------------------------	----

2. <i>Objectives/Target-Setting</i>	24
-------------------------------------	----

3. <i>Formulation of Policies and Strategies</i>	24
--	----

4. <i>Formulation of Programs and Projects</i>	25
--	----

5. <i>Plan Implementation</i>	25
-------------------------------	----

6. <i>Plan Monitoring</i>	25
---------------------------	----

7. <i>Plan Evaluation</i>	26
---------------------------	----

	E. Issues Raised on Lack of GAD/POPDEV Responsiveness in the 1993-98 RDP	26
	F. References	33
	Annex: <i>Figures 1-5</i>	
Chapter 4	GAD Integration in Investment Programming and Project Development	35-55
	Executive Summary	37
	A. Introduction	38
	B. The Existing Investment Programming Process	38
	C. Guidelines for Integrating GAD	42
	Investment Programming	42
	Project Development Process	44
	D. Other Alternatives	54
	E. References	55
Chapter 5	Monitoring and Evaluation	57-73
	Executive Summary	59
	A. Introduction	60
	B. The Existing Process/System	60
	C. Guidelines for Integrating GAD in the MES	61
	1. Background/Rationale	61
	2. Objectives and Scope	62

	3. Organizational Framework	63
	4. MES Organizational Structure	64
	5. Organization of Project Monitoring Committees	64
	6. Responsibilities of Entities	66
	7. Systems Framework	67
	8. Process Flow	67
	9. Reporting	68
	10. Monitoring Procedures	70
	11. Problem-Solving Mechanism	71
	12. Computation of Accomplishments	72
	D. Other Alternatives/Future Activities/Suggestions	72
	E. References	73
Chapter 6	Statistical Information System	75-86
	Executive Summary	77
	A. Introduction	78
	B. The Existing Data Administration	
	1. Data Source	78
	2. Data Management	79
	3. Existing Uses of Data	80
	C. Guidelines in Developing and Operating Gender-based Indicator System	81
	1. Development of the Indicator Framework	81
	2. Identification of Social Indicators	81
	3. Statistical Content Analysis	82
	4. Integration into the Existing Information System	83
	D. Future Activities in Establishing the GAD Statistical Information System	83

	1. Implementing the System	83
	2. Data Collection and Processing	84
	3. Validation of Indicators	85
	4. Linkages with other Existing Data System	85
	E. References	86
	Annex:	
	1. <i>General Framework in Developing Gender-based Indicator System</i>	
	2. <i>Analytical Framework for Assessing the Gender-Differentiated Impact of Macroeconomics</i>	
	3A. <i>Form for RPDIS</i>	
	3B. <i>Guidelines in Filling-up RPDIS Form</i>	
	4. <i>Sectoral Gender-based Development Indicators and Data (Initial List)</i>	
	Institutional Mechanisms	87-107
Chapter 7	Executive Summary	89
	A. Introduction	90
	B. Gender Focal Points	90
	C. The Existing Regional Situation Regarding the Level and Type of GAD Implementation	93
	1. Inter-agency level	93
	2. Agency level	96
	D. Proposal for Institutional Strengthening	97
	1. Inter-agency level	97
	a) Regional level	97
	b) Sub-Regional level	101

2. Agency level	102
a) National Economic and Development Authority and NRO-X	102
b) Other Regional Line Agencies	104
D. Strategies for Implementing the Institutional Mechanisms in 1995	105
E. References	107
Annex:	
1. <i>Summary of the Results of the Survey Questionnaire on Gender and Development Focal Points</i>	
2. <i>Functions of RDC and Non-RDC Committees</i>	
3. <i>GAD Institutional Mechanisms at the Sub-Regional Level</i>	

ABBREVIATIONS

ACKNOWLEDGMENT

CHAPTER 1

Conceptual Framework on Gender and Development in Regional Development Planning

A. INTRODUCTION

Integrating GAD in the Development Planning Process

Integrating gender concerns in regional development planning is a complex exercise that will challenge the creativity and attitudes of tradition-bound planners. There is a need to revisit some of the important or key variables in development planning theory and practice to properly situate the Gender and Development (GAD) framework. The analytical framework begins with a review of the concept of development, the need to plan for development and the roles of government in socio-economic development. Analysis proceeds by identifying the key issues/concerns of the gender framework and the integration/mainstreaming of GAD in the development planning process through the so-called Gender Responsive Development Planning.

The concern for gender focuses on: equity as a guiding principle; the role of sex and gender and concerns related to each; and the role of government in reducing gender inequity/inequality and the nature of possible government action. Gender-responsive development planning focuses on the integration/mainstreaming of GAD in plan formulation, implementation, monitoring and evaluation, as well as data and analytical requirements for gender-responsive planning.

The need to adopt a perspective that takes into account the different roles and interests of women and men in development planning is based on the GAD framework, a recent major advance in development theory and practice. The GAD analysis looks beyond the functions of women and men in society, to examine the relations between them, and the forces that both perpetuate and change these relations.

It is a fact and reality that traditional social and gender roles have relegated women to a disadvantaged position with respect to their social and economic status in the community. Therefore, in operationalizing GAD in the regional development planning process, the integration strategies would focus on removing biases and discrimination against women in the design and implementation of programs and projects to achieve sustainable socio-economic development in the region.

B. THE CONCEPT OF DEVELOPMENT

Development is the sustained capacity to achieve a better life for all. Among the attributes of a “better life” for people, two are of great importance, namely, length of life and quality of life. Quality of life of a person can be defined in terms of (1) the capacity “to do” and (2) the capacity “to be”. The capacity “to do” implies a wide range of human activities and situations that a person can participate in his/her pursuit of a better life such as: to do productive and satisfying work (market and home); to have control over one’s income; to enjoy nature and the natural environment; to care for others; to bear and rear children; or to travel in search of opportunities. The capacity “to be” implies that a person, given the range of opportunities and resources available, has the capacity to attain his/her objectives for a better life such as: to be knowledgeable and skillful; to be well nourished; or to be confident (of one’s abilities, achievements, independence, power, etc.) Underlying these capacities is the quality of freedom of choice.

In the context of GAD and under the social and economic milieu obtaining in the region, development must directly address on a sustained basis, the minimization/removal of social and economic constraints/distortions that prevent women from exercising their freedom of choice in terms of what women want “to do” and “to be”. The expansion of the range of opportunities for women in the process of development can be achieved through a combination of individual and group initiatives and social/government interventions.

Why Plan? The Rationale for Government Intervention

The principle/rationale for planning is to achieve development in the most efficient and equitable manner, given the resources that are available. Individual choices reflected in the market do not always lead to the efficient use of the nation’s scarce resources nor to greater equity. In many instances, collective choices reflected in government action/intervention is necessary and economically justified in such cases as to (1) improve efficiency in the case of market failure and (2) improve equity in the case of inequitable distribution of income and (3) to eliminate/minimize gender biases particularly against women in the pursuit of economic empowerment.

The focus of government intervention, particularly in the production and distribution of goods and services under an economic phenomenon

called ““market failure”” and socio-economic conditions characterized by inequitable income distribution and gender bias, points out the primacy of efficiency and equity and freedom of choice as important parameters in development planning.

Government intervention to improve efficiency of resources allocation is particularly appropriate in the case of market failure. Market failure phenomenon occurs in the economy due to, among others, imperfect information, public goods, and externalities. Individuals/firms making production/consumption decisions based on the imperfect market information usually end up misallocating scarce resources. There are many goods and services, the so-called public good, which can be more efficiently and equitably produced and distributed by the government (e.g. external defense of the country; postal and monetary system of a country; maintenance of peace/order, fire fighting service, public health/sanitation, etc.) Due to the disadvantaged position of women in the economic activities of the community, government intervention should focus on removing/minimizing discriminations against women in the production and distribution of public goods, from the point of view of women as suppliers of inputs (in the production of public goods) and as consumers of public goods. Externalities, a type of market failure, occurs when an individual/firm in the course of their production/consumption activities cause damages to other individuals/firms without paying corresponding costs of damages to affected parties. Women are more often the victim of externalities in economic activities. Government interventions to remove/minimize the negative impact of externalities should also include the compensation of women (direct or indirect) who are victims of these externalities.

C. THE CONCERN FOR GENDER

1. Fairness/equity as a basic principle

Development is for all. Fairness and equity demands that everyone in society, whether male or female, have the same opportunities to achieve a better life, given initial endowments, preferences and quality freedom of choice. If development is the sustained capacity to achieve a better life, do men and women have the same opportunity to achieve a better life in terms of capacities “to do” and “to be”?

2. Sources of inequity/inequality:

the role of sex and gender and concerns related to each.

The opportunities for achieving a better life may not always be the same for men and women due to differences arising, among others, from biological differences (sex) and from socially differentiated expectations and roles associated with the two sexes (gender). Sex refers to the genetic and physical or biological identity of a person which indicates whether one is a male or female. While Gender refers to (1) socially learned behavior and expectations associated with the two sexes, and (2) socially differentiated roles and characteristics attributed by a given culture to women and men. Some concerns or special needs related to sex include, among others, special needs of women related to reproduction: pregnancy, births, lactation, menopause, etc., and equally, special needs of men. Concerns related to gender is focused on (1) gender expectations (2) gender roles and (3) gender needs. Gender expectations are manifested by men and women in many forms, a common example being the assertiveness and independence of men vs. Submissiveness and dependence of women. Gender expectations may limit choices of men and women with respect to capacities “to do” and “to be”. They may also impose high psychic costs when men and women do something contrary to expectations. Gender roles generally assign men as the ones who do market work while women do home work. Gender roles limit opportunities for men and women to perform varied roles as their endowments and preference dictate and in response to changing times since preparations for these predetermined roles occur early in life and reinforced by society at every opportunity.

3. Role of government and the nature of possible government action

The inequality in opportunities arising from gender expectations, gender roles (manifested in terms of different limitations of opportunities for men and women) and gender needs (practical and strategic) cannot always be overcome by individual action because gender expectations and roles are created and reinforced by society. Hence, there is a need for collective action through government.

The nature of possible government action, among others, may include (1) the alleviation of the current manifestations of gender-related problems and (2) addressing the underlying causes of gender-related problems.

In the alleviation of the current manifestations of gender-related problems, the practical gender needs have to be addressed by government action. Practical gender needs refer to what people need to perform their current roles more easily, effectively and efficiently. For example, government may act to make home production and reproduction more efficient, and to increase income opportunities for women as secondary earners. Measures too address these needs may preserve or reinforce traditional gender relations. These government actions are the same as those actions designed to achieve general development without reference to gender.

Governmental actions designed to address the underlying causes of gender-related problems would focus on the strategic gender needs. Strategic gender needs refer to what people need to be freed from traditional roles and to prepare them for the widest range of possible roles. From women's point of view, strategic gender needs are concerned with changing the subordinate (disadvantaged) position of women in society, examples are in the fields of education and socialization, ownership and control of assets; and leadership and management. Society needs to be transformed and this will require concerted action. It cannot be left to individuals alone.

While the impact of responses to strategic needs of women would ultimately improve their social and economic status in the community, it cannot automatically produce similar effects in the case of responses to the practical gender needs of women. For example, labor-intensive income generating projects sponsored by government to improve income opportunities of women may only exert more pressures on women's time and energy (thus reducing quality of life) unless support mechanisms are provided to relieve women from home work or complementary programs/projects are implemented to make home work, time and energy efficient and more pleasurable.

CHAPTER 2

Training and Advocacy for Gender and Development Integration

A.. INTRODUCTION

Gender and Development, a relatively new concept, has gained the support of government through the enactment and passage of RA 7192. Government institutions and non-government organizations as well are enjoined to promote this perspective. Training modules for orientation and skills enhancement purposes have been prepared to meet the demand for reference materials. The training manual consists of three modules; orientation, skills enhancement, and gender sensitivity. Documentation of these modules is given in the Annex except for the gender sensitivity module which is still being prepared.

B. COMPONENTS OF THE TRAINING MODULE

1. The Orientation Module

The Orientation Module aims to raise the consciousness of its targeted audience in the situation of women, prevailing gender issues, the basic concepts of and current shifts in gender and development.

The module is organized into four sessions, tackling issues such as the global, national and regional situation of women, the differences between the terms sex and gender, and the relevance of gender dynamics in the development agenda.

This module caters to various audiences — the policy-maker, the decision-maker, government workers, members of non-government and people's organizations, managers of private entities, academe, students, and the general public. Its goal is to reach as many men and women to enable them to understand the gender issue. It particularly targets those in offices and institutions whose mandate and existence have a direct impact on the lives of men and women, and who may be able to change or amend situations that intentionally or unintentionally bias against either men or women.

2. The Skills Enhancement Module

The Skills Enhancement Module discusses the rationale for integrating gender concerns and issues in development processes such as planning, program/project development, monitoring and evaluation, and data banking. It also defines how integration of gender concerns and issues in these processes can be effected.

The module is primarily designed for planners and technical staff of line agencies, local government units, academe and non-government organizations involved in plan and investments program formulation, in the development of programs and projects, and in setting up monitoring evaluation, and management information systems.

Organized into three sessions, the skills enhancement module discusses how gender concerns can be incorporated into development activities.

C. INSTITUTIONALIZING GAD TRAINING AND ADVOCACY ACTIVITIES

If RA 7192 is to find its way in the mainstream of development activities being undertaken at the national, down to the local levels, an extensive dissemination of gender and development (GAD) concepts will have to be done. To ensure that GAD advocacy and training activities will continue beyond the project period, Region X has established an organizational set-up using existing committees of the RDC-X.

Having the mandate and experience in seeing to it that population concerns are incorporated in the development plans of agencies and LGUs, the Regional Population Committee is tapped to oversee the training/advocacy activities on gender and development among line agencies, local government units, and NGOS in the region.

The Regional Population Committee which has several sub-committees under its wings has been assigned to take up GAD concerns in its institution-building sub-committee. A Steering Committee on GAD Trainings has been organized, headed by the POPCOM, with membership coming from the DECS, DILG, DOH, DOLE, DSWD, CSC, PIA, NEDA, PILIPINA.

The functions of the Steering Committee are to:

1. *Coordinate and synchronize GAD training activities for Region X*
2. *Evaluate/approve training modules on GAD*
3. *Conduct training needs assessment of RLAs and LGUs*
4. *Approve training proposals and assist in accessing funds*

5. *Regularly conduct trainers' training to maintain pool of resource persons*
6. *Accredit resource persons for GAD trainings in Region X.*

Under the Steering Committee are four (4) major units that will focus on Orientation Trainings (coordinated by DSWD-X); Skills Enhancement Trainings (coordinated by the NEDA-X); Gender Sensitivity Trainings (coordinated by PILIPINA); and Information Dissemination and Advocacy (coordinated by PIA). The functions of these units are the following:

1. *Regularly update the training modules*
2. *Schedule and coordinate training programs*
3. *Liaise with targeted agencies and LGUs regarding training schedules, resource persons, logistical and funding requirements, etc.*
4. *Initiate advocacy activities using print, TV, and broadcast media.*

At the provincial/city level, proposed organizational structures have been suggested during workshops. The general agreement is to give the responsibility of overseeing GAD concerns and activities at the local level to the MACRO Committee of the Provincial/City Development Councils.

D. INITIATIVES FOR FOLLOW-THROUGH ACTIVITIES

The 1995 General Appropriations Act specifies in its general provisions that, "All departments, bureaus, offices and agencies are authorized to set aside an amount out of their 1995 appropriations to be used for projects designed to address gender issues in accordance with RA 7192."

In this regard, the RDC-X has enjoined all regional offices to initiate programs and projects that will advance the interests, roles, and needs of women. One area that agencies are encouraged to pursue is training and advocacy. The following possibilities are suggested:

- *One, the office sets aside money from their regular budget for the conduct of orientation trainings on gender and development*
- *Two, the agency utilizes available project funds for the conduct of GAD trainings*

Chapter 2

- *Three, the office incorporates gender and development training modules in their regular or programmed training activities*
- *Four, the office utilizes tri-media (print, TV/movie, radio) to get across a relevant and meaningful message on gender and development supportive to the activities and mandate of their agency.*

Likewise, training and advocacy activities at the local level have been proposed to be undertaken starting in 1995.

ORIENTATION MODULE ON GENDER AND DEVELOPMENT

Rationale

The enactment and passage of RA 7192 recognizing the role of women in nation building requires the support and partnership among line agencies, local government units, non-government organizations, and the private sector to promote and ensure the advancement of the perspective that takes into account the different roles, interests and needs of women and men.

This relatively new concept is based on the gender and development (GAD) framework which has grown out of attempts to understand both the ongoing inequality between women and men, and the potential for empowering women to be partners of men in determining and directing their individual and collective future.

The National Commission on the Role of Filipino Women (NCRFW) has been in the forefront in seeking the support of various sectors of our society in the pursuit of this undertaking. Recently, pilot regions were pinpointed to help advocate gender concerns at the regional and sub-regional levels.

In order to mobilize the region's agents of change, i.e., planners, programmers, implementors, decision-makers and managers, monitors, community organizers, legislators, policy-makers, etc., the need to develop training modules for orientation purposes was brought to the fore.

This document serves to respond to this need and functions as reference for GAD advocacy activities.

The Orientation Module: Its Intention and Objectives

The Orientation Module aims to raise the consciousness of its targeted audience on the situation of women, prevailing gender issues, the basic concepts of and current shifts in gender and development.

Specifically, the module hopes to achieve the following objectives:

1. To further increase the number of people in government and in the private sector who would now better appreciate and be more sensitive about what gender and development is all about; and
2. To establish a critical mass within agencies, non-government organizations, and private entities who can be trained further to serve as advocates of gender concerns in their respective work situations.

Targeted Audience

The Module is designed as a reference guide for resource persons, lecturers and advocates when called to give an orientation talk on gender and development.

The content itself is intended for everyone who works with and works for men and women: the policy-maker, the decision-maker, government workers, members of NGOs/POs/civic organizations, managers of private entities, the academe, students, and the general public.

Efforts should be made to include as many men as women to participate in this orientation since the gender issue needs to be understood by both men and women before adequate and long-term solutions can be formulated or applied.

It particularly targets those in offices and institutions whose mandate and existence have a direct impact on the lives of men and women and who would, therefore, be in a position to change or amend wherever and whenever practical or feasible certain organizational or institutional procedures, programs/project, or other developmental activities that intentionally or unintentionally result to biases against either men or women.

But it is also for general consumption, to make everyone aware of the gender issue and to make them reflect on how they can help towards minimizing prevalent gender inequalities and creating a better environment, conducive for the development of both men and women.

Module Structure

The module is organized into four (4) sessions. Each session has its specific objectives, expected outputs/outcomes, background readings, timing, topics, and recommended group work or exercises.

Session 1 presents the global, national regional and (when available) local situations of women in historical and present day scenarios.

Session 2 discusses the differences between the terms sex and gender and proceeds to discuss the emerging roles of men and women at home and in society.

Session 3 analyzes the gender dynamics and issues and how these are relevant when tackling the country's development agenda.

Session 4 explains current concerns in gender and development and the mandate of RA 7192.

The module's users will have to rely on their own good judgment in determining the depth and extent of their preparation for the talk, depending on the audience to be addressed.

A more intellectual audience will seek more explanations and rationalization of the concepts. On the other hand, an assembly of the general public, students and workers may be contented with a simple, understandable presentation of the gender issues.

Time Management

The Orientation Module can run from 2 hours to 2 days, depending on the target audience and the depth of the presentation. The suggested time allocation in the module is to guide lecturers for a one-day period which is estimated to be just enough to cover the more important GAD concepts, issues and concerns that need to be relayed.

Considering that the available time of targeted audience which would allow them to be away from their official stations and activities is very limited, the lecturer and participants are urged to observe the time schedule that will ultimately be adopted. Extended discussions of specific issues should be avoided in order not to jeopardize the objectives of the other sessions.

Preparing for the Talk

After each session outline, a list of background readings is provided in order for lecturers to adequately prepare for the talk and to serve as reference materials for the audience to further enhance their knowledge on the subject matter. Sample handouts are also provided for reproduction and distribution to the participants. Attached, too, are suggested transparencies and a list of available audio-visual materials for a more interesting and effective presentation.

To prime the participants for the session or to bring home some points from the lecture, the module provides a guide for relevant "ice-breakers" or games and suggested exercises/group work that will enhance the effectivity of the sessions.

Finally, the module provides a list of logistical support and materials needed for each of the session.

It is very important that the lecturer adequately prepares for the sessions. More so for the Orientation Module, since the appreciation of targeted audiences on the various concepts in gender and development and the audiences' acceptance of his/her eventual role as GAD advocates hinges heavily on the successful presentation and effectivity of the lectures.

Session 1 Situation of Women

OBJECTIVE:

At the end of the session, the participants will be able to appreciate and discuss the status of women at home and in the community from a global perspective and relate this to the situation at the national, regional, and (*if data warrants*) sub-regional levels.

BACKGROUND READINGS:

- Women Situationer
 - Global (*transparencies*)
 - National (*video presentation*)
- Stages of Women's Awareness
- The Philippine Development Plan for Women, 1989-1992

TOPICS/ACTIVITIES AND TIMING:

5 min.	Introduction
30 min.	The UN Report on the Status of the World's Women
30 min.	The Status of Filipino Women: Facts and Figures
30 min.	Open Discussion

95 min. (*approx. 1 1/2 hours*)

Session 2

Gender Dynamics and Issues

OBJECTIVES:

At the end of the session, the participants will be able to:

- differentiate between the concepts of sex and gender;
- recognize the limiting effects of gender differentiation on women and men;
- view gender as rooted in culture and social institutions and, therefore, may be changed.

BACKGROUND READINGS:

- More Alike Than Different
- Sectoral Issues/Concerns Affecting Women's Equality and Development Across Four Major Spheres
- Sex and Gender (*transparencies*)
- Male and Female in Today's World

TOPICS/ACTIVITIES AND TIMING:

5 min.	Introduction
30 min.	Group Activity: Traits That are Female or Male
30 min.	Dealing with the Terms Sex and Gender
30 min.	Gender and Socialization, Stereotyping and Bias
30 min.	Concerns Affecting Women's Development (Highlight one current issue such as sexual harassment)
30 min.	Workshop: Identify Gender Biases at Home and in the Work Place and Suggest Ways to Minimize Them
30 min.	Plenary Session

185 min. (*approx. 3 hours*)

Session 3

Current Shifts in Gender and Development

OBJECTIVES:

At the end of the session, the participants will be able to:

- appreciate the rationale for the Gender and Development perspective;
- recognize the importance in considering gender concerns in the various stages of the planning process;
- absorb the salient features of RA No. 7192 and EO No. 348.

BACKGROUND READINGS:

- “Development in the Context of a People-Centered Strategy for Empowerment: An Overview,” Paper presented by V.A. Gonzalez during the Second Training Programme on Social Mobilization for Development, U.P. Diliman, 5 April 1992.
- “WID, WAD, GAD: Trends in Research and Practice”
- “What WID is/Is Not”
- RA No. 7192 – Women in Development and Nation Building Act
- EO No. 348 – Philippine Plan for GAD
- Why WID? (*transparencies*)
- Social Visibility (*transparencies*)
- Putting Women in the Development Agenda (*transparencies*)

TOPICS/ACTIVITIES AND TIMING:

5 min.	Introduction
30 min.	The Concept of Development
40 min.	The Transition from WID to GAD
40 min.	The Salient Features of RA No. 7192 and EO 348
40 min.	Efforts in Gender Development Planning and Project Development
30 min.	Workshop: Suggest Strategies for Effectively Advocating the Salient Features in RA 7192 and EO 348
<u>30 min.</u>	Plenary Session

215 min. (*approx. 3 ½ hours*)

SKILLS ENHANCEMENT MODULE ON GENDER AND DEVELOPMENT

Rationale

The enactment and passage of RA 7192 recognizing the role of women in nation building requires the support and partnership among line agencies, local government units, non-government organizations, and the private sector to promote and ensure the advancement of the perspective that takes into account the different roles, interests and needs of women and men.

This relatively new concept is based on the gender and development (GAD) framework which has grown out of attempts to understand both the ongoing inequality between women and men, and the potential for empowering women to be partners of men in determining and directing their individual and collective future.

The National Commission on the Role of Filipino Women (NCRFW) has been in the forefront in seeking the support of various sectors of our society in the pursuit of this undertaking. Recently, pilot regions were pinpointed to help advocate gender concerns at the regional and sub-regional levels.

In order to mobilize the region's agents of change, i.e., planners, programmers, implementors, decision-makers and managers, monitors, community organizers, legislators, policy-makers, etc., the need to develop training modules for orientation purposes was brought to the fore.

This document serves to respond to this need and functions as reference for capability-building training activities.

The Skills Enhancement Module: Its Intention and Objectives

The Skills Enhancement Module discusses the rationale for integrating gender concerns and issues in the development processes such as planning, program/project development, monitoring and evaluation, and data banking.

Specifically, the module hopes to achieve the following objectives:

1. To make planners and technical staff appreciate the rationale for considering gender concerns in the development processes;
2. To equip them with skills for incorporating gender concerns in planning, investment programming, program/project development, monitoring and data banking; and, ultimately,

3. To develop gender-responsive plans, programs/projects and indicator system that will ensure a wholistic approach to total human development.

Targeted Audience

The Module is primarily designed for planners and technical staff of line agencies, local government units, academe and non-governmental organizations involved in plan and investment program formulation, in the development of programs and projects, and in setting up monitoring, evaluation and management information systems in their workplace.

It particularly targets those in offices and institutions whose mandate and existence have a direct impact on the lives of men and women and who would, therefore, be in a position to change or amend certain organizational or institutional procedures, programs/project, or other developmental activities that intentionally or unintentionally result to biases against either men or women, wherever and whenever practical or feasible.

But it is also for chief executives, decision- and policy-makers, managers and project implementors in order to provide them a firm basis for strengthening their efforts to address gender concerns in development.

Module Structure

The module is organized into three (3) sessions. Each session has its specific objectives, expected outputs/outcomes, background readings, timing, topics, and recommended group work or exercises.

Session 1 discusses why and how gender concerns can be incorporated in development planning activities.

Session 2 tackles why and how gender concerns can be integrated in investment programming and program/project development activities.

Session 3 explains why and how gender concerns can be integrated in monitoring and evaluation activities, and how to establish a gender-responsive indicator system.

Time Management

The Skills Enhancement Module demands concentration from the participants. Hence, it is highly recommended that the training *cum* workshop be *live-in* for at least three (3) days. The suggested allocation in the module should

guide lecturers and is estimated to be just enough to cover the more important GAD concepts, issues and concerns that need to be relayed.

Preparing for the Talk

After each session outline, a list of background readings is provided in order for lecturers to adequately prepare for the talk and to serve as reference materials for the audience to further enhance their knowledge on the subject matter. Sample handouts are also provided for reproduction and distribution to the participants. Attached, too, are suggested transparencies and a list of available audio-visual materials for a more interesting and effective presentation.

To prime the participants for the session or to bring home some points from the lecture, the module provides a guide for relevant “ice-breakers” or games and suggested exercises/group work that will enhance the effectivity of the sessions.

It is very important that the lecturer adequately prepares for the sessions. Considering that the audience will include technical personnel, it is expected that more critique at the conceptual and technical side will be heard. Lecturers are, therefore, strongly advised to read beyond their assigned topics in order to be able to respond to varying issues from the participants.

Session 1

Integrating Gender Concerns in Development Planning

OBJECTIVES:

At the end of the session, the participants will be able to:

- understand what development is all about and appreciate why planning is needed in attaining development;
- learn the basis for gender concerns and its relevance in the planning process;
- internalize basic characteristics of an effective and sound gender planning process;
- integrate gender concerns in their own agency plans.

BACKGROUND READINGS:

- GAD Integration in Planning
- Conceptual Framework on Gender and Development (GAD) in Regional Development Planning
- A Theory and Methodology of Gender Planning: Meeting Women's Practical and Strategic Needs, by Caroline O. N. Moser and Caren Levy
- Gender Planning in the Third World Meeting Practical and Strategic Gender Needs

TOPICS/ACTIVITIES AND TIMING:

15 min.	Introduction
30 min.	Development and Planning
30 min.	The Basis for Gender Concern
60 min.	Integrating Gender Concerns in Doing Situational Analysis
30 min.	Integrating Gender Concerns in Objective & Target-Setting
60 min.	Responding to Gender Concerns and Objectives thru Strategies and Policies
120 min.	Workshop: Identify Gender Concerns in Agency/Sectoral Plans and Corresponding Proposed Objectives, Targets, Strategies, and Policies
90 min.	Plenary Session/Open forum
15 min.	Recap
<hr/>	
450 min.	(<i>approx. 7 ½ hours</i>)

Session 2

Integrating Gender Concerns in Program/Project Development

OBJECTIVES

At the end of the session, the participants will be able to:

- learn the standard project development cycle
- determine how gender concerns can be incorporated in project identification and project formulation activities
- ensure that projects are gender-responsive at the project evaluation stage
- learn how gender concerns can be incorporated in investment programming activities (*criteria setting*)
- find out how men and women can share in the responsibility of ensuring an effective implementation and management system

BACKGROUND READINGS:

- Guidelines for Developing and Implementing Gender-Responsive Projects and Programs, NCRFW and NEDA: 1993
- GAD Analytical Tools: Program, Project and Policy Applications, pp. 24-29
- GAD Integration in Programming and Project Development
- Advantages and Disadvantages of Three Methods of Including Women in Projects
- A Casebook: Gender Roles in Development Projects, edited by C. Overholt, et. al., 1985

TOPICS/ACTIVITIES AND TIMING:

30 min.	The Standard Project Development Cycle
60 min.	Integrating Gender Concerns in Project Identification and Project Formulation
60 min.	Project Evaluation: Its Importance in Ensuring Gender-Responsive Projects
30 min.	Setting Gender-Sensitive Criteria for Investing Programming
30 min.	Project Implementation and Management: the Roles of Women and Men
120 min.	Workshop: Incorporate Gender Concerns in a Selected Sectoral Project
90 min.	Plenary Session/Open Forum
<u>30 min.</u>	Recap

450 min. (*approx. 7 1/2 hours*)

Session 3

Integrating Gender Concerns in Monitoring and Evaluation and Setting Up a Gender-Based Data Banking System

OBJECTIVES

At the end of the session, the participants will be able to:

- understand the importance of monitoring and evaluating the gender-responsiveness of programs and projects
- identify gender-responsive indicators that can be used in monitoring and evaluating programs/projects
- appreciate the need for setting up gender-based data banking system

BACKGROUND READINGS:

- Guidelines for Developing and Implementing Gender-Responsive Projects and Programs, NCRFW and NEDA: 1993
- Integrating GAD in Project Monitoring and Evaluation
- Rapid Low-Cost Data Collection Methods for A.I.D. Program Design and Evaluation Methodology Report No. 10, by Krishna Kumar, December 1987
- Gender and Development: A Framework for Project Analysis, by Overholt et al.

TOPICS/ACTIVITIES AND TIMING;

60 min.	Integrating Gender Concepts and Concerns in Monitoring and Evaluation
60 min.	Establishing a Gender-Based Data Banking System
120 min.	Workshop: Identify Gender-Responsive Indicators for Monitoring the Progress of Sectoral Plans and a Specific Agency Program or Project
90 min.	Plenary Session/Open Forum
30 min.	Recap

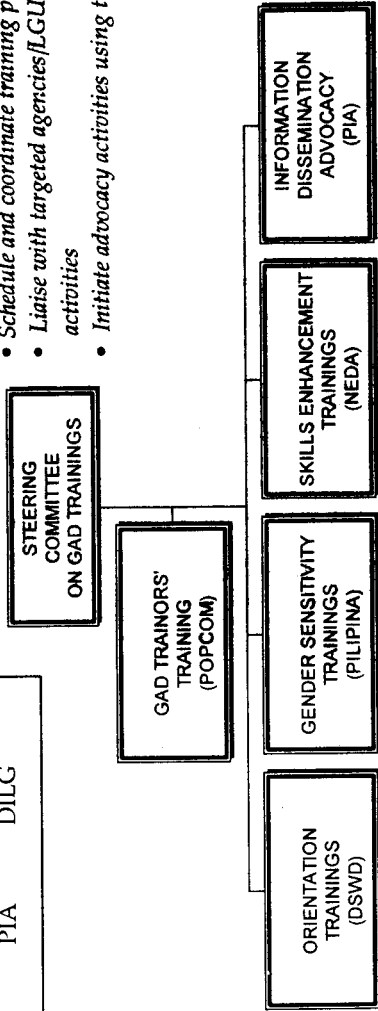
360 min. (approx. 6 hours)

**PROPOSED
GAD TRAINING AND ADVOCACY
ORGANIZATIONAL STRUCTURE
FOR REGION X**

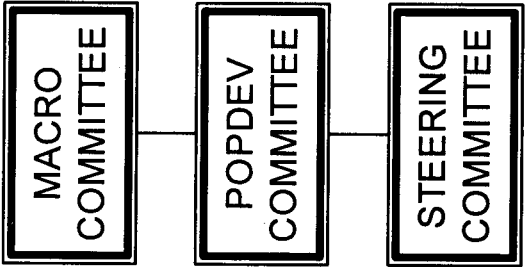
Steering Committee Composition:			
POP COM (Coordinator)			
DOLE	DSWD	DECS	
DOH	NEDA	PILIPINA	
CSC	PIA	DILG	

ROLE

- Coordinate and synchronize GAD training activities for Region X
- Evaluate/Approve training modules
- Conduct training needs assessment
- Approve training proposals and assist in accessing funds
- Conduct trainers' training to maintain pool of resource persons
- Accredite resource persons
- Regularly update training module
- Schedule and coordinate training programs
- Liaise with targeted agencies/LGUs re training activities
- Initiate advocacy activities using tri-media



PROPOSED
GAD TRAINING AND ADVOCACY
ORGANIZATIONAL STRUCTURE
AGUSAN RIVER BASIN SUB-REGION



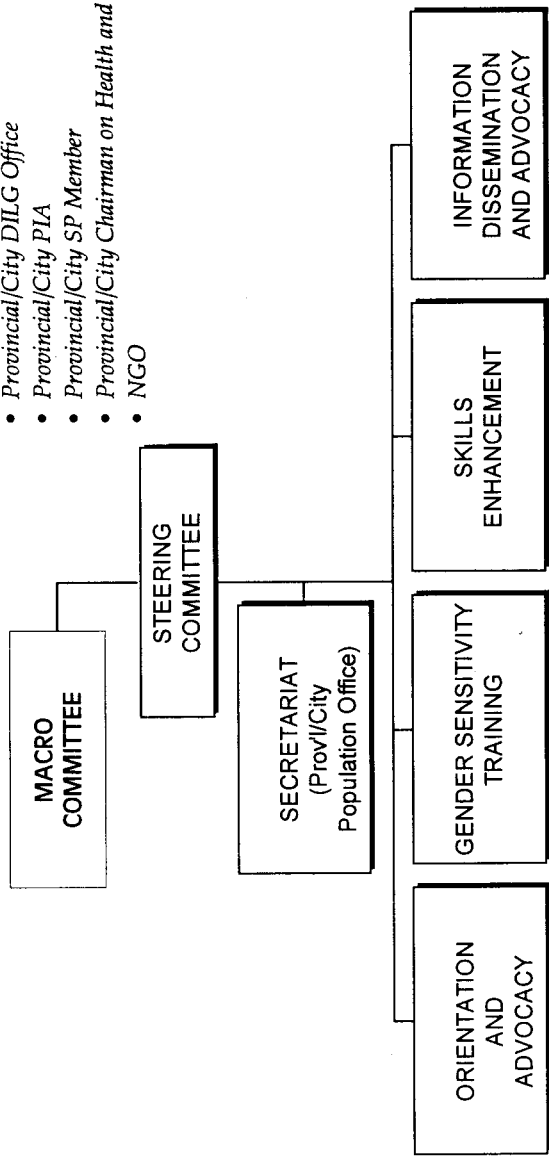
Spearhead:

CITY POPULATION COMMISSION

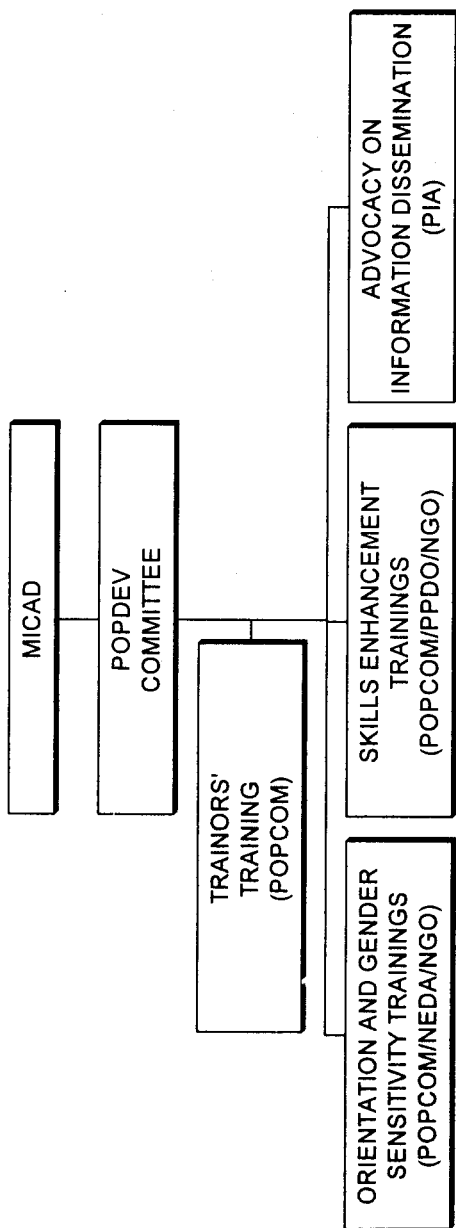
PROPOSED
 GAD TRAINING AND ADVOCACY
 ORGANIZATIONAL STRUCTURE
 MACAJALAR BAY SUB-REGION X

STEERING COMMITTEE COMPOSITION

- Provincial/City Agriculturist Office
- Provincial/City Social Service Office
- Provincial/City Schools Division
- Provincial/City Health Offices
- Provincial/City Planning & Dev't Office
- Provincial/City DILG Office
- Provincial/City PIA
- Provincial/City SP Member
- Provincial/City Chairman on Health and Social Services
- NGO



PROPOSED
 GAD TRAINING AND ADVOCACY
 ORGANIZATIONAL STRUCTURE
 PACIFIC COAST SUB-REGION X



**PROPOSED
GAD TRAINING AND ADVOCACY
ORGANIZATIONAL STRUCTURE
PANGUIL BAY SUB-REGION X**

Steering Committee	
Composition:	
POPCOM	DOLE
DECS	PHO
DILG	NAK
PIO	CPDS - (3)
NGO's Women's Group (2)	

**STEERING
COMMITTEE
on GAD TRAININGS**

**GAD TRAINERS'
TRAINING
(POPCOM)**

**ORIENTATION
TRAININGS
(DSWD)**

**GENDER SENSITIVITY
TRAININGS
(PILIPINA)**

**SKILLS ENHANCEMENT
TRAININGS
(NEDA)**

**INFORMATION
DISSEMINATION
ADVOCACY (PIA)**

ROLE:

- Coordination & synchronization of GAD training activities
- Evaluate/ Approve training modules
- Conduct training needs assessment
- Assist in accessing funds for training
- Accredite resource persons
- Liaise with targeted agencies re training activities
- Initiate advocacy activities using media

Note: Regional agencies GAD speakers will be invited for every training.

CHAPTER 3

**GAD and POPDEV
Integration in
Physical
and Socio-
Economic
Planning**

Executive Summary

The integration of gender and population concerns in the development process seeks to achieve higher status for both men and women. Planning involves the harmonious interplay of both physical and socio-economic concerns such that the improvement of physical factors will contribute to the attainment of socio-economic objectives. In the context of Gender Responsive Development Planning (GRDP), there is improved general welfare, and specifically, women become more “visible” in their productive capacities.

A set of guidelines provides the general framework for integrating GAD concerns in the Medium-Term Regional Development Plan and the Regional Physical Framework Plan. Three ways are observed in planning: the top-bottom/bottom-top approach, the people-based approach, and the comprehensive approach.

The proposed planning system integrates demographic processes and outcomes, on the one hand, and physical and socio-economic variables on the other hand. This starts with the analysis of the existing situation utilizing a GAD-oriented indicator system. From there, it proceeds to the formulation of planning vision, goals/objectives and targets to come up with desired changes. This will also require the formulation of alternative policies and strategies. How GAD/POPDEV issues can be integrated in each of the planning phases is outlined and discussed.

A. INTRODUCTION

The Gender and Development framework is a product of attempts to understand both the existing inequality between women and men, as well as the causes of failures of countless development projects. The GAD approach does not only seek to integrate women into intervention schemes, but also looks into the potentials of transforming inequalities in social and gender relations in women empowerment initiatives.

Goal/Objective of GAD Integration

The primary aim of integrating gender concerns in the development agenda is precisely to resolve and ultimately eliminate gender inequalities. It addresses the concern of changing the subordinate position of women in society by giving them more opportunities to attain their strategic gender needs. The underlying principle of GAD integration in the entire development planning cycle is that introducing gender concerns makes planning more people-oriented and population-focused.

A people-focused plan does not only recognize POPDEV concerns that look into the demographic processes of fertility, mortality and migration which influence physical and socio-economic outcomes (See Figure 3, Annex A). But it also looks into socio-culturally differentiated gender roles which traditionally identify men with the productive/market role, while women are assigned triple roles, namely: reproductive (domestic); productive (socio-economic); and family community managing roles. The triple role of women unwittingly heaps upon her a multiple burden wherein as a matter of course she is expected to accomplish in silent martyrdom several tasks/responsibilities with the same limited time and energy that a man performs only one specific role. This is the depth and height of gender inequality that GRP addresses.

B. GENDER RESPONSIVE DEVELOPMENT PLANNING (GRDP)

Gender Responsive Development Planning calls for the formulation and implementation of policies, plans, and programs/projects which are more attuned to gender roles, as well as, the varying interests and needs of women and men. Through GRDP, women will hopefully be enabled to satisfy their needs such as (but not limited to) the following:

- 1) *Improved educational opportunities through gender-reoriented curricula supported with gender responsive textbooks;*
- 2) *More access to productive assets, such as legal status on land ownership, rights to use common property and bank accounts, availment of concessionary production credits;*
- 3) *Active participation in policy decision-making such as being elected/appointed to high government legislative/cabinet positions, or attain prominence in various business/women's groups;*
- 4) *Adequate access to high-paying employment opportunities traditionally accorded only to men, with equal pay and benefits for comparative jobs despite gender division of labor.*

Aims and Objectives of the GRDP Guidelines

Despite the issuance of RA 7192 and its Implementing Rules and Regulations (IRR), there have been inadequate advocacy efforts, thus, the varying levels and inconsistent compliance by the agencies mandated to implement such gender responsive policy.

Thus, this set of guidelines is prepared primarily to enhance appreciation and understanding of gender responsive planning among policy makers, planners and implementors pursuant to the executive mandate to translate RA 7192 and its IRR into operational terms.

More specifically, these guidelines will:

- 1) Provide the planners with a GAD-oriented framework for a more thorough assessment of the gender responsiveness (or lack of it) in the Medium-term Regional/Local Development Plan, as well as, of evaluating the mid-term implementation status of said plan;
- 2) Assist regional/local planners in integrating the gender perspective in the refinement/revision of the 1993-2022 Regional Physical Framework plan (RFPF) and the 1993-1998 Regional Development Plan (RDP);
- 3) These guidelines will likewise induce data-generating agencies to institutionalize the generation, processing and dissemination of gender-responsive information as the critical data bases for planning/replanning, programming and impact evaluation.

Application, Scope and User's Responsibility

Applicable to both physical and socio-economic gender-responsive planning, these guidelines will not supplant but rather enrich and enhance the effectiveness of existing planning guidelines.

As a pioneering effort, these guidelines do not pretend to be exhaustive and adequate. At best, it can only provide an indication/general framework for integrating GAD concerns in the plan formulation process, namely: situational analysis, goal/objective setting, and policy strategy formulation. The success of its operationalization is linked up with the availability of gender-responsive data bases and indicator system.

Pursuant to Section 5 of the IRR for RA 7192, all concerns agencies and LGUs are enjoined to contribute to the improvement of these guidelines or further translate these into more operational terms in the light of the LGC of 1991 and other relevant factors/changing requirements at specific levels or sectors.

C. GAD/POPDEV INTEGRATION IN THE EXISTING PLANNING PROCESSES

PLANNING APPROACHES

As a systematic guide to development, a plan follows a standard format. Three planning approaches are used in the formulation of plans by government units.

1) Top-Bottom Bottom-Up Approach

It is proposed that the planning guidelines issued by the NEDA Board which indicates the national priorities for planning will carry explicit policy instructions for the integration of GAD/POPDEV concerns in plan formulation by all agencies and instrumentalities involved in agency, sectoral and area planning, that provide inputs in the medium/long-term plans at the national, regional and local levels within the context of the Synchronized Planning, Programming and Budgeting System (SPPBS).

Likewise, when the Regional Development Council (RDC) issues its planning guidelines to the regional line agencies (RLAs) and local government units (LGUs) it must adopt the NEDA Board instructions on GAD/POPDEV integration.

It is expected that once adopted by the RDC, this proposed set of guidelines on GAD/POPDEV integration will be used by both RLAs and LGUs in the formulation of their respective plans. //

Moreover, as part of the legitimization process, the same set of guidelines shall be adopted by the local Sanggunian for use by the LGU planning units in the formulation of their comprehensive development plans pursuant to the Local Government Code (LGC) of 1992.

Therefore, in the formulation of local policies, plans, programs/projects which will provide inputs to regional and ultimately national planning, more attention will be given to those which address equal access by both men and women to employment opportunities in the rural areas, thus, prevent their heavy migration from rural to urban areas and even to foreign countries (Section 4, RA 7192).

2) People-Based Approach

Also critical to legitimization is the conduct of consultations in every phase of the planning process. These consultations must include among the participants, women's groups so that the plan reflects the aspirations and addresses the solutions of problems of both men and women.

3) Comprehensive Approach

As required by the LGC of 1991, the local plan addresses both the spatial/physical requirements for long-term sustainable development, as well as the socio-economic concerns for immediate/medium term employment where both men and women play distinctive complementary roles.

PLANNING PARTICIPANTS

As a purposive and systematic undertaking, planning is a tripartite effort of the people: 1) the men and women beneficiaries of development; 2) the government — the policy makers representing both men and women; and the 3) private business/NGOs — as the engine of growth that help government in program/project implementation. The private sector/NGOs should likewise include women's groups/organizations that address specific women's concerns.

THE SECRETARIAT

At various planning levels, a Secretariat provides the planning participants the required technical support and coordination in translating the people's aspirations, the government's policies and the private sector's initiatives into an implementable plan for total development and growth. The planning secretariat should likewise equitably represent both men and women's groups in order to adequately address their varying needs, concerns and interests.

D. GAD/POPDEV INTEGRATION IN THE PLANNING PHASES/CYCLE

CONCEPTUAL FRAMEWORK

The framework for GAD integration in planing is anchored on the concept of development as the sustained capacity to achieve a better life for both men and women. (Figure 1; See Annex). The attainment of the desired sustainable development and improved welfare implies a harmonious interplay of both physical and socio-economic planning concerns. The attainment of the desired physical outcomes will enhance the achievement of broad socio-economic objectives. The ultimate output of physical planning is a geographic pattern and organization of settlements, land uses and activities. Whereas socio-economic planning considers greater access by both women and men to markets and services, employment opportunities and avoidance of environmental hazards. In the context of this analytical framework, women as co-equal to men will be more "visible" as "productive" individuals, rather than be confined to their traditional "reproductive" roles as domesticated wives or mothers.

The linkages between existing physical and socio-economic plans are summarized in Figure 2 (See Annex). The use of the physical framework plan which is also referred to as the long-term structure plan strengthens the socio-economic planning-programming-budgeting process.

In the context of this planning system, the direction of development will not just be based on the traditional sectors, but will in fact be guided by the different geographical areas and settlement patterns taking into consideration existing facilities and projections of future requirements of both men and women. The desired private investments are also identified so that appropriate government interventions can be put up in coordination/cooperation with private investors.

The framework to integrate and assess the interconnections between the demographic processes and outcomes, on one hand, and the physical and socio-economic variables, on the other hand, essentially builds on the work of Dr. Alejandro Herrin (1983 & 1994) on the relationships of populations/GAD factors and development. Herrin's main thesis is that population/GAD and development variables are inter-related: population/GAD variables influence socio-economic development variables and are also influenced by them; and that serious misallocation of the nation's resources may result, if the indirect costs and benefits of policies and programs arising from their interactions are not fully taken into account. For example, free and equal access by both women and men to health care, family planning and education is not only desirable in itself, but is also a practical contribution to environmental protection and sustainable development. Thus, to extend Herrin's thesis: physical factors influence demographic/GAD processes and are at the same time influenced by them. (Figure 3 in the Annex)

As shown in Figures 4 and 5 (in the Annex), the GAD and physical-oriented socio-economic planning process starts with the analysis of the existing situation utilizing a GAD-oriented indicator system. From the assessment of problems and potentials of an area, planning vision, goals/objectives and targets can be set. These are the desired changes in the demographic/GAD concerns, the socio-economic and spatial levels/growth rates, and the quality of men-women inter-relationships. The desired GAD-oriented physical and socio-economic outcomes will require the formulation of appropriate GAD oriented alternative policies and strategies.

The alternative policies/strategies are then translated into programs/projects and budgets after a careful demand and supply analysis and the matching of what are required and what are available given the development constraints. (Figure 5 in the Annex).

INTEGRATION PROPER BY PLANNING PHASE

1) Situational Analysis

There is a need to recognize that any problem situation is likely to be caused by many interacting economic and social factors/variables and roles as played by men and women in society. Integration implies the need to identify as many of these factors as possible.

Example:

Take the problem of poor health as reflected in such indicators as high infant mortality or high child mortality. The usual intervention to solve the problem will be to expand the provision of health services through the building of additional clinics and hospitals or the hiring of more doctors. The lack of health services may not be the only factor affecting the health situation but also poor awareness on health/sanitation specially on the part of women which has a strong influence on the health of the children.

2) Objectives/Target-Setting

In setting objectives and targets, GAD/POPDEV integration should identify explicitly whose situation it is that they want to influence/improve (men or women).

Example:

If there is a target to reduce unemployment – It should be explicit what type of unemployment the planner is worried about. Is it the unemployed men or women who have just graduated from college or the women who graduated years before, thus, educationally qualified but have remained unemployed?

3) Formulation of Policies and Strategies

The process of integrating GAD/POPDEV concerns in policy making is similar to that in the situational analysis. Those factors that either affect or cause the problem are also the areas where potential policy interventions can come in. Integration therefore provides a wider range of options. In the case of poor health condition, provision of health services may not be the only potential intervention. Other possible interventions are educating mothers, providing livelihood to women to increase household income, upgrading the skills of rural “hilots”/herbolarios and accrediting them because they are more accessible to the poor than government facilities/services.

4) Formulation of Programs and Projects

Policies and strategies are translated into programs and projects. Integration provides a wider view of the determinants of the problem and therefore the same set of determinants gives the idea or direction on what type of interventions and activities can be implemented/pursued to achieve certain objectives.

5) Plan Implementation

Integration implies the need for coordination among the various agencies and bodies: the private sector, the government agencies and the non-government organizations (NGOs) - each undertaking a specialized set of activities for which they are accountable. In doing this, the role of women and men should be made clear by simply looking at the set of activities that are supposed to be done in order to achieve the objectives of the plan.

Example:

If we are interested in improving the health condition especially the health of specific groups of the population (by sex, by group) then all activities of the different agencies and bodies have to be coordinated in such a way that the overall impact becomes larger than the contribution of each individual agency/body taken singly.

6) Plan Monitoring

It should be recalled that integration helps the planner to specify the intended beneficiaries or the target population group. When it comes to monitoring, the planner should take a closer look at the intended beneficiaries and see if they are getting the services they ought to receive not only after but even during the implementation of the plans, policies or programs/projects.

as discussed in the previous part.

7) PLAN EVALUATION

GAD integration in this phase involves the assessment of the project/program in terms of its overall and specific impact. An understanding of the GAD concerns/dimensions will facilitate the assessment of the impact of the plan - whether the programs/policies actually achieved their objectives, and whether the program is actually reaching the target population and intended beneficiaries. It is also important to determine if there are objectives that are compromised because of the unintended consequences and policies that are not adequately considered in the initial planning stage.

E. ISSUES RAISED ON LACK OF GAD/POPDEV RESPONSIVENESS

Some issues on lack of GAD/POPDEV responsiveness in the 1993-98 RDP are presented by planning phase.

1. Situational Analysis

ISSUES	RECOMMENDATIONS
a) The GRDP estimates are grossly watered down with the non-inclusion of home-based services rendered/produced by non-career wives.	NSCB to revise the GRDP accounting system to assign imputed values to such services/products in the manner that owner-occupied dwellings are assigned imputed rents as part of the Entrepreneurial and property incomes of persons.
b) The employment situation does not reflect women's participation due to non-regularity of sex disaggregated data on labor force and employment by type of industry.	NSO to revise its quarterly survey instruments on Labor Force and Employment to rectify said deficiency.

- c) Women's contribution to family income is downplayed/not recognized in the absence of sex disaggregated income data.

There is a perceived disparity between men and women relative to access of high paying jobs favoring men.

- d) Absence of gender-focused data on the poverty situation results in the lack of focus in program/project identification and target setting.

- e) Dearth of information on various forms of violence/abuses against women results in inadequate measures to ensure women's safety.

- f) Lack of analysis on demographic processes due to the absence of sex disaggregated data.

NSO to revise its FIES survey instruments to reflect women's average contribution to the total family/society's income.

Improved women's access to employment and livelihood opportunities thru appropriate skills training and financing/credit opportunities.

Women to have options in the choice of course/career which impact on their access to better employment opportunities.

NSCB to come up with sex disaggregated population below the poverty line as guide in program/project identification and implementation.

PNP and local police to come up with sex disaggregated data by type of crimes as basis of formulating appropriate safe-guards/measures.

The demographic processes of birth, migration and mortality should be sex disaggregated as basis for appropriate intervention measures.

- c) Women's contribution to family income is downplayed/not recognized in the absence of sex disaggregated income data.
- NSO to revise its FIES survey instruments to reflect women's average contribution to the total family/society's income.

There is a perceived disparity between men and women relative to access of high paying jobs favoring men.

Improved women's access to employment and livelihood opportunities thru appropriate skills training and financing/credit opportunities.

Women to have options in the choice of course/career which impact on their access to better employment opportunities.

- d) Absence of gender-focused data on the poverty situation results in the lack of focus in program/project identification and target setting.
- NSCB to come up with sex disaggregated population below the poverty line as guide in program/project identification and implementation.

- e) Dearth of information on various forms of violence/abuses against women results in inadequate measures to ensure women's safety.
- PNP and local police to come up with sex disaggregated data by type of crimes as basis of formulating appropriate safe-guards/measures.

- f) Lack of analysis on demographic processes due to the absence of sex disaggregated data.
- The demographic processes of birth, migration and mortality should be sex disaggregated as basis for appropriate intervention measures.

ISSUES

- g) There is perceived lack of effort in women empowerment.

No data analysis on women beneficiaries of government projects.

No data on women as cooperative members or leaders.

- h) Educational performance indicators like participation rates, drop-outs and retention rates are not sex disaggregated.

- i) Iodine deficiency disorders mostly affect the women and efforts to rectify the situation are perceived to be inadequate.

- j) The malnutrition prevalence rates likewise requires sex disaggregated malnourished population data.

RECOMMENDATIONS

Women should be given equitable opportunities to benefit from government projects and become coop leaders and sex disaggregated data should appropriately reflect these.

The said educational performance indicators should be sex disaggregated to ensure appropriate situational analysis as basis for target-setting and program/project identification and implication.

DOH and DA to link up efforts in identifying iodine deficient areas and tracing the flow of agricultural goods from these areas as basis for identifying appropriate programs/projects that have impact on women.

These will serve as basis for identifying appropriate intervention measures after looking into the causes.

- k) Women are perceived to have no control on their reproductive behavior especially that only a lesser percentage of men participate in Family Planning programs. Both men and women must be concerned in the advocacy efforts on the Family Planning programs for a more effective implementation.
- l) There is a perceived lack of concern in addressing special needs of the elderly, the disabled, the youth offenders, unwed mothers. Data on sex disaggregated beneficiaries of government/private sector programs addressing such special concerns will serve as a basis for identifying appropriate interventions with the required budget support.
- m) Special concerns of cultural minorities are not appropriately addressed due to the lack of sex disaggregated data. Agencies working with cultural communities should make special effort in coming out with sex disaggregated data and appropriate intervention program.
- n) Women tend to be perceived as the weaker, disadvantaged sex instead of agents/catalysts of change and development. There is a need for sex disaggregated information of women development workers in government recognizing those who are outstanding in the field.
- o) Limited access of female-headed households to housing and high paying job opportunities which are also generally inadequate. Give women equal access to said opportunities thru proper choice of college courses and profession/career.
- Promote condominium/apartment type of houses under rent-to-own schemes.

ISSUES

RECOMMENDATIONS

More women/representatives of women's groups should be given opportunities to participate in planning and implementation of housing projects.

- p) Relatively few women are involved in the planning, designing, implementation, maintenance of infrastructure projects.

More women to be given opportunity to participate in infrastructure projects including construction especially if these women are professionally prepared/qualified.

Women as primary users of infrastructure projects like water pump should be considered in the designing of such infra facilities.

2. Goal/Objective Setting

ISSUES

RECOMMENDATIONS

- a) Employment opportunities are perceived to be non-responsive to GAD concerns
- b) Agri-industrial goals/objectives are perceived to be non-responsive to GAD concerns.

Both men and women should be given equal access to employment/livelihood opportunities based on professional/career qualifications

a) Employment data should be disaggregated by type of industry/activity and total average income by sex

b) Specific targets for women Comprehensive Agrarian Reform Program beneficiaries and membership in cooperatives.

- c) Specific targets in the percentage of lands/resources to be managed/controlled by women to correct imbalances in ownership/control of same.
- c) Formulate GAD responsive objectives based on health situational analysis
- Some GAD-responsive goals/objectives are:
- a) Reduction of age-sex differences in CBR, CDR, morbidity and malnutrition rates.
- b) Reduction of iodine deficiency among women.
- c) Increase rate of male participation in Family Planning program and advocacy.
- d) Special needs/concerns of women are not considered among primary goals/objectives
- These concerns must be addressed by appropriate sectors.
- e) Women are perceived to have less role in male dominated infra and community affairs
- Women with parallel/appropriate capabilities should be given roles in said areas/sectors.

3. POLICY FORMULATION

ISSUES

RECOMMENDATIONS

- | | |
|---|---|
| a) A review of the 1993-98 RDP shows that in general terms, Macro-economic policies recognize the need for population-based and gender-responsive policies | There is a need for conscious effort to specify these policies.

In business undertakings and investment promotion, the role of women shall be defined. |
| b) Women have less access to opportunities to seek redress of grievances | Men and women should be given equal access to seek redress of grievances. |
| c) In general terms, the promotion of welfare and protection of the rights of women are discussed in the Social Welfare and Community Dev't Plan component | These should be translated into more specific policies that can easily be translated into intervention programs/projects. |
| d) Cultural communities especially the women have very low literacy rates due to the dearth of teachers and traditional notion that men should be given prior rights/opportunities to pursue higher education given limited resources | Para-teacher trainings shall be conducted to undertake informal literacy classes especially non-career wives. |
| e) Women of the home are assigned heavier burdens/responsibilities especially along health care of children, food and educational needs | Both parents should be reoriented towards proper health care, nutritious food requirements and responsible parenthood in general. |

I. REFERENCES

1. NEDA-NCRFW. "Guidelines for Developing and Implementing Gender Responsive Projects and Programs" (1993)
2. "Women in Development and Nation Building Act"
Implementing Rules and Regulations of RA 7192 (Nov. 18, 1992)
3. Cariño, Benjamin V. Population Development and Physical Planning: Introductory Perspectives. (NEDA-IPDP)
4. Congress of the Philippines. Republic Act 7192 - "Women in Development and Nation Building Act" (Feb. 12, 1992)
5. Herrin, Alejandro N. "Towards Gender-Responsive Macroeconomic Policies" (June 1994)
6. NEDA-IPDO. Training Module on Integrated Population and Development Planning (1993)

Annexes: Figures 1-5

Fig. 1 FRAMEWORK FOR ANALYSIS: Effects of Socio-Economic & Physical Planning on Sustainable Welfare & Quality of Life

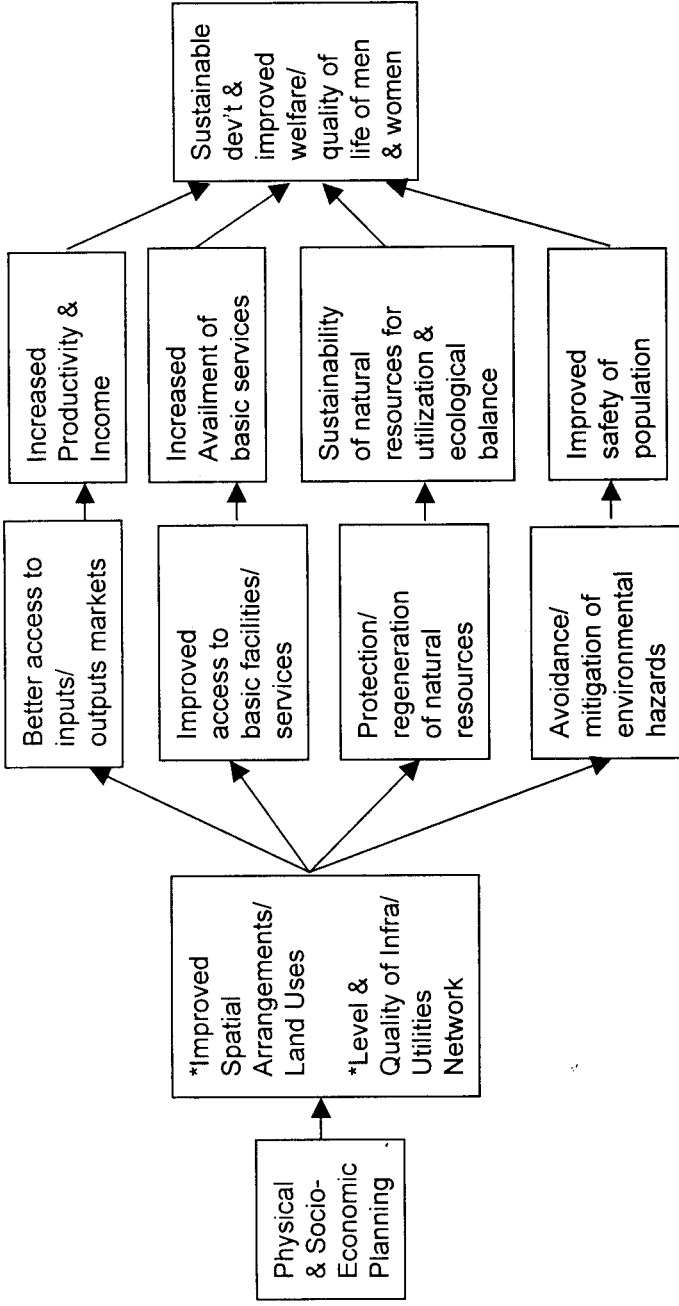
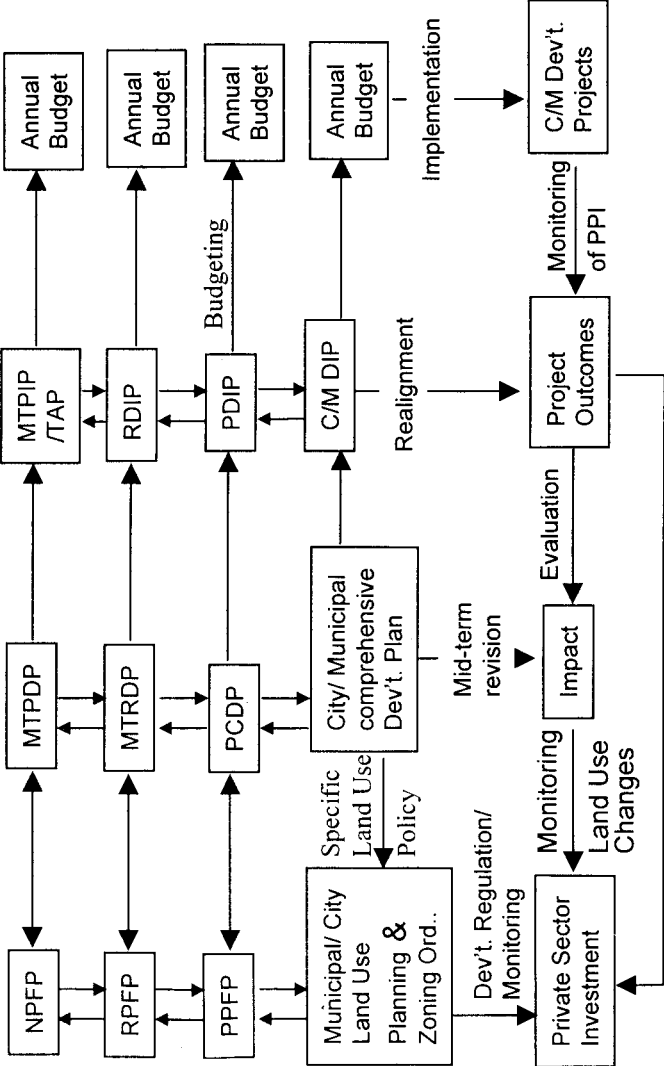


Fig. 2 Simplified Synchronized Planning, Programming & Budgeting System (SPPBS)



**Fig. 3 Simplified Framework for Analysis:
Interrelationship among Physical, Demographic and
Socio-economic Variables and their Impact on
Men/Women's Welfare**

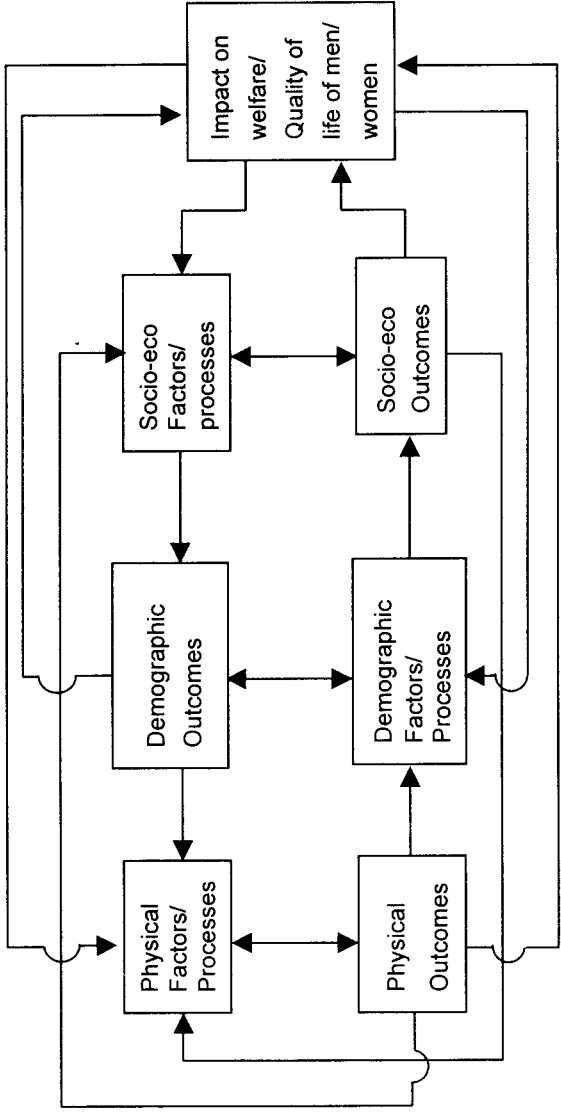


Fig. 4: Gender & Development Planning Integration Cycle

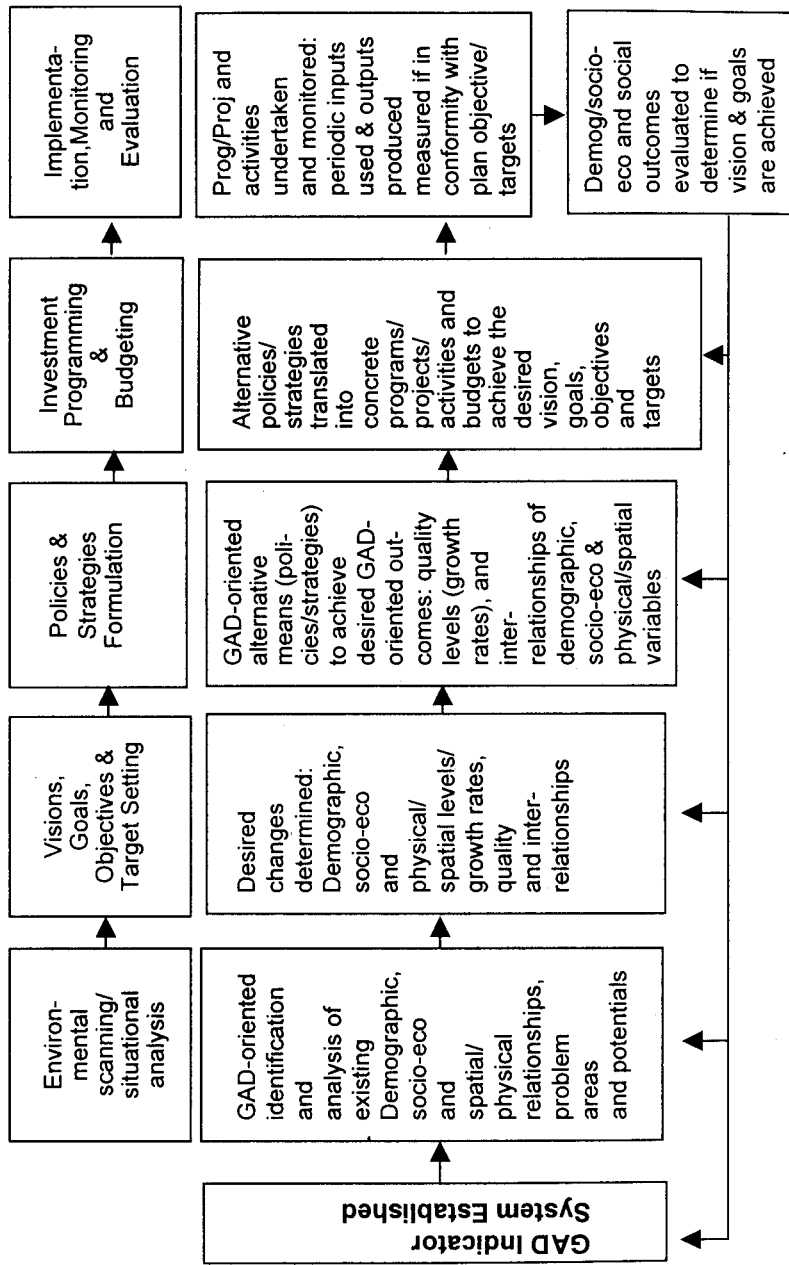
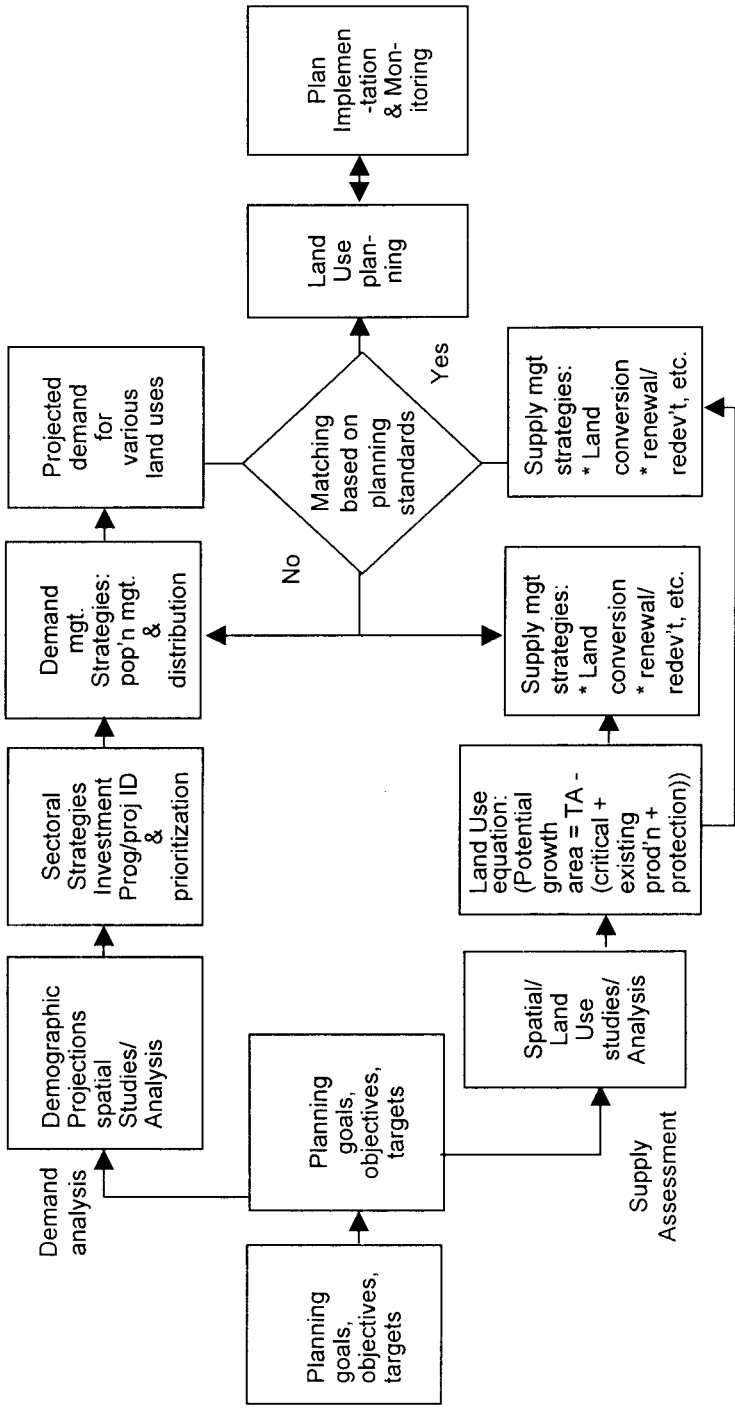


Fig. 5: Gender & Development Planning Integration Framework



CHAPTER 4

Gender and Development Integration in Investment Programming and Project Development

Executive Summary

Investment programming is considered a significant phase in development planning. In this phase, broad development policies, goals and thrusts are translated into specific and implementable programs, projects or activities.

Traditional investment programming does not explicitly reflect gender distinction in a manner that treats programs or projects according to the predominance of one gender. Nevertheless, it continues to be perceived as highly male-oriented and negates women's participation. Towards this end, it is deemed that the existing investment programming process deserves closer examination.

The initial step starts with the drawing up of a policy that calls for the revision of existing forms and procedures. The NEDA Form 101 for Capital and Technical Assistance is recommended to be reoriented towards gender equity. This will be pursued along with gender reorientation of the consultation, planning and legitimization processes at various levels, i.e., barangay, municipal, provincial/city.

Hopefully, the prospective investment programming process will become gender responsive with the end in view of ensuring equity in responsibility (in the planning and monitoring phases) and sharing in the fruits of development.

INTRODUCTION

Investment programming is designed to translate a development plan to a list of implementable projects and activities. Traditional investment programming exercises are silent on gender distribution of public sector investments. However, it is argued that access to investment opportunities tend to be unequally distributed between the sexes. Therefore, cognizant of the heightened awareness that women gain more equitable access to available resources, it is necessary to formulate an investment programming mechanism that will ensure active women's participation in the process. This is in consonance with Section 4 (paragraph 5) of Republic Act No. 7192 which tasks the National Economic and Development Authority (NEDA), as the government's principal investment programming agency, "ensure that programs and/or projects are designed so that the percentage of women who receive assistance is approximately proportionate to either their traditional participation in the targeted activities or their proportion of the population, whichever is higher."

Rule II, Section 6 of the IRR of the RA 7192 also spells out how resources are to be mobilized for gender concerns and women activities. Rule III, Section 7 also speaks of the types of programs and projects for women that should be integrated in any investment program.

Each project undergoes a cycle starting with the conceptualization stage up to its implementation. Apparently, gender concerns are absent in the process; it is also argued that projects are biased towards men. It becomes imperative, therefore, that women's concerns should be fully integrated in the entire project development cycle to ensure women's direct involvement and equal access to all government and private sector programs, projects and activities.

THE EXISTING INVESTMENT PROGRAMMING PROCESS

On the basis of a centrally evolved guideline on investment programming, the Regional Development Council of Northern Mindanao directs regional line agencies and local government units to submit their respective five year and annual investment programs to be incorporated into the Regional Development Investment Program (RDIP).

The process starts when the local development councils and sanggunians issue the call for LGUs at all levels (provincial, city, municipality and barangay) to formulate their comprehensive multi-sectoral development plans. The plans are then translated into a list of programs, projects and activities programmed for implementation within a five-year period. Accompanying this list is an annual investment component that is updated every year. These documents are commonly called Barangay, Municipal, City and Provincial Development Investment Programs at the local levels. These are known as the Local Development Investment Programs (LDIPs). The RDC integrates these together into a document known as Regional Development Investment Programs (RDIPs).

Meanwhile, the regional line agencies (through their municipal, city and provincial offices) prepare their own list of projects for agency programming and investment purposes. The agency list is based on locally formulated plans and investment programs.

To implement the LDIPs, the LGUs take charge of projects that are proposed for local funding while agencies consider those that require funding from the national government through the General Appropriations Act, etc.

All projects proposed for national and foreign funding are submitted by LGUs and line agencies to RDC for integration into the Regional Development Investment Program (RDIP). The RDIP becomes the basis for the RDC endorsement and inclusion of proposals into the Medium Term Public Investment Program (MTPIP) for projects requiring capital assistance (CA) and into the Medium Term Technical Assistance Program (MTTAP) for project requiring technical assistance (TA).

Projects requiring foreign funding assistance of more than P300 million are submitted to the Investment Coordinating Committee - Technical Board (ICC-TB) for evaluation. These are then endorsed to the Investment Coordinating Committee - Cabinet Committee (ICC-CC) for preliminary deliberation and, finally, to the NEDA Board for endorsement to foreign donor/s concerned through the Official Development Assistance (ODA) system.

As a matter of policy, the LGUs, line agencies, RDC, ICC and NEDA Board will only submit and/or endorse project proposals for funding if these are included in the investment programs at all levels of government (from barangay to national level).

The process enables the RDC to perform its function, as mandated by Executive Order No. 505, to coordinate the formulation of the Medium Term Regional Development Plan and the Regional Development Investment Program. These documents contain the RDC's regional thrusts, objectives, priorities and directives for consideration by the various LGUs and line agencies in the region.

The said regional documents provide the direction, as well as, facilitate the coordination and integration of all investment programs at all levels.

With this process, all views, aspirations, needs, and project priorities of various communities are seriously considered which, in effect, also institutionalizes the "bottom up" approach in development planning and the thrust on people empowerment.

The participation of representatives of the private sector and non-government organizations (NGOs) in the planning processes at all levels ensure with the mandated requirement of their representation of at least one-fourth (1/4) of the membership of the duly constituted local development councils (barangay, municipal, provincial, city and regional).

Moreover, the process also enables the RDC to strengthen the linkage between planning, programming and budgeting. Also, the RDC institutionalizes development planning at all levels through the conduct of orientation seminars, specialized trainings and field consultations, thus, accelerating the implementation of the "Synchronized Planning, Programming and Budgeting System (SPPBS)."

The RDIP also serves as a vital link among the regional, national, and foreign governments in the development, financing and implementation of projects at all levels. It provides a vital source of proposed programs, projects and activities considered by Congress during its annual national budgeting deliberations.

Admittedly, the existing investment programming process has some deficiencies and weaknesses. For one, not all of the LGUs which are directly involved in the process have the capability to prepare multi-sectoral plans and sector-specific or investment programs.

While it is acknowledged that the municipal, provincial and city planning and development staff and local development councils are already

exposed to various developmental planning exercises that are initiated and continually undertaken by the RDC and NEDA 10 staff, most of the barangays and municipalities in the region suffer from inadequate technical capability. Thus, some of the municipalities and/or barangays either do not have their own planning staff or their staff are not well-trained in developmental planning processes.

The absence of technical personnel with adequate capabilities at these levels constrains the LGUs concerned to submit haphazardly evolved development plans and investment programs which in most cases were only prepared by the chief executives of the LGUs concerned, i.e., without public consultation. Therefore, if the main sources of projects as incorporated in the RDIP are weak and defective, it is also arguably logical to assume that the RDIP is weak.

On the other hand, the RDIP which ideally contains the list of projects consolidated from all sources is perceived to be biased toward the infrastructure sector. This perception is not without basis simply because the investment programs from the other sectors, namely, agri-industrial, social services and development administration are not integrated into the RDIP.

This is so because some sectors and sub-sectors of the regional economy do not have well-evolved investment programs to translate the sectoral/subsectoral plans into implementable programs and projects. There are sectors, however, with complete investment programs but these are not incorporated in the RDIP.

To a certain extent, the investment programming process has improved the link between the regional and national budgeting exercises as evidenced by an improved budget approval rate of the region. However, most of the regional proposals extracted from the RDIP are not considered for funding due to congressional interaction, i.e., congressional insertion and compromises with agencies, which in most cases the RDCs are not informed or consulted. Regional investment programming is also hampered by the absence of timely information on what regional proposals are approved during a budgeting cycle.

It is also noted that both the planning and investment exercises at all levels do not integrate gender and development (GAD) concerns in the process. While some sectors evolved special programs and projects for

women, gender issues and concerns are not seriously considered in all the planning and investment processes.

In addition, the population factor still serves as the common indicator in regional and local planning, programming, budgeting exercises. No serious attempt is pursued to dissect the needs, aspirations and priorities using the GAD consideration and approaches. Worse, the RDIP which is perceived to be biased to infrastructure does not incorporate any program, project or activity that will directly address the welfare of women.

In practically all sectors of the regional economy, GAD concerns are not yet fully integrated. Attempts however are underway to incorporate programs and projects for women in the agri-industrial, social services and development administration sectors. Yet these are only partial efforts to consider GAD in the development processes.

C. GUIDELINES FOR INTEGRATING GAD

1.0 Investment Programming

1.1. NEDA Form 101

Rule IV of the Implementing Rules and Regulations (IRR) of RA 7192 (b1) provides that “NEDA shall review project proposal forms and guidelines, revise them accordingly, and ensure that sex-disaggregated data are adequately reflected in the program/project situationers and made as basis for the identification of strategies and activities. These forms shall be disseminated to concerned agencies as soon as possible in order that project proposals to be submitted to NEDA for processing for external assistance already reflect the desire reorientation.”

This mandate calls for the revision of NEDA Form 101 (see attached) to be complemented with a policy that such form should be used by all agencies and local government units (down to the barangay level) as a requisite document before any project/activity will be considered for funding by any local, national and/or foreign funding institutions.

At the local level, especially barangay, the contents of the said form should be translated into the vernacular so that a larger segment of the public or proponents can understand and adequately supply the information required.

1.2 Local Development Councils (LDCs)

The LDCs should ensure that NEDA Form 101 (as revised) serves as the key reference document for any project/activity to be incorporated in the Local Development Investment Program (LDIP) starting from the barangay up to the provincial levels. Likewise, the LDCs should strictly adhere to the set of criteria to be developed by the RDC for guidance of project evaluators in assessing the extent of responsiveness of gender concerns in relevant aspects of any project proposal (NEDA Form 101).

Likewise all Local Development Councils (LDCs) should be adequately represented by women groups or organizations so that women can actively participate in all investment and project development processes. Within this context, the LDCs must initial programs, projects and activities that could strengthen involvement of the women sector in the communities.

1.3 Regional Development Council

The RDC shall accept/review proposals on the basis of NEDA Form 101, as revised. It will restore the RDIP and update the same utilizing a set of criteria that will give priority to projects and activities with high gender impact.

The RDC must also initiate programs and projects that will strengthen women's organizations in the region and women representation shall likewise be encouraged in the Council. The annual investment programs as indicated in agency budget proposals should be reviewed by the RDC taking note of the women component of such budget documents which will be endorsed by RDC to the Department of Budget and Management.

1.4 Investment Coordinating Committee and NEDA Board/ Executive Board

Regional proposals of projects with high gender impact for foreign funding should be given high priority by the national government in its lobbying to foreign donors.

The ICC and/or NEDA Board/Executive Board should also initiate and develop policies for nationwide projects integrating projects for women (as its project component) to showcase gender concerns.

2.0 Project Development Process

The purpose of this process is to determine the best possible way to achieve specified development objectives within a given time period at the least possible cost.

It is a must that gender planning inputs be emphasized in the overall development planning, such as, gender analysis (uncovering gender bias and its effects) and gender intervention (alleviate manifestation of problem arising from sex or gender bias and address its underlying causes).

The steps in project development include identification, preparation, review, financing and designing of project activities, project implementation, monitoring and evaluation.

2.1 Project Identification

The initial phase of the project cycle is concerned with generating project ideas that represent a high priority use of the country's resources to achieve an important development objective. It is the process of searching for viable development initiatives aimed at responding to specific issues and problems.

Since development programs and projects address the needs of specific clientele groups, the target beneficiaries should, at the earliest stage of the project, be given equally important roles as those of other project team members or staff. This is to ensure that their concerns and interests are taken into account in all the critical phases of the project.

✓ To ensure the viability of involving project beneficiaries in project identification given the time and human resource constraints of government agencies, the following requirements should be met:

1. Proponent agency has the mandate for the specific undertaking being proposed/conceptualized.
2. Program/project areas have been defined based on:
 - results of existing researches/studies
 - national or agency development plans
 - monitoring reports
3. There are priority geographical areas being targeted, to include:
 - current coverage of the agency, institution or LGU; and
 - emerging priorities of the current administration both local and national
4. The proponent caters to the needs of distinct constituents, e.g., agrarian reform beneficiaries (DAR), farmers and fisherfolk (DA), disadvantaged/vulnerable groups (DSWD), etc.
5. Project staff has technical competence in project planning and community development activities.

Guide Questions:

- (1) Was project identification done in consultation with and involvement of the community and its population groups?*
- (2) What method was adopted in the identification of the project concept (secondary data, field visit, ocular inspection, consultation with the community)?*

Following these basic requirements, the project identification process should, therefore, involve the following steps:

- ✓ 1. Identify key sources of information from formal (government, academic) and informal (NGO, private sector or community representatives) sources;

2. Identify the major characteristics of the target area and determine its population groups, both directly and indirectly targeted by the project. In particular, the following should be considered:
 - a) characteristics of the population groups by sex, age, socio-economic characteristics, and other special concerns (e.g. cultural, needs of the disabled, etc.)
 - b) characteristics of the community such as the size, location, socio-economic status/level or nature of organizations, participation of members in community activities by age and sex, resources available, and strengths and weaknesses of the organization;
 - c) patterns of major and significant activities and role structures (by age, sex, locus) and how these influence decision making among individuals in the community;
 - d) level of social cohesion as indicated by evidence of cooperation, coordination, factionalism, conflict, exploitation; and
 - e) spirit of self-reliance as indicated by previous community initiatives.

Guide Questions:

- (1) Are the following considered in the identification of the target area population;*
 - (2) What is the composition of the community? Are there distinct sub-populations within the community? What is the degree of social cohesion in the community? Are there existing factions within the community?*
 - (3) What are the major roles/activities of men and women in the community?*
 - (4) What are the resources (human, financial, etc.) available in the community? Are these resources utilized by and easily accessible to the various population groups?*
3. Identify, determine, or validate specific needs, problems and issues which contribute to the marginalization of particular groups or cluster within the program.

Problems which may impact on the proponent's program should be identified.

This should essentially involve consultations with the beneficiaries to ascertain the degree to which they perceive the problem or demand.

Guide Questions:

- (1) What are the needs, problems/issues of the community? What are the factors (socio-cultural, environmental, political, economic, etc.) that primarily cause these problems/issues?*
- (2) Are the needs of one population group different from the others? What are the different needs of the various women and men in the community? Were there efforts to address these needs?*
- (3) What are the major sources of information on the problems/needs and demands of the community?*
- (4) Are the potential beneficiaries involved in the identification of the problems/needs and demands?*
- (5) What are the major factors which contribute or impede the development of certain groups in the community?*

✓ 4. Prioritize problems and concerns of the individuals in the community. Prioritization should be done on the basis of the following:

- magnitude of the problem and its strategic implications on the different roles and interests of members of the community;
- availability of resources (both existing and potential) other than those which will be provided by the proponent; and
- the participants' existing and potential levels of readiness to contribute in order to become involved in a project.

Guide Questions:

- (1) Are the identified problems consistent with the present developmental concerns of the target population and the mandate of the proponent?*

- (2) *Which specific groups are most seriously affected by the problems?*
- (3) *What are the strategic implications of the problems on the different roles of the members of the community?*
- (4) *Are the practical and strategic needs of women and men considered in the prioritization?*
- (5) *Are there available resources (financial, human, structures) which could be utilized to address the problem?*
- (6) *What is the level of the community's preparedness to get involved in a project to address the problems?*

5. Determine the appropriate set of interventions (starting with objective setting) on the basis of the following:

- criteria for problem prioritization;
- data generated from the preceding steps and guidelines for project development;
- potential impact of the interventions on individuals, communities and specific groups; and
- identified program areas and development plans (national and local).

Interventions must be comprehensive, coherent and logically-sequenced.

6. Determine the possible requirements (both financial and physical) of the project based on identified components.

2.2. Project Preparation

After understanding the factors in the problem situation and identification of appropriate projects, the next stage in the project development cycle is the project preparation. This stage essentially determines whether the project can and should be undertaken and if so, how and when. In formulating gender-responsive projects, the following should be considered:

✓ 1. Project objectives should:

- directly address the sectoral/regional program thrust and the gender issues therein;
- have a quantifiable and reliable set of indicators that are gender-responsive;
- address identified priority gaps/problems as they relate to the different needs of women and men and their varying characteristics; and
- ✍ - be doable, measurable and attainable within the expected life span of the project.

Guide Questions:

(1) Are the objectives consistent with:

- *the prioritized problems identified, and*
- *national and local development plans?*

(2) Are the objectives acceptable to the community and the decision-makers?

(3) Will the objectives address the practical and strategic needs of women and men in the targeted areas?

(4) Are the target groups clearly specified in the objectives? Are both women and men equally considered as project beneficiaries?

✓ 2. Project implementation strategies/activities should:

- be packaged taking into consideration the maximum use of available information sources on the problems, beneficiaries, resources, etc., considering the time/resource/administrative constraints of the government;
- include mechanisms for women's participation in the formulation of components and in project implementation. Such mechanisms should aim to:

- * redress skills/knowledge gaps that impede the effective participation of targeted beneficiaries; and
- * free women from multiple burden that prevent their effective participation.

provide for a set of minimum non-negotiable requirements to ensure gender-responsiveness of projects. This include:

- * integrating gender concerns in the mainstream of the project;
- * generation of sex-disaggregated data;
- * raising women's economic, political and social position (to address issues on subordination, sexual division of labor, etc.)
- * installation of mechanisms which take into consideration time, load, skills and knowledge of women.

Guide Questions:

- (1) *Are the strategies/courses of action sufficient and appropriate so that the objectives are met?*
- (2) *Will the project implementation strategies respond to the differential needs and potentials of women and men?*
- (3) *Are there implementing strategies which will provide for mechanisms/ opportunities for increased or more significant participation of women?*

3. Resource requirements (human, financial, materials, machine, management) should be determined on the basis of the following:

- existing programs and personnel that provide the services envisioned;
- availability of indigenous resources (human, etc.);
- beneficiaries' readiness to contribute for the program/project.

Guide Questions:

- (1) Are community-based resources identified as part of the resource requirements?*
 - (2) Are the potential contributions of the community to attain project objectives clearly estimated?*
 - (3) Is there a clear allocation of resources for each activity/intervention?*
4. The Project organizational structure should be set-up based on the technical needs of the project, particularly, in the areas of planning, community development, and gender and development. The structure should also be able to identify the interrelationships of the agencies, project staff and target beneficiaries involved in the project.

The set-up should be able to support the involvement of potential target beneficiaries in all aspects of project implementation.

Guide Questions:

- (1) Are other agencies or organizations which will have an indirect role in the implementation of the programs identified?*
 - (2) Are community members, women and men, identified as part of the organizations set-up?*
 - (3) Does the organizational structure include project implementors who have:*
 - * awareness and sensitivity to gender-related issues,*
 - * capability to identify, analyze, prioritize issues and needs,*
 - * capability to carry out interventions that will respond to the differential needs of women and men?*
5. The establishment of the monitoring and evaluation scheme should take into consideration the following:

- development of a gender-responsive indicator system (please see attached sample list of gender-responsive indicators in Annex A);
- participation of target clientele in the monitoring and evaluation;
- methodology for evaluating whether the program activities impede or facilitate the participation and involvement of the targetted groups in the attainment of goals and objectives.

Guide Questions:

- (1) Is there a community-based monitoring system which would enable the communities to make critical decisions?*
- (2) Is the monitoring and evaluation system designed to include gender-responsive indicators?*
- (3) Are there measurable or quantifiable indicators that will reflect the equal and/or equitable enjoyment of project benefits/gains by both women and men beneficiaries?*

2.3 Project Appraisal and Financing

At this stage, a critical review of the project is undertaken. Details of the project are re-examined and assumption are assessed. In the review/evaluation, it should be ensured it that possible gender concerns (whenever necessary) are explicitly addressed. Since appraisal is a total review of the project feasibility study, ways of improving the study should be suggested to minimize gender biases (if the type of intervention chosen do not promote gender equality).

In reviewing the project, the following aspects of the project document should be looked into:

A. Economic Desirability

1. Economic Profitability (internal rate of return or benefit-cost ratio)
2. Employment generation by women/men in undertaking various activities of the project.

3. Judicious use of local resources, i.e., that which protects the environment and maintains ecological balance
4. Increase in income level of women/men as a result of the project.

B. Financial Viability

1. Project has revenue generating capability get beneficiaries
2. Fulfillment of the basic needs of target beneficiaries
3. Promotion of active popular grassroots participation in order to:
 - strengthen local capabilities
 - encourage self-reliance
4. Promotion of a healthy political climate and a stable social environment (peace and order, industrial peace and harmony, discipline, etc.)

C. Technical Considerations

1. Appropriateness of the technology/ies to the needs, financial resources and technical know-how of women and men
2. Provision of an alternative program for women and men in case of labor displacement
3. Existing and proposed market outlets for goods and services to be produced.

D. Institutional Considerations

1. Agency has the sufficient human power, financial and equipment facilities to implement the project
2. Agency has appropriate mandate/authority to carry out the project
3. Institutional arrangements for implementation and operation are appropriate, consistent with government policies and

special measures have been taken to overcome constraints that prevent women from participating in the project.

4. Specific mechanisms to ensure project's sustainability even after the funding assistance and the project will prepare local groups, business organizations and financial institutions so that they will be willing to accept the active participation of women in the project.

✓ 2.4 Project Implementation

This is the most critical stage in project development process. To ensure success in the implementation of the project, the following should be given due considerations:

- a) A mechanism on the involvement of women in the project should be designed
- b) Equal opportunities for men and women to participate in project management
- c) Composition of committee should have appropriate representation to support and monitor women's participation at various level of project's implementation.

D. OTHER ALTERNATIVES

The NGOs (particularly the RDC members) may initiate the organization of women federations, cooperatives or corporations with local and regional networks in order to initiate regional impact projects for women like the Bukidnon Integrated Project for Women which calls for the implementation of integrated livelihood, establishment of women rural banks and the execution of eco-tourism, reforestation, model agri-industrial projects.

These NGOs will also play an active role in mainstreaming GAD activities in the region. Linking local NGOs with foreign donors should be developed to provide easy access to funds for the development of women in the region.

E. REFERENCES:

1. RA 7192 and its IRR
2. Proposed Bukidnon Integrated Project for Women
3. Mount Malindang Integrated Area Development Project (MMIADP), Women Component
4. Proposed Catarman Integrated Eco-Tourism Project (CIETP), Women Component
5. Project Development Manual, NEDA
6. Guidelines for Developing and Implementing Gender-Responsive Projects and Programs, NCRFW

CHAPTER 5

Gender and Development Integration in the Monitoring and Evaluation System

Executive Summary

The set of guidelines for the preparation of the Operations Manual for the Monitoring and Evaluation System (MES) has been developed hopefully to come up with a revised version already integrating a new dimension concerning the involvement of gender/women in the development processes.

This set of guidelines attempts to tackle monitoring and evaluation as an integral part of the development processes in the areas of background and rationale, objectives and scope, organizational framework and structure, monitoring bodies, responsibilities of involved entities, systems framework, process flow and reporting.

The revised MES Operations Manual that will be evolved out of the guidelines is designed to carry out effective monitoring and evaluation of the various developmental programs and projects, plans and policies, investment programs and project design or work program of projects pursued by the different agencies of the government. As provided for in the guidelines, the results of monitoring and evaluation will already include the extent of involvement and participation of men/women in national development. The reporting forms to be designed will already capture, among others, gender-related development parameters/indicators from the formulation of plans and policies to the implementation of programs and projects.

In addition, the guidelines provide problem-solving mechanisms to facilitate the resolution of problems/issues that hamper program and project implementation at the municipal, provincial, city, regional and national level and ensure the integration of gender and development concerns especially those which pertain to women as a distinct group in our society. With these, delays in the implementation of programs and projects and deviation from the approved design which, most often, is too expensive to correct can be avoided thus saving limited financial resources of the government.

A. INTRODUCTION

As the last stage in the project development cycle, monitoring and evaluation is very critical because it facilitates the implementation of a project according to its plan and design. Moreover, the results of monitoring and evaluation determine whether the project is successful or not in terms of achieving its short and long-term objectives especially if post project evaluation is done to include benefit monitoring. Monitoring and evaluation therefore as pre and post project operation activities includes among its concerns the documentation of valuable learning experiences during and after project implementation. This serves as basis for decision-making and also provides inputs in future planning and designing to ensure the success of similar projects.

The scope of monitoring and evaluation covers a broad range of activities that require certain guidelines to lay out a systematic and functional system. This will facilitate the attainment of the primordial objectives of monitoring and evaluation, more so with the emergence of new concepts and concerns in development planning.

Gender issues and concerns are perceived to be better addressed if these are integrated in the development planning processes of which monitoring and evaluation is a vital component. It is within this purview that the following guidelines are being evolved as bases in coming up with an Operations Manual that will monitor and capture among others, gender development indicators integrated/considered in the plan/design/implementation/operation/maintenance of government programs and projects.

To ensure the mainstreaming of gender concerns in development planning, the scope of monitoring and evaluation should be expanded to include not only the implementation of programs and projects but also the formulation of developmental plans, policies and investment programs and the preparation of project design or individual work program of projects by implementing government agencies.

B. THE EXISTING PROCESS/SYSTEM

The existing Regional Project Monitoring and Evaluation System (RPMES) created under Executive Order (E.O.) 376 as amended by E.O.

93 providing for a scheme for monitoring and evaluating projects allows expansion to include additional data inputs and output reports as deemed necessary by the development councils at all levels. The information required in the RPMES reports determines the status of implementation of issues at the national, provincial, city and municipal levels. The above provision therefore affords the most convenient entry point for the integration of gender responsive concerns in the RPMES without necessarily issuing a new E.O. nor further amending E.O. 376 as amended by E.O. 93 for its operationalization. If the scope of the RPMES should be expanded to include other areas of concern as mentioned earlier, in which case amendment of said E.O. and its implementing guidelines is necessary.

A sectoral review on the RPMES Operations Manual was made through a workshop and the common finding is that this document does not have any dimension on gender except for a very insignificant portion which touches on project employment per se without sex disaggregation. Since development planning from the macro to the micro level (meaning from plan and policy to program and project level) already considers gender issues and concerns, there is now a need to redesign/revise the above mentioned manual to include aside from the traditional, new development indicators in monitoring and evaluating programs and projects that will indeed tell us whether these gender issues and problems are being addressed.

The preparation of the Operations Manual for the Monitoring and Evaluation System (MECS) for use at all levels should follow the guidelines as outlined below.

C. GUIDELINES FOR INTEGRATING GENDER AND DEVELOPMENT IN THE MES

1.0 Background/Rationale

This part should highlight the following:

- 1.1 Relevant executive orders/administrative issuances pertaining to monitoring and evaluation of government programs and projects.
- 1.2 Executive orders and laws requiring the integration of gender/women concerns in development planning.

- 1.3 The information to be generated should include gender-related ones as reflected in the project's plan/design (e.g., sex-disaggregated employment generation) and whether gender/women concerns are considered in the agencies' plans and policies, investment programs and project design or individual program of work of projects.
- 1.4 The Monitoring and Evaluation Committees (MECs) organized at each level will use the Operations Manual and the framework and general process flow, responsibilities of units involved, the input and output forms, the procedures in filling up these forms, and decision parameters for specific and common implementation problems.
- 1.5 The relationship of the revised RPMES (to be renamed MES) with the Local Government Code of 1991.

2.0 Objectives and Scope

2.1 Objectives

The general and specific objectives including those which will address the concerns of gender/women should be stated clearly.

2.2 Scope and Coverage

- 1) Types of programs and projects, plans and policies, investment programs and project design or individual program of work of projects to be monitored and evaluated including those which involve women.
- 2) The government entities/institutions that implement those mentioned in 1).
- 3) The levels at which monitoring and evaluation should be carried out.
- 4) The inclusive period to be covered in the monitoring and evaluation.
- 5) The sources of funds of the programs and projects and investment programs.

- 6) The percentage of total program/project funds allocated for women (e.g., livelihood projects).
- 7) The extent of responsibility of the various levels (from the national down to the municipal level) in the monitoring and evaluation of the implementation of programs and projects, plans and policies, investment programs and project designs or programs of work in terms of the project implementors, fund sources, and coverage.

3.0 Organizational Framework

3.1 Coordination Activities

- 1) Why the need to coordinate the various activities (e.g., submission of reports)?
- 2) The NEDA Board and Local Development Councils (LDCs) should oversee and coordinate the activities of the Monitoring and Evaluation Committees (MECs) at the national, regional, provincial, city and municipal levels and other similar bodies for the NCR, CAR and ARMM, respectively.

3.2 Planning, Programming, Scheduling and Monitoring Activities

- 1) Operationalization of the Monitoring and Evaluation System (MES) in terms of planning, programming, scheduling, and monitoring activities will be undertaken by the various MECs at each level.
- 2) The MES should provide for the extensive and active participation of NGOs, PVOs and Women's Groups/Organizations and concerned citizens.

3.3 Project Implementation Activities

- 1) Regular government agencies, government-owned or controlled corporations and local government units which implement development programs and projects, formulate plans and policies and investment programs and prepare project design or individual program of work of projects will provide the monitors or Monitoring and Evaluation Committees (MECs) with their respective annual

work and financial plans, program of works of projects and status reports on program and project implementation.

- 2) To the extent possible, program and project implementors should already indicate/disaggregate items intended for women in their work and financial plan, project design or individual program of work of projects and status reports on program and project implementation.

4.0 MES Organizational Structure

- 4.1 The MES Organizational Structure should be developed/presented. This should include the monitors, implementors and coordinators.

5.0 Organization of Project Monitoring Committees (PMCs)

5.1 Membership

- 1) The composition of the PMCs (to be renamed MECs) at all levels as established in E.O. 376 as amended by E.O. 93 will be added with the following new members:

National MEC: NCRFW Executive Officer

Regional MEC: Women's Forum Chairwoman

Provincial/City/Municipal/MEC:

The composition of the local MECs will be at the discretion of the Local Development Council (LDC) subject to the addition of a representative from a duly registered women's group/organization to be nominated by the members aside from the other mandatory members such as, DILG representative assigned in the area, NGO/PO representative, LDC-NGO representative, and four other members appointed by the Local Chief Executive (LCE) from among the two or three nominees of the LDC.

5.2 Secretariat

National MEC: NEDA Central Office
Regional MEC: NEDA Regional Office
Provincial/City MEC: PPDO/CPDO
Municipal MEC: MPDO

5.3 Creation of MECs

- 1) The Regional Monitoring and Evaluation Committee (RMEC) Chairman, Co-Chairman and members shall create the RMEC through the organizational meeting with the attendance of the RDC-NGO, NGO and Women's Forum representatives to discuss the objectives and functions of the RMEC. In this meeting the NGO representatives and RDC-NGO member shall submit their respective nominees to the RMEC and RDC Chairman, respectively.
- 2) The Local Development Councils shall create the PMEC, CMEC and MMEC by deciding on their respective composition aside from the other mandatory members.

5.4 Qualifications/Tenure/Incentive of the NGO/PO Women's Group Representatives of the Local MECs

- 1) He/ she must be a member in good standing of a civic, religious or any other NGO located in the province/city/municipality concerned.
- 2) He/she must be a Filipino citizen.
- 3) He/she must not be related by affinity or consanguinity up to the 4th degree to the LCE concerned.
- 4) He/she must be nominated by the NGO/PO members of the LDC.
- 5) The term of appointment of the NGO/PO/Women's Group representatives to the Local MECs shall be one year without prejudice to reappointment. The term of appointment may be

terminated upon the joint signatures of the LDC Chairman and Co-Chairman.

- 6) An appointment may be extended to fill up the unexpired term of a member whose service is terminated.
- 7) The NGO/PO/Women's group members of the Local MECs shall be entitled to incentives or honoraria at rates to be determined by the RMEC (if the funds come from the national government) the granting of which will be tied to reporting the status of implementation of programs and projects, plans and policies, investment programs and preparation of the project design or individual program of work of projects to the RMEC including participation in monitoring and evaluation activities.

6.0 Responsibilities of Entities

The specific roles and responsibilities of the following units/organizations involved in the implementation of the monitoring and evaluation system should be spelled out.

- 6.1 National Economic and Development Authority (NEDA)
- 6.2 Department of Budget and Management (DBM)
- 6.3 Department of Interior and Local Government (DILG)
- 6.4 Presidential Management Staff - Office of the President (PMS-OP)
- 6.5 National Commission on the Role of Filipino Women (NCRFW)
- 6.6 Local Development Councils (LDC, PDC, CDC, MDC)
- 6.7 Local Government Units (LGUs)
- 6.8 National Monitoring and Evaluation Committee (NMEC)
- 6.9 Local Monitoring and Evaluation Committees (RMEC, PMEC, CMEC, MMEC)

- 6.10 MEC Secretariats (National, Regional, Provincial, City, Municipal Levels)
- 6.11 Project Implementors (National, Regional, Provincial, City, Municipal Levels)
- 6.12 NGO/PO/Women's Group - Authorized Monitors

7.0 Systems Framework

A monitoring and evaluation system framework should be developed to enhance the efficiency of program and project implementation at the various levels. The primary purpose of monitoring and evaluation system at any level is to expedite program and project implementation, formulation of developmental plans and policies and investment programs and preparation of project design or individual program of work and to determine whether the objectives of the program and projects are accomplished.

A description of the overall framework should be made in terms of tracing the reporting, feedback, feedforward and referral flows within and among the various levels of monitoring and evaluation.

Linkages should be traced among the program and project implementation at each level, the MECs and authorized NGOs/POs/Women's Group as monitors and the LDCs as coordinators/decision-makers and problem-solving bodies at various levels.

8.0 Process Flow

The monitoring and evaluation process starts with the planning, programming and scheduling of monitoring activities to be undertaken by the MECs at each level for the year. The MEC Secretariat should prepare the following documents:

- 8.1 Work and Financial Plan (WFP)
- 8.2 Monitoring Plan (MP)
- 8.3 Monitoring Work Program (MWP)

Monitoring and evaluation will commence once implementation of programs and projects have been started, developmental plans and policies and investment programs have been formulated and project design or individual program of work of projects has been prepared. The MECs will conduct project visits if and when necessary.

The MECs will submit the consolidated/summarized reports to the LDCs for information and evaluation. Problems encountered in program and project implementation will be resolved at their level, otherwise these will be resolved at the next higher appropriate level LDC. The MECs will likewise submit regular consolidated reports to the next higher level MEC. Consolidation and submission of reports at the municipal, city and provincial levels will be done on a monthly basis, and quarterly for the regional level.

The output reports prepared by the RMEC Secretariat will be submitted quarterly to the NMEC Secretariat, copy furnished the MEC members.

The various MECs through their respective secretariat will prepare all necessary documents for dissemination to the next higher MECs using as inputs information submitted by involved/concerned agencies to facilitate the monitoring and evaluation of programs and projects, developmental plans and policies and investment programs and project design or individual program of work of projects at all levels. Likewise, feedback information shall be provided to the lower MECs.

9.0 REPORTING

To facilitate monitoring and evaluation, accomplishment of prescribed report form is essential not only for documentation purposes but also for the transmission of information from the lower to the higher level and vice versa. Two kinds of forms should be used, namely: input forms and output forms. These forms shall be designed to capture data and information requirements of all users in the various levels.

The input forms should be accomplished by the program and project implementors while the output forms should be accomplished by the

MEC Secretariat. The other sectors should include/incorporate the information/indicators they need in the redesigned/revised monitoring forms of the MES. For capital investment programs and projects the input and output forms should contain the minimum basic information, as follows:

INPUT REPORTS

Form I-1 (Initial Project Report)

1. name of program and project
2. total program/project cost
3. location
4. description of program/project
5. monthly schedules of both financial and physical/other targets
6. number of direct program/project employment beneficiaries by sex

Form I-2 (Status/Progress Report)

1. physical/other and financial accomplishment
2. employment generated by sex
3. problems encountered and measures recommended to solve these problems

Form I-3 (Project Exception Report)

1. problems encountered needing immediate action by the MEC or LDC as these are critical that would result to more delays in project implementation
2. factors that contribute to outstanding performance of project implementation

OUTPUT REPORTS

Form O-1 (Project Encountered Problems/Delays)

1. program(s)/project(s) encountering delays indicating actions/recommendations of the MEC or LDC

Form O-2 (Status by Program/Project)

1. program/project title
2. implementing agency
3. schedule of implementation (original or revised)
4. financial and physical/other performance indicator
5. problems encountered in implementation
6. employment generated by sex

Form O-3 (Summary Status by Agency)

1. summary of the overall financial and physical/other performance indicator of implementing agencies in the region/province/city/municipality.

Form O-4 (Summary Status by Sector)

1. summary of the overall financial and physical/other performance indicator of the various sectors (i.e., infrastructure, economic, social development, etc.) in the region/province/city/municipality.

The input and output forms for programs and projects implemented by the other sectors should be designed to capture the data information needed by the users.

The report forms for monitoring and evaluation of the different sectors should also be designed appropriately to cater to the data/information needs of the different sectors of project development.

The frequency and timing of submission of the different reports from one level to the other should be determined to facilitate smooth and timely flow and use of information at the various levels.

10.0 Monitoring Procedures

The MECs should follow some procedures in performing its monitoring in terms of the following:

- 10.1 Preparing monitoring plans to include list of specific programs and projects and updates of their status as reported by the implementing agencies.

- 10.2 Scheduling regular project field visits/inspections.
- 10.3 Securing technical documents for use in monitoring and evaluation such as, Programs of Work (POWs), Plans and Specifications, Performance Bond and Notice to Proceed for programs/projects undertaken by contract and Authority to Undertake Project by Administration if undertaken by administration.
- 10.4 Coordinating/Establishing linkage with program/project implementors.
- 10.5 Analyzing project/activity accomplishment reports.
- 10.6 Conducting regular ocular inspection at project sites on those projects programmed to be visited and those where verification and validation of reports is needed due to the magnitude of the delay.
- 10.7 Reporting the findings and recommendations to the LDCs for deliberations/resolution/action.
- 10.8 Conducting an evaluation of selected completed programs/projects to determine whether the same were done in accordance with the approved plans and specifications.
- 10.9 Making an assessment of the lessons and insights drawn in the course of program/project implementation.

11.0 Problem-Solving Mechanism

Since the primary objective of monitoring and evaluation is to expedite the implementation of program/project, there is a need to establish a problem-solving mechanism which should be operationalized at all levels through the inclusion of problems/issues hampering program/project implementation in the agenda of the following meetings upon request of the respective MEC:

National	:	RDCC-CORD Meeting
Regional	:	RDC/EXCOM Meeting

Provincial/City: PDC/CDC Meeting
Municipal : MDC Meeting

The MEC Chairman and Head of Office of the concerned implementing agency or their authorized representatives should be present during the meeting to discuss the project implementation problems/issues which need to be resolved, if not, elevated to the next higher development council.

12.0 Computation of Accomplishments

Computation of accomplishments of programs and projects of all sectors implemented by the various agencies/entities of the government should be done to determine their status (i.e., physical, financial, etc.) as of a specific period (monthly or quarterly).

The sector concerned should evolve/develop procedures in computing accomplishments depending upon the kind/type of programs/projects implemented by the agency sector members.

For example, physical and financial accomplishment of capital investment projects under the infrastructure sector which are implemented by the agency sector members (e.g., DPWH, NIA, etc.) should be computed to determine the status of implementation of these projects at any given period depending upon the frequency of need of the users of these information.

D. OTHER ALTERNATIVES/FUTURE ACTIVITIES/SUGGESTIONS

The Monitoring and Evaluation Operations Manual that could be generated on the basis of the above guidelines is limited to monitoring activities undertaken during program/project implementation. In short, it is confined to administrative monitoring on the implementation of programs and projects.

To determine whether government development programs and projects implemented by the different sectors are successful in terms of achieving their long-term objectives, it is but appropriate to undertake project benefit

monitoring and evaluation (PBME) in the future. More so, if the financial capability of the government will warrant. Otherwise, foreign grants will be sought to finance this activity.

Considering the number of programs and projects under the different sectors implemented and to be reported, there is a need to develop or evolve a software/computer program to facilitate timely submission of reports.

In case the scope of monitoring and evaluation should be expanded beyond the program and project level as stated above there is a need to further amend E.O. 376 as amended by E.O. 93. The amended E.O. should rename the "Project Monitoring Committees (PMCs)" to "Monitoring and Evaluation Committees (MECs)" and the "Regional Project Monitoring and Evaluation System (RPMES) Operations Manual" to "Monitoring and Evaluation System (MES) Operations Manual" inasmuch as monitoring and evaluation is not only confined to programs and projects but will already include developmental plans and policies, investment programs and project designs or programs of work and is undertaken not only in the regions but at all levels.

E. REFERENCES

1. Regional Project Monitoring and Evaluatin System (RPMES) Operations Manual, National Economic and Development Authority, 1994.
2. Implementing Rules and Regulations of Republic Act 7192 "Women in Development and Nation Building Act".
3. Comments from NCRFW dated October 24, 1994.
4. Outputs from the consultations made with the Regional Line Agencies (October 18-21, 1994) and Local Government Planners (November 21-25, 1994).

CHAPTER 6

**Gender and
Development
Integration
in the
Statistical
Information
System**

Executive Summary

The absence of a gender-responsive information system is a major stumbling block in pursuing various development undertakings reflective of a better quality of life for both sexes. This leads to weak knowledge of sex partiality which obstructs the identification of appropriate and distinct basic and enhancing needs. Although existing profiles present sex-aggregated data, this is primarily presented as demographic data and not as indicators of the availment or deprivation of development benefits.

The various activities of development planning (e.g. planning project development/investment, monitoring and evaluation) for GAD concerns and issues can only be effective if GAD data is available. The formulation of a GAD Statistical Information System largely depends on the assessment of existing data at all possible levels of disaggregation. For areas not covered, additional data will be gathered.

In the review of the Northern Mindanao Regional Development Plan (1993-1998) and the series of consultations conducted on gender issues, GAD-responsive indicators were formulated. GAD indicators were identified using the criteria of relevance, comprehensiveness, measurability, simplicity, and objectivity.

It is envisioned that the institutionalization of the GAD-responsive indicators will rely, to a great extent, on the linking of existing information systems of national line agencies, the local government units, and non-government organizations. This will be supported through continuous advocacy, data collection, and validation.

A. INTRODUCTION

Real development is conceived as one that seeps into all segments of the society. While economic development may be achieved, human resource development does not necessarily follow. Cognizant to this holistic approach to development, the specific concerns of the target groups or beneficiaries should be considered in the whole gamut of development planning.

The direct beneficiaries of development and growth are men and women. However, the differences in their needs require a well-defined strategy to enable them to full utilize their respective capabilities.

The absence of gender-responsive information is a major stumbling block in pursuing various undertakings critical to the welfare of both sexes. Obviously, this is the reason why development activities are so limited. The meaningful integration of the concerns of men and women in the development process can be essentially realized through generation of the information responsive to their gender needs.

With this set of data, it will be easy to measure the situation of the specific target population and thereby incorporate appropriate policies and/or package development projects. These endeavor, will be sustained with the constant availability of data institutionalized through the statistical information system.

B. EXISTING DATA ADMINISTRATION

1. Data Sources

As the Secretariat of the Regional Development Council, the National Economic and Development Authority, Region X maintains various sets of data. The bulk of data consist of accomplishment reports, development plans and profiles of programs and projects especially those from the local government units and line agencies (central and regional Offices). In addition the provincial and city governments, through its planning and development offices, provide the NEDA-X with their respective socio-economic profiles.

Special releases of information and documents are furnished to NEDA-X by the Mindanao Economic Development Council, National Statistics Office (Central and Regional), Bureau of Agricultural

Statistics, National Statistical Coordination Board, and non-government organizations such as the Cagayan de Oro Chamber of Commerce.

Complementing these data are the results of surveys, policy studies/papers conducted or prepared by the Philippine Institute for Development Studies, Research Institute for Mindanao Culture and some line agencies.

In many cases, the above information are used by the NEDA-RDC-X staff to prepare development papers and reports for national and regional policy makers.

These data are generated annually, semi-annually, quarterly, or even every ten (censal) years. The data are reported in absolute figures, percentages, means, ratios and are presented in tabular or graphical forms but are usually not disaggregated by sex, urban-rural distribution and age-groupings. These are published by the agencies' quarterly, semestral, or annual reports.

2. Data Management

The overall statistical data management of the NEDA-RDC-X is administered through the Management Information System (MIS) headed by a Coordinator. He/She is assisted by designated sectoral data administrators of the technical/operations divisions. He/She is also supported by trained encoders.

The management of data involves the following activities and staff:

ACTIVITY	STAFF RESPONSIBLE
1. Data Collection	Sectoral Specialists
2. Data Analysis	Sectoral Specialists
3. Data Storage	Sectoral Administrators
4. Data Retrieval	Sectoral Specialists
5. Information Dissemination	MICAD/Concerned Sectoral Specialists

The data received from the different sources are either stored immediately or are processed before being stored. The processed data are mostly the bases for the reports on developmental activities in the region.

These data are stored electronically or manually by the sectoral administrators. The encoders of the Management Information Staff assist some sectoral administrators in encoding and storing the data. In some cases, the data are kept by the encoders.

Retrieval of data can be done individually. But in some divisions, e.g. infrastructure division, a system has been set-up to allow other staff easy access of the data.

Information is disseminated through various NEDA/RDC-X publications such as annual regional socio-economic performance report, statistical yearbook, quarterly socio-economic trends, quarterly regional economic situationers, and regional briefer.

The immediate beneficiaries of these documents are the RDC members. However, visitors and researchers are also the regular users of the said documents.

3. Existing Uses of Data

The available data are commonly used in any of the following activities/documents:

- a. Planning-Programming-Budgeting System
- b. Plan preparation and assessment
- c. Program/project monitoring and evaluation
- d. Policy issue papers
- e. Special development reports
- f. Regional Economic Situationers
- g. Feasibility studies
- h. RDC Resolutions
- i. Information and advocacy
- j. Researches and other studies

C. GUIDELINES IN DEVELOPING AND OPERATING GENDER-BASED INDICATOR SYSTEM

1. Development of the Indicator Framework

The conception of a set of social indicators requires a logical framework to serve as a guideline in identifying data which will be needed to address certain concerns. In developing this indicator framework, the following goals identified by NCRFW-SRTC's 1992 Data Improvement Plan project may serve as bases in the formulation of gender-responsive statistical information system:

- a) Increased participation of women in socio-economic and political affairs at all levels (e.g. decision making);*
- b) Availability, accessibility and utilization of services, facilities and opportunities for women and men;*
- c) Presence of environment and structures that address gender concerns; and*
- d) Improved status of women and men in all areas*

These goals are further delineated into sectoral (macro, economic, social and infrastructures) and special concerns. These goals address the concerns of women on equality and development across six major spheres, namely: individual, family, socio-cultural, economic, political and legal.

2. Identification of Social Indicators

The effectiveness of planning for development especially for specific target beneficiaries requires the generation of carefully selected information. While there may be a lot of information available on some issues concerning a certain sector in the community, these may not, after all, meet certain criteria to maximize its uses.

In this view, the following criteria are adopted in the selection of gender-responsive indicators:

- a. **RELEVANT** - *The indicators should be appropriate to the problem being addressed or the population being targeted.*
- b. **COMPREHENSIVE** - *The indicators should cover a wide range of interrelated socio-economic-demographic factors.*
- c. **MEASURABLE** - *Indicators should be quantifiable.*
- d. **SIMPLE** - *The indicators should be easily interpreted so that there will be no misunderstanding.*
- e. **OBJECTIVE** - *The indicators should not be subjected or biased and can be readily verified.*
- f. **SPECIFIC** - *The indicator should be explicit, precise and expressed in finite terms especially in its magnitude, coverage, and time.*

3. Statistical Content Analysis

The indicators will be further subjected to a statistical content analysis to determine the following:

- a) *Degree of importance/utilization of indicators identified based on present and future needs of the region;*
- b) *Variables (data) involved in these indicators;*
- c) *Type of these data according to their existing and desired disaggregation and frequency, as well as, their limitations, if any;*
- d) *Priority of transformation of the data into the desired disaggregation and frequency; and,*
- e) *Possible sources of data.*

Items (a), (c) and (d) provide the bases in determining the key and supportive indicators which will be given priority in data generation, collection, analyses, storage, retrieval, utilization and dissemination.

Annexes 3a & 3b outline in tabular form the process of doing statistical content analysis.

4. Integration into the Existing Information System

The NEDA-X Regional office has an existing Integrated Statistical Information System (ISIS) which serves as the central data base system in aid of development planning, investment programming, monitoring and evaluation. The ISIS includes the Regional Population and Development Indicators System (RPDIS) as one of its component systems.

While the gender-based indicator system may serve specific purposes, it should not be treated as an independent system. Thus, the gender-based indicators will eventually find their way into the RPDIS.

D. FUTURE ACTIVITIES IN ESTABLISHING THE GENDER AND DEVELOPMENT STATISTICAL INFORMATION SYSTEM

1. Implementing the System

Advocacy

The institutional sources of data should be convinced to generate the desired data in its desired frequency and disaggregation. This may be done by means of:

- 1.1.1. Consulting/validating with the institutions either through formal and informal meetings;*
- 1.1.2. Participating in relevant government and private sponsored activities (such as symposia, annual celebrations, public meetings and public hearings).*
- 1.1.3. Advocating the generation and use of data among the National Statistical Coordination Board, Regional Development Council, Local Development Council, and other related bodies such as Regional Statistical Coordinating Committee, Regional Population Council, Regional Peace and Order Council and otehr regional special councils. This is to ensure the cooperation among the institutional sources, especially the government agencies, in generating the desired data.*

In view of the enactment of the 1991 Local Government Code, the local government units should influence its instrumentalities and the national line agencies operating in the respective areas to generate sex-disaggregated data.

There is a need for these government authorities concerned to issue an order mandating the need to incorporate gender-related concerns or a policy requiring all data providers to generate and provide the necessary data.

Data providers should be made to understand the significance of submitting timely data to allow the smooth implementation of Synchronized Planning, Programming and Budgeting System (SPPBS) of the government.

Regular submission of necessary inputs would mean easy access to data requirements in plan/policy formulation aside from sustaining the ability to provide information needed by walk-in researchers.

2. Data Collection and Processing

The data providers should initiate the generation of gender-responsive data. These, in turn, should be regularly submitted to the regional data coordinator. Once in NEDA-RDC-X, the data will be treated according to the existing procedures of data management and will be stored in the RPDIS.

Regular consultations with agencies concerned should be held in order to:

- a. ensure proper coordination among data providers*
- b. identify additional data needs*
- c. validate/revalidate data availability and quality*
- d. resolve inconsistencies, duplication and reproduction of similar/unnecessary data*

3. Validation of Indicators

A set of gender-responsive indicators (Annex 4) has been identified by the staff of NEDA-RDC-X and the representatives of the regional line agencies, local government units and non-government organizations. These data are further supplemented by the indicators identified by the NCRFW and the RPDIS.

There is a need to validate these indicators in terms of their availability, use and feasibility of collection. The indicators should be referred to the government agencies concerned for integration in their data bank.

Nonetheless, these data need further enhancement to jibe with the framework of the gender-based indicator system. The improvement will involve: (a) classifying the identified indicators into sectoral issues and concerns according to the development goals established in the NCRFW-SRTC's project namely; enhance women's participation, greater accessibility to services, better environment, improved conditions of women; and, (b) more intensive statistical content analysis using the RPDIS pro-forma table as a guide.

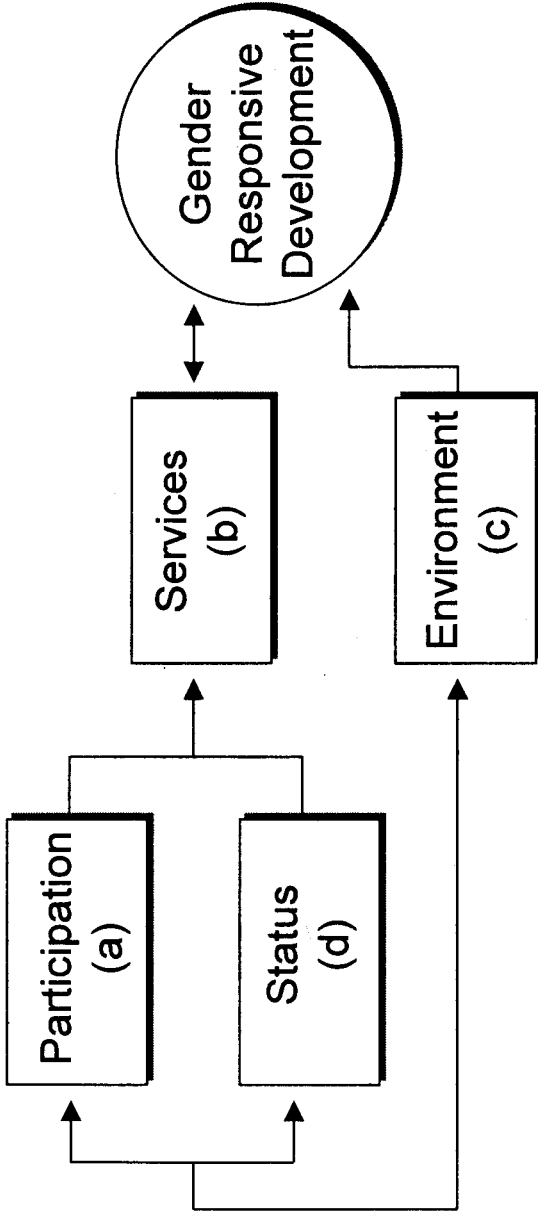
4. Linkages With Other Existing Data Systems

Generation of gender-based data will be facilitated if concerned data providers will be tapped to initiate the collection. Both sets of indicators should be referred to them for consideration and integration in their respective data systems.

E. REFERENCES

- a. 1991-1992 Northern Mindanao Statistical Yearbook.
- b. Training Module on Integrated Population and Development Planning, IPDP-NEDA, 1993
- c. NCRFW-SRTC's "Development of Gender-Based Indicator System, Data Assessment and Improvement Plan" Project Terminal Report (November 1992)
- d. Documents from the IPDP-NEDA Region I's Seminar-Workshop on the Regional Population and Development Indicator System (RPDIS), March 1994

GENERAL FRAMEWORK IN
DEVELOPING GENDER-RESPONSIVE
DEVELOPMENT INDICATOR SYSTEM



Note: This framework is adopted from the NCRFW-SRTC's "Development of Gender-Based Indicator System, Data Assessment and Improvement Plan" Project Terminal Report (November 1992)

Analytical Framework for Assessing the Gender-Differentiated Impact of Macroeconomics Policies

Macro-level Processes and Outcomes		Micro-level Processes and Outcomes		
Macroeconomic Policies	Macroeconomic Processes and Outcome	Economic Outcomes Facing Individuals and Households By Gender	Individual and Household Choices by Gender	Developmental Outcomes by Gender
Policies Fiscal Monetary Trade Exchange rate External debt Wage and prices	Macro Processes: Operation of: Labor and other Factor markets Goods and services Markets Public provision of goods and services	Prices of labor (wage rate) and other productive assets - by type of asset (land, labor, capital) - for labor, by occupation and type of worker - by type of household	Entrepreneurial activities by type of establishment or industry Labor force participation by occupation and industry Home production by type of activity Health service utilization by type of service	Income Employment Health Mortality Morbidity Nutrition Growth failure Micronutrient deficiency

Analytical Framework for Assessing the Gender-Differentiated Impact of Macroeconomics Policies

Macro-level Processes and Outcomes		Micro-level Processes and Outcomes		
Macroeconomic Policies	Macroeconomic Processes and Outcome	Economic Outcomes Facing Individuals and Households By Gender	Individual and Household Choices by Gender	Developmental Outcomes by Gender
<p>Policy instruments affecting:</p> <ul style="list-style-type: none"> Interest rate Exchange rate Wages and prices Government revenues and expenditures 	<p>Macro Outcomes:</p> <ul style="list-style-type: none"> Employment Output Prices Level and distribution of public goods and services 	<p>Prices of goods and services (Total cost to an individual or household of goods and services)</p> <ul style="list-style-type: none"> - by type of cost (e.g. money, time, convenience) - by type of household 	<p>Dietary/Nutrient intake by type of nutrient</p> <p>School participation by level</p> <p>Family size and family planning</p> <p>Migration by destination and type of work</p> <p>Community participation</p>	<p>Education</p> <p>Literacy and functional literacy</p> <p>Schooling attainment</p> <p>Schooling achievement</p> <p>Fertility</p>

REGIONAL POPULATION AND DEVELOPMENT INDICATOR SYSTEM (RPDIS)

SECTOR:

AREAS OF CONCERN	INDICATORS	DEGREE OF IMPORTANCE/ UTILIZATION		VARIABLES INVOLVED	DATA TYPE				TRANSFORMATION PRIORITY IN TERMS OF DESIRED:			SOURCE OF DATA		
		Based on Present Needs	Based on Future Needs		DISAGGREGATION		FREQUENCY		Other Limitations (Specify)	Type	Disaggregation		Frequency	Other Areas
					Existing	Desired	Existing	Desired						

NOTE: This form, which was originally designed by the NEDA Region I, was slightly modified by the NEDA Region X by adding one more column for the SOURCE OF DATA.

GUIDELINES IN FILLING-UP RPDIS FORM

1. **AREAS OF CONCERN** — this refers to the goal areas for the sector, or general heading under which the indicators fall. They should be categorized as outcomes and determinants, e.g., for agriculture - this may include agricultural output, agricultural employment (etc.).

Reference Material: POPDEV reports paper no. 5 by A.N. Herrin,
sectoral outcomes and

Determinants: Illustrative indicators

2. **INDICATORS** — these refer to the measures which indicate or point out the status of development, and therefore usually consists of a combination of 2 or more variables, e.g., level and growth rate of GRDP, GRDP per capita.

Reference Material: ESIA Indicator System and
UPPI Recommended Set of Indicators

3. **DEGREE OF IMPORTANCE/UTILIZATION** — This will indicate the extent to which the variables are utilized and therefore speaks of their importance. For our purposes this may come in the following categories:

H - High - when indicator is used frequently and/or regularly in the planning, programming, budgeting, monitoring and evaluation (PPBME) activities at the existing period or in the future.

M - Medium - when indicators are of secondary importance in the PPBME activities

C - Low - when indicators are rarely or occasionally used

4. **VARIABLES** — these refer to the actual data or statistical series that are involved in the derivation of the indicators, e.g., GRDP and population to derive the GRDP per capita.

5. **CODES OF DISAGGREGATION**

N - National

M - Municipal Level

R - Regional

B - Barangay Level

P - Provincial

U-R - Urban-Rural Disaggregations

C - City Level

NE - Not Existing in any form

6. **CODES FOR FREQUENCY**

M - Monthly

A - Annual

Q - Quarterly

O - Others (specify)

S - Semestral

NE - Not Existing

7. OTHER LIMITATIONS — this may include undercoverage, unreliability, big time lag in the release of the data available but not officially released by the agency concerned, difficulty in accessing the data from the central office and others.

CODES :

UC - Undercoverage	UR - Unreliability
BTL - Big Time Lag Involved	NOR - Not Officially Released
DAD - Difficulty in Accessing Data from Central Office	CE - Coverage Errors due to Erroneous Definition of Target Population
NL - No Limitations	NS - Not sure whether there are other limitations

8. Data Type following the ESIA Indicator System would involve the Following :

- (a) When data is available in the desired frequency and disaggregation and not beset with limitations
- (b) Data are available in the desired frequency and disaggregation but are beset with limitations
- (c) Data are not available in the desired frequency, but available in the desired disaggregation and not beset with other limitations
- (d) Data are not available in the desired frequency, available in the desired disaggregation and beset with other limitations
- (e) Data are not available in the desired disaggregation, available in the desired frequency and not beset with other limitations
- (f) Data are not available in the desired disaggregation, available in the desired frequency but beset with other limitations
- (g) When data is not available in the desired frequency and disaggregation , but not beset with other limitations
- (h) Data is not available in the desired frequency and desired disaggregation and beset with other limitations
- (i) Other data type not captured by the above (i.e., when you are not sure of the other limitations)
- (j) Data not available in any form

9. Using a scale of 1 to 5, indicate the priority of the variables as to their urgency for transformation into the desired disaggregation and frequency, with the most urgent and 5 as the lowest urgent.

1 - most urgent	3 - urgent	5 - least urgent
2 - more urgent	4 - less urgent	

SECTORAL GAD INDICATORS

SECTOR: MACRO-ECONOMIC AND FINANCING

Possible Sectoral Gender Issues Identified	Desired Gender Indicators/Data	Source of Data	Disaggregation (age, sex, UR, etc.)	Level (R, P/C, M)	Anticipated Problems in Databased System
1. Lack of emphasis of women's contribution to GRDP (not clearly presented)	Proportion of women's contribution to GRDP; Women's share in tax/LGU revenues	NSCB BIR LGUs	By sex (D) UR (D) By sex (D) UR (Desired) Annual	R, P/C (Desired) R, A P/CQ	Delayed estimates of NSCB (7-8 months after the reference year) Difficulty in segregating data by sex
2. Lack of women-related employment opportunities	LFPR, ER, UR, under ER	NSO DTI TESDA DOLE DA	By sex (D) By occupational group By age group (D) U-R By gov't/private (D) sector	R, P/C, M B Frequency (Quarterly)	Preliminary quarterly estimates of NSO-RO has a wide variance compared to final estimates of NSO Central Office
3. Income contribution of women to the family is not clearly presented	Total average income level & number of families	NSO	By sex (D) By income group By U-R By income source	R, P/C every 3 years (FIES) A-(D)	Delayed release of data of the provincial/city breakdown (1991 FIES only preliminary data at the regional level is available.

SECTORAL GAD INDICATORS

SECTOR: MACRO AND FINANCING

Possible Sectoral Gender Issues Identified	Desired Gender Indicators/Data	Source of Data	Disaggregation (age, sex, UR, etc.)	Level (R, P/C, M)	Anticipated Problems in Databased System
4. Absence of gender-focused poverty situation	Poverty threshold Poverty incidence No. of families	NSO	By sex (D) By income group By U-R By income source	R, P/C every 3 years (FIES) A (D)	Delayed release of data of the provincial/city breakdown (1991 FIES only preliminary data at the regional level is available)
5. Lack of data concerning the various forms of violence against women and women violators	Crime volume/rate by type of crime	DOJ LGUs	By sex (D) By U-R By age group	R, P/C M Annual, Q	

SECTORAL GAD INDICATORS

**SECTOR: HUMAN RESOURCE DEVELOPMENT
SUB-SECTOR: EDUCATION AND MANPOWER**

Possible Sectoral Gender Issues Identified	Desired Gender Indicators/Data	Source of Data	Disaggregation (age, sex, UR, etc.)	Level (R, P/C,M)	Anticipated Problems in Databased System
1. Whether there are more female than male school children in schools	School participation of male & female School age population	EMIS	By age, sex	Regional	No data by district and by school
2. Whether there are more male than female dropouts	Data on enrolment dropout	RPU DECS Dist. Office	By age, sex	Provincial	
3. Whether there should be equal access to education for both male & female school children	- do - Enrolment a. Elementary b. Secondary Survival Rate a. Elementary b. Secondary Achievement Rate a. Elementary b. Secondary	RPU DECS Dist. Office DECS DECS DECS	By age, sex By age, sex By sex By sex	Provincial RPC RPC RPC	Timeliness

SECTORAL GAD INDICATORS

SECTOR: HUMAN RESOURCE DEVELOPMENT
 SUB-SECTOR: EDUCATION AND MANPOWER DEVELOPMENT

Possible Sectoral Gender Issues Identified	Desired Gender Indicators/Data	Source of Data	Disaggregation (age, sex, UR, etc.)	Level (R, P/C,M)	Anticipated Problems in Databased System
	Cohort Survival Rate a. Elementary b. Secondary	DECS	By sex	RPC	
	No. of Classroom Teachers a. Elementary b. Secondary	DECS	By sex	RPC	Timeliness
	Transition Rate a. Grade VI 1 st yr.	DECS	By sex	RPC	Timeliness
	In service Teacher Training a. Elementary b. Secondary	DECS	By sex	RPC	
	Students Financial Assistance a. Secondary b. Tertiary c. Non-Formal Education Training	DECS	By sex	RPC	

SECTORAL GAD INDICATORS

**SECTOR: HUMAN RESOURCE DEVELOPMENT
SUB-SECTOR: EDUCATION AND MANPOWER DEVELOPMENT**

Possible Sectoral Gender Issues Identified	Desired Gender Indicators/Data	Source of Data	Disaggregation (age, sex, UR, etc.)	Level (R, P/C, M)	Anticipated Problems in Databased System
	Skills Training a. Livelihood b. Industrial	NMYC, TESDA DOST, DENR DTI, PSW	By sex	RP	
	c. Trade test d. Placement e. Guidance premarriage	NMYC, TESDA, DTI, DOLE, LCR	By sex	R	

SECTORAL GAD INDICATORS

SECTOR: HUMAN RESOURCE DEVELOPMENT
SUB-SECTOR: HEALTH, NUTRITION & FAMILY PLANNING

Possible Sectoral Gender Issues Identified	Desired Gender Indicators/Data	Source of Data	Disaggregation (age, sex, UR, etc.)	Level (R, P,C,M)	Anticipated Problems in Databased System
1. Sex difference in Crude Death Rate (CDR)	CDR	DIRFO-X LCR	By age, sex, U-R	R,P,C,M	Present reporting system under devolution policy does not oblige local gov't to submit to DIRFO-X
2. Sex-age differences in morbidity and mortality due to communicable & non-communicable diseases	Morbidity rate (Com. & non-Com.) Mortality rate (Com. & non-Com.)	DIRFO-X LCR PHO	By age, sex, U-R	R,P,C,M	- do -
3. Sex differences in malnutrition prevalence rate among pre-school & school children	Malnutrition prevalence rate	DIRFO-X PHO	By age, sex, U-R	R,P,C,M	- do -
4. Iodine deficiency disorder (IDD) affects mostly women	IDD prevalence rate	DIRFO-X PHO	By age, sex, U-R	R,P,C,M	- do -
5. Less participation of male in Family Planning Program (PPP)	Male acceptors/users	DIRFO-X PHO	By age, sex, U-R	R,P,C,M	Not included in the FHSIS data banking
6. Women's lack of control of their reproductive behavior	Women with unmet needs	Special survey NGOs	By age, sex, U-R	R,P,C,M	Funding constraints

SECTORAL GAD INDICATORS

SECTOR: HUMAN RESOURCE DEVELOPMENT SUB-SECTOR: SOCIAL WELFARE & COMMUNITY DEVELOPMENT

Possible Sectoral Gender Issues Identified	Desired Gender Indicators/Data	Source of Data	Disaggregation (age, sex, UR, etc.)	Level (R, P/C, M)	Anticipated Problems in Databased System
1. Low consciousness on women particularly those that hinder their dev't					Difficulty in measuring extent of consciousness in women-related issues
2. Increasing violence against men & women	Crime Statistics: - murder - homicide - domestic violence - physical injuries sustained outside home - robbery - theft - incest - rape other than incest - drug pushing - drug usher	PNP DOJ	By age, sex, U-R	C, M	Underestimation due to low reporting
3. Lack of info dissemination on the special needs of either disabled/elderly men & women	- no. of awareness-raising seminars - no. of brochures disseminated - no. of articles/ads printed	NARCOM NARCOM	- do -	- do -	- do -
		DSWD PIA		P/C	Difficulty in generating data

SECTORAL GAD INDICATORS

SECTOR: HUMAN RESOURCE DEVELOPMENT
 SUB-SECTOR: SOCIAL WELFARE & COMMUNITY DEVELOPMENT

Possible Sectoral Gender Issues Identified	Desired Gender Indicators/Data	Source of Data	Disaggregation (age, sex, UR, etc.)	Level (R, P/C,M)	Anticipated Problems in Databased System
4. Lack of special rehabilitation arrangements for male & female youth offenders	<ul style="list-style-type: none"> - no. of rehab. seminars for youth offenders - no. of participants to these seminars - no. of rehab. centers for male youth offenders - no. of rehab. centers for female youth offenders - no. of rehab. personnel for youth offenders 	DSWD	By age, sex, U-R	P/C/M	
5. Extent of coverage of social services benefits among men & women	<ul style="list-style-type: none"> - social services benefits from SSS, GSIS - registered members contribution and claims paid: <ul style="list-style-type: none"> * death benefit * retirement * medical * salary * funeral * maternity * calamity * disability 	SSS, GSIS	By age, sex, U-R	P/C/C	

SECTORAL GAD INDICATORS

SECTOR: HUMAN RESOURCE DEVELOPMENT SUB-SECTOR: SOCIAL WELFARE & COMMUNITY DEVELOPMENT

Possible Sectoral Gender Issues Identified	Desired Gender Indicators/Data	Source of Data	Disaggregation (age, sex, UR, etc.)	Level (R, P/C,M)	Anticipated Problems in Databased System
6. Lack of data on cultural community by sex disaggregation in order to appropriately design the programs/projects	- no. of members of cultural comm. - no. of members of muslim comm.	NSO OSCC	By age, sex, U-R	Barangay	
7. Inadequate skills training programs for livelihood or enterprises covering the region's marginal population	- no. of skills training conducted by type of training no. of participants	NMYC, DO, DTI, DOST DSWD, DA TESDA	By Sex, U-R	RPC	
8. Extent of female & male participation in community or non-government organization	- no. of NGOs by type no. of non-government organization	LGUs	By Sex, U-R	Municipal	no standard classification of NGOs
9. Over emphasis made on women being members of disadvantaged group when instead they should be considered agents of development					Non-quantifiable
10. Availment of Basic Services for female single parent	- Availment of Services		U-R		

SECTOR: HUMAN RESOURCE DEVELOPMENT
SUB-SECTOR: HOUSING

Possible Sectoral Gender Issues Identified	Desired Gender Indicators/Data	Source of Data	Disaggregation (age, sex, UR, etc.)	Level (R, P/C, M)	Anticipated Problems in Databased System
<p>1. Limited access to housing of female-headed household/limited housing services available both for marginal income male & female-headed households</p>	<p>Proportion of female-headed household who availed of housing services</p> <p>Prevailing prices of available housing services</p> <p>Inventory of stock</p>	<p>NHMF, GSIS, SS, HDMF</p>	<p>By age, sex type of housing services, by mode of accountability, by income level (desired), by HDMF/GSIS/SSS membership</p> <p>By type of occupancy</p>	<p>R, P C, M</p> <p>R, P C, M</p>	
<p>2. Promotion of women's concerns in Housing & increased participation of women in housing</p>	<p>Proportion of women leaders of urban poor organization involved in housing</p> <p>Proportion of women planners policy makers & implementors of housing programs</p>	<p>Survey from sub-divisions for rent/lease residence</p> <p>Survey</p> <p>Gov't housing agencies, CSC</p>	<p>By type of occupancy, by rates</p> <p>By age</p>	<p>R, P, C</p>	

SECTORAL GAD INDICATORS

**SECTOR: HUMAN RESOURCE DEVELOPMENT
SUB-SECTOR: HOUSING**

Possible Sectoral Gender Issues Identified	Desired Gender Indicators/Data	Source of Data	Disaggregation (age, sex, UR, etc.)	Level (R, P/C,M)	Anticipated Problems in Databased System
	<p>Proportion of mass housing units modified to suit women's practical gender needs</p> <p>Criteria used by households in selecting the location of their residence</p>	<p>Survey</p> <p>Survey</p>	<p>By size of floor area</p> <p>By component of housing unit modified</p>	<p>R,P,C</p>	

SECTORAL GAD INDICATORS

SECTOR: ECONOMIC DEVELOPMENT
SUB-SECTOR: ENVIRONMENT AND NATURAL RESOURCES

Possible Sectoral Gender Issues Identified	Desired Gender Indicators/Data	Source of Data	Disaggregation (age, sex, UR, etc.)	Level (R, P/C,M)	Anticipated Problems in Databased System
1 Extent of women's participation in agro-forestry (AF) and other reforestation projects (e.g. Integrated Social Forestry, ITPs etc)	Ratio of female workers male workers be AF/F Resource (mining) extraction activities	DENR	By sex By age structure By project activity type	R,P/C,M	Available data may not be disaggregated
2 Provision of basic health services (to female pop. in upland/ forestal areas)	Ratio of health workers to female in upland/ forestal areas Morbidity/Mortality Rates	DENR, DOH BNS,BHW	By type of illness/ cause of death	R,P/C,M Barangay	Absence/Inaccuracy of data
3 Credit availment of female head of family in AF project sites	Level of credit availment	GFIs RFIs Agencies	By type of credit By type of amount availed, loan approved By Sex	R/P/C	GFIs/RFIs may find hard time to sort out female loan applicants
4 Stewardship contract availment in AF projects	No. of CSC awarded Ratio of female to male head of family	DENR	By sex, area size	R,P/C,M	

SECTORAL GAD INDICATORS

SECTOR: ECONOMIC DEVELOPMENT
SUB-SECTOR: AGRICULTURE AND FISHERIES

Possible Sectoral Gender Issues Identified	Desired Gender Indicators/Data	Source of Data	Disaggregation (age, sex, UR, etc.)	Level (R, P/C, M)	Anticipated Problems in Databased System
1. Employment participation	Proportion of employment	DA/BAS NSO	By sex By age group By educational attainment	R, P/C, M	Recency of data
2. Credit availability	Proportion of credit availability of female to male applicants	DA/BAS GFIs RFIs	By sex, amount availed, type of credit, educational attainment	R, P/C, M	Desired disaggregation may not be available
3. Access to basic social services	Ratio of availability	DA, DSWD DOH, LGU	By sex, type of services availed By frequency of availability	R, P/C, M	

SECTORAL GAD INDICATORS

SECTOR: ECONOMIC DEVELOPMENT
SUB-SECTOR: AGRARIAN REFORM

Possible Sectoral Gender Issues Identified	Desired Gender Indicators/Data	Source of Data	Disaggregation (age, sex, UR, etc.)	Level (R, P/C,M)	Anticipated Problems in Databased System
1. Tenurial status and farm size of AR beneficiaries	Percentage of Certificate of Land Tenure (CLT) issuance	DAR	By sex, farm size	R,P/C,M	Recency of data
2. Participation in ARC organizations	Participation rate.	DAR	By sex, type of organization By educational attainment	R,P/C,M	
3. Access to health and educational services and facilities	Level of availment	DAR DECS DOH	By sex, type of educational attainment	R,P/C,M	

SECTORAL GAD INDICATORS

SECTOR: ECONOMIC DEVELOPMENT
SUB-SECTOR: TOURISM

Possible Sectoral Gender Issues Identified	Desired Gender Indicators/Data	Source of Data	Disaggregation (age, sex, UR, etc.)	Level (R, P/C, M)	Anticipated Problems in Databased System
1. Employment participation in Tourism-oriented (TO) establishment	Ratio of female workers to male workers	DOT DOLE NSO LGU	By sex, type of estab., type of work, by tenure of empl., by educ. attain	R, P/C	
2. Exposure to health hazards/workplace environment	Morbidity rate Mortality rate	DOT DOLE DOH, NSO	By type of work; type of estab., type/cause of illness/ death	R, P/C	Disaggregation of available data
3. Wage/Salary differentials of workers in TO establishments	Proportion of wages/ salaries paid	DOT TO estab. DOLE BIR/SSS	By sex, type of work, type of estab.	R, P/C	Unavailability of data
4. Access to health services	Proportion of availment	DOT DOH LGUs	By sex, type of health service, educ. attain.	R, P/C	Unavailability of specific data

SECTORAL GAD INDICATORS

SECTOR: ECONOMIC DEVELOPMENT
SUB-SECTOR: TRADE AND INDUSTRY

Possible Sectoral Gender Issues Identified	Desired Gender Indicators/Data	Source of Data	Disaggregation (age, sex, UR, etc.)	Level (R, P/C, M)	Anticipated Problems in Databased System
1. Employment participation	Employment level and share of trade and industry	DTI DOLE NSO	By sex, age group type of trade/industry, educ'l attain., R/V	R, P/C	Desired disaggregation may not be available regionally
2. Workplace condition environment	Incidence of accidents	DOLE DOH	By sex, age group, type of work, type of accidents/illness	R, P/C	Lack/absence of the desired data at the regional level
3. Tenure of employment	Proportion of employment	DOLE DTI	By sex, type of work, type of bus. oper., by length of employ., by R/V	R, P/C	
4. Credit availment of female head of family for livelihood/business enterprises	Proportion of credit availment	DTI, DSWD, GFIs, RFIs	By amount availed Type of business activity, educ. attain., by sex	R, P/C	

SECTORAL GAD INDICATORS

**SECTOR: ECONOMIC DEVELOPMENT
SUB-SECTOR: TRADE AND INDUSTRY**

Possible Sectoral Gender Issues Identified	Desired Gender Indicators/Data	Source of Data	Disaggregation (age, sex, UR, etc.)	Level (R, P/C, M)	Anticipated Problems in Databased System
5. Availment of statutory maternity benefits/ facilities	Level of availment	DOLE DTI NSO	By type of benefits/ facilities of trade/ industry	R, P/C	Desired disaggregation may not be available regionally
6. Quality of LF	Mean educ. attain. Health expenditure per capita	DOLE NSO DOH	By sex, by educ, attain by R/U	R, P/C	
7. Tenure of employment	Average term of employment	DOLE DTI	By sex, type of work, type of bus. oper., by length of employ., by R/V	R, P/C	
8. Credit availment of female head of family for livelihood/business enterprises	Proportion of credit availment	DTI DSWD GFIs RFIs	By amount availed ; Type of business activity; educ. attain. ; by sex	R, P/C	

SECTORAL GAD INDICATORS

SECTOR: INFRASTRUCTURE

Possible Sectoral Gender Issues Identified	Desired Gender Indicators/Data	Source of Data	Disaggregation (age, sex, UR, etc.)	Level (R, P/C, M)	Anticipated Problems in Databased System
1. Non-involvement of worker in planning, design and maintenance	Proportion of women planners, designers and maintainers	Implementing agency, NSO	Age, sex, U-R	R, P/C	Data may not be available in possible sources
2. Non-consideration of women as users of some infra facilities/ utilities	Proportion of men/ women users of infra facilities	-do-	-do-	-do-	-do-
3. Non-involvement of women in construction activities	Proportion of men to women project monitors	-do-	-do-	R, P/C	-do-
4. Involvement of women in project monitoring is not a MUST	Proportion of women project monitor	-do-	-do-	R, P/C	-do-

SECTORAL GAD INDICATORS

SECTOR: DEVELOPMENT ADMINISTRATION

Possible Sectoral Gender Issues Identified	Desired Gender Indicators/Data	Source of Data	Disaggregation (age, sex, UR, etc.)	Level (R, P/C,M)	Anticipated Problems in Databased System
<p>1. No gender policy on NGO membership in the RDC & LDCs and maintenance</p> <ul style="list-style-type: none"> - No women's group representation in the RDC/N membership and in the local dev't councils (LDCs) 	<p>Proportion of men/women NGOs in the RDC</p> <p>Proportion of men/women in LDCs</p>	<p>RDC</p> <p>DILG</p>	<p>By sex</p> <p>By sex</p>	<p>R</p> <p>B,M,P/C</p>	
<p>2. Non-inclusion of gender concerns in programs/projects/activities</p> <ul style="list-style-type: none"> - Dev't communication advocacy on GAD - Inclusion of GAD topics in capability-building trainings of DILG, CSC and other agencies 	<p>Number of GAD advocacy activities conducted</p> <p>Number of trainings conducted</p>	<p>RDC,PIA RLAs, LGUs</p> <p>DILG, CSC RLAs, LGUs</p>		<p>R,P/C,M</p> <p>R,P/C,M</p>	

CHAPTER 7

Institutional Mechanisms for Gender and Development Integration

Executive Summary

The set of guidelines in setting up of institutional mechanisms that will facilitate and sustain the implementation of RA 7192 entitled "Women in Development and Nation-Building Act" has been adequately constructed. It directs the use of the GAD Focal Point, an already established institutional mechanism, and adopts other strengthening structures for effective and total mainstreaming of gender concerns in various development efforts.

The coverage of these guidelines does not limit to the regional but also extends to the sub-regional level, and at the agency and inter-agency levels. At the regional level, the Regional Development Council, through a resolution, serves as the GAD institutional mechanism. At the sub-regional level, planners propose to anchor the GAD institutional mechanism to the Macro/Dev Ad Committee particularly POPDEV by perceived consanguinity. Regional Line Agencies (RLAs) focus on the creation of GAD Focal Point to ensure continual integration in the agency plan, programs and projects.

The guidelines enumerate some strategies for mainstreaming GAD in the regional development processes which include the review of the 1993-1998 Regional Development Plan.

A. INTRODUCTION

Article II, Section 14 of the 1987 Philippine Constitution specifically provides that, "The State recognizes the role of women in nation-building and shall ensure the fundamental equality before the law of women and men."

Furthermore, Republic Act No. 7192 entitled "An Act Promoting the Integration of Women as Full and Equal Partners of Men in Development and Nation Building and For Other Purposes," was enacted to operationalize the constitutional mandate. One of its provisions is to encourage the set up of institutional mechanisms that will facilitate and sustain the implementation of said Republic Act.

The Gender and Development Focal Point (formerly Women in Development Focal Point) is one of such mechanisms. Executive Order 348 and the Implementing Rules and Regulations of RA 7192 explicitly direct all government agencies in the national and sub-national levels, including LGUs, to set up GAD Focal Points.

B. GENDER and DEVELOPMENT FOCAL POINTS¹

The GAD Focal Point is a mechanism tasked to catalyze, coordinate, and provide direction to women/gender and development concerns; and serves as technical adviser thereof within an agency. It may be established in the following :

1. Any government agency (departments, bureaus, Government-owned and controlled corporations, State Colleges and Universities, attached agencies, Local Government Units (LGUs); and
2. Within inter-agency or local councils (development or coordinating council in the regional ,provincial, city, municipal or barangay levels)

The size, form, membership/composition, structure, mandate and the members' term of office may vary depending on the needs of the agency or the locality it serves.

¹ Paper entitled PRIMER ON THE GAD FOCAL POINT, NCRFW document, As of June 17, 1994.

The basic elements of an effective GAD Focal Point are :

1. Organization, Membership and Back-Stopping

Begin with a basic Gender Sensitivity Training (GST) for the staff and officials coming from strategic units or agencies. Participants shall then organize themselves as the GAD Focal Point or agree among themselves to facilitate the organization of the GAD Focal Point. Furthermore, the participants can also adopt an action plan.

The structure can be determined. Shown in the next page is a matrix form of the proposed structure and possible membership.

2. Mandate

The GAD Focal Point is formally constituted through an official directive coming from the highest official of the agency. The mandate shall include the execution of GAD mainstreaming in the development efforts of the agency and inter-agency committees and to monitor the same.

3. Sponsorship

The GAD Focal Points' activities shall carry the support of the top officials.

4. Strategic Plan

The Focal Point shall study the scope of responsibilities mandated to the agency by RA 7192, and other laws/presidential directives on women and develop a plan to strategically influence the agency.

5. Budget

Although the Focal Point has no implementing function, it requires a definite budget to fund its coordination, monitoring and technical assistance responsibilities.

**GAD FOCAL POINT
PROPOSED STRUCTURE AND POSSIBLE MEMBERSHIP**

	AGENCY LEVEL	INTER-AGENCY LEVEL
Chairperson	<ul style="list-style-type: none"> * At least Undersecretary for national agencies or Assistant Regional Director for Regional Agencies * Must be influential in Planning and operations 	<ul style="list-style-type: none"> * Chairperson or the highest possible official of the RDC or any other existing body in the locality sector
Members or TWG	<ul style="list-style-type: none"> * Bureau Directors or Service Chiefs or Units concerned with planning, training, data management, personnel, regional operations, budgeting, legislation, research, etc. 	<ul style="list-style-type: none"> * Members of the RDC Executive Committee or a special body composed of key representatives from agencies dealing with priority concerns or implementing the key programs in the locality or sector
Secretariat	<ul style="list-style-type: none"> * Technical staff of the TWG members; the agency's Planning Unit; or a body composed of members from units that are responsible in implementing the flagship or centerpiece program of the secretary 	<ul style="list-style-type: none"> * Technical staff providing support to the RDC or an inter-agency body composed of staff of TWG members

C. THE EXISTING REGIONAL SITUATION REGARDING THE LEVEL AND TYPE OF GAD IMPLEMENTATION

1. Inter-agency level

In Northern Mindanao, a survey of existing organizations and inter-agency committees with possible gender and development concerns was conducted in order to determine the most appropriate institutional mechanism for gender and development and the implementation of RA 7192 at the regional level. A total of 26 out of 47 regional line agencies, non-governmental organizations and local government units responded to the survey. Of the 26 respondents, 24 are inter-agency in composition.

ORGANIZATION INTER-AGENCY COMMITTEES	LEAD AGENCY/ NGO	REMARKS
1. RDC Executive Committee (RDC-EXCOM)	NEDA	The EXCOM administers the day-to-day operational activities of the council; gets inputs from Sectoral Committees
2. RDC MACRO & DEVELOPMENT ADMINISTRATION COMMITTEE (RDC-MACRO)	NEDA	It has within its auspices three (3) other attached committees doing GAD-related activities.
3. RDC Economic Development Committee (RDC-EDC)	NEDA	Intends to integrate GAD efforts in the dev't. process of the economic sector.
4. RDC Social Development Committee (RDC-SDC)	NEDA	Concerns of Women and Children are highlighted in the development process.
5. RDC Infrastructure Development Committee (RDC-IDC)	NEDA	Intends to integrate GAD efforts in development process of the infrastructure sector
6. Regional Land Use Committee (RLUC)	NEDAX	Concerns of GAD/POPDEV integrated in Physical Framework Planning activities
7. RDC POPDEV- Technical Working Group	NEDA	Concerns on GAD/POPDEV integrated in the Regional and Local Development Plans.
8. Regional Statistical Coordinating Committee (RSCC)	NEDA	Concerns on GAD/POPDEV indicator system being initiated.

Chapter 7

9. Regional Council of Women in Development (RCWDEV)	POPCOM	Primarily focused on women in development; has the capability of handling GAD/WID trainings and advocacy.
10. Regional Manpowers Committee (RMC)	NMYC-DOLE	GAD activity is only on the orientation level; no plan as yet to undertake GAD activities.
11. Women's Action Network for Development (WAND)	TOUCH	GAD Networking, Capability Building, Advocacy, Education & Training for NGOs/POs
12. Women in Gov't Service (WINGS-10)	DOLE (Current President) CSC-10	Focal Points of Women in the National Government represented; GAD orientation sessions undertaken;
13. Women's Federation of DOLE-10 Registered Women's Organization	DOLE	Focused on women's organizations and project implementation activities;
14. Provincial Science and Technology Coordinating Council	DOST	No GAD activities - No plans yet.
15. GAD Thematic Committee	PHILDHARRA Mindanao	Institution and capability-building activities for member NGOs with expertise on GAD sensitivity seminars.
16. Women's Forum-10	Xavier University	Expertise on research on gender role and reproductive health;
17. Regional Population/ Development Committee	POPCOM	Expertise on Training and advocacy on population and development;
18. MILAMDEC/FX Development Foundation, Inc.	Xavier University	Focused on project implementation activities
19. City Agriculture and Fishery Council	Cagayan de Oro City	City coverage only; strong on project implementation activities for women groups
20. Mindanao Support Center for Agrarian Reform and Rural Devpt. (MINCARRD)	PHILDHARRA	Research training assistance data banking on agrarian reform and rural development
21. Balikatan sa Kaunlaran Prov'l. Council	Surigao City	Existing in Surigao City, leadership trainings and livelihood projects for women.

22. Surigao City PHC Women's Club, Inc.	Surigao City	Education and training for women on health, family planning, community dev't. and income generating projects.
23. Community Organizations	Butuan City	GAD orientation and awareness trainings
24. Integrated Midwives Association of the Philippines	Butuan City	Sisterhood relationships; legal protection on women members.
25. Babaye sa Agusan del Norte Lihok Alang sa Kalambuan (BALAK) - DAR	Agusan del Norte	Integration of women's concern in the Comprehensive Agrarian Reform Program (CARP); gender-sensitivity seminars and livelihood trainings conducted.
26. City Nutrition Committee	Butuan City	Nutrition plans, programs & projects are generally implemented by women.

Except for the RDC-initiated inter-agency committees, all others are generally addressing Women/GAD advocacy and training activities, livelihood and income-generating activities for women.

In both the government and non-government sector, existing organizations are already actively pursuing Women/GAD activities. For instance, the Women in Government Service (WINGS) organizes the women employees in the National Government. Several NGOs have also organized themselves into inter-NGO Focal Points to pursue similar efforts. For instance, the GAD Thematic Committee of PhilDHERRA-Mindanao undertakes institution- and capability-building activities for member NGOs. The Women's Forum 10 and the Women's Action Network for Development (WAND) are other examples of inter-NGO umbrella organizations.

The survey further showed that there are other inter-agency committees which have not considered GAD integration as a major concern. Examples of these are the Regional Manpower Committee (RMC) and the Provincial Science and Technology Coordinating Council.

At the sub-regional levels, while there is limited information to generalize the findings at a wider coverage, respondents of Cagayan de Oro, Misamis Oriental, Butuan and Surigao, reported that GAD efforts particularly women's participation in livelihood projects, trainings and advocacy, are very much evident.

2. Agency Level

Four (4) of the 26 respondents reported the organization of GAD/WID Focal Points within their agencies. These are the following :

AGENCIES

REMARKS

- | | |
|--|---|
| 1. Department of Labor and Employment (DOLE-X) | Organized Women in Government Service of DOLE-10 which act as the focal point; Anchored on a Division Chief with representations from different Divisions |
| 2. Department of Agriculture (DA-X) | GAD Committee at DA-10 is chaired by the Regional Director with the three Assistant Regional Directors as members; Planning and Monitoring Division acts as the Secretariat. |
| 3. Department of Agrarian Reform (DAR-X) | WID Focal Point with Regional Director as Regional Chairperson, DAR Ladies Association is used as the conduit organization. At the provincial level, PAROs are also considered chairpersons of the DARLA presidents and planning officers. Planning Office serves as the Secretariat. |
| 4. Department of Education, Culture & Sports (DECS-10) | GAD Focal Point committee with a Division Chief acting as Chairperson and representative of other divisions as members. |

The existence of Central Offices' mandates facilitated the creation of GAD/WID Focal Points in the abovementioned agencies. In terms of structure, both the DA-10 and DAR-10 have anchored their Focal Points to their Regional Directors. The secretariats are connected to their Planning and Monitoring Division. In the case of DOLE-10

and DECS-10, GAD/WID Focal Points are assigned to special committee structures within the agency.

On the whole, the survey at the agency level showed a seemingly low compliance in the creation of GAD/WID Focal Points within the institutions. The initial survey was further validated by another round of survey undertaken during the Regional Planners' Course held last October 18-21, 1994 (Annex 1). Twenty-two (22) Regional Line Agencies including State Colleges and Universities within the region have acknowledged the absence of an existing GAD mechanism in their institutions primarily because of the lack of information on RA 7192.

D. PROPOSAL FOR INSTITUTIONAL STRENGTHENING

1. Inter-Agency Level

a) Regional Level

To ensure compliance to RA 7192 which encourages the setting up of INSTITUTIONAL MECHANISM that will facilitate and sustain the implementation of its said provisions, the Regional Development Council (RDC) Executive Committee of Northern Mindanao passed Resolution No. 13 (S. 1994) which provides for the "ADOPTION OF THE APPROPRIATE STRUCTURE/INTER-AGENCY COMMITTEES TO SERVE AS THE COORDINATING MECHANISM FOR GENDER AND DEVELOPMENT AND THE IMPLEMENTATION OF RA 7192 AT THE SUB-NATIONAL LEVEL."

The following criteria were used in evaluating all existing Structures and Inter-agency Committees which responded to the initial survey :

CRITERION 1 : Considers Planning, Programming, Program/Project Implementation and Monitoring Functions;

CRITERION 2 : Considers all sectors of development : economic, social, infrastructure, development administration/ multi-sectoral concerns;

CRITERION 3 : Considers multi-sectoral representation in Regional Line Agencies (RLAs), non-government organizations (NGOs) and Local Government Unit (LGUs) in the organization / committee.

CRITERION 4 : Initiates gender-related activities and plans to undertake such activities.

The proposed Organizational Framework shown in Illustration A presents the inter-relationships among the involved structures.

Existing RDC inter-agency committees will consider in their regular functions gender and development as one of their major concerns. As such, the said committees will include :

1. *The RDC Executive Committee will consider major policy decisions on Gender and Development. Thus, any conflict on GAD concepts and basic principles will be decided by the said committee.*
2. *The RDC MACRO and DEVELOPMENT ADMINISTRATION Committee will coordinate GAD integration in the Planning, Programming and Budgeting System (PPBS).*
3. *The RDC Regional Project Monitoring Committee will coordinate GAD intergration in the Regional Project Monitoring and Evaluation System (RPMES).*
4. *The RDC Sectoral Committee on Economics, Social and Infrastructure Development will coordinate GAD integration in the sectoral planning, programming, budgeting, and monitoring activities.*

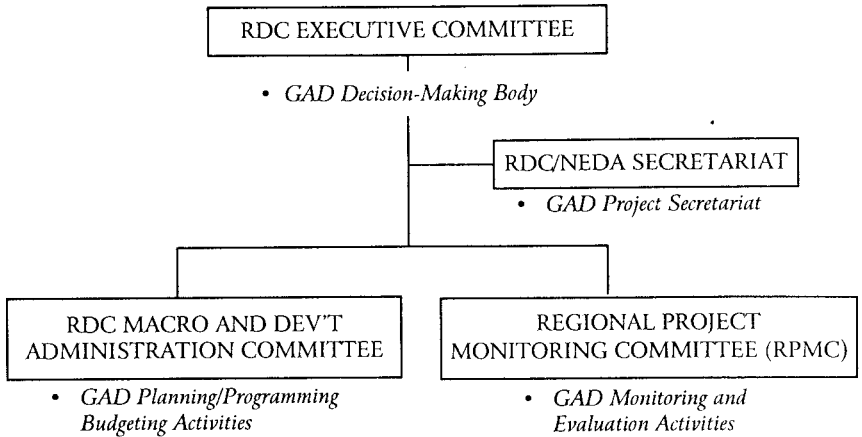
The Social Development Committee will continue to address the special concerns of women such as sexual harassment, prostitution, battered wives, etc.

5. *The RDC Regional Statistical Committee will coordinate the inclusion of the GAD data bases and statistical information system in its Management Information System (MIS).*

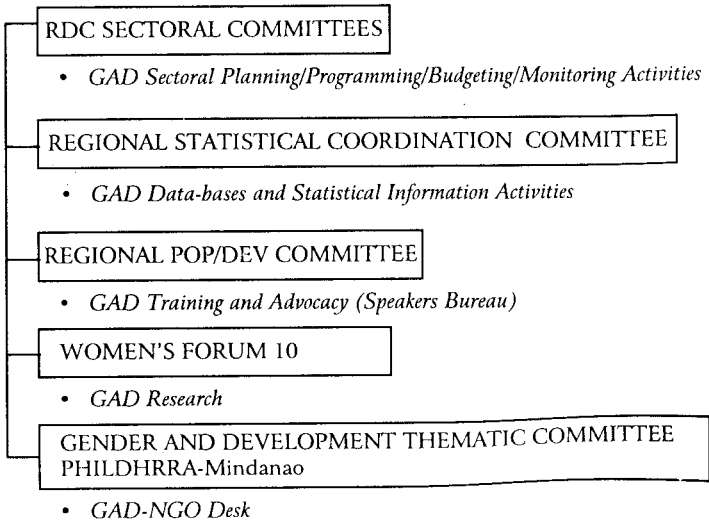
Present functions of the RDC Committees are shown in Annex 2.

Illustration A

ORGANIZATIONAL FRAMEWORK
Inter-Agency Level



SUPPORT COMMITTEES



Other than the existing RDC Committees, three (3) other inter-agency/ inter-NGO aggrupations are being considered as support committees. The committees and the corresponding Terms of Reference (TOR) regarding coordination mechanisms are shown below :

- a. **Regional Population and Development Committee (POPDEV Committee)** with the Commission on Population as the Secretariat

This committee will also serve as the GAD Training and Advocating machinery in the region, in addition to its Population and Development efforts. More specifically, it is given the following tasks :

- i) Coordinate and synchronize GAD Training Activities for Region X;*
- ii) Evaluate / Approve training modules;*
- iii) Conduct Training Needs Assessment;*
- iv) Approve Training Proposals and Assist in Funds Accessing;*
- v) Initiate advocacy activities using Tri-media;*
- vi) Regularly update the module;*
- vii) Schedule and coordinate training programs;*
- viii) Liaise with targeted agencies / LGUs with regard to training activities;*
- ix) Initiate trainers' training to maintain a pool of resource persons.*

- b. **Women's Forum of Region 10** will serve as the GAD Research Body. It will undertake the following responsibilities :

- i) Coordinate GAD research activities in Region X;*
- ii) Assess, Evaluate research proposals on GAD and recommend to the RDC for fund sourcing;*
- iii) Undertake research activities on GAD;*
- iv) Initiate research dissemination activities on Gender and Development.*

- c. **The GAD Thematic Committee of PhilDHRRRA-Mindanao** will serve as the GAD's NGO Desk. As such, it will have the following responsibilities :

- i) Coordinate efforts of NGOs on GAD related activities;*
- ii) Establish mechanisms in strengthening linkages between GO-NGO on GAD;*

- iii) Undertake GAD-related activities;*
- iv) Assess, Evaluate NGO projects on GAD and recommend to the RDC and/or NCRFW for fund sourcing;*
- v) Monitor and evaluate status of GAD projects.*

The NEDA Regional Office serves as the RDC Secretariat. It will therefore assume the role of doing the secretariat activities related to GAD integration in regional development activities.

b) Sub-Regional Level

The Consultation with the Sub-Regional Level Planners showed a common view of anchoring the GAD Institutional Mechanism at the PDC/CDC Macro and Development Administration Committee, particularly with their existing Population and Development Committees (Annex 3).

The basic justification for this choice is that the gender concerns of males and females fit very well in the over-all perspective of population and development.

Activities to be undertaken to organize inter-agency focal points at the Provincial/City Development Councils will consider the following :

- 1. Orientation of the local officers/head of offices on GAD;*
- 2. Presentation of the GAD concepts to the members of the Local Development Councils;*
- 3. Passing of Resolution and issuing of an Executive Order for the creation of the GAD Focal Point;*
- 4. Orientation and Briefing to the members of the GAD Focal Point;*
- 5. Preparation of an Action Plan on GAD;*
- 6. Request funding assistance to support the Action Plan (e.g., 20% Development Fund)*

2. Agency Level

a. THE NATIONAL ECONOMIC AND DEVELOPMENT AUTHORITY (NEDA)

NEDA MANDATE

The National Economic and Development Authority (NEDA) has been mandated to be primarily responsible for ensuring the participation of women in national development. In carrying out this responsibility, NEDA, with the assistance of the National Commission on the Role of Filipino Women (NRCFW), shall ensure the active participation of women and women's organizations in development programs and/or projects, including their involvement in the planning design, implementation, management, monitoring and evaluation thereof². Further, NEDA shall also review its own policies, programs and projects and identify gender biases.

NEDA REGIONAL OFFICE-10 MANCOM AS GAD FOCAL POINT

At the NEDA Regional Office (NRO) No. X, a Management Committee (ManCom) has been created to provide a mechanism for sound discussion of management issues and facilitate actions on such issues.

ManCom-X is composed of the Regional Director (RD), the Assistant Regional Director, the five (5) Division Chiefs of the NRO (the Macro Intersectoral Coordination and Assistance).

Division, (the Economic Development Division, the Social Development Division, the Infrastructure Development Division, and the Operations Division), the Chairman of the Organization of NEDA Employees (ONE), and the representative from the rank and file employees who shall be chosen by the ONE.

The functions and responsibilities of ManCom-X are as follows :

1. Meet once a week or as the need arises.

² Sections 3 and 4 of Republic Act No. 7192 - An Act Promoting the Integration of Women as Full and Equal Partners of Men in Development and Nation Building and for Other Purposes.

2. Each meeting shall have a prepared agenda of issues, problems and other vital matters as proposed by the RD, by any Division Chief, or by any staff member/personnel of the NRO.
3. Discuss the status of work in each Division, and/or Project, as well as problems and issue met, and develop the proper actions to take on such matters.
4. Serve as the advisory body cum management group of each Project within the NRO.
5. Provide the RD with inputs that may be within the scope of individual or group knowledge to guide the RD in his decision-making.
6. Provide opportunities and venue for NRO personnel to present matters, issues and problems that may require ManCom action or decision.
7. Inform NRO personnel of ManCom decisions, as the need for such information arises.

NRO Experience :

Institutional Mechanism - PDPW Project

In the creation of the Project Staff for the NCRFW-NEDA PDPW Pilot Project known as "Pilot Testing of the Required Processes and Mechanism for Philippine Development Plan for Women (PDPW) Implementation", which started in January and ended in December 1994, the NRO-X ManCom has become the focal point.

Composition of the Project Staff is as follows :

- | | |
|--|---------------------------|
| 1) Project Director | - Regional Director |
| 2) Assistant Project Director
(Project Coordinator) | - Asst. Regional Director |

- 3) Senior Staff Members (Team Leaders)
 - a. Institutional Mechanism - Asst. Regional Director
 - b. Training & Advocacy - Chief of the Social Dev't Division (SDD)
 - c. GAD & Plan Integration - Chief of Macro Intersectoral Coordination and Assistance Division (MICAD)
Plan Integration
 - d. GAD & Investment - Chief of the Economic Development
Programming/Project Division (EDD)
Development Integration
 - e. GAD & Monitoring/ - Chief of the Infrastructure Development
Evaluation & Integration Division (IDD)
 - f. GAD & Statistical/ - Supervising Economic Development
Information System Specialist, MICAD
Integration
- 4) Staff Members (Members of the Team) are all NRO-X technical staff. Their involvement varies in accordance with project tasks/activities.
- 5) The Chief of the Operations Division serve as Administrative Assistant.
- 6) Administrative support services are provided by the staff of the Operations Divisions as tasks/activities require.

Activities/job assignment of the Project Staff are in addition to their regular duties and responsibilities. However, the said project activities are very much aligned to their present functions to ensure mainstreaming of GAD concerns. Basically, the PDPW Project Staff are members of the NRO-X ManCom. The ManCom has become the focal point for GAD activities. With this institutional mechanism in place at NRO-X, GAD integration into the entire development planning cycle will continue to be operationalized. With or without the PDPW Project, the ManCom will continue to be the GAD Focal Point at the NEDA Regional Office.

b. OTHER REGIONAL LINE AGENCIES

Fourteen (14) Regional Line Agencies have intentions of setting up their GAD Focal Points in 1995. This was reflected in the survey questionnaires distributed during the Application Phase of the "How-to-Techniques" in Integrating Gender and Development in Planning, Investment Programming, Monitoring/Evaluation and Information System held last October 18-21, 1994 (Annex 1).

There are actually two options being considered by them :

- Option 1 : Adopt the GAD Focal Point as provided for by the NCRFW;
- Option 2 : Consider a separate committee to address GAD concerns. this may not necessarily be chaired by the RD/ARD.

Generally, the Regional Line Agencies favor the institutionalization of the GAD Focal Point to ensure continuity of integration in the agency plan, programs and projects.

E. STRATEGIES FOR IMPLEMENTING THE INSTITUTIONAL MECHANISMS IN 1995

The organizational framework for GAD integration provides the structures by which GAD can mainstream itself in the regional development processes.

The RDC will further consider :

1. *A review of its existing Rules of Order to incorporate Gender and Development concerns as another area of concern of the different identified committees;*
2. *A review of the criteria in the selection of the NGO/PO members in the RDC to either consider a women's sector or an equal representation of both sexes as regular/alternate representatives of the organizations;*
3. *Consider Gender and Development activities in the 1995 RDC/NEDA Work and Financial Plan;*
4. *Through its regular PDC/CDC Coordinators Meeting, encourage the creation of Sub-Regional GAD Focal Points;*
5. *Continue with the institutional linkages with the Regional POPDEV Committees, Women's Forum - 10 and GAD Thematic Committee of PHILDHARRA-Mindanao through the development and implementation of GAD-related projects.*
6. *Actual implementation of the Guidelines for integrating GAD in the Development processes to start with the Mid-Term Review of the RDP 1993-1998.*

Illustration B

ENTRY POINTS ON GENDER AND DEVELOPMENT IN THE DEVELOPMENT PROCESS

“To PROVIDE EQUALITY of OPPORTUNITIES for MEN AND WOMEN
to EXERCISE their FREEDOM OF CHOICE
to DEVELOP their CAPACITIES TO BE and TO DO for a BETTER QUALITY OF LIFE”

**MANAGEMENT
INFORMATION
SYSTEM**

**PLANNING, INVESTMENT PROGRAMMING
BUDGETING SYSTEM (PPBS)**

**REGIONAL PROJECT MONITORING
AND EVALUATION SYSTEM**

**G
E
N
D
E
R

I
N
D
I
C
A
T
O
R

S
Y
S
T
E
M**

I. PLANNING MODULE

A. SITUATIONAL ANALYSIS

- *Gender Diagnosis/Consultation*

B. OBJECTIVE, TARGET
POLICY, STRATEGY
FORMULATION

- *Gender Intervention*

C. PROGRAM/PROJECT
FORMULATION

- *Institutional Mechanisms for
GAD Integration*

D. PLAN IMPLEMENTATION

E. PLAN IMPLEMENTATION
MONITORING

- *Gender-Responsive Data*

**II. INVESTMENT PROGRAMMING
MODULE**

- *GAD-influenced Form 101*

III. PROJECT DEVELOPMENT MODULE

A. PROJECT IDENTIFICATION

- *Gender Intervention*

B. PROJECT PREPARATION

- *Gender Intervention*

C. PROJECT APPRAISAL AND
FINANCING

- *Criteria which are Gender-Responsive*

D. PROJECT IMPLEMENTATION

- *Beneficiaries (Men and Women/Boys
and Girls)*

**IV. MONITORING AND EVALUATION
MODULE**

A. DATA REQUIREMENTS

- *Gender-Responsive Data*

B. ORGANIZATIONAL STRUCTURE

- *Participation of Men and Women*

C. FORMS

- *GAD-influenced Forms*

Entry points for GAD integration in the different systems' framework is shown in illustration B (opposite page).

F . REFERENCES

1. Implementing Rules and Regulations of Republic Act 7192 : Women in Development and Nation Building Act.
2. Paper entitled PRIMER on the GAD Focal Point, NCRFW document, As of June 17, 1994.
3. Rules of Order of the Regiona; Development Council of Region X.

ANNEX

1. Summary of the Results of the Survey Questionnaire on Gender and Development Focal Points.
2. Functions of RDC and Non-RDC Committees
3. GAD Institutional Mechanisms at the Sub-Regional Level :
 - a) Macajalar Bay Sub-Region
 - b) Agusan River Basin Sub-Region
 - c) Pacific Coast Sub-Region
 - d) Panguil Bay Sub-Region

**SUMMARY OF THE RESULTS¹
OF THE SURVEY QUESTIONNAIRE
ON GENDER AND DEVELOPMENT FOCAL POINTS**

AGENCY	EXISTING GAD MECHANISM	PROPOSED GAD MECHANISM	REMARKS
1. Civil Service	No existing GAD Focal Point due to absence of formal training	Intends to set up after the GAD Regional Planners' Course	
2. Central Mindanao University (CMU)	No existing GAD Focal Point since the agency is not aware of it;	Intends to set up after the GAD Regional Planners' Course;	
3. Cooperative Dev't Authority (CDA)	No existing GAD Focal Point since there was no need for it; majority of the CDA-10 employees are women;	Intends to set up after the GAD Regional Planners' Course;	It can be an interim mechanism; once it's found effective there will be no problem for institutionalizing the mechanism;
4. Department of Budget & Mgmt (DBM)	No existing GAD Focal Point since the agency is not aware of it;	Intends to set up after discussing with the staff;	
5. Department of Environment & Natural Resources (DENR)	No existing GAD Focal Point since the agency is not aware of it;	Intends to undertake the ff: a) Training b) Creation of the GAD Structure c) Training on Operational Procedures d) Establishing a Feedback Mechanism;	There is a need for a TWG that will be responsible for such integration;

¹ Survey Questionnaire distributed during Workshop I of the Application Phase of the "How-To-Techniques" in Integrating Gender and Development in Planning, Investment Programming, Monitoring and Evaluation, and Information System, October 18-21, 1994, RDC Conference Room, Cagayan de Oro City.