

The logo for GMRK, consisting of a red square with a white grid pattern and the letters 'GMRK' in white below it.

GMRK

Ways to Gender Responsive Organizations

**Tools and Guides
for Sowing
Gender Responsiveness
in Government
Organizations**

Published by the

National Commission on the Role of Filipino Women

Canadian International Development Agency

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Ways to Gender Responsive Organizations

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in Government Organizations



National Commission on the
Role of Filipino Women



Canadian International
Development Agency

Message


The political and societal climate has varied much during the change of the decade. Stronger policy directives and intensified advocacy to mainstream gender and development concerns in the development planning cycle have led to an increased demand for guidelines to assist government agencies in the task.

On this note, the publication of this guidebook, *Ways to A Gender Responsive Organization*, becomes another significant step in the gender mainstreaming efforts of the NCRFW. This tool points to the experiences of agencies that sought to transform themselves into more gender-responsive organizations.

This tool has for its target users those involved in human resources management and development as well as members of the gender and development focal points in the various agencies. Although the methods presented here will not work in the same manner for all agencies, they nevertheless are a pregnant resource to those wishing to gather and use best practices.

We greatly appreciate the support of the Canadian International Development Agency in making the production of this publication possible. We thank the Civil Service Commission, whose guidance and steady support fueled this undertaking. We would likewise not omit the contributions given by the Department of Agriculture, the Department of Environment and Natural Resources and the Department of Labor and Employment. And to Ms. Manuela “Mel” Silva, our forever indebtedness to her masterful work in writing this Guidebook.

We hope that the NCRFW partners and the GAD mainstreaming agencies maximize the use of this Guidebook. This shall be the beacon for organizations striving for gender-responsiveness.



Aurora Javate de Dios
Chairperson, NCRFW

Message

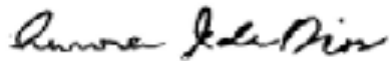
The silver anniversary at the advent of the millennium has been very symbolic for the National Commission on the Role of Filipino Women. It has a grand tradition of leadership as the first national machinery to be set up in Asia in 1975, continually striving to achieve its mission of making government work for women's empowerment and gender equality. It envisions a Philippine society where women and men equally contribute to and benefit from national development.

In this spirited effort, the NCRFW conceptualized the Gender Mainstreaming Resource Kit a year after its 25th anniversary. In the conception of the GMRK, the NCRFW brought together the most respected minds in Gender and Development to draft the eight tools in the kit.

Policies are not gender neutral. It affects men and women differently. Thus, the GMRK presents aids and guides to facilitate gender mainstreaming in agencies. With these tools, government agencies, academic and training institutions and civil society will be better equipped to build on their accomplishments. These can also address the gaps and confront the challenges that have faced them in their gender mainstreaming work.

I believe that the Commission is beaming with pride in this contribution. This is a big milestone and I am proud to be part of the experience in laying the foundation for women equality and empowerment. As an active participant in the conceptualization process of this Kit, I have continued to nurture its development. It is a great joy to see how each guidebook, sourcebook and manual in this kit has blossomed to formulate the women's agenda and integrate the Framework plan for Women (FPW). It will be most rewarding to see how each tool will bear fruits of gender-responsive policies and plans, programs and budgets and good governance.

With this, we are optimistic that the government shall realize empowerment and equality for Filipino women. Let us look forward to ensuring that the Gender and Development experience endures for equality and empowerment.



Amelou Benitez-Reyes, Ph.D

NCRFW Commissioner for Culture and Arts, 2002 to present

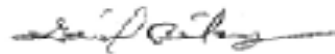
NCRFW Chairperson, 1998 to 2001

Message

The Canadian International Development Agency (CIDA) is honoured to have been a partner of the Government of the Philippines for many years in promoting Gender Equality. One decade-long of partnership with the National Commission on the Role of Filipino Women (NCRFW) through the **Institutional Strengthening Project for Gender Mainstreaming** has been highly successful in terms of increasing the capacity of government to implement laws and policies such as the Women in Development and Nation-Building Act (RA 7192). This same partnership has resulted in numerous innovative approaches to gender mainstreaming which have been catalysts for similar efforts in the neighbouring countries of the Asia-Pacific region.

It gives me great pleasure, on behalf of CIDA, to congratulate all those who have contributed to the long and challenging process of producing the “Gender Mainstreaming Resource Kit”, a compilation of seven ‘tools’ in the form of source books, manuals, guides and training modules. I am certain that these will be well-received and used towards a better quality of life for Filipino women through more effective governance that fosters gender equality.

While much has been accomplished, much remains to be done and the challenges are great. Amid these challenges, CIDA remains committed to integrating gender equality in all of our development efforts in the Philippines.



Gérard Bélanger

*Counsellor (Development) and Head of Aid
CIDA, Philippines*

Foreword

Development planners and human resource specialists have long sought to integrate gender responsiveness in organizations.

The task has not been easy for often, the intended beneficiaries of gender responsiveness are the very ones who stand in the way. Well-entrenched socio-cultural biases underlie the traditional gender stereotypes. Efforts to instill gender responsiveness are often dismissed as trivial concerns being attended to in the name of political correctness. Just as often, the issue of gender and gender responsiveness are treated with a jocular, tongue-in-check attitude, both by men and women alike.

Thus, achieving gender sensitivity and responsiveness in the workplace remains a formidable challenge. But the stereotypes and biases can be surmounted. What is important is that we try and that we draw lessons from our failures and our successes.

All of us can therefore learn from this documentation of the experience of offices and agencies who have sought to make gender sensitivity and responsiveness integral to their organizations.

We all know what we want. Manuals such as this will take us to the next step, which does not mean that we shall now do a perfect job of it but at the very least, we shall not commit the same mistakes all over again.

Karina David

Commissioner

Civil Service Commission

Acknowledgements

Production of this Guidebook would not have been possible without the guidance and support of people who believe in the importance of this tool to NCRFW's pursuit of its mission of making government work for gender equality.

The NCRFW GMRK advisors, (Executive Director Emmeline Verzosa and former NCRFW-CIDA Project Manager, now CIDA Senior Development Officer Myrna Jarillas.

We would like to thank Manuela Silva for drafting and finalizing the document. We acknowledge the Resource Kit Management Team composed of Rina Jimenez-David, Veronica Villavicencio and Luz-Lopez Rodriguez. Their substantive inputs have been instrumental in the review of the manuscript and further development of the tool. We also wish to thank Estrella Maniquis for her endearing commitment as Resource Kit Editor.

Very special thanks to Ermelita Valdeavilla, Sarah Umandal and former Chairperson Amelou Benitez-Reyes who initiated the project and provided guidance in the production of this Resource Kit. Ms. Umandal was then Project Manager of the Institutional Strengthening Project, Phase II (ISP II) and it was during Executive Director Valdeavilla's and Chairperson Reyes' term that the GMRK reached fruition.

We thank Arnel Orea, Virginia Policarpio, Nigel De Leon and Alfredo Baldermor Jr. for their effort in the Design and Layout of the tool.

Finally, we want to thank Chairperson Aurora Javate- de Dios who came at midpoint but gave solely unrelenting support to the GMRK project.

Most of all, gratitude is due to the many nameless women and men who have given their time and energy to the realization of this project. This has been a most rewarding experience.

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The GMRK

The **Ways to Gender Responsive Organizations** is one of the seven tools chosen for the compendium, Gender Mainstreaming Resource Kit (GMRK). The GMRK is a project initiative of the Institutional Strengthening Project-Phase II (ISP II), collaboration between the Canadian International Development Agency (CIDA) and the National Commission on the Role of Filipino Women (NCRFW). It aims to produce relevant and tested tools that will aid the mainstreaming of gender and development perspectives in development work.

The GMRK is a compendium of tools for gender mainstreaming which can be used by partners and other agencies as a guide in their efforts even beyond the project life. The NCRFW, in consultation with partners and other agencies, went through a thorough process of selecting the tools to be included in the kit. The tool kit therefore includes a range of methods, techniques, know-how, practices and other ways through which gender mainstreaming can be integrated in development efforts. The tool kit is addressed to GAD focal teams, trainers, advocates and champions in various government agencies, academic and training institutions and civil society organizations who engage government institutions in making their operations gender-responsive. This serves as training and reference guide for their various advocacy and training activities and other gender mainstreaming strategies.

Seven (7) tools were chosen for this compendium and are clustered into five (5) categories. The first two (2) categories illustrate the stages of the development planning cycle except for the programming and budgeting implementation phases. The rest of the categories relate to essential components of the gender mainstreaming strategy which catalyze the integration of gender perspectives in the development planning process.

- The first category is about **Gender-Responsive Planning**. This cluster consists of three titles that tackle mainstreaming gender in the planning process at different levels. The first book is a **“Manual for Mainstreaming Gender in Development Planning: Framework and Guidelines”** that describes how the integration of gender perspectives can enhance macro development planning particularly at the National Economic and Development Authority, the central planning agency of government. It focuses on the application of the tool in reviewing and drafting the Medium Term Philippine Development Plan (MTPDP). It develops a set of guidelines in the analyses, formulation, implementation, monitoring and evaluation of policies, programs and projects to promote gender equality. The second is on **“Gender Responsive Strategic Planning in National Government Agencies”** that tackles how GAD can be woven into the strategic planning process of national government agencies as they translate the MTPDP into their specific agency mandates. The third discusses **“Mainstreaming GAD in Regional and Local Development Planning”** and focuses on GAD mainstreaming cascades at the planning processes of sub-national agencies at the regions and with local government units.
- The second category is on **Gender-Responsive Monitoring and Evaluation** which features the tool, **“A Guide on Gender Mainstreaming: How Far Have We Gone”?** This guidebook aims to track progress of mainstreaming efforts and provide GAD practitioners with a holistic view of the gender mainstreaming process. It provides a framework for goals, objectives and strategies for systematic gender mainstreaming; and cases of effective application of strategies at the various stages of gender mainstreaming in national agencies.

- The third category is on **GAD Advocacy and Training** which features the “**Transforming Government to Think and Act GAD: A Handbook on Gender and Development Training**”, a tool to help GAD trainers in government agencies formulate their GAD training design and conduct their GAD training sessions. This tool includes as one of its parts, the Gender 101 or GAD Dictionary that defines basic concepts and terms in the source book and in most gender and development literature. It also contains a GAD Planning and Budgeting training module that will orient agencies on the drafting of a GAD plan and the utilization of a GAD budget to ensure that the effects will be most beneficial to women.
- The fourth category is on **Gender-Responsive Organization** with a single volume on “**Ways to Gender-Responsive Organization**”. This guidebook gleans from the experience of agencies that sought to transform themselves into more gender-responsive organizations through a review of their mandate, structure, leadership, culture, resources and other elements.
- The fifth category features **Gender and Statistics** with a solo title on “**Guidebook in Using Statistics for Gender-Responsive Local Development Planning**”. This guidebook clarifies gender statistics amidst other statistics as well as explains the importance and uses of sex-disaggregated data in the various aspects of planning and program development, implementation, monitoring and evaluation. It guides researchers, planners and program implementers to a gender indicator system that will be useful to gender-responsive development planning.

This harvest of materials is a work in progress. It is best to apply them and monitor closely how they work. Further validation in various situations will be most helpful to refine its substance and form. Feedback and suggestions from readers, GAD advocates and practitioners are most welcome to improve the substance and flow of these materials. Please accomplish the feedback slip inserted in each packet for this purpose.

We hope that these materials will fast track the process of gender mainstreaming in Philippine governance and development. In the end, we hope that these tools will catalyze transformation of individuals and institutions of governance as well as much-awaited improvements in the lives of women and communities.

Acronyms

Agencies/organizations

CIDA	Canadian International Development Agency
COA	Commission on Audit
CSC	Civil Service Commission
DA	Department of Agriculture
DBM	Department of Budget and Management
DENR	Department of Environment and Natural Resources
DepEd	Department of Education
DILG	Department of the Interior and Local Government
DOH	Department of Health
DOLE	Department of Labor and Employment
DPWH	Department of Public Works and Highways
NCRFW	National Commission on the Role of Filipino Women
NEDA	National Economic and Development Authority
NPC	National Power Corporation
PhilHealth	Philippine Health Insurance Corporation
PEA	Public Estates Authority
PNP	Philippine National Police
PPA	Philippine Ports Authority
TESDA	Technical Education and Skills Development Authority
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations International Children's Fund
UNIFEM	United Nations Fund for Women

Others

CAP-WINGS	Career Advancement Program for Women in Government Service
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CPD/CPDP	Career and Personnel Development/Career and Personnel Development Program
CS	Career Service
DLP	Distance Learning Program
EEO	Equal Employment Opportunity
ENR	Environment and Natural Resources
EO	Executive Order
ESP	Educational Support Program
FP	Focal Point
GAA	General Appropriations Act
GAD	Gender and Development
GMEF	Gender Mainstreaming Evaluation Framework
GRO	Gender-Responsive Organization
HRD/HRM	Human Resource Development/Human Resource Management
HRMD	Human Resource Management and Development
IRR	Implementing Rules and Regulations
ISP	Institutional Strengthening Project
KRAs	Key Result Areas
MANCOM	Management Committee
MPP	Merit Promotion Plan
OD	Organization Development
PES	Performance Evaluation System
PAPs	Programs, Activities, Projects
PO	Planning Officer
PPGD	Philippine Plan for Gender-Responsive Development
QS	Qualification Standards
RA	Republic Act
SH	Sexual Harassment
SWAP	Swap-Work Assistance Program
TWCW	Technical Working Committee on Women
TWG	Technical Working Group
VAW	Violence Against Women
VOW	Values Orientation Workshop
WEEF	Women's Empowerment and Equality Framework
WID	Women in Development

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Overview

Gender mainstreaming in government aims to ensure two things: 1) that government programs and services address the specific concerns of women and men beneficiaries, and 2) that the needs and concerns of women and men in the bureaucracy are met so that they become gender-sensitive and empowered agents of development.

Stronger policy directives and intensified advocacy to mainstream gender and development concerns in the development planning cycle (i.e., planning, programming, budgeting, implementation, and monitoring and evaluation of government programs and services) have led to an increased demand for guidelines to assist government agencies in the task. Consequently, handbooks, tools and primers have emerged from the lessons and insights of pioneering agencies, some of which have developed specialization and expertise in their respective areas of concern. Theoretical frameworks to organize the accumulated body of knowledge from the field have been formulated with the participation of the academe. Fuelling these efforts are various forms of financial and technical assistance primarily from Canada and the United Nations.

This guidebook gleans from the experience of agencies that sought to transform themselves into more gender-responsive organizations through a review of their mandate, structure, leadership, culture, resources and other elements.

The book is addressed in particular to those involved in human resource management and development as well as to the members of the gender and development focal points in the various agencies. Employees whose tasks relate to gender mainstreaming should find in it insights that add to their understanding of the processes involved in their work. It is also hoped that the book will be useful to government employees in general, and that it will promote a deeper understanding and wider practice of gender equality principles among civil servants at all levels.

Part One introduces the rationale for gender mainstreaming and its legal basis. It points out that although legal mechanisms have been put in place, the same gender-related concerns have kept surfacing - a sign that gender equality is far from being the norm. The government has to lead in addressing these concerns so as to inspire the private sector to act likewise.

Part Two provides more specific recommendations for instilling gender responsiveness in the organization, including kickoff activities to trigger interest among officials and employees. It looks at how gender mainstreaming could be made part of the agency's mandate, vision and objectives, policies, procedures and structures. Actual cases are used to illustrate certain processes or procedures. Tools that could be used to facilitate gender mainstreaming are also introduced.

The third part focuses on the women and men in the organization and how their personal and professional growth could be enhanced. Within existing civil service policy, it advocates the development of gender-responsive career and personnel development programs. More importantly, it recommends specific career development activities to narrow the gap between men's and women's participation in employment particularly at the executive level. This portion also looks at existing human resource management and development policies, and suggests ways to improve practice through the use of guide questions on gender responsiveness. Also presented are forms of employee services that respond to the practical and strategic requirements of both women and men officials and personnel.

The concluding part offers strategies to promote gender mainstreaming in the field of human resource management and development. It urges the vigilance of practitioners in ensuring that the effort to empower the workforce will be sustained.

Certainly the proposals presented here will not work in the same way for all agencies, neither do they attempt to solve all the problems. Nor do they offer instant remedies, much less promise definite outcomes. But they do provide a handle for those embarking on the process. It should be noted that agencies which have made some headway in gender mainstreaming went through periods of experimentation before discovering what worked best for them. This manual presents the lessons learned. In so doing it hopes to assure beginners that although the journey may be rough and arduous at first, it will gradually become smoother and soon prove to be most rewarding.

PART 1

Background

Philippine Policy and Action on GAD

The crystallization of the gender and development (GAD) concept is a milestone in the formulation of development theory. GAD grew out of attempts to understand the unequal status and treatment of women and men, and the failure of development initiatives to advance women's status. This development perspective recognizes that women and men, due to differentiated roles, needs, and characteristics attributed to them by society, have not equally and equitably shared in the benefits and costs of development.

The Philippines has firmly adopted the GAD framework by virtue of various policy imperatives on the national and international fronts.



Legal instruments

The Philippine Constitution is one of the few in the world that contains a gender equality provision. Article II, Sec. 14 stipulates: “The State recognizes the role of women in nation building and shall ensure the fundamental equality before the law of women and men.”

Republic Act 7192 (*Women in Development and Nation Building Act*) instructs government agencies to ensure that women and men share equitably as agents and beneficiaries of development projects, and to allocate specific funds from Official Development Assistance for women’s concerns. It gives women the capacity to act and enter into contracts in the same way that men can, and allows women’s participation in certain areas that by tradition had been completely or partially off-limits to them, such as admission to military school.

RA 6725 (*An Act Strengthening the Prohibition of Discrimination Against Women with Respect to Terms and Conditions of Employment, Amending for the Purpose Article 135 of the Labor Code*) declares it unlawful for employers to discriminate against women workers with respect to the terms and conditions of employment, such as paying them lower wages than the men for the same kind of work. Other discriminatory practices include placing higher value on men’s work, and favoring men over women in the granting of promotion, training opportunities and scholarship grants.

Probably the most significant push given to GAD efforts in government is the GAD Budget. The annual General Appropriations Act (GAA) directs government agencies to formulate and implement a GAD plan, the cost of which shall be at least 5 percent of the agency’s annual budget.

Other laws enacted in the last decade or so eliminate many of the legal impediments to women’s empowerment and their full participation in development. Among these are RA 7877 (the *Anti-Sexual Harassment Act of 1995*), RA 8353 (the *Anti-Rape Law of 1997*)

and Executive Order 209 (*The Family Code of the Philippines*) as amended by EO No. 227, 1989.

As a state party to international conventions, covenants and declarations, the Philippines implements and reports on its implementation of the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the Beijing Declaration and Platform for Action, and other relevant instruments.

Executive action

The National Commission on the Role of Filipino Women (NCRFW), the national machinery on women, leads the effort to improve women’s status through gender responsiveness in government policies and programs. As the “primary policy-making and coordinating body of all women-in-development programs and institutions in the country,” the NCRFW aims at

- promoting women’s empowerment through policies and programs for women’s effective participation and as full and equal partners of men in nation-building; and
- enabling government agencies to effectively address gender concerns in development processes from planning, programming and budgeting to implementation, monitoring and evaluation at the national and local levels.

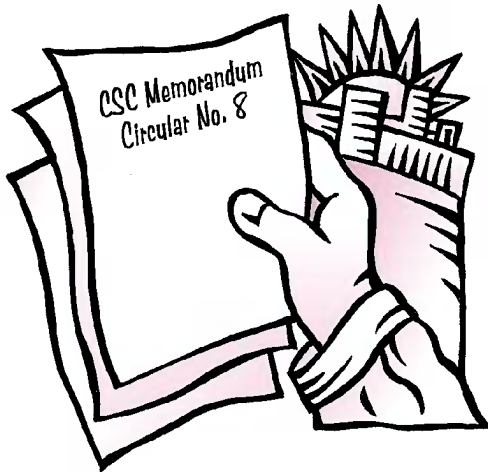


In close coordination with the National Economic and Development Authority (NEDA) and major line departments/ agencies in government, NCRFW formulated the Philippine Plan for Gender-Responsive Development (PPGD), 1995-2025. Envisioned to provide directions for women’s advancement in the long term, the

PPGD outlined the policies and strategies and the programs and projects that government must implement to address gender inequality. The PPGD is the national vehicle for implementing the Beijing Platform for Action for the Advancement of Women (Executive Order No. 273, 1995).

Another valuable partner in the gender mainstreaming effort is the Civil Service Commission (CSC), which has spearheaded measures to bolster women's participation in the higher rungs of government. In May 1995, the President directed the CSC to develop and undertake programs institutionalizing support mechanisms that will provide women with adequate time and

opportunity for career advancement. The goal of achieving equal participation for women in government became even more explicit with the CSC's issuance in 1999 of Memorandum Circular No. 8 or the Policy on the Equal Representation of Women and Men in Third Level Positions in Government.

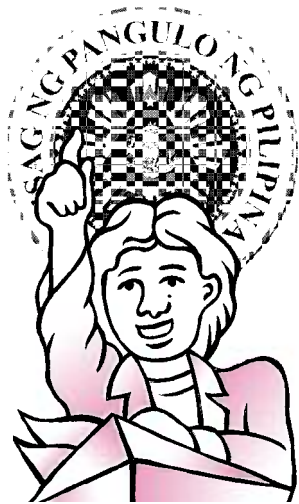


Other agencies, such as the Department of Environment and Natural Resources (DENR), the Department of Labor and Employment (DOLE) and the Department of the Interior and Local Government (DILG), have taken steps toward making their agency, programs and services as well as their human resource management and development systems more gender-responsive.

Gender Issues in the Government Service

Notwithstanding government policy and initiatives, women in government continue to face gender-related issues at work. Some of these are:

Low participation of women in decision-making positions

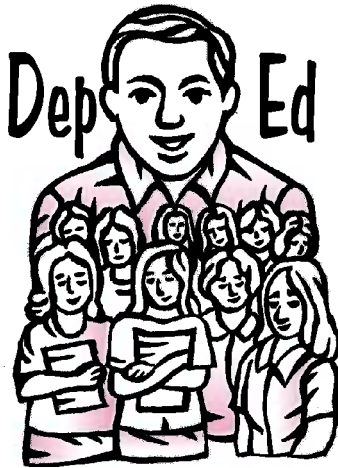


A woman has ascended to the Philippine Presidency for the second time in the country's history. However, the latest Cabinet appointments include only four women (the Departments of Labor and Employment, Budget and Management, Social Welfare and Development, and Science and Technology). This makes women's participation in the Cabinet only roughly 16.67 percent. (On the other hand, this is an improvement over that of past administrations. Moreover, the CSC which is one of only three Constitutional Commissions, and the National Anti-Poverty Commission whose head is of Cabinet rank, are headed by women.)

Women compose a mere 34.8 percent of those at the third and highest level of the civil service (*CSC Inventory of Government Personnel, 1999*). Among all elective positions throughout the country, women occupied only 15.9 percent in 1999 (*CSC Inventory of Government Personnel, 1999*).

Gender tracking of occupations

A look at where women are in government and the level of decision-making entrusted to them would show that there is still gender stereotyping in professions and positions. A typical example is that of the Department of Education (DepEd). More than 81



percent of public school teachers, 56.6 percent of education regional directors, 61.4 percent of school superintendents and 46.9 percent of faculty in higher education are women (*CSC Inventory of Government Personnel, 1999*). The head of the department, however, is a man.

In the Department of Health (DOH), there are about as many men as women health workers. But except for the very short stint of a female health secretary (Dr. Carmencita Reodica in 1998), a man has always held the position in recent years.

Social work and engineering jobs in government are associated with women and men, respectively. Moreover, some government agencies continue to shut out women not because of a lack of qualified applicants, but because traditionally masculine roles and characteristics are associated with the agency's functions, such as physical strength, night work, field assignments and supervision of predominantly male employees (*Dr. Amaryllis Torres, 2nd Report on Strategies for Engendering Merit Promotion Plans, CSC, 7 July 2000*).

Table I

Agency	Level	Male	%	Female	%
Dept. of Public Works and Highways	I	6,798	75.1	2,248	24.9
	II	3,830	68.3	1,779	31.7
	III	63	94.0	4	6.0
Philippine Ports Authority	I	582	68.2	271	31.8
	II	898	69.2	400	30.8
	III	28	90.3	3	9.7
National Power Corporation	I	2,632	83.5	519	16.5
	II	1,957	72.5	742	27.5
	III	234	85.4	40	14.6

Source: CSC

- Level I refers to clerical, trades, crafts and custodial positions involving non-professional or sub-professional work in a non-supervisory capacity requiring less than four years of collegiate studies;
- Level II refers to professional, technical or scientific work in a supervisory or non-supervisory capacity requiring at least four years of collegiate work up to Division Chief level; and
- Level III refers to positions in the Career Executive Service.

Among the most telling examples are the Department of Public Works and Highways (DPWH), the Philippine Ports Authority (PPA), and the National Power Corporation (NPC) where men outnumber women by a wide margin especially at the top.

Women's multiple burden

Their reproductive function and productive roles saddle women with multiple tasks. Often this situation is aggravated by the lack of a support system, forcing them to almost single-handedly perform housework and child and home care. This leaves them little room for recreation, much less for pursuing interests that help develop other aspects of their personality.

Violence against women (VAW)

Women are subjected to various forms of abuse - physical, mental, even economic — in the workplace, on the streets, at home and in media including the Internet. Rape ranks high in crime statistics, and sexual harassment is one of the most serious threats to women at work. VAW is a major development issue because it hinders women's attainment of their full human potential. It is a violation of human rights, striking at the very core of each woman's person and leaving her feeling defiled and diminished in dignity.

gender issues in government service

- **low participation of women in decision making**
- **gender tracking of positions and occupations**
- **women's multiple burden**
- **violence against women**



Why a Gender-Responsive Government Organization

In light of the issues that continue to block women's development, the question can be asked – do public policies and programs help bridge the gap between women and men's participation in the economic, political and social spheres? To what measure has government shown leadership by example in terms of providing equal opportunity to women and in implementing affirmative action programs? Are government officials and employees, both women and men, aware of gender equality principles and do they practice these in the workplace and in dealing with the public they serve?

The reality is that gender mainstreaming has not progressed as expected. Although compliance with the mandate is gaining ground, commitment lags way behind, making the task doubly difficult. Commitment to gender equality presupposes awareness, understanding, a change in attitudes and values, belief, and inevitably, a change in the way things are done or practiced in the organization. Admittedly, change needs time and a lot of will and patience. But it

gains from being a gender-responsive organization

- **creates a vast reserve of highly competent, diversely skilled and strongly motivated women and men**
- **minimizes 'brain drain' from government and reduces turnover**
- **maximizes resources for training**
- **strengthens credibility of government**

has to begin somewhere, particularly from the very institution trying to espouse change – the government and the people who run it.

Government as a model in gender mainstreaming

If government is to lead, it should practice what it espouses in principle, otherwise its credibility could be challenged. Government has to serve as an example in providing women equal opportunity and in implementing affirmative action programs where disparities in male and female participation exist. This requires no less than a planned and systematic review and reform of an agency's mandate, its vision, mission and goals, and its budget and programs. It would be easier to convince the private sector to cooperate for women's empowerment if it sees that the government is set on pursuing GAD.

By virtue of their authority and control over resources, government agencies have the ability not only to improve the lives of women and men through their programs and services, but also to become GAD advocates with their clients and beneficiaries and with other groups they work with such as contractors and consultancy groups. However, they need to be oriented on GAD (or to recognize that women and men, due to differentiated roles, needs and characteristics attributed to them by a society, have not equally and equitably shared in the benefits and costs of development). Otherwise, government resources for the various programs and services would not be utilized fully.

Gains from being a gender-responsive organization

Government itself stands to gain from adopting a gender perspective in its human resource management and development as well as in the implementation of its programs and services. Developing the skills of women, together with men, results in people who are highly competent, have diverse skills and are strongly motivated to push the government and the country's performance into high gear.

Many women and men look for a career rather than just a job when they join an organization. They want challenge and responsibility, and room for creative expression. Workers who develop competence but are ignored in promotion, or who are frustrated over the seeming indifference of government to their situation, are more likely to leave their employment in search of better opportunities or better working conditions. The result is high turnover rates, saddling government with the high cost of recruitment and training/retraining, and even undermining operations when there is a freeze in hiring.



Another area where gender responsiveness promotes the wiser use of resources is personnel training and development. The sexes view each other differently — women for instance perceive men as strong, ambitious and result-oriented rather than people-oriented, while men regard women as physically weaker but emotionally strong, loyal and hardworking, and more people-oriented. Inevitably, the sexes evolve differing work, leadership and management styles.

Being gender-responsive entails being aware of the perceptions and attitudes of women and men about each other, about their work and about the world in general. Resources could be used more strategically if these differences were considered in the designing and conduct of training and development programs.

Finally, gender responsiveness makes for good governance. By doing what it preaches, government demonstrates that it is sincere in seeking public welfare. Bright and promising people who desire a meaningful career and are sincerely interested in helping the country move forward are thus attracted to join the civil service. In this regard, the program of the CSC called the “Brightest for the Bureaucracy” could be more favorably perceived by capable young men and women as a possible career track. This program seeks to draw into the civil service honor graduates, bar and board topnotchers, and other young people with superior qualifications, including those who obtained at least 88 percent rating in the second level career examinations.

2 P A R T

Helping government organizations work for gender equality

Gender Mainstreaming as a Strategy

Gender mainstreaming as a development strategy

All government agencies are development agencies in the sense that they contribute to the shared goal of transforming people's lives for the better. Development as the "sustained capacity to achieve a better life" implies that both women and men have the "capacity to do" and "capacity to be." As a principal development agent, government has to make the benefits of development accessible to all by recognizing that gender inequality exists, and by addressing the issue. Otherwise it would put half of its target – the

women - at risk of losing opportunities for education, livelihood, political empowerment and so on. The effectiveness of government programs is diminished in the process.

Gender mainstreaming espouses a more holistic view of development by integrating gender equality goals into the development agenda of government agencies. The concept presupposes the existence of a “*mainstream*” where ideas, major decisions and resources are made toward attaining development targets. However, its essence is not to merely add gender issues to the mainstream, but to transform the mainstream to make it more receptive and conducive to GAD goals (NCRFW, 1997). Central to the goal of gender mainstreaming therefore is the changing of policies, programs, practices and institutions so that they actively promote gender equality.

A gender-responsive organization consistently endeavors to transform the substance and process of development work by providing for gender concerns in the planning, budgeting, implementation and evaluation of government programs. It responds to the particular needs and interests of both its women and men targets, while transforming women and men civil servants into more gender-sensitive development agents. Gender mainstreaming also looks into all the organizational elements or aspects of a government agency as a development institution, to ensure total coordination and unity of direction.



Gender mainstreaming as a strategy to enhance organizational culture

Organizational culture is defined as the “set of shared, taken-for-granted implicit assumptions that a group holds and that determines how it perceives, thinks about, and reacts to its various environments” (*Kreitner and Kinicki, 1998*). It is a reflection of the work habits, values and norms that explain “how we operate around here.” It is formed when solutions are developed for problematic situations, which, once proven successful, become a code of conduct for problematic situations of a similar nature (*Gonzales, 1997*). Culture is manifested in and reinforced by what is measured, accepted, rewarded, punished or valued especially by leaders.

There are at least seven areas with which culture may be formed and embedded in an organization:

- formal statements of organizational philosophy, mission, vision, values and materials used for recruiting, selection and socialization;
- slogans, language, acronyms and sayings;
- deliberate role modeling, training programs, teaching and coaching by managers and supervisors;
- explicit rewards, status symbols (titles) and promotion criteria;
- the organizational activities, processes, or outcomes that leaders pay attention to, measure and control;
- leader reactions to critical incidents and organizational crises; and
- the workflow and organizational structure (hierarchical structures tend toward control and authority more than a flatter organization). (*Kreitner and Kinicki, 1998*)

Culture is the hub around which organizational life revolves. It permeates people’s thoughts, actions and feelings. But the culture of an organization can change and the change could be planned and directed toward a desired outcome. According to

Gonzales (*cited in Ortigas, 1997*), culture change is possible under the following conditions:

- a crisis, an impetus, a trigger event or an idea;
- existence of a transformational leadership that enunciates clear and inspiring statements about vision and values;
- multiple interventions directed at the organization's subsystems;
- a reasonable time frame (5-10 years); and
- extensive work in aligning the systems and procedures with the newly articulated values.



By seeking to create changes in the various elements of an organization, gender mainstreaming is, in effect, trying to modify or enhance an organization's culture, leading to a situation where both women and men are viewed as equally capable of contributing to and gaining from its growth. The impetus comes from a strong legal mandate and the leadership of agencies like NCRFW, CSC, NEDA, DBM and DILG.

Gender mainstreaming as a strategy to modify or enhance organizational culture is also supported by

- regular and adequate financial resources;
- the existence of support mechanisms, systems and procedures to properly direct the process, including technical experts and tools to support organizational efforts;
- able and committed personnel and officials;
- a conducive environment external to the organization which supports and facilitates the overall gender mainstreaming efforts (conducive environment implies that there is an increasing public demand for more gender-responsive programs and services, there are more gender-aware organizations from the media, academe, non-government organizations, etc.); and
- widespread call for empowerment, equity and equality towards a more humane, just and progressive society.

Obtaining Resources and Gaining Leaders' Commitment

Agencies planning to embark on a gender mainstreaming strategy should consider the following initial activities, assumptions or preconditions to maximize their GAD efforts. These recommendations are based on lessons learned from agency experiences.

- **Recognition of the legal mandate**

Before it could initiate GAD interventions, an agency particularly its key officials has first to recognize the legal mandate to pursue GAD. The legal mandate emanates from major policy instruments such as the Constitution, pertinent laws, executive issuances and the like.

- **Top management's or change sponsor's decision to comply**

Change on any scale that relates to organizational development, such as embarking on a gender mainstreaming

important initial activities on GAD:

- **recognition of the legal mandate**
- **top management decision to comply**
- **internal policy for compliance**
- **designation of change agents**
- **resource mobilization**
- **capacity building and awareness raising**

strategy, must start with the decision to comply from those who have the power and authority to begin the process. The agency leadership has to make the commitment to pursue GAD, issue the necessary directives, and allocate time and other resources. Mechanisms must be established to introduce the process and actively monitor progress of initial efforts to ensure sustainability and impact. Top management's decision and commitment would determine whether or not the 'GAD seed' would have fertile ground to grow in.

- **Issuance of an internal policy for compliance**



Considering the hierarchical structure of the government bureaucracy and its culture, the issuance by the agency head of an internal policy on GAD will be a strong signal to all personnel that this is a priority concern and that substantive support is expected from all. This policy will also inform all personnel of the GAD goals and objectives of the government and spell out their role and responsibility for the attainment of such objectives in their respective areas of jurisdiction.

- **Designation by top management of change agents or people to initiate GAD activities**

It is important that appropriate people be designated as being mainly responsible for initiating and coordinating GAD activities. They have to be vested with authority so they can exercise direct influence over the targets of change. From the start they must already possess a degree of gender awareness and some understanding of the laws on women, especially the mandate and principles of gender mainstreaming. The best advocates for GAD would be those on the higher management rungs, who command the respect of other personnel and are determined to move the GAD agenda forward. They would have to be supported with information such as where to get help, and given access to materials, consultants and other technical resources.

- **Mobilization of initial resources**

Financial resources for the initial activities to meet GAD objectives must be mobilized. These are needed for initial activities such as holding organizational meetings among prospective members of focal points, and conducting briefing sessions and consultations with agency personnel across levels to surface gender issues and to gather inputs for the agency's initial action plan on GAD. The allocation of a GAD budget and actual utilization of the funds show that the agency has the political will and commitment to engender the substance and process of its development work.

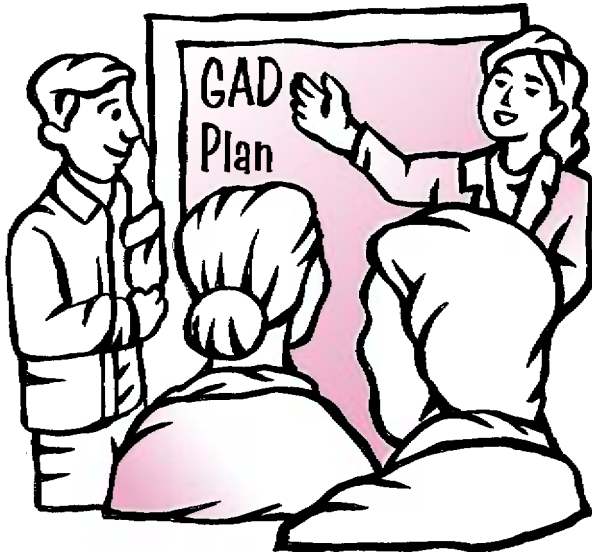
- **Initial capability building and gender awareness raising**

Consciousness raising to promote awareness of gender concerns is paramount in the effort to change an organization. Personnel at all levels need to understand and internalize the basic concepts and principles of GAD before they could start any activities. Seminars should include a discussion of gender issues and how these relate to development. Other relevant topics would be the principles and objectives of gender mainstreaming, pertinent laws, and comparison of men's and women's status in the various development sectors. Agencies could ask the NCRFW for training modules/curricula that have been developed for these kinds of seminars.

Getting Top Management as Advocate

To help gauge gender responsiveness among top officials, the following questions may be asked:

- Are key officials supportive of or open to gender equality concerns?
- Do they take the time or have the interest to learn more about it?
- Do they show interest in supporting and joining GAD-related initiatives in and outside the agency?
- Do they talk about gender with other leaders and with their executives?
- Do the leaders practice or live what they preach?



Because of its authority, power and influence, top management is in a unique position to spearhead innovation or change in an organization. For the change to take place at all levels, however, those at the helm would have to internalize the new values and new vision, and ensure that the messages they send out are consistent with what they espouse. They are expected to advocate passionately with other executives and with the rest of the supervisory as well as lower level

personnel for support. They need to be vocal about their concern for gender equality and to monitor aggressively the implementation of the agency GAD plan. It is also critical that leaders serve as a model of what they preach and to consistently demonstrate gender sensitivity in the way they relate with the women and men in the organization, with their family, with other organizations, and with clients.

It is thus necessary for people in charge of gender mainstreaming to make sure that top officials are supported along this line, by

- constantly and consistently supporting them with information, data and if necessary, speeches and presentation materials. This would keep officials abreast with developments on major issues as well as give them concrete handles on which to base future decisions. For example, in the CSC and the DENR, those designated to coordinate GAD mainstreaming efforts take it upon themselves to conduct orientation sessions with the top officials, providing them briefing materials, each time there is a change in political leadership in the organization. This strategy has proven very effective in ensuring that GAD programs/thrusts in the agency are pursued.

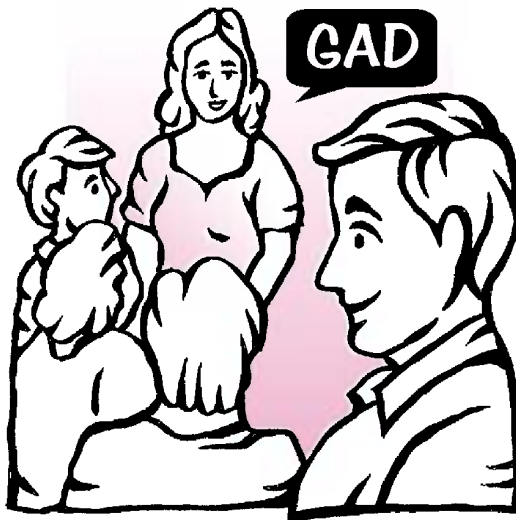
- giving officials continuous feedback on the result of programs and projects, and approaching them for help in solving related and emerging problems. Calling their attention to policy or program initiatives or reforms that are necessary to sustain or strengthen GAD efforts will make them appreciate better the impact of their agency's efforts on GAD. Enlisting their support in problem solving will also give them a sense of ownership of the program, and possibly lead them to become more committed to it.

In the CSC, top leaders conduct Special Commission Meetings to discuss specific GAD policies. In one such meeting a new policy on sexual harassment was drafted to set the minimum standards/procedures for the handling of cases of sexual harassment in government offices, in effect amending MC 19, s. 1994. The CSC Chairperson's attention was also called on the need to ensure that the revised Merit Promotion Plan does not neglect to provide for the inclusion of gender-responsive practices, like giving pregnant women and those on maternity leave an equal chance to be considered for promotion and other employment benefits.

support change sponsors with:

- **regular update of data and information**
- **feedback on results of programs**
- **attendance of relevant seminars and public discussions on GAD**
- **linkage with other groups**
- **publication of information on GAD**

- requesting officials to attend relevant seminars and orientation/briefing sessions to deepen their knowledge and appreciation of GAD. A related task is to work toward the inclusion of a GAD module in all agency training programs especially those for managers. Understanding GAD more fully leads to a change in perspective and attitude, and motivates action. This cannot fail to enhance the kind and quality of support that these officials will give to GAD initiatives in their agency.
- encouraging them to speak, whenever possible, at public gatherings or in meetings on what the agency is doing in



gender and development. Talking about GAD helps the advocate gain a keener understanding of its principles as well as a sense of how his or her agency is progressing in the effort. Meetings with other agencies can also become opportunities for advocacy, or for comparing notes and learning from others' experiences. Such activities build up in the officials concerned a sense of accomplishment in their work. This is borne out by the CSC GAD Champions who have been regularly giving talks in other

government agencies and at gatherings of foreign delegates, to share their GAD mainstreaming experience.

- connecting officials with colleagues, superiors and other people they could relate with or learn from, through membership in committees or think tanks. This is an important step toward creating support groups for top officials especially those who are just starting to do GAD in their agency. Tapping committees and other support mechanisms for GAD will help build the members' capability and develop their confidence in pushing the GAD agenda.

- publishing information on the beneficial outcomes of GAD in the organization. This would help raise awareness and generate support among the managers and employees in general. For instance, NCRFW's initiative in ranking agencies in terms of their progress in GAD has elicited positive reactions from the agencies considered advanced, while serving as a challenge to those just beginning the process. And considering resource limitations, agency heads should look favorably at programs/initiatives that have a high return on investment. Highlighting the positive outcomes of gender mainstreaming would definitely give a boost to GAD advocacy in the agency.

To deal with resistance from the top, GAD advocates are referred to recommendations developed by the United Nations International Children's Fund (UNICEF) on gender advocacy and bureaucratic resistance (cited in NCRFW [#14], 1997). UNICEF identifies ten types of bureaucratic resistance, among them denial of the issue, paying lip service, shelving of the issue and tokenism. Some of the proposals on how to counteract these highlight the need for data and research to clarify the situation, a closer monitoring of programs and projects, and more aggressive advocacy among top officials.

Establishing a Focal Point for GAD and Making it Work

The Focal Point (FP) serves as the catalyst for gender-responsive planning. The establishment of FPs in all government departments/agencies was initially mandated by Executive Order 348 issued in 1989. The Implementing Rules and Regulations (IRR) of RA 7192 later directed all agencies to designate GAD and women in development (WID) Focal Points in their respective organizations, with ranks not lower than an Undersecretary or its equivalent position in the case of central offices and not lower than the rank of an Assistant Secretary or its equivalent position in case of sub-national agencies.

Functions of the GAD Focal Point

The IRR of RA 7192 gives the following functions of the FP relative to its internal management, women constituency and women employees:



- It shall act as an advisory body to the highest official of the agency on matters concerning gender and women in development issues. It shall also ensure and sustain management's critical consciousness and support through regular reporting and other activities.
- It shall take the lead in assessing not only the policies, strategies and programs of the agency based on the priority needs and concerns of its women constituency, but also the agency's performance vis-à-vis its targets. It shall also spearhead the development of a gender-responsive data management system by initiating an evaluation of current statistics and indicators on women in its sector.
- It shall generate statistics on the status of women in the agency. It shall launch, in coordination with the CSC, an evaluation of the agency's hiring, promotion, training and other policies and practices on women. It shall also lead in setting up support systems and career development programs for women. The FP shall identify who in the agency will work with the CSC to assist employees who encounter problems of sexual harassment and discrimination in the workplace.
- Finally, the FP shall ensure that the agency has strong linkages and partnerships with nongovernment organizations and people's organizations that have integrated gender concerns in their respective institutions, and promote their participation in the various stages of the development planning cycle.

Establishing the GAD Focal Point

The creation of the FP should be supported by a policy directive from the highest official of the agency. This would help minimize, if not eliminate, resistance from other agency personnel who might be having reservations about the gender mainstreaming strategy because they still do not fully understand it.

The FP Chair should have the rank of at least Undersecretary or Assistant Secretary, in accordance with policy. Such an official would have easier access to the Secretary or agency head and exercise greater influence among the rest of the agency units/personnel. Agencies such as the DENR, DOLE, DILG and CSC, among others, point to the importance of having the support of top management to facilitate the performance of GAD FP roles/tasks right from the start.

As with gender mainstreaming in general, a Focal Point cannot accomplish much unless it has funds to fuel its activities. Funding must be ensured along with the other resources necessary to carry out FP initiatives.

It is important to equip newly designated members of the FP and other key officials with a good grasp of GAD concepts and gender issues by having them undergo orientation and gender sensitivity training. This would also prepare them for their work as change agents. The sessions will help clarify further the agency's goals in gender mainstreaming.

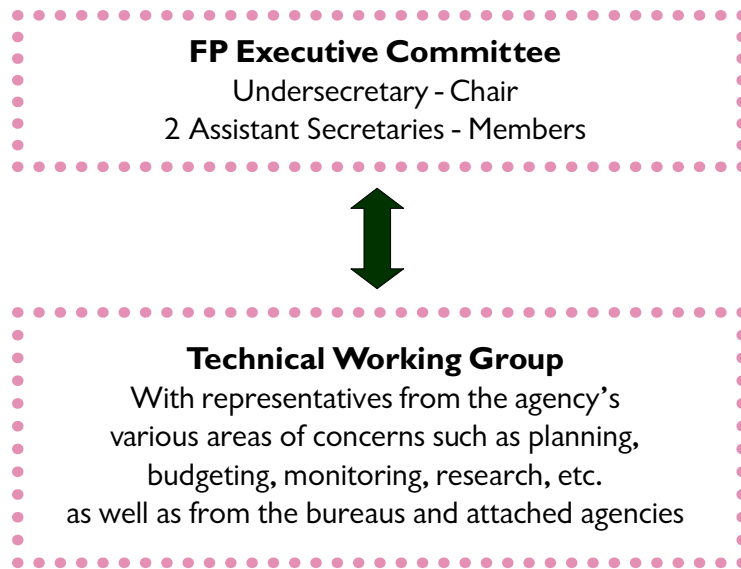
The representation of key people/units must be ensured through the creation of suitable and effective structures. Fuller support for gender concerns in the internal organization can be obtained if the FP represents the various areas of concerns of the agency as shown below:

FP representation from

- Planning and Policy
- Research and Data Base
- Human Resource Management and Development
- Monitoring and Evaluation
- Administration and Finance

In addition, each area of concern could become the responsibility of a corresponding FP sub-group. This representational type of FP composition ensures that all program areas or regional concerns are addressed and promoted in the FP mechanism.

A two-tiered FP structure is another possible configuration.



The FP Executive Committee could serve as the central decision making body in the department. Its presence will ease problems in integrating gender concerns into the agency's programs and services. The Committee could be supported by the Technical Working Group whose members represent each of the program clusters of the department. Both bodies are easier to convene and are more manageable because they have fewer members.

The DENR's FP structure is another configuration. Under the Chair of the National Gender and Development Focal Point system are several committees representing training, budget, special events, monitoring and evaluation, program/project proposals, regional coordination and special projects (*please see boxed case presentation of DENR Focal Point*).

Other models of FP structures could be considered depending on the particular situation and needs of agencies.

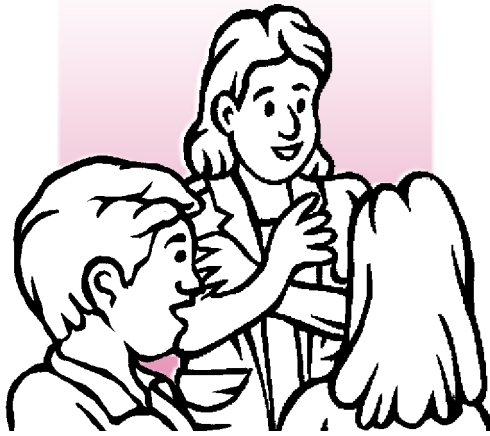
For more effective implementation, GAD Focal Points should be established at all levels of the organization (bureau, attached agencies, regional and local levels).

Suggestions to make the GAD Focal Point work

Making the FP functional and effective is the agency's next major hurdle. The following suggestions may help accomplish this:

- Clarify the functions, roles and responsibilities of the FP and of each of the members. This should be done at the outset and on a continuing basis, in order to address emerging/new concerns and developments. Failure to make such a clarification could lead to the FP's marginalization and ineffectiveness, according to an NCRFW-UNIFEM study of six pilot agencies in 1994. (UNIFEM is the United Nations Fund for Women.) The study also noted the need to clarify the functions and responsibilities on several levels, to wit:
 - First, the expressed objectives of the agency to tackle gender issues should be included and fleshed out in the FP roles and functions. This should clarify why any one needs to be in the FP at all.
 - Second, the FP should brainstorm on the best manner by which it can make its flagship programs gender-responsive. This should then lead to the development of concrete and specific individual and coordinated work plans. This way, the functions and roles of each FP member will become clearer and more defined in relation to her/his field of specialization in the organization.
 - Third, changes in structure, plans and programs to facilitate gender mainstreaming should be further examined vis-à-vis their resource requirements, to facilitate budget allocation.

- Organize seminars or study sessions to increase the level of gender awareness of FP members and office staff, and to identify gender issues therein; brainstorm on gender issues and come up with possible responses; and plan future actions to promote gender mainstreaming in the agency and the rest of the bureaucracy. The FP can link up for this endeavor with resource persons from women's organizations and women's studies faculty.
- Ensure continuing gender education among FP members,



keep them attuned to current and emerging trends, issues, problems and perspectives. Encourage members to be in touch with more advanced FPs as well as the women's studies units of academic institutions for their gender education and information requirements. Training curricula/ modules custom-fitted for FPs and other information materials on GAD are already available in institutions such as the NCRFW,

some departments (e.g. DENR, DOLE, Department of Agriculture, Department of Agrarian Reform), and school-based GAD units (e.g. University of the Philippines' Center for Women's Studies), or from members of the Women's Studies Association of the Philippines .

- Develop members' skills to advocate for GAD and encourage them to use these skills. Advocacy, more than knowledge of the issues, is what moves gender mainstreaming forward. Advocacy need not entail additional burdensome work for the advocate, but can be structured in coordination with current programs and priorities of the department. All it takes is some initial planning to dovetail gender concerns with other agency activities and resources.

Advocacy is an attitude of commitment to an idea or cause, and a readiness to take action. It involves conviction, a desire to share that conviction with others, and persistence in pursuing its realization in practice. Enhancing commitment to gender equality and equity through constant practice and creativity can develop advocacy.

Torres and Del Rosario, (*NCRFW-UNIFEM, 1994*) emphasize that among other things, an advocate of gender equality

- reacts against manifestations of gender inequality whether privately or publicly; and
 - consistently and persistently strives to convince others to become aware of gender inequality and of the need for gender sensitivity, for eliminating the adverse effects of gender inequality, and for action towards that goal.
- Make periodic assessment of the FP and of remaining challenges/gaps to determine if progress is being made towards the attainment of the agency's GAD goals and objectives. Evaluation is also necessary to pinpoint existing challenges and gaps and to come up with a concrete plan to address or remedy them. Assessment can be done on a quarterly or bi-annual basis, depending on the need of the agency. Results should be shared with key agency officials and other key players in the gender mainstreaming process, to inform them as well as obtain their commitment and support in addressing issues. Furthermore, FP members should identify possible second liners within the agency to ensure sustainability and institutionalization.

Torres and Del Rosario propose two general categories of organizational variables in assessing FPs. These are

- ◆ environmental support that includes support of the internal organization, top management support, and external environment support (including societal values); and
- ◆ inherent strength of the FP, such as competence of its members, adequacy of the structure, and other positive characteristics of the group.

- Network with other GAD FPs and advocates. Because of their known advantages, networking and alliance building among groups are emphasized in any organizational strengthening efforts. The benefits derived from these include



- access to information on current policies, issues and concerns involving gender interests;
- identification of resource persons and institutions that can help them advance their GAD initiatives through financial or technical assistance;
- sharing of experiences with other advocates on problems of, and effective avenues for, gender mainstreaming in government;
- opportunity to engage in coordinated activities across agencies/institutions for maximum impact on policy development, service delivery, and gender relations; and
- mobilization of broad sectors of society to work for the goals of gender and development.

make your GAD focal point work!

- **clarify roles and expectations of members**
- **provide continuing gender education**
- **practice GAD advocacy**
- **conduct periodic assessment of FP work**
- **network! network!**

The Case of the DENR Focal Point

As a development agency, the DENR has re-directed its programs and projects towards achieving greater social and economic equity for people in the upland and rural areas. Women in the environment and natural resources (ENR) sector have been given a chance to ride the vehicle of empowerment. Studies show that women are the first to be affected whenever there are changes in the environment, especially in resources. The DENR therefore engaged in various activities to address gender issues in the ENR sector.

The first GAD structure created in the DENR was a Technical Working Committee on Women (TWCW) composed of representatives from the Office of the Secretary, six bureaus and four regional offices. This committee was responsible for ensuring that the department's policies, programs and projects responded to the needs and were sensitive to the interests of its women clients/beneficiaries and employees.

One of the significant measures in the DENR during this time was the inclusion of a clause in DENR Administrative Order No. 2, s. 1991, initiated by the Upland Development Program, which provided for the awarding of Certificate of Stewardship Contracts to both spouses.

In 1992, the DENR reconstituted the TWCW into the GAD FP, with representatives from all bureaus. The position of the FP Chair was also assigned to the Head Executive Assistant who was perceived to have more access to the Secretary compared to the Head of the TWCW who was then a division chief in administrative services. The reconstitution was based on the realization that there should be wider representation of the various units of the department in the FP structure to ensure that all concerns of the department are addressed and promoted in the gender mainstreaming work. It was also based on the recognition that the FP Chair should have a rank higher than a director for her to have more authority and influence in the department.

The GAD FP formed committees to handle specific aspects of gender mainstreaming, namely training and advocacy; planning and policy; research and data banking; an information, education and communication campaign; and support systems. The FP was responsible for the inclusion of all GAD-related activities and concerns in all major policies, programs and projects of DENR.

In 1995, the DENR FP was again restructured by virtue of AO No. 7, providing for the implementation of GAD activities in the department and designating the Secretary as Chair of the National GAD Executive Committee. It was in the same year that the Philippine Plan for Gender-Responsive Development was completed. The restructuring was done to address emerging concerns such as the GAD budget, the need to further define accountability for GAD in the department, and the necessity to strengthen regional representation

in the FP structure to firm up implementation of GAD-related programs/ projects and services at the sub-national level.

In 1997, the organization of GAD FPs in the field offices was included as a Key Result Area and part of the DENR's Performance Commitment Statement submitted by the Secretary to the President.

The existence of the GAD FP during the period 1995-1998 was marked by landmark achievements of the department vis-à-vis GAD, among which are the following: issuance of major policy mandates in organizational and program development, completed significant studies on women's roles in the uplands and in the management of ENR, development of tools in gender-based ENR development and management, conduct of various capability building activities for the FP members and other key personnel/officials of the department, and other initiatives for the integration of gender concerns and perspective in the policies and programs for sustainable development.

In 1999, DENR revived the committees first created in 1992 and set them up under the National GAD Focal Point System for a more holistic GAD implementation.

Improving the Gender Responsiveness of Organizational Elements

While they come in various forms and sizes, all government agencies possess basic organizational elements. They all have a mandate and a structure, resources (such as equipment, facilities and funds), and most importantly, people to run the organization. Personnel make use of concepts, skills and tools to do their work. Government operations follow certain procedures or processes and standards, some coming from regulating or oversight agencies and others laid down by each agency in accordance with its vision, mission, goals and objectives. Finally, each organization has a distinct culture — an invisible, informal, hidden organization that represents the unwritten policies and norms of behavior shared among its members.

The following discussions show that these elements could become potential entry points or enablers for transforming organizations into more gender-responsive entities.

Review of mandate, vision and mission

The mandate defines the reason for an organization's existence. It is likewise the source of its mission and vision and of its operating principles and underlying values. The mandate is more concretely expressed in the organization's goals and objectives.

If the agency's mandate explicitly addresses the particular needs of its women and men clientele and personnel, this concern will flow into the statements of its vision and mission as well as in the subsequent statements of its objectives and targets. Commitment to gender equality will also be reflected in the annual performance commitments or key result areas (KRAs) of agencies.

To facilitate the review of their mandate, vision and mission statements, some government agencies started with any one or a combination of the following procedures or activities:

- **Gender awareness seminars/orientation workshops**

The Gender Briefing Course introduces the gender issue in relation to the organization and its objectives, while Gender Sensitivity Training examines gender relations in greater depth, identifying possible areas of discrimination or inequality that hamper women's advancement, and seeking the solutions to such discrimination or inequality. These courses aim to: discuss gender as the primary determinant of existing perceptions about women and men and of their relations; present the difference between sex and gender; identify structures/institutions or mechanisms that define and maintain gender roles and



gender relations; and enumerate possible manifestations of gender inequality.

- **Strategic planning**

Strategic planning is a process whereby an agency sets goals and objectives relative to its mission and draws a plan to achieve them. It usually involves the following activities:

- Review or reformulation of the mission statement or the overall reason for the agency's existence. It answers the questions "Why are we here?" and "What is our unique contribution to society?"
- Scanning of the environment to identify potential threats and opportunities. This includes an identification of legal, political, social and technological challenges that an organization might face within the plan period and how these might impact on its performance, resources and overall strengths or weaknesses.
- Setting of strategic goals or desired outcomes based on the result of environmental scanning. Strategic goals are specific, measurable and attainable within the plan period. This stage answers the question "Where do we want to go?"
- Formulation of the strategic plan, which is a translation of the strategic goals into smaller objectives (at the level of department/division/unit), and defining of strategies to meet these. It answers the question "How do we get there?" (Kleiman, 2000)

- **Organization development**

Organization development (OD) is a planned, systematic and managed process that involves a diagnosis of the problem, a program for improving the system, and mobilization of the organization's resources to carry out the program or planned change. It utilizes action-research strategies that involve

- gathering and collation of data about the system;
- preliminary diagnosis of the situation;
- giving feedback about the findings;
- joint planning by the OD consultant or change agent and the client group;
- implementation of the planned action; and
- a re-diagnosis of the situation.

Since OD is a planned change process that will affect the whole organization and may entail huge costs for the agency, it has to be supported by top management (*Akosah-Suleiman in Ortigas, 1997*).

The introduction of OD will provide a good opportunity for an agency to revisit its vision, mission, mandate and goals towards aligning these with GAD goals and objectives.

The NCRFW's OD Experience

The evaluation of the NCRFW-Canadian International Development Agency's (CIDA) Institutional Strengthening Project (ISP, Phase I) in 1996 identified the need for the NCRFW to undertake organizational strengthening in order to enhance its management and leadership capacity to do gender mainstreaming work. In response, the NCRFW embarked on an OD process which ran from November 1996 to the third quarter of 1997. With the aid of consultants, it sought to deepen its personnel's understanding and commitment to GAD as well as to align the agency's structure, objectives, procedures and processes towards a unified direction for GAD. The OD process was envisioned to lead to more responsive, strategic, synchronized and synergistic operations within the agency.

The OD program designed for the agency sought to: a) establish an organizational framework that would serve as a guide for all the NCRFW activities; b) use the framework as basis for defining the plans of action of the whole organization; c) develop the cohesiveness of the teams that would implement the different plans of action; and d) enhance the competencies of the different teams and their members.

To realize these objectives, a framework was developed by the consultant and presented to the NCRFW leadership for validation and concurrence. The framework consisted of four stages.

Stage I defined the basic framework that would serve as the basis of all programs of action. Stage II covered efforts toward reviewing and improving the coordinating system among the different teams within the organization. Stage III allowed the different divisions to make plans of action guided by the organizational framework developed in Stages I and II. Stage IV, the implementation stage, requires each division to implement a teambuilding program to ensure that work processes and plans are clear to each of the members. This stage also covers the implementation of an agency-wide HRD program designed to upgrade the capabilities of members of the different teams. All plans of action were to commence during this stage.

The OD framework was followed as planned up to the end of Stage II. Reaffirming the vision and mission was done in one day through the first OD workshop with all officers. This was followed by a second OD workshop in which two days were devoted to developing the 3-5 year goals as well as the general strategies of the agency in performing its gender mainstreaming work. What took longer was the agreement on the organizational structure (with at least four workshops conducted) that would improve the different teams' coordinating system and enable the agency to fulfill the teams' defined direction.

Aside from inter-division workshops that reaffirmed the agency's vision, mission, strategic goals and general strategies, as well as redefined the structure and functional chart of the agency, other activities were implemented which constituted Stage III of the OD process. Subsequent planning sessions/workshops with the NCRFW's overall planning consultant were held by teams that led to the clarification and delineation of team functions and defined client-oriented strategies. Outputs of these planning sessions were synchronized through integration sessions spearheaded by the NCRFW's project management office for the implementation of the CIDA-funded ISP, Phase II. The integration sessions allowed the agency to come up with better and more efficient work systems and interfacing mechanisms among the divisions.

Stage IV was designed according to the needs of each team. Most of the teams chose to work with a consultant in clearing out interpersonal difficulties among the members of each team. However, the workshop design was such that there was always time to consider the functional side of the team building process.

Although not part of the original plan, all teams were led through a process where they had to graphically describe their expected workflow, regardless of whether their immediate need focused on functional or interpersonal issues. This graphic description of the workflow is called an "organigraph". The process was designed to facilitate the leveling of the team members' understanding of how they will work together to ensure "customer satisfaction." The exchange of feedback among the team members and negotiation, whenever necessary, was always done, in the context of the

expected workflow, as illustrated in the organigraph. This way, the improvement of relationships among the members was firmly grounded on their agreement on how they were supposed to work together towards the achievement of their shared objectives.

Internally, many observed that the team building sessions largely influenced the increased positive relationship that the staff now have with themselves, their work, their co-workers and their clients. The sessions fostered greater understanding, partnership and improved work and interpersonal relationships among the divisions and personnel. The following are some of the observable changes, in work and interpersonal behaviors, attributed to the team building exercises:

- better and more efficient coordination and work systems flow;
- better work appreciation;
- cheerful, more harmonious atmosphere and environment, etc.;
- positive attitudes and greater camaraderie among the personnel;
- higher awareness of self and others;
- better conflict management; and
- more effective feedback system.

The OD process also generated the following recommendations from the consultant to maintain the organizational changes:

- Review constantly the organizational framework (vision, mission, goal, strategies), structure and arrangements made out of the OD process.
- Ensure the existence of a monitoring and evaluation system for each division's plan of action.
- Encourage team leaders to be conscious about modeling the behaviors expressive of the agreed-upon norms.
- Uplift the competencies of NCRFW personnel.

- **Organizational study**

Organizational study is another empirical method of gathering and analyzing data to institute organizational change. It involves a thorough review of the organization's various elements or components using primary and secondary data gathering techniques. The process involves selected employees and officials (and relevant outside sources) as key informants or as part of the study team. An outsider or consultant is usually engaged to lead and/or conduct the process.

The CSC conducted an organizational study to determine its institutional readiness in gender mainstreaming. Specifically, the study aimed to: a) assess the current status of the organization in terms of its organizational structures and processes; b) determine the opinions of the staff and management regarding gender mainstreaming; c) identify key factors crucial to the implementation of gender mainstreaming; and d) provide recommendations to institutionalize GAD in the organization.



The study employed key informant interviews, a survey of opinion on gender awareness and mainstreaming, and a focused group discussion among officials and staff. This study was an important input in the formulation of a proposal towards the “eventual institutionalization of an enabling environment to support capacity building for gender-responsive policy and planning in CSC and making the HRD/HRM systems in government gender-responsive.”

Some guide questions

An agency mandate could also be reviewed by asking the following questions:

- Does the language of the mandate express concern for people in general, or does it refer to the specific interests of women and men?
- Does the mandate adequately respond to women’s political and strategic needs? Are there any political or legal constraints to meeting gender equality objectives?
- Do the agency’s vision, mission and goal statements reflect the gender equality provision of the mandate?
- Within the context of its mandate, does the organization have the authority to remove or correct gender inequalities among its employees/clientele/general public?

Examples of GAD Vision and Mission Statements

Agencies may be assisted or inspired in reformulating their vision and mission statements by the experience of these agencies:

Department of Environment and Natural Resources (DENR)

Studies show that women are the first to be affected whenever there are changes in the environment, and especially when resources become scarce. A sustainable environment is therefore critical to women, especially as they perform their roles as nurturers, caretakers of families, and producers as well as consumers of food and other products. The DENR has evolved various programs/projects to address gender issues in the ENR sector.

One of the key accomplishments of the department in gender mainstreaming is the formulation of its vision statement along with a road map that defines the department's goals for GAD. These are especially important because they bring GAD concerns to the fore while bringing into focus the essence of the agency's work.

In 1996 the department, under the leadership of its FP, conducted its first GAD Congress participated in by key officials and staff from the central and regional offices. The event resulted in, among others, the articulation of their vision for DENR as

“A partnership of empowered women and men for sustainable development.”

A road map fleshing out this vision was produced at the Second GAD Congress held in 1997 with the following goals:

- to institutionalize the mainstreaming of gender concerns in the whole cycle of development planning;
- to promote and enhance the partnership of women and men as agents and beneficiaries in the development and management of natural resources and maintenance of a quality environment;
- to ensure that women and men share equitably in the benefits derived from the sustainable use of resources and from living in a quality environment; and

- to raise the level of awareness and skills of development agents and beneficiaries on concerns regarding GAD, environment and natural resources.

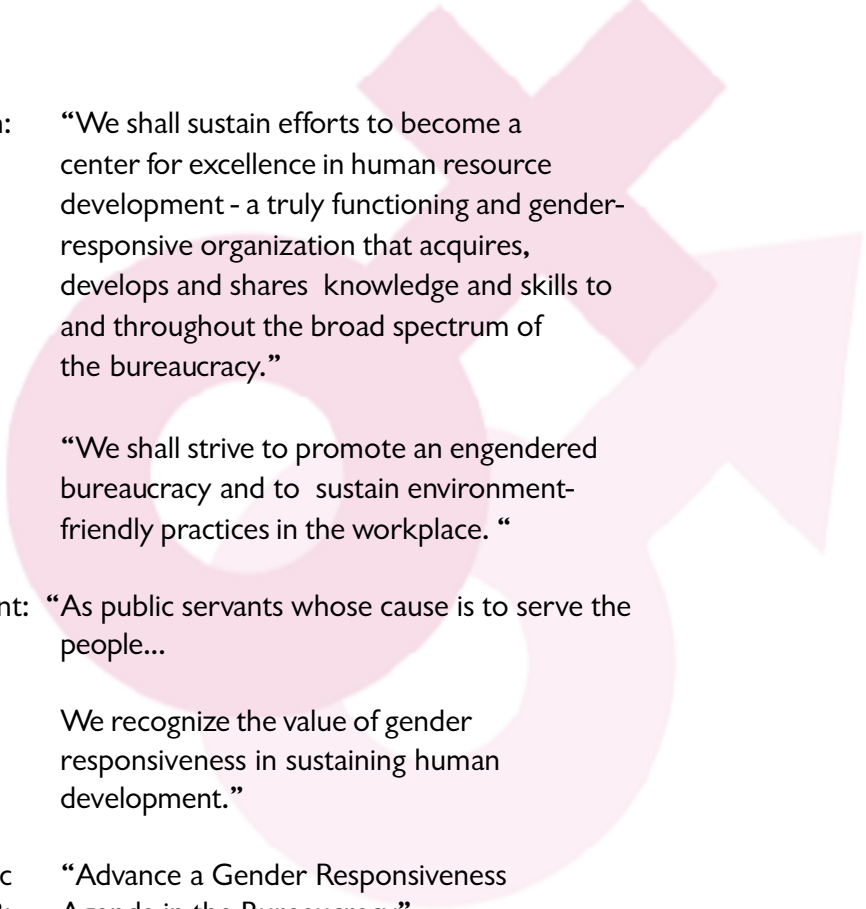
Civil Service Commission (CSC)

The CSC also reviewed its vision, mission and goal statements during a strategic planning exercise for GAD conducted among top and middle management officials from the central and regional offices in the last quarter of 1998. It was affirmed that most of the statements were on people development concerns, making it easy for the participants to identify entry points for GAD. The workshop generated suggestions for the revision of the CSC's mission and value statements and its strategic goals.

On April 3-5, 2000, CSC conducted the GAD Conceptual Clarity Conference for its assistant commissioners and regional directors, to enhance their awareness of GAD and enlist their support. CSC's Vision, Mission, Value Statements and Strategic Goals (2001-2005) were reviewed and integrated with GAD concepts as well as suggestions on promoting gender responsiveness in the bureaucracy. The proposed revisions were then presented for further review at the Directorate II and III Conferences held in May and September, 2000, respectively. It was fortunate that the revisions coincided with the development of CSC's strategic plan for the next five years (2001-2005), as these statements served as anchor for such plans.

Following are the relevant gender-responsive statements in the CSC's vision, mission, value statements and strategic goals.

Vision: "We shall promote a culture of gender responsiveness in the workplace, ensuring equality and equity."



Mission: “We shall sustain efforts to become a center for excellence in human resource development - a truly functioning and gender-responsive organization that acquires, develops and shares knowledge and skills to and throughout the broad spectrum of the bureaucracy.”

“We shall strive to promote an engendered bureaucracy and to sustain environment-friendly practices in the workplace. “

Value Statement: “As public servants whose cause is to serve the people...

We recognize the value of gender responsiveness in sustaining human development.”

Strategic Goal No. 8: “Advance a Gender Responsiveness Agenda in the Bureaucracy”

Exploring gender-friendly structures

Through its structure, an organization divides its work into distinct tasks and defines the interrelationships of each. The structure shows where decisions are made at different levels and defines the lines of responsibility and accountability.

In a typical government agency, the formal organizational structure is usually in place as soon as the agency starts operating. It is normally hierarchical or pyramidal — narrow at the top and widening towards the base. Any change in organizational structure is usually authorized by an executive or legislative order, and may take place when: a) there is a change in the thrust or mandate of an agency; b) there is reorganization or merging with other agencies (expansion); c) there is streamlining or downsizing, or d) the President deems it necessary in the interest of public welfare upon

recommendation of a concerned official. Change in the organizational structure may be accompanied by a change in the budgetary outlay.

When an agency needs to cope with changing demands which could be temporary or permanent, it may effect adjustments in its structure without legislative or executive basis through the setting up of ad hoc offices (such as those for special or foreign-assisted projects), technical working groups, cross functional teams or other flexible working arrangements that normally involve regular personnel being reassigned temporarily, on full time basis, or on concurrent status. If funds are available, contractual personnel are recruited for the purpose.

To enhance an existing organizational structure and make it more gender friendly, consider doing the following:

- Review the present setup to determine possibilities for alternative and less hierarchical arrangements, such as those mentioned previously, where women and men can exercise creativity and autonomy, and become exposed to the different levels and aspects of the agency's work.
- Search for ways to improve interaction among officials and employees, to foster a freer exchange of information horizontally and vertically. Formation of cross-functional teams, rotation of leadership in committees or task forces, and greater delegation of authority and responsibility help develop leadership and managerial competence in women and men, and prepare them for higher responsibilities.
- Determine if there is a mechanism that supports the implementation of the agency's gender and development goals and promotes efficient coordination among the different groups involved in GAD. One good indication that an organization is gender-responsive is the presence of an effective GAD FP that has the authority and resources to do its tasks. Another tool for gender responsiveness is a mechanism to receive and address gender-based complaints such as sexual harassment and discrimination. In effect, a more gender-responsive structure should strengthen the agency and enable it to achieve its goals and targets.

The NCRFW Experience in Enhancing its Structure for GAD

In 1996, the NCRFW experimented with changing the agency's structure, in line with the identified need to undertake organizational strengthening efforts based on the evaluation of the CIDA-assisted ISP I. This was to enable the agency to meet the requirements and increasing demands of its gender mainstreaming work, and to align its approaches with gender equality goals and principles.

It took a while before a viable structure could be evolved, as various models and corresponding concerns continued to surface. Nevertheless, after more than three months of brainstorming and discussions — not to mention the long debates that transpired among the MANCOM (Management Committee) members, technical officers and consultants — a new structure was arrived at and tested. The structure was patterned after a matrix or cross-functional type of organization where representatives from each of the existing divisions were assigned to constitute four pilot teams. The teams were tasked to implement the gender mainstreaming strategy in four priority client groups, namely: oversight agencies (NEDA, DBM, DILG, CSC), line agencies (DA, DENR, DOLE, DTI), statistical agencies (National Statistical Coordination Board or NSCB, NSO and Statistical Research and Training Center or SRTC), and regional entities and local government units (6 regions and selected LGU partners).

It must be noted that while the pilot teams were constituted to perform specific tasks and roles in relation to their assigned client groups (e.g., OAs), the divisions in charge of the functional areas (i.e., the Policy Analysis Division for policy advocacy and legislation, Technical Services Division for technical assistance, Information and Resource Division for information and database development, and Monitoring and Evaluation Division for monitoring and evaluation) continued to be in place. This meant that the same people were expected to perform two types of functions/tasks: pilot the gender mainstreaming strategy in the four client groups, and integrate GAD in the four functional concerns.

Also, the pilot teams were headed by assistant division chiefs or rank IV planning officers rather than division heads. This arrangement was meant to give the second in rank the opportunity to lead a group, in preparation for greater responsibilities in the future.

After a trial period of about six months, it became apparent that the structure that was evolved was not very practical and viable, based on the following observations:

- It became difficult for the technical officers/staff who were members of two different teams/groups (functional and pilot) with different leaders and work plans to balance their work and address their twin concerns. More often than not, they found themselves torn as to which work or concern should get priority. Aggravating this is the fact that no adjustments were made in the team members' other assignments in their respective divisions.
- The varying levels of competency among the pilot team members and their differing work styles hampered the performance of their roles/functions.
- Many of the concerned personnel felt overloaded with work and had difficulty coping with the pressure to accomplish two sets of major tasks.

Notwithstanding these setbacks, some lessons and insights were noted:

- The opportunity for team members from different divisions to work closely together led to the cross-fertilization of ideas, which had a positive influence on the direction and shaping of gender mainstreaming work.
- Free sharing of key information was fostered among employees belonging to the same level as well as across levels.
- Less hierarchical work arrangements were tried out which gave more room for creativity, innovation and autonomy.
- Leadership and managerial skills of the team members were honed.
- Division barriers and boundaries were overcome which contributed to more openness, sharing and improved relations (professional and personal) among the divisions.
- The areas and levels of competencies of the team members expanded or increased.

A noteworthy initiative in line with the establishment of gender-responsive structures is the designation of Equality Advocates (EQUADS) teams by the CSC. The EQUADS were formed to attend to cases of discrimination and harassment in the public sector. Its members are CSC employees assigned to the Women's Desk of the central office and the Counseling and Referral Desks of the regional offices.

To fulfill their mission of giving support to the cause of women and other disadvantaged groups, the EQUADS are tasked to

- conduct information and education campaigns on the various forms of discrimination and harassment;
- provide counseling services to victims of discrimination;
- refer cases of discrimination and harassment for investigation;
- assist in the creation and strengthening of special redress procedures;
- document and monitor all cases of harassment and discrimination;
- promote employment equity practices in line with the merit and fitness principle; and
- review and identify policies and civil service laws and rules that may encourage discrimination indirectly, and propose amendments as necessary.

Exploring more gender-responsive leadership styles

Studies show that because they are brought up differently, men and women possess somewhat different leadership and management styles (see box). Whereas men are more hierarchical, women are more inclined towards a network or web style of leadership. Men are more rigid and tend to be more structured, while women demonstrate more flexibility. Since both styles complement each other and a particular style practiced to the extreme could be disastrous, the implication is that a more balanced distribution or sharing of leadership and management positions among women and men would be advantageous to the organization.

Characteristics of Feminist Leadership as Distinguished from Traditional (Masculine) Leadership (Aburdene and Naisbitt, Megatrends for Women, 1992)

Feminist	Traditional
Empowers leadership	management
reward empowers	punishment
values creativity	limits and defines
vision	imposes discipline
Teaches	bottom line
facilitates	gives orders
teaching archetype	military archetype
Restructures	
change in the center	control at the top
networking/web	hierarchy
flexible	rigid
mutual contract for results	performance review
systemic	compartmental
holistic	mechanistic
Role model	
acts as role model	issues orders
Shows openness	
reaches out	reaches up or down
nourishing environment for growth	keeps people on their toes
information availability	information control
Questions	
asks the right questions	knows all the answers

Gender-responsive leadership styles allow more democratic decision-making. Instead of a purely top-to-bottom approach, people at different levels are given wider latitude to contribute to agency policies, plans and programs. In some departments, for example, programs are suggested or initiated by the implementing bureau rather than by central management. Bottom-up consultations, which can generate important information and data for policy formulation and program planning, can be initiated by the bureaus among their respective client groups to identify the particularities of the needs of women and men at the field level.

In a gender-responsive setup, leaders view personnel as partners in meeting agency goals rather than as mere implementers of decisions made by others. Staff members are allowed and even encouraged to voice out opinions, propose innovations and air disagreements. Information about organizational goals, performance targets, accomplishments, and even setbacks is freely shared



vertically or horizontally among members. Top officials do not isolate themselves, are more accessible for consultation, and engage in genuine dialogue and open communication with lower ranking personnel.

Formulating gender-responsive policies

A critical area — and an important entry point — for mainstreaming gender is the organization’s set of policies expressed in official statements such as executive orders, memoranda and guidelines. Policies spell out the priority thrusts of an agency and provide basis and direction for its operations. A policy is gender-responsive if: a) its formulation took into account the particular situation of women and men and how the policy might affect them differently, b) it seeks to correct gender-based discrimination and neglect, and c) it supports the gender mainstreaming agenda of the government.

Two types of gender-responsive policies may be noted in terms of beneficiary: a) those that address the concerns of personnel (e.g. sexual harassment, flexible working hours, maternity/paternity leave, human resource development/management); and b) those that govern or affect the agency’s clientele (e.g. farmers, civil servants, workers, children) in relation to sectoral concerns (e.g. agriculture, labor and employment, education, health).

Examples of policies that support the gender mainstreaming agenda are administrative issuances creating GAD FPs, guidelines that specify the inclusion of gender concerns in an agency's programs/projects, and directives for the collection and generation of sex-disaggregated data in support of gender-responsive planning, programming, budgeting, implementation, monitoring and evaluation.

The Department of Labor and Employment

One department that has consistently shown gender responsiveness through its policy issuances is the Department of Labor and Employment (DOLE).

In Administrative Order No. 86 (1990), DOLE designated point persons and assigned a technical working group represented by the different units/offices/bureaus, to effect gender mainstreaming. Guidelines were formulated to incorporate gender concerns in the department's programs. The guidelines specify that the different units infuse GAD through

- regular programs that are aligned with DOLE's three policy objectives of employment generation, workers' welfare and protection, and industrial peace; and
- programs that address priority issues or those that are focused on addressing women's issues in labor and employment.

Another policy initiative is the issuance of AO No. 71 in 1991. This AO directed all bureaus/offices/attached agencies of DOLE to adopt the principle of equal employment opportunity (EEO). To supplement the AO, the different units were directed to:

- review and study existing laws, programs and projects related to EEO;
- develop a data base;
- monitor and evaluate enforcement of standards and implementation of relevant programs; and
- conduct a massive information dissemination campaign on GAD.

These measures were important because gender bias had been observed in the selection of women for promotion to certain positions. Prior to the said AO, most labor mediators were men, as were those in

certain managerial positions like labor attaches and regional directors. With AO 71, the number of women promoted to these positions increased.

DOLE marked another milestone in gender-responsive policy making when it issued AO No. 80 in 1991 (amended by AO No. 68 in 1992) protecting women from sexual harassment - the first government agency to do so. Unions in the different attached agencies and offices were consulted three times in the formulation of the policy, which also went through nine grueling revisions before it was finally approved and signed into a department policy. Prior to the drafting, orientation sessions on gender issues and sexual harassment were conducted by the department's Bureau of Women and Young Workers (BWYW) among its legal department and union officers. Those who were actively involved in drafting the policy consider it to be an invaluable gender sensitizing experience.

Other means of reinforcing a gender-responsive organizational culture

Maintenance of a sex-disaggregated data system. This permits a more accurate analysis of the unique situation of women and men whether as clients or as employees, and consequently a more appropriate response to their concerns.

In planning interventions for employees and clients, agencies should ensure that problems/issues are identified and targets set based on sex-disaggregated data. Performance monitoring and evaluation reports should also specify accomplishments by sex, to determine if the needs of women and of men are addressed. As much as possible, annual reports, position papers, project proposals, newsletters and other documents should make use of sex-disaggregated data.

Statisticians, project or program officers and implementers, HRD staff, and all personnel responsible for gathering, generating and publishing information about the agency's work, its clientele and its personnel, will need management support to produce the needed data. A directive or mandate from the agency leadership regarding data gathering/generation and the allocation of resources - people,

time, money — should start things off. Appropriate training or technical assistance on data collection, processing, generation and analysis, including computerization, should be included in the career development plan. A very important support is gender sensitivity training for concerned staff, especially statisticians, to enhance their appreciation of these data.

The role of national statistical agencies, such as the National Statistics Office and the National Statistical Coordination Board, is highlighted in the concern for sex-disaggregated data. Likewise, the leadership of statistical agencies attached to line departments (e.g. the Bureau of Agricultural Statistics under the Department of Agriculture and the DOLE's Bureau of Labor and Employment Statistics) in promoting and producing data by sex and other variables is an important factor in the building of a gender-responsive bureaucracy. Networking between and among these agencies, including NEDA and NCRFW, for the needed mutual assistance on gender and statistics should be maintained.

Use of nonsexist language. Language is a potent instrument of change. It conditions the mind and influences what people think, feel, say and do. The deliberate use of nonsexist language in the organization's daily life helps promote a more gender friendly atmosphere.

Distinguishing women from men in writings and speeches calls attention to their particular characteristics, needs and situations. By

reinforce a gender responsive organizational culture with--

- **sex-disaggregated data**
- **nonsexist language**
- **organizational values**
- **prevention of sexual harassment**

taking pains to refer to the sexes as “she” or “he” and not just the latter for brevity’s sake, we help bring about awareness of women as distinct members of humanity and avoid subsuming their personhood or identity.

Imprecise language, on the other hand, could result in ambiguity or being unclear as to whether a man or woman is being referred to, and stereotyping in which unsupported or biased connotations about sex roles and identity are conveyed (UNESCO, 1999). The use of masculine terminology for both sexes renders women invisible, and does women an injustice by making it unlikely for their particular needs to be given attention or their contributions to be acknowledged.

Agencies should therefore pay attention to the language they use in the following organizational elements and materials:

- mandate, policy statements, objectives, structure, agency folio. (Does the mandate articulate the concerns of its women and men clients? Are policy statements worded in general or sex-specific terms? Are the head positions in the organizational structure no longer referred to as Chairman or Vice Chairman of the Board?)
- job and position titles, job descriptions.
- personnel manual or standard operating procedures. (One significant project of the CSC is the development of a Manual on Gender-Sensitive Test Item Construction to be used not only by CSC’s test technicians but also by all employees to promote the use of nonsexist language.)
- published and unpublished materials produced by the organization such as annual reports, evaluation reports, newsletters and journals.
- speeches, position papers, documentation.
- training and seminar materials.
- internal and external communication (memos and letters).

UNESCO’s Guidelines on Gender-Neutral Language (1999) gives some examples of how masculine terms commonly applied to

both sexes could be replaced with sex-specific or neutral language. The University of the Philippines’ Center for Women’s Studies has similarly come up with guidelines on nonsexist writing.

Common expression	Alternative
man, mankind	humanity, people, humankind, men and women, we, ourselves
manpower	staff, employees, personnel, workers human resource
man and wife	husband and wife, wife and husband
businessman	business manager, business executive
chairman	chairperson, presiding officer, chair
draftsman	designer
fireman	fire fighter, fire crew, fire brigade
policeman	police officer
salesman/lady	sales attendant, shop assistant
sportsman	athlete, sportsman/sportswoman
statesman	political leader, stateswoman (where appropriate, public servant)

Examining organizational values. Organizational culture consists of deep-seated beliefs about the structure of work, the system of authority and control, reward and incentive systems, the combination of obedience and initiative expected of employees, attitudes towards work, house rules and procedures, and codes of dress and behavior, among others. Organizational culture has been viewed as a critical factor in determining an organization’s effectiveness, as it significantly contributes to the organization’s capacity to respond to changing environments and situations. All organizations have cultures that convey norms governing values, beliefs, activities and goals. (*Smith and Hutchinson, 1995*)

Organizational values are principles, beliefs, tenets and standards that organizations prize and publicly and consistently affirm. They form an important part of its culture and should be reviewed now and then. Examining an agency’s core values to make sure that these are aligned with gender equality goals is a significant step in the cultivation of an organizational culture that is responsive to gender concerns.

Agencies planning to undertake a review of their corporate values may find guidance in the following experience of NCRFW.

Developing the Core Organizational Values of the NCRFW

In 1997-1998, NCRFW undertook significant organizational strengthening, in response to an identified need based on the evaluation of the CIDA-assisted ISP, Phase I. Major internal challenges to the whole organization also triggered NCRFW's decision to examine its core values and develop a set that would be fully understood by all employees and which they can claim as their own. The expectation was high for the NCRFW as the national machinery on women to hold and live the values that it preaches and advocates. Management thus decided to hold a seminar-workshop of all employees, in historic Corregidor Island in Bataan Province.

The main objective of the seminar was to discuss the organization's core values. In preparation, all divisions held team building exercises where each group developed their group norms. This output, which considered internal issues relevant to the values of the organization, served as the basis for the development of the core values.

The seminar yielded a draft set of values which was consolidated, reviewed and refined by a task force, composed of representatives from all divisions, especially constituted for the purpose. The task force held a series of meetings, including subcommittee meetings, and accomplished the following:

- formulation of a task plan to systematize the committee work;
- identification of guiding principles for the integration of the outputs, in which it was emphasized that no member may dictate his or her personal values on the group in the interpretation of workshop outputs, and that no idea or thought will be removed in the course of merging, rewording, and clustering or de-clustering the values and their behavioral indicators;
- trimming down of the number of core values to six, i.e., equality, empowerment, professionalism, honesty, commitment to GAD, and teamwork;
- clustering of indicators; and
- synthesis, rewording and presentation of committee output.

In processing the workshop outputs, the task force took utmost care to ensure that the synthesis and rewording remained faithful to the original ideas and intents. After each processing, the task force went back to

the employees by division and made certain that everyone was involved in the review and refinement of the document.

The task force then held two validation sessions with all personnel to clarify concepts and flesh out unresolved issues. The animated discussions, and the wide and full participation of the employees during these sessions, showed their great interest in developing and finalizing the core values for NCRFW. The organizational core values were formally adopted by the employees in December 1998, and by the Board of Commissioners in January 1999 at the first planning workshop with the management committee.



Preventing and addressing sexual harassment.

Government's resoluteness in addressing gender-based issues and concerns is seen in its efforts to deal with sexual harassment (SH) in the workplace. The law on SH (RA 7877) has enabled victims to bring the problem into the open without being fearful that the case will get nowhere or that they are defenseless against reprisal by the offender. Cases of SH occurring in government agencies have been reported and resolved, at times with media coverage. The CSC is preparing a compilation of such cases and is fine-tuning the procedures and protocols for settling SH cases to further assist victims.

After the CSC issued its memorandum on sexual harassment (MC 19, s. 1994), a number of agencies set up mechanisms to address complaints. The DENR, in Administrative Order No. 96-33 (DAO 96-33) dated October 31, 1996, issued Implementing Rules and Regulations on RA 7877. DAO 96-33 defines the offense and identifies specific acts and forms of SH. It creates a Committee on Decorum and Investigation of Sexual Harassment, sets the procedure for the disposition of cases, and prescribes penalties.

Additional measures taken by the DENR to prevent SH include the following:

- extensive awareness campaigns and informal education on gender-related issues; research and survey to determine the extent of the problem, come up with a profile of harassers and their victims and targets, and show the forms that SH can take and the harm it can do.
- promulgation of appropriate rules and procedures in consultation with, and jointly approved, by the employees through their representatives, prescribing the guidelines on proper decorum, the procedures for the investigation of SH cases and the administrative sanctions for these.
- dissemination of a copy of DAO 96-33 to all officers and employees and posting of a copy in conspicuous places in the department and in training venues.

Sexual harassment deserves priority attention because it violates human rights, damages the victim's morale and causes psychological pain that affects productivity and performance. In preventing sexual harassment, agencies may consider such activities as: seminars on the intent and provisions of RA 7877; gender sensitivity training towards a deeper understanding of gender issues; production and dissemination of information materials on SH; and incorporation of gender sensitivity sessions in the agency's regular training program.

Deriving lessons, insights from experience

To approach gender mainstreaming more systematically, a number of tools and frameworks that provide standards for agency processes and procedures have been developed in the Philippines. These are intended to guide agencies in assessing where they are in a GAD continuum and in helping them move forward.

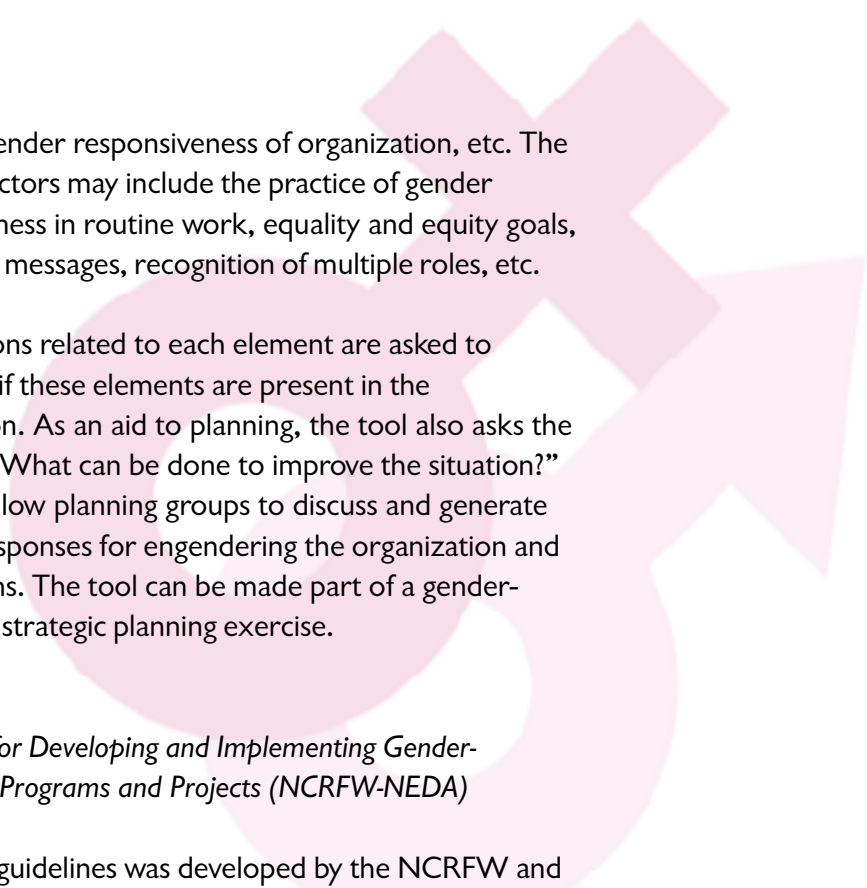
The tools, described below, were culled from agencies' best practices or experiences, pointing to the fact that organizations normally go through a continuous process of learning the most effective way to mainstream gender. These documents are available from the NCRFW.

The Gender Mainstreaming Evaluation Framework (NCRFW)

The Gender Mainstreaming Evaluation Framework, or GMEF, can be used to track the progress of mainstreaming initiatives by showing to what extent agencies have “moved forward, stepped backward, or remained basically in the same stage.” Designed primarily to help the GAD focal points and other technical people (e.g. planners, monitors, evaluators, analysts), the GMEF identifies the major entry points and stages of gender mainstreaming. It cites the experience of selected agencies in meeting the challenge of gender mainstreaming, highlighting some best practices and how the agencies were able to manage the problems encountered.

Home Situation Assessment Kit (Amaryllis T. Torres)

The Home Situation Assessment Kit is designed to assist development planners and workers in doing a critique of their own peculiar situation. The results can be used as input in the development of a framework for integrating the gender perspective into the agency's programs and services. The Kit enumerates the organizational and program factors considered important in mainstreaming gender in the organization. Examples of organizational factors are: mandate and objectives, sponsorship for GAD, gender sensitivity of



workers, gender responsiveness of organization, etc. The program factors may include the practice of gender responsiveness in routine work, equality and equity goals, gender-fair messages, recognition of multiple roles, etc.

Key questions related to each element are asked to determine if these elements are present in the organization. As an aid to planning, the tool also asks the question, “What can be done to improve the situation?” This is to allow planning groups to discuss and generate possible responses for engendering the organization and its programs. The tool can be made part of a gender-responsive strategic planning exercise.

Guidelines for Developing and Implementing Gender-Responsive Programs and Projects (NCRFW-NEDA)

This set of guidelines was developed by the NCRFW and NEDA to link GAD theory with practice, a task that has proven formidable for government. The guidelines are a useful tool for project developers, implementers and evaluators in integrating gender concerns into development programs and projects. They address the different stages of the project cycle, namely: project identification and preparation, investment program formulation, project evaluation, implementation and monitoring, and post-evaluation and impact assessment. For easy reference, the guidelines are organized based on each stage of the project development process.

Generally, each section of the document gives a brief description of the process involved in every stage of the project development cycle. Guidelines on how gender concerns can be fully incorporated in the process follow, with guide questions to help users pinpoint other important information and details.

Gender Mainstreaming Handbook for Local Development Workers (NCRFW-NEDA RO I, VIII, X, DA)

This sourcebook resulted from the gender mainstreaming experiences of the Department of Agriculture (DA) and NEDA at the sub-national levels. It provides the conceptual framework and practical strategies for mainstreaming gender in the regional and local development planning process. As a straightforward tool for advocates, planners, policy makers and implementers of gender-responsive programs, it will enhance the effectiveness of existing planning, programming and monitoring guidelines especially at the regional and local levels. It also suggests ways to introduce gender concepts and practices at such entry points as situational analysis and the formulation of goals and objectives, policies and strategies, programs and projects, among others.

The Women's Empowerment and Equality Framework (Sara Longwe)

The Women's Empowerment and Equality Framework (WEEF) was developed by Longwe and adopted by the UNICEF to integrate gender into its program planning. Dynamic and creative, it is envisioned as an easy-to-use conceptual basis for gender-responsive assessment, evaluation and programming. The core of the WEEF is its argument that women's development can be viewed in terms of five levels of equality, of which empowerment is an essential element at each level. The levels are: welfare, access, conscientization, participation and control. By using the framework, development planners can tell at what level a program/project is and determine the point of intervention, to move women to higher levels of equality and empowerment.

3 P A R T

Gender-responsive Career and Personnel Development and Human Resource Management in Government

Much of an organization's success depends on whether its people have the necessary intellectual, psychological and physical competence to perform their jobs. Personnel could be expected to give extraordinary performance if they have the necessary personal and professional preparedness, which a nurturing work environment helps bring about. Human beings are flexible, extremely adaptable and “capable not only of performing well-defined and pre-determined or pre-planned scales but also of something more important — the creative.” (*Ortigas (1987) in Ortigas 1997*)

The field of human resource management and development (HRMD) deals with the range of activities and concerns for people in the organization, from hiring to human resource planning. In the Philippine Civil Service, HRMD concerns fall under the career and personnel development umbrella while matters relating to appointment and other movement of personnel are categorized as personnel action.

Part III will look at the importance of being gender-responsive in career and personnel development, as a means to ensure that government agencies meet their objectives through a dynamic, competent and professional workforce. Emphasis is laid on existing training and development programs which could open opportunities for women to grow professionally, cultivate their managerial and leadership skills, and increase their participation in decision-making positions. Also discussed are the human resource mechanisms for maximizing performance, and improving the satisfaction levels of women and men employees by providing them with satisfactory working conditions. The mechanisms cover recruitment, employee benefits, performance evaluation, employee relations and services.

Part III also directs attention to the application of gender mainstreaming principles in HRMD policies and practices in government. While many government agencies have had some success in mainstreaming gender concerns in their programs and services, they have yet to purposely and systematically implement a gender-responsive HRMD plan. This sourcebook is an attempt to help them start the process.

The Civil Service Commission as a Lead Agency in Gender Mainstreaming in the Bureaucracy

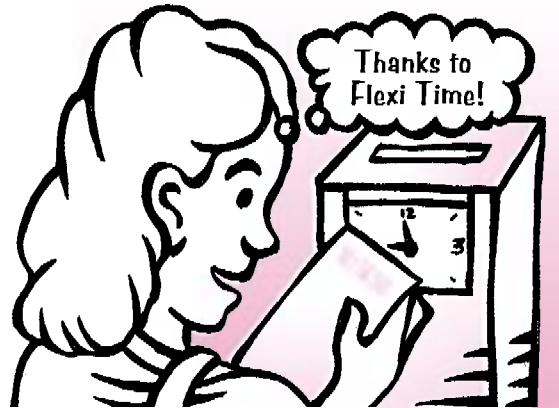
The development of a gender-responsive bureaucracy is an important concern of the Civil Service Commission. As the central agency for personnel concerns, CSC is tasked to

“establish a career service, adopt measures to promote morale, efficiency, integrity, responsiveness, and courtesy in the civil service, strengthen the merit and rewards system, integrate all human resource development programs for all levels and ranks, and institutionalize a management climate conducive to public accountability...”

It is also CSC policy to decentralize personnel functions and to delegate corresponding authority to the agencies where such can be delegated (Sec. 1, Chapter 1, Title I, Subtitle A of Book V of EO 292). Accordingly, it monitors agency action pursuant to its mandate to “inspect and audit the personnel actions and programs of the departments, (and) conduct periodic review of the decisions and actions of officials and employees to whom authority has been delegated...” (Sec. 12, (15)).

With its pivotal role in the implementation of a gender-responsive HRMD program, CSC came up with a number of innovative policies and programs that include the following:

- implementation of flexible work hours for government offices, to give employees leeway in dealing with family responsibilities and commuting difficulties.
- promulgation, as early as 1994, of a policy on the handling of sexual harassment cases in government.
- policy reforms such as those on maternity and paternity leave, scholarship benefits for female and male employees.
- initiation of affirmative action to increase women’s representation in executive positions.



*“the development
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Civil Service Commission”*

CSC pursues its gender mainstreaming efforts through a continuing review of some of its strategic mechanisms and processes. With financial assistance from the CIDA-ISP II, it is developing a number of tools and guidelines for its use as an organization and as an oversight body. An organization development process and an organizational study conducted prior to these projects enabled CSC to align GAD objectives with the agency's mission and vision. These tools are:

- *GAD awareness cum GAD conceptual clarity sessions for top level officials and key personnel of the CSC.* The role of top and middle level officials in GAD advocacy is underscored in this project where increased clarity and shared understanding of GAD concepts is expected to facilitate gender mainstreaming work.



An Enhanced Values Orientation Workshop (VOW) program. Every government official and employee is required to take part in a values orientation seminar integrating GAD concerns into the VOW workshops will help government employees understand how the roles and situation of women and men can differ and what the implications might be for the planning, programming,

implementation and monitoring of government programs.

- *A manual on how to handle sexual harassment cases.* Sexual harassment as a work-related issue is being addressed by government in pursuance of RA 7877, which defines SH and declares it unlawful in the employment, education and training environment. Through the CSC, government agencies were instructed to put up their own guidelines and mechanisms to ensure that sexual harassment is prevented and complaints whether by female or male employees are settled speedily. The project will come up

with a set of protocols to aid lawyers and members of agencies' Decorum and Investigating Committees to more effectively and efficiently handle complaints and thereby strengthen the existing system of legal support to victims.

- *A training module on gender and governance.* A basic module will be developed for use in the regular training programs for government employees, so women and men can bring out gender issues in their respective areas of concern and devise appropriate interventions.
- *A gender-responsive Merit Promotion Plan (MPP).* Each government agency is required to establish a Merit Promotion Plan together with a System of Ranking Positions as a guide in the objective evaluation of employees who are considered for promotion. A gender-sensitive MPP will give qualified women and men an equal opportunity to be appointed to higher positions.
- *Civil service examinations with a GAD perspective.* This project intends to sensitize prospective civil service examinees as well as test writers to gender issues. Examinations to be covered will be the sub-professional for first level entrants, the career service (CS) professional and those for police officers. Also covered are agency-requested examinations such as pre-qualifying tests for the Foreign Service and the Foreign Trade for the second level, CS executive examinations for the third level, and scholarship examinations for the local scholarship program.

CSC efforts to enhance the gender responsiveness of HRMD in the bureaucracy is a clear signal for the rest of the agencies to follow suit, and to use the tools and guidelines to improve performance. The outcome of their efforts will be gauged through the resulting demographic profile of government employees.

Towards a Gender-Responsive Career and Personnel Development Program

The objective of a gender-responsive career and personnel development program (CPDP) is to improve agency performance by creating a working environment that is conducive to the professional growth of all employees. The program also aims to level the playing field for women and men by consciously applying gender equity principles in the implementation of HRMD policies and in HRMD practices. The CPDP shall serve as a basis for affirmative action programs and other interventions to correct imbalances in the status of female and male workers. These interventions could be in the form of support systems to ease women's so-called double burden, and special arrangements to help women acquire skills, avail themselves of wider employment opportunities, and gear up for higher level or traditionally male-dominated positions or occupations.

It would be well to remember that certain factors and conditions go into the successful development and application of the program. These factors include

- the prevailing policy on HRMD and the agency's explicit adoption of the GAD policy;
- the role of and importance attached to HRMD by top management;
- the capability and interest of the implementers of the program;
- the resources available for program implementation; and
- the process by which the program was developed by the agency.

Career and personnel development policies in government

Although each of the different areas of concern for government personnel is covered by a specific civil service rule, agencies are encouraged to design a gender friendly CPDP and see to its implementation. Civil service policies clearly stipulate not only the importance of developing human resource but also underscore equal opportunity for women and men in the bureaucracy.

Relevant provisions of the Omnibus Rules Implementing Book V of Executive Order 292 (the principal source of guidelines on the civil service) emphasize the importance of human resource development. Rule VIII, Sec.1 of the Rules state that:

“Every official and employee of the government is an asset or resource to be valued, developed and utilized in the delivery of basic services to the public. Hence, the development and retention of a highly competent and professional workforce in the public service shall be the main concern of every department or agency.”

The Rules accord men and women equal opportunity to enter government service, with merit and fitness being the primary consideration in appointment.

“All appointments in the service shall be made only according to merit and fitness to be determined as far as practicable by competitive examinations.” (Rule V, Sec.1)

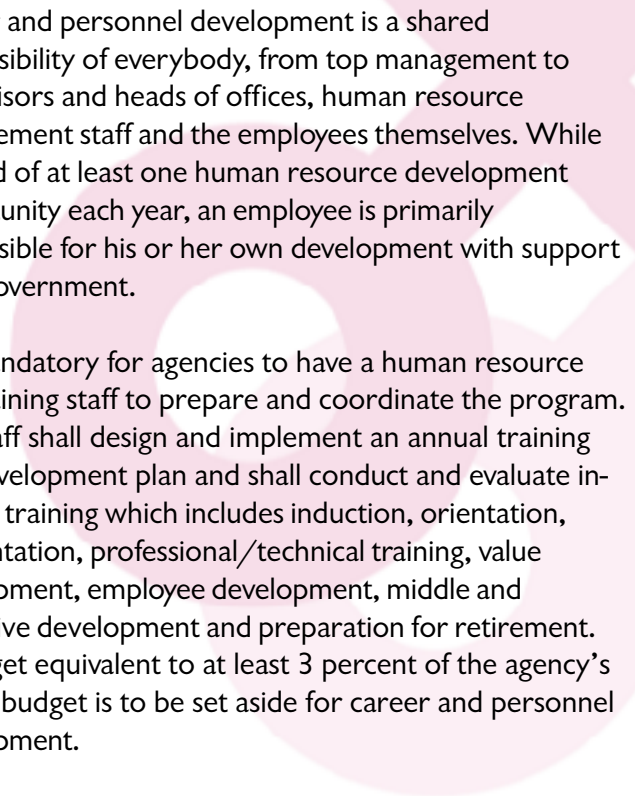


“Opportunity for government employment shall be open to all qualified citizens and positive efforts shall be exerted to attract the best qualified to enter the service. Employees shall be selected on the basis of fitness to perform the duties and assume the responsibilities of the positions.” (Rule II, Sec.1)

The Rules also set more detailed guidelines on the development, implementation and monitoring of career development programs. Following are the highlights:

- Each agency is required to establish a continuing career and personnel development program for all personnel and to create an environment or work climate conducive to the development of personal skills, talents and values for better public service. The program is to be based on an integrated human resource and personnel development system driven by up-to-date personnel data and information, including data on the performance appraisal of each employee.
- Career and personnel development plans shall include provisions on merit promotion; performance evaluation; in-service training; overseas and local scholarship/training grants; suggestions, incentive awards systems; provisions for welfare, counseling, recreation and similar services; and other human resource development interventions such as job training, counseling, coaching, job rotation, secondment and job swapping.



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- Career and personnel development is a shared responsibility of everybody, from top management to supervisors and heads of offices, human resource management staff and the employees themselves. While assured of at least one human resource development opportunity each year, an employee is primarily responsible for his or her own development with support from government.
 - It is mandatory for agencies to have a human resource and training staff to prepare and coordinate the program. The staff shall design and implement an annual training and development plan and shall conduct and evaluate in-service training which includes induction, orientation, reorientation, professional/technical training, value development, employee development, middle and executive development and preparation for retirement. A budget equivalent to at least 3 percent of the agency's annual budget is to be set aside for career and personnel development.
 - In no case are female nominees to be discriminated against in access to local or foreign scholarship, training or any human resource development opportunity. Pregnant women and married women with children irrespective of age can be nominated. *(Rule VIII of Omnibus Rules Implementing Book V of EO 292)*

It is clear from the foregoing that there is a solid basis for the development and implementation of a gender-responsive HRMD program.

The next important step is to determine if the agency has adopted a GAD policy pursuant to the legal mandates mentioned in Parts I and II of this paper. A GAD policy is reflected in the agency's performance targets and key result areas (KRAs). There should also be a mechanism in place such as a GAD Focal Point, to coordinate and monitor the implementation of the policy. The GAD policy will serve as the springboard for the development and implementation of a gender-sensitive CPDP and the basis for allocating resources for it.

With the implementation of relevant GAD policies now being monitored more closely, many government agencies have included GAD commitments in their KRAs (e.g. DENR, DILG, DOLE). However, for those just starting, the HRD office could take the initiative in proposing a KRA for inclusion in subsequent submissions of the agency's performance commitments.

Roles of stakeholders in the development and implementation of a gender-sensitive CPDP

Top and middle management. Government agencies are required to have a human resource development and training staff to take care of their CPD needs, and to fund the program with at least 3 percent of the agency's budget.

For the program to succeed, top management has to accord it high priority and support it actively through its various phases. Officials have to issue the necessary instructions for its development, implementation and evaluation, and allocate the resources. However, top management will need the support of line managers, especially the HRD manager, in gaining a better understanding and appreciation of what a gender-sensitive CPDP consists of.

Managers play a crucial role in the success of the agency's CPDP for the following reasons:

- They have to implement CPD activities with their subordinates, such as training, coaching, counseling.



*"at least 3% of an
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for a CPDP"*

- They have to provide inputs to the HRD manager on training needs and other HR practices.
- They are part of the recruitment and promotion process as they interview applicants, orient new recruits, recommend promotion and attend to other personnel concerns.
- They do performance appraisal, communicate ratings, and recommend interventions or reforms including disciplinary measures.
- Most importantly, they are responsible to top management for the performance of their subordinates and unit.

Communication lines between HRD and line managers should always be open. HRD managers should also be on the lookout for the training and information needs of line managers, particularly regarding new methods and strategies such as the gender mainstreaming strategy.

The HRD manager. Career and personnel development seeks to meet the goals of both the agency and the employee. Human resource skills, knowledge, goals, interests have to be aligned with the agency's present situation, mandate, environment, plans and future direction. The role of the human resource manager is to manage the interaction of these objectives towards a mutually satisfying and beneficial outcome. In particular, the HRD manager is responsible for

- coordinating the development, implementation and evaluation of the HRMD program in line with the agency's objectives;
- establishing procedures, mechanisms and methods in HRMD; and
- advising and assisting management on HR matters.

To successfully develop and implement a gender-responsive CPDP, the HRD manager must

- have the necessary technical expertise, experience and solid background to manage the program.

- have a strong faith and sincere interest in people and their critical role in the organization, and in this connection must be familiar with the prevailing culture or norms that might facilitate or hamper career development goals.
- be gender-sensitive and adopt a gender-responsive style of management which is characterized by participatory, empowering and people-oriented leadership.
- exercise flexibility, innovativeness and creativity in pursuing career development by identifying existing structures, programs or opportunities within and outside the agency that could serve as venue for career development.
- maintain a strong, visible and active relationship with top management and with the various heads of offices towards a continuing needs identification and analysis, performance feedback, and review of the effectiveness of career development programs.

Personnel. Personnel as main beneficiaries and implementers are at the core of the CPDP. The success of the program depends on the extent to which they cooperate, the seriousness and importance they attach to the learning process, and their application of lessons learned to their tasks and the daily work setting. Employee performance as seen from periodic evaluation, and the extent to which the agency meets its targets, are the ultimate indicators of the success of the CPDP.

As the primary targets of a gender-responsive CPDP, women employees should endeavor to take part in the program as fully as possible. They have to be more assertive about seeking their own advancement, and shed off any negative attitudes they may have about themselves, their roles and their environment. They have to learn to plan well, work hard for their goals, and claim their victories not timidly but with much eagerness to make a difference in the lives of other women as they did with their own.

The CPDP formulation process

A note on the significance of human resource planning. Human resource planning is a process where the agency identifies its future human resource requirements over a certain period (3 years or less) for specific offices or groups of positions, and plans how to meet these needs. Planning anticipates the skill requirements for the various positions, when and where people will be needed and therefore, how and when they will be recruited.

Planning compares demand with supply. Demand is the number and characteristics of people to be needed considering employees' plans for retirement, transfer, going back to school, and possible promotion as well as the agency's future reorganization, downsizing or expansion. Supply looks at the present work force as compared with what is required. The difference between the two is the number still to be hired or to be relieved by the agency for the plan period. If there is an anticipated oversupply, the agency may resort to a freeze in hiring, early retirement or job sharing. In case of an undersupply, hiring additional people or improving the productivity of present personnel through retraining or skills upgrading may be considered.

Human resource planning provides a sound basis for all other HRMD activities, including career and personnel development. Moreover, it allows the agency to adequately and smoothly respond to impending changes and accordingly prepares people for these. (Kleiman, 2000)

The quality of a CPDP depends on the process by which it is formulated. Quality implies that the program reflects the needs of women and men employees because they were consulted in its formulation, the objectives and timetable are realistic, there are clear indicators of achievement, and resources are available for its implementation.

A gender-responsive CPDP presupposes that HRD personnel and the principal stakeholders have an understanding of gender and development concepts and issues so that they could be guided in its formulation. An intensive seminar on basic gender sensitivity and gender-responsive planning is highly recommended. The NCRFW or any of the agencies mentioned in this document may be approached for training assistance.

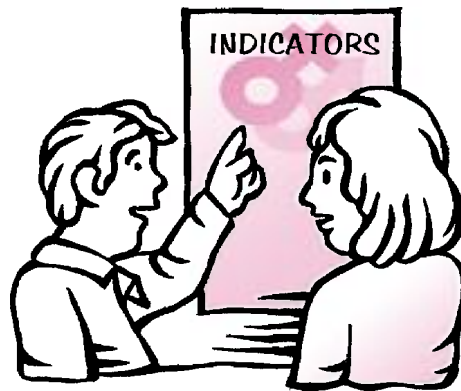
The formulation of a CPDP should follow the usual procedure in program development such as gathering information for the program; defining objectives, targets, critical strategies, specific activities; estimating resources; and setting monitoring and evaluation parameters. To ensure that the process is gender-sensitive, recommendations for each stage are presented for the consideration of all concerned personnel.

1. **Gathering relevant information for the program**

There are primary and secondary means of collecting information. Secondary data would come from a review of the present CPDP as to its adequacy in meeting gender-responsive targets, and an analysis of employment records. Opinions and ideas from employees could be gathered through a survey or through focused group discussions.

- a. **Review of existing CPDP.** The existing program may be examined as to the clarity of its policies, objectives and targets, the sufficiency of its resources, and whether a feedback and monitoring system is in place. The strong and weak points of the program may be seen from the following:
 - *Policy.* Determine if
 - the policies are clearly spelled out and are understood by employees and are uniformly and consistently applied.
 - there is anything in the policy that might pose a legal impediment to the equal participation of women and men in career and personnel development.
 - the policy overcomes any social or cultural stereotypes that deter women's increased participation in the agency.
 - the program includes affirmative action strategies.
 - there is a career planning or pathing program for women and men.
 - *Program preparation.* Examine if
 - the objectives of the CPDP are directed to the needs of both male and female employees.

- women and men of all ranks were consulted about their career plans, their availability for training, the effect of their multiple roles, and what strategy might best support their plans.
 - a gender-based data system for HRD or a monitoring system is in place.
- **Resource allocation.** Consider if
 - there are indicators to show whether women and men equally benefit from the career and personnel development program.
 - the allocation of resources for HRD is equitably distributed between male and female employees at various levels
 - scholarship slots are allotted according to certain criteria known and understood by the employees.



- **Plan implementation.** Consider these questions:
 - Do training managers and implementers have adequate information and proper appreciation of gender and development concerns? Do they have the capability to implement a gender-responsive career and personnel development program?
 - Do HRD personnel, particularly the head, discuss the program as well as possible problems of implementation with the employees? Is everyone's opinion or idea heard and respected? Is feedback and feed-forward practiced by everybody?
 - Is the program so structured that it empowers both the implementers and the beneficiaries? Does it give them a sense of contribution and progress?
 - Does the program help employees develop their potentials and overcome their weaknesses?

b. **Review of employment records.** Employment records tell the employee's history very vividly from recruitment to promotion, transfer, assignment and so on. They also reflect the implementation of CPD policies

and practices. Records should be examined for the following:

- *The employment situation of women and men.* A look at the distribution of the sexes at all levels can reveal job stereotyping, unequal access to certain positions and gaps between the wages of women and of men. Discrimination may also be noted in the type of appointment (permanent, casual or contractual) given, the kind of work performed, and workload.
- *Work history.* Work history describes the relative movement of women and men in the professional ladder. Data should therefore be available on the average length of service of women and men in each job, their rate of promotion, the annual employee turnover, and the results of exit interviews which reveal reasons for departure. A longitudinal analysis of the rise of women, compared with men employees, in the hierarchy would provide interesting insights into their career progress.
- *Training history.* Comparison of the nature, amount and frequency of training given to men and women could be made from a review of training and scholarship opportunities availed of in the last three to five years. The courses' content, duration and relevance to the trainees' needs should also be looked into.
- *Grievance and employee welfare issues.* Employee concerns and the agency's response to these may be gleaned from records on job-related complaints. The records would also bring to the surface instances of sexual harassment in the organization, how these were dealt with, and what support was made available to the victims.
- *Family situation of employees.* The records of employees should show something of their personal and family circumstances, particularly those that affect performance. Pertinent information would include

data on the marital status of employees including single parents, how many children/dependents they have, whether married employees are the sole family provider or not, whether the family rents or owns its residence, employees who still go to school, and others.

c. **Getting opinions and ideas.**

Agencies may consider doing an opinion survey to get the employees' pulse on GAD and help set the direction of awareness raising and other GAD programs. Whenever necessary, focused group discussions should supplement the results of the survey.



Part of the organizational study conducted by CSC to determine its readiness for GAD was an opinion survey which inquired into the level of gender awareness among employees. For example, employees were asked to describe the relations of women and men in society, and to comment on how GAD can be useful in their work, how they can be motivated to do gender mainstreaming, and what knowledge, skills and tools they might need to participate effectively.

Asking employees for information will make them feel that their opinions, ideas and needs matter, and will help ensure that the program will be more responsive to the problems being addressed.

One way to do the survey is to prepare a set of questions for each topic of concern, and to administer each set on separate occasions to particular groups whenever appropriate. Questions should be clear and easy to answer. The respondent's sex, position, assignment or posting (central or regional office), age, marital status, educational attainment and other particulars should be noted down, since such information can be used to give direction to future interventions. Following are suggested topics:

- perceived characteristics of women and men as persons; perceived roles of women and men in the home, at work and in the community; what they consider as the most important roles for each.
- opinion on such issues as sexual harassment; a person's sexual orientation, homosexual relations; sharing of parental, home and economic responsibilities by husband and wife, etc.
- degree of employees' satisfaction about their salary, type of assignment or workload, opportunities for training and promotion, work arrangements, facilities for women and men, benefits and other concerns, and reasons for such an assessment.
- perceptions about management's fairness in dealing with women and men employees, whether it is supportive or not of employee development, its approach to problem solving or crisis management, etc.
- perceptions on internal and external forces or factors that affect the organization's performance, its politics, etc.
- suggestions to help the organization become more responsive to the needs of women and men employees as well as clients and beneficiaries.
- experience of discrimination in the past on account of one's sex or status and if a complaint was made and given redress.
- career plans and how the organization might help pursue these.

Results of the survey could generate information on

- employees' awareness of gender issues and gender biases that might exist;
- their level of satisfaction or dissatisfaction with working conditions;
- career plans and aspirations, and training and other career development needs; and
- other problems that have to be addressed.

Information could also be obtained for

- the program's goals, objectives and targets including appropriate strategies or approaches to career and personnel development as well as to GAD concerns, such as affirmative action and suitable activities;
- career and personnel development priorities; and
- the program's resource requirements.

2. Defining the objectives and targets of the program

With the data gathered from the foregoing activities, the formulation of the rest of the plan could follow. In identifying objectives and targets, care should be taken to ensure that

- the goals and objectives of the program are aligned with those of the agency.
- career and personnel development needs of both women and men are specified.
- objectives are clear, appropriate to the problems or issues they are addressing, are realistic and could be achieved within the time frame of the program.
- gender issues that came out in the data gathering phase are addressed.
- clear and gender-based indicators of targets are used to determine equal or equitable access of women and men, and show what has been accomplished.

3. Identifying critical strategies to best meet objectives

Strategies to facilitate implementation should be considered in the design of the program, in particular, strategies that empower women and men. Here are some "do's".

- Emphasize the need for compliance with relevant mandate or policy, such as CSC guidelines, RA 7192, RA 6725, the Equal Employment Opportunity policy, GAD budget.
- Tap management support and involvement in the implementation of the activities, and promote interaction between management and employees.

- Ensure that updated information on employees' performance appraisal and other personnel data, including an operational merit promotion plan, are available as additional input to planning.
- Set up an implementation structure that pinpoints responsibilities and accountabilities and permit identification of bottlenecks or snag.
- Adopt a participatory manner of implementation and decision making; involve women and men as leaders and implementers in various capacities; allow opportunities for leadership for both and whenever possible, rotate the management of certain aspects or areas of the program.
- Ensure that information on the program flows unimpeded vertically and horizontally; devise a communication system that everybody has access to; allow feedback and feed forward from all sides; more importantly, put in place a mechanism to monitor schedules and give the alert when activities are not conducted or completed on time.
- Ensure that tools for the different activities, such as handbooks, manuals and the appropriate technological gadgets and instruments, are readily available.



- Provide support systems — a nursery for mothers with child care needs, a shuttle bus when working late hours, safety and security measures — to allow maximum and worry-free participation of women and men in the activities.
- Ensure that implementers possess the necessary gender orientation interest and skill to undertake the program.
- Consider networking with agencies in similar undertakings, and share lessons and insights with them; consult regularly with appropriate agencies such as the CSC to help steer the program in the right direction.
- Engage consultants and resource persons with proven capability; notably those already knowledgeable with gender issues.

- See to it that the various program components — events, participants, trainers, resource persons, coordinators, resources, tools, venues, etc. — are clearly delineated to avoid confusion, duplication, overlapping and other possible problems. It is best to use a training calendar or chart for the activities. A development plan for each employee may also be designed if tracking individual progress is desired.

4. Estimating resource requirements for the plan

The programming and prioritizing of CPD activities must consider available resources. As has been noted, the required budget for CPD development activities is at least 3 percent of an agency's total appropriations in a given year. These resources must benefit women and men employees equitably.

Estimates of resource requirements must be realistic and within the limits set by government. However, if there is a strong justification, an estimate exceeding the limit may be negotiated with the appropriate office, and should be done as early as possible. To maximize resource use, be reminded of the government policy of “economy and efficiency” in program implementation.

5. Monitoring and evaluating progress

The CPDP must contain a built-in system of monitoring and evaluating progress. A continuing evaluation would allow early identification of problems and possible solutions. It would also give indications for a possible modification or redirection of program implementation.

Monitoring and evaluation parameters should be anchored on the program's elements, such as its objectives, targets, mechanisms or processes, resources and projected effects or impact. Indicators should be clear, tangible, measurable and attainable within the program's duration. Program implementers and participants should work together in designing the system. Data outcomes should be sex-disaggregated. A more effective system allows a continuing periodic assessment rather than a one-shot, end-of-project review.

Ultimately, the effects of a successful CPDP would be visible in the resulting configuration of the employees' personal and professional data as well as in the organization's overall effectiveness and efficiency in discharging its functions.

6. Specific career and personnel development activities

Specific career and personnel development activities should respond to the identified needs of employees. CSC presents categories of career and personnel development activities, such as those identified below, which are part of the integrated human resource development plan and regularly availed by government employees. These include in-service training, local and foreign scholarships, merit promotion, job rotation, secondment, job coaching and mentoring. These will be discussed as career and personnel development opportunities which could work towards addressing the gender issues briefly presented in Part I.

Responding to women's career development needs

One of the concerns of women in government is their low representation in third level positions and their slow entry into non-traditional work or male-dominated areas. Right now, women fill only a third of executive and managerial positions.

Reasons cited for women's poor performance revolve around gender stereotypes and the difficulties experienced by career women with family responsibilities. Men are often the appointing authority, and they think along masculine lines in determining who should be in the power circle. Women's low visibility at the top and their virtual exclusion from power networks do not help the situation. Also, women are expected to sacrifice their career when it conflicts with the demands of family or with the husband's career. And while data may show that more women than men complete graduate and post-graduate courses, their higher educational qualifications have not translated into a bigger share of executive and managerial positions.

Affirmative action is now widely recognized as necessary to help women overcome these personal and cultural barriers and improve their ability to vie for higher positions. This recourse is sometimes called positive discrimination because it entails giving preferential attention to disadvantaged groups like women. The aim is to remedy the effects of past and continuing discrimination through systems or strategies that ensure equality of outcomes (UNESCO). For instance, a female candidate for a training or study grant may be given the edge over a male candidate although their qualifications are about the same.

CSC has taken the lead in initiating an affirmative action program. One of its projects is the maintenance of a list of qualified women who could be nominated for third level positions. Their names and resumes are submitted to the President when a position needs to be filled.



CSC also spearheaded the CAP-WINGS (Career Advancement Program for Women in Government Service) and established WINGS desks in several government agencies. The program seeks to stream women up to positions of power and influence through support mechanisms like policy initiatives, capability building, advocacy and training.

Another example of affirmative action is the provision of RA 7796 (creating the Technical Education and Skills Development Authority or TESDA) that at least one woman representing any of these three areas of concern - employer/industry, labor sector, national association of private technical/vocational education and training institutions - should be appointed to the TESDA Board.

The DENR has also scored a few points, one being the issuance of a memorandum circular specifying that women be appointed to the protected areas management board. It also implemented a program giving recognition to women who have excelled in traditionally male dominated fields. GAD efforts are honored and rewarded through the department's Outstanding

Gender-Responsive Program/Project and Outstanding Woman Implementor Awards.

Following these examples, government agencies could explore other means to bridge the gap between male and female participation in employment, such as helping women plan their career, informing them of requirements or qualifications for higher or more specialized jobs, and giving them priority assistance in terms of education, specialized training, scholarships and assignments. Agencies must also take into consideration the homemaking responsibilities of women aspirants and the support systems that have to be put in place.

Training

This is usually intended to improve individual and agency performance. It may be administered to introduce new skills or methodologies, increase the pool of existing talents, upgrade or enhance existing skills, improve work standards or introduce new technology (Franco & Pimentel). It could be conducted on-the-job or off-the-job, within or outside the country.

For government employees, regular in-service training provided for under Rule VIII, Sec.7 (b) includes the following programs:

- *induction* activities for new entrants in government, to increase their pride, sense of belonging and commitment to public service;
- *orientation* to inform new employees about agency programs, thrusts and operations, and on their duties and responsibilities as well as benefits due them;
- *reorientation* to introduce new duties and responsibilities, and new policies and programs, to employees who have been in the service for quite some time;
- substantive programs in *professional/technical/scientific* areas to improve the skills and knowledge of second level personnel;

- *employee development* courses aimed at maintaining a high level of competence among first level employees;
- set or series of training courses and other activities for *middle management development*, designed to provide division chiefs and officials of comparable rank with management and administrative skills and to prepare them for greater responsibilities;
- *value development* courses to strengthen public service values among employees (one of the basic courses in this category is the Values Orientation Workshop or VOW, with CSC now working on a VOW module that integrates gender and development concerns);
- *pre-retirement orientation* to familiarize would-be retirees with retirement plans and benefits as well as available business opportunities and other productive options/pursuits; and
- *executive development* activities and continuing education to enhance the managerial skills of government officials belonging to the third level.

A training program deserving specific mention is the Distance Learning Program. The DLP primarily targets administrative personnel who are assigned in remote areas and find it difficult to attend training at the usual urban sites. It was conceived as an



alternative HRD intervention to enable employees to update their knowledge of essential management tools and practices. Applicants are given a pre-test and sent the materials, consisting of five modules, for study. They take a post-test after the course. A minimal fee is charged. (CSC MC No. 18, s. 1995 dated August 15, 1995)

In addition to these training areas, the following could greatly assist women's empowerment:

- awareness raising activities exclusively for women to help them overcome cultural barriers to self-development, and specialized skills training to usher them into non-traditional occupations;
- career planning to help women determine how far up they want to go in the agency or within the bureaucracy, and related training such as seminars on assertiveness, social communication, decision making, packaging oneself, and others;
- gender sensitivity training for men, to help them recognize gender bias and stereotyping; for male managers to work more effectively with female colleagues, and for male subordinates to be more accepting of female superiors; and
- specialized training for highly skilled or technical positions relevant to women's education.

Educational support

Scholarships or study grants are offered by the CSC, NEDA or the agency concerned for degree or non-degree courses, the cost of which may be fully or partially covered by the sponsoring agency or a foreign source. The scholar may be freed from office responsibilities, or she/he may be required to work full or part-time.

CSC requires every government agency to set up a scholarship committee. The committee is responsible for defining the guidelines, procedures and mechanics for sourcing and programming

scholarships, screening and nominating applicants and monitoring scholars' compliance with the rules and regulations.

As mentioned, women and men are to have equal access to scholarship opportunities, including married and pregnant women. Having small children no longer restricts women's participation.

The following can help ensure that the agency's scholarship program is gender-responsive and that scholarship opportunities are equitably distributed among female and male employees.

- The scholarship committee should be composed of female and male members who are gender-sensitive, and are genuinely interested in and capable of crafting and implementing a gender-responsive scholarship program.
- Scholarship policies and guidelines should be stated clearly and in easy-to-understand language. They should be applied uniformly and consistently.
- The committee should search for scholarship opportunities that do not only respond to the agency's technical, managerial and other skills requirements, but also uphold the agency's values or principles, such as equality, integrity and honesty in public service, and professionalism.
- The programming and granting of scholarship opportunities should be in accordance with an individual's need or her/his career plan.



For employees who want to complete their undergraduate studies or take up higher studies in order to qualify for higher appointive positions, assistance may be obtained through the Educational Support Program (ESP) administered by the CSC. Agencies are also required to establish scholarships, or grant financial

assistance through such schemes as the 'study now pay later' plan, the expenses of which shall be charged against their savings. Beneficiaries of the 'study now pay later' plan are exempt from paying back their loan if they graduate with honors. (CSC MC No. 13, s. 1992, dated April 6, 1992)

Merit promotion

When a position is vacated, it should be filled by one who occupies a next-in-rank position, is considered the most competent and qualified, possesses appropriate career service eligibility, and meets all other requirements. Merit promotion is also based on an operational Performance Evaluation System as well as on a Merit Promotion Plan and a System of Ranking Positions which every agency is expected to maintain.

Candidates for merit promotion are evaluated against these criteria: performance, education and training, experience and outstanding accomplishments, physical characteristics, and personality traits and potential.

Aside from observing the merit and fitness principle, agencies should ensure that their Merit Promotion Plan is formulated with the needs and concerns of each female and male employee in mind. A gender-responsive Merit Promotion Plan model has been developed by the CSC and will be issued soon. This is expected to bolster current efforts to give women and men an equal chance to be promoted to higher positions.

Job rotation

According to civil service rules (p.30, *Omnibus Rules, 1999*), job rotation can be practiced where feasible to develop or enhance the potential of employees by exposing them to other kinds of specialized work in the agency. The movement may be within the central office or regional office, or from the agency's central office to a regional/provincial/municipal/field office and vice versa. The regular rotation period is 12 months. Covered by the program are employees with demonstrated professional qualities and leadership or managerial potential.

Although still not widely used as a career advancement tool, job rotation offers rich possibilities for women. Since it allows cross-training from one specialized job to another, it could result in women's greater flexibility and faster adjustment to various work environments. The added exposure would also make them more visible in the organization. These all go to increasing their chances for promotion or reassignment to a desired post, especially when the agency is faced with resignations or has to streamline or reorganize.

Secondment

Secondment also involves reassignment, but to another agency. It is defined officially as “the movement of an employee from one agency to another which is temporary in nature which may or may not require the issuance of an appointment but may either involve reduction or increase in compensation.” It is normally limited to a period of one year and may involve assignment to international organizations such as the United Nations (UN).

Secondment supports women's career development because it broadens their experience and skills, exposes them to other people, and enables them to perform new or more complicated tasks and possibly to receive higher salary. Since secondment is allowed only for second level employees (women are almost of the same number as men here), and since the second level is supposed to feed to the third level, agencies must ensure that women are given equal opportunity to be seconded.

(NCRFW's experience in secondment. Two NCRFW employees involved in the CIDA-ISP have been seconded. One former executive assistant seconded as Project Manager for the CIDA-ISP I was later hired by the UN for an inter-country project on women. The person who took over from her in the CIDA-ISP II was also seconded from a division chief position. Before the project was finished, she was hired by the funding agency as part of its local staff.)

Mentoring

In mentoring, a senior person (mentor) forms a close relationship with a junior to help the latter advance her or his career in the agency. With the mentor's sponsorship and protection, the junior gains exposure and visibility in the higher echelons, and receives practical guidance in dealing with the problems and challenges to be found in positions of responsibility and authority.

Women occupying third level positions should be encouraged to mentor junior level women and ease their way up the career ladder. It has been established that mentoring and networking relationships can facilitate career advancement because of the three important elements these provide to women aspirants - challenge, recognition and support.

Mentoring, however, remains untapped for women. Not only are there fewer women at the top, they may also be reluctant to mentor other women for various reasons. Or, they may feel that they lack the influence to make a difference for other women. In such a situation, other forms of mentoring such as peer mentoring could be explored. Mentoring of women by men may not be feasible because it may go against convention or create problems because of the close association involved. This does not mean, however, that cross-gender mentoring may not be tried, only that greater care in making the match has to be exercised. The guidelines or parameters of the relationship have to be clearly drawn and understood by both parties.

Mentoring has been proven to benefit not only the parties involved but the organization as well (*Smith and Hutchinson*). Among the effects or results reported by women who received mentoring are

- the establishment of high performance standards;
- greater personal motivation;
- public recognition for achievement;
- increased confidence;
- self-identification of knowledge and skills;
- support to operate outside organizational norms; and
- an improved sense of career direction.

Mentors gained from the experience in terms of

- greater professional satisfaction;
- increased recognition;
- potential for enhanced effectiveness;
- expanded networks;
- possibilities for future alliance; and
- support and loyalty.

Organizational gains from a mentoring process include increased vertical communication both up and down, increased pool of talents for managerial positions, and the provision of a mechanism for modifying organizational culture (*Kreitner and Kinicki*).

Coaching and counseling also help women's career growth. However, these too depend on other women who are sympathetic, gender-sensitive, are well-placed, and feel adequately secure in themselves so as not to be threatened by other women's advancement.

Networking

Networking boosts women's career by providing important contacts who can open the way to career and business opportunities, offer solutions to problems, share vital information, serve as role models, or simply extend moral support. It complements mentoring by cultivating peer and collegial relationships and creating a more encouraging environment for women aspirants. Networking is a mutual support system through which women can build self-



confidence as individuals and grow in strength as a group.

Women, with their easy camaraderie and readiness to share experiences, find that networking comes naturally. In the Philippines, networking among women has resulted in a very vibrant, very diverse, and highly visible NGO community. Women NGOs contributed immensely to the heightened interest and attention given to gender issues in the country.

In the bureaucracy, networking among women has been receiving government support through the various mechanisms put in place to hasten women's empowerment and career growth.



Women's networks should be open to relating with and probably influencing male networks. They should explore ways to encourage men to reconsider and reshape the "old boy's club" mentality that is characteristic of male groups.

Other activities

In addition to the more formal type of career development activities, CSC encourages and rewards productivity and creativity through a suggestions and incentive awards system. Under this system, suggestions, inventions, superior accomplishments and other efforts that contribute to economy and efficiency are rewarded. Also meriting recognition are extraordinary acts or exemplary services that promote public interest.

Sports and cultural development activities are also implemented as part of the government's physical fitness program. These include sports competitions, agency-sponsored seminars with the participation of employees' families, and provision of facilities to help ease work pressure, inspire creativity and promote general well-being.

With their inherent ingenuity and creativity, women should not lack opportunities for growth. But they have to make a

conscious effort to conquer their fears, build self-esteem and break free of traditional ways of thinking that dictate subordinate roles for them. They should not shy away from politics and refuse to wield power. They have to bond and commit to support one another so that their strength and number could break the proverbial glass ceiling. It is the responsibility of government to provide women the means for advancement, both to improve its own productivity and efficiency and to meet the needs of half of its workforce.

Towards More Gender-Responsive Human Resource Management

As with career and personnel development, there is a need to ensure that practices in recruitment, compensation, performance evaluation, employee relations and employee services are in conformity with gender equality principles. This section looks at existing human resource practices in government in each of these areas. Trigger questions and suggestions are included to help HR personnel analyze their practices and introduce reforms where necessary. Relevant experiences of pioneering agencies are included as illustrative examples.

Recruitment, selection and promotion

The main factors affecting the recruitment and selection of government employees are policy, qualification standards of the position, the selection board including the appointing authority, and recruitment and selection procedures.

Policy

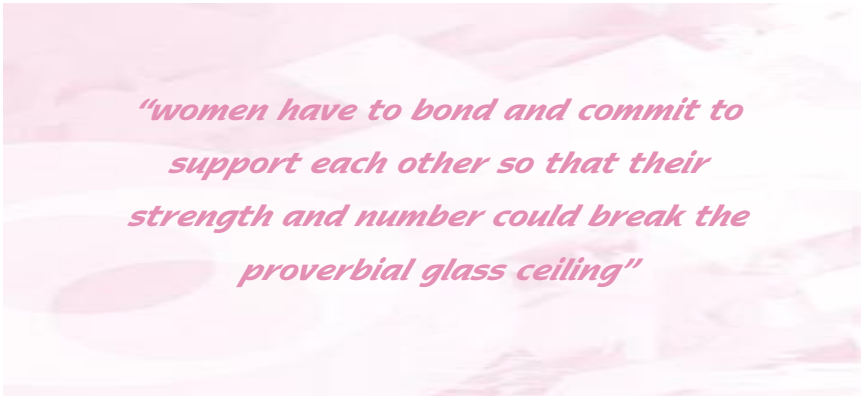
The Philippine civil service is open to all qualified Filipinos. The most basic policy governing recruitment is:

“Appointments in the civil service shall be made only according to **merit** and **fitness** to be determined as

far as practicable, and except for positions which are policy determining, primarily confidential, or highly technical, by competitive examinations.” (Article IX, B, Constitution)

This policy also indicates that career advancement shall be determined by performance, education, training, job experience, attitude and potential. Following are the basic principles on promotion:

- 1) Primary consideration is given to a qualified next-in-rank. However, the agency head may promote somebody who is not next-in-rank but who possesses superior qualifications and competence compared to a next-in-rank who merely meets the minimum requirements.
- 2) The competence and qualifications of candidates are assessed according to the following criteria:
 - performance - at least “very satisfactory” in the last rating;
 - education and training relevant to the duties of the position;
 - experience and outstanding accomplishments;
 - psycho-social attributes and personality traits which have a bearing on the position; and
 - potential to perform the duties of the position to be filled as well as that of higher and more responsible positions.



“women have to bond and commit to support each other so that their strength and number could break the proverbial glass ceiling”

- 3) Where qualifications are about the same, preference may be given to the candidate belonging to the organizational unit or agency where the vacancy occurs, for second level employees.
- 4) An up-to-date and gender-responsive Merit Promotion Plan and a System of Ranking Positions are required as basis for considering candidates for promotion.

With the explicit equality provision in recruitment, some agencies have started addressing the gap in the participation of women and men in employment. For instance, to promote women's entry into certain traditionally male-dominated areas, some agencies have been openly encouraging qualified women to apply for such jobs. To attract women applicants, the Philippine National Police (PNP) has adopted open classification, which means that a woman who meets the required basic qualifications may apply for the service. Promotion to a higher position follows the same principle. The PNP claims that as a result, the number of women traffic officers, anti-narcotics agents, intelligence officers and criminal investigators has increased.

DENR has also been appointing more women foresters and field workers, and is inviting more women to vie for training and scholarship in these areas. It has started a profiling of male and female staff particularly those at the technical level to better direct its recruitment and training program. As a support mechanism, the agency has integrated basic gender sensitivity into its regular training program.

“by openly encouraging qualified women to apply, the Philippine National Police has now more women traffic officers, anti-narcotic agents, intelligence officers and criminal investigators”

With a more encouraging selection process following the implementation of the equal employment opportunity policy, DOLE also reports an increase in the number of women labor arbiters and labor attaches.

QS or qualification standards

Pursuant to the merit and fitness principle in recruitment and selection, qualification standards are set for each position in the service to ensure satisfactory performance.

“A qualification standard is a statement of the minimum qualifications for a position which shall include education, experience, training, civil service eligibility, and physical characteristics and personality traits required by the job (Sec.2, Rule IV). Qualification standards shall be used as basis for civil service examinations, as guides in appointments and other personnel actions, in the adjudication of protested appointments, in determining training needs, and as aids in the evaluation of the personnel work programs of an agency.” (Sec.3, Rule IV).

According to their particular requirements, government agencies may prescribe QS in addition to or higher than those prescribed by the CSC (Sec. 2, Rule X, CSC MC No. 40, s. 1998). For example the basic QS of a Planning Officer IV position are as follows:

- bachelor’s degree relevant to the job;
- appropriate eligibility for the second level;
- 3 years relevant experience; and
- 6 hours of relevant training.

Additional QS specified by the NCRFW for the PO IV are

- broad knowledge of gender and development issues;
- experience in advocacy, OD, capability building;
- familiarity with government systems, structures and processes; and
- good writing and communication skills.

In determining QS for certain positions, care must be taken that they do not result in women candidates being excluded. For example, requiring field experience for appointing or promoting engineers or foresters may automatically exclude women who are often assigned office or desk work. Additional QS should also be examined if they are too stringent that it becomes extremely difficult for anybody especially women to qualify.

The selection/promotion board, appointing authority

While created primarily to evaluate candidates for promotion, selection/promotion boards are also responsible for screening and evaluating new entrants. A selection/promotion board is composed of one representative from management, the human resource management officer, a representative from the unit where the vacancy occurs, and one representative each from the first and second level positions chosen by the employees' association.



The board is required to adopt formal screening procedures and to formulate criteria for evaluating candidates for appointment and promotion. For supervisory positions, the board is instructed to develop criteria for managerial ability and leadership.

Since the appointing authority has discretionary power, she or he may appoint the candidate recommended by the selection board or someone else, provided the appointee meets the required qualifications and went through the screening process.

The composition of the board and how it does its work can affect the outcome of the evaluation. Below are some questions which could help in the formation of an effective board and guide it to do its work more objectively.

Gender responsiveness triggers:

- Are the members of the selection board gender-sensitive?
- Is there an equal representation of women and men?
- Are the procedures and criteria discussed among the members and referred to all the employees for comments and suggestions?
- Are the opinions and ideas of all members considered or evaluated based on their merit rather than on who expressed them?
- Does the leader consult each member when decisions are made?
- Is the leadership rotated or is it permanently lodged in one person?

Recruitment and selection procedures

A vacant position is filled by the promotion of a qualified next-in-rank or by transfer, reinstatement, reemployment or recruitment from outside the service. The basic steps in recruitment and promotion are as follows:

- 1) The vacancy is announced in the office and in the newspapers as per RA 7041.
- 2) The selection/promotion board conducts the necessary interviews and examinations, and short-lists the candidates.
- 3) Final selection and appointment is made by the appointing authority.

Announcing vacancies. Posters should be placed in as many strategic places as possible so more people could see them.

Qualifications for the vacant positions should be clearly specified. The announcement should invite both women and men applicants and should never in any way imply that only women or only men are welcome. Advertisement should use neutral job titles.

An effort should be made to invite qualified women and men to apply. To correct past discrimination, the advertisement should encourage more women or more men applicants as the case may be.

Conducting the examinations and interviews. Examination questions and instructions should be clearly understood. The questionnaire should indicate the manner in which responses will be weighed or evaluated. Raters should also be checked if they have a uniform understanding of the manner of evaluating or weighing responses. They should be reminded to be objective and impartial in their evaluation.

The atmosphere during the interview should be encouraging rather than intimidating, especially for women applicants.

Selecting the final candidates. Care should be taken that the selection criteria are applied objectively to each candidate whether male or female. For the procedure to be transparent, disagreements or controversies should be discussed in the open. The board's final recommendation is submitted to the appointing authority.



The head of the agency should be fully informed of the process so that she or he has prior information of the results and of the final candidates. She/he might also want to talk to each candidate. The appointing authority might need to be briefed about the effort of the selection board to consciously apply gender equality principles.

Candidates who are not selected should be told about the result in writing.

Compensation and benefits

There is a standardized salary scheme for government employees as mandated by RA 6758 (*An Act Prescribing a Revised Compensation and Position Classification in Government and for Other*

Purposes), including those of government-owned and controlled corporations.

As stated in the CSC Employee Handbook (p. 44), each position is assigned a salary grade consisting of several steps each with a corresponding salary rate. A position is assigned a salary grade based on the following:

- education and experience required to perform the duties and responsibilities of the position;
- nature and complexity of the work to be performed;
- kind of supervision received or exercised;
- mental and/or physical strain required in the performance of the job;
- nature and extent of internal and external relationship;
- decision making responsibility;
- responsibility for accuracy of records and reports;
- accountability for funds, property and equipment; and
- hardship, hazard and personal risk involved.

The Handbook further instructs:

“All government personnel shall be paid just and equitable wages. While pay distinctions must necessarily exist in keeping with work distinctions, the ratio of compensation for those occupying higher ranks to those of lower ranks should be maintained at equitable levels, giving due consideration to granting higher percentage increases for lower level positions and lower percentage increases for higher level positions.”

Other benefits granted to government employees, such as leaves, incentives, insurance, free uniforms, retirement and separation benefits, housing and others are covered by specific policies applicable to both men and women.

Performance evaluation

Under Rule IX of the Omnibus Rules Implementing Book V of EO 292, every government agency is required to establish a performance evaluation system (PES) to

“continuously foster improvement of employee performance and efficiency, enhance organizational effectiveness and productivity, and provide an objective performance rating as basis for incentives and rewards, promotion, training and development, personnel actions and administrative sanctions.”

In identifying the minimum requirements, the rules specify that the PES should allow for a mutual agreement between rater and ratee on the standards of performance, the identification of outputs, and job-related behaviors appropriate to the position or function. It is also required that supervisors advise employees on their progress in accomplishing tasks, and that employees allow the supervisor to comment on their performance and how this may be improved. The PES should also provide sanctions against raters who give undue advantage or disadvantage to a particular employee. Those dissatisfied with their rating may appeal through the grievance machinery within 15 days of receipt of the rating.

Developing the PES. Those setting the criteria for evaluation have to be careful that these do not have the effect of giving advantage to one sex over the other.

All employees have to be properly oriented on the PES and its purpose. Men and women should be given opportunity to comment on the system as it is being developed. A trial period before the PES is finalized will allow everybody to voice out any misgivings or doubts about the system which will gauge their performance.

Applying the PES. The required dialogue or discussion between rater and ratee to arrive at an agreement on the outputs, performance standards and job-related behaviors should be conducted. The free and candid expression of ideas or opinions

should be encouraged. Employees should be allowed to voice out their fears, anxieties, reservations and disagreements about the process.

The rater should be informed of overall organizational targets and how her or his targets contribute to or relate to the total. Employees have to be briefed on the agency's previous performance level, and asked for their suggestions or inputs as to how this might be improved. Mutually agreed upon outputs and standards, including gender and development objectives should be made clear in the performance targets.

Other trigger questions on the PES

- At any point during the rating period, did the rater or ratee approach the other regarding progress or needed changes in the targets? Were employees encouraged to review their performance or the progress of their work for possible changes or redirection as new things develop or problems occur?
- Did the ratee receive all information needed to do her/his job well? From what sources? Does the communication process permit information to flow up and down and across?
- Are employees allowed to participate in decision making? Do they get exposed to or meet with the big bosses? Do top level officials encourage a less hierarchical manner of relating with employees?
- Are employees actively involved in problem solving, in determining approaches to certain situations or even in selecting new methods or technologies for undertaking agency functions?

Civil service policies and services that are gender-responsive and family friendly

Family friendly work policies and arrangements help meet the practical needs of workers especially women. They boost employee morale and help reduce absenteeism and tardiness. They may even contribute to improved performance by easing the psychological burden caused by personal worries, and by making employees feel

that the agency is concerned about them as individuals. Employee services are an organization's expression of support and understanding of the personal difficulties experienced by workers, especially the women, outside the office.

Among the policies and practices that help employees fulfill their family and personal obligations are:

Maternity leave. This allows mothers to care for their infants at a critical stage of development. Women who give birth or have a miscarriage or abortion and have worked in government for at least two years are allowed 60 calendar days of paid maternity leave regardless of frequency of leave. They may also return to work even before the expiration of their leave without refunding the money equivalent of the unused leave and with the right to get paid for each day served during the period of leave. (In the proposed civil service law, maternity leave may be granted to a woman who was raped.)

In addition to maternity benefits, breastfeeding mothers should be given time to express their milk, and refrigerator space to store this, while at work. With the adoption of flexible work schedules or flexi-time, women should be allowed temporary adjustments in their schedule as long as they complete the required eight-hour workday.

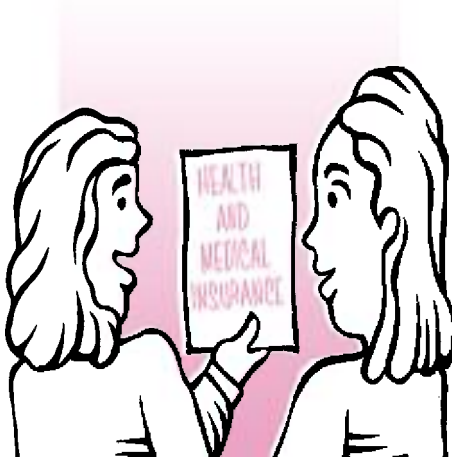
Paternity leave. A married male employee whose wife gives birth or has a miscarriage is entitled to seven working days of paid leave. He may avail of this privilege for the first four deliveries



*"gender-responsive employee services
are an organization's expression
of support and understanding of the
personal difficulties experienced by workers,
especially women, outside the office"*

(reckoned from July 15, 1996) or, if he has more than one legal spouse, for four deliveries regardless of which spouse gives birth.

Special leave privileges. An additional paid leave of up to three working days of paid leave in a year may be taken for any of the following reasons or occasions: funeral, graduation, enrollment, wedding/anniversary, birthday, hospitalization, accident, relocation, calamity, government transaction. These three additional days off are especially helpful to women since they often bear the tasks associated with these occasions.



Health and medical insurance. Although health insurance coverage under PhilHealth (previously Medicare) is not comprehensive, this privilege provides additional support especially to women who often are the ones who take care of sick family members. It also eases the psychological and financial burden of employees in critical times.

One criticism against the present health and medical insurance coverage is that it does not cover normal childbirth. Because of this, poor women might be pushed into engaging untrained birth attendants who could endanger their lives and that of the baby.

Family planning services for married women. Agencies big enough to maintain medical or health personnel provide family planning services. Others refer their employees to government hospitals with which they have an arrangement for the health care of employees.

Child care facilities. In response to the child care difficulty of parents especially mothers, day care facilities or nurseries are maintained in some government agencies. However, this program has not been very successful mainly because it is hard for parents to bring their children to work. Another reason is that maintaining a regular nursery attendant is an additional financial burden to the agency, or to the workers who may be required to contribute to the payment of the attendant's salary.

Agencies should view child care as a social responsibility rather than a problem of just the parents, particularly the mother. The regular operation of a child care facility would not only ease the parents' burden but would also ensure that the children are looked after by a competent care provider. With planning, consultation with parents who will use the facility, transportation support and budget provision, the facility can be made fully operational and its patronage ensured.

GAD Information Center. This is a place for women and men to learn more about gender issues as these affect them personally or their work. It may be a bulletin board, a corner, a shelf, part of an existing information center such as the library, or set up in one room. A strategic location is the local area network. To be effective, it should contain information materials such as posters, tapes, books and handouts to which users have easy access. The center also publishes updates on the agency's gender-related activities.

Support to women victims of violence. Sexual harassment as it occurs in the workplace is addressed by the establishment of decorum and investigation committees in government. Women who are victims of other forms of violence may also be supported through special facilities. The PNP, for one, has a desk for handling cases like rape and physical assault. A hospital-based crisis intervention center managed by an NGO (at the East Avenue Medical Center in Diliman, Quezon City) provides temporary shelter, medical treatment, legal assistance, and counseling and psychiatric support.

In addition, the CSC has introduced ways for work schedules to be adjusted so employees can attend to home responsibilities without compromising their job performance.



Flexible working schedule (flexi-time). Employees can choose to start working anytime from 7 to 10 am provided they complete the required 8-hour work day. This arrangement is very helpful to workers with family responsibilities such as bringing their children to school, or who live far and are often late for work or even absent.

Swap-Work Assistance Program (SWAP). This scheme helps employees to exchange posts and job items so they can work in a station nearer to their home. It covers first and second level employees with permanent employment status.

CSC coordinates the SWAP with the cooperation of HRM offices in the various agencies. Applicants fill in an application form, naming at least three agencies to which they would like to transfer. The HRM office sends the form to CSC for transmission to each target agency, which then looks for a match among its employees (CSC MC No. 24, s. 1991, dated June 18, 1981).

Job sharing. While this is yet to be officially adopted, CSC is considering this arrangement (together with telecommuting) as another means to help women and men cope with the demands of family and work. A full-time job is shared by two persons who are compatible and who both meet the qualifications, each one receiving one-half of the benefits for working half of the time. They may arrange to each work half day, or 2 1/2 days in a week, or two weeks in a month and so on, provided the needs of the job are met satisfactorily.

Telecommuting. The feasibility of this scheme is being studied by the CSC. An employee works at home and is connected to the office by e-mail, fax or phone. She or he reports to the office only occasionally, and is thus able to look after the children and do housework.

Telecommuting saves the employee time and money, and eliminates a lot of the pressure caused by office and domestic

demands. It also improves agency retention of valued employees. It is usually applicable only for certain jobs such as those based on output, and for employees who do not need to be supervised or watched. CSC and government agencies may, however, consider its application on an occasional or temporary basis, particularly for employees who have to stay home due to illness in the family, for those who live far from the office, or those physically taxed by the chaos and rigors of commuting.

Other facilities

In addition to the standard services for government workers described above, an agency may provide additional facilities if it has the resources for these. At times these benefits are obtained through the representation of the employees' union or association. As stated in the CSC Employee Handbook, employees' associations may negotiate with management (subject to availability of resources and to usual accounting and auditing rules and procedures) on the following:



- schedule of vacation leave;
- work assignment of pregnant women;
- provision of protection and safety;
- provision of facilities for personnel with disability;
- provision of first aid medical services and supplies;
- physical fitness program; and
- recreational, social, athletic and cultural activities.

Expenditures for sports and cultural activities are appropriated by government as part of the physical fitness program for employees. In addition, some government agencies also provide

- shuttle services (CSC, for example).
- comprehensive medical insurance for workers and their dependents in addition to the standard PhilHealth coverage (Public Estates Authority or PEA).

Employee relations

For employees to work harmoniously together and with top management, they should be informed of their duties and obligations as well as their rights and privileges. They need to know what management expects of them in terms of performance and behavior. Management should also open its doors to employee participation in the formulation of policies and programs affecting them and their work.



To permit greater participation in decision making, civil service rules allow employees to organize into associations. The association is recognized as the employees' voice and link to management.

Employees' associations are allowed to negotiate with management regarding certain conditions of employment such as those mentioned. They may also negotiate for

- personnel growth and development.
- physical fitness including an annual physical/medical examination.
- provision of family planning services for married women.

The association is not, however, allowed to negotiate on matters clearly provided under existing laws particularly those that

involve financial outlay, such as an increase in salary, retirement benefits, car plan, etc. Matters relating to personnel action such as appointments, promotion, penalties involved in disciplinary action, selection of participants to seminars, and others are likewise covered by specific policies and therefore not subject to negotiation. Employees are not prevented from petitioning Congress or the President if they strongly feel the need to modify an existing law or policy.

The Supreme Court has ruled that employees may not stage a strike to demand or bring forward something. But they may present their case through dialogue, a formal or informal petition, peaceful assembly, or wearing of symbolic ribbons or badges.

The association should represent the interests of all women and men employees. It has to examine its standard operating procedures and introduce reforms as necessary. The following questions should help test for gender responsiveness:

- Are the by-laws and policies of the association understood and accepted by all members? Were these formulated by one person or culled from the ideas or suggestions of members?
- Are there men and women members? Are there women officers? What positions do they occupy? Are the leaders gender-sensitive?
- Does the association make an effort to involve everyone in its meetings and activities? Do the leaders listen to every concern and reflect this in the action plan? Do they attempt to railroad decisions or water down important concerns?

- Are gender issues such as sexual harassment and discrimination considered important and speedily acted on by the association? Are concerns specific to women, such as those having to do with being married and pregnant, given due consideration?
- Do the leaders exercise transparency in their negotiations or dialogues with management? Do they strive to have the associations' voice heard on important matters concerning employee welfare?
- Do leaders delegate? Share their knowledge and power? Empower others? Give others a chance to lead?
- Is the association's recording and communication system adequate? How are the members informed of decisions and events? Is there a free flow of communication between and among members and leaders?

Grievance handling

Government agencies are required to set up a grievance machinery for faster and more systematic action on employee complaints. Some forms of grievances are

- unsatisfactory working conditions;
- improper, tedious or laborious work assignments;
- unsatisfactory personnel or work procedures;
- improper appreciation of the factors affecting lay-offs, promotion, salary increases and transfers;
- arbitrary exercise of discretion;

- interpersonal conflicts;
- policies or procedures which adversely affect employees; and
- any and all matters giving rise to employee dissatisfaction.



A grievance committee is constituted in every agency composed of one member of top management as chair; two representatives of employees, one from first level and one from second level; two alternates for any of the three in case the complaint concerns any of the committee members. In case two of the members are the object of grievance, the chairperson may call for an election of the two new members.

CSC has set specific guidelines for the filing of complaints, settlement procedures and recourse or appeal in case of dissatisfaction over a rendered decision.

Sexual harassment and sex-based discrimination are examples of gender-related issues that employees could bring forward. Sexual harassment cases are handled by the more specialized Committee on Decorum and Investigation of Sexual Harassment as provided by RA 7877. Sex-based discrimination could be forwarded to the grievance committee for resolution.

Gender responsiveness triggers:

- Are the employees aware that there is a grievance committee ready and willing to act on their complaint?
- Is the grievance committee equally represented by male and female members? Are the members gender-sensitive? Are they known for their fairness, objectivity, independent judgment and integrity?
- Does the employee association have a voice or representation in the committee?
- Are members familiar with the objectives, policies and work of the committee?
- Are the members given sufficient time and resources to do their job more thoroughly?
- Does management support the decisions of the committee?

PART 4

Sustaining Activities

This guidebook attempted to present significant lessons in the application of the strategy of mainstreaming to achieve gender equality, particularly in the field of HRMD. The lessons were drawn from the major strides taken by government agencies in making their organizations gender-responsive. Nevertheless, much remains to be done to sustain the efforts and build on the gains in gender mainstreaming in general, and in making HRMD programs and practices of government agencies respond to gender issues, in particular.

The gains made toward the long-term objective of gender equality cannot be taken for granted. Changes in political alignments or in economic circumstances can undermine earlier commitments and achievements. Recognition of the fragility of gains, and of the continuing need to reinforce gender equality goals in the policy and practice of all development organizations, is an essential aspect of an effective mainstreaming strategy.

It is in light of the above that the following recommendations are being put forward to sustain these efforts and strengthen the institutionalization of GAD in public sector agencies.

1. It is important that gender mainstreaming be kept dynamic as a force that links agencies and practitioners toward a more efficient and effective government service. It is the responsibility of oversight agencies such as NCRFW, CSC, NEDA, DILG and DBM to ensure that mechanisms, tools and guidelines are in place and that these are used and updated by government agencies. Agency experiences in the use of these tools, especially in making organizations gender-responsive, need to be continuously documented to capture new lessons and generate inputs for the updating and enhancement of the same.
2. Among the most significant mechanisms for gender mainstreaming are GAD planning and budgeting, especially for agencies that have just started or have not advanced in mainstreaming initiatives. Efforts must therefore continue to ensure that the GAD plan and budget remain effective tools for gender mainstreaming, particularly in the field of HRMD. Following are suggested courses of action:
 - Continue to educate agencies on the importance and necessity of doing GAD planning prior to GAD budgeting. This is to avoid the pitfall of having GAD budgets without first having clear plans on how these would be spent for the attainment of gender equality goals. The GAD plans should be based on the PPGD or any similar macro plan on GAD which provides primary reference and parameters for diagnosing whether an agency is gender-responsive or not, and for planning interventions. The review should identify issues that fall within the scope of the agency's mandate. The GAD plan and budget therefore should be able to address, among others, issues and problems confronting female and male employees.

- Continue and intensify capability building programs on GAD planning, programming and budgeting for the agency's a) top and middle managers; b) planning and development personnel; and c) finance managers, budget officers, accountants and other finance personnel. These capability building programs should also address the concern of how GAD may be integrated into HRMD policies, programs and practices.
- Ensure that the GAD budget policy remains a regular feature of the annual General Appropriations Act or a similar instrument. While this policy has met with problems in implementation, it remains an effective enabling instrument and advocacy tool that pushes gender equality goals in the directions, policies, programs and services of government. Specifically, the GAD budget policy allows agencies to mobilize resources for interventions that make their organizational elements (e.g. mandate, skills, technologies, structures, etc.) gender-responsive.
- Formulate more informed operational guidelines on GAD planning and budgeting, by conducting comprehensive studies on: a) planning and budgeting processes at the national, local and agency levels, identifying the strategic entry points for GAD; and b) types of budgets and patterns of allocation.
- Pursue more actively the allocation of the GAD budget not only among national line agencies but in the regional and local government offices as well. A Gender Audit Scheme with the Commission on Audit (COA) should be developed and administered in order to institutionalize a system of checking the quality of expenditures across the bureaucracy, not only for the agency's clientele but also for their women and men personnel. A more effective monitoring mechanism should likewise be developed and adopted to ensure compliance of executive agencies with GAD budget policy. Parallel mechanisms for the legislature and judiciary must be instituted. The assistance and support of non-government organizations in monitoring government performance must also be enlisted.

- Make use of technical resources such as training pools, information centers and referral networks, to support the implementation of GAD plans at the regional and local level. Gender mainstreaming models, tools, frameworks and expertise must also be harnessed for application at the sectoral and field levels.
3. Further development and fine-tuning of a core set of indicators on the changing status of women vis-à-vis men must be undertaken. While some agencies have a list of programs/ activities/projects (PAPs) reported to be gender- responsive, there should be a way to determine how the traditional PAPs, including practices, have been improved so as to affect women positively. Indicators that show how progress is being made, no matter how small or slow, could serve as an inspiration to those who are engaged in improving women's status. Knowing that they are making a difference in the lives of their clientele will help these civil servants to be more conscientious in planning, programming, budgeting, implementing, monitoring and evaluating their PAPs and services.
 4. Accountability measures need to be strengthened in relation to the pursuit of gender equality goals and objectives. Continuing monitoring and evaluation of gender mainstreaming efforts will sustain initial efforts and improve the gender responsiveness of agency PAPs, including those pertaining to HRMD programs and practices of government agencies. Measures that will strengthen compliance with GAD-related policies need to be developed and institutionalized. The incorporation of GAD in agency's KRAs and performance commitments has to be sustained.
 5. In the meantime that GAD mechanisms are not yet fully operational at the local government level, advocacy with donor agencies especially for assistance in developing GAD strategies in the local areas must be intensified. Requests for assistance should emphasize the need to make these organizations gender-responsive. This is in consideration of findings that internal policies and structure must be strengthened first before gender-responsive services could be extended effectively to clients.

6. Networking and regular information sharing, particularly between and among HRMD practitioners, is urged. Documenting of the experience of agencies, subjecting these to review and discussing these in seminars and informal gatherings would enhance the body of knowledge in the field. Particularly important is analysis of the strong and weak points of an experience, an activity or a strategy, and extracting valuable lessons from these observations.

Sharing one's experience with other agencies or practitioners would contribute to the refinement of theory and practice in gender mainstreaming. Possible avenues for sharing, both formal and informal, have to be explored. Seminars and conferences to deepen the gender sensitivity and skill of practitioners could also be used to exchange information or updates. One-page memos or e-mail to partners are easy to manage. Circulating abstracts and annotated bibliographies facilitates sharing of materials from local or outside sources.

The arduous task of implementing a mainstreaming strategy for gender equality demands commitment and tremendous values reorientation from implementers. The introduction of GAD and its concomitant concerns requires looking at the world "inside out" and "upside down" to be able to capture the perspectives and experiences of subordinated women in a society whose philosophies have been traditionally anchored on male ideals (*Torres, et al*). Gender mainstreaming cannot but be an advocacy through all the ranks of government. Its implementers are no less than the advocates of strategies for a better quality of life, central to which is equality and equity between women and men made possible through people-oriented and gender-responsive development undertakings.

"implementing a mainstreaming strategy for gender equality demands commitment and tremendous values reorientation from implementers"

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