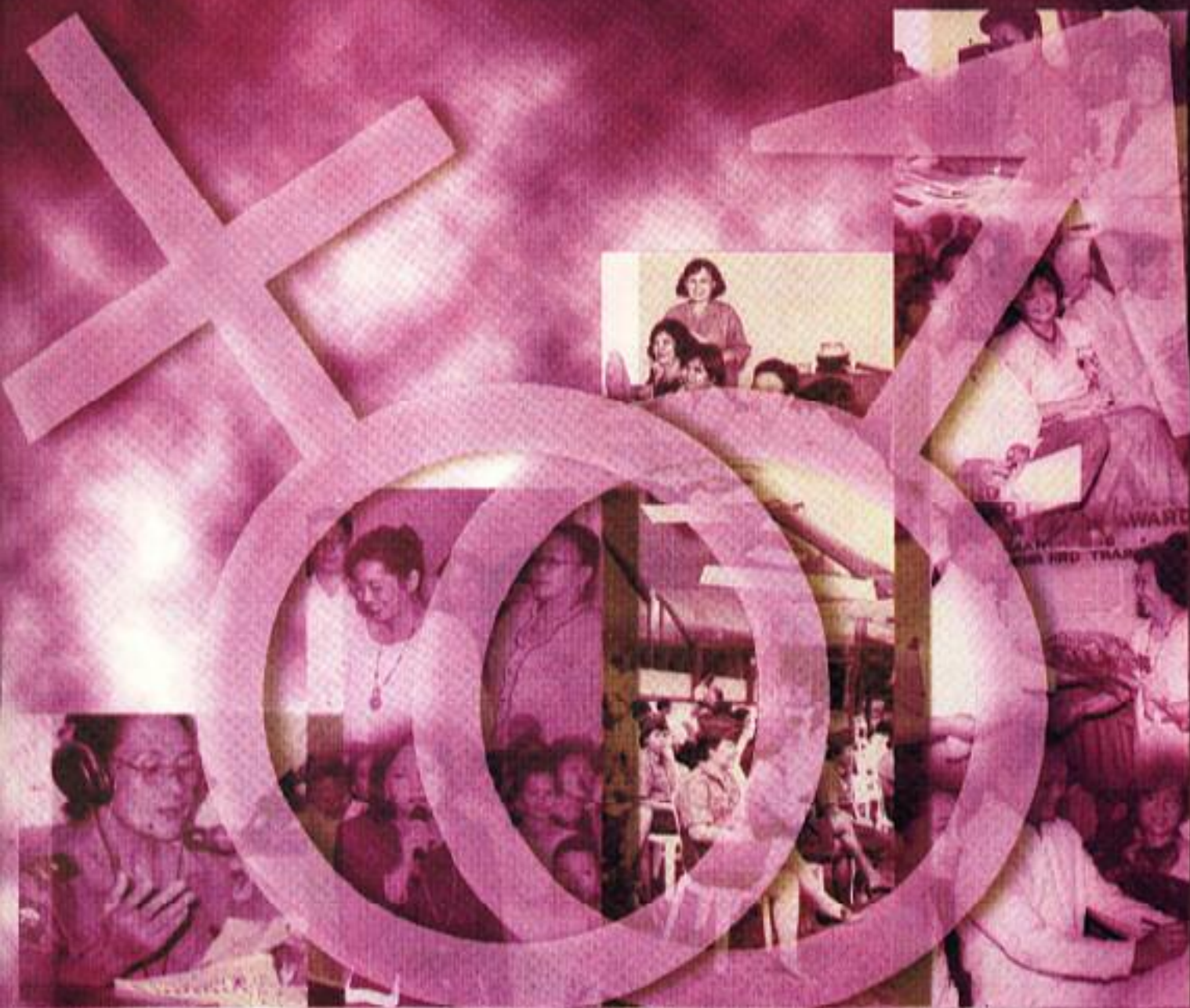


BOOK
3

USING THE TOOL FOR GENDER MAINSTREAMING



Copyright © 2001 National Commission on the Role of Filipino Women
Manila, Philippines

Produced by the Monitoring and Evaluation Division, NCRFW
With funding assistance from the Canadian International Development Agency

Edited by Elena Masilungan
Book design by Ferdi Bolislis/Studio Uno
Cover design by Fatima Lasay/Studio Uno
Printed by VJ Graphic Arts, Inc.

B
O
O
K

3

***USING THE TOOL
FOR GENDER
MAINSTREAMING***



Acronyms

AO	Administrative Order
BLES	Bureau of Local Employment Statistics
BWYW	Bureau of Women and Young Workers
DAO	Department Administrative Order
DENR	Department of Environment and Natural Resources
DOLE	Department of Labor and Employment
EEO	Equal Employment Opportunities
GAA	General Appropriations Act
GAD	Gender and Development
GOs	Government Organizations
HRD	Human Resource Development
KRAs	Key Result Areas
MOOE	Maintenance and Other Operating Expenses
NCRFW	National Commission on the Role of Filipino Women
NGOs	Non-Government Organizations
ODA	Official Development Assistance
OFWs	Overseas Filipino Workers
PDPW	Philippine Development Plan for Women
PDOS	Pre-employment Departure Orientation Seminar
PEOS	Pre-employment Orientation Seminar
PNP	Philippine National Police
RA	Republic Act
REACH	Regional Equality Champions
TWG	Technical Working Group
WEED	Women Worker's Employment and Entrepreneurship Development

Table of Contents

USING THE TOOL FOR GENDER MAINSTREAMING

Department of Labor and Employment: Blazing Trails into the Mainstream	2
<i>The Early Initiatives: Cementing the Foundation for Change</i>	2
<i>Installing Strategic Mechanisms</i>	7
<i>Gender Mainstreaming in DOLE</i>	10
<i>Confronting the Challenges</i>	15
Department of Environment and Natural Resources: A Synergy of Institutional and Personal Push for GAD	17
<i>Forming the Foundation</i>	17
<i>From Foundation Formation to Application</i>	19
<i>GAD Vision in the DENR</i>	23
<i>The Critical Next Steps and Strategies for Gender Mainstreaming</i>	26
The Philippine National Police: Aiming for a More Gender Responsive Organization	30
<i>The Women and Children Protection Desk: An Agency Program as Entry Point</i>	30
<i>Developing the PNP GAD Program</i>	33
<i>Women-Focused Projects within the PNP</i>	34
<i>On the Right Track to Gender Mainstreaming</i>	35

Users' Guide



This Guidebook is aimed primarily to help the agencies' Gender and Development (GAD) Focal Points and members of their technical working groups (TWGs) and other related GAD committees do their mainstreaming work. It presents the GAD mainstreaming evaluation framework (GMEF) which can be used to track their progress and provides them with a holistic view of the gender mainstreaming process. Next to GAD conceptual clarity and orientation, the GMEF is an important tool because it provides a framework for goals, objectives and strategies for a systematic GAD mainstreaming. It can be used as a planning, monitoring and assessment tool. The Guidebook will be most useful to technical people (e.g. planners, monitors, evaluators and analysts) who have a basic knowledge of GAD concepts.

Book 1 is a review of the concepts behind GAD and gender mainstreaming that GAD Focal Points must keep in mind as they pursue the task of gender mainstreaming.

Book 2 is the core of the guidebook. It describes the gender mainstreaming evaluation framework. It identifies the stages of gender mainstreaming and major entry points. A step-by-step guide illustrates how each agency may track and assess the progress and status of its gender mainstreaming initiatives using the GMEF tool.

Book 3 relates actual experiences of selected agencies as they address the challenge of gender mainstreaming. It presents issues that were encountered, and how these agencies were able to manage them. It also shows how the agencies were able to adapt the GMEF into their own organizational systems, and facilitated mainstreaming in the process.





The task of gender mainstreaming was first introduced in the early '90s to selected national agencies. This new approach to development demands major changes from the bureaucracy's women and men as well as the very nature of how agencies conduct the people's business. Mainstreaming is a pioneering effort.

Aside from the concepts behind it, a number of which were still unclear to them, agencies did not really have any model with which to pattern their mainstreaming efforts. But instead of being a limitation, the situation brought out the innovative and creative spirits among the people tasked to be GAD's advocates in their respective agencies. What emerged from these initiatives are the different ways to introduce GAD to the agencies and how to institutionalize and sustain its presence and impact in their plans, programs, projects and activities.

Some of these best practices initiated by three agencies are presented. Their experiences could present insights that other agencies can learn from as they go about their own gender mainstreaming efforts. These agencies which showcase the different stages of mainstreaming, are the Department of Labor and Employment, the Department of Environment and Natural Resources, and the Philippine National Police, under the Department of the Interior and Local Government. They are among NCRFW's partners in its Institutional Strengthening Project, an undertaking the NCRFW is implementing together with the Canadian International Development Agency. One of the aims of the project is to develop tools and mechanisms that agencies can use to facilitate gender mainstreaming in their organizations. The GMEF is one such tool.



Department of Labor and Employment



Blazing Trails into the Mainstream

The DOLE has proven to be a trailblazer in gender mainstreaming. Although the task of integrating GAD into its organization was not an easy one, DOLE was able to recognize early on how gender is a critical factor in addressing labor and employment issues. It used multiple strategies in its mainstreaming efforts and demonstrated how perseverance, dedication and innovation could bring about desired organizational changes. All these have enabled DOLE to reach Stage 3 of gender mainstreaming, the GAD Application Stage.

The Early Initiatives: Cementing the Foundation for Change




The department's Bureau of Women and Young Workers (BWYW) is specifically responsible for the protection and promotion of the welfare of women and young workers. Even before the mainstreaming of GAD was mandated, BWYW had already been conducting regular consultations with various women organizations to sharpen its understanding of the plight, status and needs of women workers.

However, it traces its "awakening to GAD" to its involvement in conceptualizing the Philippine Development Plan for Women (PDPW). This dates back eleven years ago when the NCRFW tapped it to be one of the pilot agencies in its conduct of gender sensitivity training programs and consultation meetings. The BWYW director was quick to admit that their programs and projects in those days addressed mostly the practical needs of women. Issues and solutions revolved mostly on employment generation. The process of implementing strategic and empowering interventions for women evolved with the implementation of the


PDPW.

Integrating gender issues in the formal mandate


In 1991, a planning workshop among the members of the TWG on GAD led the agency to define and prioritize the gender issues in the workforce. Taking off from the data derived from their consultations with women's organizations, the following issues were identified:

-  advocacy against sex-based discrimination, such as sexual harassment and pay inequity;
-  protection and promotion of the welfare of women in the informal sector, particularly home-based workers; and
-  promotion of equality in employment opportunities.


The DOLE secretary at that time, who was also an NCRFW commissioner, insisted that another major concern be added:

-  the protection and promotion of the welfare of women overseas contract workers.

In its 1994 strategic planning, another gender issue was identified:

-  enhancement of women's participation in policy making and decision making processes in trade unions and other workers' organizations.

In 1995 DOLE adopted two more priority gender issues as an aftermath of the Fourth World Conference on Women in Beijing:

-  protection and promotion of the welfare of the girl child; and
- harmonizing work and family responsibilities.



Out of the very participative process of identifying core issues, the Focal Point was able to properly “justify and sell” the need for gender mainstreaming. The analysis of the issues was used to assess the department’s strengths and weaknesses in its capability to respond to them. They likewise served as the basis for identifying programs and projects implemented by the various agencies, bureaus and regional offices of the department.

Involving other units

The involvement of other units in DOLE to infuse and respond to gender issues in their regular programs and projects was not easy at the onset. Having a bureau specifically on women had its advantages and disadvantages. While it was tasked to respond to the issues of women workers, there was also the tendency to marginalize these functions within the BWYW.



The people at DOLE perceived that the PDPW implementation was the sole responsibility of the BWYW. This was corrected through advocacy, constant dialogues and debates during top management committee meetings. BWYW had to convince the other units that the issues on women are

multifaceted and that their effective solutions would involve the entire department. Now, there is a wider acceptance that addressing gender issues should be everybody's concern.

Issuing strategic policies

Administrative Order (AO) 164, series of 1990, designated point persons and assigned a TWG represented by the different units, offices, bureaus and attached agencies to specifically mainstream GAD concerns into the regular activities of the Department. This AO was amended by AO 103, series of 1992, and further amended by AO 86, series of 1994, to reconstitute and revitalize the Focal Point and TWG in order to make them more responsive to the changing needs of the labor sector. The BWYW served as the secretariat providing both technical and administrative support to the Focal Points and the TWG.

Guidelines were issued to include gender concerns in DOLE's programs. The Operational Guidelines specified that the different units infuse gender through:

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

The assessment and evaluation of these gender programs were discussed department-wide twice a year in the DOLE's Corporate Planning and Mid-Year Assessment Performance.

Another policy initiative that demonstrated the department's serious effort to mainstream GAD was the issuance of AO 71, series of 1991. It directed all bureaus, offices and attached agencies to adopt the principle of equal employment opportunities (EEO). To supplement the AO, the different

units were tasked to:

- ♀ review and study their existing laws, programs and projects related to EEO;
- ♀ develop data base;
- ♀ monitor and evaluate enforcement of standards and implementation of relevant programs; and
- ♀ massive information dissemination campaign on women's issues.

These measures were relevant because of the perceived gender bias in selecting and promoting women in some positions. Labor arbiters, conciliator-mediators and some management positions such as labor attaches and regional directors used to be predominantly occupied by males. With AO 71, more females had been promoted to these positions.

Another landmark measure was the department's policy



against sexual harassment which was laid down by AO 80 issued in 1991 and amended in 1992 as AO 68. DOLE was the first agency in government to come up with such a policy that protected the rights of its women workers. Union employees of the different agencies of the DOLE were consulted three times in forming and conceptualizing the policy. It went through nine grueling revisions before it was finally approved and signed into a department policy. Prior to its drafting, BWYW gave orientation workshops to its legal department and union officers on gender sensitivity and sexual harassment. Drafting the policy was actually a “gender sensitizing” experience for those who actively got involved in the process.

Aside from the formulation and issuance of new policy orders, the DOLE initiated the review, assessment and evaluation of the Labor Code. Women workers, employers and heads of women organizations were consulted on the content and substance of the Code. After these external consultations, the Technical Committee on Legislative Matters (TCLM) which includes the technical staff of several agencies of the department, integrated the results of the consultations and gave recommendations for the enhancement of the Labor Code.

In an assessment workshop in 1996, implementors in the bureaus, services and regional offices identified the policies as a facilitating factor in gender mainstreaming. According to them, the policies projected top management support, legitimized gender programs, projects and activities, and mobilized people to act.

Installing Strategic Mechanisms

Defining the roles of the Focal Point and Technical Working Group

The GAD Focal Point and TWG created in 1990 drummed up the implementation of gender mainstreaming in the department. Top level support was projected and felt as it spearheaded the two mechanisms. The undersecretary for

workers' protection and welfare chaired the Focal Point while the assistant secretary for policy and international affairs was co-chair.

The GAD Focal Point was initially composed of 16 members representing the six clusters in DOLE. In 1991, three other members were added. The representation of all functional units of the department was strategic in assuring ownership and needed clout in the implementation of the plans. However, the difficulty in getting a quorum in meetings made it necessary to reduce the regular members to a smaller and manageable size in 1994. The GAD Focal Point system was also set up in other agencies, bureaus and regional offices to decentralize decision making and speed up the implementation of gender mainstreaming. The Focal Point defined DOLE's policy agenda on GAD and set the direction of its implementation. It initiated the review of the Labor Code and the issuance of laws on equal employment opportunities and against sexual harassment.

The TWG, on the other hand, was composed of members from the division chief level representing the agencies in DOLE. It developed and conceptualized plans and projects related to PDPW implementation. It crafted the DOLE Integrated Plan for GAD 2000 in a strategic planning workshop in 1994 which outlined and mapped out the program of action for gender mainstreaming. Furthermore, it had members representing all the divisions of the DOLE. They were tasked to review, monitor and evaluate the implementation of GAD-related programs and projects. Since these two mechanisms were composed of top level position holders, top management was



Labor mediators and some management positions such as labor attaches and regional directors used to be predominantly occupied by males. With AO 71, more females had been promoted to these positions.



perceived to be immersed and directly accountable in mainstreaming gender concerns in DOLE.

The Focal Point and technical working group are present in every DOLE office. In a memorandum issued in 1997, the Focal Point was given responsibility to ensure that gender concerns were integrated in policies, programs and projects of offices.

Getting top management support for GAD had not always been smooth sailing. While they were members of the Focal Point and the TWG, they were saddled with other equally demanding responsibilities. They had to be affirmed on the importance of their role in gender responsive development. BWYW, as the secretariat for both the Focal Point and the TWG, managed their GAD sponsors by informing them and keeping them updated on all relevant information on GAD. GAD issues were presented to them through facts and data, even exposure to the plight of women workers. In one instance, a top management official was toured to a town in Bulacan to witness the actual work conditions of homeworkers, most of whom were women.

REACHing out to other stakeholders

The BWYW conducted lecture-workshops on gender awareness, sexual harassment and EEO in all regional offices through a project called REACH, or Regional Equality Champions. It built a clear case for GAD by presenting the gender issues and doable measures to resolve them.

Thus, unlike other gender sensitivity workshops, which normally began and ended with conscientizing participants on gender issues, the REACH program went beyond by presenting clear action steps that could be implemented agency-wide. Furthermore, resource persons in REACH workshops were DOLE participants from the previous batches of gender sensitivity training and skills enhancement on gender responsive planning per region.

DOLE also included its partners outside the department as stakeholders. It conducted gender sensitivity training to some trade union leaders and employers of some companies.

Tapping existing mechanisms

Tripartite consultations have been institutionalized in DOLE to gather opinions, suggestions and recommendations of various stakeholders. This mechanism was adequately harnessed in the review of the Labor Code and the formulation of the policies on equal employment opportunity and sexual harassment. Gender issues were identified and prioritized using the inter-agency meetings among the DOLE units and multi-sectoral consultations with GOs and NGOs. Statistical data from the Bureau of Labor and Employment Statistics and the Institute for Labor Studies were also used as bases for policy formulation. The GAD Focal Points and the TWG did not have to “reinvent the wheel” to build and drum up the case for gender mainstreaming.

Gender Mainstreaming in DOLE

GAD in Planning

Corplanning in DOLE is done department-wide by representatives of all units at the end of each year. In these sessions, units are enjoined to include GAD programs in their action plans.

For 1990-1995, the full implementation of the labor and employment components of the PDPW was identified as one of the five major policy directions and thrusts of the DOLE. To provide a cohesive and strategic approach to its implementation, its GAD Focal Points and TWGs conducted a strategic planning in 1994 that resulted in the formulation of the DOLE Integrated Plan for GAD 2000.

GAD 2000 essentially aimed to restructure all the ongoing programs and projects of the department to incorporate specific strategies in labor legislation and education,

enforcement of labor standards, the promotion of trade unionism, and skills training. The overseas employment program, on the other hand, aimed to rechannel the deployment of Filipino women workers away from unskilled and low-paying jobs, where they are more susceptible to unfair labor practices, to higher paying ones.

GAD 2000 mapped out several key result areas (KRAs):

 **Mainstreaming gender concerns in DOLE through**

- ◆ improved gender-responsiveness of resource allocation for policies, plans and programs;
- ◆ improved gender-responsiveness of the labor statistical system;
- ◆ enhanced gender awareness of DOLE's top officials and rank and file employees;
- ◆ improved capability of program implementors on gender-responsive planning and implementation; and
- ◆ integration of gender concerns in DOLES's regular plans and programs.

 **Advocacy of gender concerns among DOLE's social partners through**

- ◆ increased awareness on GAD; and
- ◆ strengthened networking and linkages.

 **Expansion of current programs and projects addressing gender concerns through**




- ◆ improved participation of women trade union leaders in grievance machinery and collective bargaining negotiations;
- ◆ improved access of women to training opportunities to enhance their chances for

- employment;
- ◆ representation of women in major policy making bodies;
- ◆ full enforcement of laws, particularly in terms of promoting equal employment opportunities and curbing sex-based discrimination in the workplace; and
- ◆ development and implementation of reintegration programs for returning women overseas contract workers.


Part of the output of GAD 2000 was identifying priority activities for each of the KRAs, the units, bureaus and offices that would implement them, and the time frame for their completion.


GAD in Programs and Projects


The following were some of the programs and projects where GAD had been infused:


-  *Bureau of Working Conditions* — Completion of a study on the most common occupational diseases among workers and child laborers from 1993 to 1995. The result of the study served as basis for drafting policy guidelines along this concern.
-  *Philippine Overseas Employment Administration* — It pushed for the conduct of a comprehensive worker education program which included the pre-departure orientation seminar (PDOS) and pre-employment orientation seminar (PEOS). These seminars aimed to assist women workers make sound decisions on whether to work abroad or not. To further assist OFWs, a policy guideline on centralized hiring for household workers was proposed. However, this was met by high resistance from the major employment agencies.
-  *Bureau of Labor and Employment Statistics* — It implemented a program for developing a gender-

responsive data-based information system, generating sex-disaggregated data for DOLE's reports, surveys, studies and publications.

 *Bureau of Women and Young Workers* — Under its *Sagip Batang Manggagawa* project, rescue operations were conducted which saved children from hazardous and exploitative working conditions. It issued an advisory to employers on the enforcement of RA 7658 (An Act Prohibiting Employment of Children Below 15 Years of Age in Public and Private Undertakings). The advisory featured the work permit requirements for child workers in the entertainment and public information industries. Another BWYW project is the Women Workers' Employment and Entrepreneurship Development (WEED), a workshop for all 14 regional offices was conducted to evaluate the impact of the WEED program on its target beneficiaries. Also, the BWYW has undertaken an advocacy campaign against sexual harassment and on RA 7877 (Anti-Sexual Harassment Act of 1995) and was actively involved in the formulation of the Implementing Rules and Regulations of RA 8187 (The Paternity Leave Act of 1996).

 *National Capital Region* — A series of gender sensitivity sessions was conducted for its officials, staff and clients to facilitate their appreciation for and understanding of GAD concerns and issues.

 *Technical Education and Skills Development Authority* — It conducted training and re-training of women in non-traditional trades such as welding, automotive and electronics. In 1998, the National Vocational Training and Development Center for Women was inaugurated to provide market-oriented, modern technology-based education and training, policy and action-based research and proactive advocacy in support of women's economic empowerment.

 *National Wages and Productivity Commission* — A policy study on wage structure based on gender was conducted to determine the composition of the workforce by gender in the wage structure of respondent establishments (under RA 6727—Wage Rationalization Act). It came up with a comparative analysis of wage rates among female and male employees performing the same tasks in Region 2.

GAD in the budget

This aspect of gender mainstreaming has always been a source of confusion. Most agencies are not clear on whether the budgetary requirements for GAD programs, projects and activities is five per cent of their total budget or of its maintenance and other operating expenses (MOOE). DOLE sought the assistance of the NCRFW and the DBM to clarify this concern in an orientation workshop participated in by GAD Focal Points and budget officers of agencies in 1997. It was clarified that based on the joint circular of the NEDA and the DBM, agencies should allocate at least five per cent of their total appropriation every year for GAD programs, projects and activities.

GAD in monitoring and evaluation

Even with an allotted budget for GAD, most agencies found it difficult to utilize the funds. In most cases, the primary reason was the lack of tools and skills among GAD proponents to identify strategic programs, projects and activities.

DOLE addressed this concern through the conduct of a strategic planning workshop that aimed to identify, rationalize and integrate GAD in its program. But it found out that it was not enough. It had to identify further specific impact indicators that were suited for each unit, bureau and office.

DOLE filled this gap by orienting its GAD Focal Points on the rationale, tools and mechanisms of monitoring and

evaluating the status of its current programs that address gender issues. In a past workshop, impact indicators were identified for assessing the progress and effects of GAD programs, projects and activities on employees and target clients. The impact indicators were then aligned with the seven priority issues of the department.

Confronting the Challenges

Making a difference in the lives of the target clientele

DOLE has gone a long way in its gender mainstreaming efforts. But these have yet to be fully assessed and evaluated by how well they have addressed the issues of its target clientele, especially overseas and domestic contract workers, most of whom are women. DOLE has to conceptualize more creative, innovative and perhaps drastic measures that would respond to these key issues.

Benchmarking the gender mainstreaming process

Private companies use benchmarking to identify the “best practices” of companies that have gained recognition for their excellence in a particular area. It provides a systematic way of identifying superior products, services, systems and processes that can be integrated and adapted into an organization’s current operations.

Benchmarking can be quite demanding. It means monitoring, measuring and evaluating the impact of its programs, projects and activities on its target clients. It means documenting its processes in gender mainstreaming so other agencies could gain insights from its experiences. It means adopting a culture and passion for continuous improvement in gender mainstreaming.

DOLE can be a benchmark in gender mainstreaming within the bureaucracy. By continuing to lead the way, it can show other agencies that gender mainstreaming can be done and it can result in better ways of serving its target clients.

SUMMARY OF THE DOLE'S MAINSTREAMING EFFORTS

	Stage 1: Foundation Formation	Stage 2: Installation of Strategic Mechanism	Stage 3: GAD Application	Stage 4: Commitment Enhancement and Institutionalization
Policy	Assessment of strengths and weaknesses in responding to GAD concerns		<p>Setting up policies: AO 164 issued in 1990 (amended by AO 103 issued in 1992 and further amended by AO 86 issued in 1994), AO 71 issued in 1991, AO 80 issued in 1990 amended by AO 68 issued in 1992, AO 250 issued in 1995</p> <p>Operational guidelines to infuse gender in regular programs and those addressing gender concerns</p> <p>Review of Labor Code</p>	
People	Identification of gender needs	Involvement of other units in mainstreaming	Top and middle management support	
Programs/ Projects			Implementation of PPGD provisions	
Enabling Mechanisms	Allocation of GAD budget		<p>Drafting of the DOLE Integrated Plan for GAD 2000</p> <p>GO-NGO consultations and partnership</p> <p>Generation of sex-disaggregated data</p> <p>Use of gender tools in monitoring and evaluation of programs and projects</p>	<p>GAD Focal Points and TWG ensure sustainability of mainstreaming</p> <p>Liaise with other organizations, especially with NCRFW</p>



A Synergy of Institutional and Personal Push for GAD

The experience of the DENR in gender mainstreaming shows how the four entry points of policy, people, enabling mechanisms, and programs and projects, when taken together, affect the institution and the key persons involved in the change process.

Creating the favorable policy environment, securing top management support from the department secretary, authentic networking of the GAD Focal Points, and implementing GAD programs and projects all contributed to the push for gender mainstreaming.

Forming the Foundation

Pushing for a GAD Agenda

Two vital policies on women spurred the start of gender mainstreaming in DENR. These were RA 7192 directing all government agencies to promote women's advancement and Executive Order 348 adopting the PDPW.

DENR's initial response was one of reluctant participation and even avoidance. This was partly due to certain biases, among which was the perception that GAD was sexism in reverse and had an anti-male agenda. Furthermore, not all regional offices had GAD Focal Points to act as change agents. It was also perceived that gender mainstreaming had no support from top management.

It took another three years for the department to start anew from where it took a pause. The push for gender mainstreaming was triggered by DAO 07 establishing the GAD functional structure in the department.

The DAO designated the DENR secretary as the chair of the National GAD Executive Committee. This committee oversaw the implementation of RA 7192 and decided on matters pertaining to GAD. The head executive assistant, who was under the office of the secretary, was the GAD Focal Point. In this capacity, she performed a major role in gender mainstreaming within the department.

DAO 07 put GAD squarely as one of the secretary's KRA. This made the secretary accountable in reporting the accomplishments and progress of gender mainstreaming to the Cabinet on a regular basis. Slowly, the externally driven force from the international community and the national government, such as the NCRFW, to make the DENR gender-responsive was complemented by internal developments within the department.

Six months after DAO 07, in September 1995, the national government adopted the Philippine Plan for Gender-Responsive Development, 1995-2025. Included in this document were the goals of the environment and natural resource sector with regard to GAD. In a brainstorming exercise in February 1996, DENR GAD movers identified key entry points where the integration of GAD could be initiated. Strategic approaches in the DENR's programs, projects and activities were formulated.

Creating a GAD Focal Point System

It was not enough for GAD Focal Points to explain and justify to their colleagues why they had to give attention to women-related issues in their sector. GAD Focal Points themselves had to confront their own personal values and beliefs regarding these issues. Each had to find personal answers to the question of why gender mainstreaming? This introspection

proved helpful later on for Focal Points in discharging their functions which they initially regarded as something that was “imposed” on them.

In 1996 the group of Focal Points in DENR was transformed into a GAD Focal Point system to strengthen the network of GAD advocates. This initiative gave the Focal Points the liberty to pursue their tasks without depending on the central office pioneers and new blood forged to work together for gender mainstreaming.

From then on, gender mainstreaming was ready to takeoff.

From Foundation Formation to Application



Policy

Department Order 07 set the policy framework gender mainstreaming by initiating the following:


- ♂ integration of gender concerns in the development process through women’s equal participation in policy making, programs, projects and activities of the DENR;
- ♂ review and revision of all rules, regulations and procedures to remove gender bias;
- ♂ availability of all sex-disaggregated data and other statistics relative to gender;
- ♂ integration of gender issues and concerns in all programs and projects; and
- ♂ setting aside a proportionally equal percentage of official development assistance (ODA) funds and the regular budget to support GAD programs, projects and activities.

Enabling mechanisms

The department put a number of enabling mechanisms in place to advance gender mainstreaming:

-  GAD as KRA of the secretary — Since GAD concerns became a KRA of the secretary, department managers also began integrating GAD in their programs and projects. However, the indicators were still limited to their physical accomplishments. Once again, GAD Focal Points had to convince their heads of offices on the need to revise the report formats to at least reflect sex disaggregation of data.
-  GAD Budget – By 1996, the General Appropriations Act (GAA) provided for a minimum five per cent GAD Budget for all government agencies. Although this was only a small amount in the beginning, the planning group supported a reprogramming process to ensure that funds would be available for GAD projects.

A lot of difficulties were encountered due to the different interpretation on how the five per cent was to be allocated. To ease this gap, the central office provided guidelines on how to integrate GAD in the work and financial plans. For most regional offices and bureaus, this was a major facilitating factor in their gender mainstreaming effort.

-  GAD in work and financial plans of regional offices — This plan is the basis for the performance rating of the regional directors. Because GAD was made part of the plan, the regional directors began to monitor whether GAD was being integrated in the field activities of their personnel.

During the annual evaluation of the field operation activities, the planning units and the head

executive assistant made it a point to follow-up GAD activities and the rationale for fund utilization.

- ♀ GAD in various offices, including regional offices — GAD Focal Points looked into the gender issues facing DENR personnel. An administrative order was issued providing for guidelines in addressing sexual harassment. A day-care center was established at the central office and at some regional offices to help care for preschool children of employees who had baby sitting problems.

In the Ecosystems Research and Development Bureau, gender training resulted in new project proposals that integrated GAD in its activities. Gender analysis was done to know the specific needs of its female and male clients. Among its personnel, qualified women started doing field work, an assignment formerly considered as “for men only.”

Regional offices also got their acts together. In Region 2, the Focal Point often discussed mainstreaming development in management committee meetings. These became the monitoring venue for division chiefs to report on their GAD accomplishments.



For some Focal Points, a new role emerged for them. They developed specific guidelines and coaching on how to integrate GAD in the planning and reporting process to respond to the demands of management. Eventually, reporting on GAD became a normal procedure during management committee meetings.

Programs and Projects

Some of DENR’s GAD programs and projects included the following:

- ♀ Awarding the integrated social forestry stewardship certificate to women heads of households, previously


given only to men heads of households.

-  During project preparation of foreign assisted projects, specific needs of targeted women beneficiaries were analyzed. Survey questions led to specific descriptions of gender roles and sex disaggregated data guided the field personnel.
-  In planning programs and projects, the process of reviewing proposals from the regions now included a conscious effort to infuse GAD sensitive indicators to guide implementors. The planning unit, in coordination with the human resource development unit and the Focal Point, produced a Trainers' Manual and initiated researches, including a study on the role of women in the mining sector and in community forestry projects.

People

Thrust into the role of change agents, Focal Points, motivated by a desire to do a good job even when the tasks were not so clear, went through their own growth processes. They had to perform the various roles of planners, advisers, advocates, implementors and evaluators. These needed skills in listening, influencing, negotiating, presenting, analyzing, and self-reflection.

Below are some examples of individual insights regarding gender mainstreaming:

-  Chairperson of the Focal Point System — When she was assigned to the job, she had no clear handle on the level of commitment to GAD at the DENR.





In the Ecosystems Research and Development Bureau, gender training resulted in new project proposals that integrated GAD in its activities. Among its personnel, qualified women started doing field work, an assignment formerly considered as “for men only.”



Because DENR personnel demanded that policies, implementing guidelines and a basis for complying with this nebulous concept be provided, she had to weigh every GAD initiative in terms of its appropriateness. By this time, the DENR already had a collection of desirable and undesirable experiences with GAD.

A parallel process of claiming one's own stand on GAD emerged amid the pressure that naturally accompanied the department's implementation of mainstreaming. Something had to give. The experience of the chairperson, along with a number of Focal Points, brought about the need for self-reflection to clarify one's own feelings about GAD and develop a stronger commitment to mainstreaming it within the department.

-  A male perspective on gender mainstreaming — A male Focal Point welcomed the idea of appointing women to higher positions. He attributed this attitude to the training he attended that also led to his deeper understanding of and respect for his wife. He became sensitive to the needs of his colleagues, especially his women coworkers.
-  Focal Point working with a tribal community — A region-based Focal Point, having gone through her own clarification process, placed her energies in delineating limits to and potentials of mainstreaming in a region with heterogeneous cultures. These served as relevant inputs in the DENR guidelines on the preservation of cultures, especially with regard to working with tribal communities whose indigenous cultures strongly determined the gender roles among their people.

GAD Vision of the DENR

The first DENR National GAD Congress held in 1996 adopted a road map to mainstream gender in the department. It defined the following goals:



- ◆ to institutionalize the mainstreaming of gender concerns in the whole cycle of development planning;
- ◆ to promote and enhance the partnership of both women and men as agents and beneficiaries in the development and management of natural resources and maintenance of quality environment;
- ◆ to ensure that both women and men enjoy their equitable share of benefits from sustainable use of resources and quality environment; and
- ◆ to raise the level of awareness and skills of environment and natural resources development agents and beneficiaries on concerns regarding GAD, and environment and natural resources.

The Focal Points articulated their vision for an engendered DENR as a **“partnership of empowered men and women for sustainable development.”**

This vision would result in improved living conditions and quality of life, as expressed in the following:

- project conceptualization and designing processes that are gender-sensitive and include an analysis of current and anticipated gender issues;
- agencies within DENR that address both practical and strategic needs of clients;
- project proposals that are evaluated using the “gender lens;”
- freedom from stereotyped gender roles for implementors, field workers and clients;
- relevant database that is sex-disaggregated, and women clients who are counted not only in terms of how many are participating in the projects but also in terms of decision making and other qualifications of participation;
- planned obsolescence of GAD Focal Points, where advocacy for GAD’s implementation is no longer needed because it has been fully integrated into the DENR system;
- more male change agents, advocates and sponsors of GAD;
- a field level Focal Point system that is empowered with more funds to implement actions that address GAD concerns, including in-depth research studies on various family and household systems to guide project identification and implementation;
- a DENR workforce who has gone beyond complying and earning points in GAD KRAs into genuine client-oriented service delivery;
- GAD training and updates that are lodged as a regular HRD program;

- conscious and regular review and update of DENR policies to sustain gender mainstreaming;
- increased number of qualified women employees who assume higher management positions in a regular or permanent capacity; and
- documented experiences on gender mainstreaming and a functioning network with other departments to support and sustain each other's mainstreaming efforts.

The Critical Next Steps and Strategies for Gender Mainstreaming

To accelerate the process of gender mainstreaming, the Focal Points recommended the following concrete measures:

- continue with the conduct of GAD training and develop a GAD specifically designed for regional directors;
- pursue constant networking among Focal Points in DENR to facilitate the sharing of experiences and lessons learned from past and ongoing mainstreaming efforts;
- promote an exchange of resource persons with other agencies;
- document and disseminate gender mainstreaming experiences within DENR and other agencies;
- publish a handbook to check the gender sensitivity of projects and programs;
- implement a monitoring and evaluation scheme to assess the impact of GAD training among participants;

- provide appropriate rewards and incentives to outstanding accomplishments in gender mainstreaming; and
- influence the frequent reshuffle of environment and natural resources officers at the community and provincial levels which results in occasional suspension of GAD implementation and redirection of project thrusts.

In the medium-term, the following strategies are recommended to strengthen the gains of mainstreaming in DENR:

- Develop a core of GAD advocates and open doors not only to women but also to men. Find the best sponsors in heads of offices and regional directors whose interest has to be constantly nurtured by regular and timely information on plans and accomplishments. Recognize that one cannot do away with politics, one has to learn to manage it.
- Determine the area of resistance and find ways to overcome them. Gender sensitivity is a long, continuous process that is without a blueprint, and one needs to be patient with it.
- Utilize the five per cent GAD budget optimally. But keep in mind that the five per cent itself is not an issue. What is important is to define what the agency wants to achieve in gender mainstreaming.
- Empower the Focal Point system and its individual members so that they can find their own answers to questions on the need for mainstreaming. Recognize their accomplishments. Consciously phase in mainstreaming efforts into the normal structure and systems of the organization.



DENR has made a significant headway in its gender mainstreaming efforts. There is no stopping any more the changes that continue to sweep away the traditional attitudes and behaviors that disadvantage women in the sector. Still, it must be acknowledged that much has to be done before the task of gender mainstreaming is completed.

Aiming for a More Gender Responsive Organization



SUMMARY OF THE DENR'S MAINSTREAMING EFFORTS

	Stage 1: Formation Foundation	Stage 2: Installation of Strategic Mechanisms	Stage 3: GAD Application	Stage 4: Commitment Enhancement and Institutionalization
Policy	<p>Identified key entry points for integrating GAD concerns</p> <p>Review and revision of all rules, regulations and procedures to remove gender bias</p>	<p>Formulation of policies addressing gender issues in the agency</p>	<p>Issuance of DAO 07</p>	
People	<p>Identification of people in strategic positions who can mainstream GAD</p>	<p>Inclusion of mainstreaming development/ reporting in management meetings</p>	<p>Assignment of more women in field work</p>	<p>Empowered to effect changes by themselves</p>
Programs/ Projects	<p>Adopted PPGD goals particularly environment and natural resources sector</p>	<p>Inclusion of PPGD provisions on a number of programs/projects</p> <p>IEC materials appropriate for groups at national and local levels are developed and used</p> <p>Integration of gender-responsive indicators in reviewing project proposals</p>	<p>Gender mainstreaming elements some aspects of agency PPAs are integrated and implemented</p>	
Enabling Mechanisms	<p>Allocation of GAD Budget</p> <p>Creation of the GAD Focal Point System</p> <p>Availability of sex-disaggregated data and other statistics</p>	<p>Inclusion of GAD in work and financial plans</p>	<p>GAD as KRA of secretary</p> <p>Partnership with women's groups and NCRFW</p>	

Philippine National Police



The PNP is a male-dominated agency. Majority of its personnel of a little over 100,000, from top management down to the rank and file, are men. Only about four per cent are women. Thus, the culture of the agency and the way things are done there are predictably masculine. But this does not stop gender advocates within the PNP from initiating efforts to make it a gender-friendly and responsive organization.

In 1998, the 10th Congress passed Republic Act 8551 reorganizing and reforming the Philippine National Police. One of its provisions mandates that a gender sensitivity program be formulated to include “the establishment of equal opportunities for women in the PNP, the prevention of sexual harassment in the workplace, and the prohibition of discrimination on the basis of gender or sexual orientation.” It also requires that 10 percent of the PNP’s annual retirement, training and education quota be reserved for women in the next five years.

Special Protection of Women and Children: An Agency Program as Entry Point

The issue of violence against women, especially rape, incest, domestic violence and wife battery, started to be recognized as a public issue during the early ‘90s. Women NGOs, such as *Kalakasan* and the *Soroptomists International*, began implementing programs to help women victims and survivors of violence. One of these programs, initially implemented as a pilot activity, was the conduct of gender awareness training for police officers. The aim was to enable them to handle cases of violence against women with sensitivity and an understanding of their peculiar demands not present in

the usual police cases. Ideally, the training was meant for both women and men police officers. However, most of those who attended it were women.

The agenda of women NGOs, however, went beyond the conduct of gender sensitivity training. They envisioned setting up a separate women's desk in police stations that would deal exclusively with cases involving women victims, specifically cases of violence against them. The PNP leadership welcomed this initiative and the first women's desk was established in one of the stations in Quezon City in 1993, serving as the model for other women's desks that would be set up in all stations nationwide by the middle of the '90s.

The clientele of the women's desk was also expanded to include children victims and survivors of violence and other domestic crimes following the merger of the Women's Desk and the Child and Youth Relations Section. The desk is now known as the Women and Children's Desks. To date, about 90 per cent of police managers assigned to these units have undergone gender sensitivity and GAD orientation training.

Because the Women and Children's Desk is a relatively new program, the GAD Focal Points in the PNP have drafted a plan to strengthen its capability and improve the services it extends to its clients. A field inspection of various desks would be conducted to assess how they are operating and identify gaps to make their services more effective and responsive to the needs of victims and survivors. The PNP would also adopt a case monitoring system to obtain baseline data on violence against women and children. A significant amount of the PNP's budget would be allocated to the units to provide them with appropriate equipment and supplies. To ensure that cases of violence involving women and children are kept confidential, a prototype model of interview room equipped with the necessary medical facilities has been built in Camp Crame. This is complemented by the production of information materials geared towards raising the consciousness of police officers in promoting and protecting the rights of women and children.



Specialized courses and training on such areas as investigation, forensic examination, interview techniques and psychosocial interventions are also being collaborated with other concerned government agencies and NGOs to enhance the skills of police officers managing the units.

In January 2000, the PNP, with support coming from the Soroptimist International Philippines Region, initiated the first Women and Children's Desk Summit with the theme "Towards Ensuring Justice for Women and Children in the 21st Century." The Summit was seen as an opportunity to review what the women and children's desk accomplished since its establishment and what needs to be done so that its capability to serve and protect women and children victims and survivors of violence would be improved.

Developing the PNP GAD Program

For a time, the PNP's initiatives were limited to the conduct of gender sensitivity sessions for police officers and the

management of the women's and children's desk. This even if RA 7192, or the Women in Development and Nation Building Act, has been in force already since the early '90s. It took the implementation of the GAA provision for a GAD Budget to prompt policy makers and planners within the PNP to go seriously into the task of gender mainstreaming.

In 1999, the PNP developed a GAD program thrust that identified a set of gender issues in the organization and the strategies to be adopted to address them. That is why the GAD program thrust it developed is a significant first step in opening the hearts and minds of the nonbelievers and doubters among them. It detailed the more obvious gender issues in the PNP and the strategies to be adopted to address them.

An urgent concern is to formulate its own GAD plan that would lay down the foundation through which GAD can be integrated into the PNP's system. This would include a review of existing policies, guidelines, programs, services and procedures to determine their responsiveness to GAD issues. To implement its GAD plan, program directors have been holding joint budget programming to discuss the allocation of resources for GAD programs, projects and activities.

The next step then is to get support for its implementation, especially among its top management. The PNP policy makers, planners and program managers must have seen that gender planning and budgeting are not separate activities, token efforts to prove that the PNP is complying with the requirements of RA 7192 and the GAD budget provision of the GAA. Rather they must be an integral, essential part of the whole planning process of the organization, a mainstreaming effort, so to speak.

A parallel effort is to conduct a series of GAD training sessions for all police officers nationwide. Since only about 30% of the total police population or about thirty-five thousand PNP personnel have undergone gender orientation seminars initiated by various police officers/units throughout the country. More GAD seminars are to be conducted until the process

covers the entire police population. Officers who have participated in previous GAD training can be pooled for a trainers' training that will prepare them to conduct GAD training for their fellow officers.

Another strategy to sustain awareness of gender concerns is to set up a GAD information center. It would disseminate relevant information, education and communication materials to all police personnel so that they can be apprised intensively and extensively on how gender mainstreaming is faring in their organization.

A number of police regional/provincial offices have also initiated the putting up of day care centers inside camps to help parents in their child caring responsibility. Likewise, the PNP has established a network with various local and international organizations and women's NGOs, specially those involved in addressing gender issues and law enforcement. This would enhance the PNP's capability in handling cases involving women and children, both as either perpetrators or victims.

The PNP has also been involved in providing inputs to various legislative agenda and law reforms aimed at addressing issues of women and children relevant to public order and safety and law enforcement.

Women-Focused Projects within the PNP

Foremost among the projects directed mostly at women members of the PNP is the recruitment of more women police officers and their assignments in field operations and other command positions. The PNP adopts an open classification in terms of recruitment, meaning that anyone who meets the basic qualifications required by it can apply in the police service. The same principle is also generally true for promotion to higher positions. There are now women cadets at the PNP Academy as well as women police officers assigned in traffic management, anti-carnapping, anti-narcotics, intelligence and criminal investigation, performing the same duties as their male



The PNP is beginning to realize only now that being gender neutral does not necessarily mean being gender responsive. Its current efforts and strategies are typical of an agency in the foundation formation stage of mainstreaming.



counterparts. However, they still remain a minority.

The human resource development directorate of the PNP has been tapped eventually to design a career development program for women officers. This would make them realize that there are various options open to women in the police service, not just the managing of women and children's desks or holding office jobs. Designed to promote equity, the program will also address policies and procedures, specifically in recruitment and promotion, that hinder women's advancement in the service.

Just like any other workplace, it is possible for cases of sexual harassment to occur within the PNP. While there is no reported case yet, the PNP still plans to hold training on addressing and preventing sexual harassment. This would initially involve senior staff officers, directors and heads of divisions. An information handbook about sexual harassment shall also be produced and disseminated to all PNP officials and personnel.

On the Right Track to Gender Mainstreaming

The PNP admits that it is still in the initial stage of gender mainstreaming. Like all government agencies, it has held the belief that its policies, programs and services are gender neutral. It is beginning to realize only now that being gender neutral does not necessarily mean being



gender responsive. While this is clear among gender advocates within the organization, not everybody is convinced of it, even among the PNP's top leadership.

The current efforts and strategies of the PNP are typical of an agency that is in the foundation formation stage of mainstreaming. It is now set on its course toward gender responsiveness, a very significant development considering that the PNP is a male-dominated organization. It still has a long way to go in fully integrating gender into its systems, programs and services. But it is in the right track. The challenge is for it to build on its initial efforts.



SUMMARY OF THE PNP'S MAINSTREAMING EFFORTS

	Stage 1: Foundation Formation	Stage 2: Installation of Strategic Mechanisms	Stage 3: GAD Application	Stage 4: Enhancement of Commitment and Institutionalization
Policy	RA 8551	Recruitment of more women and their assignment in field operations and other command positions		
People	HRD directorate to design career development program for women officers Identification of need for a day care center and an anti-sexual harassment policy			
Programs/ Projects			Establishment of one-stop Women's Crisis and Child Protection Center	
Enabling Mechanisms	Identification of GAD Focal Points Conduct of gender sensitivity/GAD orientation training Drafting of annual GAD Plan Allocation of GAD budget to implement the GAD Plan	Networking with women's groups and the NCRFW Production of IEC materials concerning women and children		

For suggestions, comments and further information,
please contact:



Monitoring and Evaluation Division

National Commission on the Role of Filipino Women
1145 J.P. Laurel St., San Miguel, Manila, Philippines

Tel: (632) 735-4763

Fax: (632) 736-4449

Email: med@ncrfw.gov.ph