

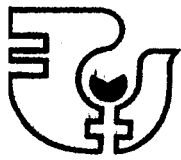
1989
PHILIPPINE
DEVELOPMENT
REPORT
ON WOMEN



**1989 PHILIPPINE DEVELOPMENT REPORT
ON WOMEN**

Manila, Philippines

1990



OFFICE OF THE PRESIDENT
NATIONAL COMMISSION ON THE ROLE OF FILIPINO WOMEN

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October 1990

Her Excellency
President Corazon C. Aquino
Republic of the Philippines
Malacañang, Manila

Dear Mrs. President:


Pursuant to Executive Order 348 which mandates the National Commission on the Role of Filipino Women (NCRFW) to monitor the implementation of the Philippine Development Plan for Women, 1989-1992 in coordination with the National Economic and Development Authority (NEDA), we have the honor to present to you the Philippine Development Report on Women for 1989. This Report describes institutional, policy and program developments undertaken to address gender-related issues one year after the PDPW was approved and adopted for implementation.


The attached Report articulates the modest achievements of concerned government and nongovernmental organizations in line with the national goals of poverty alleviation, employment generation, equity and social justice promotion and sustained economic growth, and identifies the remaining issues and program and policy gaps which the update of the PDPW for 1990 to 1992 should address itself to.

This Report covers five major sectors: a) the Economic Sector (agriculture and agrarian reform; environment and natural resources; services; and industry trade and industrial relations); b) the Social Sector (education and training; health, nutrition and family planning; social welfare and community development; and housing); c) the Special Concerns Sector (migration; prostitution; media; violence against women; and arts and culture); d) Infrastructure and Technology Support Sector (science and technology; infrastructure); and e) Plan Implementation.

Again, Mrs. President, we take this opportunity to thank you for your continuing support to this nationwide effort of mainstreaming women in development.

Very truly yours,


CAYETANO W. PADERANGA, JR.
Director General and Secretary
of Socio-Economic Planning
National Economic and Development
Authority


PATRICIA B. LICUANAN
Chairperson
National Commission on
the Role of Filipino
Women

FOREWORD

The National Commission on Women was greatly inspired by the developments in the women's movement during the first year following the adoption of the Philippine Development Plan for Women, 1989-1992 so that we felt there were good reasons to prepare this Philippine Development Report on Women for 1989 as a companion to the Philippine Development Report for 1989. One is the very strong mandate from the President, through Executive Order 348 which in itself is to us a strong indication of political will on the part of government to pay more serious attention to gender issues. Another is the generally favorable response from government agencies and from nongovernmental organizations to the PDPW's call for action to accelerate women's integration in the mainstream of national life. Focal points were established in many government agencies and some programs were conceived and implemented. The response from the other sectors, such as the legislative branch, the women's groups and the international community was similarly encouraging.

We, however, cautioned ourselves that this report is not an assessment of the Plan's performance per se but is intended more to give us benchmark information on women's situation during the first year of the PDPW. We therefore sought to include the implementation of gender-responsive policies and programs that pre-dated the PDPW and those that took place after its adoption. The absence of gender-specific data was one of the difficulties encountered in this first assessment, hence, this report is more qualitative than quantitative.

This exercise taught us very important lessons. First, it enabled us to test the environment within which the PDPW is trying to introduce changes in the way that gender concerns are being perceived and handled. In the process, we were able to identify the most pressing issues that are crucial to the realization of the goals of the PDPW and which demand future priority attention. The outcome of this assessment is thus a springboard for the updating of the PDPW for 1990-1992.

A most useful experience for us is the initial institutionalization and synchronization of the processes of assessment and updating of the PDPW with that of the Medium Term Plan. With NEDA's unequivocal endorsement of the integration of the PDPW's concerns into the MTPDP, our efforts along this end are evidently moving towards a more gender-responsive development planning.

Remedios I. Rikken
REMEDIOS I. RIKKEN
Executive Director

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Part One

OVERVIEW

Chapter 1

OVERVIEW OF PAST DEVELOPMENTS AND REMAINING CHALLENGES

1. *BACKGROUND*

The approval last year of the Philippine Development Plan for Women, 1989-1992 (PDPW) as a blueprint for government action to mainstream women in development efforts is a landmark in the history of women in the country. PDPW is potentially a powerful instrument for women to gain their rightful place in society. The document itself raises people's level of awareness on the issues that continue to confront women. Data and information contained in the different chapters of the Plan present a comprehensive situationer on women and how they are differently affected by the socio-economic and political events in the country. The PDPW also presents one good rallying point for women in both government and nongovernment organizations. For the first time, their long-term interest is being given serious consideration. Finally, PDPW offers to women and concerned agencies an array of proposals and alternatives to achieve desired economic, social and cultural transformation that is sensitive to women's needs and conditions.

Despite these expectations pinned on the PDPW, it was nevertheless recognized that its full implementation might pose a yet bigger challenge for the women and government in view of the social, cultural, political and economic realities that compete with government priorities. Besides, its first year of implementation was faced with some constraints. When Executive Order 348 (approving and adopting the PDPW) took effect in February 1989, government programs and budgetary plans were already finalized and starting to be implemented. The level of gender consciousness in the bureaucracy called for massive advocacy. And operationalizing the PDPW at the agency level was still being carefully studied.

There was, therefore, no attempt to assess performance against the Plan's set objectives and targets. Rather, this report analyzes developments in women's situation one year after the PDPW was approved. It is further emphasized that this narrative covers both those activities and initiatives on gender concerns that were started by various government organizations (GOs) and nongovernmental organizations (NGOs) before the advent of the Plan as well as those that were undertaken after its adoption.

2. *SUMMARY OF DEVELOPMENTS*

Some trends in the reports on developments during the first year of the PDPW were noted. One category of activities consisted of the setting up of mechanisms or

designating and strengthening existing structures in government to facilitate PDPW implementation. Under this group is the establishment of focal points and other institutional structures for PDPW. Also included are the support mechanisms that were started to be implemented to further strengthen PDPW and institutionalize its assessment and updating with mainstream planning.

Another category focused on cultivating a more gender-responsive environment for PDPW implementation. Such activities included gender orientation programs, trainings and seminars and development of information materials and modules on gender concerns. A third category was policy-directed, which consisted of new legislation, laws or government policies designed to advance women's situation. A final category had to do with implementation of concrete programs and projects which directly or indirectly benefitted women. These are further classified into economic, including agricultural and industrial; and social, including special concerns.

2.1 Establishment of Structures/Mechanisms for the PDPW

2.1.1 Setting Up of WID Focal Points

On April 21, 1989, the National Commission on the Role of Filipino Women (NCRFW or NCW) issued Memorandum Order 89-1 to guide the various government agencies on the specific roles of focal points in each agency, where they were mandated to be set up as the basic machinery for integrating gender concerns into the policies, programs, and projects of such entities. The setting up of focal points was mandated by E.O. 348 to ensure the implementation, monitoring, assessment and updating of the PDPW.

In some agencies like the Department of Environment and Natural Resources, Women in Development (WID) focal points were set up and constituted as new entities, although composed of regular agency personnel from the different offices in the DENR who continue to do their tasks and who run the focal point as an additional assignment. In others, as for example, in the Department of Agrarian Reform (DAR), existing office units, such as the Special Concerns Staff were designated focal points, with regional and provincial offices ordered to set up similar focal points.

Toward the middle of 1990, at least 12 WID focal points had been officially constituted and 27 were initiated. Of those officially constituted, meaning that these were already operational, eight were line departments and the rest were attached agencies. Of those that have been initiated or where contact persons have been identified, four were line departments.

Among the active focal points, trends in their activities were towards consciousness raising, review of policies and programs as well as of women's status within the agency. Some organized their woman employees as a primary activity and many spearheaded their agency's participation in the annual Congress of Women in Government and the celebration of Women's Month. While some proposals for mainstream programs have been advanced, no actual implementation of a new major project coordinated by a newly established focal point was reported during the year.

To help the focal points define their work, NCW conducted orientation seminars, provided technical assistance and developed a Primer which was disseminated to concerned agencies.

2.1.2 Institutionalizing Gender-Responsive Planning and Program Implementation in Government

Membership in the 13 Technical Subcommittees

In addition to EO 348 which provides the basic mandate for the implementation of the PDPW by government and the authority it vested in the NCW to issue pertinent guidelines, create necessary inter-agency committees and call upon the assistance of any government agency for the PDPW, another breakthrough in the efforts to mainstream women in development planning was the approval of NCW's membership in the 13 Technical Subcommittees for Development Planning being coordinated by the National Economic and Development Authority (NEDA). This membership enables the Commission to participate in the review of different chapters of the Medium Term Plan and be the advocate for the PDPW among the different members representing various sectoral concerns. Significantly, NEDA as the lead agency in Medium Term Planning has consistently supported the NCW in the efforts to mainstream women in these activities.

Introducing WID Statements in the MTPDP

Along the same vein, major WID policy statements culled from the PDPW were started to be introduced in the 1990-1992 update of the Medium Term Plan. This move indicated a marked improvement over the single macro statement in the original MTPDP and made women's concerns permeate its varied sectoral areas of coverage thus enhancing its gender responsiveness.

Operationalizing PDPW in the Regions

Operationalizing the PDPW at the regional level was one of the concerns studied by the NCW in 1989. By initiating a pilot implementation in Region VIII, some approaches have been tested towards the integration of gender concerns in regional development planning and program implementation.

Country Programming for Women

Another related development was the formulation of the Country Program for Women (CPW), a compilation of project proposals coming from GOs and NGOs which respond to priority women's concerns in the PDPW. The CPW was designed to meet initial funding difficulties for programs in the PDPW by tapping external sources. It is now being considered in the updating of the Medium Term Technical Assistance Program (MTTAP) and the Medium Term Investment Program (MTPIP), thus expanding PDPW's access to resources.

Cabinet Meeting on Women

The President also decided to hold one Cabinet meeting a year for the line departments to report on their programs for women. At the same time, she instructed the NCW Board of Commissioners to meet with her twice every year to update her on the progress in PDPW implementation. These developments are expected to impose greater urgency in the implementation of the PDPW by government agencies.

2.2 Strengthening Existing Structures/Mechanisms

Two agencies with specific units attending to women's concerns, the Department of Labor and Employment (DOLE), with its Bureau of Women and Young Workers (BWYW), and the Department of Social Welfare and Development, with its Bureau of Women's Welfare (BWW), boosted their support for the work of these units. Training workshops/seminars on WID were given both to planners and program implementors of DOLE, specifically the BWYW personnel who were trained on raising gender consciousness and were equipped with technical expertise in gender-responsive planning. To enhance implementation of the PDPW in the medium term, the BWYW also proposed the establishment of the Women Workers Development Institute (WOWDI) to increase awareness of woman workers on legislation/standards/policies and other gender-related issues.

To build the DSWD's capacity and increase its productivity and responsiveness in formulating and delivering women's welfare and development programs, the Department carried out a number of activities, foremost of which were the establishment of a National Training Center and Laboratory for Women's Welfare and Development which

enabled the Department to continue developing and implementing projects for women including the intensification of GO-NGO linkages, conduct of regional and national conventions to ensure broad-based participation of women in policy formulation, program implementation and evaluation of service delivery and conduct of a national study to determine the needs, problems, and aspirations of disadvantaged women.

Another strategy implemented by the Department of Social Welfare and Development and the Overseas Workers Welfare Administration, was to increase the number of their female personnel involved in reaching out to a high proportion of woman clients. The DSWD hired more woman welfare workers and social welfare specialists. At the OWWA, more woman welfare officers were deployed abroad, in consideration of the peculiar needs of Filipina migrant workers.

There was, likewise, conscious effort to increase the number of women holding responsible positions in technical areas, as well as in institutional development work. The Department of Agriculture gave more importance to the role of female agricultural staff and at the same time made male agricultural production technologists participate in gender-focused programs. This was likewise done in the infrastructure sector, specifically, the water-related agencies like the National Irrigation Administration (NIA) and the Metropolitan Waterworks and Sewerage System (MWSS) in consideration of the fact that women are the primary users of such infrastructure as power, water, and transport facilities, and therefore, should be involved in their planning and design. They are also the best conduits for mobilizing the citizenry toward efficient and responsible use of such services.

Agencies tasked to implement programs that rely heavily on the involvement of beneficiaries, such as the Departments of Agrarian Reform and Agriculture, have mobilized women on two fronts --- within their offices, and among the non-government organizations that group together or support these beneficiaries. The DA, for instance, intensified its linkages with the Rural Improvement Clubs of the Philippines, and other rural-based organizations, in its drive to reach out to rural women who play a key role both in farm and off-farm activities. In the agrarian reform sector, the beneficiaries were mobilized with the organization of the Woman Agrarian Reform Beneficiaries, and the encouragement of women's participation in the Barangay Agrarian Reform Councils. In the environment and natural resources sector, participation of women in forest resource management through the National Reforestation Program and the Integrated Social Forestry Program was encouraged.

2.3 *Generating Other GO and NGO Initiatives*

2.3.1 *Government*

The issuance of Presidential Proclamations 224 and 227 declaring March as Women's Month spawned various activities to further highlight women's issues and in the process forged linkages among women in government and nongovernmental groups. Among these was the holding of the First Congress of Women in Government attended by 850 representatives of 109 national and local government units. This Congress expected that women in government would be able to deal with their woman constituency better if their problems as women in government were addressed. A round table discussion among key government agencies was held a number of times to follow up developments in these areas.

The Civil Service Commission established the Equality Advocates or EQUADS in its central and regional offices. EQUADS are tasked to look into complaints of discrimination in the public sector on account of gender, political affiliation, ethnic origin, age, handicap, or religion. They are likewise ordered to investigate complaints of sexual harassment filed by government female employees.

Advocacy among woman politicians has also been started. A two-day congress of woman councilors was conducted (with authority from the Department of Local Government) in an effort to help them become better legislators and to prepare them for higher elective and appointive positions.

2.3.2 *Nongovernment*

The Plan's concerns were incorporated in the respective plans and programs for action of NGOs who have expressed very strong support for the PDPW (e.g. National Council of Women of the Philippines and the Katipunan ng Bagong Pilipina). Primers on the PDPW were produced for wider dissemination among their members.

Other NGOs contributed to widening the support base for PDPW through training and consciousness-raising. One such group was the Women's Studies Consortium established in six major schools. The Consortium reaches out to government, the academe and grassroots organizations through fora and publications.

2.3.3. *Joint GO-NGO*

A coordination structure that started to gain ground is the GO-NGO consultation established for the two groups to jointly support PDPW implementation and undertake related activities of mutual concern and interest. The first GO-NGO Congress was focused on PDPW implementation.

2.4 *Influencing Policies*

The overall policy thrust in the first year of implementation of the Plan was to make women more productive members of society and to foster better appreciation of their reproductive work by ensuring their full involvement in development work, as well as their share in the fruits of development.

2.4.1 *Policy Developments*

Women as workers benefitted from one of the most far-reaching policy developments last year---the passage of RA 6725, which eliminates discrimination against woman workers with respect to terms and conditions of employment. The year 1989 also witnessed a string of other proposed legislation, notably, those increasing maternity/paternity benefits; mandating the setting up of day care centers in workplaces; and providing penalties for sexual harassment in the workplace. Also pending is a bill establishing a Women's Community Support Center in every depressed barangay, envisioned to provide substitute maternal care for children, and informing the grassroots on livelihood, literacy, and government population programs.

It is noteworthy that the centerpiece of the social justice program---the Comprehensive Agrarian Reform Law, guarantees rural women equal rights to ownership of the land and equal shares of the farm's produce, as well as representation in advisory or decision-making bodies in the sector.

On the government front, the Civil Service Commission issued Memorandum Circular #14 Series of 1989 to enable government workers, especially women, to adopt flexible working hours to help them cope with their dual roles as workers and home managers.

2.4.2 *Policy Review*

In most government agencies, the first year of Plan implementation was also spent in a thorough review of their mandate, policies, and plans, and how these have effectively integrated gender concerns. For instance, at the Department of Labor and Employment (DOLE), the PDPW was adopted as part of the DOLE's

"agenda for social justice." Officials from six line departments (Labor and Employment, Health, Education, Trade and Industry, Social Welfare and Development and Agriculture) were appointed Commissioners of the NCW.

A review of how policies that directly impact on women, as those on population, nutrition and family planning, and on maternal health, has also been given priority in the health sector. Health organizations actively participated in the information drive on the National Drug Policy.

Although no focal point could be set up in sectors where no central government agency is in charge, as in prostitution, certain policy changes were noted. For instance, the Department of Tourism made a policy decision to avoid the use of images of women in marketing and promotional materials for tourism, in an apparent bid to erase wrong expectations about the country's tourist attractions, and to attract the "right kind" of tourists.

2.4.3 *Gender-Responsive Data and Information System*

The basis for any sound policymaking and review is a good statistical and information base. Therefore, the first year of the Plan implementation saw much effort being expended in all sectors to hurdle one of the most critical obstacles to the PDPW implementation--the lack of gender-responsive data and information, and the agencies' inability to draw up a good system for getting and using gender-focused statistical indicators.

Among the agencies which have made some headway in this area is the DOLE. Its Bureau of Women and Young Workers produced gender-specific Regional Employment Profiles of women and young workers; while its Bureau of Labor and Employment Statistics publishes on a monthly basis the gender-differentiated Current Labor Force Statistics.

The agriculture and agrarian reform sectors have also chalked up some gains in this area. Women's concerns have been incorporated in the statistical activities of the DA's Bureau of Agricultural Statistics (BAS); and the DA's planning and monitoring service has prepared a shopping list of indicators for its various programs.

As part of a national study on the needs of disadvantaged women, the DSWD carried out regional studies in 60 depressed barangays identified based on four ecological groupings (urban/slum, upland/tribal, coastal/fishing, and lowland/agriculture.) These were intended to serve as baseline information for policy formulation and program development.

The newly-developed Field Health Services Information System (FHSIS) of the Department of Health focuses on the data needs of public health programs, as well as data needs for health status assessment (births, deaths, notifiable diseases) although gender-specific indicators to monitor and assess the health status of women and girls are still about to be developed.

Despite some constraints, it is hoped that the generation of sex-specific data and information can be institutionalized in the remaining years of the PDPW, with the efforts of an inter-agency committee on statistics created by the NCW. Preparatory activities toward the development of a data base on women was started in 1989 with substantial technical assistance from the Inter-Agency Committee's Technical Working Group composed of representatives from the National Statistical Coordination Board, National Statistics Office, Department of Education, Culture and Sports, Department of Agriculture, Department of Labor and Employment, Department of Environment and Natural Resources and the Department of Health.

2.5 *Advocacy/Gender-Consciousness Raising*

To address the problem of low level of gender consciousness, the NCW and other agencies conducted seminars, trainings and conferences on women's issues, developed curricula and modules for these seminars and utilized the media for wider dissemination. One basic curriculum developed was the "Basic Integrated Gender Awareness Training" or BIGAT; another one utilized artistic pedagogy for gender awareness; and a third curriculum was intended for a more in-depth understanding of gender issues. Audio-visual materials were likewise produced, sourced and disseminated to various audiences. Other avenues utilized were newsletters, *Mare* and *Newswings* (for women in government), the holding of a film festival, and a translation of the PDPW framework in Filipino. The government program for gender consciousness raising is receiving external assistance, notably from the Canadian International Development Agency (CIDA) for the series of Gender-Based Analysis Workshops and the five year Women in Development Training and Orientation Program (WID-TOP) and from UNICEF which assisted the development of BIGAT and other modules.

Other agencies also conducted advocacy for women and the PDPW. The DOLE-BWYW produced information-education-communication (IEC) materials for woman workers; the Philippine Information Agency (PIA) developed regional programs to promote gender-sensitive media; the Cultural Center of the Philippines (CCP) packaged information on women's issues into broadcast and theatrical activities; and various other GOs and NGOs agencies sponsored/ attended related seminars and conferences conducted by NCW and other groups.

2.6 Implementation of Sectoral Programs and Projects

One of the positive developments during the year was the renewed interest focused on existing/continuing government programs directly and indirectly addressed to women. Agency reports highlighted those which mostly affected women as agents and beneficiaries.

2.6.1 Economic Sector

In the agriculture and agrarian reform sectors, programs that help enhance women's role and participation as well as their enjoyment of a more equitable share of benefits in the development and utilization of the sectors' resources were undertaken. Greater participation of women was noted in agri-based and off-farm livelihood and training programs and projects designed to boost rural households' income and enhance women's entrepreneurial and skills capability. Among the more significant projects in the sectors include those on enhancing women's role in fishing communities implemented by the Department of Agriculture's Bureau of Fisheries and Aquatic Resources and the granting/awarding of seed money/loans to women's groups for income-generating projects such as crops/animal/fishery production, processing and marketing and community-based enterprises. Moreover, various training programs were conducted to address the needs of woman agrarian reform beneficiaries and rural women. The topics covered ranged from human resources/skills development to business management.

Efforts at livelihood generation for women as well as enhancing their access to credit facilities were complemented by two programs that promote technological innovations designed to ease women's work at home and in the farm, to wit: a) Launching of the search for appropriate tools and equipment for women; and b) Processing equipment for rootcrops and other farm products. Meanwhile, the Livelihood Revolving Fund for Women, an innovative capability building and credit program for low-income women, was set up by a consortium of NGO networks with a P5.0 million seed money from the Office of the President.

In trade, industry, industrial relations and services sectors, the twin approaches of effective mobilization through information-education and the opening up of economic opportunities for women were also pursued. The Department of Labor and Employment through its Bureau of Women and Young Workers produced IEC materials aimed at increasing woman workers' awareness of their rights and privileges as well as their responsibilities as embodied in the Labor Code/Civil Code. In 1989, some 1,314 female workers benefitted from the labor education seminars conducted by the Department.

In line with the sectors' efforts at expanding working women's employment opportunities, the DOLE through its BWYW and the Bureau of Rural Workers (BRW) implemented programs envisioned to address the needs of seasonal and rural woman workers. The Improve Your Business Program was launched in 1989 to train rural women belonging to micro-enterprise groups to become real entrepreneurs who know the proper use of resources for maximum income/profit. Likewise, seasonal woman workers also benefitted from the various training seminars on technology/skills upgrading through the BWYW's Women Workers Employment and Entrepreneurship Development Program.

A significant development in the area of skills enhancement was the pilot implementation of the Women in Non-Traditional Trades (WINT) program of the National Manpower and Youth Council (NMYC) in Southern Tagalog and Central Mindanao, with the assistance of a multi-sectoral body of government and non-government agencies. Women are trained in entrepreneurship, as trainers, and as skilled workers in nine basic trade areas: automotive, electricity, carpentry, furniture and cabinet making, refrigeration and airconditioning, masonry, plumbing, welding and repair and maintenance of office equipment. While the NMYC started its women's programs in 1980, the initiative for a more structured skills training program was reinforced by the PDPW. Significantly, NCW provided gender sensitivity training for NMYC staff. In 1989, WINT graduated 143 women.

2.6.2 *Social Sector*

In the social sectors, programs and projects were designed and instituted to promote greater participation and improvement of the overall situation of women. For instance, the Department of Education, among others, conducted a series of consciousness raising programs, formulated guidelines for the evaluation of instructional materials and evaluated textbooks in the different learning areas in various grade levels.

Programs addressing women's welfare in general, such as those pertaining to their and their children's health were also strengthened. The Philippine Health Development Project was launched to improve and expand public health programs which include the continuing provision and enhancement of the comprehensive maternal and child health services.

In the housing sector, access of women to housing facilities was continuously provided through loans via the Community Mortgage Program, Expanded Housing Lending Program, Cooperative Housing, and Social Housing Developmental Loan. On the other hand, the

social welfare and community development sector continued to implement programs focused on the delivery of basic social services and the provision of programs for women's empowerment. Among these are the establishment of social infrastructure such as day-care centers and programs for self-enhancement and livelihood/occupational skills development. The sector chose organizing as a strategy to empower women and enhance their potentials and capabilities as effective participants in community development.

2.6.3 *Special Concerns Sector*

Along with awareness-raising activities, concerned GOs and NGOs continued to develop skills-training and livelihood assistance programs to help woman migrants and victims of prostitution find alternatives to jobs which are less prone to sexual exploitation.

To combat existing sexist culture, PIA in particular, developed regional programs to disseminate and promote gender-sensitive media. Other concerned agencies like the CCP and the Philippine Educational Theater Association (PETA) in partnership with the NCW translated and packaged materials on women's issues into broadcast and theatrical activities, films, exhibits, symposia and other forms of visual arts.

3. *REMAINING CHALLENGES AND PROSPECTS*

Efforts to implement the PDPW in 1989 were largely focused on setting up and strengthening institutional mechanisms in government, creating favorable subjective conditions for the PDPW including the issuance/enactment of favorable policies and laws, and the implementation of programs and projects that directly and indirectly benefitted women. Considering that this assessment was undertaken in less than one year after the PDPW was approved and that a pioneering activity such as this is bound to encounter initial difficulties, the results are fairly encouraging as they provide very useful insights for future action, particularly the identification of remaining gaps and issues to ensure the Plan's successful implementation for the remainder of the Plan period.

Some remaining challenges and prospects are described below:

3.1 *Strengthening Institutional Support for the PDPW*

Establishment of focal points (FPs) in those agencies that have not done so and strengthening those already in place need priority attention. FP members should be further trained so that they could internalize and perform their responsibilities and clarify their relationships within the agency and with other structures. In many instances, FPs need stronger influence and clout to carry out their mandate.

The initial attempts to synchronize and institutionalize gender-responsive planning also leaves room for improvement, particularly in terms of the synchronized planning and budgeting now being done for the MTPDP.

The responsibility of making the FPs more responsive to the task of PDPW implementation and fully institutionalizing gender planning rests heavily on both the agencies' and NCW's support. Working under a strong mandate but with limited resources, skills and staff, and with the government austerity program currently in force, NCW has to rely on its ability to creatively harness existing resources and tap external assistance for the PDPW and the focal points.

3.2. Addressing Policy Gaps

One major issue concerning policy and law is enforcement and monitoring of implementation of those already in place. A similar concern is allocating resources for their implementation. Continuous review of the gender impact of laws as well as lobbying for the revision of those found detrimental to women is also being called for. Recently, the Department of Labor made known its plan to review labor laws towards their reformulation from "protectionist" to "equal opportunity." For the other laws, the initial research conducted by the NCW-UP Law Center on Gender Analysis of Philippine Laws should be studied and follow up activities undertaken where necessary.

Another issue related to policy is the dearth of gender-specific data and indicators particularly crucial for policy formulation and monitoring of women's status. The initiatives of the NCW with the support of NSCB, NSO and other data-producing agencies is expected to ease this problem during the remainder of the Plan period. The project, however, needs tremendous resources and while small-budget activities such as framework and indicators development have been started, huge financial outlays are necessary for the other major components such as systems development and data generation.

3.3 Need for Greater Advocacy

For the remainder of the Plan period, advocacy work should still be focused mainly on the line departments' drive to combat stereotypes against women so that higher priority is given to their interest, particularly in terms of allocation of resources for programs designed to benefit them. Moreover, there is an urgent need for government to "own" the PDPW and claim full responsibility for its implementation. On the other hand, the consciousness of women as agents and beneficiaries of development deserve equal attention. The NCW WID-TOP program mentioned earlier is expected to boost government/NCW efforts and resources along this line.

3.4 *Implementation of Gender-Responsive Programs*

Probably the ultimate measure of success for the PDPW is the extent to which new programs are proposed and implemented and existing ones refocused to correct any adverse effect, or enhance their positive impact on women. Tied to this is the magnitude of resources expended for these programs. Funding and perhaps appropriate expertise or technology thus become highly critical concerns.

EO 348 mandates government agencies to include in their budget proposals for Congress funds for PDPW programs. However, this has yet to happen, particularly in view of the current crisis when other priorities compete with the PDPW. Government planners and decision makers still need to appreciate the significance of budgeting for PDPW programs.

Yet another avenue for easing the financial constraint is to take advantage of the increased receptiveness of foreign donors to programs on women, particularly by vigorously pursuing the Country Program for Women. This has provided donors the means to survey the country's priorities in gender-focused programs, enabling them to more easily decide which ones to support. There are also initial efforts to integrate the gender-focused programs and projects into the NEDA-coordinated MTPIP and the MTTAP.

Another challenge in effectively implementing the Plan in the coming years is for government to be able to draw more effectively on the network of NGOS in various sectors, considering how effective they have been in mobilizing women both as agents and beneficiaries of development. Such mobilization work is crucial at the grassroots level, where key programs like agrarian reform, agricultural productivity enhancement, and natural resources management, health and infrastructure, would rely heavily on strong extension and outreach activities.

Another possible source of funds for PDPW is "piggy-backing" or reviewing on-going and pipeline projects as to how they could be refocused or redirected so that they respond more positively to gender issues. This, however, needs expertise or technology which unfortunately is not yet available.

3.5 *Other Concerns*

It also remains a formidable challenge to accurately examine the impact of the macroeconomic policies on women's development. This will require, as with all the other sectors, a good gender-responsive statistical and information base and an appropriate methodology and framework for analysis. Despite the obvious difficulty of this undertaking, it is hoped that such an examination can be completed within the Plan period.

There is also a need to define the PDPW regional implementation framework. NCW's pilot implementation in Region VIII focused on consciousness raising among the regional offices, the academe, NGOs and politicians and establishing linkages with and among each other. The area of actual program planning and especially implementation by government agencies and NGOs has yet to be clarified.

In the final analysis, the same political will that made it possible to draw up the PDPW is required to marshal all resources possible to make the integration of gender concerns in the development process so complete that in the future, the assessment of the PDPW's implementation can be mainstreamed quite naturally, as envisioned, in the overall Philippine development efforts.

Part Two

THE ECONOMIC SECTORS

Chapter 2 AGRICULTURE AND AGRARIAN REFORM

AGRICULTURE

1. OVERVIEW

The basic aim of development efforts with respect to women's role in agricultural and rural revitalization is to provide an environment that shall fully integrate women in the development process. In 1989, largely through the intervention of the Department of Agriculture (DA), efforts were focused on the following major strategies to achieve this integration: consciousness-raising among the rural populace on the role of women in development; strengthening and broadening women's participation in rural and agricultural development; expanding income opportunities; women's access to credit; promoting technological innovations; strengthening research and development; improving agricultural extension; boosting training and information services; and strengthening women's organizations.

Efforts to make men and women more conscious of the existence of problems and issues that affect women were pursued primarily through the conduct of awareness-raising training/seminars. Public consciousness on gender-related issues was raised as institutional reforms and policy developments were defined.

The activities undertaken to expand women's income opportunities included the provision of income-generating projects for rural women. Training and seminars to enhance skills and entrepreneurial capability were also conducted. Cooperatives were likewise strengthened.

Efforts to make women participate more effectively in rural and agricultural development improved as women's concerns were gradually considered in data-gathering functions. The establishment and sustenance of functional rural women's organizations was actively pursued as efforts to uplift socio-economic conditions were strengthened.

To expose agricultural development workers to the complete range of agricultural management, a shift in training was effected, from a specialized field training to a generalized orientation.

Women's participation in planning, implementation, monitoring, and evaluation of development programs and projects gained momentum with their increased representation in agricultural organizations.

Easier access to rural credit also helped to enhance women's status.

In the area of technological innovations, the production of appropriate farm and home tools was improved, thereby simplifying farm and home work through various projects.

Research and development was boosted with the conduct or completion of researches directly addressing women.

Improvements in agricultural extension, training, and information services were achieved mainly by emphasizing the role of women in agricultural training designs.

Programs to empower women mostly took the form of consciousness-raising, organization of new women's groups and strengthening of existing ones. Through these organizations, more women became involved in decision-making processes.

These accomplishments should lead to even greater efforts at mobilizing rural women for accelerating the advancement of the sector. It has been long past due for these women to come to the forefront after 56 years of working behind the scenes through the DA's extension service and in cooperation with the Rural Improvement Clubs (RICs) and other rural-based organizations.

2. SECTORAL DEVELOPMENTS

2.1. Institutional Developments

With the full implementation of the DA's reorganization strategies in 1989, the responsibilities of extension workers increased and were redefined to expose them to the comprehensive range of agricultural and rural development services. For instance, home management technicians used to be the only ones concerned with women's programs. Now the male agricultural production technologists must also participate in these efforts. The employment and training of female agriculture staff was likewise enhanced. As of 1989, 44% of the 12,909 extension personnel were female.

Specifically, the Agricultural Training Institute (ATI) has adopted a module on Women in Development (WID), to orient extension workers on gender issues in agriculture. This has generated interest among male Agricultural Production Technicians (APTs). The DA-ATI has trained 7,120 extension personnel using the module.

By their own initiative, the women have increased their representation in the Agricultural and Fishery Councils (AFCs) from the barangay to the regional level. With 133 women members, or 10% of total AFC membership, women's participation in policy-making, planning, implementation, monitoring, and evaluation of development programs has gained momentum.

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It is also interesting to note that the National Food Authority (NFA) has been involving women in its grains business. In 1989, women became active officers or members of boards of directors, in the regional and national levels of three associations namely: Confederation of Grains Retailers Association of the Philippines, Inc. (GRECON), Federation of Greater Manila Grains Businessmen (FGMGB), Confederation of Filipino Rice and Corn Association, Inc. (CONFED). Eleven women held such positions as national chairperson, national treasurer, national auditor, president, vice-president, P.R.O., sr. vice-president and regional directors.

2.2. Policy Developments

A major gain for the agricultural sector in making women visible was the creation of the DA's WID Focal Point, through Special Order #689 and a Memorandum Circular to all regional directors in response to Executive Order 348. The Focal Point in the various DA offices has thus far initiated orientation activities on the situation of women and on the Philippine Development Plan for Women (PDPW); a review of past and current programs of the DA and its bureaus, attached agencies and regional offices; and the reactivation of women's associations.

The annual celebration of Women's Month, by virtue of Presidential Proclamation 224 and 227 and as institutionalized in the DA through a Memorandum issued by the Secretary of Agriculture, has heightened the focus on women's concerns, particularly in agriculture and rural development. This event has been marked by exhibits of women's projects and the holding of national, regional, provincial achievement days/seminars/symposia/demonstrations which emphasized the important contributions of women in agricultural development.

Likewise, the DA "Search for Agricultural Achievers" has served as a vehicle for women to show their potentials and capabilities in agricultural development. In the 1989 search, women contestants garnered awards in the following categories: Outstanding Agricultural Scientist, Outstanding Farm Youth Organization, Outstanding Provincial Agricultural and Fishery Council and Outstanding DA Employee under the Administrative/Support Services Group.

On the other hand, participation of men in the Search for Outstanding Farm Family was encouraged through a new set of criteria. Traditionally, this area had only attracted the women.

Another encouraging initiative among the women was that with the implementation of the PDPW, the Rural Improvement Club of the Philippines (RIC) has developed a five-year development program (1990-1994) with the goal of establishing and sustaining a functional network of rural women's organizations nationwide, working for the socio-economic uplift of farm families. The DA-ATI and National Agricultural Food Council (NAFC) have provided technical and financial support to set the program in motion for the conduct of trainings and national workshops.

3. PROGRAM DEVELOPMENTS

3.1. Consciousness-Raising Activities

The primary objective of raising the consciousness of men and women on gender issues in agriculture was attained basically through the conduct of relevant training programs and seminars.

The nine training/workshops/seminars conducted in 1989 targetted three levels of participants: decision-makers, technical staff, and woman constituents. Two of these were directed toward orienting the decision-makers on the situation of women in the sector; three to the technical staff who were trained on gender-based analysis with respect to the participation of women in agriculture; and four to the woman constituents who discussed their own issues in national/regional/provincial consultative seminar-workshops on the PDPW and "Focus on Agriculture Program on Women." A total of 545 woman leaders benefitted from these training sessions.

Information services were likewise improved. Radio and TV programs discussing the importance of understanding women's roles and their contribution to agriculture and rural development were aired in coordination with national and local radio and TV stations. Reading materials emphasizing women's vital roles were distributed. Among these were briefing materials on the "Situation of Women"; "Why Women in Development"; "Development Plan for Women, 1989-1992"; and Modules on Gender-Based Analysis in Project Development.

3.2. Expansion of Income Opportunities

Using the family and farming systems approach and considering that women in the Philippines are traditional purse holders and home managers, assistance to improve income was extended in the form of income-generating projects; training sessions to enhance skills and entrepreneurial capability; and participation in major agricultural programs.

Greater participation of women was noted in agri-based and off-farm livelihood programs and projects. The NAFC through the Livelihood Enhancement for Agricultural Development (LEAD) and the United Nations (UN) granted funding to the women's groups which was utilized as revolving fund or seed money for their programs. The Bureau of Animal Industry (BAI) extended technical and organizational assistance to woman livestock farmers to improve their production and marketing activities.

The Bureau of Plant Industry (BPI) also involved the women in the following livelihood projects: bio-intensive gardening, plant propagation for ornamentals and medicinals, dish garden and bonsai-making, propagation of mushroom spawn for home and commercial use, crop protection training and fruit and vegetable processing.

With the strengthening of cooperatives, the women also benefitted, particularly from efforts to expand income opportunities. In 1989, 181 all-woman cooperatives with 3,651 members were established or strengthened as varied livelihood projects were implemented by these groups.

Enhancement of skills and entrepreneurial capability was achieved with the conduct of 62 trainings involving 1,593 women. Topics on agribusiness, enterprise development, food processing, simple feasibility study, and project proposal preparation were discussed.

3.3. Credit Accessibility

Through cooperatives development, the women were enabled to obtain greater access to credit. Various funding agencies were tapped for this purpose: LEAD, Alay sa Puso, Comprehensive Agricultural Loan Fund (CALF) and foreign grants, among others from which they received a total of P5 million in grants. This was used mainly to fund agri-based income-generating projects such as crops/animal/fishery production, processing and marketing, community-based soap making and other coco by-products.

Under the project "Enhancing the Role of Women in Fishing Communities" implemented by the Bureau of Fisheries and Aquatic Resources (BFAR), a total of 129 workers were awarded loans with overall repayment rate of 98.7%.

3.4. Strengthening Training and Extension Services

Another step toward effective participation of women in development was the expansion of extension, training, and communication thrusts.

As the functions of ATI were restructured, the institute was able to reach out to 1,596 women by involving them in such activities as consciousness-raising; multi-level planning; piloting of women's projects on rootcrop production; processing and marketing; and distribution of information materials, among others.

To develop their skills to communicate their concerns vis-a-vis agriculture and rural development with other women, 666 women participated in 20 training programs conducted by the ATI. The topics focused on agricultural programs on women, women's participation in agricultural development, and farm and home resources management. As an ongoing activity, these training programs are implemented with the assistance of 12,909 agricultural extension personnel, 43% of whom are female, and who provide direct agricultural extension services and training.

In addition, the Fertilizer and Pesticide Authority (FPA) has involved women in its two regular training programs, the Agro-Pesticide Dealers Training and the Agro-Medical Training. The former was undertaken as a prerequisite for the issuance of licenses for dealers of agro-chemical products. Fifteen percent of those trained in 1989 were women. The latter training program, on the other hand, was designed to enable the participants in the medical sector to acquire the necessary knowledge, skills and attitude in the management of pesticide poisoning so they can act as future trainers. Of those who attended this year's training, 40 percent were women.

Likewise, the BAI trained a total of 911 women on the following topics: feed formulation and feed-milling, vaccine production and quality control, disease diagnostic procedures, treatment and vaccination of animals, meat processing, tannery, livestock raising, and dairy product processing.

Other agricultural extension services included the conduct of practical classes, seminars, exhibits, achievement days, and food fairs; distribution of print materials; and airing of radio broadcasts which benefitted around 350,000 rural women. The DA "Farmer Exchange Program" in particular allowed woman farmers to observe and learn from the agricultural projects and improved practices of their peers in other regions. Of the total number of beneficiaries in 1989, six percent were women.

3.5. Promoting Technological Innovations

The following projects intended to ease the farm and home work of women were carried out:

- o Launching of the search for appropriate tools and equipment for women.

- o Processing equipment for rootcrops and other farm products like a multi-purpose machine for rootcrops chipper, coconut grater, corn sheller, arrowroot presser and community-based soap mixer.

3.6. Strengthening of Research and Development

An important aspect of strengthened research and development efforts was focused on the vital contributions of rural women to the economic needs of their families and to rural productivity.

- o Two researches supportive of women's concerns were conducted on: the expansion of rootcrops production, processing, and marketing by rural women; and appropriate tools and equipment for food production and processing. The ATI, in collaboration with regional offices, also undertook applied research and field trials; products development; and kitchen testing on the utilization of indigenous farm products.
- o Women's concerns have been incorporated in statistical activities by the Bureau of Agricultural Statistics (BAS), with the initial improvement of the information base on women's as well as men's specific tasks and activities for use in policy formulation. As a matter of priority, basic indicators on women's farm activities have become an integral part of the regular survey entitled "Agricultural Labor Survey." The survey questionnaire was enhanced to yield information on women's wage rates.
- o The Planning and Monitoring Service (PMS) has prepared a shopping list of indicators for the DA's various programs. The list serves as a guide for the indicators needed to effectively measure services rendered. Woman-specific indicators included the number of Rural Improvement Clubs (RICs) organized and membership; training programs conducted and their participants; Income-Generating Projects (IGPs) set up, and the families benefitted.

3.8. Strengthening Women's Organizations

Women's organizations, envisioned to provide the appropriate institutional framework within which the population could participate in decision-making at all levels, were accordingly strengthened.

The 10,000 existing women's organizations, specifically the RICs, actively engaged in activities covering agriculture, resources management, income generation, environment protection, cooperatives, nutrition and health, value formation, and leadership development, among others.

These organizations were likewise represented in the GO-NGO National Conference on Women in Development; National Council of Women Seminar on PDPW Networking and Planning; Evaluation Team on the DA Annual Search for the Outstanding Farm Family; and World Congress of the Associated Country Women of the World held in the USA.

4. CONCLUSION

The year 1989 saw the initial efforts of the agricultural sector to respond to the PDPW. However, it should be noted that the DA has been addressing the needs of rural women for 56 years, through its extension service with the Rural Improvement Clubs and other rural-based organizations as channels in agricultural development efforts. Today, with even greater realization of the vast opportunities to further enhance the growth of the sector, through the efforts of rural women, the DA is taking more steps directed toward the full implementation of targets and strategies outlined in the Plan in the next three years (1990-1992).

These targets can be realized through the adoption of a gender-based development strategy focused on the following concerns:

- o The increase in number of "sensitized" decision-makers and technical staff by conducting more consciousness-raising seminars to better focus on the problems and issues that affect women.
- o Intensified agricultural research and development through the conduct of more research and other studies focused on women's concerns in agriculture or women's concerns in the current studies or researches being conducted by DA; and incorporation of new statistical approaches recognizing the contribution of both women and men.
- o Improvement in agricultural extension and training as greater participation of women in all training programs is ensured and all extension services are made available to them.
- o Removal of biases against women by incorporating specific women's concerns in the agricultural development plans, programs, and activities of all bureaus and attached agencies and the department itself.

- o More and better technological innovations and rural families aimed at simplifying or reducing women's work load through the continued development of appropriate tools and equipment both for home and farm use.
- o Adoption of a mechanism to ensure women's participation in decision-making at all levels.

AGRARIAN REFORM

1. OVERVIEW

The current administration laid down the foundation of its own agrarian reform program through a series of presidential issuances, to wit: (a) Proclamation No. 131 which instituted the principles for the implementation of the Comprehensive Agrarian Reform Program (CARP); (b) Executive Order No. 228 which declares full land ownership to qualified farmer-beneficiaries covered by Presidential Decree No. 27; (c) Executive Order No. 229 which provides the basis for CARP implementation; (d) Executive Order No. 129 which reorganizes and strengthens the Department of Agrarian Reform (DAR) in response to its mandate under the CARP; and (e) Republic Act 6657 (otherwise known as the Comprehensive Agrarian Reform Law or CARL) which provides a more holistic framework for CARP implementation and defines priority areas and retention limits of the program.

The CARL expands the coverage of agrarian reform to include all public and private agricultural lands, regardless of tenurial arrangement and commodity produced. The CARP is a total rural development program with two major components: (a) improvement of the land tenure system in the country by implementing land transfer and non-land transfer programs; and (b) improvement of the socioeconomic status of program beneficiaries by coordinating and ensuring the timely provision of support services such as legal assistance, extension, information, education, credit, and marketing.

As targeted in the updated Medium-Term Philippine Development Plan (1988-1992), a total of 4,587,462 hectares shall be distributed to 1,883,318 farmer-beneficiaries by the end of the Plan period. Based on the average family size of six, about 11.3 million rural population will be benefited, 5.6 million of whom are women. The explicit provision in Article 5, Section 40, Chapter X of R.A. 6657, guaranteeing rural women equal rights to the ownership of the land and equal shares of the farm's produce, and representation in advisory or appropriate decision-making bodies, was expected to provide the necessary impetus in enhancing and improving the participation of women in the program.

The thrusts of CARP in 1989 focused on the acceleration of land acquisition and distribution; improvement of the delivery of support services for program clientele; upgrading of institutional capabilities to meet CARP requirements; and firming up of operational guidelines and procedures to ensure smooth and speedy program implementation process.

While the foregoing thrusts may have produced a significant impact on women, the lack of sex-differentiated data and information on the extent of participation/involvement of rural women remains to be addressed. Based on the preliminary report submitted by the DAR, an aggregate of 252,000 hectares (ha) of agricultural lands benefiting 160,162 farmer-clientele were covered in 1989. Of the total, 248,601 ha were actually distributed to 155,746 farmer-beneficiaries while the remaining 3,399 ha were placed under leasehold arrangement. It can only be assumed that about 480,000 women were indirectly affected by CARP.

It was observed, nonetheless, as in the previous land reform program, that very few rural women were given Certificates of Land Ownership Award (CLOAs) and Emancipation Patents (EPs). While this issue is attributed to the perception that the male farmer is usually the recognized "tiller" and head of the family, such may also be traced to the rural women's lack of awareness of the implications of RA 6657 on them, including their rights under the said law.

Notwithstanding the above, the results of the farmers' registration program of the DAR, when fully processed, can provide the number of female lessees, tenants, and farmworkers who are qualified to be CARP beneficiaries. The said registration process, as operationalized by Administrative Order No. 10, Series of 1989 generated a list of about 707,000 registered farmers during the year. Generation of gender specific data on this would be useful in formulating new and/or strengthening existing development programs, particularly for female agrarian reform beneficiaries (ARBs).

2. SECTORAL DEVELOPMENTS

2.1 Institutional Developments

2.1.1 DAR Ladies' Associations (DARLAs) were organized at the DAR Central Office as well as in the 13 regions, including the Cordillera Administrative Region, on March 4, 1989. The DARLA, in general, aims to achieve a more coordinated, united, and concerted work ethic for women's interests by encouraging the active participation and involvement of female DAR officials and personnel in carrying out socio-cultural, economic, and official activities of the Department consistent with Presidential

Proclamation Nos. 224 and 227. Among the specific objectives of the DARLA are: (a) to relay to top management the legitimate needs and grievances of DAR woman workers and propose solutions on matters affecting the credibility of the DAR; (b) to inspire the cultivation of proper values and attitudes in life and in work; (c) to tap, maximize, and recognize potentials, and artistic capabilities of DAR personnel; (d) to serve as a mutual and benefit association for DAR women and to extend such services to woman ARBs; and (e) to catalyze and synthesize human forces and resources within the DAR.

When fully organized, the DARLA is expected to have a total force of about 6,000 officers and members.

- 2.1.2 As envisaged in the PDPW, a focal point of women's concerns was created at the DAR to monitor, review, and update the Plan, including related policies and procedures for the agrarian reform sector. Specifically, the Special Concerns Staff, per DAR Memorandum Order No. 10, dated September 4, 1989, was designated as the focal point. All regional and provincial offices were directed to establish similar focal points. The focal points created shall tap the DAR Ladies' Association to promote and implement, on a voluntary basis, program and projects contained in the PDPW.
- 2.1.3 The Special Concerns Staff (SCS), as the WID focal point, has decided to closely collaborate with the National Technical Steering Committee (NTSC) which was earlier assigned by the DAR Secretary to link up with the NCW. Specifically, the chairperson, assistant chairperson and the respective members from the SCS, Planning Service, Management Information Service, Policy and Strategic Research Office, Bureau of Agrarian Reform Information and Education, and Bureau of Agrarian Reform Beneficiaries Development were directed to monitor the various activities of the DARLA per DAR Special Order No. 122 dated 20 March 1990. Close collaboration between the SCS and the NTSC is expected to facilitate and ensure the participation of the aforementioned DAR support offices.
- 2.1.4 The organization of woman agrarian reform beneficiaries' association were initiated in some agrarian communities in line with the policy of promoting the organization of women's groups and cooperatives. Existing organizations such as the Rural Improvement Clubs, on the other hand, were tapped by the DAR in channeling support services and implementing livelihood projects. In support of the policy to encourage women's groups to vigorously monitor the implementation of CARP, the DAR held a number of consultations with various women's groups such as the Kapisanan ng Bagong Pilipina (KABAPA).

2.2 Policy Developments

- 2.2.1 Like other government offices, the DAR issued a memorandum dated May 20, 1989 authorizing DAR officials to approve flexible working hours for their employees. Such compliance with Civil Service Memorandum Circular No. 14, will particularly benefit woman employees.
- 2.2.2 The Barangay Agrarian Reform Councils (BARCs) were enjoined to encourage the active participation of rural women ARBs in the formulation, implementation, and monitoring of policies and programs, particularly at the grassroots levels. In particular, this was emphasized during the organizational phase of the various DARLA regional chapters. Opportunities for the active participation of women was further expanded with the organization/operation of 25,579 BARCs and 74 Provincial Agrarian Reform Coordinating Committees (PARCCOMs) as of the end December 1989.
- 2.2.3 The DAR has initiated the review of existing policies on land distribution/transfer and of rules on succession in response to the issue of giving equal rights to female members of the farming family under the CARP. For instance, the DAR is currently studying a proposal that CLOAs and deeds of sale be issued under the name of both spouses instead of the mere mention of the wife's name as being "married to" the male beneficiary. Said resolution was aimed at formally recognizing the wife as one of the CARP beneficiaries.

2.3 Program Developments

- 2.3.1 With the organization of DARLAs in the regions and provinces, a number of livelihood and/or income-generating projects catering to woman beneficiaries were initiated. These include small-scale businesses such as trading, food processing, crop and livestock production, and cottage enterprises. Essentially, these projects were aimed at enhancing the productive capabilities of women in business and at sustaining their strong involvement in community development. To further strengthen women's skills, leadership, and management capabilities, the DARLAs have formulated work programs which outline the programs/projects to be undertaken, objectives, financial requirements, and targets (e.g., number of beneficiaries). Furthermore, said workplans have been consolidated and fine-tuned at the national level by defining the key result areas and the corresponding measures of accomplishment.
- 2.3.2 Various training programs, seminars, and workshops catering to the needs of women ARBs and rural women, in general, were conducted. The topics of said activities ranged from human resources/skills development (e.g., role of women in CARP, dressmaking, food processing, nutrition and health) to business management (e.g., records keeping).

simple bookkeeping). These were extended to prepare the rural women for off-farm income-earning activities to increase their capability to contribute to family income.

2.3.3 Information dissemination and education, with emphasis on specific provisions of RA 8657 regarding rural women, were intensified. These were accomplished primarily through the conduct of BARC seminars and through CARP's information campaign. In 1989, this campaign involved: a) the distribution of about 800,000 CARP information materials to the public; b) airing of 191 TV advertisements and over 344 radio broadcasts; and c) publication of 331 newspaper advertisements.

2.3.4 The SCS, as the DAR's WID focal point, spearheaded a two-day conference in October 1989 entitled "Planning and Assessment on Programs/Projects of the Rural Women ARBs and the Implementing Guidelines for the PDPW." The conference, attended by the 13 DARLA regional chapters presidents and representatives from nine DAR Central Office staffs and bureaus, was aimed at: (a) accelerating and maximizing the realization of women's concerns in agrarian reform; and (b) ensuring the PDPW's successful implementation, monitoring, review, updating, and future action planning. The significant outputs of the conference include increased working knowledge among the Plan implementors on: (a) project and strategy identification and formulation; (b) determination of possible areas of coordination/linkages with other government agencies, private sector, NGOs, and POs which will strengthen Plan implementation; and (c) needs assessment of target clientele.

3. CONCLUSION

3.1 Policy Gaps and Issues

3.1.1 Although women are now more recognized as active participants in CARP, the extent of their contribution and potential impact on rural development *per se* cannot be fully quantified. The lack of sex-differentiated data and information continues to hamper the integration of women's concerns in the key components of the agrarian reform program. The proposed Integrated Data Base Development and Management Support to DAR, if properly implemented, should be able to address this issue. Essentially, this proposal aims to establish a sound, reliable, and systematic database/information system to facilitate land acquisition and distribution activities and to hasten CARP planning and implementation.

3.1.2 Although the proposed activities of the DARLA regional and provincial chapters have been identified in their respective work programs, the lack of financial resources hinder the successful implementation of these activities. On the other hand, there is a need to closely examine and remedy the factors behind the low rate of attendance of

rural women in the present agriculture-related training programs developed for ARBs. One such factor could be the lack of money for transportation and heavy workload in the home, thus preventing both spouses from simultaneously attending.

3.2 1990-1992 Plan Directions

Although few women become direct beneficiaries of landholdings, rural women can, to some extent, control land use. Such can be enhanced if they have direct access to the following services: extension information, credit, and group institutions.

3.2.1 Extension services

Access to information about land use, economics of alternative production, and livelihood possibilities may be enhanced further by mobilizing female extension agents to reach rural women. Efforts must also be exerted to orient the male extensionists on the importance of reaching women insofar as production and equality are concerned. These strategies could be more effectively accomplished by working with groups of women rather than with individuals.

3.2.2 Credit

An intensified information education drive emphasizing the implications of land ownership in terms of women's accessibility to credit facilities should be continued. There is a need to concentrate such efforts in agrarian communities where informal credit is prevalent. It should be noted that a significant percentage of rural women resort to informal credit. Thus, there is a need to design micro credit schemes for rural women.

3.2.3 Women's groups and cooperatives

The continued establishment of such institutions can greatly facilitate rural women's access to support services provided by CARP. A number of women's groups already existing in the countryside must be transformed into cooperatives and/or more formal organizations to fully establish the managerial and leadership capabilities of rural women.

Chapter 3

ENVIRONMENT AND NATURAL RESOURCES MANAGEMENT

1. OVERVIEW

The environment and natural resources sector was a center of government activities geared toward improving the well being of the Filipino and the living conditions in the country in 1989. These activities were offshoots of the strong desire of the government to effectively carry out, through the Department of Environment and Natural Resources (DENR), its mission to sustain the development of forest resources, optimize the utilization of land and minerals, promote social equity and efficiency in resource use, and manage the environment effectively. This mission was restated and given more meaning in the sectors' overall framework known as the "Philippine Strategy for Sustainable Development (PSSD)."

In addition, the sectors pursued the following objectives set forth in the Philippine Development Plan for Women (PDPW):

- (a) To enhance the participation of women in the sector, particularly in the technical and managerial aspects;
- (b) To maximize women's contributions in environmental management and protection;
- (c) To strengthen women's involvement in natural resources management and development; and
- (d) To ensure women's enjoyment of their equitable share in natural resources development and utilization.

The DENR was one of the few government agencies which consciously responded to the call of the PDPW by creating the Technical Working Committee on Women (TWCW) which was mandated to ensure that the policies, programs and projects of the DENR respond to the needs and welfare of its woman employees, clients and beneficiaries.

It encouraged the participation of women in forest resource management and development through the National Forestation Program and the Integrated Social Forestry Program. In the process, the women themselves benefitted from these programs in terms of generating income from forest-based livelihood activities.

The DENR also intensified efforts to extend services to the mining industry and facilitated the passage of mining laws to stabilize the investment environment for big-scale mining and to provide a mechanism for rationalization and better management of small-scale mining.

Programs and activities to provide a clean and healthy environment were actively pursued by the government in cooperation with the private sector. These included the curbing of pollution from industrial wastes and smoke-belching vehicles, the revival of rivers to their natural state, and intensification of the education campaign on the benefits of a healthy environment and a person's responsibilities in attaining such an environment.

Notwithstanding these accomplishments, much still has to be done insofar as the policies, strategies, programs and projects spelled out in the PDPW are concerned. Women's participation has remained limited and barely unrecognized due to the lack of gender-specific data. There has also been very little effort to expand women's involvement in policy making and program/project formulation resulting from a low level of consciousness on women's concerns among key policy and decision makers.

2. SECTORAL DEVELOPMENTS

2.1. Institutional Development

On August 31, 1989, the DENR Secretary created the DENR TWCW in the central office with counterparts in DENR bureaus and regional offices. The TWCW was mandated to review, relative to the PDPW, the impact of the strategies programs and projects of DENR on woman employees, clients, and beneficiaries. The TWCW was also tasked to undertake research studies concerning women to serve as indicators on women's situation in natural resources and environmental development and management. This development is viewed as a positive step toward the removal of obstacles or biases which hinder the active involvement of women in natural resources management and development.

Within the last four months of 1989, the TWCW promoted awareness and expanded the role of women in development. It organized seven chapters of Women in Development (WID) focal points in the central and regional offices, bureaus and attached agencies. It also held a symposium on "Women in Development" for DENR employees.

2.2. Policy Developments

The creation of the TWCW is seen as the most significant gender-conscious policy adopted by DENR in 1989 as it recognized the role of women in the development of the natural resources sector and the protection of the environment.

In addition, a number of policies aimed at sustaining the development of natural resources for present and future generations were formulated and/or instituted. These policies were embodied in the PSSD framework approved by the Cabinet on August 1989. The goal of the PSSD is to achieve economic growth with adequate protection of the country's biological resources and its diversity, vital ecosystem functions, and overall environmental quality.

To strengthen the PSSD, a number of legislative measures were formulated and submitted to Congress for appropriate action. These proposed legislative measures included institutionalization of selective logging; legalization and systematization of small-scale mining operations; and amendment of the Anti-Pollution Law.

The PSSD is foreseen to provide a better quality of life to women as it ensures welfare protection, generation of gainful employment and livelihood activities, and sustenance of a healthy environment.

2.3. Program Developments

The programs and projects carried out in 1989 were largely those integral to on-going DENR programs. Nevertheless, more women gained greater access to the use of natural resources while being involved in the care and protection of the environment.

2.3.1 Forest Resources Management and Development

The National Forestation Program (NFP), which seeks to restore the vegetative cover of forest lands, continued to be actively implemented in 1989. The DENR encouraged the participation of local communities, private sector, the local government units, and NGOs by contracting their services in reforestation. One of these NGOs is the Girl Scouts of the Philippines (GSP) which entered into a Memorandum of Agreement with the DENR to undertake reforestation. Under the NFP, a total of 10,197 contracts covering an area of 43,895 hectares were awarded by the government in 1989.

Complementing the NFP is the Integrated Social Forestry Program (ISFP) which aims to integrate socially-oriented agro-forestry projects into a unified program, and uplift the socio-economic conditions of the upland dwellers. The more important features of the ISFP include the granting of Certificate of Stewardship Contracts (CSC), educating the target beneficiaries through seminars and workshops and dissemination of information, and improving farm

productivity. In 1989, DENR issued 17,355 CSCs which directly benefitted 128,969 families and developed 6,284 has. of land. To harness upland farm productivity, a total of 211,951 participant-hours of seminars and workshops were conducted.

2.3.2 Mineral Resources Development

In 1989, government efforts in the minerals sector were directed at the formulation of stable laws and rules and provision of assistance and services particularly to small-scale miners. The immediate enactment of laws has been a major concern of government inasmuch as it lacks the proper mandate to implement the new modes of mineral resources disposition provided for in the Constitution.

The government also continued to extend assistance and services to the minerals sector in the form of technical advice to improve mining, processing, and safety. In small-scale mining areas, these services extended further to include the provision of basic infrastructure, financing, a ready market for mineral products (e.g., Central Bank gold buying stations), and proper disposition of wastes.

A significant development in the mining sector is the growing direct involvement of women in this traditionally male-dominated activity. Women have been observed to occupy key positions, not just in mining firms, but also in mining associations.

There were, however, attendant issues to this participation. Many of the women in mining, particularly in the so-called gold rush areas, remained exploited. Women still had double jobs, e.g. mining/panning or tending small family businesses such as retail stores in addition to caring for the family. They were exposed to an environment largely polluted by wastes and toxic gases from mining operations and by lack of proper sanitation facilities and practices. Some women still prostituted for gold and money to cope with poverty.

2.3.3 Environmental Management and Protection

The DENR actively monitored the compliance of industries with pollution control requirements, resulting in the apprehension/closure of 5,122 firms nationwide. It also intensified the implementation of the Operation GAS MASC (Group Against Smoke Belching to Make Air Safe and Clean) resulting in the apprehension of 32,867 vehicles and collection of over P5.2 million in fines.

The improvement of the water quality of the Navotas-Malabon-Tullahan-Tenejeros River was also initiated in 1989. This activity is part of the Rivers Revival Program which aims to restore the natural features of the rivers, make them navigable and, once again, good sources of fish and other aquatic resources.

Recognizing the impact of a healthy environment, women have become active partners in all these endeavors, particularly in the area of developing an environmentally-literate and responsible citizenry. In 1989, the National Strategy on Environmental Education was formulated. This strategy involves the development of environmental education programs for integration in the curricula of both the formal and non-formal educational sectors.

3. CONCLUSION

The environment and natural resources sector contributed to the expansion and recognition of the role of women in development and started to provide them a fair share of the benefits from the utilization of natural resources in 1989. Despite these, so much is to be desired in terms of implementing the policy thrusts, strategies, programs and projects embodied in the PDPW. Much more needs to be done to maximize the participation of women in development.

To address these shortfalls, the government through the NCREW should continue to promote the PDPW and ensure its implementation from 1990 onwards, intensify efforts to uplift gender consciousness, and further encourage women's involvement in the sustainable development of the sectors.

These measures, however, need a comprehensive data base and a strong institutional support. The DENR, through the TWCW, should step up efforts in establishing a gender-differentiated data base and in organizing and sustaining its regional and satellite TWCW or WID focal points. More important, the DENR management should renew its commitment and extend its all-out support to the TWCW and the PDPW.

Chapter 4

INDUSTRY, TRADE AND INDUSTRIAL RELATIONS

1. OVERVIEW

In 1989, the trade and industry sectors continued to play a pivotal role in sustaining the country's economic recovery through complementary efforts exerted by the government and the private sector.

The positive gains in the trade (15.9%) and industry (33.3%) sectors also saw a meaningful participation of women in terms of employment. In particular, the 1989 employment figures indicated an increase in the number of woman workers from 7,696,000 in 1988 to 8,012,000 in 1989. Of the latter, about 3.3 million or 41.0 percent work in the urban areas while 4.7 million or 59.0 percent are in the rural areas. Manufacturing and sales dominated all employment activities among women, with a share of 40.71 percent.

Women were involved in promoting sound industrial relations among workers and participated in trade unionism and collective bargaining agreements (CBA). Based on the Survey on Unionism and Collective Bargaining conducted by DOLE in 1988, 37.71 percent or 599,200 out of 1,588,800 employed women were unionized and/or covered by CBA. Although no similar survey was conducted in 1989, it is expected that this figure saw an improvement in the said year consistent with the marked increase in employment.

Labor education was also a vital aspect of women's participation in the sector. In 1989, under DOLE's Labor Education Program, a total of 1,314 women participated in labor-related seminars.

2. INDUSTRY AND TRADE

In 1989, employed women continued to dominate three major industry groups in the formal sector, namely, wholesale and retail trade; community, social and personal services; and manufacturing.

In the informal sector, women were mainly involved in activities/occupations as vendors and hawkers, small-store operators, traders, service workers (laundry-women, beauticians/hairdressers, manicurists, babysitters, domestic workers); and subcontractors (garment-makers, embroiderers, etc.).

Women's involvement was mainly brought about by the following factors: limited training and educational opportunities, bureaucracy, minimal requirements, and profit potentials.

With the increasing participation of women in both the formal and informal sectors of the labor force, problems affecting their productivity and income share have been experienced.

To address the concern on productivity, the Cottage Industry Technology Center of the DTI conducted trainings for housewives, mothers, female employees, and members of women's organizations. These were specific trainings on vine basketry, food processing, loom weaving, textile scrap flowermaking, stuffed toys making, dressmaking, pandan weaving, home decoration, scrap recycling, bag making, Christmas decoration, etc.

To augment their income, women were engaged in supplemental jobs as buy-and-sell businesses, food catering, and micro and cottage industries.

3. *INDUSTRIAL RELATIONS*

3.1 *Institutional Developments*

As a pilot line department for PDPW implementation, Department of Labor and Employment (DOLE) identified the full implementation of the PDPW as part of its agenda for social justice in labor-management relations. Several activities were carried out toward this end, to wit:

3.1.1 *Appointment of a National Commission on Women Commissioner from DOLE*

The main function/responsibility of the NCW Commissioner is to attend to the concerns of women in the labor front.

3.1.2 *Participation in WID Trainers Training*

The Women in Development (WID) Trainers Workshop was held as a follow-up program of the 1988 sponsored Trainers Training in Gender-Based Analysis in Project Development conducted by the NCW in coordination with the Asian Institute of Management (AIM). This activity addressed two key needs expressed in the past training, i.e. deeper understanding of gender-related issues and development of training skills especially for WID.

3.1.3 *Participation in the Seminar-Workshop on WID for the DOLE Regional Implementors*

Participants to this workshop conducted by the Bureau of Women and Young Workers (BWYW) were 14 chiefs of the Workers Welfare and Amelioration Division (WAWD) and 2 staffers from the Women and Young Workers Unit of WAWD in the 14 labor regional offices.

3.1.4. *Conduct of a Seminar Workshop for the BWYW*

As government planner and programmer on women's concerns, the BWYW conducted a seminar-workshop on WID to train its staff on raising gender consciousness and equip them with technical expertise in gender-responsive planning.

To further enhance the implementation of the PDPW in the medium-term, the BWYW proposed the establishment of the Women Workers Development Institute (WOWDI). WOWDI is envisioned to increase awareness of woman workers on legislations/standards/policies and other women-related issues.

3.2 Policy Developments

One of the major developments achieved in 1989 which directly addressed women's concerns was the passing of RA 6725 which eliminates discrimination against women workers with respect to terms and conditions of employment. The Act also authorizes DOLE to promulgate guidelines to implement this broad policy in accordance with generally accepted practices and standards in the country and abroad. The Bureau of Women and Young Workers took the lead in the drafting of the Act's rules and regulations in consultation with the DOLE's Technical Committee on Legislative Matters which was finally approved and signed last 16 January 1990. A position paper on the proposed partial revision of the Nightwork (Women) Convention was likewise prepared. The paper batted for the retention of night work prohibition for specific groups of workers such as pregnant and lactating mothers, women below 18 years of age, physically unfit/aged women, and working mothers with children aged below 1 year.

3.2.1. The Bureau of Women and Young Workers, in consultation with DOLE's Technical Committee on Legislative Matters prepared comments on the following bills:

3.2.1.1 *Bills on Maternity/Paternity Protection*

- (a) Senate Bill No. 253 - An Act which removes the present limitation (entitlement to maternity leave up to four deliveries only) on the enjoyment of maternity leave benefits.
- (b) Senate Bill No. 380 - An Act which provides pregnant woman employees a period of six (6) weeks maternity leave with pay extending for a period of another four weeks at the option of the employees, with pay at a reduced rate.
- (c) House Bill No. 17182 - An Act which increases maternity leave with pay from 45 days to 120 days.

- (d) House Bill No. 18014 - An Act which seeks to provide adequate maternity protection and opportunities for the enhancement of family relations; between parents and child, the foundation of our social relations.

3.2.1.2 Bills on Equal Opportunity/Prohibition on Discrimination

- (a) Senate Bill No. 151 - An Act which provides comprehensive law for equality of opportunity to women in all spheres of economic activity and effective mechanisms of enforcement through a Commission from the Department of Justice and ex-officio members from the NCW and BWYW.
- (b) House Bill No. 2476 - An Act which amends Articles 131-a,b,c and g (Employment of Women Workers); 132- (Facilities for Women); 133-b (Maternity Leave Benefits); 135-c (Discrimination Prohibited); 136 (Stipulation Against Marriage); 137 (Prohibited Acts); and 138 (Classification of Certain Women Workers) to place woman workers on equal footing with their male counterparts.

3.2.1.3 Bills on Child Care Support System

- (a) House Bill No. 5374 - An Act which establishes workplace - based day care centers for children ranging from 0-6 years old; provides incentives for management/owner of factories in the form of income tax deductions and penalty for non-compliance with the provision of this Act.

3.2.1.4 Bills on Nightwork Prohibition

- (a) House Bill No. 2476 - Section I of the proposed bill is amended to delete under "Executives" sub-sections (a), (b), (c) and (g) leaving sub-sections (d), (e) and (f) as the only exceptions to the prohibition of women to nightwork.

3.2.2 Other pending bills on working women's concerns are the following:

3.2.2.1 Bill on Maternity/Paternity Protection

- (a) Senate Bill No. 277 - An Act which seeks to grant paternity leave with pay to married male employees.
- (b) House Bill No. 8049 - An Act which removes the limitation (entitlement on the numbers of child births) for the enjoyment of maternity leave benefits.

- (c) House Bill No. 15235 - An Act which grants paternity leave to all private and government married male employees.
- (d) House Bill No. 16260 - An Act which increases maternity leave with pay from 45 days to 120 days.

3.2.2.2 *Bills on Equal Opportunity/Prohibition on Discrimination*

- (a) Senate Bill No. 218 - An Act which seeks to eliminate discrimination against either gender in the Revised Penal Code provisions with the end in view or in consideration of the present and social realities.
- (b) House Bill No. 13979 - An Act which establishes a Commission on Equality of Opportunity for Women as an attached agency in the Department of Justice.

3.2.2.3 *Bills on Sexual Harassment*

- (a) Senate Bill No. 256 and House Bill No. 574 - These bills define sexual harassment in the workplace and seek to protect working women. The bills also define employers' liabilities and provide penalties for acts of sexual harassment.

3.3. Program Development

Various programs and projects were launched and established in 1989 addressing the different problems and issues of woman workers.

3.3.1 *On expansion of working women's employment opportunities*

- (a) Improve Your Business Program - This program launched by the Bureau of Rural Workers (BRW) trained 30 rural women belonging to micro-enterprise groups, 14 of them from Laguna and 16 from San Fernando, La Union and other neighboring provinces. The women were trained to become real entrepreneurs who know the proper use of resources for maximum income/profit.
- (b) Rural Women Home Workers Program - A program/project for rural woman workers which aims to develop women's skills in home trade. For this year, BRW conducted the National Policy Workshop/Consultation participated in by NGOs, GOs, and the grassroots to undertake problems and issues on Women Homeworkers. Workshop results were later presented to Congress to solicit its support.

- (c) Women Workers Employment and Entrepreneurship Development (WEED) - This program was envisioned to address the needs of woman (seasonal) workers, specially those with identified capabilities to engage in entrepreneurial undertakings. For the year, 20 women from Region I participated in various training seminars such as Basic Orientation Seminar (BOS), leadership seminar, Entrepreneurship Development Training (EDT), and Technology/Skills Upgrading while 20 women from CAR were trained for various skills.
- (d) Rural Women Workers Organization - For 1989, 51 project proposals from rural woman workers organizations were prepared and submitted for financial and technical assistance to the regional offices. Moreover, 104 projects were monitored by the ROs covering 2,526 working women, while 131 project proposals were prepared in coordination with GOs and NGOs.
- (e) Women in Non-Traditional Trades (WINT) - This program launched by the National Manpower and Youth Council (NMYC) is a skills training program designed to train women in 9 basic skills such as automotive, electricity, welding, plumbing, masonry, carpentry, furniture and cabinet making, and repair and maintenance of office equipment. These are being implemented in 2 pilot regions -- Southern Luzon and Central Mindanao. A total of 143 women, composing the first batch of WINT graduates, were trained in various basic industrial trade areas in Batangas and Mindanao regions. On trade testing services, 26 were certified out of 60 graduates who took the trade test. Of the 61 graduates in 1989, 5 are employed and 48 are now undergoing on-the-job training.

3.3.2 *On the very low-level of consciousness on women's issues*

- (a) Women Workers Development Institute - This program was conceptualized to increase level of awareness of woman workers on issues and problems directly affecting them and of legislations/standards/policies. It conducted orientation seminars on the WOWDI concept/implementation for regional implementation in Region III with 32 participants; and Region XI with 37 participants. It also conducted leadership training seminars participated in by 8 companies in Region III and XI with 14 and 20 participants, respectively. A labor education seminar was conducted in Region III and XI, participated in by 30 participants from 13 companies from BEPZ Davao.

- (b) Labor Education Program - Legal literacy was strengthened and institutionalized for woman workers in the 14 labor regional offices. For 1989, some 1,314 female workers benefitted from the labor education seminars.

3.3.3 *On inadequate welfare benefits for woman workers*

Activities to address inadequate welfare benefits for woman workers were pursued. One of these is the search for and recognition of exemplary benefits given to working women by a firm/establishment in terms of welfare facilities as seats and child care facilities; maternity protection in terms of nursing breaks, maternity and paternity leaves; equal employment opportunities in terms of promotion and trainings/scholarships, merit increase; and family welfare services.

4. *CONCLUSION*

Despite concrete gains that resulted in the upliftment of women, several areas of concern need to be addressed. These focus on the following:

4.1. Data and Statistics

- (a) As reflected in the foregoing discussions, there is a need to have a sex-differentiated data to fully address the concerns of women especially in the trade and industry sectors. A measure worth looking into to address this concern is to institutionalize the generation of sex-specific data and information by government agencies. The creation of an inter-agency committee on statistics by NCW and its formulation of a comprehensive proposal for a data base on women is a significant step along this end.
- (b) The Bureau in 1989 published the Regional Employment Profile, a comprehensive statistical report on the employment of women broken down to two - digit industry sectors and occupation groups. Coverage of the report includes household population 15 years old and over, labor force, employment with respect to industry distribution, occupation groups, class of workers, mean hour worked and average earnings. The data were culled from unpublished NSO 1987 labor force survey.

4.2. Policy Gaps and Issues

- (a) A substantial area towards improving the lot of woman workers still remains uncovered by current initiatives. Legislative actions are required in most cases, so that DOLE has focused a large part of its efforts in undertaking research to provide reliable inputs to the legislative agenda.

(b) The Bureau conducted and completed the Maternity/Paternity Leave Benefits Study in 1989. This study recommended that any move to increase the duration of and compensation for maternity leave must consider these factors:

- (1) present economic condition;
- (2) counterproductive effect on the employment of women; and
- (3) increasing the childbirth limit may jeopardize to existing production program.

4.2.1. *Industrial Relations*

There are labor-specific policy problems such as those in the area of industrial relations. The small proportion of employed women is mirrored in the correspondingly small proportion of organized woman workers. Despite this, a considerable proportion of women, at 43.0%, managed to win responsible officers positions in existing workers organizations.

4.2.2. *Labor Standards*

Generally, the level of compliance by establishments with labor standards set by government is still low. This is true particularly with regard to working terms and conditions specific to women, such as maternity benefits and provision of welfare facilities needed by woman workers. Among the policy problems relevant to this is the question of how to balance particular needs of woman workers with labor standards that are realistic enough that they do not threaten industry or establishment viability or do not virtually remove chances of compliance for sheer incapability of establishments to meet these standards.

4.2.3. *Employment*

In employment, policy moves to effect a balance of economic benefits and social costs, particularly where Filipino woman workers abroad are concerned, seemed generally either ineffective and inefficient or infeasible politically, given the extent of damage on the image of the country and on the reputation, honor, and even life and limb of overseas contract workers. Yet other policy alternatives have to be identified, and a more comprehensive umbrella of protective measures for the country's exploited overseas workers has to be designed.

4.2.4. *Need for statistics on different types of sexual harassment to help policy makers in promulgating protective laws*

This should be reflected in inspection report and record-keeping forms. However, in the absence of a law on sexual harassment, this would be difficult to do so. There

is therefore a need for a thorough research on this area such as the types and possible mechanisms to curb or eliminate such offenses and as to whether this offense is an exclusive concern of the Labor Code or of the Service Penal Code or both.

4.2.5. *Formation/identification of Focal Point*

As directed by the President, DOLE should realign its programs in the pursuit of goals set for the Filipino working woman. Hence, this will only be accomplished if the Department has identified the structure that will spearhead this plan.

4.2.6. *Formation of Women in Development Machinery*

There is a need to institutionalize affirmative plans of action for women such as increased opportunities for promotion, trainings, scholarship, and facilities such as welfare facilities, child care, etc.

4.3 1990 - 1992 Directions

In view of the broad requirements of the plan framework as against the scarce resources available to promote development programs for the welfare of women particularly those in the labor force, there is a need to reexamine the strategies, targets, and programs of the Philippine Development Plan for Women (1988-1992). This is all the more imperative when one considers the limited performance during the first year of its implementation.

4.3.1. *Manpower Training and Development*

Skills training and development programs suited to the particular needs of women will be pursued, taking into consideration the dual role of women as homekeepers and contributors to family income.

The training programs will also seek to enhance skills that would increase women's employability and opportunities for promotion in jobs and professions with attractive incomes. One such program is the Women Workers Development Institute which offer supervisory and skills upgrading courses for women.

At the same time, DOLE will collaborate with DECS in ensuring that the educational system is directed at expanding opportunities for women in industries where labor demand is high. This will be pursued by government alongside the opening of opportunities in fields otherwise limited to men such as military science, aeronautics, and naval engineering.

4.3.2. *Local Employment*

Programs for local employment will be strengthened and expanded to increase their outreach to job-seeking women. More livelihood projects will be set up and studies made to better ensure their viability and profitability. Notably, the Women Workers Employment and Entrepreneurship Development (WEED) which had been piloted in CAR and Region I, will be launched in other regions as part of DOLE's Integrated Livelihood Program.

Policies and programs will be reviewed and redesigned to develop measures that would minimize areas for exploitation of woman workers abroad. Initiatives to open more job opportunities locally are expected to keep women from seeking employment abroad where they are more exposed to abuse and exploitation.

4.3.3. *Overseas Employment Facilitation and Welfare Assistance*

For all its problems, overseas employment will still be facilitated, in view of the economy's inability to create enough jobs. Efforts at overseas job facilitation will however, always be accompanied by regulatory and protective measures to ensure the welfare of workers. Specifically, government will strengthen its protective programs for overseas working women, including the regulation of the outflow of certain types of woman workers (e.g. entertainers and domestics) who are more vulnerable to exploitation.

4.3.4. *Workers Organization*

Since women comprise a substantial portion of the labor force and their rights are apparently more susceptible to violation, it is necessary to promote their participation and involvement in workers organizations.

In this regard, labor education will be expanded to include gender-specific modules that emphasize the rights and responsibilities of woman workers, including their right to form unions and bargain collectively.

Collective bargaining agreements will be promoted to include non-discriminatory clauses for woman workers.

Government will ensure that woman workers are given equal access to union leadership and other union affairs.

Support systems for encouraging women to organize and seek redress for grievances within the framework of the union structure will be promoted through, among others, production of information, education and communication (IEC) packages and opening of legal clinics via the unions.

4.3.5. *Labor Law Enforcement*

DOLE will support legislation strengthening protective programs available for working women. This will be beefed up by research that deals with terms and conditions of employment and welfare benefits specific to women.

The program will include contain provisions for monitoring violations of the working conditions of women in factories and other job sites. Such working conditions should include welfare facilities specific to women's needs.

Laws against discriminatory practices will be more effectively enforced to protect women's rights with respect to terms and conditions of employment.

Chapter 5

S E R V I C E S

1. OVERVIEW

Not much implementation of the PDPW was expected to take place within a year of the plan's adoption. Still, the Services sector registered modest but significant gains in setting the climate for more intensive adoption of policies and strategies, and implementation of programs to address the concerns of woman workers in this sector. Noteworthy is the adoption by the Civil Service Commission of a program to institutionalize equal employment opportunities in the government service. An important component of this program is the operation of Equality Advocates, or EQUADS, in the central office and in all 14 regional offices to inquire into discrimination in the public sector. In the Department of Labor and Employment (DOLE), more focused and concrete programming for women may be expected with the adoption of the employment concerns of the PDPW in the department's 5-point agenda for the period 1990 to 1992.

The first Congress of Women in Government was held in 1989, the first time that women's situation as government workers was made an issue for action. The Bureau of Women and Young Workers (BWYW) produced gender-specific Regional Employment Profiles (REPs) of women and young workers. Efforts were likewise initiated by the Bureau of Labor and Employment Statistics to produce gender-differentiated statistics.

In terms of policy developments, flexible working hours were prescribed for women government workers to help them cope with their dual roles as employees and mothers/housekeepers. Enactment of Republic Act No. 6725 strengthened the prohibition on discrimination against women with respect to terms and conditions of employment. DOLE formulated the implementing rules and guidelines of the law. Although much remains to be seen in the actual implementation and enforcement of this law, its passage has already underscored the importance of the issue.

On the program level, day care facilities were implemented on a pilot basis and information-education-communication (IEC) materials for women workers were developed.

A big challenge that remains for the PDPW, and for this sector specifically, is the thorough review and reformulation by relevant agencies of their major programs to make these respond better to gender differences.

2. SECTORAL DEVELOPMENTS

2.1 Institutional Developments

2.1.1 Government Service

The Civil Service Commission (CSC) in 1989 initiated women-specific policies and programs. It started work on the establishment of Equality Advocates, or EQUADS in the central office and in all its 14 regions. The EQUADS was conceived as the mechanism that will look into complaints of discrimination in the public sector on account of gender, political affiliation, ethnic origin, age, handicap, or religion.

The year 1989 saw the reinstallation of the grievance machinery in government service to take care of discrimination cases. Still, EQUADS, with its full institutionalization, will heighten awareness on gender discrimination issues.

A Women-In-Development (WID) Focal Point was made operational at the CSC, although it is not yet formally constituted. In 1989, every government agency was mandated to create WID focal points to serve as watchdogs on women's concerns, as well as ensure that the PDPW programs are implemented, and the rights and interests of women employees are safeguarded. A total of 7 line departments and 4 other agencies of government already have focal points which are duly constituted and recognized. These are:

- Department of Agrarian Reform
- Department of Environment & Natural Resources
- Department of Health
- Department of Local Governments
- Department of Public Works & Highways
- Department of Science & Technology
- Department of Education, Culture and Sports
- Office of the President
- Cultural Center of the Philippines
- National Power Corporation
- National Irrigation Administration

Focal points have also been initiated in 4 line departments and 22 other government agencies.

In line with the major thrust of the PDPW to drum up interest on gender concerns from the widest possible network, the First Congress of Women in Government was held in 1989 as part of the yearly observance of the month of March as Women's Month. A total of 109 national and local government units sent 850 representatives to discuss for the first time, the situation of women working in government.

The Congress proved successful in allowing woman workers to air problems before the Civil Service Commission, with which they explored possible solutions. This yearly Congress is expected to be a regular venue for airing issues and raising the consciousness of women in government.

Other activities which marked the 1989 observance of Women's Month included women's photo exhibits, information campaign, gender-sensitivity workshops, lectures on gender issues, launching of the PDPW, and training workshops on assertive communication for women.

2.1.2 *Service Industries, Tourism and Entertainment Industry and Domestic Helpers*

Looking after these subconcerns is the Department of Labor and Employment, particularly the Bureau of Women and Young Workers (BWYW), and representatives from the department's planning service. In 1989, the DOLE formalized its representation in the NCRFW through the appointment of its representative to the Board of Commissioners to look into employment concerns of women.

The BWYW spearheaded the institutionalization of sex-differentiated statistical reporting system in DOLE, and continuously requested DOLE bureaus and attached agencies to disaggregate data by gender and age groups in the reporting forms. Realizing the significance and value to the DOLE Regional Offices of gender-specific data for planning and in order to determine the extent and magnitude of the employment of women and young workers, the Bureau completed the Regional Employment Profiles (REPs) of women and young workers from existing secondary data.

The profiles contain sex-disaggregated statistics on the labor force, and employment by industry, occupation, class of workers, number of hours worked, and earnings, including data on unemployment.

The Bureau of Labor and Employment Statistics (BLES) also exerted efforts to institutionalize the Sex-Differentiated Statistical Reporting System. In 1989, it published on a regular monthly basis a gender-differentiated Current Labor Force Statistics.

DOLE adopted the full implementation of the PDPW as part of its 5-point agenda for social justice to show its commitment to the institutionalization of gender concerns.

2.2 Policy Developments

2.2.1 Government Service

The Civil Service Commission issued a Memorandum Circular prescribing flexible working hours in the government service, including state colleges and universities and government-owned and controlled corporations. The circular was pursuant to Resolution 89-256 dated April 21, 1989 of the Civil Service Commission. The circular provides that the flexible working hours will not start earlier than 7:00 a.m. and end not later than 7:00 p.m.. This is one CSC initiative designed to help women cope with their dual roles as employees and housekeepers.

Efforts to draft the Extenders Bill for government workers were initiated. The bill, among others, calls for support to working mothers through the institutionalization of day care centers in all government agencies with personnel complement of not less than 100 employees.

A bill urging the continued recruitment of qualified women in up to 50% of the decision-making positions in the 3 branches of government was submitted to Congress in 1989. It is now pending with the Senate as Resolution 548. Another Senate resolution calls for a reevaluation of government policies on employment conditions of woman workers in government. Also filed was House Bill 26658 which seeks the granting of a 60-day maternity leave, and vacation and sick leaves to woman government workers classified as casual, contractual, or emergency employees or laborers.

2.2.2 Service Industries, Tourism and Entertainment Industry and Domestic Helpers

Republic Act 6725 was passed on May 12, 1989. This strengthened the prohibition on discrimination against women with respect to terms and conditions of employment. The DOLE, through the Bureau of Women and Young Workers, drafted the implementing rules for this law. On September 20, 1989, it held a consultative meeting with woman workers to improve the draft. The approved version of the implementing rules defines, among others, work of equal value as referring to activities, jobs, tasks, duties or services workers or employees are required or called upon to perform and which are identical or substantially identical. Much remains to be done to ensure that enforcement and interpretation of the law will prove effective in giving justice to woman workers.

A number of bills and resolutions affecting women in these subsectors have been referred to the DOLE, particularly the Bureau of Women and Young Workers, for comments and review. The bills cover establishment of

women's community support centers; representation of the women sector in the Social Security Commission; integration of women as full and equal partners in development efforts; sexual harassment; and regulation of employment of woman workers in the hospitality industry.

2.3 Program Developments

2.3.1 Government Service

The CSC realizes the need for a systematic program to institutionalize responses to pressing problems of women in the service. Thus, it started a series of Round Table Discussions with other government agencies to assess and discuss workshop reports of the First Congress of Women in Government.

At its own office, the CSC piloted operation of a day care center to help working mothers who worry constantly about young children left at home.

2.3.2 Service Industries, Tourism and Entertainment Industry, and Domestic Helpers

In 1986 and 1989, DOLE found out from consultations with woman workers that they had a very low level of awareness of their rights and privileges. These findings prompted DOLE to produce IEC materials through the Bureau of Women and Young Workers. Among others, the Bureau produced modules for two groups of woman workers, namely, the domestic helpers and woman workers in general. A self-instructional module on domestic helpers was developed to increase their awareness of their rights as embodied in the Labor Code/Civil Code, as well as their responsibilities as workers. Both modules also provide information on agencies and institutions which give assistance regarding work-related problems. The modules were written in Filipino for more effective and wider outreach. Translations of the helpers' module into other dialects, specifically Cebuano, Ilonggo, and Waray are underway.

In 1989, DOLE issued Department Order No. 23 providing for the adoption of various understudy training program standards for the Hotel and Restaurant Industry. Although not specific for women, this order affects the numerous women working in the hotel and restaurant industry. Under the alien employment regulation program, foreign expats hired by hotels and restaurants shall train Filipino understudies. For this purpose, the Bureau of Local Employment developed ten (10) understudy training program standards for the following positions: Resident Manager, Food and Beverage Manager, Executive Chef, Sous Chef, Pastry Chef, Specialty Chef, Cash Butcher, Chopper and Steamer. Unfortunately, sex-disaggregated data on the Filipino understudies training are not readily available.

3. CONCLUSION

The sector's first year assessment shows that while very limited implementation was expected in 1989, significant efforts were initiated. Mechanisms for a more purposive and conscious planning and programming for the PDPW are evolving in agencies concerned.

It is heartening to note that the CSC and the DOLE have initiated major program thrusts such as the EQUADS for the former, and the adoption of the PDPW employment concerns as one of the 5-point agenda for 1990-1992 of the latter.

However, because the sector raises a wide array of concerns for woman workers and much of its policies and strategies are long-term, much remains to be done to realistically put in place policies and measures that will eradicate discrimination against women as they participate in economic activities particularly in government and in service industries. Moreover, several constraints still face PDPW implementation. These include the low level of awareness of gender concerns among policy makers and planners and among the general environment in which the PDPW is to be implemented; difficulty in finding resources for its programs; and relative infancy of the mechanisms (focal points) for its implementation.

Although limited, the sector's assessment of the past year helped to point out several gaps or unaddressed issues, for which more aggressive action is required in the next years of the planning period. These include:

- (a) Operationalizing the integration of the sector's objectives and programs in the planning and programming of relevant agencies.

This may be achieved through the formal organization of WID focal points in relevant agencies as the mechanism to ensure that gender concerns are integrated into agency plans and programs. Sustained and intensive consciousness-raising activities among policy makers, technical level staff, and field extension workers also need to be pursued.

- (b) Establishment of gender-differentiated data and information system.

Although the need for gender-specific data for planning and programming, including those for consciousness-raising, has received emphasis in the past year, directions should be geared toward changing the forms and reporting formats so that regularly generated data can already be gender-specific. Moreover, the sector needs to develop indicators to monitor and measure the degree of accomplishment of identified programs and projects.

- (c) The need for a comprehensive program plan to address sexual harassment in both government and private sector employment.

Appropriate legislation and public education on the issue, particularly for likely victim populations, are important components of programs to address sexual harassment. In-depth researches need to be undertaken in support of the above and specifically, to help raise public consciousness and convince lawmakers and unionists that it is a big issue to act on.

Government will double its efforts in establishing the required information support for the above. Mechanisms for a tie-up with the private sector have to be explored.

- (d) The need for a comprehensive affirmative action program in government service

Considering that government is a big employer of women, affirmative action programs designed to encourage and promote more employment of women and provide them with more benefits needs to be initiated. The private sector shall later be encouraged to adopt certain types of affirmative action for women through a program of incentives.

- (e) Participation of women in government and private sector unions as members and officers

The government will continue to encourage more women in union activities. At present, woman workers have a low participation rate in unions, be they in government or in the private sector. It is realized that unions provide woman workers access to various opportunities and alternatives. For instance, provisions against sexual harassment may be included in Collective Bargaining Agreements.

- (f) Thorough review toward revision of all CSC rules, regulations, and other related codes as to gender bias

Efforts for a thorough review of all rules and regulations governing workers in government will be intensified in line with the government's thrust to make the civil service an example of an equal opportunity employer.

Part Three

THE SOCIAL SECTORS

EDUCATION AND TRAINING

1. OVERVIEW

With the mandated thrusts of equity, equality, efficiency, and relevance, the education sector directed itself primarily toward improving the quality of elementary and secondary education while expanding equitable access of women and men to secondary and tertiary education as well as to nonformal education and training.

This report is divided into 2 sections -- The formal education section, which is a concern of the Department of Education, Culture and Sports (DECS), and the non-formal section, which is the concern of the National Manpower and Youth Council (NMYC).

The Formal Education Section

A DECS Women in Development focal point was organized in the middle part of 1989, consisting of DECS male and female officials from different bureaus and units.

The first year of PDPW implementation at DECS was basically devoted to consciousness-raising among school officials, educational program specialists, and teachers; review of existing DECS policies on hiring, selection, recruitment, and other women's concerns in the agency including planning and developing programs and projects related to Women in Development.

The Focal Point has been coordinating with the Office of Planning Service and has conducted initial information dissemination and consciousness-raising activities. A symposium on Women's Concerns was held on March 27, 1990 at the National Library Auditorium, with the Theme: "Kababaihan para sa Kaunlaran, Sulong sa Dekada 90". This was attended by more than 300 employees of DECS Central Office and the National Capital Region.

The Focal Point for Women meets regularly to:

- a. plan activities relevant to the functions of the WID Focal Points;
- b. discuss issues and concerns related to the PDPW and to identify priority concerns;

- c. evaluate initial activities undertaken; and
- d. prepare project proposals.

The Office of the Planning Service has undertaken seminars to develop programs and projects in consultation with the different regions.

As part of the initial training for the members, some of them have been sent to seminars on gender-based analysis at Asian Institute of Management.

The Non-Formal Education Section

NMYC on the other hand has been working towards the full integration of Women in Development with the PDPW as the framework. The NMYC intensified its efforts toward making women productive members of society. Starting its women's programs way back in 1980 with an experimental skills training for women welders, the agency, through the assistance of ILO and the Netherlands Government began a more structured skills training program which included women in nine basic industrial courses to include automotive, refrigeration and airconditioning, electricity, welding, plumbing, masonry, carpentry, footwear and leather-good manufacturing, and repair and maintenance of office equipment. The WINT project which started May 1989 is being piloted in Southern Tagalog and Central Mindanao regions. Assisting the NMYC in project implementation is a multi-sectoral body called the Project Interagency Consultative Committee composed of GOs and NGOs. Working as an advisory working group, the committee aims to generate advocacy of the project in all levels and sectors of society and thus increase the project's beneficiaries. For 1989 WINT graduated a total of 143 females in various non-traditional courses.

In compliance with Executive Order No 348 issued by President Aquino, the NMYC WID Focal Point was also created. This is composed of representatives from different executive offices to ensure a holistic representation of all women's issues and concerns at all levels. A budget was likewise allocated to ensure the effective implementation of the Focal Point's projects.

The Bureau of Nonformal Education conducted a Leadership Training for Women in Cultural Minorities starting schoolyear 1989-1990. This was funded by UNESCO.

Although employee and management support in the implementation of the agency's various women's programs is slowly increasing, a lot of this support is still needed to fully achieve the desired goals of the Manpower Development

Sector. Several issues and concerns identified in the PDPW are still prevalent and must therefore be addressed more vigorously. Although not gender-biased, skills training programs generally turn out a 95% all male participation because of women's preference for the traditional types of training.

There is a vital need for the commitment and support of the personnel in all levels of the agency, specifically in the regional offices because these will ensure the success of all the women's programs of the agency.

2. *SECTORAL DEVELOPMENTS*

1. *Institutional Developments*

Formal Education

Creation of DECS-WID Focal Point

To ensure that PDPW is implemented, monitored, reviewed and evaluated, a DECS-WID Focal Point was created. It is made up of 19 members - 9 regular members and 10 alternates, including the regular secretariat.

Functions of the DECS-WID Focal Point

This group serves as the lead group in all undertakings concerning women and is also responsible to the Secretary on the progress of its work. Its priority concerns involve the following activities:

- a. to conduct a series of gender awareness/sensitivity trainings in the national/regional levels among target participants who will in turn echo to the division/district/school levels;
- b. to review programs/projects and policies of DECS that focus on the identified sectoral concerns/issues;
- c. to review/assess the existing instructional materials in the elementary and secondary levels to find out how sex stereotypes in curricula/instructional materials, etc., further restrict women's areas/fields of participation;
- d. to conduct a continuing advocacy through consciousness-raising activities; and
- e. to develop a continuum of concepts from elementary to the tertiary level and to develop prototype instructional materials.

Non-Formal Education

Creation of NMYC WID Focal Point

The creation of the NMYC WID Focal Point at central office level responds to the need for an organized structure to attend to all issues and concerns of female employees and clientele of the agency.

Project Management Teams

Project Management Teams composed of the National Project Team and Regional Project Teams were organized to directly implement the WINT Project. The National Project Team oversees the effective implementation of the project and provides all the necessary support systems to ensure the project's success. The RPTs, on the other hand, implement the skills training component of the project and provide direct training support services to the clientele.

To concentrate all agency efforts on Women in Development, the WID Focal Point was lodged with the WINT NPT, with the WINT National Project Coordinator appointed as the Chairperson of the WID Focal Point. Thus, all women's programs, issues and concerns are attended to by the Focal Point/NPT.

2. Policy Developments

Formal Education

DECS embarked on a review of its existing policies to determine their gender impact. This review led to the identification of the following policy issues to which the Focal Point is directing its efforts:

- a. Gender impact of existing practices relevant to hiring, selection and recruitment including promotions.
- b. Improvement of quality of education and relevance of education as well as equitable access to education and training opportunities with respect to the women's status and roles.
- c. Intensification of values education.
- d. Sex discrimination in admission requirements. For example, females are not admitted in the marine course.
- e. Need for a more comprehensive set of guidelines and criteria for evaluating textbooks and instructional materials in relation to gender

biases and stereotyping.

- f. Lack of gender-based data in educational planning policy. The department has no adequate sex-differentiated data which can be used for policy directions, planning and decision-making in relevant areas.
- g. Very few orientation seminars on women's concerns have been conducted at the national/regional level.

Non-Formal Education

The NMYC, through its network of regional offices, intensified its efforts providing quality training to all NMYC clientele in various localities/municipalities in all regions, with the low-income municipalities as priority beneficiaries. This was in response to Executive Order No. 37 calling for the implementation of the Government's Program to Refocus Orientation for the Poor (PRO-POOR) in Low Income Municipalities (LIMs). The program is in partnership with the local/municipal governments. For 1989, NMYC trained a total of 220,585 youths and unemployed adults, a 16.04% increase over 1988's number of trainees.

A major policy of the agency which strongly supports NMYC women's programs requires at least a 10% participation of females in industrial courses out of the total NMYC annual training output. The policy ensures women's participation in all industrial training programs traditionally dominated by males.

3. *Programs and Projects*

Formal Education

Working Committees were organized to review the programs and projects of the different services in the DECS. These Committees are free to discuss functions and formulate action programs/plans for their respective committees.

DECS identified and conducted specific projects that address the department's concerns regarding women.

1. WID Activities of the DECS Focal Point

The DECS Focal Point conducted significant women-related activities during the year:

1.1. On Consciousness-raising

a) **Symposium on Women's Concerns**

The symposium was undertaken during the celebration of Women's Month in March. The symposium was aimed at raising the awareness of DECS Officials, teachers and personnel in relation to women's concerns. This was attended by about 300 participants from the DECS agencies, services/units, centers, Philippine Association of Colleges and Universities and DECS Officials from the two neighboring regions - the National Capital Region and Region IV. Issues were raised and clarified. An update on policies relevant to women was also discussed in this symposium.

b) **Training on Gender Awareness and Women's Concerns.**

This was aimed at raising gender awareness among curriculum developers, education specialists, and Human Resource Development Trainers from the 14 DECS-Regions. The specific objectives of the seminar were:

- a. to enable participants to become aware of the gender issues affecting women in government and in non-government agencies;
- b. to gain insights that will help enhance women's capabilities towards development; and
- c. to formulate action plans based on the needs and priorities required by the Philippine Development Plan for Women for 1989-1992.

1.2. Review of policies and programs as indicated in section II.2, of this report.

1.3. Formulation of guidelines in the evaluation of instructional materials.

Guidelines for the evaluation of instructional materials were formulated by two members of the DECS Focal Point from the Instructional Materials Corporation. This was validated among participants in a gender awareness seminar. Textbooks and instructional materials being developed are

now edited by the Instructional Materials Corporation and curriculum developers from the bureaus. The guidelines consist of 4 basic components: a) Visibility of both Males and Females in Textual and Visual Materials; b) Role Models; Males and Females; c) Behavior; and d) Language. These guidelines are still being validated, and it is expected that these will eventually be integrated in the set of guidelines for evaluating textbooks and instructional materials.

- 1.4. Evaluation of some textbooks in the different learning areas in various grade levels.

Instructional Materials Corporation has initially evaluated all SEDP textbooks for Second Year High School students in 1989.

- 1.5. Formulation of four proposed programs/projects.

Project proposals were formulated by DECS and submitted to the Country Programme for Women:

- a. A Cross-Sectoral Analysis of Working Women: Its Impact on the Socio-Economic Development of the Philippines.
- b. Recurrent Education Program: An Innovation for Deprived, Depressed, and Underserved.
- c. Research on the Status, Interests and Needs of Women in Resettlement Areas in the Philippines.
- d. Integrated Capacity-Building Program for DECS Personnel.

2. The National Educational Learning Center

In line with the thrusts of the Department of Education, Culture and Sports to achieve quality education and democratize educational opportunities, the National Educational Learning Center was established in the Teachers Camp, Baguio City. It functions as a catalyst for development, implementation and evaluation of innovative ideas and strategies, as well as for resource sharing and coordinative linkages.

The objectives of the National Educational Learning Center are:

1. To provide professional and technical services and expertise for the continuing development of institutional and individual capabilities;
2. To strengthen the capacity of the network of educational learning centers through a systematic exchange and delivery of educational innovations;
3. To serve as a clearing house and forum for information exchange and dissemination;
4. To serve as an avenue for conceptualizing and testing innovative ideas in education; and
5. To serve as a laboratory (clinic) for the development and testing of prototype instructional materials in print or non-print educational packages.

The NELC has the following components:

- a. Training and Development - Initiates, coordinates and manages in-service education at all levels.
- b. Research and Evaluation - Develops research designs and assists groups and individuals in the research cycle.
- c. Instructional Materials Development - Develops and tests for effectiveness prototype print and non-print materials.
- d. Clearing House and Information Dissemination - Serves as a forum for a continuing flow and exchange of ideas and information.

The objectives of the NELC and its components are related to the visions of the 1988-1992 Philippine Development Plan for Women, especially in the consideration of major issues in education and training. Consequently, the center shall serve as one of the venues to ensure the development of full potential for self-actualization and productivity of every Filipino woman.

3. Evaluation of DECS Training Calendar

The DECS Training Calendar evaluation result shall serve to find out the extent of training programs conducted by the department and other agencies which specifically address the development of women's potentials in the education and non-education sectors.

4. Values Development Program

This program of the department cuts across the major developmental activities being undertaken in its different bureaus and offices. For example, one of the main features of the New Elementary School Curriculum and the Secondary Educational Development Program is their being value-oriented. In relation to this, a careful analysis of the existing textbooks and instructional materials is being undertaken by the Instructional Material Corporation. Embodied in this is the promotion of equality between sexes in the access to services and opportunities. This is within the curriculum, instructional materials, and staff development programs of the department.

5. Gintong Ilawan: The Teodora Alonzo Educator's Award

This project is a joint effort of Avon Philippines and the Department of Education, Culture and Sports to give due recognition to the excellence of the Filipino woman, particularly, the educator. It specifically honors the exemplary commitment of Female Public High School Principals nationwide.

The award was named after Dona Teodora Alonzo, known to be a humble woman who nurtured, raised and inspired her son Dr. Jose Rizal, the national hero.

The 1989 awardee, a female secondary school principal of Ramon Magsaysay High School, Manila, bested 108 other nominees from the 14 regions.

6. Conduct of the 1989 Educators' Congress

On April 10-14, 1989, an Educators Congress was held at Teachers Camp Baguio City attended by all key officials from division superintendents to the secretary of education. An intensive discussion on the Human Rights System was included among the major topics with one session devoted to Women's Rights. In this particular discussion, participants were made aware of the basic rights of women.

7. Women in Development in DECS

On June 19, 1989, a conference among prospective members of DECS Focal Point on Women's Concerns was held in DECS, Palacio del Gobernador. The meeting was highlighted by a discussion on the agency's concern with the existing policies/guidelines being observed by its bureaus and offices in the curriculum offerings, and in ferreting out sexism and gender bias in the textbooks and instructional materials development. The meeting aimed to look into activities which could be undertaken by the group that shall identify the problems/concerns of the agency.

8. Women Studies Consortium

A Women Studies Consortium was established in six major schools namely: St. Scholastica's College, Philippine Women's University, Miriam College Foundation, University of the Philippines, Dela Salle University and Ateneo University.

Women's studies centered on a basic course requirement and a cognate and which also includes other activities such as a cross-cultural course on gender issues, a publications program, a library collection, an outreach service to grassroots organizations, periodic seminars and sensitivity training, a resource pool of faculty and researchers interlinking with each other, networking for joint undertakings and some occasional special courses offered through various departments.

Methods include seminar-workshops and lectures with resource persons being drawn from within and without the organizations. Materials being used are from local and foreign sources in multi-media forms.

The range of goals vary: values inculcation for moral recovery; capability building for skills development; information dissemination for enrichment; sensitivity training for consciousness-raising; issue clarification for advocacy building; organizational training for membership growth and leadership/networking proficiency and productivity.

Networking was established to share resources. The outreach extends to 60 units, academe, grassroots and upper strata, urban and rural areas. To a certain extent, international exposure as teachers and learners is very much evident. Funding came from domestic as well as foreign sources.

Relative to formal education, scholarship programs were undertaken by the NGOs, as for instance Kabapa accepted scholarships for Filipino youth from Union Soviet Socialist Republic, German Democratic Republic and Czechoslovak Women's Union. Likewise, Manila Women's Club (MWC) gave 2 scholarships at Technological University of the Philippines (TUP) for Computer Engineering Technology, Nutrition and Food Technology.

On the non-formal sector, the NGOs launched educational services and information programs. Soroptimist International of the Philippines for example established a Resource Reading Center in Dean Carlos Elementary School in Makati and the Philippine Women's Christian Temperance Union conducted an information drive against drug addiction, smoking and alcoholism in schools.

Non-Formal Education

1. Improvement of the Quality of Education and Training

The agency continues to improve the quality of training. A Trainers Training Program for all NMYC instructors was developed to continually upgrade the pedagogical skills of the NMYC training staff. Part of the WINT project is the training of female instructors in non-traditional areas along various training methodologies utilized in skills training. The project has trained a total of 16 female trainers of NMYC, schools of arts and trades and production supervisors of industry.

Instructional materials were also developed to improve quality of training. Various AV equipment with video instructional materials were provided to all training centers to enhance the existing training delivery system.

The NMYC strengthened its guidance delivery systems focusing on the values development program for all trainees of basic and skills upgrading seminars aside from career/occupational guidance interventions. The system was enhanced with the assignment of 2 professional guidance counselors permanently based in the training centers.

In line with the Competency-Based Instruction (CBI) adopted for technical vocational institutions, the agency revised its training curriculum to include

On-the-Job Training as a requirement for graduation. Training hours were also extended from the previous 320-400 hours to 600-720 training hours. Values and attitudinal programs were also made part of the training curriculum.

Additional manpower training centers were built in Zamboanga, Cagayan de Oro and Tuguegarao, Cagayan. More are still being erected.

1.2. Equitable access to Education and Training Opportunities

All training programs of NMYC are gender-neutral. Admission policies and requirements are standard and do not discriminate against females. Still, a very limited number of females enroll in such trades.

However, with the implementation of the WINT project and the institutionalization of the Women in Trades and Technology in all NMYC Regional Manpower Development Officers, the number of female graduates in industry and technology courses rose significantly from 913 in 1988 to 995 in 1989. Aside from WINT, NMYC also implements the Women in Trades and Technology (WITT) skills training program in all regions. This provides training in industrial trades and appropriate technology.

The WINT project trains women side by side with males, utilizing the same training modules and equipment and undertaking the completion of the same training projects.

1.3. Promotion of Entrepreneurship Education and Training

WINT also provides entrepreneurial development training to its graduates.

NMYC training is geared toward wage and self-employment. The Training for Rural Entrepreneurship Development (TREND) project is being implemented to respond to the need to provide self-employment and entrepreneurship skills to graduates.

1.4. Equitable Allocation, Efficient Management and Effective Utilization of Financial Resources Skills Training for Women

This is conducted as a regular activity and therefore does not require an additional budget. However, WINT as a special project is being financed by the Netherlands Government with technical assistance from the ILO. The donor government financed the upgrading of the pilot training center equipment. New and sophisticated training equipment in the identified trade areas are now being utilized by the trainees. The WINT project also provided each pilot center with a vehicle to be used in project implementation, specifically, in the promotion and coordination activities of the project.

2. Intensification of Values Education

NMYC programs are not confined to skills acquisition alone. They also deal with values formation programs in order to develop a well-rounded youth equipped not only with technical skills but with positive work attitudes as well. The values education and the career guidance program of NMYC also emphasize both men's and women's roles in the family, training centers and work settings.

3. Greater Mobilization of the Educational/Training System and Personnel to Promote Women's Status

An in-house gender sensitization program was implemented by the agency starting with the NMYC directors. Two gender-consciousness sessions were conducted during the National Directorate's meeting. The sensitization program was supported by other promotional strategies such as a photo exhibit. Two photo exhibits focusing on women trainees and workers in various non-traditional areas were held.

A regional conference on women was likewise held in NMYC Region II in Tuguegarao Cagayan, aimed at sensitizing regional key officials on women's issues and concerns.

The consciousness/sensitization programs were conducted in cooperation with NCW.

4. Strengthening the System of Planning, Implementation, Monitoring and Evaluation

To integrate women's concerns into the agency planning system, the Manpower Planning Office (MPO) is represented in the NMYC WID Focal Point.

Gender-based data in terms of training output have been disaggregated since 1986.

3. CONCLUSION

The continuing thrust of the Department of Education, Culture and Sports address the improvement of quality and relevant education, as well as equitable access to education and training opportunities with respect to women's status and roles can only be achieved with sufficient reorientation, consciousness-raising and sensitivity training programs for educational planners, key officials, curriculum developers and teachers.

While initial orientation activities have been undertaken by DECS, much remains to be done along consciousness-raising and the development of values that broaden understanding of women's concerns. A lot needs to be done along enhancing the capacity of the educational system to promote gender-consciousness and women's development. Some measures to promote these ends are:

- o Making more meaningful and relevant the focus on the analysis of textbooks and curricula and gender-biases;
- o Determining more skillfully the stereotyping and gender-biases in textbooks and instructional materials with the sufficient use of gender-based information on the part of curriculum developers and teachers, (This is also true with prevailing teaching-learning practices obtained within classrooms); and
- o Addressing the lack of research-based data relevant to sexism and stereotyping in instructional materials and teaching-learning practices obtained within classrooms in the field.

While the Focal Point for Women at DECS has been formally organized, it can only function within limited resources; thus, the need to allocate resources for a more efficient and effective management. Linkages with other relevant GO and NGOs can help reinforce the initial activities undertaken by DECS. A number of existing DECS programs that are relevant to the promotion of women's concerns have been identified. These need to be reinforced and enriched in the process so that they can further contribute to the goals of the Philippine Development Plan for Women.

NMYC, on the other hand, has gained some headway in terms of women's skills development. From a 95% all male participation in all industrial hard courses, agency efforts to improve participation of women in male-dominated fields

have paid off as evidenced by an increase in female graduates in male dominated courses. The agency looks forward to eliminating all forms of gender biases specifically in the training sector, with the help of concerned women's groups. Gender-sensitization programs for all personnel/levels of the agency shall be intensified; regional focal points shall be created, training related studies on women shall be conducted and existing issues and concerns shall be responded to. But the biggest challenge remains with the women themselves who are the beneficiaries of NMYC programs. They should avail themselves of the alternatives, in training and in employment, for greater productivity.

NGOs' continuing interest and concern in the education sector provide a wider base for advocacy for and implementation of the PDPW and their partnership with GOs is expected to facilitate the realization of the vision of this sector.

Chapter 7

HEALTH, NUTRITION AND FAMILY PLANNING

1. OVERVIEW

Health is one area where women's concerns require special attention. Thus, in 1989, efforts were continued to implement direct measures to improve the health and nutritional welfare of affected groups, including the pregnant and lactating mothers. Projects and activities geared toward the integration of population concerns into the socio-economic development process and the adoption and practice of responsible parenthood by families --- things which directly impact on women --- were also undertaken.

With the approval of the PDPW, focus on women's concerns in the health sector sharpened, and the measures required to improve performance in this area were identified. Among these is a need to formulate, adopt, integrate and strengthen woman-centered policies/thrusts in the National Health Development Plan so that these respond not only to the needs of pregnant and lactating mothers but also provide for a comprehensive women's health care program. Priority attention under this program will be given to the adolescents, battered wives and single parents.

2. *SECTORAL DEVELOPMENTS*

2.1 Institutional Developments

NCREW Memorandum Order No. 89-1 embodies the implementing guidelines for the PDPW which calls for the creation of focal points or other institutional mechanisms for women's concerns to ensure the PDPW's implementation, monitoring, review and updating in each agency. In response to this, the Department of Health (DOH) issued Department Order No. 200-A 1989, creating a Focal Point for Women. Membership is composed of the heads of the following divisions: (1) Non-Communicable Disease Control Service, (2) Family Planning Service, (3) Maternal and Child Health Service, and the (4) Nutrition Service. Meanwhile, the National Nutrition Council has ongoing efforts on the creation of a Focal Point for Women in Development to ensure that concerns for women are integrated in the Philippine Food and Nutrition Plan.

The POPCOM Board during its meeting on January 17, 1989 approved Board Resolution No. 01 (1989) designating DOH as the lead agency in Family Planning. With the approval of the Philippine Population Program Five-Year Directional

Plan. 1989-1992, it was made clear that DOH will assume two roles in the responsible parenthood/family planning component of the program, i.e., as an implementing agency in the delivery of family planning services and as a coordinating agency for those involved in service delivery. The Plan stressed DOH's effort on family planning services for married couples of reproductive age (MCRAs). The objective is to reduce total fertility rate (TFR) from 3.95 children per woman in 1988 to 3.59 in 1993.

A national effort to improve the coverage and effectiveness of the major impact health programs has been launched and external support has been committed through the Philippine Health Development Project (PHPD) and Child Survival Program (CSP). Here, planning will be province-based with primary focus on Safe Motherhood and Child Survival.

2.2 Policy Developments

2.2.1 Health

The DOH prepared and issued a series of Administrative Orders to facilitate implementation of the Generics Act of 1988. These were also in line with PDPW's sectoral thrust to intensify efforts to eradicate banned goods and dangerous drugs that are particularly harmful to women and children. The DOH has tapped the Bukluran Para sa Kalusugan ng Sambayanan (BUKAS) to help disseminate and advocate the National Drug Policy. Mothers need to know the rational use of drugs as they assume the roles of health providers at home and prime consumers of these commodities.

There were notable developments in the program to check the rise of the Acquired Immune Deficiency Syndrome (AIDS), which is victimizing mostly women. Recommended policies on AIDS prevention and control were formulated by both the government and private sectors. These included the following:

- (a) integration of AIDS education in existing school curricula at all levels;
- (b) referral of infected/sick individuals for appropriate counselling and care though as a matter of policy, no person shall be subjected to quarantine or isolation;
- (c) provision of health and social assistance to infected/sick individuals by GOs and NGOs; and
- (d) conduct of communication campaigns on HIV infection and AIDS as part of an information delivery system integrated into other related programs.

A number of health-related bills have been filed in both Houses of Congress. These are geared toward the promotion of more effective services for safe motherhood and child survival. Among these are the following:

(a) "An Act Establishing a Women's Community Support Center in Every Depressed Barangay." The centers will provide substitute maternal care for children and will serve as a place where literacy, livelihood and population programs of the government may be implemented;

(b) "An Act to Protect the Spouse from Sexually Transmissible Disease." This requires the filing by a marriage license applicant of a medical certificate that he or she is not afflicted with a sexually transmitted disease. Affliction with a sexually transmitted disease is an additional ground for legal separation;

(c) "Resolution Supporting the Declaration of the Decade for Safe Motherhood (1988-1997) and Directing the Department of Health to Adopt a Maternal Health Care Program to Address the Basic Maternal Health Care Needs."

2.2.2 Nutrition

The importance of nutrition as a development concern continues to be the major advocacy effort of the PFNP. In line with the policy thrusts of the PFNP, the NNC pursues the promotion of a policy environment that will ensure nutritional improvement across various development sectors.

Aside from the initiatives of the NNC in policy formulation and analysis, the legislative bodies have also made initial moves toward the nutritional improvement of the population as a result of continuing advocacy not only for policy makers but also for legislators. The NNC member agencies joined efforts in providing technical assistance during public hearings conducted for nutrition and related bills.

In Congress, several bills have been filed in support of nutritional improvement. A pending bill known as "The Rooming-in Act" attempts to translate into law the DOH's policy requiring government and private health institutions with obstetrical services to adopt rooming-in and breastfeeding practices. The same bill seeks to grant tax incentives to private health institutions that will adopt these practices. Considering the vital role played by nutrition, particularly breastfeeding, in promoting better health among children, various sectors, especially women's groups, are lobbying for early approval of the bill.

Other House Bills support breastfeeding by increasing maternity benefits of women employees in the public and private sectors, i.e. from 45 days to 120 days or 4 months, with provision for a 100% daily salary rate in the case of the private sector. While it is true that this will afford working mothers ample time/opportunity to breastfeed their babies, the nutrition sector expressed that the move might prejudice women in the labor sector. In lieu of pursuing the bill's intentions, the nutrition sector proposed other provisions like the establishment of breastfeeding centers in workplaces.

There is also a need to follow-through the following proposed bills which support the Philippine Food and Nutrition Program (PFNP):

- (a) granting Barangay Nutrition Scholars assigned to nutritionally-depressed areas an annual travel allowance of ₱1,200.00;
- (b) appropriating ₱40M for the Nutrition Improvement Fund; and
- (c) allocating 2% of the Local Government Development Fund for the Food and Nutrition Program.

2.2.3 *Population and Family Planning*

The following bills touch on issues relating to women, population and family planning that have to be immediately acted upon:

- (a) "A Resolution Directing the Appropriate Senate Committees to Inquire on the Social Costs of Artificial Contraceptives, Particularly the Use of Intra-uterine Devices and of the Injectable drug Depo-Provera, which have been Disallowed in the United States for Being Injurious and Cause of Death to a Number of Women, and Are Being Promoted Under the Present Population Control Program."
- (b) "An Act Penalizing Mothers Who Take Cocaine or Other Illegal Drugs During Pregnancy and Thereby Cause Premature Birth and Death to the Newborn Child."
- (c) "A Resolution Urging the Adoption of a Plan of Action Endorsed by the Joint Senate and House of Representatives Committee which Participated in the 1988 "Philippine Parliamentarians' Conference on Human Survival Population and Development." The Plan of Action contains the following thrusts: (a) promotion of family planning as a basic human right to ensure safe motherhood, child survival and responsible family

formation; (b) endorsement of the small family norm as a socially desirable goal; and (c) encouragement and provision of support to NGO activities in bringing family planning and related services to the majority of the population.

Because of the unreliability and uncertainty of the safety and long-term effects of depot medroxy progesterone acetate (DMPA), an artificial family planning method, the POPCOM Board of Commissioners ordered its temporary removal until the conduct of further studies and investigation by the Bureau of Food and Drugs.

2.3 Program Developments

2.3.1 Health

The launching of the first volume of the Philippine National Drug Formulary (PNDF) for physicians is another significant development. This volume consists of a list of drugs of acceptable safety and efficacy that meet the community's needs in the prevention, diagnosis and treatment of diseases, and restoration of health.

In support of government's thrust to improve and expand public health programs, a loan agreement with the World Bank was signed to finance the Philippine Health Development Project III that would strengthen the DOH'S priority impact programs. These include the provision of a comprehensive maternal and child care services.

The newly developed Field Health Services Information System (FHSIS) focuses on the data needs of the public health programs as well as data needs for health status assessment (births, deaths, notifiable diseases). It is envisioned that gender-specific indicators to monitor and assess the health status of women and girls will also be developed, studied, and systematically applied.

Under the Maternal and Child Health Program, the coverage of tetanus toxoid immunization among pregnant women remained low at 45.2 percent as against the targetted coverage of 80 percent in 1989. This poor performance may be attributed to the negative attitude to the program of both beneficiaries and service providers. There is, therefore, a need to strengthen its advocacy component. Meanwhile, provision of a comprehensive maternal health program which includes the integration of dental care services still has to be pursued.

On the other hand, the NGOs have initially responded to the issues addressed in the Plan. The National Council of Women in the Philippines, popularly known as the Civic Assembly of Women in the Philippines, has adopted the PDPW.

In formulating its one-year development plan, it has committed to create a strong structure in the regional, provincial, city/municipal and barangay levels to carry out the PDPW action programs.

Finally, the First National Convention of NGOs for Health was held to create a forum for the exchange of views, information, particularly on organizational concerns, program activities, experiences in health care among NGOs and between NGOs and the government. It was highlighted by the creation of a National Body of Health NGOs and the formulation of concrete recommendations and resolutions on various facets of health. Moreover, a major impinging achievement of the convention was a paper on program policy and issues on women's reproductive health.

2.3.2 Nutrition

The Philippine Food and Nutrition Program (PFNP) is the systematic integration of all efforts of the Government and Non-government agencies and institutions to address malnutrition. The PFNP is a multi-sectoral, multi-level and family focused program. The adoption of the 1989 PFNP is a renewal of commitment to the nutritional well-being of the family, recognizing the vital role played by women.

To operationalize the thrusts and attain the objective of the PFNP, programs and projects are implemented by member and cooperating agencies of the NNC along the following strategies: (a) Nutrition in Policy Development, which embodies the nutrition in development orientation of the PFNP; (b) Nutrition Intervention Programs, which aim to provide direct, immediate or short term solutions to malnutrition; (c) Nutrition Communications, which aim to modify the behavior of specific population groups to achieve nutrition goals through the dissemination of nutrition and related information; (d) Nutrition Surveillance, which lends support to policy makers, program planners and implementors at various levels by providing relevant information and data base that would improve nutrition effects of government policies, programs and legislations and; (e) Support Strategies, which include nutrition research and standards, manpower development and resource generation and mobilization.

Current efforts in the implementation of the PFNP are geared to the delivery of immediate and direct measures to improve the conditions of the malnourished and nutritionally-at-risk groups, as well as development measures to attack the root causes of malnutrition.

While priority was given to the newly launched program called LAKASS (Lalakas ang Katawang Sapat sa Sustansiya), implementation of the other program components of the PFNP was also given importance. A total of 10,466 Barangay

Nutrition Scholars (BNS) were trained and deployed all over the country. The food assistance intervention has reached 4.8M beneficiaries or 99.7 percent of the targetted population.

The nutrition and nutrition-related health services component registered a low accomplishment rate, covering only 62 percent of the targetted 24.9 population. Services such as control of Vitamin A deficiency, anemia and goiter through supplementation, immunization and MCH reached 87.3 percent of pregnant and lactating mothers.

The nutrition communications component reached only 32 percent of its targetted population, but covered 93.7 percent of the target mothers. This program aims to influence the behavior of specific population groups to achieve better nutrition.

2.3.3 *Population and Family Planning*

Significant POPDEV projects/activities were implemented to enhance the status of women. Notable accomplishments in this area during the year were:

1. Conscious incorporation of the population factor in development planning processes at national, regional and sub-regional level achieved mainly through training, institution-building and research/research utilization activities.
2. Provision of self-enhancement opportunities to more than one million marginalized women in the areas of communication skills, community participation and substitute home care.
3. Grant of self-employment assistance services to women in rural communities.
4. Provision of supplemental feeding of about 1.1 M underweight children; substitute mothering services to 840,000 preschoolers in 11,555 day care centers; residential services to some 2,249 street children in 18 LINGAP centers and special services to 95,727 delinquent and youth defenders.
5. Provision of income-generating projects to individual and family beneficiaries, e.g., awarding of loans to 38 women in Pangasinan engaged in bagoong making and fish trading.

To expand and improve Family Planning service delivery, program workers were continuously trained. A total of 899 program workers were trained on Family Planning Program

implementation, motivation and counselling and program management and supervision. Service providers such as public health nurses, midwives and physicians were also trained on the new IUD technology, i.e. Copper T380A, which has recently been approved by the government as a program method. This will expand the reach of the Family Planning program, which currently can not meet the needs of clients due to limited contraceptive choice.

Family planning services continued to be provided by some 3,002 government and non-government static clinics, 42 comprehensive itinerant teams and 51,000 barangay service point officers. These clinics registered a total of 712,843 new acceptors or 54.4 percent of the annual target with the following method mix preference: pills (60.2%); condom (14.6%), sterilization (7.8%), IUD (6.9%), rhythm (4.4%), NFP (3.0%), injectibles (0.6%), and others (2.5%). During the same period, 1,987,086 continuing users were maintained by the program which represents 58 percent of the total target for the year. The non-governmental organizations accomplished 21.3 percent of the total new acceptors and 18.5 percent of the total continuing users.

3. CONCLUSION

There are existing programs and services on maternal health, nutrition and family planning which are being strengthened. But one area which requires equal attention is the development of a comprehensive women's health care program that does not only respond to the needs of pregnant and lactating mothers but also to the health needs of women and girls throughout their life cycle. Special attention should be given to adolescents, battered wives and single parents. Moreover, women in the menopausal stage have been given very little attention in terms of programs and services. To respond to these concerns, woman-centered health policies and programs should be formulated and strengthened as an integral component of the National Health Development Plan.

The integration of the delivery of existing health services on women is not enough. For more responsive health programs, the importance of reproductive health with women at its center should be recognized. Access to full and accurate information and the provision of quality services to enable women to manage their own reproductive behavior should be insured. This could considerably strengthen the achievement of existing family planning and health programs. There has been a growing concern about reproductive tract infections, cervical cancer, and reproductive safety. These issues have yet to be given sufficient recognition and support by the government. Likewise, the health effects of artificial methods of contraception is still considered a major issue for women in developing countries. There is need to conduct more research studies in these areas.

The programs lined up in support of the Decade for Safe Motherhood, an initiative to improve the maternal mortality rate and to minimize the magnitude of suffering caused by maternal morbidity, need to be fully implemented.

In line with the implementation of the Generics Act (1988), efforts should ensure that women have access to essential drugs appropriate to their specific needs.

Occupational health should not be overlooked. There is a need to enforce occupational health and safety standards among women workers, particularly in the industrial sector where they form the majority of the labor force. There is, therefore, a need to follow up the groundwork for the formulation of a national plan for occupational health that was initiated in 1988.

In nutrition, existing programs need to be intensified. The use of indigenous low-cost nutritious food should be continuously promoted. A corollary effort at food production for home consumption should be pursued.

The development, introduction and use of technology is another concern which should be given priority attention. Efforts should equally be directed at the impact of new technologies on women's health.

Last but not the least, integration of gender concerns in existing public health programs needs to be pursued toward a more responsive and effective health program. Health education should be geared toward eliminating attitudes and values that are discriminatory and detrimental to women and girls.

Chapter 8

HOUSING

1. OVERVIEW

The PDPW advocates the recognition of women's contributions and participation in the development and delivery of housing projects. Indeed, women play a vital role in the overall delivery of shelter not only in the family but also in the community level.

Women also participate in housing through employment in government housing agencies where approximately 2,120 men and 1,980 women occupy different levels of position. Out of 1,980, 557 women occupy the top and middle-management positions, comprising 28% of the total population. Of the 2,120 males, 402 or 19 percent occupy the top and middle-management positions. This indicates that men do not have monopoly over the top and middle-management positions.

At the community base, the opinion of women as to the type of dwelling unit for a family is given due regard in the housing sector because it is the women who, as housekeepers, are more aware of the hardships of owning a substandard dwelling unit where facilities are very minimal, if not altogether absent. It is also noted that very often, among the big number of families which cannot afford decent housing, it is the female who is sole breadwinner, and more often than not, these women are employed in low-paying jobs. Housing project planners usually take note of the fact that it is mostly the women who are burdened with the maintenance of the existing housing stock. Thus, even if planners, designers, and decision-makers are predominantly male, the current trend is to design housing projects convenient for women.

Although there is no specific housing project initiated exclusively by woman beneficiaries, at present new programs give women the opportunity to spearhead their own projects and use their management and coordinative skills. Moreover, requirements imposed by the government and private lending agencies are being reviewed; prerequisites which hinder women's access to credit are being modified or eliminated. Prevailing credit terms of loan packages are reasonable enough to allow low-income women including women heads of households access to housing financing. In this way, benefits of the different housing projects reach out to larger portions of the society, particularly households

where women are the heads of their families:

2. SECTORAL DEVELOPMENTS

2.1. Institutional Development

The Housing and Urban Development Coordinating Council (HUDCC) was created by Executive Order No. 90 dated December 16, 1986. It is an umbrella organization of five agencies, namely:

- (a) Housing and Land Use Regulatory Board (HLRB),
- (b) Home Insurance Guarantee Corporation (HIGC),
- (c) National Housing Authority (NHA),
- (d) Home Development Mutual Fund (HDMF), and
- (e) National Home Mortgage Financing Corporation (NHMFC)

HUDCC and its line agencies formed a sectoral focal point specifically tasked to address matters concerning women in the housing sector, review programs and projects and their impact on women, and recommend programs/projects where women play vital roles. Likewise, focal points for each agency have been established to disseminate and implement these programs/projects in their respective areas of concern.

Agencies in the housing sector are decentralizing their operations by setting up regional offices. NHA, HLRB, and HDMF have established offices in all the regions; HUDCC, HIGC, and NHMFC have started setting up offices in 3 to 4 regions. These regional offices perform like mini-offices serving the housing needs of people nationwide. This move for decentralization may result in the creation of focal points at the regional level.

2.2. Policy Developments

In general, housing policies center mostly on the immediate availability of government shelter assistance for the impoverished and the homeless. Each program is supported by a set of policies defining the extent of program coverage.

Highlighted hereunder are some of the general policies which the sectoral focal point views as significant to the implementation of housing programs. These are the major policies needing priority review toward integrating the women's perspectives in the development programs of the sector. At this point, coordination among housing agencies is being done to initiate review of the general housing policies, more important, to assess their implications on women.

Resource-wise, the housing sector is aware of its limitations in shelter delivery specially to the bottom poor. Hence, participation of the private sector in housing has always been encouraged. Private sector participation in housing production helps answer the shelter needs of millions of Filipinos. However, there is no clear cut statistical data on how many of those assisted by the private sector are women.

The liberalization of lending requirements is being evaluated by the financing arms of the housing sector to ensure that more people benefit from the program without prejudice to gender and their economic and civil status. Revisions in loan application requirements are being sought to enable women to avail of themselves housing loans without marital consent. Liberalization of requirements, however, should be carefully analyzed to protect the rights of both lender and borrower.

The time has passed for giving free housing, the beneficiaries are being assisted by government financing institutions to avail themselves of housing through loans anchored on their affordability. The beneficiary, therefore, takes pride in owning a housing stock through his own initiative and resourcefulness.

It is worth mentioning that maximum participation of beneficiaries in all levels of project development and implementation is being encouraged by the housing sector. At the community base, it is usually the women who participate in planning and implementation stages since they are usually left at home to tend to the family. Again, there is no definite number of women attending the planning and implementation activities.

2.3. Program Developments

The 1989 accomplishment report of the housing sector reflects an increase in overall production of units, land acquisition, and financial assistance.

The summary of accomplishments is listed in Table 1.

The figures, however, do not segregate the number of woman and men beneficiaries. The measurement of success or failure in housing assistance remains to be the number of family-beneficiaries.

Executive Order No. 348 recognizes the needs and concerns of women, and through it, the housing programs being implemented by the different line agencies of HUDCC are now considering women's needs and concerns in the planning and implementation stages.

2.3.1. Community Mortgage Program (CMP)

The CMP allows urban poor families to buy the property they are occupying. It also assures the landowner lump-sum payment for his property. The beneficiaries will be given 25 years to pay back the loan in equal monthly amortization. The CMP, on the community level, gives woman beneficiaries the chance to organize themselves or initiate the creation of a community organization and avail themselves of the program. Also, as members of the community, they are assured of maximum participation in terms of negotiations with landowner, planning, and implementation. This program is being implemented by the National Housing Mortgage Finance Corporation (NHMFC).

2.3.2. Expanded Housing Lending Program (EHLA)

The EHLA was launched on December 14, 1988 primarily to provide PAG-IBIG fund members loans for:

- o house construction,
- o lot purchase and house construction,
- o purchase of existing house,
- o lot purchase,
- o house improvement,
- o refinancing of an existing loan, and
- o redemption of a foreclosed property

Included in this program are group housing, developmental loan and retail financing for house construction.

2.3.3. Group Land Acquisition and Development Program (GLAD)

The GLAD aims to provide financial assistance to organized groups of at least 20 Fund members for the acquisition of rawland or partially developed land which shall be the future site of their housing units.

2.3.4. Urban Renewal

The concept of urban renewal is centered on the redevelopment of urban areas whose faces have changed/transformed over the years in terms of:

- a. the areas' role/function in relation to other and adjoining areas; and
- b. land uses

Thus, redevelopment focuses on, among others, rezoning of the urban area, and identification and development of the urban fringes with special attention and priority given to housing.

Activities under this program are being carried out by the National Housing Authority.

2.3.5. *Cooperative Housing*

The Cooperative Housing Program aims to encourage the production of houses by homeseekers themselves through cooperative housing associations, with technical assistance from Home Insurance Guarantee Corporation (HIGC) and funding assistance either from government funding institutions or private financial institutions. The cooperative housing association members have an option other than purchase from traditional developers or individually build houses and are directly benefitted by the savings generated from eliminating developer's margins. Ownership, mortgages and long-term obligations, however, shall be individualized after completion of house production.

The Cooperative Housing Program, being a new program of the housing sector, can easily target woman beneficiaries to be formed into a cooperative. Moreover, women can play a major role in information dissemination, cooperative formation and other types of assistance needed by the beneficiaries.

2.3.6. *Social Housing Developmental Loan (SHDLP)*

This program aims to encourage private developers, NGOs, landowners, and local government units (LGUs) to combine their resources to provide low-income housing units. The SHDLP will be used exclusively for land development and construction of housing units or for construction of housing units on a fully developed project site. The Home Development Mutual Fund (HDMF) on PAG-IBIG spearheads the implementation of this program.

2.3.7. *Guarantee Programs*

The guarantee programs promote and encourage the flow of funds or credit for housing production. The HIGC guarantee carries with it the unconditional guarantee by the Republic of the Philippines as to principal and interest up to 8.5 percent per annum. Guaranteed loans assume the nature of government securities and are classified risk-free assets of lending/financial institutions. With the guarantee

programs, majority of the commercial banks are now actively involved in home financing. The types of guarantee programs are:

- (a.) Developmental Loan Guaranty Program
- (b.) Retail Mortgage Guaranty Program
- (c.) Apartment Construction Loan Program
- (d.) Installment Receivables Guaranty Program
- (e.) Asset Participation Certificates
- (f.) Interim Funding of Community Mortgage Program

2.3.8. *Low-Cost Multi-Rise Housing*

The scarcity of land in the metropolis gave birth to the low-cost multirise housing projects being implemented by NHA. Vertical development allows for construction of more housing units and thus benefits more people, as against the program of awarding lots to each family.

3. **CONCLUSION**

The objective of the National Shelter Program is to provide affordable housing units to families, whether in urban or rural areas. Hence, beneficiary count is made in numbers of families, and not of man or woman beneficiaries. Thus, the housing sector can release only aggregated data on the number of units produced and number of families awarded with housing units.

The decentralization of operations in government agencies gives rise to possible creation of focal points in the regions. These focal points, in turn, shall be responsible in reorienting the urban and rural populations' views on women. Moreover, the move toward decentralization will open opportunities for increased woman power outside urban centers.

Considering the proportion of available land for housing as against the increasing squatter settlements nationwide, the burden of ameliorating the living conditions of these settlements is vested mostly in the government agencies. The responsibility of uplifting economic conditions, however, should not rest solely on government entities but should be shared by the Filipino people as a whole. Hence, an effective population program will greatly assist the housing sector in matching the country's land resource for housing with the number of beneficiaries. The women, as childbearers, and men as well should be made aware of their responsibility in limiting our population so as not to overdrain other resources.

**Table I. NATIONAL SHELTER PROGRAM
Performance CY 1989**

BY PROGRAM	ACTUAL		TARGET/ ESTIMATE	GROWTH RATE	PERCENT ACCOMPLISHMENT
	1988	1989			
(In Units)					
PRODUCTION	10,088	20,495	31,267	103.16%	65.55%
REGULAR MORTGAGES	22,873	34,501	26,172	50.84%	131.82%
DEVELOPMENT LOANS	6,495	14,738	8,772	126.91%	168.02%
COMMUNITY PROGRAMS	12,515	21,660	19,276	73.07%	112.37%
T O T A L	51,971	91,394	85,486	75.86%	106.91%
HUDCC TARGETS	73,543	85,487			
% ACCOMPLISHMENT	70.67%	106.91%			
(In Million Pesos)					
PRODUCTION	435.0	546.8	704.8	25.71%	77.58%
REGULAR MORTGAGES	2,659.2	4,702.1	3,003.0	76.82%	156.58%
DEVELOPMENT LOANS	695.8	972.0	719.7	39.69%	135.05%
COMMUNITY PROGRAMS	184.8	186.6	416.8	0.97%	44.77%
T O T A L	3,974.8	6,407.4	4,844.3	61.20%	132.27%
HUDCC TARGETS		4,844.3			
ACCOMPLISHMENT		132.27%			

SOCIAL WELFARE AND COMMUNITY DEVELOPMENT

1. OVERVIEW

Despite constraints in PDPW implementation, the government and NGOs involved in social welfare (SW) and community development (CD) initiated and continued efforts to address the PDPW related major issues/concerns of the sector. Primary services were delivered to respond to basic social and economic needs related to the promotion of women's welfare and development. Establishment of social infrastructures such as day-care centers, and programs for self-enhancement and livelihood/occupational skills development constitute the bulk of SW & CD impact services. Organizing significantly empowered women toward more active participation in development.

Several institutional and policy developments pertaining to women's welfare were pursued by the government to prove its commitment to enhance women's role in nation-building and to uplift their status in the society.

Essentially, the main challenge for the sector is founded in the aim to integrate gender perspective in SW & CD programs/services and raise women from mere passive recipients of services to active participants in the development process.

2. SECTORAL DEVELOPMENTS

2.1 Institutional Developments

The Department of Social Welfare and Development (DSWD) has been delivering women-related services and programs primarily through the Bureau of Women's Welfare. The Bureau has been very instrumental in addressing the concerns of the economically and socially disadvantaged women.

To continuously build its capacity and increase productivity and responsiveness in delivering women's welfare programs, the Department has implemented or has been implementing the following institutional mechanisms.

In 1989, DSWD hired a total of 107 woman welfare workers, either on casual or subsidy appointments, to increase clientele outreach and augment its manpower resource. These workers with trained volunteers assisted

regular social workers in the delivery of women's welfare programs and services. Moreover, 14 social welfare specialists were appointed to provide technical assistance to social workers and provincial/city welfare officers in the regions to improve further the quality of program implementation.

Consultation between and among GOs and NGOs was intensified to strengthen partnership in the development and implementation of projects on women's welfare and development.

Regional and national conventions on women's welfare and development were conducted to ensure broad-based participation of women in policy formulation, program implementation, and evaluation of service delivery. A number of DSWD's woman beneficiaries took part in the conventions.

With the establishment of a National Training Center and Laboratory for Women's Welfare and Development, DSWD continued to develop innovative projects using social work strategies, methods and procedures for social advancement, and improvement of the economic/livelihood situations of the disadvantaged women. The Center specifically aims to: test/demonstrate strategies or approaches to enable women to become full partners in development; develop learning/training modules, materials, researches studies for women; and organize/conduct dialogues/networking among GOs and NGOs.

Among the skills training workshops conducted by the Center were on food processing, garments production, high-speed sewing, soap-making, cafeteria management, jewelry box-making, toy craft, and Christmas decors and rosette making. A total of 1,136 women were reached from April 1 - December 30, 1988, more than the planned target of 850 beneficiaries.

To determine the needs, problems, and aspirations of disadvantaged women, a national study on developing responsive programs was conducted. Regional studies were carried out as part of the national study in 60 depressed barangays identified based on 4 ecological groupings namely: 1) urban/slum, 2) upland/tribal, 3) coastal/fishing, and 4) lowland/agriculture. The studies will serve as baseline information for policy formulation and program development.

The foregoing developments further provided DSWD more responsive and effective policy directions regarding the specific concerns of women. Institutionalization of these mechanisms ensures expanded opportunities for women to articulate their needs and develop their capabilities as active participants in the development process.

2.2. Policy Developments

In response to Executive Order 370 (issued by the President on September 25, 1989) which establishes programs to refocus orientation for the poor (Pro-poor) in low-income municipalities, DSWD realigned its key services such as:

- (1) Self-Employment Assistance - includes capital assistance, practical skills development, and basic business management skills development;
- (2) Community organization - includes setting up of community welfare structures and social preparation for people's participation;
- (3) Day Care Service/supplemental feeding - includes social development for pre-school children, childhood enrichment, and food assistance to 2nd-degree malnourished children.
- (4) Self-enhancement of women - includes development of maternal and child care skills; social communication skills; and community participation skills, including leadership training.

Responses to concerns on women, specifically the poor, will then have to be delivered in consonance with these policy thrusts.

Legislative advocacy on women's concerns is slowly gaining ground, setting forth appropriate laws/legislations and policies for the promotion of equal opportunities and access to various social services among men and women. Greater efforts, however, should be made by both GOs and NGOs to push for more relevant and responsive laws/policies on women in development.

There were some bills filed both at the Senate and House of Representatives which are relevant to the concerns of the sector, among which is Senate Bill No. 677, an act establishing a Women's Community Support Center in every depressed barangay. This bill seeks to establish centers to serve as a complete support for working women. The centers will provide substitute maternal care for children and serve to inform the grassroots on the livelihood, literacy, and population programs of the government.

2.3. Program Developments

The DSWD through the Bureau of Women's Welfare, has been implementing programs for women even before PDPW was

formulated. Such programs are focused on the delivery of basic social services and the provision of programs for women's empowerment.

The PDPW defines the need to strengthen appropriate policies and intensify delivery of programs and services that truly respond to women's concerns. In response to this, the DSWD refocused some of its major thrusts along the PDPW concerns.

But operational constraints prevented the Office for Northern Cultural Communities (ONCC), Office for Southern Cultural Communities (OSCC) and Office on Muslim Affairs (OMA) to concretize and integrate the PDPW concerns in their programs/services for 1989. At this point, however, it would be significant to highlight some of their impact programs which are necessary to affirm women's potentials as active development agents/participants.

2.3.1. *Program for Upgrading the SW & CD Profession:
Human Resource Development*

The DSWD undertook HRD programs to upgrade the SW & CD profession, including the organization and conduct of an integrated training program using the Itinerant Training Team (ITT) approach. Five teams composed of 25 DSWD technical staff from the 5 bureaus in Central Office served as resource persons/facilitators in the training. Nineteen provincial-wide trainings participated in by 786 social workers/officers were conducted. The training programs touched on women's roles in the family and the community.

The program significantly contributes to the deeper appreciation and recognition of women's role in development among service agents.

DSWD conducted 11 trainings/ seminars for supervisors, direct social workers and welfare assistants on women's welfare program so they would gain knowledge develop attitudes, and acquire skills on working with women, specifically the marginalized sector.

Still part of its HRD program, DSWD provided/availed of scholarship/fellowship programs for 6 of its staff to enhance their technical skills in the delivery of women's welfare programs.

2.3.2. *Advocacy Program*

One of the strategies being used by DSWD to gather support for issues and concerns on women is attending

provincial, city, and municipal board meetings where it presents and discusses women's concerns and DSWD's existing services for women. Through this, the DSWD has gained the support of the provincial, city, and municipal boards for its programs on livelihood, setting up of day-care and women's centers, installation of water handpumps, and provision of salaries for service workers.

DSWD's advocacy programs on women's concerns also come in the form of broadcast media. Regular radio programs focusing on women were initiated in Regions V, VI, VII, IX, and X.

Another strategy being used by the DSWD is the adoption of legislative action programs through policy review, bill endorsement, and attendance in Senate and House hearings to support policies/legislations concerning women's social welfare and advancement.

The Philippine Muslim Women's Association (PhilMuslima), an NGO, held a National Conference on the Role of Women in the Autonomous Region of Mindanao. Said gathering which was attended by 70 women leaders aimed to further affirm and enhance women's contributions in development.

2.3.3 *Family and Child Welfare Programs*

Under the Family and Child Welfare Programs, DSWD implements a "Parent Effectiveness Service Program." This includes the education of parents on early childhood enrichment, health care, husband-wife and parent-child relationships, and responsible parenthood to enable parents to establish satisfying family relationships. Meanwhile, the Katipunan ng Bagong Pilipina (KaBaPa) in cooperation with Pilipinas for Education, Research, Law Reform, Advocacy and Service (PERLAS) and Women Lawyers' Circle (WILOCI) developed a Filipino primer on the New Family Code.

DSWD also continues to provide Day Care Service to disadvantaged pre-school and street children by providing them with substitute mothering when their mothers go to work. In 1989, DSWD alone has established 1,041 Day Care Center (DCCs) nationwide, thus, increasing the number of its DCCs to 11,603 with 840,010 children beneficiaries. The 5 regions with the highest number of operating day care centers are regions IV, III, V, VI, and X. Furthermore, 5 day care centers servicing about 231 street children were operationalized.

ONCC, OSCC and some NGOs like the National Federation of Women's Clubs of the Philippines (NFWC), Philippine Medical Women's Association (PMWA) and ZONTA Club of Quezon City also have programs on child care assistance, delivered through day care/feeding centers, and nursery and kindergaten schools. These programs aim to assist women take better care of their pre-school children.

2.3.4. *Organization*

One of the strategies noted to empower women is organizing. Organizations serve as vital venues for women to enhance their potentials and capabilities as effective participants in community development. At present, a total of 15,826 women's organizations with 474,789 members are existing nationwide. Through these organizations, women were provided opportunities to initiate, manage, and sustain projects which primarily benefit them in the areas of livelihood, education, and health. Specifically, sessions on maternal and child care, leadership, basic business management, social communication, and community participation were held.

Organizing also proved to be essential to the active participation of the elderly in family and community affairs. To date, 2,211 associations of the elderly, with 98,720 members have been organized in the regions.

The above-mentioned strategy had also been instituted by OSCC through their projects dealing with tribal relations development (i.e. organization of tribal councils, tribal leadership trainings, inter-tribe dialogues). However, records showed this particular concern primarily involves the men. A low, or perhaps zero level, of women's participation in such critical activities was observed.

2.3.5. *Socio-economic and Livelihood Programs*

DSWD offers a "Practical Skills Development Program" to increase and expand women's participation in more productive activities. The program provides various types of skills training, capital assistance, and employment referral services. In 1989, DSWD regional offices trained 15,028 women in cottage industry/handicraft, food processing, livestock/food production and services skills (i.e. dressmaking, tailoring, cosmetology). The agency hopes to set up 32 Regional Training Centers for productivity skills and capability-building for the socially disadvantaged women. These centers aim to provide more women with

opportunities for acquiring livelihood/productivity skills, especially in non-traditional trades.

The department also stepped up the promotion of leadership and basic business management skills among women. Training seminars on the cultivation of women's skills along major functions in small-scale business management such as planning, budgeting, pricing, packaging, marketing and development of new products were held. Beneficiaries were also organized and trained to work in groups skilled in the effective delivery of roles and responsibilities regarding specific projects. A total of 28,216 women graduated from these training seminars.

Among the most important accomplishments of the ONCC, OSCC and OMA is the implementation of socio-economic and livelihood projects.

Throughout the year, OMA, ONCC and OSCC continued to implement livelihood projects geared toward the development of self-reliant and self-sufficient communities. These agencies delivered livelihood assistance mostly to agri-based and handicraft projects, particularly animal dispersal, hog and cattle fattening, duck-raising, fish pond projects, rice/peanut/cassava production, bamboo/shell/wood and other crafts.

OSCC intensified setting up of agricultural productivity demonstration farms for more effective technology transfer. Basic material and institutional, technical and financial support were continuously provided to the tribal people. OSCC also extended support services such as the organization of cooperatives, conduct of manpower skills and craftsmanship training workshops for employment and self-employment, and construction of socio-economic infrastructures (i.e. potable water systems, irrigation systems, farm-to-market roads, footbridges).

OMA has a program on Agricultural Cooperative, and Small-Business and Trade Development. Assistance is rendered through the regional offices in the form of trainings, seminars, or symposia on cooperative and small business and trade development. The program aims to promote and enhance the participation of Muslim business sectors in the economic affairs of the government through, among others, a continuing program on cooperative management for Muslims engaged in agriculture, business industry, and other income-generating activities; organization of Muslim traders by linking them with appropriate agencies, marketing

outlets, and financial institutions; and financial inputs to viable socio-economic projects. Women's participation in this program was reported along traditional lines of skills such as food processing, and loom and mat weaving. There was very minimal account of women as direct beneficiaries of agricultural development projects like crop/livestock production, fishery and hatchery projects, and other craft such as boat-making, bricks-making, furniture-making.

It was noted that in most of the livelihood projects of OMA, ONCC and OSCC, beneficiary count was reported based on the number of households served. Hence, extent of women's participation as well as needs in connection with the aforementioned projects/activities could not be distinguished from that of the other members of the household. In order therefore for programs/projects to become more responsive to women's concerns, a gender-based framework for project planning, implementation, monitoring and evaluation, taking into account the significant culture and traditions of the cultural communities, should be developed and institutionalized.

2.3.6. *Other Support Services*

OSCC provided for the construction of some social infrastructures (i.e. housing units, health centers). The agency also extended programs for the educational advancement of tribal members by providing make shift, one-room schools (usually made from indigenous materials) right in the settlement areas and administering Pre-school and Adult Education Programs. Data for 1989 showed that OSCC implemented 20 educational projects benefitting 708 pre-school children, 26 adult education projects with 1,192 adult cultural community woman beneficiaries and one supplemental feeding project.

Another vital service by OSCC is the conduct of medical missions and programs for the preservation of indigenous cultural heritage (i.e. documentation of cultural community arts/folklore, support to cultural festivities, organization of cultural performing groups). Women directly benefit from these programs, but the total number of beneficiaries cannot be determined at this point because data have not been disaggregated.

OMA continued support to the Shariah Development Program. This program covers the conduct of researches and studies related to Islamic jurisprudence; conduct

of continuing Shariah legal education to Shariah practitioners; establishment of links with institutions for the administration of Muslim laws in Southeast Asian and other Islamic countries; institutionalization of a continuing information program on Islamic laws and Shariah-related matters; and training of qualified Shariah lawyers on the systems, procedures, and administration of Shariah District and Circuit Courts. In 1989, OMA conducted 3 Shariah training seminars participated in by 227 males and 52 females. Participants who successfully pass the Shariah examination become Shariah lawyers. There are 2 women Shariah lawyers to date.

OMA also holds the Annual Qur'an Reading Competition, usually in the middle of the year. This activity intends to inculcate in the minds of the Muslim youth the meaning of God's message in their lives. Participation of the Muslim youth leads them to discover and develop their potentials and capabilities to interpret the Qur'an. In 1989, a total of 77 males and 66 females joined the Qur'an Reading Competition in the regions, while 11 females and 11 males participated at the national level.

3. CONCLUSION

Performance in the SW & CD sector in 1989 was satisfactory. Agency efforts were geared toward a faster adoption or integration of the PDPW in their programs and services. Among these efforts were pursuing the goals of increasing the women's access to basic services; developing their capability and their communities for self determination and mobilization of resources; institutional capacity building; people's organizations; and enhancing collaborative linkages between and among GOs and NGOs.

Despite the gains however, a lot has to be done in terms of refocusing or realigning programs and services toward women's needs, especially among the cultural communities. Sectoral accomplishments in this regard have to be collectively drawn and evaluated to constitute the whole sector's performance.

Realizing the enormous and vital task of the sector on account of women's social welfare and development needs, emphasis on the following concerns is put forward:

3.1. Establishment of WID Focal Point

Pursuant to EO 348 which provides for the approval and adoption of the PDPW, a focal point for women's concerns shall be constituted in each government agency to ensure the

implementation and monitoring, review and updating, of programs and projects identified in each sector of the PDPW. A WID Focal Point in each agency under the SW & CD sector has to be established to gain concrete directions and facilities for the delivery of the sectoral thrusts.

3.2. Strengthening Gender Consciousness Advocacy

Effective gender consciousness-raising programs among legislators, policy and program planners, implementors, local government officials, NGOs, and clientele groups shall be massively undertaken and strengthened. Such programs will ensure integration of gender perspective in all social welfare and community development programs, projects, and services. These will likewise facilitate the identification and mobilization of efforts and resources necessary for PDPW-related program delivery.

3.3. Preparation of Key Targets

Key operating targets in line with the PDPW-related concerns of the SW & CD sector have to be formulated and continuously updated by each concerned agency to guide the implementation process, ease the monitoring and evaluation of plan implementation, and serve as inputs to the preparation of the required budget.

3.4. Modification of Monitoring System

The existing monitoring system of each agency shall be modified by institutionalizing a sex-differentiated data and information collection, analysis, and reporting (as presently being operationalized by the DSWD). The system shall, of course, include gender-specific target-setting. Such sex differentiation in the monitoring system is envisioned to facilitate a more gender-conscious policy formulation, planning, and programming of social welfare and community development programs, projects/services.

3.5. Strengthening GOs, NGOs and Community/People's Linkages

Strategies to effect a viable and functional working mechanism synchronizing and integrating GOs, NGOs and community/people's efforts and resources in the delivery of women's welfare services have to be identified and sustained. This is to encourage a consultative and participatory program delivery approach and to strengthen linkages/working relationships among program implementors, brokers of services, and beneficiaries to facilitate and hasten the development process.

3.6. Intensification of Support to Cultural Communities

Primary efforts shall be pursued by the government to intensify service mechanisms that will alleviate the economic, social, political, and cultural conditions of the cultural communities. A comprehensive analysis of the needs of these communities with special focus on women has to be undertaken and made available to the public to serve as baseline information for policy and program formulation. Intensified support services have to be delivered not only in line with the provision of the basic needs, but more important, in empowering the communities as effective catalysts or agents of development. Women and men, in this regard, shall be given equal opportunities to participate in the development process.

Part Four

THE SPECIAL CONCERNS SECTOR

Chapter 10

M I G R A T I O N

1. OVERVIEW

The massive migration of Filipinos, both as overseas contract workers and immigrants, continued in 1989 amid a backdrop of a precarious socio-political condition, high unemployment and changing policies in host countries. The overseas employment program started out in the early '70s as a source of temporary relief to a troubled economy. It continued to be a viable source of jobs and foreign exchange for the country's coffers in 1989. In fact, it registered a 9 percent growth rate over the previous year's placements of 477,764. On the other hand, the number of immigrants registered a downtrend during the same period, as indicated by 1988-1989 figures. Females continued to account for the majority of permanent migrants.

The year 1989 saw some gains in the migration sector in terms of adopting the goals and objectives set forth in the Philippine Development Plan for Women, 1989-1992 (PDPW) and implementing the policies, strategies, and programs addressing the issues on massive emigration of women overseas. Institutional and policy measures were adopted in the previous year to facilitate the effective delivery of services and welfare assistance for Filipino migrants, particularly women. Some of the institutional measures were the continuing enhancement of government linkages with non-government organizations; deployment of woman officers in the Overseas Workers Welfare Administration's (OWWA) frontline units at the domestic and international levels to attend to the peculiar circumstances and needs of woman overseas workers; the Commission on Filipinos Overseas' (CFO) networking with 59 migrant centers in Canada, Japan, and West Germany for the provision of support systems to Filipino immigrants, including Filipina fiancées or spouses of foreign nationals. Legislative and other policy measures promoting the welfare and protection of migrant women were actively pursued in both chambers of Congress.

The Philippine Overseas Employment Administration (POEA) also moved to educate the public on illegal recruitment by launching a massive information campaign on the various facets of the problem. Another major development was the institution of a regulation to control and prevent the indiscriminate deployment of entertainers, domestic helpers, and nurses who are unaware of the realities of overseas employment.

Programs for overseas workers and their families and for fiancées or spouses of foreign nationals were undertaken in support of efforts to safeguard their welfare.

Despite the foregoing measures, there remain a number of issues which ought to be addressed for the effective implementation of PDPW, namely: low level of consciousness on gender concerns among policy makers/planners; the lack of gender-differentiated data and information system on the various aspects of the export of woman labor; and limited resources to finance identified programs.

2. SECTORAL DEVELOPMENTS

2.1 Institutional Developments

2.1.1 Overseas Workers

To facilitate the effective delivery of services and welfare assistance for overseas workers and their families and complement government efforts in promoting their welfare, the OWWA continued to establish/enhance linkages with non-government organizations, Filipino associations, and workers' groups, both at the national and international levels. The POEA also started identifying the various NGOs with welfare assistance centers in countries where there were large numbers of woman workers. The POEA intended to enter into assistance tie-ups with them. These efforts are particularly beneficial to woman overseas workers, as NGOs have been effective in monitoring the conditions of these woman workers and actually assisting those in distressed conditions and are beyond the reach of government because of financial and human resource limitations.

The Department of Foreign Affairs (DFA), being the government's primary arm in protecting Filipino nationals abroad, re-tooled the foreign service establishments to provide more efficient service to the Filipinos, particularly overseas workers. It started creating a global network of bilateral agreements between the Philippines and countries where there were significant numbers of overseas workers. The Philippines signed Social Security System Agreements with Spain, the United Kingdom, France, and Italy. These agreements provide protection and greater benefits for workers, especially the woman workers who are more susceptible to abuses.

Cognizant of the peculiar circumstances and needs of woman overseas workers, OWWA decided to employ more woman officers in its frontline units. Nine out of 12 welfare officers in the Workers Assistance Division are women. In its overseas operations, OWWA also deployed female welfare officers and center coordinators at jobsites with predominantly woman workers such as Hongkong, Japan, and Greece. Filipino Social Centers in Greece, Abu Dhabi, Milan (Italy), and Madrid (Spain) estimated that 80 to 85 percent of workers assisted in 1989 were women.

The DFA, through the Office of the Assistant Secretary for International Labor Affairs (OASILA) which was established in 1988, strengthened its machineries in the main office to better attend to complaints received daily from workers and/or their relatives, from the different NGOs, and from the foreign posts. OASILA enhanced the networking scheme with the different government agencies and NGOs to address migration-related issues.

Pursuant to Executive Order NO. 348 which, provides, among others, for the creation of a focal point for women's concerns in each line department/agency of the government, the POEA initiated the setting up of a Women's Desk under its planning branch. While its organization has yet to be formalized, it has started attending to PDPW concerns such as assessment and updating activities, responding to information requests on woman overseas workers, and moving to institutionalize a gender-differentiated data and information system on the various aspects of female migration.

To strengthen the government's drive against illegal recruitment, POEA forged Memoranda of Agreement with government agencies such as the Department of National Defense (DND), the League of City Mayors, and the Municipal Mayors' League of the Philippines. Such agreements ensure focused complementation of efforts of related sectors in the areas of public information and enforcement of illegal recruitment laws and sanctions. The POEA went full blast with its information drive against illegal recruitment in 1989 utilizing a special budget for such.

To bring its services closer to the people in the countryside, the POEA expanded and strengthened its decentralized services, including: the hearing of recruitment cases, anti-illegal recruitment campaign, "balik-manggagawa" processing, provision of legal assistance to victims/complainants, and operation of the labor assistance center (LAC) at the Mactan International Airport.

2.1.2 *Permanent Migrants*

In the first year of the PDPW implementation, CFO strengthened links with 40 NGOs at the national level and 60 at the international level. It also enhanced links with 50 government agencies and 69 Philippine embassies/consulates abroad. As the CFO is tasked to promote the general welfare of Filipino permanent migrants overseas, it also established overseas posts at Los Angeles, California and New York to serve as its implementing arm overseas. The CFO representatives overseas are housed at the Philippine Consulates for closer coordination with the consuls general and attaches of other government agencies. These overseas

posts/links improved the implementation of agency programs, specifically the Public Information and Assistance Program which is aimed at enhancing awareness and understanding of migration-related issues, including those on interracial marriages.

In 1989, the CFO also enhanced its networking with 59 NGO migrant centers in Canada, Japan, and West Germany. The thrust of these linkages was to provide support systems for Filipino immigrants in general, and Filipino women who were fiancée visa holders or married to foreign nationals, in particular. These centers facilitated the adjustment process of Filipino immigrants in their newly-adopted countries and provided them assistance when they encountered migration-related problems.

To make its programs and policies more responsive to its clientele, the CFO strengthened its in-house computerization program in 1989. The CFO registered a total of 53,703 Filipino emigrants, 32,907 or 59 percent of which were women. It also developed a total of 7,759 profiles of Filipinas who left the country as fiancées or spouses of foreign nationals. Aside from being a rich source of information, these profiles enable the CFO to respond to the problems/issues brought to its attention by these fiancées/brides who have settled in their countries of destination.

2.2 Policy Developments

2.2.1 Overseas Workers

For the period under review, 3 resolutions were introduced in the Senate. These directed the Committee on Women and Family Relations and other relevant committees to inquire/investigate reports on exploitation and abuse of Filipina domestic helpers and entertainers working overseas. These investigations will be used as bases for formulating legislative measures providing additional protection to all Filipino women working overseas. Another Senate resolution sought a review of all laws, rules, and regulations protecting the rights, welfare, and health of Filipino contract workers, more particularly Filipino domestic helpers who, by the very nature of their jobs, are open to physical and sexual abuse, discrimination, and exploitation.

Pursuant to P.S. Resolution Nos. 365, 555 and 556, the Senate Committee on Women and Family Relations held a series of public hearings and consultations among concerned GOs and NGOs to discuss the issues and problems bred by the export of woman labor and recommend policy measures to address these. Among the policies recommended was for government to encourage greater participation and involvement of NGOs by

giving them more support in the conduct of their activities involving overseas workers. The NGOs' participation was underscored because of their effectiveness in monitoring the plight of overseas workers and rendering immediate and actual assistance to those in dire situations. This policy measure was proposed also because of the lack of more effective welfare mechanisms/structures which could immediately respond to the needs and problems of overseas woman workers.

In the course of the hearings, it was also proposed that a more systematic treatment of illegal workers be effected and that mechanisms providing all Filipino workers, legal or illegal, with government assistance and protection be created. The OWWA Board of Trustees was considering the allocation of a certain portion of OWWA funds to effect the repatriation of distressed illegal Filipino workers overseas.

The ban on deployment of female domestic helpers was issued by President Corazon C. Aquino in March 1988 to safeguard the welfare of Filipino women and pave the way for better protection mechanisms and other terms and conditions of work. As of April 1989, there were already 53 countries where the ban was lifted. Studies conducted by the POEA showed there was notable absence of welfare complaints from domestic helpers employed in those countries. The ban remained imposed in 16 countries where protection mechanisms for Filipino domestics have not been created.

The POEA decided to strengthen its pre-deployment mechanisms amid reports of exploitation and abuse of Filipino women deployed as entertainers, domestic helpers, and nurses overseas. Pre-departure orientation programs for woman overseas workers in the three vulnerable occupational groups were conceptualized. This move resulted, among others, in the preparation of country- and skills-specific modules. All entertainers (who have passed audition), domestic helpers, and nurses are required to undergo the pre-deployment orientation programs designed to increase their awareness and to better prepare them for the social, cultural, and job realities in their destinations. This prevents indiscriminate deployment of workers who are unaware about the realities of overseas employment.

2.2.2 *Permanent Migrants*

In 1989, the Department of Foreign Affairs issued Department Order No. 15-89 requiring all Filipinos who are fiancées or spouses of foreign nationals to attend CFO guidance and counselling sessions before acquiring a passport. The order aimed to minimize problems attendant to interracial marriages.

The CFO also conducted studies related to pending congressional bills affecting Filipinos overseas, submitted policy recommendations, and monitored migration-related bills in Congress. The CFO continued to work particularly for the passage of Senate Bill 149 which seeks to declare as unlawful the practice of matching Filipino women for marriage to foreign nationals on a mail-order basis and other similar practices.

2.3 Program Developments

2.3.1 Overseas Workers

The POEA recognized that a well-informed, better-educated public is less vulnerable to unscrupulous recruitment practices. Thus, it launched a massive Anti-Illegal Recruitment (AIR) information campaign through mass media and a series of regional seminars. The campaign sought to familiarize participants such as the military, judiciary, media, and local government units with peculiarities of illegal recruitment cases. A part of the campaign addressed the information needs of prospective woman overseas workers, particularly those in vulnerable occupational skills such as entertainers and domestic helpers. For several months in 1989, a television advertisement on the illegal recruitment of woman entertainers was aired in response to the growing number of Filipinos, particularly women, who were victimized by illegal recruiters. In addition, information materials such as brochures and pamphlets on illegal recruitment (100,000 copies) and "gabays" for domestic helpers and entertainers (10,000 copies each) were produced and disseminated to the public.

The year 1989 also saw the approval of the Pre-Deployment Orientation Program for Entertainers (PDOE), and similar programs for domestic helpers and nurses. These were formulated to address the need for more effective and 'helpful' pre-departure orientation seminars especially for those in occupations more prone to abuse and exploitation. A memorandum of agreement was signed between the POEA and the Philippine National Bank which financed the program for entertainers. The PDOE aims to orient entertainers, mostly women, with jobsite conditions, their rights and responsibilities, the terms and conditions of the standard employment contract for entertainers, government services available to them, and problems of the entertainment industry.

Moreover, the POEA, in collaboration with the Women in Development (WID) Foundation, conceptualized a pre-departure orientation program for domestic helpers and prepared the module for such program. Topics in the module included the

following: services available to domestic helpers, workers' rights and responsibilities, socio-cultural setting in the host countries, usual conflict situations, and problems and coping mechanisms. In the same year, the PCI Bank pledged financial and technical support for the implementation of the program.

The OWWA strengthened its on-site operations by establishing Filipino Social Centers and assigning female welfare officers and center coordinators in areas where there were many woman workers such as Hong Kong, Singapore, Japan, Greece, and other European countries. These moves were aimed at addressing the issue of limited on-site services/assistance for overseas woman workers in view of the special concerns and issues brought about by their deployment abroad. The Social Centers were primarily designed to serve the social, cultural, and recreational needs of Filipino overseas workers; and the Welfare Officers Corps was deployed in priority sites abroad to look after the welfare needs of Filipino workers.

In response to the need to provide a viable means of livelihood to returning overseas contract workers, the POEA, in cooperation with the International Labor Organization (ILO), launched the Entrepreneurship on Migrant Earnings (EME) Project in August 1989. Aimed at assisting migrant workers in parlaying their savings into viable and sustainable business enterprises, the project offered a package of assistance to eligible beneficiaries (OCWs who have returned to the country or family members of migrant workers still abroad). The services offered include: business awareness, entrepreneurship development training, technical skills upgrading for entrepreneurs, consultancy services, and access to financing. While the project's target beneficiaries are both women and men, the former would greatly benefit from the services offered as these would enhance their potential as active participants in the economic development process through self-employment.

The foregoing efforts of government in promoting and safeguarding the welfare/interests of overseas workers and their families were strengthened and complemented by NGOs. In 1989, NGOs concerned with migrant workers reached out to their clientele through their multi-pronged program of services such as direct assistance, information dissemination and education, and organizing and networking/linkage-building. The Center for Overseas Workers (COW), which was established in 1982 under the umbrella of the Catholic Bishops Conference of the Philippines' Episcopal Commission on Migration and Tourism gave direct assistance to 1,554 clients in 1989. Ninety percent of these workers were victims of illegal

recruitment and other forms of exploitation spawned by the export of human power and 10 percent were seeking guidance on the choices they have for overseas employment. The COW also participated in the conduct of pre-departure orientation seminars which benefitted 25,555 attendees, 60 percent of whom were women.

2.3.2 *Permanent Migrants*

For the period under review, the CFO conducted a total of 964 pre-departure orientation seminars to allay the emigrants' pre-departure apprehensions and prepare them for their eventual settlement abroad, thereby cushioning the impact of adjustment problems. Of the 31,979 beneficiaries/attendees, approximately 19,187 or 60 percent were females.

In the first year of the plan implementation, the CFO likewise intensified its advocacy and information campaign on interracial marriages with the inclusion of this issue in the Program on the enhancement of public awareness on migration issues and services for potential migrants. The CFO implemented the program through the previously organized inter-agency information group composed of the Philippine Information Agency, OWWA, POEA, the Third World Movement Against the Exploitation of Women, and the Stop Trafficking of Filipinos Foundation, Inc. With representatives from these concerned agencies/organizations, the CFO held conferences and lectures in about 12 provinces where most of the Filipino women intending to marry foreign nationals originate. An estimated 1.1M people benefitted from the information campaign.

Information materials were likewise distributed during the information campaign. These include 13,980 comics magazines and 8,465 brochures on migrant-related issues, focusing on interracial marriages.

The CFO's individualized guidance and counselling sessions were strengthened with the issuance of DFA Order No. 15-89 which made the program mandatory for all Filipino women migrating as fiancée-visa holders or spouses of foreign nationals. The CFO also enhanced linkages with 53 Foreign embassies to ensure their cooperation in the efficient implementation of the guidance and counselling requirement.

The sessions were designed to respond to the guidance and information needs of fiancées/spouses of foreign nationals. These covered topics on the predominant culture in the country of destination, available welfare and support services for migrants, potential problems in interracial marriages and ways to resolve them, and their rights in the

host country. In 1989, the CFO provided individualized guidance and counselling services to 6,102 fiancées and spouses of foreign nationals while 500 others attended group counselling sessions.

As a follow-up to the guidance and counselling sessions, the CFO implemented the "Operation Flashback" program which aimed to maintain close linkages and provide assistance and support to Filipino women who had undergone CFO counselling. For the period under review, the CFO counsellors communicated with 420 fiancées and spouses of foreign nationals.

The CFO also assisted approximately 500 female migrants through, among others, answering inquiries on migration-related issues, giving referrals, locating whereabouts of immigrants, and providing assistance/advice regarding marital problems.

3. CONCLUSION

A comprehensive analysis of the performance of the migration sector in terms of addressing the issues and concerns pertaining to the massive outflow of Filipino women is difficult to conduct in view of the PDPW's recent adoption, and considering the constraints faced by the agencies in its implementation in 1989. Nevertheless, a review of the general developments in the sector shows that the migration sector achieved modest but significant gains in alleviating the living and working conditions of Filipino woman migrants. Much remains to be done, though, to safeguard the welfare and promote the interest of the migrant women, both as overseas workers and as permanent residents in foreign countries. Moreover, there is a need to strengthen current initiatives toward creating domestic social and economic opportunities to encourage women to stay in the country.

Among others, the following issues and concerns in relation to the massive migration of women need to be addressed in the immediate future:

- (a) Integration of PDPW goals, policies and programs, particularly those on migration, in the planning and programming of relevant agencies.

There is a need to facilitate the implementation, review, and updating of the PDPW, particularly on migration, by concerned government and non-government organizations. This can be achieved through massive and sustained consciousness-raising/sensitizing activities among policy makers; creation of focal points in each government agency/instrumentality to ensure that gender concerns are addressed in agency plans and programs, and institutionalization of a gender-differentiated data and information system.

- (b) Vigorous and extensive information campaign including values strengthening and reorientation among prospective woman migrants.

There is a need to strengthen the information campaign or education of potential overseas workers or spouses of foreign nationals on the various aspects of overseas employment and the nuances of permanent migration, including the dangers of working overseas and the realities of living permanently in foreign countries as spouses of foreign nationals. The need to include in the campaign the strengthening of values such as patriotism and nationalism is also recognized. Moreover, the tendency for many people to equate advancement/success and fulfillment with material and economic wealth warrants the inclusion of a values reorientation program to discourage materialism and colonial mentality.

- (c) Generation of local livelihood and employment opportunities for women.

There is a need to focus and strengthen efforts toward creating domestic economic opportunities for women, as a dearth of such provides the primary impetus for them to go overseas where they are exposed to exploitation and abuse.

- (d) Reevaluation of the government policy on deploying woman workers overseas.

Overseas employment is undoubtedly a major source of income for the country. However, in the light of growing problems concerning woman migrant workers especially in vulnerable occupational categories, there is a need to intensively examine the economic and social costs/benefits of overseas employment of women. Policy and programs review and redesign should be undertaken to formulate measures that would reduce areas for, and avert the exploitation of our woman workers abroad. Corollarily, the policy of discriminate deployment of woman workers, especially in countries where there are reports of high incidence of abuse/exploitation against women, should be implemented.

- (e) Promotion of overseas workers' interest and welfare.

The government will continue pursuing its overseas employment program because of the inability of the domestic economy to provide jobs to a big labor force. Thus, the government should intensify its efforts to promote and safeguard the overseas workers' interest and welfare by strengthening its protective and welfare

programs for women working overseas. The outflow of woman workers in vulnerable occupations such as domestic helpers and entertainers must be regulated. As the delivery of legal assistance for overseas workers in employment sites is greatly dependent on the host countries' existing legal and political systems, the application of international laws in labor disputes concerning migrant workers is necessary to make more responsive and effective the handling of such cases. Corollarily, the ratification and adoption of ILO conventions and resolutions pertinent to migrant workers as well as establishing bilateral labor agreements with the host countries are necessary measures for the protection of these workers.

Chapter 11

PROSTITUTION

1. OVERVIEW

In the Philippines, prostitution has always been viewed as a product of increasing poverty and continuing marginalization of women. Prostitution thrives because it takes advantage of the poverty of the people and because the state maintains an ambiguous stand on it -- forbidding and allowing prostitution at the same time.

Because of this ambivalent stand and the limited time to make this assessment, there were very few concrete measures coming from government to curb the problem. On the other hand, NGOs, which are deeply involved in this issue, continue with their programs, many of which focus on the provision of alternative skills and livelihood to woman victims and on consciousness-raising.

2. SECTORAL DEVELOPMENTS

2.1 Institutional/Policy Developments

Constant interaction between government and non-government groups concerned with the prostitution issue has obviously raised the consciousness of some government officials on their role in tackling the problem of prostitution.

Government agencies such as the Department of Tourism and the Department of Justice have manifested their commitment to concretize and implement measures addressing this problem. For instance, the Department of Tourism no longer uses images of women in its marketing and promotional activities. However, a mandate is needed to regularly monitor all print and broadcast materials of tourist-oriented private companies.

Such changes in policy are reflected in the following statements issued by the Department:

- (1) Promotion of tourism should not be undertaken at the expense of our indigenous culture, our environment, and most of all, our women and children;
- (2) Promotional materials of private entities in the industry should be checked to determine whether these will have a negative impact on the image of our women.

The Department also recommended 2 steps for a stronger inter-agency coordination:

- (1) Networking and information systems with other law enforcement agencies on the strict enforcement of the ban against "organized sex tours" should be improved;
- (2) Other allied businesses not registered with DOT should be enjoined to report gender-specific data on tourism program participant-beneficiaries and domestic tourists. This interagency networking will help mobilize other pivotal groups to solve the prostitution problem.

House Bill No. 2578: "An Act Prohibiting a Woman Below Eighteen (18) Years of Age from Directly Engaging and/or Being Used as Model for Advertisement or Promotive of Liquor, Intoxicating Drink and Cigarettes Providing Penalty thereof" has been filed and is now pending at the House of Representatives. This bill, strongly endorsed by the DSWD, seeks to protect young girls from being used as objects in the advertisement or promotion of liquor, cigarettes, and intoxicating drinks.

2.2 Program Developments

The Department of Tourism, conscious of the need to promote Filipino ingenuity and the country's pristine natural resources, has been using the "Fiesta Islands" promotions to promote the country as a good place for international conventions, in addition to economic and cultural exchange. This kind of promotion will counteract the negative impact of tourism on women and children.

The Department of Social Welfare and Development did its share by undertaking an initial survey on "women in specially difficult circumstances" which include women victimized by involuntary prostitution. It has also set up a pilot project for a temporary home catering to such women. It has also worked on the prevention of sexual exploitation of migrant women through networking activities with NGOs and the deployment of social workers at the Ninoy Aquino International Airport to monitor minors travelling abroad.

On the other hand, most non-governmental organizations approach this problem by directly addressing the needs of the prostituted women. Their programs have been operational even before the adoption of the PDPW. Their services range from consciousness-raising to capability-building. These groups believe that once these women become skilled and economically self-reliant, they will understand the socio-political factors that give rise to prostitution.

The Stop Trafficking of Filipinos Foundation, Inc., with its Committee on Women Exploitation, has been implementing projects for exploited women in collaboration with the Commission of Women and the Lay Affiliates of the Good Shepherd Nuns. Aside from participating in government's drive against prostitution dens, they also plan to collaborate with other groups in helping women enter more productive economic ventures through their skills-training, livelihood and value formation programs.

The Third World Movement Against the Exploitation of Women (TW-MAE-W) has been consistently active in raising the consciousness of prostitutes by training them for skills that facilitate their entry into an alternative livelihood and lifestyle. This initiative has gained the support of committed individuals and other NGOs that are, in turn, better enlightened about the situation of their marginalized sisters.

The most advanced stage of their project titled "Solidarity of Women in Distress" (SOLWODI) is the establishment of "BELEN" drop-in centers in Subic in Olongapo City and Malate/Ermita areas. Over 600 women and girls in the sex industry have been reached by the program. Field workers, some of whom are former prostitutes, go out to the bars, parks, and living quarters of the prostitutes. They befriend and invite these prostitutes to "encounter meals" in the drop-in centers where the ambience is conducive to reflection and problem-sharing. Field workers expect to develop a partnership with these women as the latter go through the process of realizing that they do count and become productive members of society.

Providing them with opportunities for alternative lifestyle and livelihood is the big come-on in the center. The literacy program, in particular, helps prostitutes become conscious of the injustices done to them by their managers or customers. Offering skills training in nursing aid, high-speed sewing, baking, food production, dressmaking, gardening, and handicrafts-making have also opened doors to many possibilities while teaching computer skills breaks the stereotyping of skills for these women. Such skills training is also supplemented with spiritual formation to strengthen the women in their aspiration for a new lifestyle.

The centers also educate prostitutes on the Acquired Immune Deficiency Syndrome (AIDS) disease to help them quit high-risk behavior. Plans are underway to setting up an alternative employment for those with HIV (human immuno deficiency virus) infection in Region III.

In addition to seminars on alternative health care and herbal medicine, legal education on the rights of the women here and abroad is given.

As a result of the center's services, many of the women have found a fruitful change in their lives. Many are now employed as workers in the garments industry and other institutions, sales girls in department stores, and entrepreneurs in small businesses. Some members of the "Belen" centers have also become resource persons of local and foreign visitors, mostly researchers and journalists.

Another non-governmental organization that has taken an active role in eliminating forms of sexual exploitation of women is the General Assembly Binding Women for Reform, Integrity, Equality, Leadership, and Action, popularly known as Gabriela. Through the Commission on Violence Against Women, it maintains a more holistic approach in addressing the needs of prostituted women. It educates these women by opening their minds to their human and legal rights, relevant political issues and the feminist ideology, aside from the usual health issues.

The women, being organized, have developed the political will to implement projects for themselves. Also part of their strategies for empowerment is the conduct of participatory research, with the prostitutes themselves undertaking the research project. The project aims to probe working conditions in the hospitality industry, customers' behavior, and the system within which the industry operates.

The Commission has also operationalized an on-site center called "Buklod" which is Gabriela's arm in implementing its socio-economic and educational programs. In addition to its alternative livelihood programs and consciousness-raising activities, it maintains a night-care center where mothers working in night clubs in Olongapo City can leave their children.

The Commission has also stepped up moves to fight the spread of AIDS especially among Olongapo prostitutes. It has assisted these women in collecting signatures of prostitutes to urge the government to subject American servicemen to AIDS test. Together with other women NGOs, it is also planning to develop appropriate modules for AIDS education.

3. CONCLUSION

There is a need to create or strengthen the WID focal points in agencies dealing directly or indirectly with prostitution so these can step up the promotion and formulation of projects responsive to the problem.

The initial exercises for the PDPW assessment and updating for the Prostitution Chapter have prompted concerned government agencies to take steps to help solve problems in the sex trade.

The Department of Justice has expressed the need to review existing orders/circulars for possible gender issues and, if necessary, to recommend adoption of measure/s for the protection of the rights and privileges of women. It is committed to take active involvement in the implementation of gender-responsive programs. In addition to the WID focal point, the Department of Tourism aims to create and strengthen an inter-agency mechanism for a more holistic approach to the prostitution problem. This will involve government and private groups in the tourism industry in promoting and developing an action plan that is sensitive to the industry's social problems. DOT plans to improve further tourism-related materials once it is given the mandate to monitor such materials of private groups in the tourism industry. This means a stronger campaign against the treatment of women as mere commodities in promotional and marketing activities.

An assessment of government and non-government moves to minimize prostitution clearly shows that strong GO-NGO collaboration is necessary to speed up the delivery of services to prostitutes. However, two factors strongly hamper the implementation of target goals and potential collaboration between GOs and NGOs: lack of a well-established agency mechanism to implement the plan for this sector and absence of clear-cut distribution of responsibilities among the government and non-government agencies to implement the plan.

It is therefore imperative that responsible government agencies push for the institutionalization of agency mechanisms to hasten the implementation of both stated goals and plans. It is equally imperative for the government and non-government groups to be clarified on their respective roles in implementing the goals so they could be given the appropriate mandate to carry out their tasks.

Chapter 13

WOMEN AND MEDIA

1. OVERVIEW

Both in the GO and NGO sectors, and in the mainstream and alternative media, some developments have taken place in the promotion of the PDPW goals and objectives concerning women and media.

Women and media workers. Since the PDPW was launched in March 1989, there was hardly anything done towards directly addressing the conditions of woman media practitioners. Initial organizing, networking and advocacy work have only succeeded in tapping media practitioners, especially the women, in helping make media more responsive to the country's development needs and to issues of women.

A loose network of woman media practitioners has been organized to improve the coverage of women's issues in the media. Communication educators have linked with mainstream media practitioners to improve communication education in the universities. Media practitioners, women's organizations and the alternative media groups have been coming together to advocate for a more responsive media industry.

Images of women in the local media. Women's organizations and other non-governmental organizations are coordinating, with both the media managers and the legislators in order to influence government policies and industry practices in regard the image of women in media. Some NGOs, together with sympathetic program producers and media managers, have begun to address women's issues or to cover women's stories in their publications and programs. There are few programs that educate as they entertain despite the continued presence and popularity of sexist and escapist shows.

Media as tools for women's advancement. No systematic effort has been done in monitoring the coverage of women's issues by newspapers, radio or television. What can be noted is media's cooperation during Women's Month in March 1989 and 1990 by way of publishing more stories on women and covering the activities of the Month. No increase can be observed in the number of publications and other productions by government agencies concerning women's development issues.

Most of the advances in the field of women and media resulted from the efforts of women's groups and other NGOs; government has failed to act on women-and-media issues.

2. SECTORAL DEVELOPMENTS

2.1 Institutional Developments

Many initiatives took place within the NGO sector during the first year of PDPW implementation.

- (a) The Mediawatch Collective, a network of individual women and women's groups, continued to make its presence felt in the media industry, in the schools and among audience groups. Mediawatch completed its slides and video production assessing the image of women in media.
- (b) A group with similar objectives is KAMALAPINA (Kalipunan ng Malayang Pilipina), a collective of women in media and theater, which calls attention to negative reporting on or portrayal of women in media through letters to the editor and opinion articles/columns. It has also staged a mime-drama-musical projecting feminist views and values.
- (c) The Legislative Advocates for Women (L.A.W.), a network of women's organizations that have come together for a more coordinated and unified legislative lobby work, created a Commission on Media and Arts tasked with defining the legislative agenda of women in media and to lobby for the passing of appropriate laws. L.A.W. is among the more active NGOs which lobbied for Senate Bill 169 on Advertising (with Senator Jose D. Lina as principal author) and for HB 2037 on Women and Pornography, authored by Congresswoman Anna Dominique Coseteng.
- (d) The women in the media have begun the process of strengthening "sisterhood" among themselves and in linking with other interest groups like women's organizations and media-oriented NGOs. Previously organized women media groups, like the Women's Media Circle, continue in their unique efforts at focusing on women's news and issues.
- (e) On the alternative media front, two news agencies write exclusively on women's issues. The Depthnews Women's Service of Depthnews Asia, set up in 1979, continues to supply feature stories to major national and community newspapers throughout Asia. At the same time, it rewrites these stories into scripts for inclusion in the regional radio service of Depthnews. The Asian office of the Women's Feature Service (of Interpress Service) also disseminates stories on women throughout Asia.

- (f) Communication educators and other media-oriented NGOs have also become more active in women-and- media issues. Woman media practitioners and woman activists have also linked with these groups (e.g., Philippine Communication Society and People in Communication).
- (g) There is also a need to note the organization of the Center for Investigative Reporting, organized by female and male journalists who shared the feeling of dissatisfaction in news reporting practices and sought to contribute in making the mass media more relevant in the current national situation.

The government sector continues to fail in addressing the problem of the absence of an agency or instrumentality responsible for policy-making and monitoring of the media, specifically in the area of programming. There is also a lack of organized government information dissemination program that could have met the information needs of women.

One inspiring development within government is the organization of woman employees associations in some agencies including the Office of the Press Secretary and the Philippine Information Agency. Representatives of these associations have been coordinating with the National Commission on the Role of Filipino Women (NCRFW) not only in its program for organizing women in government but also in the implementation, assessment and updating of the PDPW.

The organization of the NGO Liaison System within government is an initiative to follow. Presently, the Liaison System is seeking to address the problem of lack of information in regard government's livelihood projects. Hopefully, this mechanism can partly respond to the call for more government information on development and women's issues.

2.2 Policy Developments

Responding to the clamor of audience groups, very influential organizations within the media industry have begun re-orienting their programming policies and upgrading industry standards. For instance, the Philippine Association of National Advertisers (PANA) considers "values formation through advertising" as its main thrust for the decade. As it announced the celebration of its 16th anniversary, the Kapisanan ng mga Brodkaster sa Pilipinas (KBP) reiterated its commitment to national development and to broadcast standards.

On various stages of legislation are bills that have direct impact on issues of women and media. Senate Bill 169 explicitly prohibits advertising materials that "degrade our

(Filipino) people, particularly women House Bill 2037 authored by Congresswoman Coseteng considers criminal the exploitation of women through pornography.

There continues to be a lack felt by both the media industry and the audience sector in the area of communication policies. Many sectors, including academe, the alternative media groups, women's groups, and other NGOs, lament the inability of government to draw up a comprehensive media policy that will chart the directions of the industry even as it allows the industry the freedom to decide how it helps in promoting the national development agenda.

Many groups question how government stations are being utilized to respond to the issue of people's access to information and to the media. They lament the fact that, in the government's resolve to veer from propaganda, it swung to the other extreme; it failed to communicate with the citizenry.

2.3 Program Developments

Very limited efforts are likewise taking place in the government sector in the area of programs on women and media. The only ones reported are the activities of the National Commission on the Role of Filipino Women to link with both the woman media practitioners and the women's groups concerned with the issue. The Cultural Center of the Philippines' Broadcast Unit is the only other government agency involved, with its regional outreach program that builds grassroots and NGO capabilities in broadcasting.

The Philippine Information Agency's information centers in the regional up to the municipal levels promise to be an institutional support mechanism for the dissemination of information and materials on women and other development issues. Initial discussions have been made between the NCREW and PIA in the nationwide distribution and showing of the video programs on women co-produced with the Philippine Educational Theater Association (PETA).

Expectedly, women's groups and the NGOs are leading in the task of producing alternative media programs and in undertaking other women and media projects i.e.:

- (a) Philippine Educational Theater Association's (PETA) Broadcast and Film Unit is airing its 24-episode TV series on grassroots people's issues and experiences. Six of these are stories on women's issues and concerns.
- (b) Separate training seminars on scriptwriting for television were conducted by PETA and the Philippine Children's Television Foundation, Inc., producer of "Batibot."

- (c) "Woman Watch" continues its weekly coverage of women's issues, produced by Women's Media Circle.
- (d) Other talk shows such as "Pep Talk," "The Probe Team," "Public Forum" and "Mel and Jay" have devoted episodes on women's issues during the year.
- (e) The regular commercial TV programs such as "Lovingly Yours, Helen" and "Coney Reyes on Camera" have also dealt on women's issues in some of their episodes. Meanwhile, new shows such as "Lino Brocka Presents" and "Balintataw" keep their promise of projecting women realistically and positively.

Other media and women's groups, in cooperation with NCRFW, are in the process of sourcing funds for the implementation of innovative programs that will respond to the goals, objectives and strategies on the Women and Media chapter in the PDPW.

3. CONCLUSION

It is noteworthy that many of the developments in the sector were initiated and undertaken by the private sector, both the private development organizations, or NGOs and the women's groups, and the media industry itself including the women in media. Equally notable is the lack in the implementation by government of the goals, policies and objectives of the PDPW in the chapter on Women and Media. The absence of a lead government agency for Women and Media concerns needs to be addressed fast.

There are other policy issues and program thrusts in the PDPW that have not been fully attended to by both GOs and NGOs. Among these are the lack of data on the participation of women in media, and the presence, if any, of women's discrimination in the media.

The very essential strategy of awareness raising and alternative training programs for current and prospective media practitioners have to be more systematically pursued.

Another key strategy is creating opportunities and mechanisms for greater coordination among the NGOs, industry workers or managers and government on the issue of women and media.

Chapter 14

WOMEN IN ARTS AND CULTURE

1. OVERVIEW

A year's advocacy and information campaign on the Philippine Development Plan for Women have yielded significant developments in the sector. In government, the Cultural Center for the Philippines' Women's Desk has been set up as a mechanism for program implementation. Allocations for its operations have been made. Various coordinating centers of the CCP have conducted consciousness-raising activities on the PDPW plan and have linked up with women NGOS involved in artistic and cultural work.

From the NGO side, the Concerned Artists of the Philippines Women's Desk and occasionally, Philippine Educational Theater Association (PETA), have been pursuing the goals of the PDPW despite limited resources. Quite significant is the formulation of two new woman artist groups within the period: (a) WICCA (Women Involved in Creating Cultural Alternatives) and KASIBULAN. The first is composed of women creative writers and the second, is an organization for woman visual artists.

The annual women's month celebration held in March has provided the sector space for advocacy and networking among themselves and other sectors of women from both government and non-governmental organizations. This yearly interaction serves as a venue for artistic expression --- of women songs and skits and as a forum on the issues and concerns of woman artists and cultural workers. The mechanism, though, needs to be formalized and strengthened.

2. SECTORAL DEVELOPMENTS

2.1 Institutional/Organizational Developments

2.1.1. *Government*

- (a) The CCP Women's Desk was set up on September 5, 1987. Lodged under the office of the CCP President, the CCP Women's Desk institutionalizes and operationalizes the pursuit of women's concerns in the development of art and culture, through concrete policies, long- and short-term plans, management and artistic programs, projects, and activities.

- (b) The Presidential Commission on Culture and the Arts (PCCA), on the other hand, was created to expand and rationalize relations among government offices engaged in cultural activities. The CCP President heads the Subcommittee on culture and arts. However, the PDPW has yet to be integrated into its perspective and processes.
- (c) Created in 1989, the GO-NGO Liaison System under the Presidential Management System provides the mechanism for improving networking between government and non-governmental organizations and institutions. The CCP President is the Liaison Officer for the sector and the CCP Women's Desk coordinator, the alternate. This, too, has to be made aware of the goals and projects of the PDPW.

2.1.2. Non-Governmental Organizations

- (a) As stated earlier, two new woman artists organizations were formed -- WICCA and KASIBULAN. Both organizations are engaged in consciousness-raising activities and the transfer of skills to develop feminist arts and writing among women.
- (b) Law Advocates for Women (LAW), a coalition of women NGOs from various sectors including the arts, was organized in 1987. Its Committee on Arts and Culture was particularly active in lobbying for a favorable bill on arts and culture and a non-sexist development of arts and media. Unfortunately, the group has not been active since 1989.

2.2 Policy Developments

Two bills, sponsored by Senators Leticia Shahani and Heherson Alvarez, which seeks the creation of a National Commission on Culture and the Arts have been consolidated. The consolidated measure is awaiting second reading in the House of Representatives. A provision on non-sexist arts and culture in the Shahani bill has been pushed for inclusion in the consolidated bill by the LAW Committee on Arts and Culture.

2.3 Program Developments

2.2.1. Government

Among the CCP major productions and activities were:

- (a) Concerts by woman feminist artists like Inang Laya and Susan Fernandez Magno;
- (b) Ballet performances on women by Ballet Philippines;

- (c) Feminist monologues by the Women's Desk;
- (d) Filmfest on women by the Center on Film Arts;
- (e) 5 Skills-training workshop for radio among grassroots women in the regions by the Center for Broadcast Arts;
- (f) Videos and other documentation on women arts and cultural activities by the Cultural Promotions Department;
- (g) Plays on women by the Center for Dramatic Arts;
- (h) Poster and book exhibits on women by the library;
- (i) A 1989 Calendar Engagement Book featuring the works of outstanding woman visual artists;
- (j) Fora, poetry readings, and anthology of feminist writings by the Center for Literature;
- (k) Grants for woman visual artists for solo and group exhibits.

2.2.2. *Non-Government*

- (a) St. Scholastica's College Institute for Women's Studies:
Asia-Pacific Intercultural Course for Women, Course on Women and Arts, Anthology on Women in Arts and Media (Sarilaya);
- (b) Women and Literature subjects in De La Salle University and the Ateneo de Manila;
- (c) Filmshowings with fora on women by the Concerned Artists of the Philippines Women's Desk;
- (d) PETA productions of women's plays;
- (e) Inang Laya's cassette tapes by commercial recording.

3. *CONCLUSION*

3.1 *Institutional Gaps*

So far (within the period under review), there exists no inter-agency mechanism for women in the sector for greater coordination and maximum impact of PDPW advocacy work and project implementation. The PCCA and the GO-NGO Liaison System are two potential bodies for filling up such a need.

Lack of funds, trained personnel, and insufficient technical and budgetary support within government agencies continue to be felt. The Philippine Country Program for Women formulated sometime in 1989, is supposed to supplement the funding requirements of the PDPW implementation but is still making the rounds in search of donors.

3.2 Policy Gaps

There must be a follow-up or continuous lobbying on the bill on Culture and the Arts to ensure the inclusion of the provision on non-sexist art and cultural development. The PCCA can lead the various government and non-governmental organizations in the arts for this task.

3.3 Programs: Some Inadequacies Felt

Except for Inang Laya cassette tapes (produced and marketed by commercial recording companies), the sector has not come up with its own production to fill the need for new songs of, for, and by women. This is not only a problem of funds but also of trained woman song-writers, lyricists, and performers. Thus, workshops and contests on woman songs are in great demand.

Research is another area which needs to be strengthened. Disaggregated data on women in arts and culture are available only in the case of Metro Manila artists. This is based on a CCP Artists Directory survey conducted in 1987. A nationwide gender-responsive survey in the arts is urgently needed to provide this base data. The National Commission on Women can perhaps initiate this survey with the assistance of the CCP Women's Desk.

Meanwhile, foreign materials and feminist theories on women including those for arts and culture still predominate. Third World theorizing, despite the rich Philippine experience and a strong women's movement is still weak. For this, the Women's programs in the various schools and universities can put together their resources in a joint project to answer this lack.

The welfare issues of woman employees within the government cultural agencies and among professionals in the sector have yet to be addressed in terms of concrete programs. The thrust in consciousness-raising has been on the stereotype and passive images of women and men in the arts.

On a positive note, based on the completed projects of both GO and NGOs in the sector, the awareness among woman artists and writers (at least in Metro Manila) is steadily growing. More concrete plans have been set to meet the future targets of the PDPW.

Part Five

INFRASTRUCTURE AND TECHNOLOGY SUPPORT

Chapter 15

INFRASTRUCTURE

1. OVERVIEW

The infrastructure sector is traditionally male-dominated. At the same time, policymakers, planners, program implementors, and society in general perceive that men and women equally benefit from infrastructure facilities. There are however, peculiar women's needs that have to be addressed. For example, women, particularly in the rural areas, spend long hours everyday fetching water. Being the primary caretaker of the home and children, women ensure safe and adequate water supply for the family. They are also the primary users of energy in the household. Sad to say, however, women were hardly involved in policymaking and program implementation in the infrastructure sector, until recently.

Efforts to concretely mainstream women in the sector are now slowly being realized. The DPWH has initiated the creation of agency focal points in the sector while other agencies have welcomed suggestions to seriously consider women in their policies and programs.

Consciousness-raising and sensitizing activities and the development of gender-specific statistics, however, remain the priority concerns of the sector to effectively implement the PDPW. Similarly, the extent of women's participation and the enjoyment of benefits in developments in the various infrastructure sectors need to be assessed.

2. SECTORAL DEVELOPMENTS

Until recently, infrastructure as a concern in national development efforts has been regarded as a man's domain. The following report attempts to reflect the performance of the sector in 1988 relative to women's participation. It covers three infrastructure-related fields: energy, transportation and water resources.

Women are regarded as primary energy users for both domestic and economic activities. Women are expected to actively participate in both conventional and non-conventional energy programs. Their involvement has been primarily carried out through the National Power Corporation (NPC). The government's Countryside Agro-Industrial Development Strategy (CAIDS) program has also targetted the provision of better power supply and electrification.

In the transport sector, improvement in mobility and access to socioeconomic services and opportunities is expected to impact on both men and women. The DPWH, as one of the focal agencies, has made initial moves to further improve women's situation in this area.

In the water sector, the LWUA, MWSS and NIA pursued a strategy to increase women's participation on the management of water systems.

This assessment was done on a limited scale and integrates the specific accomplishments and activities undertaken by the concerned agencies.

2.1. Energy

The energy sector was informed of the issues and concerns of women only in October 1989, with the creation of the Women in Development Task Force in the National Power Corporation. While there is no agency plan for the women sector at the moment, there is however, no disregard for women as participants or as target beneficiaries of the energy sector.

On a limited scale, the NPC through the Buildings and Grounds Division and Watershed Management Department, has contributed to the involvement of women in the following areas:

- (a) Participation of women in energy conservation through the use of power saving devices and equipment both at house and in the office;
- (b) Involvement in soil/water conservation measures in hydro power projects to maintain adequate water quality for power resources: i.e. land development/landscape along hydro plants, revegetation, development of lake and reservoir, fisheries;
- (c) Renewed interest in evaluating/protecting the quality of groundwater resources through actual reporting on disturbance of surfaces/contamination of streams and reservoirs by toxic pollutants; agricultural runoffs/disposal of animal wastes against good quality of water resources; and, municipal sewage discharges; and,
- (d) Active involvement of women in the relocation of illegal residents in forest reservations.

In terms of participation in development opportunities through foreign and local trainings, 521 males and 54

females were sent from 1987 to April 1990 for foreign trainings while 2,737 males and 874 women attended local trainings. The big gap between the number of male and female participants is attributed to the nature of NPC's business. Energy generation and production is still regarded as a man's domain. Fewer females go into electrical and mechanical courses. However, efforts are being exerted to even up the numbers of male and female scholarship grantees and to ensure career development of both sexes.

Policy developments that provide great opportunities for women include the policy on power and electrification under the government's Countryside Agro-Industrial Development Strategy (CAIDS). Under the physical infrastructure component of the CAIDS subsidy will be provided to unviable but needy areas originally identified for electrification. Specific programs include the electrification of unserved areas including isolated islands, faster rehabilitation of existing Rural Electric Cooperatives, and development of indigenous rural energy resources. These would greatly benefit women because electricity will ease the burden of their domestic and economic activities.

2.2. Transportation

Urban transport, particularly in Metro Manila, has been faced by several problems. With the increasing urban population and, consequently, commuters, existing transport facilities are not able to meet transport demands despite the alternative modes such as the metro light rail transit, metro train, and metro ferry. The traffic situation has not improved.

DPWH, as one of the line departments involved in the transportation sector, has created a Women in Development Focal Point which is tasked, among others, to review agency policies, programs and projects vis-a-vis their impact on women. While no actual review has been done, the DPWH WID Focal Point has conducted a WID orientation among members of the functional units in the central and regional offices.

The WID focal point has also programmed orientations for agency top-management and has included a WID component module in regular agency training and orientation activities.

2.3. Water Resources

This area of women's concerns is relatively new in terms of documentation and specific programming. Women

however, have been involved in water project-related activities such as attending public hearing and leading operations of water districts as member of the water district (WD) or rural water works and sanitation association (RWSA) board.

Among the government agencies in the water subsector, only the Local Water Utilities Administration has a provision on women in its legal mandate and in its 4-year corporate plan for 1989-1992. PD 198 Title I Section 8 explicitly stipulates that membership among its Directors, shall include a representative of women's organization. LWUA's 4-year corporate plan provides for encouraging "women to participate in training activities toward formation and operation of water institutions."

Of LWUA's 427 General Managers of water districts nationwide, 20 are women with each WD Board having a representative from the women sector. Within LWUA, 33% (297) of the total number of employees (903) are women; of the total employees, women occupy 24% of the supervisory positions and 34% of the rank-and-files. Worth mentioning is the participation of women in employee organizing. A woman founded the LWUA employees union in 1987. Her successor was another woman. From 1988 to the present, 30% (4) of the 12 executive officers are women.

On the other hand, existing revenue-generating projects of the MWSS have provided technical and non-technical jobs for 430 women as of December 1989. The agency employed 1774 women in 1988. The highest position occupied by a woman was Deputy Administrator for Finance and Administration, while the highest technical position held by a woman was Project Manager V.

In irrigation, women have been participating in NIA's institutional development programs. It has been observed that women are very effective organizers of the 827 total community organizers nationwide, there are 411 women organizers. The highest position a woman employee has reached in NIA was that of Assistant Administrator for the Finance and Management Sector (from 1987 to 1989). There are 3 women among the 12 department managers in the central office. A woman engineer has been designated assistant project manager, the highest position occupied so far by a woman engineer.

With these limited information as bases, it may be concluded that the water sector has to be strengthened to make women visible forces in ensuring safe and adequate water supply and sanitation. To these ends, several issues should be attended to immediately, including: lack of data on the extent of women's participation, inadequate

guidelines in pursuing the concerns of women in the sector, and lack of emphasis and political will for the integration of women in agency program.

3. CONCLUSION

A comprehensive assessment of how well the sector succeeded in helping women get into the mainstream of development is difficult to make at the moment. The following concerns have yet to be addressed to ensure the effective implementation of the PDPW for the remaining Plan period of 1990-1992:

- o Serious implementation of Executive Order 348 which provides for the creation of WID focal points in all government agencies and other instrumentalities, particularly those in infrastructure;
- o Review of agency policies, programs, and projects vis-a-vis women to develop an agency plan on women's integration;
- o Establishment of a monitoring system within the sector to ensure that women are considered in policies, programs, and projects;
- o Development of indicators on women's participation or gathering of gender specific statistics, whenever possible;
- o Training and technical assistance to the agency WID focal points on how to address specific women concerns. (eg. consciousness-raising/sensitizing activities, trainings on gender-responsive planning, developing "genderized" statistics, etc.); and,
- o Provision of adequate literature and successful empirical programs.

Chapter 16

SCIENCE AND TECHNOLOGY

1. OVERVIEW

The Science and Technology (S&T) chapter of the Philippine Development Plan for Women, 1989-1992 (PDPW) professes to promote and enhance the conscious participation of women in S&T activities. Specifically, the S&T sector in the PDPW aims:

- (a) To bring the S&T needs of women into the national planning process;
- (b) To develop educational systems in schools and mass or community media that will inculcate popular literacy in S&T and expose and attract women in S&T/R&D work;
- (c) To develop technologies that will respond to women's needs;
- (d) To develop the infrastructures that will give women the appropriate support and incentives to become creative and active agents in S&T development.

Despite the relatively short period of time with which to implement the PDPW in 1989, the S&T sector posted modest accomplishments particularly in ensuring that women are direct beneficiaries of research and development activities. These accomplishments, which were largely in the areas of health and nutrition, are expected to make women become healthier and better mothers.

2. SECTORAL DEVELOPMENTS

2.1. Institutional Developments

As part of the institutional mechanism to ensure the implementation of the PDPW, a Women in Development (WID) focal point was placed at the top management of DOST in order to effectively address the general lack of awareness of the particular S&T needs of women and to give importance to the role that women play in scientific and technological development.

The S&T Coordinating Council (STCC) was likewise created on 4 April 1989 by virtue of Administrative Order No. 123 to ensure the formulation and implementation of the development action plans for 15 leading edge sectors and other priority areas such as health and nutrition, through

the infusion of both indigenous and foreign technological innovations. These leading edges have been earmarked to be the country's growth points in its bid to become a newly-industrializing country by year 2000. The STCC is now the highest government planning and policy-making body for S&T. The Secretary of the STCC and coordinator of the Central Technical Secretariat is a Woman.

2.2 Policy and Program Developments

A bill has been approved by Congress providing for the establishment of provincial centers. When in place, these centers could play a big role in the networking of WID focal points and hence, facilitate the implementation of the sector's policies on women participation in S&T development and the subsequent realization of the PDPW objectives.

A significant accomplishment of the Department during the period under review was the research and development done in health and nutrition. Specifically, it dealt with the improvement and protection of the health of women in relation to their unique reproductive functions. A study on the feeding of human milk to prematures and infants of low birth weight was completed. Overall, the study safely concluded that breast milk is a suitable source for optimal nutrition in the first four months of life for low birth weight infants. A health education program to promote breastfeeding and improve weaning practices was initiated with the training of sixty-nine (69) mother counselors.

Also completed during the year were studies on the assessment of iron status of Filipino pregnant women.

Women's health as it affects the family's health was also given attention. Fifty-three (53) infants of hepatitis B positive mothers were followed up as part of the comparative study of the efficacy of three regimens of hepatitis B vaccines.

Women are also the direct beneficiaries of science and technology in the production of nutritious food such as rice-mungo curls, squash ketchup, rice-mungo baby food, rice-soy curls, rice-soy baby food, rice-soy noodles, rice-mungo crunchies, simulated meat products from coconut protein, and nutri-champorado which were formulated and intended to improve the nutritional status especially of the young population.

The Pagkaing Bayan Foundation (PBF) has committed to commercialize technologies on rice-soy and corn-soy curls in a memorandum of agreement signed last August 1989. The Girl Scout of the Philippines (GSP) Food Processing Plant in Malolos, Bulacan was set up and trial runs were already

conducted for the production of rice-mongo curls and baby food. In addition, negotiations were made with Enfante et Development, a French non-governmental organization on the possible transfer of available technologies specifically on squash to the Nutrition Information Action (INA) Program.

3. CONCLUSION

To compensate for the seemingly slow-paced conduct of activities in 1989, the S&T sector, for the succeeding years, aims to pursue more vigorously programs and projects which would first, put to the fore the role that women play in the development of the nation's science and technology and second, produce technologies that respond to women's needs.

Efforts shall be intensified to solicit more support in order to facilitate the operationalization of the policies and strategies in the PDPW. Measures shall also be initiated to closely coordinate and monitor the activities that promote the vital role that women assume in the development of the country. All these, it is hoped, would contribute to the attainment of the objectives of the S&T sector.

Part Six

PLAN IMPLEMENTATION

PLAN IMPLEMENTATION

1. OVERVIEW

Various positive developments marked the initial year of PDPW implementation. The period witnessed marked interest among government and non-government agencies to establish their own organizational machinery on women and to incorporate pertinent women's concerns in their major policies, programs, and projects. Approaches and methodologies were pilot tested to systematically generate insights and experiences necessary to effectively operationalize the Plan. Certain policies were either introduced or modified to institutionalize mechanisms and processes for PDPW assessment and updating. The National Commission on the Role of Filipino Women (NCRFW), being the national women's machinery, enjoyed greater support from women NGOs and key government agencies. It also received renewed commitments of assistance from foreign donors.

These developments are largely attributable to the heightened consciousness on women's issues, brought about by an awareness-raising campaign. The administration's firm resolve to seriously consider women in its development agenda served as an impetus to government agencies, particularly with President Corazon C. Aquino's issuance on February 17, 1989 of Executive Order 348 which gave the needed administrative imprimatur to PDPW's operationalization. Another contributing factor is the growing recognition of gender as a newly emerging development concern toward which foreign donors openly indicate keen interest.

Despite these developments, certain areas remain to be addressed. These are: (a) the institutionalizing of approaches toward reorienting data generation and statistical management systems; (b) operationalizing PDPW in the national and regional levels; (c) identifying strategies to overcome political and bureaucratic barriers to the setting up of appropriate machineries in key agencies of the government; and (d) ensuring integration of women-related concerns in government training, planning, and budgeting systems.

2. DEVELOPMENTS ON PLAN IMPLEMENTATION APPROACHES

2.1. Awareness-raising and Training of Government Bureaucracy on Women's Concerns

In line with promoting attitudes, knowledge, and skills necessary to effectively implement the PDPW, a number of orientation and skills development seminars, trainings, and related workshops were conducted by the National Commission

on the Role of Filipino Women (NCRFW) during the period. These were mainly attended by policy makers, planners, program managers in the government sector, and leaders of various non-government organizations with programs for women.

Considering that women's studies is a new discipline, efforts were beset with such problems as inadequate curricula and training materials, funds, and personnel. Thus, NCRFW adopted a fast-track approach to the development of pertinent curricula/modules and training materials, to wit:

- (a) A curriculum addressing the need for a more in-depth understanding of gender issues. This was tested twice with GO program developers and once with NGO leaders;
- (b) A curriculum for women's involvement in politics, which was used during one of the sessions of the first Congress of Women Councilors;
- (c) A curriculum utilizing artistic pedagogy as an approach to gender-awareness raising; and
- (d) A basic curriculum entitled "Basic Integrated Gender Awareness Training (BIGAT)."

Along with the development of the aforementioned curricula were the publication of references and production of accompanying audio-visual materials. The first curriculum was designed to come up with a primer on gender issues which contains an in-depth analysis of the roots of gender issues in the Philippine context. The second and third curricula, which were developed through a grant from UNICEF, were specifically designed for elected woman officials and program managers, respectively. A handbook for WID trainers which accompanies the third curriculum is in the final stage of pre-testing. Likewise, a number of WID sensitizing audio-visuals in the form of 16-mm. film, video tapes, slide films, and transparencies were procured to supplement the aforementioned resources.

The services of experts in WID consciousness raising were secured to meet the fast-rising demand for consciousness-raising. Moreover, an evaluation of NCRFW's WID consciousness-raising program was undertaken, resulting in the redefinition of the overall framework and its clientele priority. Accordingly, an agreement between the Philippine government and the Canadian International Development Agency (CIDA) provided for Canadian \$1.5 million to finance a five-year, gender consciousness-raising program in the government.

The gender-consciousness raising program being implemented by NCRFW was complemented by President Corazon Aquino's issuance of Presidential Proclamations 224 and 227 which, among others, designated NCRFW as Secretariat to the annual celebration of March as Women's Month. This made possible the strengthening of linkages with government and non-government organizations concerned with PDPW implementation. The Women's Month celebrations were deliberately directed at massive public awareness-raising on the PDPW and on gender concerns in general. The significant achievements of the celebrations include:

- (a) Passage of Republic Act No. 6949 declaring March 8 of every year as an official holiday to be known as National Women's Day. This was made possible by intensive lobbying of woman organizations.
- (b) Holding of two National GO Women's Congresses and another in the regional level;
- (c) Regular publication of MARE, a magazine featuring developments in the women's front and NEWSWINGS (Newsletter of Women in Government Service);
- (d) Holding of first women's film festival;
- (e) Institutionalization of a joint GO-NGO-sponsored festivity for women every March 8; and
- (f) Conduct of the first joint GO-NGO Congress.

Finally, to enhance public understanding of the PDPW, its Framework, Highlights and Introduction were translated into Filipino by the Katipunan ng Bagong Pilipina (KaBaPa). Efforts along this line are expected to continue, with more emphasis on strengthening capabilities of agencies mechanisms on women, awareness-raising among top government executives and elected officials/legislators, and upgrading of training approaches.

2.2. Reorienting Institutional Processes for Planning, Implementation and Monitoring of Women's Concerns in the Policies and Programs of Government Agencies

2.2.1. Systems Analysis

While this was identified as a potential approach to the institutionalization of mechanisms for PDPW implementation, only minimal developments were noted in terms of concretely effecting it. This was partly due to the shortage of financial resources to fund the process and the multitude of competing priorities which called for immediate attention. Nevertheless, this has been included as one of the component approaches to be tried in the pilot implementation of the PDPW in both regional and agency levels.

2.2.2. WID Focal Points

Executive Order No. 348 which President Aquino issued on February 17, 1989 provided for the setting up of an appropriate focal point for women's concerns in every government instrumentality to ensure the implementation, monitoring, assessment, and updating of the PDPW.

Toward the middle of 1990, a total of 12 WID focal points had been officially constituted and 27 were initiated in line departments and attached agencies of the government. In pursuance of the provisions in the said Executive Order, NCRFW issued Memorandum Circular 89-01 on April 21, 1989 containing, among others, guidelines for the creation of WID focal points in government agencies. Concomitantly, a Primer on WID Focal Points was developed and disseminated to government departments, corporations, and attached agencies which attended the Orientation on WID Focal Points on October 10, 1989 and the Gender-responsive Development Planning Seminar on November 13-15, 1989. Support services in the area of resource and information build-up, organizing, and training were also extended to the newly-organized and initiated WID Focal Points. An annual conference of these focal points has been programmed to encourage exchange of experiences and insights in managing such WID machineries. Meanwhile, the systematic documentation of relevant experiences is an area that remains to be addressed. Furthermore, stronger advocacy efforts need to be undertaken to put up such mechanisms in priority agencies. There is also a pressing need to identify and meet the training, technical, and resource requisites of such mechanisms to make them more functional and effective.

2.2.3. Agency Policies, Programs and Plans

In the area of refocusing the policies, programs, and plans of government agencies to make them gender sensitive, much remains to be done. Apart from the development of special projects for women which were included in the CPW, the Plan had not concretely influenced the agencies' programs and projects. Partly, this is due to the fact that before the PDPW was finished and launched for implementation in March 1989, the governments' planning, programming and budgetting processes for the year had been completed. Several training seminars had been given to the technical staff of various agencies for them to acquire the skills necessary in this respect.

As soon as possible, government agencies are expected to review their major programs to make these more sensitive to issues affecting women.

2.3. Developing Methodologies Appropriate for the Planning, Implementation, Monitoring and Evaluation of Responses to Women's Concerns at the Agency Level

2.3.1. Approaches and Methodologies

A significant development along this area was the pronouncement of President Corazon Aquino concerning the holding of an annual Cabinet meeting with the PDPW implementation as central agenda. This is expected to serve as impetus for line departments' increased involvement in PDPW's operationalization. Of equal significance was NEDA's approval of NCRFW's membership in the 13 technical sub-committees that handle the regular assessment and updating of the Medium Term Philippine Development Plan (MTPDP). This development paved the way for the inclusion of certain policy statements on women in various chapters of the updated MTPDP.

Owing to a number of intervening factors, the PDPW lagged behind the MTPDP in terms of assessment and updating pace. Thus, a separate assessment and updating of PDPW was resorted to, until such time that these are accordingly mainstreamed in NEDA's processes.

Memorandum Circular No. 89-02 was issued by NCRFW on October 9, 1989 providing basic guidelines in assessing and updating PDPW during the period. Commendable participation was noted among GOs and NGOs. However, despite the issuance of pertinent guidelines, the training given to agency representatives, and the technical support provided by NEDA and NCRFW sectoral specialists, the process has been slow and laborious.

Meanwhile, in the area of generating experiences and insights in the development of methodologies and approaches needed for PDPW implementation, monitoring, assessment and updating, pilot implementation of the PDPW was started in the regional and agency levels. Constrained by lack of resources, it hardly prospered beyond consciousness-raising. An encouraging development, however, was the commitment of funding assistance by foreign donors to better systematize and speed up the process.

The period likewise witnessed the escalation of interest among national woman NGOs to get involved in operationalizing the Plan. The first joint GO and NGO Congress materialized in March 31, 1990, with PDPW implementation as the sole agenda. Post-congress coordination activities among participating agencies continue sectorally and another Congress in 1991 is being conceived to monitor the progress of GO-NGO collaborations in such area. A corollary development was the total

organizational restructuring made by the National Council of Women of the Philippines (NCWP, formerly Civic Assembly of Women of the Philippines or CAWP) as it decided to concentrate on the full-scale implementation, assessment, and updating of the PDPW. NCWP developed and disseminated nationwide a Primer on PDPW through its member organizations.

2.3.2. Data Information Systems

A major shift in the thrust of NCRFW's information center was effected during the period to serve the short- and long-term requirements of PDPW implementation.

Data generation was reoriented toward meeting the sectoral information needs of the Plan. The development of computerized data base was started. A series of sessions was held to assess availability of data and data sources and to make the members of the Interagency Committee on Women and Statistics (IACWS) aware of the need to generate gender-specific data in their respective agencies. Preparatory activities toward the development of data base on women was started with substantial technical assistance from the Technical Working Group on Women and Statistics composed of representatives from the National Statistical Coordination Board, National Statistics Office, Department of Agriculture, Department of Labor and Employment, Department of Education, Culture and Sports and Department of Health.

Throughout the same period, information on the status of implementation of the country's commitments to international treaties on women were forwarded to concerned UN agencies. A Directory of Women's Resources was completed during the period to facilitate networking and referral between and among the NCRFW, women NGOs and other agencies/institutions with woman-related concerns. Finally, in preparation for the anticipated demands of the years ahead, two proposals were completed and included in the Country Program for Women (CPW): on the endowment fund for research, and on the restrengthening of women's information center.

2.4. Government Budgetting for Prioritized Programs

EO 348 provided a legal basis for the allocation of funds from existing agency budgets to finance PDPW's operationalization. It also authorized a public lump sum fund and specifically indicated that national budget proposals include appropriations for PDPW's long-term implementation. However, much still remains to be done to have these provisions translated into operational terms.

The first Country Program for Women (CPW) was formulated during the period as a measure to invite a more focused attention to PDPW's funding requisites among foreign donors. A compendium of project proposals under a PDPW-inspired framework, the CPW sought to present, in a consolidated form, the Plan's key programs and major projects and to point out vital areas of intervention through which foreign donors could come in. The CPW was presented to a number of international bilateral and multilateral funding agencies on April 19, 1990.

2.5. Strengthening Mechanisms for PDPW Monitoring, Assessment, and Updating

2.5.1. Strengthening the National Machinery on Women

The role of NCRFW in operationalizing the Plan was further strengthened by the provision of EO 348 which authorized it to seek the assistance of any government instrumentality in ensuring the effective implementation, monitoring, assessment, and updating of the PDPW. It was also authorized to issue circulars or guidelines and constitute appropriate inter-agency committees.

Certain changes were likewise effected in the NCRFW's top decision-making body with the appointment of 7 new members of the Board of Commissioners to represent government departments/agencies that are envisioned to play a key role in PDPW's operationalization. Also reviewed were the structure and function of the Board Committees to make them more responsive and relevant. A policy decision to form a speakers' bureau also came about to meet the pressing demands of advocacy and WID sensitizing. In addition, regular sessions to discuss key sectoral issues were institutionalized. With the approval of NCRFW's membership in NEDA's technical sub-committees, 13 teams were constituted to represent women's interest in the current updating of the MT PDP. Two commissioners and a technical staff composed each team. A vision to provide meaningful partnership with concerned technical staff of NEDA and the agency's WID Focal Points along this area has to be pursued toward the end of the plan period.

During the period, three meetings were held between the President and the NCRFW Board and Commissioners from which resulted the institutionalization of NCRFW's bi-annual reporting conference with the President and the approval of the P5-M President's Fund for Women.

As in the past, NCRFW contended with staff shortage and inadequate budget pegged at levels inherited from the previous administration. In the years ahead, these problems are anticipated to have more serious repercussions to NCRFW's operations as increase in work volume and quality are expected to accompany PDPW's operationalization.

2.5.2. Coordination with Civil Service Commission

Close coordination with the Civil Service Commission (CSC) was established during the period, particularly in the area of programs for women in government. It was through a joint effort with CSC that the Equality Advocates (EQUADS) Program was launched to handle gender concerns in the bureaucracy. Under the same tie-up, the annual Congress of Women in Government was institutionalized and plans for the setting up of a GO Women's Secretariat were discussed. Generating response to the needs and problems cited by government women during the first and second congresses will be the priority concern of this secretariat.

In line with exploring more expansive areas of collaboration in furthering the interest of government women, the Chairperson of CSC has been scheduled to participate in a technical study tour in Canada along with the NCRFW chairperson and an NCRFW Commissioner representing NEDA. Among others, the CSC chairperson shall look into models of affirmative action programs for women in government.

2.5.3. Coordination with NEDA

In pursuit of the vision to have the PDPW mainstreamed into the national planning processes, coordination with NEDA was initiated right at the onset of PDPW formulation.

During the period, this linkage was strengthened through sustained formal and informal conferences between NEDA and NCRFW's officials. As a result, relative success was attained in the area of mainstream updating, particularly with the approval of NCRFW's membership in the 13 technical sub-committees and the corresponding technical secretariats of NEDA.

Moreover, a WID Focal Point was set up in NEDA to serve as key structure that would handle gender considerations in national planning. The members of this WID Focal Point were given a training on gender-responsive development planning along with key NEDA officials from various regions.

2.6. Operationalizing the PDPW at the Regional Level

The pilot implementation of PDPW in Region VIII continued during the period. Sensitizing activities with women politicians, government planners, NGOs, and the academe engendered massive attention to gender concerns in planning and program implementation.

Significant developments along this line include the setting up of a Regional WID Focal Point under NEDA's Social Development Committee which continues to handle PDPW-related concerns in the regional level. Another was the keen

interest manifested by at least six colleges and universities in the region to put up WID studies in their institutions. Government women echoed the effort of their national counterparts in conducting their first Congress where the issues and problems aired during the first national congress of women in government were validated. A development that could be anticipated in the immediate period is the organization of an all-male group in support of WID.

In Regions I, II, V, and XII, basic orientation on WID was conducted with regional administrators and planners.

3. CONCLUSION

While the period noted very encouraging developments, it was not altogether spared from the usual constraints that go with any pioneering endeavor. The most serious of these is the massive lack of gender awareness coupled with a proportionate shortage of resources required to deal with such problem. Another is the absence of utilizable mechanisms, methodologies, and experiences that would make possible the systematic translation of PDPW into operational terms. Problems posited by conflicting political and bureaucratic concerns also impeded the process and would continue to do so unless certain measures are adopted to counteract them.

Therefore, major efforts should be vigorously pursued in such areas to ensure the effective attainment of PDPW goals in the remaining years of the plan period. More specifically, both private and public sector WID experts should be mobilized to address the pressing need for WID trainers. This need is expected to be more acute as the interest in gender concerns continue to mount. Efforts should continue in the field of curricular and material development and funding donors should be tapped more systematically to support this. Government as well as non-government organizations should be better motivated to allocate agency resources for the training of their personnel on the gender considerations of development thrusts.

Toward reorienting institutional processes for planning, implementation, and monitoring of women's concerns in the policies and programs of government agencies, WID Focal Point members and other government officers including regional implementors should be better equipped with skills through trainings, instruments, and references. Greater efforts should be directed at organizing such WID Focal Points in priority agencies where they had not been initiated during the period. Priority should likewise be given to ensure attainment of responsive data/information systems and proportionate attention should continue in mainstreaming PDPW's financial requisites into the country's

budgetting systems. Likewise, the CPW needs to have a more dynamic marketing plan. With the increasing demand from NGOs to clarify their role in the Plan's operationalization, opportunities should be created to discuss it and to balance expectations from both government and non-government sectors.

Finally, the national women's machinery should brace itself for the greater challenge of operationalizing PDPW in all regions and for the growing interest among other countries to benefit from its experience.

**SECTORAL WORKING GROUPS ON THE
PHILIPPINE DEVELOPMENT REPORT ON WOMEN**

WORKING GROUP ON AGRICULTURE - National Commission on the Role of Filipino Women (NCRFW), Sector Coordinator; Department of Agriculture (DA); Rural Improvement Clubs (RIC); National Economic and Development Authority (NEDA)

WORKING GROUP ON AGRARIAN REFORM - National Commission on the Role of Filipino Women (NCRFW) and National Economic and Development Authority (NEDA), Sector Coordinators; Department of Agrarian Reform (DAR); Katipunan ng mga Bagong Pilipina (KaBaPa)

WORKING GROUP ON THE ENVIRONMENT AND NATURAL RESOURCES MANAGEMENT - National Commission on the Role of Filipino Women (NCRFW) and National Economic and Development Authority (NEDA), Sector Coordinators; Department of Environment and Natural Resources (DENR)

WORKING GROUP ON INDUSTRY, TRADE AND INDUSTRIAL RELATIONS - National Commission on the Role of Filipino Women (NCRFW) and National Economic and Development Authority (NEDA), Sector Coordinators; Department of Trade and Industry (DTI); Department of Labor and Employment (DOLE); Balikatan Sa Kaunlaran (BSK); National Federation of Labor (NFL)

WORKING GROUP ON SERVICES - National Commission on the Role of Filipino Women (NCRFW), Sector Coordinator; Civil Service Commission (CSC); Department of Labor and Employment (DOLE); Department of Local Government (DLG); Balikatan sa Kaunlaran (BSK)

WORKING GROUP ON EDUCATION AND TRAINING - National Commission on the Role of Filipino Women (NCRFW), Sector Coordinator; Department of Education, Culture and Sports (DECS); National Manpower and Youth Council (NMYC); Instructional Materials Corporation (IMC-DECS); Katipunan ng mga Bagong Pilipina (KaBaPa); National Council of Women of the Philippines (NCWP)

WORKING GROUP ON HEALTH, NUTRITION AND FAMILY PLANNING - National Commission on the Role of Filipino Women (NCRFW), Sector Coordinator; Department of Health (DOH); National Nutrition Council (NNC); Population Commission (POPCOM); National Council of Women of the Philippines (NCWP); Institute for Social Studies and Action (ISSA)

WORKING GROUP ON HOUSING - National Commission on the Role of Filipino Women, Sector Coordinator; Housing and Urban Development Coordinating Council (HUDCC); Home Development Mutual Fund (HDMF); National Home Mortgage and Finance Corporation (NHMFC); Home Insurance and Guaranty Corporation (HIGC); National Housing Authority (NHA); Housing and Land Use Regulatory Board (HLURB); National Economic and Development Authority (NEDA); Harnessing Self-Reliance, Initiative and Knowledge (HASIK)

WORKING GROUP ON SOCIAL WELFARE AND COMMUNITY DEVELOPMENT - National Commission on the Role of Filipino Women (NCRFW), Sector Coordinator; Department of Social Welfare and Development (DSWD); Office on Muslim Affairs (OMA); Office for Southern Cultural Communities (OSCC); Office for Northern Cultural Communities (ONCC); Katipunan ng mga Bagong Pilipina (KaBaPa); National Council of Women of the Philippines (NCWP); National Economic & Development Authority (NEDA)

WORKING GROUP ON MIGRATION - National Commission on the Role of Filipino Women (NCRFW), Sector Coordinator; Philippine Overseas Employment Administration (POEA); Overseas Workers Welfare Administration (OWWA); Commission on Filipinos Overseas (CFO); Department of Foreign Affairs (DFA); Department of Labor and Employment (DOLE); Katipunan ng mga Bagong Pilipina (KaBaPa); Commission for Overseas Workers (COW); Friends of Filipino Migrant Workers, Inc. (KAIBIGAN)

WORKING GROUP ON PROSTITUTION - National Commission on the Role of Filipino Women (NCRFW), Sector Coordinator; Department of Tourism (DOT); Department of Justice (DOJ); Department of Social Welfare and Development (DSWD); Stop Trafficking of Filipinos Foundation, Inc. (STOP); Third World Movement Against the Exploitation of Women (TW-MAE-W); GABRIELA Commission on Violence Against Women (GABRIELA-CVW);

WORKING GROUP ON MEDIA - National Commission on the Role of Filipino Women (NCRFW), Sector Coordinator; Philippine Information Agency (PIA); PILIPINA Inc.; Rural Improvement Clubs (RIC); Office of the Press Secretary (OPS); Media Watch Collective; Batibot

WORKING GROUP ON ARTS AND CULTURE - National Commission on the Role of Filipino Women (NCRFW) and Cultural Center of the Philippines - Women's Desk (CCP-Women's Desk), Sector Coordinators; Concerned Artists of the Philippines - Women's Desk (CAP-Women's Desk); Women Involved in Creating Cultural Alternatives (WICCA); KASIBULAN; University of the Philippines - Center for Women's Studies (UP-CWS)

