GENDER ASSESSMENT OF THE AUSTRALIAN PHILIPPINES AID PROGRAM – NOVEMBER 2009
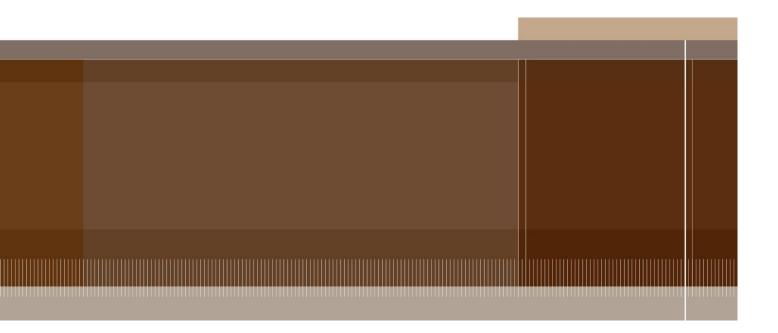
BACKGROUND PAPER FOR PHILIPPINES COUNTRY PROGRAM AND STRATEGY EVALUATION

Australian Government

AusAID
Office of Development Effectiveness

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AUTHOR

Ms Jeanne Frances I. Illo

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For further information, contact:

Office of Development Effectiveness
AusAID
GPO Box 887
Canberra ACT 2601

Phone   (02) 6206 4000
Facsimile   (02) 6206 4880
Internet   www.ausaid.gov.au
                www.ode.ausaid.gov.au

Office of Development Effectiveness
The Office of Development Effectiveness (ODE) monitors the performance of the Australian aid program, evaluates its impact and contributes to the international evidence and debate about aid and development effectiveness.

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ACRONYMS

ADB	Asian Development Bank
ARH	adolescent reproductive health
ARMM	Autonomous Region in Muslim Mindanao
AusAID	Australian Agency for International Development
BEAM	Basic Education Assistance to Mindanao
BEAM2	Basic Education Assistance to Mindanao Phase 2
BESRA	Basic Education Sector Reform Agenda
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CFSS	Child Friendly School System
CIDA	Canadian International Development Agency
CSR	Country Strategy Review
DAS	Australia–Philippines Development Assistance Strategy 2007–11
DBM	Department of Budget and Management
DepEd	Department of Education
EC	European Commission
ECCD	Early Childhood Care and Development
GAD	gender and development
GAP	Philippines Australia Gender Action Plan
GTZ	*Gesellschaft für Technische Zusammenarbeit* (German Technical Cooperation)
INSET	In-Service Teachers Education
IPR	independent progress report
JICA	Japan International Cooperation Agency
LAM	land administration and management
LAMP2	Land Administration and Management Project II
LGU	local government unit
MDG	Millennium Development Goal
MTR	mid-term review
NCRFW	National Commission on the Role of Filipino Women
NEDA	National Economic and Development Authority
NGO	non-government organisation

ODA	official development assistance
OFW	overseas Filipino workers
OPIF	Organizational Performance Indicators Framework
OSS	one-stop shop
PALS	Philippines Australia Local Sustainability Program
PCW	Philippine Commission on Women
PIMME	project implementation, management, and monitoring and evaluation
QAI	quality at implementation
RA	Republic Act
READY	Hazard Mapping and Assessment for Effective Community Based Disaster Risk Management
RH	reproductive health
SD&G	social development and gender strategy
SPHERE	Support to Philippine Basic Education Reforms
SPIM	Supporting Peace in Mindanao
STRIVE	Strengthening Implementation of Visayas Education
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children Fund
UNIFEM	United Nations Development Fund for Women
USAID	United States Agency for International Development
VAW	violence against women
VAWC	violence against women and children
WSAP	Women's Studies Association of the Philippines

EXECUTIVE SUMMARY

Objectives

Intended as part of the review of the country strategy of the Australian aid program in the Philippines, the gender assessment of the program aims to: (1) evaluate performance against the Philippines Australia Gender Action Plan (the plan); (2) assess how the current program has performed overall in its efforts to integrate gender equality issues;
(3) identify key gender equality issues facing the Philippines, that Australia could consider supporting; and (4) make recommendations to inform the new country strategy on measures to better integrate gender equality issues within the program and its priority sectors, address identified gaps, articulate or strengthen gender objectives, where possible, and ensure the new country strategy will adequately integrate gender.

Contexts

The Philippine government context: The Philippine Government supports the equal contribution and access of women and men to contribute and benefit from the economic, social, political, cultural and environmental development of the country. Since 1989, it has promoted mainstreaming gender and development (GAD) in government policies and pursued gender-responsive development. It has also adopted a gender policy that aims to promote the twin goals of gender equality and women's empowerment in the three priority areas of women's economic empowerment, promotion of women's human rights, and gender-responsive governance. In 1992, the Philippine Government signed into law the Republic Act (RA) 7192, or the Women in Development and Nation-Building Act. This law provides, among others, the allocation of a portion of official development assistance (ODA) to programs and projects that address women's concerns and gender issues. To improve the implementation of the law, the Philippine Government, together with donor organisations, including AusAID (Australian Agency for International Development), developed the Harmonized Gender and Development Guidelines for Project Development, Implementation, Monitoring and Evaluation, or simply, harmonised GAD guidelines. These were launched in 2005 and, a year later, the Philippine Government began requesting ODA agencies to submit GAD monitoring reports based on the guidelines.

AusAID context: Australia's aid program aims to promote equal opportunities for women and men as participants and beneficiaries of development. The immediate context of the gender assessment is the review of the *Australia–Philippines Development Assistance Strategy 2007–11* (or DAS), which outlines the objectives and components for Australian aid assistance to the Philippines. The DAS aims to 'contribute to improving the prospects for economic growth, poverty reduction, and national stability in the Philippines'. This goal was pursued through the three pillars of the country strategy, namely: economic growth, basic education, and national stability and human security. With the current strategy scheduled to end in 2011 and Philippine elections scheduled to be held in mid-2010, the Philippines program has begun preparations towards developing a new country strategy. The first part of these preparations is a country strategy review (CSR) that will assess the overall effectiveness

of the aid program in meeting its objectives in the Philippines since 2007, and will identify areas that need change.

Methodology and scope

The gender assessment covered the four objectives of the review of the country strategy and focused on (1) progress against the plan, (2) collective progress in integrating gender equality issues, (3) analysis of gender equality issues and initiatives, and (4) recommendations for the country strategic evaluation and the new DAS. What the assessment does not cover is the evaluation of the monetary investments made by the Philippines program in promoting gender equality or equity.

The gender assessment employed a combination of methods, including a review of documents such as: program and initiative documents; gender reports and strategies of other aid agencies and the ODA – GAD Network; the Philippine Government reports; individual interviews; focus group discussions during site visits to initiatives; and quick surveys of AusAID staff and selected members of the ODA – GAD Network.

Findings

Assessment of progress against the plan

The assessment of the plan involved AusAID managers, program officers and advisers to establish different dimensions of progress of implementation of the plan.

1. *Awareness, value and challenges.* In general, there is awareness among the staff about the plan, and there is near consensus that all three plan objectives are realistic or achievable, although weaknesses in the Post provide challenges to successful plan implementation. These challenges include: uncertainty over sustained support from Post management; undeveloped support structure; completion among mainstreaming strategies or issues on top of regular program management; and a concern over reporting compliance rather than greater aid effectiveness.

2. *Adherence to the plan.* This is strongest in the application of appropriate GAD checklists from the Harmonized GAD Guidelines, as initiative managers and program officers use these when they prepare AusAID's GAD monitoring report for the Philippine Government, their Quality at Implementation (QAI) reports and when they design new initiatives. The checklists reportedly help AusAID rate initiatives or activities against gender awareness or responsiveness and plan how to better promote gender integration in these initiatives
and activities.

3. *Implementation of the Gender Action Plan,* The plan includes six action points. Most managers and program officers at Post observe three action points (2, 3 and 5) that relate to the consideration of gender equality at different stages of the project cycle and require the use of the Harmonized GAD checklists. Many managers and program officers have also considered gender equality in the development of sector strategies and in the preparation

of briefing papers and terms of reference for the DAS review. They likewise acknowledge the progress achieved with developing internal gender capacities, designation of a gender focal person, and support of 'targeted gender activities' within some initiatives.

4. *Strengths or enabling factors.* Cited by the survey respondents and discussed during the feedback and learning session are several factors: support from initiative managers; the investment of Post management to train or prepare staff, particularly in applying the GAD checklists; broader support in the form of a strong push from AusAID in Canberra to take gender more seriously, and the formal delegation by Post management of a gender focal person; presence of a champion in Canberra and at Post; active engagement of the Philippine Government and other stakeholders, the Philippine Government guidelines that fit AusAID's performance and quality requirements; support from the managing contractor; and that the plan offers simple and practical guides.

5. *Recommendations for implementing and improving the plan.* Staff recommendations include sustained support for the plan from Post management for training, advocacy and publicity; closer consultation with relevant players and coordination among managing contractors and initiatives; keeping the plan simple and linking it as closely as possible to actual implementation experiences of initiatives and activities; linking gender equality and equity with emerging issues, developments and other crosscutting concerns; and the introduction of a gender objective in the new country strategy to which the plan can be linked.

Assessment of the Program's collective progress in integrating gender equality

1. *Background.* The Philippine Government and the Australian Government both expect the Australian aid program in the Philippines to integrate gender equality in its initiatives from design to completion. To enhance the design and implementation of gender-responsive programs and projects, the Philippine Government and the ODA – GAD Network have been promoting the Harmonized GAD Guidelines as a planning and monitoring tool. In 2006 the Philippine Government began to request ODA agencies, including AusAID, to submit annual GAD monitoring reports. AusAID responded to the 2008 call, but its report was incomplete and the Philippine Government could not integrate it into its report to the 2008 Philippine Development Forum.

2. *Competent staff and improved gender reporting and action.* To improve AusAID – GAD reporting, Post invested in training its staff on the Philippine Government and AusAID QAI reporting requirements and on placing an ad hoc gender equality adviser at Post. These produced positive management results, such as the submission of the 2009 report that became part of the 2009 the Philippine Government report; developed the skills among many initiative managers, as evident in the number of initiatives that submitted inputs to the 2009 AusAID – GAD monitoring report; and created an interest among managers to pursue areas where their initiatives had not performed particularly well.

3. *Improved QAI reporting.* Working on GAD checklists has helped some initiative managers prepare their QAIs. A review of Post's 2009 QAIs showed that the quality of gender equality entries had improved, including through more detailed description of initiatives, results and actions that could be pursued. Moreover, the score from the GAD checklist

was transmuted into the QAI rating system, enabling initiative managers to rate their project.

4. *Gender issues addressed and results.* The Philippines program is addressing key gender issues related to access to and control over land, other resources and basic services; sexist biases in basic educational materials, gender-based discrimination in the educational system and access to basic education; reproductive health; and participation of women in peace-building efforts and other areas of governance. Gender-responsive initiatives have also supported, directly or indirectly, gender mainstreaming efforts of the Philippine Government partners and some local governments, as well as the GAD agenda of multilateral partners. At pillar or program level, positive gender contributions of initiatives (such as tools, materials and school planning technology) have contributed to the Basic Education Sector Reform Agenda (BESRA). Results from the other pillars include land administration policies and procedures that enhance women's chances to gain a free patent title (32 per cent of titles going to women or with women named as co-holder, as compared to 33 per cent to men); and participation of women in local planning and governance (42 per cent of membership in local development councils). Because of the nature of the other pillars, the positive results from initiatives do not 'add up' to create coherent gender
equality results.

5. *Lessons.* A-type (gender-responsive) initiatives demonstrate how to design and implement initiatives that are not only aware or sensitive of gender issues, but also address these issues. These initiatives offer the following lessons

   > An initiative that has mapped out relevant gender issues and strategy at the design stage is likely to have a budget to fund the strategy.

   > Having a gender specialist or adviser from the beginning helps ensure the initiative crafts practical ways of responding to relevant gender issues that consistently moves it to produce results.

   > There are ways of increasing the sustainability of gender equality efforts and results: developing gender-fair tools, manuals and materials with implementing partners as well as using low-cost materials; training technical staff on their use; and building on the GAD commitment of implementing partners.

   C-type ('difficult') projects can also result in lessons learned. One such lesson is that even difficult initiatives can have strategic GAD entry points such as the preparation of a plan or guidelines.

6. *Challenges.* The survey, stakeholder interviews and field visits to a number of initiatives revealed issues that should be addressed if the Australian aid program in the Philippines is to produce meaningful gender equality results. Challenges include responding to the need:

   > for a ready supply of gender experts who can provide sector- or initiative-specific gender inputs

   > for initiative managers and/or the gender focal person to conduct onsite monitoring to better understand how reported outputs are actually observed or applied; and for

the managing contractor and implementers to monitor results of capacity development;

> for close coordination or consultation among programs operating in the same area

> to override objections or lack of interest from the Philippine Government partners, the managing contractor, or AusAID managers, officers, and the like, especially when retrofitting gender equality and equity in ongoing initiatives.

Analysis of gender equality issues and initiatives in the Philippines

1. *Contexts*. Several interrelated sets of factors are salient to gender equality work in the Philippines: (a) geographical spread and varying poverty levels, and chances of provinces to meet Millennium Development Goals (MDG) targets by 2015; (b) diversity among the many ethno-linguistic groups, resulting in different gender norms; (c) the dominance of the Roman Catholic Church and its adverse effects on reproductive health efforts; and (d) recurring disasters and conflicts in various forms in Mindanao and elsewhere, as well as their gender-differentiated effects.

2. *Potential partners.* At least three groups are working to promote gender equality and women's empowerment in the Philippines that AusAID can partner with: the Philippine Commission on Women, or PCW (formerly, the National Commission on the Role of Filipino Women, or NCRFW); gender focal points in partner agencies, women non-government organisations (NGOs) and community-based women's groups; and the ODA – GAD Network. The PCW is a key, strategic partner in government; to a limited extent. So too are the National Economic and Development Authority (NEDA), the Department of Budget and Management (DBM) and the gender focal points in partner the Philippine Government agencies. Women's groups or NGOs can help AusAID produce direct gender equality results, but AusAID has to guard against being drawn into the politics of women's movements. As part of the ODA donor community, AusAID can work more closely with the ODA – GAD Network, possibly even supporting its efforts to influence the Philippine Development Forum and its working groups.

3. *Key gender issues.* The Joint Country Gender Assessment conducted by several ODA agencies in 2008 point to the following gender issues:

> High maternal mortality rate and a low likelihood of the MDG target being met by 2015 as well as unmet women's reproductive health needs.

> Persistent VAW and girls, although reliable data on incidence are spotty.

> Worsening education situation, particularly among boys, and a low probability of the MDG primary education targets being met.

> Poor work conditions and lack of social protection, affecting especially women in the informal economy; and invisibility of unpaid work (primarily done by women) in official statistics resulting in the absence of support for unpaid caring work.

> Lack of access to resources by women micro-entrepreneurs.

> Continued dependence on international labour migration, where women constitute about two-thirds of land-based new hires, and the effects of this on the quality of care of children.

> Poor implementation and monitoring of gender and women's empowerment laws and policies. This problem is exemplified by GAD's budget policy. Only a third of the Philippine Government agencies have been submitting their GAD budget, and total GAD budget makes up less than one per cent of total budget appropriations. Budget execution could be as low as 11 per cent. This poor performance can be partly traced to the absence of incentives and penalties, and partly to lack of capacities of government agencies to undertake GAD planning, budgeting and fund-use monitoring.

4. *Gender issues addressed by ODA projects.* A review of the 2007 and 2008 portfolios of 14 ODA agencies suggests that initiatives that could be classified as 'GAD projects' constitute no more than 1.5 per cent of the combined portfolio of the agencies. These are mostly in health infrastructure as well as social and institutional development. The large amounts channelled to family planning and maternal and child health facilities means that reproductive health get the biggest share at 84.9 per cent of the total cost of GAD projects, followed by economic empowerment at 6.5 per cent and violence against women and children, or VAWC, at 1.4 per cent.

5. Apart from projects that specifically address GAD issues, there are some with integrated gender or other components that respond to gender issues or women's concerns. Most claim they ensure that women participate in governance structures and processes related to, or which were established with, their assistance. These projects constitute about 7 per cent of the total cost of completed or ongoing projects (which equals more than US$3.5 billion).

6. All these support the results of a survey of several ODA – GAD Network members, which identified major GAD initiatives funded by ODA agencies. Classified according to the Philippine Government's three gender priority areas, the initiatives include: (a) micro-finance and enterprise development; (b) labour, migration and trafficking (under women's economic empowerment); (c) VAW and MDG issues, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) monitoring and reporting, reproductive and maternal health, and improved access to quality education and reduction in dropout rate (under *promotion of human rights of women and girls*); and (d) *gender-responsive governance* issues, including women's participation in peace building and monitoring, and making the justice system more gender aware and sensitive.

7. *Gender equality results.* Investments of funds and efforts in these thematic areas have yielded positive results, including: (a) the passage of national legislation, such as the RA 9710 or Magna Carta of Women, and local reproductive health ordinances and budgets; (b) local policies on facility-based child delivery intended to discourage home deliveries under the care of traditional birth attendants; (c) greater public awareness of CEDAW, specific women's human rights and VAW; and (d) gradual adoption of tools and performance standards for VAW services.

8. The results achieved in the areas of human rights, VAWC and reproductive health have been largely due to partnerships forged between civil society and the government. Local women's groups and allies in a number of local councils have successfully pushed for the passage of enabling ordinances on gender issues, secured local government funding and, having done so, helped local agencies with implementation.

9. Gender issues AusAID may want to address.

> MDG targets not likely to be met: basic education, reproductive health and maternal mortality, plus poverty-related issues of child labour and unpaid work of women. AusAID currently supports BESRA and several education initiatives, and the United Nations Joint Program on Reproductive Health.

> Key gender laws and policies which need improved implementation, including those related to VAW, GAD budgeting, and gender-responsive development. The planned Public Finance Management Facility is poised to address some GAD budgeting issues. The PCW may need support in retooling its own staff as well as the relevant staff of national government agencies in Organizational Performance Indicators Framework (OPIF)-linked, performance-based GAD planning, budgeting and budget implementation.

> Support for women NGOs and marginalised women's groups to improve women's participation in decision making as well as strengthening local and sub-national GAD mechanisms that are critical to stakeholders in mainstreaming GAD in local governments and its processes.

> Gender dimensions of chronic and recurring problems, such as disasters, conflicts and poverty. AusAID has initiatives related to these problems, but there have been no systematic efforts to respond to the gender issues associated with them.

Recommendations for the new country strategy and the current country strategic evaluation

Recommendations

In consideration of the various issues and concerns, it is recommended that the Australian aid program in the Philippines consider the following as it contemplates the new country strategy:

1. Include program-level gender equality objectives or development outcomes that are related to key MDG targets, and formulate the outcomes in terms of contribution to the reduction of maternal mortality rate, increased use of contraceptives, and equal access of boys and girls to quality basic education.

2. Report on participation of women in structures created to oversee or make policies about initiatives.

3. Given the shared Australian and Philippine priority to addressing violence against women (VAW) and girls, support initiatives of women NGOs and local governments that address the issue.

4. Continue to integrate gender equality or equity concerns in all initiatives, current and new, but especially in initiatives that seek to address chronic poverty and conflicts and recurring disasters, using the harmonized GAD guidelines and the AusAID gender action plan as guides.

5. Include as a key area of gender equality integration in initiatives the improvement of the capacity of partner oversight and line agencies to consider gender issues in their policies and plans.

6. Support key groups of players in connection with specific initiatives: women NGOs and women's groups, PCW, and the ODA – GAD Network.

7. Establish a gender program that will support other programs or pillars, and be responsible for specific gender equality initiatives and linkages with and support to key gender equality partners.

8. Support the conduct of research and analysis to address knowledge gap on certain gender issues.

9. Provide resources, including training and designation of a group of in-house gender focal persons, possibly one per pillar, to work with the Post gender focal person.

10. Create a pool of gender experts or specialists for sector- or initiative-specific gender inputs.

11. Promote closer consultation with relevant players and coordination among managing contractors and initiatives to avoid duplication of gender activities and training programs.

12. Link gender equality/equity with emerging issues and developments, as well as, with other issues that need to be mainstreamed (physically challenged, anti-corruption, and partnerships).

13. Support the preparation of GAD monitoring reports to Canberra as part of quality reports, and of the annual GAD monitoring report to the Philippine Government.

Suggested questions for the Country Strategic Review

1. Should there be a separate gender program, alongside integration of gender in initiatives? Or should gender equality remain exclusively as a crosscutting issue?

2. Will the Post commit itself to program-level gender equality outcomes, such as those recommended above?

3. Are the issues related to MDG, chronic and recurring problems, implementation of laws and policies areas where the Australian aid program in the Philippines can make the greatest difference?

4. Will partnership with different groups make strategic sense to AusAID?

5. Will sustained support for gender equality cause tensions for the program?

GENDER ASSESSMENT OF THE AUSTRALIAN PHILIPPINES AID PROGRAM

Objectives

A gender assessment of the Australian aid program in the Philippines began on 7 October 2009. Intended to complement the program evaluation, the gender assessment is part of the review of the country strategy review of the Philippines program. The terms of reference (ToR) for the gender assessment (Appendix A) cites these four objectives:

1. To evaluate performance against the plan.

2. To assess how the current program overall has performed in its efforts to integrate gender equality issues including identifying strengths and weaknesses of the program.

3. To identify key gender equality issues facing the Philippines, that Australia could consider supporting.

4. To make recommendations or to inform the new country strategy on measures to:

    a. better integrate gender equality issues within the program and its priority sectors

    b. address identified gaps

    c. articulate or strengthen gender objectives, where possible

    d. ensure that the new country strategy will adequately integrate gender.

This report describes the assessment findings and recommendations around these four objectives. The findings will inform how gender will be treated in the new country strategy for 2011 onwards.

Contexts

The Philippine Government context

The Philippine Government supports the equal participation and access of women and men to resources and benefits from the economic, social, political, cultural and environmental development of the country. It has ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and other international gender-specific agreements and conventions. Since 1989 the Philippine Government has promoted mainstreaming gender and development (GAD) in government policies and pursued gender-responsive development. Since 2001 the Philippine Government has adopted a gender policy that aims to promote the twin goals of gender equality and women's empowerment. This policy has three priority areas— women's economic empowerment, promotion of women's human rights and gender-responsive governance.

Signed into law in 1992, Republic Act (RA) 7192, or the Women in Development and Nation Building Act, provides for, among others, increased resources for national and local government agencies to support programs and projects for women. Specifically, the law requires the allocation of at least five per cent (to be subsequently increased to 10 per cent and

later to 30 per cent) of official development assistance (ODA) to programs and projects that address women's concerns and gender issues. Meanwhile, the policy framework for the Philippine Government funding for GAD is provided by Joint Memorandum Circular 94-1. Issued by the National Economic and Development Authority (NEDA), Department of Budget and Management (DBM) and the National Commission on the Role of Filipino Women (NCRFW) (now known as the Philippine Commission on Women (PCW))[1], the policy integrated the GAD budget policy in the budget call. Since 1995 the General Appropriations Act has included a section that requires all departments, bureaus, offices and agencies to set aside at least five per cent of appropriations. A few years later, the GAD budget policy for local government units (LGUs) was formulated and guidelines issued. The NEDA is responsible for monitoring the implementation of the budget provisions of RA 7192, while the NCRFW is tasked with monitoring the GAD budget policy, in coordination with DBM and, for implementation at local level, the Department of Interior and Local Government.

To improve implementation of the Women in Development and Nation-Building Act (RA 7192), the Philippine Government (particularly the NEDA and the PCW) and donor organisations, including AusAID, jointly developed the Harmonized GAD Guidelines). These were launched in 2005, and one year later, the NEDA began requesting ODA agencies to submit GAD monitoring reports based on them.

AusAID context

Australia's aid program aims to promote equal opportunities for women and men as participants and beneficiaries of development. Program objectives are: (1) reducing violence against women (VAW); (2) increasing women's participation in decision making and women's political empowerment; (3) promoting women's economic empowerment; (4) improved and equitable health outcome; and (5) incorporation of a gender perspective in Australia's aid activities in the Philippines.

The immediate context of the gender assessment is the review of the DAS, which outlines the objectives and components for Australian aid assistance to the Philippines. The *Australia–Philippines Development Assistance Strategy 2007–11* (DAS) seeks to 'contribute to improving the prospects for economic growth, poverty reduction, and national stability in the Philippines.' This goal is pursued through the three pillars of the country strategy: economic growth; basic education; and national stability and human security. With the current strategy scheduled to end in 2011 and Philippine elections slated to be held in mid-2010, the Philippines program has begun preparations towards developing a new country strategy. The first part of these preparations is a CSR that will assess the overall effectiveness of the aid program in meeting its objectives in the Philippines since 2007, and identify areas that need change. Part of the CSR is the program evaluation and the program gender assessment.

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1 In 2009, the Magna Carta of Women (RA 9710) renamed the NCRFW to the PCW. This paper will use NCRFW and PCW interchangeably, depending on the time context, that is, whether an event occurred before or after 2009.

Methodology and scope

Following the terms of reference, the program gender assessment covered these four objectives—(1) progress against the plan, (2) the Program's collective progress in integrating gender equality issues, (3) analysis of gender equality issues and initiatives in the Philippines and (4) recommendations for the country strategic evaluation and the new DAS. What the assessment does not cover is the evaluation of the monetary investments made by the Philippines program in promoting gender equality or equity, particularly in connection with the plan. This is because the plan is not even a year old.

The gender assessment employed a combination of review methods, including several clusters of documents. One cluster consisted of program and project documents, such as project or facility design documents and monitoring reports; independent project review reports, mid-term review (MTR) reports, and QAIs; and completed Harmonized GAD Guidelines' checklists for design as well as project implementation, management, and monitoring and implementation (PIMME). A second cluster included gender reports, strategies and action plans of other aid agencies, ODA – GAD Network documents[2] and the Philippine Government reports. The review aimed to flesh out key gender issues in the Philippines and how these have been addressed.

Interviews of managing contractors, implementers or partners, and stakeholders (NEDA, PCW and the DBM) were conducted (Appendix B is a list of people interviewed). Because it was difficult to arrange for a focus group discussion of ODA – GAD Network members, a two-page questionnaire was emailed to selected members. Five members (of six) sent back completed forms, while the sixth sent a copy of the GAD monitoring report her agency submitted to the NEDA in early mid-2009. Their responses, along with information on projects of other aid agencies, are summarised in Appendix C. In response tocomments on the draft report, attempts were made to measure development funds going to various gender issues. Partial information was secured for ODA-funded initiatives, but no headway made to get the Philippine Government figures.

Although not originally planned, a quick survey of AusAID Post portfolio and activity managers, program officers as well as advisers and contractors was conducted using a two-page questionnaire that focused on Post's plan. Eleven completed questionnaires were received by email, including seven women and four men (two portfolio managers, six program officers and three advisers or contractors, as detailed in Appendix D).[3]

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2 The ODA– GAD Network is an informal organisation of gender focal persons of ODA agencies operating in the Philippines. Formed in 2001 the network serves as a venue for sharing of tools, experiences, and problems encountered in promoting gender equality/equity; coordinating activities; and planning joint actions. Represented in the Network are: Asian Development Bank (ADB); Agencia Española de Cooperación Internacional Para el Desarrollo (Spanish: Spanish International, the Spanish Agency for International Cooperation and Development; AusAID; Canadian International Development Agency (CIDA); European Commission (EC); Gesellschaft für Technische Zusammenarbeit (GTZ) or German Technical Cooperation; Japan International Cooperation Agency (JICA); Korean International Cooperation Agency; New Zealand Agency for International Development; United States Agency for International Development (USAID); the World Bank (World Bank); and the United Nations System, particularly the International Labour Organization, United Nations Populations Fund (UNFPA); UNICEF; United Nations Development Fund for Women (UNIFEM); United Nations Development Programme (UNDP); and the World Health Organization.

3 The respondents came from the Economic Growth, Human Development-Education, and Program Enabling Pillar, and Sub-national Infrastructure, Health, and Performance and Quality Sections. The Manager and program officers of the National Stability Pillar were in the field and did not participate in the survey.

Finally, several project sites and partners were visited, some in Manila—the Partnership for Economic Governance Reform, Land Administration and Management Project Phase 2 (LAMP2), the United Nations Children Fund (UNICEF) Sixth Country Programme for Children (in Mindanao), and a United Nations Population Fund (UNFPA) project—and others in Leyte (LAMP2) or Mindanao (Basic Education Assistance for Mindanao Phase 2, or BEAM2, and UNICEF). Guide questions were prepared for each project site visit (see Appendix E). A telephone conference was also held with a group of implementers of the Philippines – Australia Local Sustainability Project (PALS). LAMP2, BEAM2 and PALS have been rated by their initiative managers as 'gender responsive' and were, therefore, expected to yield lessons that can have program-wide relevance.

Findings

Assessment of progress against the Gender Action Plan

The plan assessment involved three groups—portfolio and initiative managers, program officers as well as advisers and contractors. The object was to establish awareness among them of the plan, it value or use to them, the relevance of plan objectives and their contribution to action points.

Awareness of the plan

A number of managers and program officers were aware of the plan and said they had read it. Some were consulted during the preparation of the plan and were thus more conversant about it than many who not part of the process or who joined Post only after it was crafted. All three groups were represented among the respondents of the quick survey.

Nearly all survey respondents said that all three plan objectives are realistic or achievable, although there are challenges that threaten the realisation of these objectives. These challenges include: (1) the need for sustained support from Post management; (2) undeveloped support structure; (3) different or competing mainstreaming strategies (gender, anti-corruption, disability, partnerships) on top of regular program management; and (4) a focus on reporting compliance rather than greater aid effectiveness.

Value or utility

Portfolio and initiative managers and program officers have referred to the plan, some as they draft concept papers and one or two as they prepare briefing papers for evaluation or review missions. Most follow the plan when they use appropriate GAD checklists from the Harmonized GAD Guidelines. They have done so at least two times now since late 2008—the first in connection with the preparation of AusAID's GAD monitoring report to NEDA and their QAIs; the second in preparation for the gender assessment and program evaluation. The checklists helped them rate their initiatives or activities for gender awareness or responsiveness, and plan how to better promote gender integration in these initiatives and activities. It is not a surprise, therefore, that many of the survey respondents found the plan to be useful.

The focus on the Harmonized GAD Guidelines seemed to have overshadowed other parts of the plan, but as one program manager commented:

> We're now taking steps on the strategy side … In terms of targeted activities, [there] has possibly been more recognition within initiatives, but in terms of new discrete initiatives, this will have to wait for results of the country strategy review … I don't think [that part of the action plan] was ever meant to be dealt with in the shorter term.

Contribution to gradual realisation of the plan

The plan consists of six action points (Box 1). Taken together, these affirm the commitment of AusAID to support the GAD policy objectives of the Australian Government and the Philippine Government by designing and implementing Australian aid initiatives that are gender sensitive or gender responsive. Post management and staff exercise varying control over the action points, which explains how they see their contribution to the realisation of the plan (Appendix D).

Box 1: Action points of the Gender Action Plan

1. Gender equality will be an explicit consideration in development and review of the DAS and sectoral strategies.

2. Gender will be an explicit consideration in the identification and design of all new initiatives and will be formally considered in peer review.

3. Gender will be an explicit consideration in implementation, monitoring and evaluation of initiatives and strategies.

4. Consideration will be given to support targeted gender activities within the Country Program and within initiatives.

5. Philippine government system will be the basis of engagement with the Philippine Government and other partners on gender equality issues wherever appropriate.

6. Gender will be strengthened in the Philippines program's internal management.

Most managers, program officers, and advisers (9 of the 11 respondents) claimed they can and do observe the two action points (2 and 3) that relate to the consideration of gender equality in different points of the project cycle. Two new initiatives that were developed and/or approved in 2008 and 2009 (the Provincial Road Management Project, and the Muslim and Indigenous Peoples' Education Facility) have incorporated gender analysis and gender equality statements at key points in their design documents. In 2008 all of the managers used the Harmonized GAD Guidelines' checklists to review the design, and monitor the implementation and management of their respective initiatives for gender sensitivity or responsiveness. As of 6 November 2009 the PIMME checklists for the education and health initiatives and three initiatives under the economic growth pillar were updated (Appendix F). Their adoption of the Harmonized GAD Guidelines also lends support to action point 5.

Many (6 of 11 respondents) have also considered gender equality in the development of sector strategies and in the preparation of briefing papers and terms of reference for the DAS review. They acknowledged the progress made in connection with developing capacities at Post to consider gender concerns in initiatives and sectors or pillars, and

designating a gender focal person. Meanwhile, three program officers claimed that their initiatives support 'targeted gender activities'.

Enabling factors

What made the progress on the plan possible less than a year after its adoption? The survey respondents cited various enabling factors (Appendix E). Acknowledged by many—and confirmed during the feedback and learning session—is the support from initiative managers, and the investment of Post management to train or prepare staff, particularly in applying the Harmonized GAD Guidelines and checklists. Broader agency support— including a strong push from Canberra to take gender more seriously and the formal delegation of a gender focal person—also helped. So has the presence of a champion in Canberra and a champion at Post. And so, too, the active engagement of the Philippine Government project partners in pursuing GAD goals—the Department of Education (DepEd)—for education initiatives, the Department of Environment and Natural Resources for LAMP2 and the LGUs for PALS2—the Philippine Government guidelines that fit AusAID's performance and quality requirements and support from the managing contractor and other stakeholders. Finally, the fact that the plan offers simple and practical guides could have added to its attraction.

Recommendations for implementing and improving the plan

To build on the existing interest and support for the plan and to address challenges that were raised during the survey and the feedback and learning session, Post and Desk should consider the following suggestions:

> Sustained support from management for the plan. This includes allocation of resources (time and funds) for training, advocacy and publicity. Post can also explore the option of developing other staff members as alternate gender focal persons, and creating a pool of gender experts or specialists who can be used by Post for sector or initiative-specific gender inputs.

> Closer consultation with relevant players and coordination among managing contractors and initiatives to avoid duplication of gender activities and training programs.

> Consistent emphasis on mainstreaming gender equality and equity at all project stages, including conceptualisation, assessment and planning.

> Keeping the plan simple and linking it as closely as possible to actual implementation experiences of programs and activities.

> Linking gender equality and equity with emerging issues and developments, as well as connecting it with the disabled and disadvantaged persons, to rationalise the mainstreaming of different issues (gender, physically challenged, anti-corruption and partnerships).

A final challenge to push the plan forward is the introduction of a gender objective in the new country strategy to which the plan (current or new) can be linked.

Assessment of the program's collective progress in integrating gender equality

Australian and Philippine Government policies expect the Australian aid program in the Philippines to integrate gender equality in its initiatives from design to completion. To ensure this happens, the program has instituted specific actions, such as those outlined in the plan. During implementation, a key action involves gender review or monitoring of initiatives using prescribed tools, like the QAI and the Harmonized GAD Guidelines. Gender integration, however, is but a means to produce management and development results.

The progress made by the AusAID Philippine program in integrating gender equality is assessed by reviewing the efforts of Post to build staff capacities to mainstream gender considerations in the design and implementation of initiatives and activities; the quality of design and implementation of current initiatives (using design and PIMME ratings); and gender results from recently completed and ongoing initiatives. Three elements of program-level progress are considered: (1) competence and confidence of managers and program officers; (2) gender assessment of initiatives and pillars, and actions taken to address gender issues; and (3) gender results achieved, including effects on the Philippine Government policies and processes.

Competent staff and improved gender reporting

To enhance the design and implementation of gender-responsive programs and projects, NEDA, PCW and the ODA – GAD Network have been promoting the Harmonized GAD Guidelines as a planning and monitoring tool. The first call from NEDA for ODA agencies, including AusAID, to submit annual GAD monitoring reports came in 2006. It was to cover projects that were ongoing in 2006 and those completed in 2005 or 2006. The call was repeated in 2008 for 2006–07 projects, and in 2009 for 2007–08 projects. AusAID responded to the 2008 call, but its report was incomplete and NEDA could not integrate it in its report to the 2008 Philippine Development Forum.
To improve AusAID's GAD monitoring to NEDA, Post invested in three days of staff training on the Harmonized GAD Guidelines and the NEDA reporting requirements. This was followed by the hiring of the gender trainer as an ad hoc gender equality adviser for Post, with the expressed goal of coaching initiative managers in the accomplishment of GAD checklists and the preparation of inputs to the GAD monitoring report. This engagement resulted in the submission of the 2009 report, which became part of the 2009 NEDA Report.

More important perhaps are the following management results. The first result is enhanced skills in applying GAD checklists to their project. This enabled managers to assess their initiatives and to provide complete inputs to AusAID's GAD monitoring reports. This is demonstrated by the increase in the number of initiatives with complete GAD checklists—from nine in March 2008 to 15 a year later (Box 2). This is also evident in the much-improved gender equality entries in the QAIs submitted after November 2008 (Annex 7).

> **Box 2: Initiatives with GAD reports**
>
> September 2006: 6 (two used the GAD checklist)
>
> March 2008: 9 (of 15 projects some applied the GAD checklist per component or objective; two with unclear GAD ratings)
>
> February 2009: 15 (all 15 projects used the GAD checklist)

As noted during the feedback and learning session, the results of the gender review using the Harmonized GAD Guidelines provided initiative managers and program officers with concrete examples of gender issues, initiatives and results they could include in their QAI reports. The initiative managers and program officers were also able to indicate actions to pursue or take up with the managing contractor. In addition, the GAD PIMME score has been transmuted into the QAI system, enabling the initiative managers to rate their projects.

The second result is enhanced appreciation among some managers of the value of identifying gender issues and taking action as early as the conceptualisation stage, and then following this through project design, implementation, and monitoring and evaluation. This has resulted in the following actions which are improving initiative management and thereby increasing the chances of producing positive gender results:

> Support by two managers for the conduct of a gender briefing and training that would enable implementers or stakeholders to review the initiative and plan on how to improve integration of gender in their activities or action plans (READY, or Hazard Mapping and Assessment for Effective Community Based Disaster Risk Management; and SPHERE or Philippine Basic Education Reforms). A third manager urged the managing contractor to consider funding gender training that would help project implementers assess the project and/or produce an operational gender equality strategy (STRIVE or Strengthening Implementation of Visayas Education). This has resulted in an operational gender strategy which, if implemented, can help implementers identify the GAD resources they already have, improve their use and enhance the incorporation of gender concerns in various components.

> Consistent inclusion of gender equality in terms of reference for independent progress reports (IPR), MTRs and similar missions.

> Tapping of gender experts to conduct gender analyses and craft gender strategies for proposed projects (Provincial Road Management Facility, Muslim and Indigenous Peoples' Education Facility, Philippine Australia Human Resource and Organizational Development Facility). One manager sought the advice of the gender focal person and/or ad hoc gender equality adviser about their concept papers.

The third result is more strategic use of the gender assessment. Armed with the results of the gender review of initiatives, the education pillar engaged DepEd, directly or through the managing contractor, to explore ways of improving gender integration in projects as well as in BESRA. Improved skills, reports and initiative-level actions are immediate, necessary outcomes. Gender review results can also be used as a basis for devising technical assistance to and advocacy with key stakeholders, including NEDA. The questions to be asked are: Does AusAID want to pursue gender equality when opportunities present themselves? Is the Agency committed enough to create opportunities for discussion and action?

GAD rating of initiatives and pillars

The current Australian aid initiatives in the Philippines include many that were designed before the Philippine Government's Harmonized GAD Guidelines, but not AusAID's Gender Policy. Unlike in recent years, however, AusAID seemed not to have been consistent in applying the Gender Policy or in scrutinising designed projects during peer review. As a consequence, while most initiatives have a gender-sensitive design or better, two initiatives have designs that are subpar, scoring 'C' or 'D' using the Harmonized GAD Guidelines (Table 1) and lower than 4, using the AusAID review rating system.

Table 1: Gender rating of initiatives (monitorable and selected non-monitorable) and pillars (2007–09)

Pillars	No. of initiatives	Gender responsive (A)	Gender sensitive (B)	Aware, but no action (C)	Gender insensitive (D)
Design—2008 (2009 report)	15	6	7	1	1
Basic education	3	1	2	-	-
Economic growth	5	2	2	1	-
National stability and human security	7	3	3	-	1
PIMME—2008 (2009 report)	15	4	8	3	
Basic education	3	1	1	1	-
Economic growth	5	2	2	1	-
National stability and human security	7	1	5	1	-
PIMME—2009 (preliminary 2010 report)	9 (15)	4	4	1	
Basic education	3	1	2	-	-
Economic growth	3 (5)	2		1	
National stability and human security	3 (7)	1	2		
Based on portfolio (AUD); from AusAID's GAD monitoring report to NEDA 2009 (for 2007–08 projects)					
Design	16	30%	59%	9%	2%
PIMME	16	29%	54%	16%	1%
Classification of ODA loan and grant portfolio (USD) of 20 ODA agencies 2009—from NEDA 2009 monitoring report					
Design	20	12%	23%	10%	55%
PIMME	20	8%	30%	10%	53%

A scrutiny of the GAD rating of AusAID initiatives in the Philippines reveals two important trends.

First, it seems to be easier to integrate gender considerations at the design stage than at the implementation stage.[4] Some initiatives have been slower in setting up mechanisms and

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4 This is not unique to AusAID, as other bilateral agencies (such as CIDA, USAID, JICA and multilateral organisations (such as ADB, UNDP and the World Bank) have reported the same experience. However, seven of the 20 ODA agencies that submitted GAD monitoring reports to NEDA in 2009 claimed to have improved the GAD rating of their projects at the implementation stage. These are Agencia Española de Cooperación Internacional Para el Desarrollo , EC, GTZ, International Labour Organization, Korean International Cooperation Agency,

structures that would help address gender issues when they arise, and generating, monitoring and reporting gender equality results.

Second, the use of the Harmonized GAD Guidelines in assessing the management, implementation and monitoring and evaluation of initiatives has given some initiative managers concrete ways of improving initiative performance vis-à-vis gender equality as well as instituting measures to produce gender equality and equity results. This was noted with several initiatives. Two qualified for the higher category—to 'gender sensitive' in the case of STRIVE, and 'gender-responsive' in the case of UNICEF Child-Friendly Movement.

Because of the consistent advocacy of the gender unit and Desk in Canberra and increasing commitment at Post, initiatives designed in the last year or two have dealt with gender equality in a more systematic way. This is evident in the high GAD score of the design of three initiatives—PRMF, which has just begun implementation; and the Muslim and Indigenous Peoples' Education Facility and Philippine Australia Human Resources and Organizational Development Facility. Having done well at the design phase, the question is whether the intent for each initiative can be translated into purposive action and results during implementation, and whether actions and results can be captured by monitoring and evaluation and reporting systems.

Gender issues addressed and results

The Philippines program is addressing key gender issues related to access to and control over land (LAMP2) and other resources and basic services (PALS); sexist biases and gender-based discrimination in basic educational materials (BEAM), gender-based discrimination in the educational system (BEAM and UNICEF), and access to basic education (BEAM, STRIVE); reproductive health (UNFPA and UNICEF); and participation of women in peace-building efforts (Supporting Peace in Mindanao and the Mindanao Commission on Women) and other areas of governance. These and other initiatives have also supported, directly or indirectly, gender mainstreaming efforts of the Philippine Government partners, such as the DepEd (Education Pillar;—Appendix H), Department of Environment and Natural Resources (LAMP2), the province and municipalities of Misamis Occidental (PALS); and the GAD agenda of multilateral partners like UNICEF and UNFPA. The degree of success of these gender-related endeavours can be deduced from the GAD PIMME scores in Table 1. A pillar-level analysis of gender equality status and results of initiatives is as follows:

> *Economic growth.* The Economic Growth Pillar has achieved some gender equality results at both local and national levels. However, as presently constituted, the pillar does not seem to have coherent collective targets that initiatives can contribute to, especially in the area of gender equality.

There is a cluster of five initiatives under this pillar, of which two (PALS and LAMP2) have gender-responsive (or A-type) designs that are being or have been executed as intended. Another two (the Philippines – Australia Community Assistance Program and the Philippines – Australia Human Resource Development Facility) have gender-sensitive

New Zealand Agency for International Development and UNICEF (NEDA 2009). This was made possible by the introduction of mitigating measures or redesign during project implementation.

(or B-type) designs and implementation. One (Partnership for Economic Governance Reform) is a 'difficult' initiative to make even gender aware at the design phase (D-type), but measures have been introduced at the implementation stage to improve the GAD rating (C-type). LAMP2 has produced outputs and outcomes that enhance women's chances to gain a free patent title. These outputs include land administration policies and procedures, such as naming of a married couple as 'spouses', instead of by the descriptor 'married to'; and classification of titles by the One-Stop Shop (OSS) at the Registry of Deed, which captures varying degrees of married women's and men's claim to land, and makes available OSS database information. Since 2003 a total of 30 190 free patent titles have been registered with the Leyte OSS. Of these, 30 per cent were either singly held by widowed or unmarried women (12 per cent), given under the name of the woman who is described as married (11 per cent) or as one of spouses (9 per cent).[5] In comparison, men were named in 33 per cent of the free patent titles (6 per cent, 20 per cent and 9 per cent, respectively). (It is not clear how many of the remaining 43 per cent had women as a 'joint heir.') Although more women hold individual titles than men, the average size of land area in their title is smaller.[6]

In its August 2009 QAI report, PALS lists as among its results increased women's participation in local development and access to economic resources. In particular, PALS has enabled 180 women's organisations to participate in local planning and governance, which has resulted in women accounting for 42 per cent of membership in local development councils. PALS has also ensured that women are invited to capacity building activities, where they make up 60 per cent of participants. It has likewise supported economic projects of women's groups. During Phase 2, for example, women's groups accounted for 41 per cent of 394 people's organisations assisted.

> *Education.* The Education Pillar has made some contributions to promote gender equality within BESRA. It has also laid the foundation for better access to education and, in some places, to gender-fair and children-friendly education of girls and boys from disadvantaged areas.

AusAID education initiatives include SPHERE, which supports the Philippine BESRA and focuses on improving planning and financial management systems in the DepEd, supporting schools to implement School-Based Management that is accountable to local communities, and increasing the number of qualified teachers in English, Science and Mathematics; Education Performance Incentives Partnerships, which leverages change in critical business processes in DepEd; as well as BEAM and STRIVE. All these initiatives are implemented by and/or with DepEd, which has been mainstreaming GAD for years in parts of its operations.

While SPHERE still has to produce improvements in the current GAD mainstreaming efforts in DepEd, BEAM has contributed tools (such as the National Competency-Based Training Standards) that incorporate gender considerations. The tools have since been

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5 This is a much higher figure than the proportion of women who receive emancipation patents (25 per cent) or certification of land-ownership awards (half of those given to men; ADB and others 2008:13).

6 The figures are taken from the draft 'LAMP2 Gender Accomplishments from April to September 2009', which was shared by the gender specialist with the consultant in October 2009.

adopted by DepEd and rolled out in a revised form to other regions. BEAM has also engaged and trained local DepEd staff and public teachers to develop affordable learning materials that are non-discriminatory and culturally sensitive; and train teachers to use them. Both STRIVE and BEAM coverage includes provinces that are among the poorest. Their access programs help to keep children in school in various ways, including through feeding programs, often linked with food production and part-time work in the school, and alternative delivery systems. At an institutional level, DepEd has purposively focused on boy school leavers when it launched its Dropout Reduction Program at both elementary and secondary level. It will be important for AusAID to monitor if the dropout rate has declined for both boys and girls, particularly in STRIVE and BEAM areas.

In terms of results, more girls and boys in remote and isolated communities were able to obtain pre-school education through the onsite BEAM-supported Early Child Education classes. Being onsite also reduced the risks for young children, particularly young girls. About two-thirds of the beneficiaries in the functional literacy classes funded by BEAM2 are mothers and sisters of children in the Early Childhood Education Program. In four remote communities where BEAM2 is piloting a distance learning program, more young girls have completed Grades 3 and 4 and have now proceeded to Grade 5, which has helped delay the marrying age of girls and lessened the risks associated with early marriage and pregnancy. Given the higher proportion of male school leavers, it was no surprise that 60 per cent of the participants in the accreditation and equivalency program classes for school leavers and dropouts were young men.

> *National stability and human security.* This cluster consists of three groups of initiatives. One group on peace has three initiatives (two B-types and one A-type); another on disaster, (C-type); and the third on health (one A-type and two B-types). The initiatives work with different partners, including different the Philippine Government agencies, with several initiatives implemented through UN agencies (UNICEF, UNDP, UNFPA, and WHO), or the World Bank, in the case of the Mindanao Trust Fund. While the majority of the initiatives in this cluster are at least gender sensitive in both design and implementation, one (Hazard Mapping and Assessment for Effective Community Based Disaster Risk Management, implemented through UNDP) requires more gender equality-related support to enhance appreciation among partners and implementers of the gender dimension of disasters and disaster-related efforts before it can plan how to address the gender issues. Under the Supporting Peace in Mindanao (SPIM) initiative, at least one project (with the Mindanao Commission on Women) has purposive interventions to make women more involved in the promotion of peace, and to conduct highly-visible forums and activities to influence key players on peace and development. However, there have been no results reported to date. Meanwhile, the health-sector initiatives claim to have improved bednet distribution to pregnant women (Rollback Malaria in Mindanao); tightened focus on maternal and neonatal mortality reduction (UNICEF Child Friendly Movement); and helped with the passage of local ordinances in support of reproductive health efforts (UNFPA).

Lessons

Three of the four gender-responsive projects (LAMP2, BEAM, PALS2) were visited or scrutinised to glean lessons that could have program-wide relevance. These lessons reaffirm the elements of gender-responsive initiatives:

1. A project design that has mapped out relevant gender issues and a gender equality strategy is important, as this means that AusAID and managing contractor would have allocated resources for addressing gender and for tracking progress in connection with gender equality indicators or targets. Initial resistance of managing contractors to retrofit gender equality into the initiative could be due to the fact there is no budget for 'new' activities.

2. The availability of gender expertise from the beginning (as in LAMP2) can help the initiative craft practical (instead of generic or theoretical) ways of responding to relevant gender issues. This can also avoid the establishment of structures, materials or practices that might hinder the achievement of gender equality results.

3. The practice of crafting gender tools, manuals and other materials with implementing partners and using low-cost materials enables partners to make needed changes in the materials and reproduce them easily. This raises the chance of partners using the materials or tools even after the initiative has ended. Training technical staff (in the case of BEAM, teachers) on the use of the tools, manuals and other materials seems to have increased the chances of sustainability of the gender efforts. In the case of PALS, its Program Development Fund requires, among others, the integration of gender concerns and women's participation in projects it supports. When adopted by partners, however, the partners have to make sure that gender sensitive practices and policies are incorporated in projects and activities, not only in design, but also in stakeholder implementation.

4. Partners' buying into gender equality is facilitated when initiatives build on GAD commitment of implementing partners. This has also helped institutionalise the enhancements that have been developed by the initiative (as in the case of the National Competency-Based Training Standards from BEAM).

The field visits broadly confirmed the assessment of initiative managers, but they also pinpointed issues that have yet to be fully addressed and areas that can be improved. A visit to a 'difficult' initiative, for example, stressed the importance of several of the lessons highlighted. It also highlighted the fact that all the elements of gender-responsive implementation of initiatives should be present for gender equality advocacy to work. Key the Philippine Government stakeholders may be committed to promoting gender equality, but some officials may either not be convinced of the value of applying gender criteria in certain sectors (infrastructure) or to macro-level, systems-focused initiatives. Conversations with other key stakeholders showed the opposite—that, in fact, there can be strategic entry points for making systems or plans gender aware. Two examples of entry points are the guidelines and performance indicators of the OPIF of the DBM, and the transport plan of the Department of Transportation and Communication.

Challenges

The quick survey, interviews and field visits to initiatives suggest issues that need to be addressed if the Australian aid program in the Philippines is to produce gender equality results, particularly those that would stick.

1. *Need for sector or initiative-specific gender inputs.* After the gender training in August 2008, initiative managers and program officers quickly realised they needed GAD inputs specifically relevant to their initiatives. Although the Gender Focal Point at Post and the ad hoc Gender Equality Adviser have tried to meet these demands, they have realised that the challenge can be better addressed if Post pushes through with its plan to have a panel or pool of sector gender experts.

2. *Need to track how manuals are used and policies enforced.* Initiatives usually brief implementers on new or revised policies and train them in how to apply tools and manuals. Field visits in October 2009 discovered that, despite training, programs, manuals, policies, or procedures are not necessarily implemented as intended. An example from LAMP2 is the handling of claims of common-law partners to free patent titles. Adjudicators differed in how they deal with the issue. From BEAM, it was about the interpretation of 'gender-sensitive' instructional materials. Many of the material developers interviewed took this as having materials that can be used equally by girls and boys. But can the teachers adapt the materials to learners—girls or boys—who learn at different paces, or who have different interests? Periodic onsite monitoring by the managing contractor or implementing partners, and also by initiative managers may discover other types of elements of policies or guidelines that require clarification or emphasis.

3. *Need to do follow-up studies or to monitor results of capacity development.* Interviews with implementers who have undergone gender training revealed that regardless of the depth or breadth of content of training programs, participants take away with them only a few key messages such as the importance of sex disaggregating data, involving women as much as men, and/or treating learners (BEAM) or land claimants (LAMP2) the 'same way'. The follow-up (or tracer) studies can check the 'stickiness' of core messages, how knowledge and skills are being applied, what additional capacity development inputs are needed and how best to deliver these to increase the 'stickiness' of the fine points of gender-sensitive adjudication, development of gender-aware materials, and linking strategies with the initial situation of women and men, girls and boys.

4. *Need for close coordination or consultation among programs operating in the same area.* Additional challenges were identified during the AusAID survey and the feedback and learning session, which call for coordination and close consultation among key players and programs, particularly those operating in a particular province or region. This includes delivery of gender awareness sessions that may involve practically the same participants. The absence of proper coordination can lead to what an AusAID program officer calls the 'proliferation issue,' or the danger of inconsistent or divergent core GAD messages and approaches.

Yet another challenge is overriding objections or lack of interest from the Philippine Government partners, the managing contractor, or AusAID managers, officers, and the like. Although AusAID has had a Gender Policy for more than a decade—in some years—design

documents of initiatives had very little gender equality content apart from passing mention of gender equality as a crosscutting issue. This meant that these initiatives rarely had a dedicated budget for activities that would promote gender equality, making managing contractors balk at developing a gender equality strategy and implementing it when AusAID became serious with the implementation of its gender policy.

Analysis of gender equality issues and initiatives in the Philippines—possible issues for AusAID support

Contexts

Several interrelated sets of factors are salient to development and gender equality work in the Philippines.

The first factor is its geographical spread and poverty. The Philippines is one of the largest island groups in the world, with 7107 islands during low tide (only 3144 islands are named). Partly because of its geographical features, the country's economic development is unequally distributed and experienced (Human Development Network/UNDP 1997:29), with poverty most marked in rural, difficult-to-reach areas. In these areas, women's and children's work is critical to the survival of households, and boys are likely to drop out of school to help in the farm. In these areas, too, the MDGs might be less likely to be achieved (Collas-Monsod, Monsod and Ducanes 2004).

The second factor is the diversity of the ethno-linguistic groups, cultures and faiths arising from the country's exposure to varied colonising cultures. Roman Catholicism is the religion of 81 per cent of the population; Islam of 5 per cent; and various Protestant sects of the remaining 14 per cent. The predominance of Roman Catholicism has influenced population and reproductive health policies, while the various cultural communities are governed by divergent gender norms.

The third factor is conflicts in various forms in Mindanao and other places. These have caused some two million people to be displaced from 2000 to 2006 (ADB and others 2008), but in Mindanao the same people might flee their villages, return and be forced to leave again, resulting in waves of displacement. When this happens, women and children tend to suffer more than any group. Children suffer from psychosocial effects and their education is often disrupted when schools are caught in the crossfire, or when they are recruited to fight. Women generally cannot leave their children to fight or quickly flee for a safer place when under threat.[7] In evacuation centres, women and girls assume responsibility for feeding and caring for the family, engaging in livelihood activities, resolving family and community conflicts, promoting peace and supporting combatants. Men are rarely in evacuation centres. They return to their home village to farm and tend the animals, or (with some women and children) engage in combat. Though there are some exceptions, men reportedly decide on matters that affect the entire family or community, such as returning from an evacuation centre to home villages. Given these gender-differentiated roles, relations and situations,

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7 The discussion is partly based on the section on 'Gender and Conflict' of the December 2008 version of the AusAID document, 'Peace, Conflict, and Development Analysis: Southern Philippines'.

there is a need to consider gender concerns for sustainable peace and development, and the Mindanao Commission on Women has developed a multi-stakeholder strategy for peace and development that includes active roles for women in conflict resolution in the area.

Potential partners

What groups in the Philippines are working to promote gender equality and women's empowerment? Women's organisations constitute one group. Another group consists of PCW and other GAD advocates in government. A third group is found within the ODA donor community, the ODA – GAD Network—including UNIFEM and other UN agencies, ADB and the World Bank, and AusAID and other bilateral aid agencies.

There are women's groups and NGOs in the Philippines that advocate for women's human rights, work on specific women's concerns and deliver services to women. They come from diverse political camps and often take different positions on women's issues. A few refuse to work with government (including the PCW), while some pursue 'tactical engagement' with government. More groups, however, partner with PCW and gender focal persons in government agencies. These women's groups are currently represented in the working groups that drafted the Implementing Rules and Regulations of the Magna Carta of Women. These disparate groups and organisations make up not one, but several different women's movements.

Many women NGO and community-based groups are found in Metro Manila, Southern Mindanao (Davao) and Central Visayas (Cebu), but there are women's groups in other regions also. Metro Manila-based women's groups sometimes run nation-wide programs or projects in coordination with their local chapters and other local groups.

Coalitions of women's groups, such as GABRIELA, engage national political issues (Human Development Network, UNDP 1997:151), but most women's organisations focus their advocacy on particular sectors or issues.[8] For example, the Women's Crisis Centre works directly with women survivors of violence. The Rural Women Congress and the KABAPA concentrate on peasant women's issues. PATAMABA and the Coalition of Informal Sector work on informal economy concerns; WOMANHEALTH and LIKHAAN, on reproductive health issues. LIKHAAN and other women NGOs provide health services to women. The Women's Legal Bureau and Women lead are active in women's legal rights and VAW cases. The Women's Studies Association of the Philippines is one of several academic-based women's organisations. The inter-agency regional Gender Resource Centers support gender mainstreaming and planning by LGUs. These various women's groups have engaged in mass action, years of legislative lobbying, and/or discussions or negotiations with relevant the Philippine Government agencies. Some have helped to craft gender laws and agency policies, while others monitor government compliance to international commitments and implementation of key laws. Yet others build capacity of women in communities and sectors (NCRFW 2004b).

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8 The PCW website has a directory of women NGOs. See also Illo (1997) and Sobritchea (2005).

Ever conscious of the need to keep women's groups updated on issues and to develop skills in negotiation, communication and mobilisation, coalitions of women's organisations occasionally run training and learning sessions for their members. These sessions notwithstanding, women's groups and women NGOs differ markedly in sophistication, competence and interest—important considerations when choosing potential development partners.

Within government, the PCW is mandated to play a lead role in pushing the Philippine Government gender equality and women's empowerment policy. It works closely with NEDA in the implementation of the RA 7192, and with NEDA, DBM and Department of Interior and Local Government in monitoring the implementation of the GAD Budget Policy. The PCW, DBM and Department of Interior and Local Government deal principally with domestically financed development projects, but NEDA plays a strategic role in ensuring that ODA-funded projects are sensitive or responsive to relevant gender issues. Unfortunately, however, NEDA has not consistently played this role. As in other the Philippine Government agencies, there are officials who are not convinced that gender equality matters and that all projects should be subjected to a gender assessment.

The PCW also works with a network of gender focal points to promote gender mainstreaming in various national government agencies. In the 1990s the NCRFW provided them with basic gender training (gender sensitivity, gender responsive planning, GAD budgeting) and orientation on gender laws. It has also facilitated the conduct of capacity development on issues that apply specifically to an agency. In the last six years, PCW and NCRFW, in partnership with women NGOs, conducted CEDAW-related sessions. Personnel turnover or reassignments, however, have resulted in several of the present set of gender focal points being technically ill-prepared to provide leadership in GAD in their agency. Some have also lost the support of their managers or officials, who may themselves be uninformed about the Philippine Government gender policy or who believe that 'gender has already been mainstreamed in the agency' and that no additional GAD efforts are therefore needed.

The gender focal points, thus, vary dramatically—not only in capacity, but in their influence. Those based in the personnel or human resources divisions are able to address sexual harassment cases and include human resources-type activities (such as day care centres) in their agency's GAD budgets. Those based in the planning division are able to integrate gender concerns in plans and in program and project designs. In a few cases, such as with the Department of Environment and Natural Resources, gender focal persons and technical working groups have been able to mobilise their GAD budget to address organisational concerns and to continuously upgrade their capacities to do research and design as well as monitor projects and improve services.

Formed in 2001, the ODA – GAD Network serves as a venue for sharing of tools, experiences and problems encountered in promoting gender equality and equity, coordinating activities and planning joint actions. Since then, the network has spearheaded the development and application of the Harmonized GAD Guidelines, participated in the drafting of the 2008 Joint Country Gender Assessment, crafted statements and advocacy briefs that can be used with the Philippine Development Forum and coordinated with

NEDA and PCW on activities (training, conferences and forums, and GAD monitoring) that require support. From time to time, the network invites women NGOs, gender focal persons from key the Philippine Government agencies, and gender consultants to discuss lessons and 'best practices' from development projects or programs. While one agency-member volunteers or is chosen to serve as Network Secretariat, the network has no full or part-time staff who can coordinate activities, provide technical advice or liaise between the network and other groups, such as the Philippine Development Forum and its working groups. As a result, some meetings have not taken place because there was no one to follow up with members. Technical papers do not get written unless members volunteer to do so and links with working groups have yet to happen.

AusAID has several possible partners in its gender equality-related efforts: PCW, gender focal points in partner agencies, women NGOs and community-based women's groups as well as the ODA – GAD Network. The PCW is a key, strategic partner in government; to a limited extent so too are NEDA, DBM and the gender focal points. The women's groups or women's NGOs can help AusAID produce direct gender equality results. However, unless AusAID focuses on specific gender issues it may be difficult to choose which women's organisations to work with, without being drawn into the politics of various women's movements. As part of the ODA donor community, AusAID can work more closely with the ODA – GAD Network, possibly even supporting it.

Key gender issues

In 2008 the NCRFW and several members of the ODA – GAD Network undertook a Joint Country Gender Assessment which identified several key gender equality issues. Unless otherwise specified, the data used below come from the assessment (ADB and others 2008).[9] Updated to capture the impact of the global financial and economic crisis, these issues identified include:

> *High maternal mortality incidence.* Maternal mortality rate remains high—162 per 100 000 live births in 2006, down from 209 in 1993. The MDG target of reducing maternal mortality rate by three-quarters by 2015 will not likely be achieved and neither will the goal of increasing access to reproductive health care (NEDA 2007). Preventing these goals from being met are inadequate funding, 'brain drain' of health workers and the need to improve data quality. Another cause is the limited availability of contraceptives, a highly contested area and a continuing CEDAW issue (UN – CEDAW 2006).

> *VAW and girls.* Both the recent Philippine Government CEDAW report and the NGO shadow report stress the persistence of different forms of VAW and girls, including sexual harassment in the workplace, trafficking, forced prostitution and domestic violence. Documented complaints of wife or partner battering increased from 924 in 2005 to 1695 in 2007. This is much lower than expected in light of survey data indicating that 12 per cent of men admitted to having physically harmed women. Studies also indicate a high prevalence of violence against children, although reported figures are

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9 In mid-1995, the Philippine Government, together with the women's movement and other stakeholder-groups, drafted the 30-year perspective plan, The Philippine Plan for Gender-Responsive Development Plan, 1995–2025. In 2000, a similarly constituted group updated the analysis and carved out from the initial plan a new medium-term plan, called the Philippine Framework Plan for Women.

declining. In 2006 some 7606 cases of child abuse were reported. Of the victims, 70 per cent were girls and 40 per cent of the cases involve sexual abuse (rape, incest or acts of lasciviousness) and sexual exploitation. Trafficking is one of the Philippines' most urgent problems, with women and girls at greater risk of being trafficked than men and boys. Various laws have been passed to address VAW (such as the Anti-Sexual Harassment Act, Anti-Violence against Women and Children Act, and the Anti-Trafficking in Persons Act), but implementation and monitoring continue to pose problems.

> *Worsening education situation.* The Philippine Government admits that the Philippines is highly unlikely to achieve its universal primary education targets (NEDA 2007), particularly among boys. At the elementary level, boys' gross enrolment rate slightly exceeds the girls' (89.8 per cent versus 87.8 per cent), but girls fare better than boys in terms of school participation rate
(74.2 per cent versus 72.9 per cent), cohort survival rate (78.5 per cent versus 58.2 per cent) and completion rates (66.4 per cent versus 56.4 per cent). The gender gaps get wider at secondary level. More alarming, Grade 6 pupils average an overall achievement score of less than 55 per cent while fourth year high school students are worse off at about 44 per cent. These scores and those in all subject matters are lower than in previous years.

> *Gender role expectations and poverty.* Before the global financial crisis, economic conditions have been improving, but growth has been concentrated in cities. Income distribution has become more unequal and poverty remains particularly high in rural areas. The crisis, however, seems to hit households in cities more than those in rural areas, although households reported having been affected by the rice, food and fuel price shocks in 2008 more than the financial crisis (Yap, Reyes and Cuenca 2009:18–19). Because of gender division of responsibilities, food security is women's responsibility, while men are considered to be 'bread-winners'.[10] These gender roles are also reflected in the gender differences in labour force participation rates—79.1 per cent among men versus 48.8 per cent among women (Bureau of Labor and Employment Statistics 2007) and time spent per week in domestic work (11 hours among men versus 45 hours among women (Illo 1997).

> *Gender-related problems in the formal economy.* Women as a group are more educated than men, and university-educated women enjoy competitive advantage in the civil service and other areas of the formal labour market. However, it was only in recent years that the female unemployment rate has been as low as, or lower than, the male unemployment rate (6.8 per cent versus 7.6 per cent in 2006). Unemployment continues to be high among young women in rural areas and young men in urban areas. Women earn just 55 per cent of men's wages.
In export processing zones, an important employer of women workers, several problems have been identified for this situation—excessive salary deduction, sexual harassment, forced overtime and gender-based discrimination. Here, as in other sectors, compliance to national labour standards (including minimum wage, social security coverage, proper ventilation and safety measures) is poor.

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10 Official figures show that women-headed households (15 per cent of total) are 'less poor'. This is partly because men often head households with a high dependency ratio, while women become heads of their household upon widowhood and are likely to be much older than male household heads, with more accumulated assets and comparison of poverty incidence among individual women and men.

> *Informal economy workers' lack of access to resources and social protection.* Alongside the educated female workforce, a large proportion of women workers are in the informal economy, often as self-employed entrepreneurs (31.5 per cent of employed women versus 20.5 per cent of employed men) or as unpaid family labour. Their problems are many. First, informal workers, many of whom are women and girls engaged in home-based work, rarely enjoy social protection. Second, women's enterprises are usually micro, with very limited capitalisation. Their access to capital is highly constrained by real-estate collateral requirements of banks and other financial institutions. Third, in the agricultural sector they perform much of the work on small household farms but have limited access to land ownership, credit and training. The value of supporting informal-economy activities and women's unpaid work cannot be overemphasised. Unpaid caring work and the low-cost goods and services that the informal economy produce enable individuals and households to subsist on the low wage that workers bring home. However, apart from small-sample surveys in the 1990s and early 2000s, there is no large-sample, nation-wide survey that could track and measure the unpaid work of women and men, girls and boys. This information is important not only for a full estimation of the gross domestic product, but also for determining the contributions of women and men to it, and the effects of poverty on their workloads.

> *Continued dependence on labour migration.* The Philippine economy—and a large number of households—remain dependent on labour migration, or overseas Filipino workers (OFW). Over the past years, the *Bangko Sentral ng Pilipinas* reports that OFW remittances account for an average of 11.5 per cent of gross domestic product. The feminisation of land-based labour migration continues, with women averaging more than two-thirds (68.6 per cent) of new-hired, land-based OFWs (Bureau of Labor and Employment Statistics 2007). Women tend to remit more of their wages than men, but because they generally earn less than men, their average remittance is only half of the average cash remittance (P74, 267) sent by male OFWs (NSO 2004). Labour migration, however, comes at a cost. Reports of abuses against women workers persist, and family life and the quality of care of children suffer in the absence of mothers and/or fathers.

> *Visible women political leaders but low women's representation in decision-making bodies.* Women accounted for 19 per cent of members of the Philippine Congress and 17 per cent of all elected officials in 2007, and the numbers of women voted to executive and legislative positions have been increasing. Women also make up 75 per cent of civil servants, and 58 per cent of all professional and technical workers. These figures contribute to the relatively high Gender Empowerment Measure score for the country. Yet Filipino women continue to be under-represented in the political field. Because of the limits set by Philippine law on the number of successive terms that can be held by elective officials, many elected women officials may actually be 'bench-warmers' (or place holders) for men who are waiting their turn to run for office again (ADB and others 2008:22). In addition, laws mandating women's representation in local legislative councils and other decision-making bodies are not fully implemented and women still need to be consistently represented in peace-building bodies and peace-negotiation panels.

> *Financing and leveraging gender initiatives.* A GAD budget policy has been in place since the passage of RA 7192 in 1992 (for ODA funding) and the integration of the GAD budget in

the General Appropriations Act beginning in 1995. In the latter case, only a third of national the Philippine Government agencies have been submitting their GAD budget. Between 2004 and 2007 the local GAD budget made up less than 1 per cent of total budget appropriations, and budget use or execution never exceeded 82 per cent, and could have been as low as 11 per cent (in 2003). Local government implementation is said to be much better. The poor performance at the national level can be partly traced to the absence of incentives and penalties to induce agencies to prepare a GAD plan and budget, and partly to lack of GAD planning and budgeting capacity in the agencies. A possible incentive is making the GAD budget work for the agency—by helping it perform its functions and deliver on its mandate better—at the same time that it makes the agency accountable for gender equality and women's empowerment results.

> In the case of ODA-funded projects, a little more than one-third has been sensitive or responsive to gender issues and women's concerns. Infrastructure projects, however, continue to be highly insensitive to users and to possible differences in their needs and vulnerabilities (NEDA 2009). A gender analysis at the design phase of the needs and situation of people who will benefit from, as well as those who will be adversely affected by, the construction or installation of infrastructure is an important step in ensuring these projects are at least aware of differences among those who will gain or lose from the project.

In summary, the Joint Country Gender Assessment stresses as priority points for action for both the Philippine Government and development partners the following: arresting the phenomenon of increasing school dropout (particularly among boys) and the worsening quality of education; reducing maternal mortality incidence and addressing unmet women's reproductive health needs and rights; improving work conditions and social protection, particularly of women workers in the informal economy; assisting micro and small enterprises; and responding to social costs of migration. It also recognises the importance of using a 'gender lens' to focus on effective disaster risk management and continuing to support gender-responsive governance. Many of these action points are already being partly addressed. However, although the Philippines has gender and women's empowerment laws, including RA 7192 and RA 9710, its problem has always been with enforcing, implementing and monitoring.

Gender issues addressed by ODA projects

What issues have attracted ODA funding during the past years? A review of the 2007 and 2008 portfolios of 14 ODA agencies[11] suggests the following themes. Initiatives that could be classified as 'GAD projects' constitute no more than 1.5 per cent of the total portfolio of the agencies. These are mostly in health infrastructure and social/institutional development (Table 2).

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11 These agencies are Agencia Española de Cooperación Internacional Para el Desarrollo, AusAID, CIDA, EC, GTZ, JICA and Japan Bank for International Cooperation, Kreditanstalt für Wiederaufbau—German government-owned development bank, Korean International Cooperation Agency , USAID, and four UN organisations (International Labour Organization, UNDP, UNFPA, and UNICEF). The raw data were provided by NEDA.

Table 2: Distribution of total cost of ODA-funded GAD projects, by GAD themes (USD)*

GAD theme or issue	% to total GAD project budget	% of total GAD project budget without maternal and child health facilities
Access to justice	**0.56**	**2.38**
CEDAW, including Gender in Islam	**0.07**	**0.31**
Economic empowerment	**6.46**	**27.38**
Including microfinance	4.73	19.53
Gender and peace	**0.35**	**1.49**
Gender-responsive development**	**1.13**	**0.56**
Including MDG-related research (GAD Budgeting, gross domestic income)	0.03	0.11
Joint Country Gender Assessment and capacity development of NEDA on the Harmonized GAD Guidelines	0.06	0.25
Reproductive health	**84.86**	**61.57**
Including family planning	**13.57**	**57.50**
Maternal and child health	**70.33**	**--**
Reproductive Health and HIV/AIDS	**3.06**	**12.95**
VAW/VAWC	**1.36**	**5.78**
Advocacy/training/services	0.83	3.54
Trafficking	0.53	2.24
TOTAL	**100.00**	**100.00**
TOTAL BUDGET FOR GAD PROJECTS (14 agencies)	**484,270,107**	**114,270,107**

*The total GAD budget refers to the total project cost of GAD projects of 14 ODA agencies that were completed in 2007 or ongoing or completed in 2008. Some of the projects run for up to 10 years, while a few run only for a year.

**In 2006–07, ADB provided NEDA with a grant to conduct a series of train-the-trainers and prepare and publish the second edition of the Harmonized GAD Guidelines. In late 2008 an AusAID grant enabled NEDA to reprint the guidelines.

Because of the large amounts going to family planning and maternal and child health facilities, reproductive health received a high 84.9 per cent of the total budget for GAD projects, followed by economic empowerment (6.5 per cent). A far third is VAWC, which received 1.4 per cent. If one excludes the infrastructure-heavy maternal and child health projects, the share of economic empowerment projects rise to 27.4 per cent and that of VAWC to 5.8 per cent, while that going to reproductive health issues drops to 61.6 per cent.

Apart from projects that exclusively address GAD issues, there are those that have integrated gender or have components that respond to gender issues or women's concerns (Annex 9). Most projects claim they ensure that women participate in governance structures and processes related to, or established with, their assistance. With total project cost amounting to more than US$3.5 billion, these constitute about 7 per cent of the total cost of completed or ongoing projects of agencies.

All these projects support the results of a survey of several ODA – GAD Network members, which identified major GAD initiatives supported by ODA agencies (Annex 3). Classified by the three the Philippine Government gender priority areas, these are:

> Economic empowerment, particularly micro-finance (USAID), but also including enterprise development (GTZ, JICA), skills training and livelihood (JICA, KALAHI-CIDSS, World

Bank), local and national enabling environments for women micro-enterprises (CIDA), and labour and migration issues (Spanish MDG-F, UNICEF, International Labour Organization, International Organization for Migration).

> Human rights, including VAW and MDG issues (UNFPA with Agencia Española de Cooperación Internacional Para el Desarrollo, UN Joint Program on VAW, Spanish MDG-F, UN Joint Program on CEDAW, EC, trafficking (USAID, EC), preparation of CEDAW report (UNIFEM – Regional CIDA), family planning (USAID, *Kreditanstalt für Wiederaufbau*, reproductive/maternal health (Safe Motherhood, World Bank/ADB/ *Kreditanstalt für Wiederaufbau*, UNFPA/AusAID); child-friendly schools (UNICEF/ AusAID), and improved access to quality education and reduction in dropout rate (AusAID). Despite these investments, some of the MDG goals in connection with maternal mortality and universal primary education are not likely to be met by 2015.

> Gender-responsive governance, including strengthening of NCRFW (CIDA), gender and peace (CIDA, AusAID, World Bank), and support for ODA – GAD Network activities (EC, International Labour Organization, ADB).

Investments of funds and efforts in these thematic areas have yielded results at the national and local levels. Among recent results are: (1) passage of national legislation, such as the Magna Carta of Women, as well as passage of local GAD codes and reproductive health ordinances and budgets; (2) local policies on facility-based delivery intended to discourage home deliveries under the care of traditional birth attendants, although the effectiveness of such policies continues to be undermined by the preference of women in many areas to give birth at home; (3) greater public awareness of CEDAW and specific women's human rights, and enhanced capacity of various groups to use human rights tools and mechanisms; and (4) gradual adoption of tools, manuals and performance standards for VAW services as well as greater public awareness of VAW and its consequences. It is not yet clear, however, whether any VAW intermediate results have led to a reduction in the incidence of domestic violence and other forms of VAW, or to concrete changes in women's lives. The high visibility of VAW (and CEDAW) have also created an association in people's mind that gender equality, GAD, or gender and culture are all about VAW.

The results achieved in the areas of human rights, VAWC and reproductive health have been largely due to partnerships forged between civil society and the government. Local women's groups and allies in local councils have successfully pushed for the passage of enabling ordinances on gender issues, secured local government funding and, having done so, helped local agencies with implementation. At the national level, the PCW and coalitions of women's organisations have collaborated in lobbying key members of Congress for the passage of key legislation and in drafting the implementing rules of regulations of gender laws. In the case of VAW and economic issues, women NGOs, working independently or jointly with government agencies, run programs that aim to build capacities of implementing groups and/or providing services (VAW referral and counselling, skills development, and micro-credit) to women.

Gender issues that AusAID may want to address

1. *MDG targets not likely to be met: basic education, reproductive health and maternal mortality.* Assessments of the Philippine Government performance vis-à-vis its MDG targets point to the low likelihood of the Philippines meeting its 2015 targets for education, reproductive health and maternal health, particularly accessibility of contraceptives (NEDA 2007). Moreover, even in areas that the Philippine Government expects to meet its targets, like poverty, its gender dimensions may not be addressed. Two such areas are child labour (higher among boys and affecting their school participation) and unpaid work of women and girls (UNIFEM 2008). AusAID currently supports BESRA and several education initiatives as well as the UN Joint Program on Reproductive Health.

2. *Key gender laws and policies that need to be implemented.* The Magna Carta of Women reaffirms various gender laws and the two gender-responsive development and budgeting laws for which AusAID can help improve implementation. These are:

   a. *Violence against women (Sections 9 and 30).* The 1994 International Conference on Population and Development defined reproductive health to include violence against women. Despite the progress made in getting VAW-related laws and ordinances passed and creating inter-agency task forces, implementation seems not to have gone far. AusAID does not have a program or initiative that seeks to reduce violence against women although VAW is a priority issue not only in the Philippines but also for the Australian Government through its gender equality policy. Support to women's groups and/or local governments for VAW-related services and effective referral systems are likely to help produce fast results.

   b. *GAD budgeting (Section 36a). The* Magna Carta stresses the need to integrate the analysis of gender issues and concerns in different plans for 'more sustainable, gender-responsive and performance-based planning and budgeting.' As noted earlier, the rate of compliance to the GAD budget policy and the rate of budget execution are persistently low. To improve these rates, GAD plans and budgets can be gradually linked to the OPIF which is being promoted by the DBM.[12] The PCW may need support in retooling its staff and the relevant staffs of national government agencies in OPIF-linked, performance-based GAD planning, budgeting and budget use. The planned Public Finance Management Facility is poised to address this through support to: (1) strengthening the basic accountability measures within the key social services agencies to make resource use more transparent and accountable; and (2) integrating the practical integration of a gender dimension within the OPIF framework. The latter can include pilot testing the feasibility of developing gender-responsive and performance-based budgeting through the OPIF and making the major final outputs gender aware and/or developing gender-responsive performance indicators.[13] To pursue these, the Facility can also engage the PCW, as it is responsible, along with DBM, NEDA

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12 Interview with Undersecretary Mario Relampagos, DBM, 28 October 2009

13 Excerpted from a section of the draft PFM design, which was supplied by AusAID as part of its comments on the draft version of this Gender Assessment Report.

and Department of Interior and Local Government, for monitoring the implementation of the GAD budget policies.

c. *Gender-responsive development.* RA7192 remains in force, but the Philippine Government agencies receiving ODA will also be responsible for the allocation and proper use of the funds and for submitting annual accomplishment reports to NEDA and the PCW. In this regard, NEDA suggests the need to build the capacity of the agencies to use its GAD tool—the Harmonized GAD Guidelines—when designing, implementing, monitoring and evaluating projects.[14]

3. *Support for women's groups, sub-national GAD mechanisms and marginalised women's groups.*
As AusAID decides on which gender issue areas to address, it may need to support women's groups that are active in these areas. In addition, it has been pointed out that it is wrong to assume that women are adequately represented in governance just because women are already visible in national politics. What is needed is to ensure quality representation of marginalised women by training and mentoring them for participation in governance. AusAID can intervene directly in two ways: (a) funding women-in-politics type initiatives, possibly under the Philippines – Australia Local Community Assistance Program, the Supporting Peace in Mindanao initiative, or similar initiatives; and/or (b) ensuring that governance structures established by AusAID-financed initiatives should have representatives from marginalised women's groups. In a slightly different vein, there is also a need to strengthen local and sub-national GAD mechanisms, such as Gender Resource Centers and Regional Subcommittees on GAD (a group within the Regional Development Council), which are critical stakeholders in mainstreaming GAD in local governments and its processes.[15].

4. *Gender dimensions of recurring and chronic and recurring problems: disasters, conflicts and poverty.*
The Philippines is highly vulnerable to impacts of climate change, natural disasters and complex emergencies. It also faces conflicts at different fronts, and persistent poverty in many places. AusAID has initiatives related to these problems, but there have been no systematic efforts to respond to gender issues. To redress this, AusAID can work with the National Disaster Coordinating Council alongside CIDA, EC, UNDP and the World Bank in getting gender considered in the UN Disaster Assessment Coordination and Post-Disaster Needs Assessment, and in relief and recovery efforts. This means making sure disaster-related initiatives are responsive to gender needs and vulnerabilities of women and men, girls and boys; acknowledge their potential contribution to all these efforts; and ensure that financial aid is handled in a transparent and accountable way.

In connection with conflicts, gender-responsive peace and conflict assessments can be jointly undertaken with project-level or provincial/partner assessment (such as the Provincial Road Management Facility and the Philippine Australia Community

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14 Interview with Director Erlinda M Capones, NEDA social development staff, 29 October 2009.

15 Interview with Emmeline L Verzosa, NCRFW Executive Director, 13 October 2009.

Assistance Program) to look into impacts of conflict on women and men. Of particular interest are young women and men, given their critical role in pursuing peace and development. The assessment can be undertaken through the Supporting Peace in Mindanao initiative, with the National Youth Commission and the Mindanao Young Leaders' Circle. Indigenous women constitute another important group, because they are considered to be the most marginalised and the poorest of the poor and because of the general weak representation of Indigenous peoples to advocate for their cause in the peace process. Efforts in this area can be undertaken with GTZ and the National Commission for Indigenous Peoples through the National Stability and Human Security Pillar, and the Muslim and Indigenous Peoples' Education Facility.[16]

An additional issue AusAID may want to consider is support for women's economic empowerment as an important element of an anti-poverty program. To date, two types of projects address the issue: stand-alone initiatives (Table 2); or livelihood and credit components of social funds, or support to agrarian reform communities, integrated development or anti-poverty initiatives (Annex 9). Two new avenues were suggested during interviews with stakeholders. One is support for a roll down from national to local level of lessons from the Gender-Responsive Economic Actions for the Transformation of Women (GREAT Women) Project of the PCW[17],and another, which involves working with local governments, is assistance to returning OFWs, more than half of whom are women. There are programs for OFWs at the national level, but local governments have to be able to offer investment and livelihood advice to these workers and their families.[18]

Providing women with viable economic options may help solve other problems. As one ODA – GAD member notes:

> Given what has been accomplished in the country as a result of advocacy and mainstreaming by both donors and government … more focus and resources should be put to giving women more economic opportunities. It indirectly responds to other problems of women, such as domestic violence and trafficking, without casting them as 'victims'.

Recommendations for the new country strategy and the current country strategic evaluation

Recommendations to AusAID

In consideration of the assessment of the issues and concerns specified in the terms of reference, it is recommended that the Australian aid program in the Philippines consider the following as it contemplates developing the new country strategy.

1. Include program-level gender equality objectives or development outcomes that are related to the MDG goals least likely to be achieved by the Philippine Government,

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16 Additional input provided during the review by Post of the draft Gender Assessment Report.

17 Interview with EL Verzosa.

18 Interview with EM Capones.

and formulate the outcomes in terms of contribution to the reduction of maternal mortality rate, increased use of contraceptives and equal access of boys and girls to quality

basic education.

2. Given the shared AusAID and the Philippine Government goal of increased participation of women in decision making, all initiatives and pillars should report on how they contribute to this gender policy goal through the participation of women in structures created to oversee or make policies about initiatives.

3. Given the shared Australian and Philippines priority to address violence against women and girls, support initiatives of women NGOs and local governments that address the issue. This can be a separate program or as a component of a Gender Program.

4. Continue to integrate gender concerns in all initiatives, current and new, but especially in initiatives that seek to address chronic poverty and conflicts and recurring disasters, through the conduct of gender analysis to identify relevant gender issues, design of strategies to address these issues, and inclusion of indicators to track progress and results in accordance with the Harmonized GAD Guidelines and AusAID's Gender Action Plan.

5. Include as a key area of gender integration in initiatives the improvement of the capacity of partner oversight and line agencies to consider gender issues in their policies and plans; and support the conduct of a gender audit or assessment of the agencies so as to establish existing capacity and possible entry points.

6. Support key groups of players in promoting gender equality and women's empowerment in the Philippines: women NGOs and women's groups that are working in the areas of VAWC, reproductive health, and poverty; PCW, particularly in connection with performance-based GAD budgeting and expenditures monitoring; and the ODA – GAD Network, specifically its activities related to the Philippine Development Forum.

7. Establish a gender program that will support and be linked to other programs or pillars as part of the gender integration mandate, and be responsible for key gender equality initiatives that address VAW, economic empowerment, and linkages with and support to women's NGOs, groups and coalition, as well as the NCRFW, and the ODA – GAD Network.

8. Support the conduct of research and analysis to address knowledge gaps on certain gender issues. Among the initial set of issues can be unpaid work of women and men, girls and boys, and the need for a large-scale, time-use national survey. Other issues are: life cycle dimension of poverty incidence among male and female-headed households, effects of absentee OFW mother and/or father on school and education performance and achievement of girls and boys; and economic and social costs of disasters and conflicts to women and men, girls and boys.

9. Strengthen management support to the Gender Action Plan through:

a. Provision of resources for advocacy, publicity and training of not just one, but a group of in-house gender focal persons, possibly one per pillar, to work with the Gender Focal Person at Post.

b. Creation of a pool of gender experts or specialists who can be used by Post for sector or initiative-specific gender inputs.

c. Promotion of closer consultation with relevant players and coordination among managing contractors and initiatives to avoid duplication of gender activities and training programs, and for more consistent gender equality core messages alongside sector and initiative-specific gender core messages.

d. Linking of gender equality and equity with emerging issues and developments and other issues that need to be mainstreamed (physically challenged, anti-corruption, and partnerships).

e. Support for the preparation of GAD monitoring reports to AusAID, Canberra as part of quality reports, and of the annual GAD monitoring report to NEDA, and making these part of the responsibilities of initiative managers, program managers and program officers.

These recommendations can be summarised into four clusters: (1) specification of program-level gender outcomes and results that Post will be responsible for and monitor and report on; (2) ways of integrating gender concerns in initiatives and pillars; (3) creation of a gender program that will support and be linked to other programs or pillars as part of the gender integration mandate, and be responsible for key gender equality initiatives; and (4) strengthening of management support to the plan at Post.

Suggested questions for the Country Strategic Review

1. Should there be a separate gender program, alongside integration of gender in initiatives? Or should gender equality remain exclusively a crosscutting issue?

2. Will Post commit itself to program-level gender equality outcomes, such as those recommended above?

3. Are the issues related to MDGs chronic and recurring problems and is implementation of laws and policies areas where the Australian aid program in the Philippines can make the greatest difference?

4. Will partnership with different groups make strategic sense to AusAID?

5. Will sustained support for gender equality cause tensions for the program?

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APPENDIX A: TERMS OF REFERENCE

Objective

The objectives of the gender assessment of the Australian aid program in the Philippines are to:

1. evaluate performance against the Gender Action Plan

2. assess how the current program overall has performed in its efforts to integrate gender equality issues, including identifying strengths and weaknesses of the program

3. identify key gender equality issues facing the Philippines, that Australia could consider supporting

4. make recommendations and inform the new country strategy on measures to:

    o   better integrate gender equality issues within the program and sectors

    o   address identified gaps

    o   articulate or strengthen gender objectives, where possible

    o   ensure that the new country strategy adequately integrates gender.

Introduction

The current Philippines population is estimated at over 92 million, of which 49.7 per cent are female. The Philippine Government supports the equal contribution and access for women and men to contribute and benefit from the economic, social, political, cultural, and environmental development of the country. In 1987, the Philippines was one of the first republics in Asia to grant suffrage to women through Constitutional amendment. The Philippine Government has made conscious efforts to mainstream gender in government policies and pursue gender-responsive program development. Other commitments include the endorsement of international gender-specific agreements and conventions, and the development of the harmonised Gender and Development Guidelines (GAD) for Project Development, Implementation, Monitoring and Evaluation, jointly formulated in 2004 by the Philippine Government, the NCRFW and donor organisations including AusAID.

The Philippine Government aims to promote the twin goals of gender equality and women's empowerment and focuses on economic empowerment, promoting women's human rights and gender responsive governance.

Promoting economic empowerment of women

> reviewing existing economic programs for women towards consolidating these programs for greater impact

> identifying and reviewing existing key economic programs for women and enhancing women's access to economic resources such as capital, technology, information, market and training

> addressing the negative impacts of globalisation of women

Advancing and protecting women's human rights

> ensuring effective delivery of health services throughout the women's life cycle

> ensuring the responsiveness of government programs on women, particularly on VAW, including access to justice and crisis interventions

> assisting women in difficult circumstances (refugee women, women in conflict and disaster areas, prostituted women, etc.)

Promoting gender-responsive governance

> promoting and supporting women's leadership towards good governance (competence, commitment, transparency and accountability)

> promoting full participation of women in political processes and governance in the international and national local levels

> strengthening gender sensitive and inclusive programs and mechanisms with civil society

Australia's aid program aims to promote equal opportunities for women and men as participants and beneficiaries of development. The objectives are:

> reducing violence against women

> increasing women's participation in decision making and women's political empowerment

> promoting women's economic empowerment

> improving and making equitable health and education outcomes

> incorporating a gender perspective in Australia's aid activities to the Philippines.

Gender equality is integral to all Australian government aid policies, programs and initiatives. Women's and girls' views, needs, interests and rights are as important as those of men's and boys' and are needed to shape the development agenda. Women and men will participate in, and benefit equally from, the aid program, and development will support progress towards equality between women and men, boys and girls.

The Australian aid program to the Philippines is currently preparing a new country strategy and it is now timely to assess gender performance against the objectives set by the Australian and Philippines governments. Findings from this assessment will inform how gender will be actioned in the new country strategy for 2011 onwards.

Background

The Australia-Philippines Development Assistance Strategy 2007–2011 outlines the objectives and components for Australian aid assistance to the Philippines. Australia's overarching objective under the strategy is to 'contribute to improving the prospects for economic growth, poverty reduction and national stability in the Philippines'.

The three pillars of the country strategy are:

1. economic growth

2. basic education

3. national stability and human security.

With the current strategy scheduled to end in 2011 and the Philippine Government elections (national and provincial) scheduled to be held in mid-2010, the Philippines program has begun preparations towards developing a new country strategy.

The first part of these preparations requires AusAID to complete a CSR to assess the overall effectiveness of the aid program in meeting its objectives in the Philippines since 2007, and identify areas that need change. The CSR will be led by the AusAID Office of Development Effectiveness.

The Philippines CSR will be delivered in three parts:

> a program 'Theory of Change' workshop, as a basis for developing the evaluation questions a program evaluation, to determine the performance of the program against its activity-level objectives

> a strategic evaluation, to focus on high-level issues that shape Australia's aid approach in the Philippines.

All parts of the CSR will consider gender equity issues and these will be reflected in the terms of reference for the review parts. To ensure Philippines gender issues are understood and integrated throughout the CSR process, AusAID's Philippines gender consultant participated in the Theory of Change workshops, ensuring that gender was adequately reflected into the succeeding program evaluation questions.

This gender assessment will be undertaken after the Theory of Change workshops and will take into account the Theory of Change workshop outcomes as part of the assessment. The gender assessment contractor will be briefed and provided with a copy of the Theory of Change workshop report. The gender assessment will overlap with the program level evaluation. The gender assessment contractor will liaise with the program evaluation contractor and provide briefing on key gender issues, findings and recommendations throughout the period of the assessment. The gender contractor will provide feedback to the program evaluation contractor on his initiative level findings (drafts) as the program evaluation progresses.

The gender assessment consultant will also brief the strategic evaluation team of the gender assessment findings and recommendations prior to their mission (November 2009).

The gender assessment will be a key input into the strategic evaluation as it will inform the principles and high-level approach of the next Philippines country strategy in order to achieve agreed objectives of the Australian Government and the Philippine Government. Gender will be a vital consideration in the strategic evaluation as it is an overarching principle of the Australian aid program and an important enabling theme in relation to quality and effectiveness across the program as a whole.

Scope

The indicative scope of services is outlined below. This scope will be confirmed, with details of the assessment approach outlined, in the inception report (workplan).

Some of the evaluation questions concerning gender that may be considered by the gender assessment are:

> To what extent did initiatives/sectors/pillars under the Philippines country program identify gender issues and objectives, and to what extent were these achieved?

> Were these objectives realistic/achievable, given the operating context?

> What are the factors of success or actions that contributed to meeting gender objectives at initiative/sector and program level? What should/could be shared or replicated across initiatives and how could this be done? Are these actions sustainable?

> What are the hindering factors facing successful integration of gender issues and meeting of gender objectives at the initiative/sector and program level? What could be done to address these challenges?

> What are priority thematic or sectoral areas that require action (or further effort) in order to improve gender equality outcomes? To what extent do these areas need to be improved, and how can AusAID initiatives or broader program responses (whether currently existing or not) contribute to achieving improvement?

> Have AusAID's efforts to mainstream gender in the country program made a useful contribution to the sectors, and more broadly to the Philippines? To what degree is this usefulness recognised/experienced?

> How can AusAID work more effectively with other donors and the Philippine Government to further progress gender equality efforts?

The gender assessment may suggest modifications or additions to the above—in the inception report and/or as part of the final report to inform the strategic evaluation (and the program evaluation) in considering questions surrounding gender issues.

Assessment of progress against the Gender Action Plan

The plan was developed in 2008 to guide the program's response (mostly at initiative level) to addressing the Australian Government and the Philippine Government policy objectives relating to gender equality. The plan is primarily a process/operational-level response rather than a strategic document. It identified several 'action points' and set an indicative timeline/monitoring framework. The gender assessment will assess progress against the plan and make recommendations for improvements to any updated version which may be produced by AusAID during 2010 as an attachment to the next country strategy.

Update of 2009 Harmonised GAD Guidelines checklists and consideration of collective progress

The gender assessment will consider all Australian aid program activities that are classified as 'monitorable'[19] in the Philippines between 2007 and 2009. In addition AusAID may advise which non-monitorable activities should be covered as part of the gender assessment. (These non-monitorable activities need to be identified as such if referenced in the assessment report.) The contractor will coach and assist initiative managers to update their gender

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19 Monitorable aid activities are defined as activities with expenditure of more than A$3 million over the life of the activity, or have been classified as having strategic importance. Monitorable aid activities are rated individually at quality at implementation and consider gender equality in terms of how effective the aid activity has promoted equal participation and benefits for women and men, girls and boys. Initiative managers have completed gender checklists against the harmonised GAD guidelines for monitorable activities in 2008.

checklists for 2009 (some of which have already been completed). Non-monitorable initiatives do not require a gender checklist, unless AusAID advises otherwise. The updated checklists will be passed to the program evaluation contractor who will be assessing initiatives individually in order to determine their relevance and effectiveness in contributing to the objectives (including the gender equality objectives) of the Australian and Philippines governments.

The gender assessment contractor will consider the initiatives collectively, by sector or other relevant category in order to remark on overall program coherence and effectiveness with regard to gender equality objectives. That is, a collection of individual activities, however successful at addressing initiative level gender issues/objectives, may or may not translate into a coherent and effective approach at the country program strategic level. The assessment will identify strengths and weaknesses of the program at this collective/sectoral level and note any recommendations for improvement.

Analysis of gender equality issues in the Philippines

The Philippines Joint Country Gender Assessment 2008 is a recently published document which contains a situation analysis of key gender equality issues facing the Philippines. (Note much of the data pre-dates the global recession). The gender analysis should refer to the Joint Country Gender Assessment and other relevant literature to distil significant current gender issues in the Philippines. The assessment will note what other donors, the Philippine Government and civil society are doing currently to respond to these issues. (This will feed into the context sections of the CSR reports and the country situation analysis which will form part of the next country strategy document).

Recommendations for the strategic evaluation

Based on the above analyses the gender assessment will identify gaps and/or opportunities for the Australian aid program to consider as part of the upcoming strategic evaluation (These recommendations need not be constrained by the current sectoral focus and pillar objectives of the existing country strategy). The assessment should identify key areas of inquiry to be pursued by the strategic evaluation team (possibly in the form of evaluation questions).

Evaluation team

The gender assessment will be undertaken by a Filipino gender specialist with experience in conducting evaluations and extensive development experience in the Philippines. The gender specialist will examine existing documentation, consult with key stakeholders who are integrating gender opportunities into projects and policies, and will evaluate the outcomes of the gender efforts of the Philippines country program. AusAID's gender focal points in Manila and Canberra, the Gender Unit in Canberra, the Office of Development Effectiveness evaluation manager and any relevant consultants undertaking other discreet evaluation of the Philippines country program will be consulted as necessary and informed of progress. The consultant may be accompanied by an AusAID staff member/s for some

parts of the assessment or fieldwork. This will be confirmed as part of the inception report workplan.

Duration

The gender assessment will be implemented between 5 October and 6 November 2009.

The total number of days for the assessment will be 25 days (approximate break down: five days for document review, 10 days for any field work, seven days for other deliverables/report writing, one day for incorporation of feedback/comments to finalise report). A confirmed breakdown of the timing will be presented in the inception report workplan—see below 'Reporting Requirements'.

Approach

The gender assessment will be delivered by undertaking a document evaluation of monitorable aid activities, a literature review, field visits to selected agreed initiatives, and interviews with key stakeholders.

> **Document review**: The consultant will review initiative gender checklist documents and refer to any associated design documents, annual reports, quality reports, evaluations, reviews, etc. as necessary to gather existing evidence on program performance. The document review will be the primary source of evidence for the assessment of individual aid activities and the program as a whole.

Key documents:

> AusAID Philippines Program Gender Equality Action Plan (November 2008)

> Convention on the Elimination of All Forms of Discrimination Against Women in Action – Philippines: <http://cedaw-seasia.org/philippines.html>

> Philippines Joint Country Gender Assessment. This will be a key reference.

> AusAID Gender and Development Monitoring Report to National Economic and Development Authority 2008 and 2007.

> Official Development Assistance Report 2009 (as of September 1), 2008 and 2007

> Philippines Country Program Gender Analysis June 2007.

> Gender assessment of USAID – Philippines strategy for 2005–2009 by C Sobritchea 2004 <http://philippines.usaid.gov/documents/about/strategy_gender_assessment_05_09.pdf>

> gender profile of the Philippines <http://www.jica.go.jp/activities/issues/gender/pdf/j03phi_summary.pdf>

> other donor, international organisation and the Philippine Government reports, policies and documentation.

In addition to the list above, the consultant will also consider:

> the Philippine Government policies and plans (including a selection of gender policies and plans of AusAID's key the Philippine Government partner agencies—to be confirmed by AusAID), reports and legislation relating to gender equality.

> other donor gender policy and action plans for Philippines (World Bank, ADB, USAID, CIDA)

> major gender reports for Philippines by bilateral or multilateral agencies.

> **Field work:** The consultant will conduct fieldwork in Manila and, if required, in identified provinces where selected aid activities are being implemented. The purpose of the fieldwork will be to gather further evidence and lessons learned about the performance of the program and contextual knowledge which will inform recommendations of the assessment. A participatory approach will be used in the fieldwork and consultations as much as possible to support stakeholder and beneficiary participation in collection and assessment of evidence.

Deliverables

> **Inception report and workplan**

   The consultant will draft a brief inception report which will include a workplan, based on the reporting requirements as outlined below.

> **Feedback and Learning Workshop**

   A Feedback and Learning Workshop will be organised by AusAID, at which the consultant will present the preliminary findings of the assessment, and contribute to discussion (for example, meaning of the findings; lessons learned; implications and relevance of the gender evaluation findings for the strategic evaluation). Appropriate and interested internal (and any appropriate external) stakeholders will attend the workshop. The consultant will prepare any necessary Powerpoint presentation or handouts to facilitate the workshop discussion. Minutes of the workshop will be included as a report annex.

> **Gender assessment report**

The consultant will draft a report, based on the reporting requirements as outlined below.

AusAID may arrange for a:

> o   technical quality review of the draft report by the AusAID gender unit

> o   'peer review' of the draft report by the Philippines program, other AusAID personnel, and other stakeholders if considered appropriate.

The consultant will finalise the report, taking into account feedback from the reviewers.

Reporting requirements

Inception report (including workplan)

A short inception report will be presented within the first week. The report will briefly outline the proposed approach and methods for the gender assessment, including: an outline

of key stakeholders to be consulted, meetings to be held, and necessity of fieldwork to two or three sites:

> an explanation and rationale for the evaluation (assessment) approach

> any evaluation sub-questions identified

> an outline of methods, data collection approach and analytical tools

> an indicative itinerary for field visits as a basis for specifying what arrangements need to be made

> identification of roles and responsibilities for additional (AusAID) participant/s.

Gender assessment report

The gender assessment report (no longer than 25 pages, excluding annexes) will include:

> an executive summary (no more than 10 pages)

> an outline of the evaluation objectives, scope, methods and methods limitations;

> evaluation findings with supporting evidence

> implications of the findings and recommendations for the:

       o   strategic evaluation

       o   development of the new country strategy.

The consultant will finalise the report within one week of receiving feedback from AusAID Manila.

If external or peer review is undertaken, the consultant will also have a further week following comments within which to incorporate any relevant feedback. AusAID will indicate whether this is required.

APPENDIX B: LIST OF PERSONS INTERVIEWED AND SURVEYED

PROJECTS

BEAM2 (22 October 2009)

> D'Arcy Walsh, Project Director

> Susan Estigoy, DepEd Region XI Director, and Local Project Director

> Nani Salvado, DepEd Region XI Head, Division of Elementary Education

> Catherine Acosta, Coordinator for the Region-wide Assessment in Maths, Science and English

> Ines Asuncion, In-Service Training

> Ramon Bobier, Indigenous People Adviser

> Alma Cifra, In-Service Teacher Education (INSET)

> Rhiza Erbina, In-Service Teacher Education (INSET)

> Melanie Estacio, Region-wide Assessment in Maths, Science and English

> Rosemary Green, Monitoring and Evaluation Adviser

> Norma Gonos, Indigenous People and Distance Education

> Bas Mana-ay, Jr., Region XI School-Based Management Coordinator

> Nerissa Piamonte, Senior Program Management Officer and Gender Focal Person

> Noor Saada, Adviser for Expanded Support for Muslim Education

School visit (Atan-Awe Elementary School)

> Claudio Vincio, Jr., Principal

> Elvira Booc, Grade III teacher

> Dorcas Leonero, Grade II teacher

> Roldan Tosloc, Grade VI teacher,

> Jenete Esteban, DepEd Division Indigenous People and Distance Program Coordinator, Multi-Grade Coordinator

LAMP2 (15 and 19 October 2009)

Project Coordinating Office

> Samuel R Penafiel, Executive Director

> Sharon Barrameda, Gender Specialist, the Philippine Government

> Brenda Batistiana, Gender Adviser

Leyte (Tacloban)

> Department of Environment and Natural Resources, Region XI, Deputy Project Manager

> Atty, Emeterio Villanosa, Jr., One-Stop Shop Manager and Deputy Registrar of Deeds

> Benigno Sanico, Chief, Information Management System One-Stop Shop Information Technology staff

Leyte (Systematic Adjudication Field Office, or SAFO, Inopacan)

> Carlito Castanares, Systematic Adjudication Team Leader

> Dahlia Asoke, Community Development Officer

> Cris Cosio, Adjudicator

> Maritess Enting, Adjudicator

Inopacan, Leyte focus group discussion participants

> Teresita D Merin

> Thelma U Bisnai

> Annabel V Robin

> Norberto Noremonte

> Arsenio A de Paz

PALS (27 October 2009; telecom)

> Mary Ann Cheng, Project Coordinator

> Albert Medina, Monitoring and Evaluation Specialist

> Lorelei Cagas, Program Development Facility Coordinator

> Venus Cang, Rural Health Unit Sinabacar

> Ma. Elena Ratonil, Budget Officer, Calamba

> Cherubic Vina, Provincial GAD Program Officer

> Lorna Tan, Provincial Planning and Development Office, Social Sector, and member of the Misamis Occidental. Provincial GAD Team

Partnership for Economic Governance Reform, or PEGR (28 October 2009; PEGR Office)

> Virgie Ongkiko, Deputy Facility Director

> Susan Bulan, Governance Adviser

> Hector Florento, Governance Adviser

UNICEF's Child-Friendly Movement

Makati (27 October 2009)

> Colin Davies

> Grace Agcaoili, Social Policy Specialist and Gender Focal Person

> Gudrun Nadoll, HIV and AIDS Specialist

> Fe Abog, Education Specialist

Davao City (23 October 2009)

> Helen Paguican, DepEd Division Superintendent, Davao City

Buhangin Central Elementary School

> Arturo S de la Cruz, Principal

> Nenita Bonsobre, Teachers' Club President and Grade 1 homeroom teacher

> Evelyn Padayogdog, Guidance and Counselor Coordinator (Math, Grade 6 teacher)

San Juan Elementary School

> Teresita A Bajo, Principal

> Felipa F Venus, Teachers' Club President (Grade 5 teacher; Science and English)

> Fretzie Capulong, Guidance and Counselor Coordinator (Science and ex-Home Economics teacher)

Other stakeholders

> Erlinda M Capones, Director, Social Development Staff, NEDA

> Mario Relampagos, Undersecretary for Operations, DBM

> Tess Salud, Operations, DBM; and Deputy Director, PCW

> Emmeline Verzosa, Executive Director, PCW

Embassy of Australia

> Rick Adams, Department of Foreign Affairs and Trade

> Jing Damaso, Public Affairs Office, AusAID

Survey respondents

AusAID Manila

> Joji Abot-Camelon, Program Officer, Sub-National Infrastructure, Economic Growth

> John Alikpala, Contractor, Economic Growth (former Program Manager)

> Rosa Antes, Program Officer, PEP

> Bernadette Cariaga, Program Office/Gender Focal Point, PEP

> Sam Chittick, Governance Adviser, Economic Growth

> Carmille Ferrer, Senior Program Officer, Performance and Quality

> Trisha Gray, Portfolio Manager, PEP (formerly, Canberra Desk)

> Jimmy Loro, Program Officer, Health

> Lea Neri, Senior Program Officer, PEP

> Adora Perez, Portfolio Manager, Human Development—Education

> Ken Vine, Senior Adviser, Education

ODA GAD Network

> Grace Agcaoili, UNICEF

> Pamela Marie Averion, UNFPA

> Myrna Jarillas, CIDA

> Luz Lopez Rodriguez, UNIFEM

> Fatima Verzosa, USAID (provided information on USAID projects)

APPENDIX C: SUMMARY OF OFFICIAL DEVELOPMENT ASSISTANCE GENDER AND DEVELOPMENT GAD NETWORK SURVEY RESULTS AND PHILIPPINES COMMISSION ON WOMEN AND NATIONAL ECONOMIC AND DEVELOPMENT AUTHORITY INTERVIEWS— FOCUS ON GENDER ISSUES

Invited to participate in the survey: six (UNIFEM, CIDA, UNFPA, UNICEF, USAID, EC)

Returned completed forms: four (USAID sent its matrix of projects that it submitted to NEDA for 2009

Interviewed: E Capones, NEDA – Social Development Staff Director; E Verzosa, PCW Executive Director

Assessment of gender issues identified in the joint country gender assessment

What issues attracted ODA funding so far? Why these?

Issues	Active donors*	Reason given
Labour, gender and migration	Spanish MDG-F, International Labour Organization, International Organization for Migration	The issue poses threats as well as presents potentials for the economic development of both sending and receiving countries.
Poverty, microfinance, entrepreneurship	Spanish MDG-F; ADB, Microenterprise Access to Banking Services/USAID World Bank: KALAHI/CIDSS	To respond to the financial and economic crises, and to address poverty.
Women in the economy/enabling policy and program environment for women micro-entrepreneurs	CIDA	Consistent with CIDA's Philippines program goal of supporting sustainable economic growth, and with CIDA's gender equality policy.
MDG-related issues: gender-responsive reproductive health and safe motherhood/maternal health Health Sector Reform Agenda BESRA	UNFPA EC World Bank, AusAID, EC (1997–2003) World Bank/GTZ/ *Kreditanstalt für Wiederaufbau*, USAID	Focus on enabling environment, but constantly stymied by objections of the Catholic Church. According to NEDA, these issues are being pushed by the Philippine Government to meet MDG targets, but some projects might be raising secondary gender issues. For UNFPA, mandated by the Sixth Country Programme Action Plan and UN Development Assistance Framework, the International Conference on Population and Development Programme of Action, and MDG.
VAWC Trafficking and commercial sexual exploitation of women and children	UNFPA UN Joint Program on VAW CIDA USAID	Need for institutionalising VAW efforts through performance standards for handling VAW for five service providers (Philippine National Police, local officials, health workers, social workers and prosecutors). According to PCW, this focus is line with the Philippine National Human Rights Action Plan, where PCW is in-charge of CEDAW-related issues, such as VAW.
Gender issues in Muslim areas; early	UNIFEM-CEDAW (w/ CIDA	Need to understand specific gender issues faced by

Issues	Active donors*	Reason given
marriage, polygyny and polygamy	regional fund); Agencia Española de Cooperación Internacional Para el Desarrollo through UNFPA	Muslim women to enable PCW to help address these issues. Need to produce *khutbas* for Muslim religious leaders for Friday sermons and wedding ceremonies.
Human rights: CEDAW Human rights: access to *barangay* justice, and other issues	UN Joint Program on CEDAW USAID; EC	Set up to help PCW respond to the CEDAW Concluding Comments; activities of PCW got the National Commission on Indigenous People to work with IP and Muslim women.
Governance: Gender mainstreaming, women in peace building and monitoring; conflict management and resolution; environmental management	CIDA Peace Fund; USAID UN Joint Program on CEDAW	Peace-related projects are heavily funded because of the situation in Mindanao. To fund PCW's assistance to the Regional Subcommittee on GAD in the Autonomous Region in Muslim Mindanao (ARMM) to draft the Regional GAD Code.

*EC and JICA entries are based on information in the donors' websites, accessed on 3 November 2009.

What issues have not attracted ODA funding so far? Why these?

Issues	Active donors*	Reason given
Access to justice by women	Access to Justice by the Poor Project/EC (2003–2008), Canada Fund (small projects); *barangay* justice system/ USAID (1998–2007)	
Economic empowerment: access to land; assistance to returning OFWs	LAMP/World Bank/AusAID	There are programs at national level, but LGUs have to be prepared to provide investment and livelihood guidance to returning OFWs.
Gender-responsive development planning Continuing capacity development for the Harmonized GAD Guidelines Support to make the Medium Term Philippine Development Plan more gender responsive	ADB (2006–07) EC (2008)—support for ODA GAD website; support for multi-sector consultations for the Joint Country Gender Assessment	There is a need to build the capacity of national agencies to apply the Harmonized GAD Guidelines on domestically funded projects.
PCW (E Verzosa)		
Governance: strengthening local and sub-national GAD mechanisms (GAD Resource Centers and Regional Subcommittee on GAD of the Regional Development Councils)	Partly, by CIDA; UNIFEM – CEDAW; UN Joint Program on CEDAW	To support gender mainstreaming at the sub-national and local levels.
Human rights—economic and social rights; VAW desks in every *barangay*, and gender training of the justice system	EC: support to the Committee for Gender-Responsive Judiciary for development and pre-testing of Supreme Court-approved modules on the Committee on Decorum and Investigation in select court districts Partly covered by an ADB technical assistance grant	To help the Philippine Government implement the Magna Carta of Women.
Governance and human rights: funding for a gender-responsive implementation of the National Plan for Women, Peace and Security		There is a mandate from the Philippine Government, and PCW is expected to play a critical role in the implementation.
Governance: Gender-responsive disaster preparedness, coping and		Frequent disasters striking the country.

Issues	Active donors*	Reason given
response		
Women's economic empowerment: national roll-out of the Gender-Responsive Actions for the Transformation of Women Project of the PCW	CIDA, but limited to six provincial/LGU clusters	To promote gender-responsive, local-enabling policy environment for women's enterprises.
ODA – GAD Network members		
Gender, conflict and disaster-risk management	CIDA: support for a short-term gender equality adviser to the UN, and help with the Post-Disaster Needs Assessment with the World Bank)	Focus of assistance is mostly on food and physical rehabilitation, but less on the gender impact of conflicts and disasters.
Reproductive health and rights		Reproductive health issues are usually associated with maternal mortality only and treated in a medical way—hence the EMOC strategy. Rather than empowering women and families to decide on their health; there is a strong conservative lobby resisting support to reproductive health
Political participation of marginalised women's groups and women's NGOs		It has been wrongly assumed that women are already visible in national politics hence they are adequately represented. What is amiss is the quality of representation of marginalised women and the need to train and mentor poor women.
Gender responsive strategies in elementary, secondary, technical and vocational education		Strategies have been generic with no follow-up gender modules for teachers' training and reactivating and retooling the GAD focal system in DepEd and the Technical Education and Skills Development Authority.
Gender-responsive governance and budgeting		PCW has very limited capacity; authority and reach.
Social services: education, HIV-AIDS, social protection, informal sector		In UNICEF, there are programs for these, but these issues are not considered as life-threatening unlike health, which gets a large share of funding.

*EC and JICA entries are based on information from the donors' websites, accessed on 3 November 2009.

What sectors/themes have produced positive gender-related results? What factors enabled the achievement of these results? What factors continue to constrain the achievement of gender equality results?

Sector/theme	Key gender results	Enabling factor	Constraints
Gender-responsive governance (national)	Policy: Magna Carta of Women was passed Capacity-building: CEDAW awareness and use of tools and mechanisms, such as shadow reporting, optional protocol and special rapporteurs Tools used: CEDAW reporting, Harmonized GAD Guidelines, Participatory Gender Audit, and joint country gender assessments	Program investment sustained for four years by UNIFEM, UN agencies, CIDA and other donors.	Lack of political will (for example, law, policy, budget). Lack of awareness and competence implementation. Lack of participation of civil society groups in implementation and monitoring. Lack of accountability (corruption, etc.).
Gender equality in local governance	In some places, policies and mechanisms in many LGUs are in place; government – NGO partnerships	Tools and good practices resulting from donor-assisted projects, receptive government agencies that have the mandate for the issue/sector.	

Sector/theme	Key gender results	Enabling factor	Constraints
VAW and trafficking	Media more aware and involved in the advocacy; increased public awareness	Role of media, government mechanisms (inter-agency committees), political will	
VAW and gender	Tools developed and disseminated: Performance Standards for VAW services (psychosocial, medical, investigation, prosecution and LGU-based services); training manuals on gender and rights-based approach to sexual and reproductive health reflecting cultural perspectives Establishment and strengthening of VAWC centres	UNFPA: Presence of legal mandates at national level (RA 9710, RA 9262, RA 8353, RA 8505, RA 9208, RA 7877, RA 7192). Presence of supportive LGUs at municipal and *barangay* levels, which are able to push for the implementation of gender and culture' programs. Existing links between national government agencies; and Manila-based, local and regional NGOs and partners.	The gender and culture perspective in the 6th country program has been limited to the identified outcomes and outputs. An unintended effect of the current understanding of gender and culture is that, at the local level, gender concerns are limited to violence against women and women's rights. Differing levels of appreciation and understanding of gender issues and concerns among UNFPA staff and local leaders. Some do not consider it as a major aspect worth looking into, or just an additional concern in the implementation of population development and reproductive health components.
Reproductive health	Local policies on facility-based delivery have been formulated with the intent of discouraging home deliveries under the care of traditional birth attendants. *Barangay* resolutions requiring all pregnant women to undergo prenatal check-up and have their babies in birthing centres, and accompanied by their husbands, have been issued in places like Sagada, Mt. Province and Sultan Kudarat to assist in encouraging women to have improved maternal health care	Observation study tours assisted in showcasing best practices, which encouraged health workers to establish Teen Centers of VAWC Centers. Partnership with active local NGOs resulted in mobilising the community to help health providers create reproductive health awareness, initiating community projects, using health services and involving community members in health activities like assisting with patient referrals. Active involvement of Muslim Religious Leaders in explaining the *fatwah* on reproductive health, especially on family planning. The *fatwah* has been translated into the different dialects.	Manuals and protocols have not provided sufficient guidance for 'genderising' a health facility to make it gender sensitive and friendly; thus no adjustments have been made to modify the set-up. Cultural beliefs and practices still prevail so that women prefer to give birth at home under the care of a traditional birth attendant.
Population and development	Passage of reproductive health and Gender and Development Codes, ordinances, executive orders, and resolutions at provincial and municipal levels Annual budget allocation for population and development, reproductive health, and gender is happening in some pilot areas: Masbate Province has allocated ₱2 million from the 5 per cent GAD fund for population and development, reproductive health and gender	Presence of ardent supporters of reproductive health, population and development strategies, and gender inside the Department of Health. Availability of existing studies on the linkages of population and different sectoral issues and concerns and vice versa. This facilitated the development of core advocacy messages for policy, program and plan development. Strong collaboration and wide	Lack of a national policy on reproductive health. Gender inequity among some Muslim groups is not deemed a problem in the community because in Islam, 'women must submit to husbands'. A priority is addressing poverty.

Sector/theme	Key gender results	Enabling factor	Constraints
	programs; Olongapo City budgeted ₱2 million in the annual budget plan of the city's health department for contraceptives	participation of sectoral partners in advocacy.	

APPENDIX D: SUMMARY OF AUSAID SURVEY RESULTS

Item	Female	Male	Total
Number of respondents	7	4	11
Positions			
Portfolio managers	2	-	2
Senior program officers	2	-	2
Program officers	3	1	4
Advisers/Contractors	-	3	3
Number of years with the Post/AusAID			
11 years or more	3		3
6 to 10 years	1		1
1 to 5 years	2	2	4
Less than a year (after the plan was approved)	1	2	3
Whether contributed to the development of the plan			
Was consulted and/or provided input, which was incorporated in the plan	3	1	4
Not consulted or involved	3	1	4
Not applicable (joined the Post just recently)	1	2	3

Assessment of the Gender Action Plan

Question	Summary of responses
1. Whether read the plan	Yes: 10 No: 1 (male; 4 years)
2. Found the objectives of the plan realistic or achievable, given the operating context (of those who read the plan)	Objective 1: Yes: 9 No: 1 Objective 2: Yes: 10 Objective 3: Yes: 10
3. Whether ever referred to the plan (multiple responses; Total responses: 9)	Yes, while preparing a concept paper—4 Yes, while designing an initiative/project—6 Yes, while preparing quality at implementation/performance assessment framework, CSR reference materials Yes, while preparing plan checklist for NEDA Never—2 (too recent at Post)
4. Whether found the plan useful (MULTIPLE RESPONSES; TOTAL responses: 8)	**Very useful: 1** (it gives operational framework for treating gender in the program) **Useful: 7** (with one saying it was fairly simple and easy to follow)
5. Contributed to realise action point (AP), or action plan (TOTAL responses: 9)	AP1: 6 AP3: 9 AP5: 6 AP2: 9 AP4: 3 AP6: 5

6. Enabling factors regarding realisation of one or more action points (TOTAL RESPONSES: 9)

Broader agency support (1; 3)

AusAID's policy direction on GAD and the need to comply with them (1)

Strong push from AusAID Canberra to take gender more seriously

Moral and technical support from Canberra

Presence of a champion at headquarters; at Post

Active and consistent policy championing from the Philippine Desk Gender Focal Point who's continuing role at Post (1)

Effort of PEP team to keep gender on people's radar (1)

Support from Gender Focal Point

Post management support (1; 3)

Support from management through opening of a new position of Gender Focal Point at Post (1)

Moral and technical support from counsellors (1)—technical support from adviser (1)

Post engagement of gender consultants during the design of the project (1)

Support from initiative managers (1; 4)

Staff are interested in the issue and can see the benefits of doing a good job on this (1)

Conscious emphasis on meeting gender empowerment goals at various levels of implementation (1)

Practical application of the policies (1; 2)

Continuous coordination and consultation with program implementers and activity managers and requiring data before submission of reports (1)

External factors

Active engagement of the Philippine Government and other stakeholders (1)

Existence of the Philippine Government guidance that fits AusAID's performance and quality requirements (1)

Support from managing contractor (1); project engagement of gender consultant for the project implementation (1)

Preparedness of Post staff (2)

Greater awareness of staff (1)

Post's level of capacity to appreciate, adopt and implement (1)

Others (as applied to the education sector): non-formal elementary school system that focuses on life skills, is directed at improving the self-esteem and confidence of young boys, and emphasises their strengths rather than their difficulties at school

7. Inhibiting/constraining factors (TOTAL RESPONSES: 6)

Additional resources needed to retrofit the plan: Ongoing projects that have been conceptualised before the plan sometimes have underdeveloped gender indicators and could require additional resources to include gender in, say, M&E and revision of goals and planned outcomes

Lack of dedicated personnel for gender

If the program is serious in incorporating gender through the DAS programs, investing resources is necessary

Management needs to decide if gender will be given a more prominent priority, in the next CPS to inform programming

Given the workload at Post, AusAID also needs time to continuously build capacity to learn and understand all the dimensions of gender, including sectoral knowledge

Limited capacity of Post staff to apply gender plan at any opportunity

Undeveloped support structure

No database of local gender experts that can be readily tapped

Too many areas of focus for PEP can stretch attention

8. Suggestions for a future plan (TOTAL RESPONSES: 8)

Sustained support, including resources

Allocate funds

Provide resources (time, money, training, advocacy and publicity) for the plan.

Include identifying a pool of gender experts so that local gender adviser does not get too thinly stretched.

Strengthen focal point's role through deepening knowledge, if Post demands technical contribution.

Consider developing other staff as alternate focal point(s).

Need for closer consultation with relevant players (AusAID, managing contractors, delivery organisations, the Philippine Government, local governments). (3)

Need to add 'proliferation issue'—for example, if all AusAID programs in a particular province will all be delivering gender awareness activities (with practically similar partners/audience) there will be issues like absorptive capacity, and the risk of using different approaches and principles.

The plan should come up with key Philippine specific principles, and identify ways that will ensure AusAID managing contractors and delivery organisations talk to each other to avoid duplication of activities/training programs.

Involve working with implementing partners (especially gender focal points of managing contractors, the Philippine Government).

Include emphasis of gender mainstreaming at the concept and design (assessment, planning) stages.

Making it more pronounced with emerging developments (for example, connecting it to where disabled and disadvantaged groups are concerned.

The plan needs to be tied as closely as possible to actual implementation experience of programs/ activities. It is pretty good at present and we should try to make sure it does not grow and expand to cover a whole lot of stuff—the simpler we can make it the more likely it is to be actually used.

I think it may change quite a bit in the way it is presented if we move to having actual gender objectives under the new

country strategy. These (and the plan overall) would have to be monitored and reported on in a different way to what we are currently doing.

APPENDIX E: GUIDE QUESTIONS FOR PROJECT/PARTNER VISITS

20 October 2009: LAMP 2 (LEYTE FIELDWORK)

Key informant	Topic	Questions
One-stop shop Manager	1. Records kept	1.1. What are the major responsibilities of OSS?
		1.2. What land titles do you record/keep?
		1.3. What are the entry points for promoting gender equality in OSS operations? In the land title instruments? What has the OSS done about these?
	2. Awareness of gender issues	2.1. Are you familiar at all of the Social Development and Gender Framework of LAMP? How true is the contention that the land records database of the Registry of Deed does not allow for sex disaggregation?
		2.2. How is OSS helping implement the Gender Policy of LAMP that 'equal rights of women and men to land ownership shall be explicitly recognised in land titling and registration procedures'? (Social Development and Gender Strategy (SD&G), p. 14) Are there any constraints to its implementation?
	3. Commitment to action	3.1. How is the OSS addressing this issue of sex disaggregation of land-title information? Have land records been unified of land administration agencies (SD&G, p. 14)?
		3.2. Has any OSS staff gone to a gender training or workshop? Under LAMP? What was this on?
Land claimants	1. Experiences with LAMP2	1.1. How did you get to know of LAMP? What do you associate with LAMP?
	--choice	1.2. How did you get involved with LAMP? How would you describe your experience?
	--discrimination?	1.3. Were you treated differently by LAMP2 people (Community Development Officers, adjudicators, OSS staff) when you transacted land administration and management (LAM) business with them because you are a woman/man? Why do you say so? Examples of actual events please.
		1.4. Are you involved in a land titling dispute (boundary conflicts, conflicting claims of estranged spouses/sibling/relatives, land claims over mortgaged land; SD&G, p. 14)? How is this being managed or resolved? Are you satisfied/not satisfied with the dispute resolution method; results? Why?
	2. Decision making related to gender and LAMP	2.1. In what stage of the land administration and management (LAM) process are you now? Who in your household or family is transacting or dealing with LAMP? Why you/them? How were you/they chosen?
		2.2. Who (you, your spouse, both of you) applied for a land security title under LAMP2? Whose name appears in the application as claimant (you/them)? Who decided on the names? Are you happy/satisfied with this? Why or why not?
	3. Assessment	2.3. Whose name(s) appear in the judicial land title (Original Certificate of Title) form? In the Certificate of Land Transfer from the Department of Agrarian Reform or similar land titling document?
		3.1. Does the appearance of a woman's name in the Original Certificate of Title or other land titling instruments make a difference to you? Why or why not?

Key informant	Topic	Questions
SA field personnel		
SAT leader	1. Role in promoting gender equality	1.1. How have you ensured 'the application of gender concepts in base camp operation'? How does this relate to your task of 'ensuring that the social and gender framework for LAMP is implemented'? Actual examples please. (participation; information, education and communication; actual adjudication, M&E)
	2. Assessment of preparedness of staff	2.1. How knowledgeable are your team members regarding the gender-related expectations from their roles in the LAM processes? Of the SD&G framework of LAMP?
		2.2. Have you/your team members attended any gender-focused/related training session (gender sensitivity training, gender mainstreaming, alternative dispute resolution)? What are the key messages you/your staff got from these?
	3. Awareness of gender issues	3.1. Based on your years of experience with LAMP, what do you think are the key issues facing women and men in your area of responsibility because of their gender?
		3.2. Which of these are being addressed by your team? Actual examples please.
Community development officer	1. Role in promoting gender equality	1.1. What are your responsibilities under the SD&G Framework in connection with promoting gender equality? (LAMP2 shall facilitate the equal representation of women and men in all activities of the project—including community mobilisation; talking points in *barangay* consultations)
		1.2. How did you discharge these? Actual examples please.
	2. Gender equality results	2.1. Did your actions result in better gender equality results? Actual examples please.
		2.2. How do you think can gender equality be better promoted in LAMP2? Why?
	3. Awareness of gender issues	3.1. Have you attended any gender-focused/related training session? What are the key messages you/your staff got from these?
		3.2. Based on your years of experience with LAMP, what do you think are the key issues facing women and men in your area of responsibility because of their gender?
		3.2. Which of these are being addressed by your team? Actual examples please.
Adjudicator	1. Role in promoting gender equality	1.1. What are your responsibilities under the SD&G Framework in connection with promoting gender equality? (Equal rights of women and men to land ownership shall be explicitly recognised in land titling and registration procedures; the equal representation of women and men in all activities of the project—including community mobilisation; talking points in *barangay* consultations; SD&G, pp. 13–14)

Key informant	Topic	Questions
	2. Actions that help/inhibit gender equality	2.1. How did you discharge these? Actual examples please. Who do you contact/ approach?
		2.2. What is the protocol for systematic adjudication? What are the entry points for gender equality? Have you taken advantage of these opportunities to promote gender equality in land rights? What helped you do this? What constrained you?
		2.3. How do you think can gender equality be better promoted in LAMP2? Why?
	3. Awareness and preparedness to act	3.1. Have you attended any gender-focused/related training session? What are the key messages you/your staff got from these?
		3.2. Based on your years of experience with LAMP, what do you think are the key issues facing women and men in your area of responsibility because of their gender?
		3.2. Which of these are being addressed by your team? Actual examples please. Why these and not others?

22 October 2008; Thursday: BEAM (venue is the National Educators Academy of the Philippines office in Region XI, except for school visit)

Time and date098	Component/activity(person involved)	Questions

8:30-10:00	Senior Management
	
	(D'Arcy, Susan, Mon and Rose)
		How is gender equality promoted by senior management? Staff, other than the gender coordinator?
		
		Who are responsible for the incorporation of gender equality in the various components/activities of BEAM? Why them?
		
		What are the key lessons learned in promoting gender equality in BEAM? Would you recommend it to other areas/DepEd divisions/schools? Have these been rolled up/out? Why or why not?
		
		On systematic capturing of results: much of work in gender often focuses on process. BEAM, however, has some concrete results, in addition to those reflected in the BEIS (refer to updated Box 17).
		  --How are other gender equality results identified, tracked and reported? Or the question of SO WHAT?
		  --Who is responsible for gender monitoring in your project?
		
		Sustainability of BEAM gender efforts and results: What initiatives that have incorporated gender concerns or elements have been rolled up/out within DepEd? Why these? For other initiatives, what are the sustainability plans?

10:00-10:45	Expanded Support to Muslim Education (Noor Saada)	Analysis and application of learning What BEAM gender equality practices/materials/lessons have been transferred to Expanded Support to Muslim Education? Why? How did the 'transfer' take place? What were not? Why? How does Arabic Language and Islamic Values Education work? How does it improve access to education by Muslim girls?

Time and date098	Component/activity(person involved)	Questions
		Enabling and hindering factors; results?
		What enabled/hindered you vis-à-vis promotion or incorporation of gender equality/ equity in Expanded Support to Muslim Education? Concrete examples please. Have there been good/bad results? Concrete examples please. How did these come about?
		Gender training and results?
		Did you get training on gender? When? On what? Who conducted it?
		What are the important or key messages did you take out from the training? How did you apply this?
10:45 – 11:30	School-based management) (Phem or Bas and Tatsi and Melanie)	School-level initiatives? and results
		What are the key initiatives of local school boards and managers related to 'gender' at school level? Why these? What strategies were tried to address the issue (apart from additional toilet facilities for girls)?
		What gender equality results can you report?
		Competence of school managers to do gender analysis and planning
		Can/do the school managers and local school boards analyse gender issues particularly in connection with school-level initiatives? Gender issues identified?
		Is BEAM rolling out any strategy to continue building capacities of local school managers, particularly those related to identifying and addressing gender issues, and tracking progress and results?
		Gender training and results
		Did you get training on gender? When? On what? Who conducted it?
		What are the important or key messages did you take out from the training? How did you apply this?
		Did the school managers gone to gender training? When? Specifically on what? How did they react during the training?
11:30	LUNCH BREAK	
12:15	Travel to IP school (Atan-Owe Elem. School, Toril, Davao City)	
13:00– 14:00	Visit to an IP school (Norma Gonos and Helen Arancon)	Materials used—to be discussed with teachers
		Gender training, key GAD messages, and how these are applied to classroom situation
		Discursive consciousness about gender issues in the classroom and those faced by boy and girl children in their classes (distance to homes, hunger, age composition of children and sexuality etc.)
14:00	Travel back to National Educators Academy of the Philippines XI	
15:00–	Access (for dropout reduction	Gender training and results

Time and date098	Component/activity(person involved)	Questions
15:45	program) and Institute for Indigenous Peoples' Education (Norma and Helen)	Did you get training on gender? When? On what? Who conducted it?
		What are the important or key messages did you take out from the training? How did you apply this? Concrete examples/evidence please.
		Have the Institute for Indigenous Peoples' Education instructors, staff, etc. gone to gender training? When? Specifically on what? How did they react during the training?
		Enabling and hindering factors; results
		What enabled/hindered you vis-à-vis promotion or incorporation of gender equality/equity in this component? Concrete examples please.
		Have there been good/bad results? How did these come about?
15:45–16:30	In-Service Teachers Education (INSET) and materials development (Rhiza and Alma)	Gender training and results
		Did you get training on gender? When? On what? Who conducted it?
		What are the important or key messages did you take out from the training? How did you apply this? Concrete examples please (EVIDENCE RE INSTRUCTIONAL MATERIALS DEVELOPED)
		How many have attended INSET? How was gender integrated in the INSET modules/materials?
		Follow up re use of materials or application of INSET
		Are these materials being used? Have teachers been trained in the use of materials? How? Was there follow up and/or monitoring after dissemination of the materials?
		Did the project/DepED conduct follow up or tracer of trainees, particularly how they applied gender concepts/tools/materials in their teaching, classroom management, etc.? Results?
		Enabling and hindering factors; results
		What enabled/hindered you vis-à-vis promotion or incorporation of gender equality/ equity in INSET and materials development? Concrete examples please.
		Have there been good/bad results? How did these come about?
16:30–17:30	Gender focal persons (Rose and Nerissa)	Roles and expectations
		What are the important tasks and deliverables under your terms of reference? How are you expected to accomplish these? Inputs from other BEAM advisers/staff/partners?
		On systematic capturing of results: much of work in gender often focuses on process. BEAM, however, has some concrete results, in addition to those reflected in the BEIS (refer to updated Box 17). How are other gender equality results identified, tracked and reported? Or the question of SO WHAT? Who does the monitoring and reporting of gender initiatives and results? Why them/you?
		Enabling and hindering factors; results
		What enabled/hindered you vis-à-vis promotion or incorporation of gender equality/ equity in various components of BEAM? Concrete examples please.
		Have there been good/bad results? How did these come about?

23 October 2009 (Friday): UNICEF (schools); possible focus—Early Childhood Care and Development (ECCD) (community- and home-based), Child-Friendly School System (CFSS), school-based HIV-AIDS activities

Time/venue	Activity/person to meet	Interview/observation guide
8:00	Leave Marco Polo Hotel	
8:20–8:40	Meet with Mrs. Serrano, Officer in in Charge, Davao Division of City Schools	What are the UNICEF activities/projects in your division? CFSS? ECCD? HIV-AIDS (in-school campaign advocacy)?
		Since gender sensitivity permeate the different traits or principles of CFSS, what kind of preparation have you/ the teachers and key personnel in your division received to bring about CFSS? HIV-AIDS awareness? Importance of ECCD?
		Has your division produced concrete results from CFSS (SO WHAT question)?
		Ask about sex-disaggregated data on school participation rates, cohort survival rates and dropout rates.
8:45–9:00	Travel to San Juan Elementary School	
9:00–11:30 San Juan Elementary School	Interview: Principal, Guidance Counselor, teachers	What are the UNICEF activities/projects in your school? CFSS? ECCD? HIV-AIDS?
		Since gender sensitivity permeate the different traits or principles of CFSS, what kind of preparation have you/your teachers (including Guidance Counselor) received to bring about CFSS? HIV-AIDS awareness? Importance of ECCD?
		Has your school produced concrete results from CFSS (SO WHAT question)?
		What are the important or key messages did you take out from the training? How did you apply this? Concrete examples please.
		What enabled/hindered you vis-à-vis promotion or incorporation of gender sensitivity in your school? Concrete examples please.
	Observe classes/ interview students	To be discussed with teachers/guidance counsellors and students
		Materials used
		Guidance counselling received (counselling topic, advice)
		For observation
		Classroom management—treatment of girls and boys, participation of boys and girls (key GAD messages, and how these are applied to classroom situation)
		Gender awareness/equity in instructional content/discussed in classroom
		Relationship among students
		Discursive consciousness about gender issues in the classroom and those faced by boy and girl children in their classes (distance to homes, hunger, age composition of children and sexuality, etc.)
11:30–12:00	Travel to Buhangin Central Elementary School	
12:00–13:00	LUNCH	

13:00–16:00 Buhangin Central Elementary School	Interview: Principal, Guidance Counselor, teachers	What are the UNICEF activities/projects in your school? CFSS? ECCD? HIV-AIDS?
		Since gender sensitivity permeate the different traits or principles of CFSS, what kind of preparation have you/your teachers (including Guidance Counselor) received to bring about CFSS? HIV-AIDS awareness? Importance of ECCD?
		Has your school produced concrete results from CFSS (SO WHAT question)?
		What are the important or key messages did you take out from the training? How did you apply this? Concrete examples please.
		What enabled/hindered you vis-à-vis promotion or incorporation of gender sensitivity in your school? Concrete examples please.
	Observe classes/ interview students	To be discussed with teachers/guidance counsellors and students
		Materials used
		Guidance counselling received (counselling topic, advice)
		For observation
		Classroom management—treatment of girls and boys, participation of boys and girls (key GAD messages, and how these are applied to classroom situation)
		Gender awareness/equity in instructional content/discussed in classroom
		Relationship among students
		Discursive consciousness about gender issues in the classroom and those faced by boy and girl children in their classes (distance to homes, hunger, age composition of children and sexuality etc.)
16:00	Travel back to hotel	

APPENDIX F: PROGRESS OF PROGRAM INITIATIVES 2008–09 (AS OF 2 NOVEMBER 2009)

Project title/ Duration/ implementing agency/budget	GAD rating for project design	GAD rating for PIMME 2008	Gender issues identified in the project design and/or in 2008	How the project addressed identified gender issues in 2008	Gender issues to be acted on in 2009	Status/gender interventions in 2009	PIMME – GAD rating 2009
Basic education							
BBEAM April 1999 to November 2009 Department of Education A$39.2 million Australian Government	16.3 (A)	15.2 (A) (this was initially incorrectly-reported as a 'B')	> Gender and sexist biases in textbooks, curricula and instructional materials (sexist images or language in materials), and even among teachers despite tough pre-publication regulations in place by DepEd. > Gender-related constraints to women's participation in training, resulting in inequitable access of females to education and training services > The number of illiterate women in rural areas is greater than for men. Literacy rates for married women ages 15 to 49 in ARMM is lowest compared to other parts of the Philippines. > The number of children who are not staying on to Grade VI is significant for both girls and boys. In ARMM, primary completion rates are fewer than 30 per cent in some divisions. > DepEd administrators, teachers, parents, and often girls and boys themselves, may be unaware of	Given the nature of the gender issue in the Philippines and other social, cultural and conflict-related issues in Mindanao, BEAM has opted to address gender equality together with peace development through an integrated framework that focuses on personal and cultural needs, awareness and sensitivity. Specific strategies **include (for results, see note 1, below):** > Mainstreaming GAD in project design and implementation, particularly in materials development (Component 4) and teacher training (Component 2), such as training of Teacher In-Service and Materials Development Teams on gender sensitivity and use this knowledge when developing instructional learning materials, training materials, and delivering training programs. > Gender equity strategies included in annual plans, which includes (a) women's literacy and girls education (training of mothers of elementary students as teacher aides to support	Need to track whether gender equality inputs were indeed reflected in project outputs.	IPR result: 'BEAM has been proactive in designing and implementing an inclusive and gender-responsive strategy. It has successfully introduced gender considerations in a range of areas, including, but not limited to: > training on gender inclusiveness for BEAM trainers to ensure gender issues (**like what?**) are reflected in training and learning guides > ensuring gender issues are addressed in teaching and learning practices thereby increasing teacher understanding of, and sensitivity to, gender > related matters > providing breast-feeding facilities in Accelerated Teachers Education Program > providing additional toilet facilities in schools after this was identified as a problem > ensuring gender-related activities are included in project plans	17.5 (A)

			the importance of gender equality and of the strategies needed to ensure their behaviour is fair and just and gender equitable. Other gender issues: > Although basic education statistics favour females, gender tracking occurs at post-secondary level because women seem to favour certain careers that turn out to be not as well paid as those traditionally chosen by men; this has limited post-secondary school opportunities for girls in employment and in many fields of higher education. > Girls generally have fewer job opportunities than do boys of school age and may thus opt to stay in school longer; but girls are still expected to fulfil a pre-determined role in life regardless of other possibilities.	class literacy programs); (b) equity in teacher support programs; (c) encouraging the participation of women in Muslim education (through, among others, the provision of spaces in training centres where participants can breast-feed their children during breaks/off-hours); and (d) strategies for retaining both boys and girls in school and for encouraging school leavers to return to school. > Gender sensitive monitoring and evaluation strategies are employed and gender parity indicators used for decision making. > Resourced plan monitored and implemented by a gender coordinator, including allocating funds which enable subcontractors (service providers) to develop strategies for women to participate in functional literacy and livelihood skills programs. > Equity in teacher support programs (teacher induction package includes identification of issues that female-beginning teachers faced) > Female staff of the Bureau of Madaris Education have been encouraged and given the role of 'training managers' in the Pre-Service Language Enhancement and Pedagogy training in the ARMM, which has not been a normal practice		> ensuring a high percentage of those included in training or in receipt of scholarships are women.	
SPHERE Trust Fund	10.7 (B)	10.2 (B)	No gender analysis in the project design document, but the following issues have been identified in other education programs supported by	> Supports the DepEd gender strategy (gender sensitivity training sessions for key DepEd staff at all levels, curriculum development program,	No explicit mention of providing gender expertise in the Trust Fund Agreement. AusAID to encourage the	**Intervention** AusAID funded a one-time GAD technical assistant to train BESRA Technical Working Group members	12.0 (B)

2007–11 DepEd A$41 million Australian Government			AusAID: > increasingly lower school participation of boys than girls the longer the period of schooling > access to education by Indigenous and Muslim children, particularly girls > gender and sexist biases in textbooks, curricula and instructional materials > women outnumber men among teachers, and administrators and managers in the education system.	support mechanisms for GAD mainstreaming). > Supports alternative learning systems expected to improve access of girls and boys in difficult circumstances to education. > Support the provision of equal opportunities for boys and girls to access quality education, which is embedded in the reform agenda (BESRA) that SPHERE is supporting > In the past 12 months, particular attention was given to ensuring specific needs (learning strategies, physical facilities) during joint implementation reviews.	initiative to have a GAD strategy with GAD deliverables that can be monitored, and to improve documentation of GAD initiatives.	and DepEd officials and technical staff in gender analysis of education issues; and to assist DepEd to improve the gender responsiveness of BESRA (focus: BESRA Implementation and Accountability Plan, or BIAP) **Status** AusAID reported to the mid year review for BESRA that gender resource has been provided through SPHERE, and that a workshop was conducted and suggestions made for BIAP. At next review, AusAID will report on BIAP progress.	
SSTRIVE 2005–10 DepEd regions 6 and 7 A$20.3 million Australian Government	13.4 (B)	(C)	> Increasing lower school participation of boys than girls the longer the period of schooling. > Gender and sexist biases in textbooks, curricula and instructional materials. > Women outnumber men among teachers, and administrators and managers in the education system.	Identified in the project design: > assisting divisional and district offices to collect and analyse gender and sex-disaggregated data (Comp 1) > taking into account differing learning styles of boys and girls in developing teaching methodologies (Comp 2) > paying attention to gender issues in the preparation of school improvement plans (Comp 1) and of model in-service programs and activities (Comp 3) > including women and men in planning of school-community activities (Comp 4) > adopting an M&E framework to collect and use sex-disaggregated data > developing, in Stage 2, a gender access and equity strategy.	Poor documentation of gender-equality initiatives and results, but M&E using the Basic Education Indicators System which includes key school participation and performance indicators; possible lack of appreciation of the need to integrate gender equality in the project; need to require the project to report against its gender strategy.	**Status** The project invested in a gender training workshop in June 2009 with a resource person from the University of the Philippines, during which participants assessed project implementation using the Harmonized GAD Guidelines and outlined ways of integrating GAD considerations in various project components. Annual report and first quarter report for 2009 have begun reporting on parts of the project's gender strategy. **Note** Key components have actually gender criteria or elements, but not many among the project implementers, even among those who are in the groups working in the	8.59 (B)

						component, know of these.	
Economic growth							
PPEGR April 2005 to April 2010 A$30 million Australian Government	5.0 (C)	4.2 (C)	There is recognition that gender issues could be considered in selected reform agenda design and implementation.	The facility will look at opportunities where gender as a crosscutting theme can be incorporated into relevant reform-agenda design and implementation. The Secretariat will be coordinating with NEDA/the Philippine Government to discuss the elements of the Harmonized GAD Guidelines relevant to PEGR.	Project staff and PEGR team are cognisant and capable of identifying issues and response to gender issues, but there had reportedly been few opportunities for gender in the reform agenda. Look at opportunities where gender as a crosscutting theme can be incorporated in relevant reform agenda design and implementation.	**National Transport Plan** Incorporated gender criteria (conduct of gender analysis of the transport sector, and introduction of gender sensitivity in the plan—in the terms of reference for the Philippine National Transport Plan. In this connection, the request for tender has been completed and the preferred tender been selected (KBR Consulting—international firm with local experts). **OPIF** When asked about willingness to integrate gender equality/equity, the DBM (OPIF implementing partner) claims it has done so in the framework preparation, and sex-disaggregation of relevant indicators for some outputs.	4.2 (C)
PAHRDF March 2003 to August 2009 A$59.6 million	11.3 (B)	10.9 (B)	No gender issues identified in the document, but there is explicit mention of non-discrimination and gender balance and encouraging agencies to consider gender equity in human resource development plans. Implicit in this are the following relating to or including possible gender bias: > training designs and materials > selection of participants to PAHRDF activities > participant outputs (for example,	> mainstreaming gender principles into the design and conduct of human resources activities (that is, short-term training programs) > requiring that if a particular human resource activity responds to the institution's identified gender and anti-corruption issues and concerns, the outputs should reflect how these are addressed > affirmative action to ensure women have equal access to, and opportunity to participate in, PAHRD long-term training and other human resource	No update as of 15 October 2009.	No update as of 15 October 2009.	

			manuals, policies and plans)	development activities of the partner institution		
LAMP2 2005–11 AusAID grant component: A$34 million World Bank loan component: US$18.995 million the Philippine Government counterpart: US$2.285 million	15.9 (A)	17.9 (A)	In the project design document gender issues were not fully explained, but during a gender forum, the following gender issues were identified: > less access of women to land ownership because of a previous law prohibiting a wife from applying for homestead/free patent unless her husband is incapacitated due to death, illness or imprisonment and also because of the tradition in assigning men as head of family and as such family properties are placed under his name and administration > land records of different government agencies are not integrated and partially sex-disaggregated so the extent of the gender gap in land ownership cannot be accurately assessed > fewer number of women than before are embarking on a career in land administration (such as geodetic engineering) > not all agency officials and staff appreciate the relevance of GAD advocacy.	The following are initiatives under the project: > Homestead Patent Law has been amended; conjugal lands identified and placed in the names of both spouses; Field Operations Manual of systematic adjudication and titling activities sets out procedures responsive to equal right of men and women; production of information, education and communication materials in local language to inform the rights of women over lands. > Developing a sex-disaggregated land information system and providing a geographic information system able to capture and show social and gender data. > Promoting the participation and building of capacities of both women and men in land administration by providing equal opportunities. > All project managers and staff are required to attend gender sensitivity and mainstreaming workshops and to perform their respective task in mainstreaming the social development and gender framework of the project. > As part of its monitoring and evaluation system, undertaking measures to identify more gender issues and monitor progress of GAD mainstreaming efforts. With the identified gender-related issues	The name in the land title is 'up to the people'. Points of GAD intervention: (1) *barangay* consultation before titling activity itself, organised by LAMP2 in close coordination with *barangay* council; (2) during titling adjudication. During the MTR in 2008, the project reported some gender issues related to participation in *barangay* consultation, and clientele of OSS, but nothing more substantive. Needs evidence that gender equality considerations in the titling process (and other project components).	LAMP2 will fund a study on the impact of land titling on market value of agricultural land—check how gender will be treated in the study—AusAID bidding out the study. LAMP2 accessing loan fund to do gender audit for the project (planned start date June 2009)—consultant already identified, but has not been fielded yet (as of 15 October 2009).	

				the project has adopted gender policy statements that should be observed when implementing the project to address gender-related issues (see note 2, below).				
PPACAP 1986–2010 A$27.5 million	9.5 (B)	13.8 (B)	There were no gender issues explicitly identified at the program design stage but there was an intent to promote equality within all activities and sub-projects.	Because the program has a responsive policy, the managing contractor directly addresses gender inequality issues identified during implementation. Where activity objectives are focused on other issues, gender equity is still promoted and gender equity impact still assessed to ensure no negative impacts or prejudices occur (see note 3 at the end of this table). Some gender equality/ equity strategies implemented through initiatives funded by the Philippines – Australia Community Assistance Program are: > encouraging women's participation and leadership in decision making at all levels > providing assistance to increase women's access to services and livelihood opportunities. Operational strategies include: > maintaining strong women representation across the program, from secretariat and governance committees to activity-level staff > employing gender-sensitive monitoring and evaluation strategies > providing technical assistance on gender mainstreaming where needed.	No update as of 15 October 2009.	No update as of 15 October 2009.	
PALS Program, Phase 2	15.7 (A)	16.7 (A)	Identified in the design document: > gender-based disparities in	> promoting equal access by women and men to the benefits of PALS	Continue the strategies, but ensure that they are linked to	**Note** There is a need to substantiate GAD	17.2 (A)

May 2004 to April 2010 A$19.7 million			economic and political control of resources > gender gaps in labour force participation, with women consistently registering much lower labour force participation than men > high maternal mortality rate.	> gender affirmative guidelines regarding participants in program committees (decision making), workshops and training, and in development planning and implementation > deliberately focusing program activities to help promote women's rights > developing capacity to understand and promote gender equality among program stakeholders and staff	key gender issues that the initiative can address; monitor gender equality results. **Challenge**: Will PALS initiatives be sustained by the LGU partners? Only mechanism available to AusAID is post-project evaluation after five years. Another possibility is to include PALS 2 in the initiatives to be visited during the gender analysis activity.	rating using Box 16. Should the next country strategy have a community development focus, it will be important to come up with a GAD checklist for community development projects. How to capture gender results in the activity completion report: > write up women's and men's participation in decision-making, rights, access > provide numerical indicators (trends) and deal with attribution issue.	
National stability							
ACT for Peace (the Philippine Government-UN-multi-donor program), 2005–10 A$17 million	11.7 (B)	12.7 (B)	Gender concern identified in the project design document: Women and girl children and youth victims of the conflict have different needs from the men, boy children and youth.	In 2008, the program began to actively address gender concerns in peace building and conflict transformation by: (a) promoting gender equality; (b) advocating gender mainstreaming in all program components and management processes; and (c) capturing and sharing key lessons learned on gender and peace building. Gender mainstreaming activity in 2008 took the form of the conduct of gender sensitivity and mainstreaming workshop, which resulted in the formulation of the program's GAD Framework for Peace.	**Possible next steps:** require the partners to monitor against the Gender Mainstreaming Plan that was part of the AWP for financial year to be in full. 2008–09 **IPR** IPR for ACT for Peace, SPIM, and Mindanao Trust Fund scheduled for Nov. 2009. For ACT for Peace, the IPR focus will be extension and concept for next phase. Not sure whether gender is covered in the IPR terms of reference. **Needed gender action by**		ACT for Peace (the Philippine Government - UN-Multi-donor program), 2005–10 A$17 M

					Post		
					Check how gender will be handled in the IPR; and by whom.		
					Make sure the IPR will cover key gender questions that are contextualised for the various initiatives.		
					Check whether Post's Gender Focal Person can be part of the IPR for SPIM and Act for Peace.		
					New projects include two new approved initiatives (training for the military) that certain NGOs are going to conduct—possible entry points for gender equality interventions.		
					Needed gender action by Post		
					Post to provide briefing on AusAID's gender equality policy.		
					Facilitate the NGOs' preparation of the GAD checklists (design and PIMME) for these two initiatives.		

| Mindanao Trust Fund-Reconstruction and Development Program

2004–10

A\$ 0.7 million Australian Government | 17.8 (A) | 12.0 (B) | > Gender concerns identified in the joint needs assessment :

> Women play a critical role in the survival of their families and there is a need to undertake programs to reduce the workload of women to enable them to participate more fully in community activities alongside the men.

> Need to provide women of all ages with potential for leadership with training in skills needed to lead and manage rehabilitation and development programs.

> Need to support the building of organisations and networks among women to increase opportunities for peace building and social cohesion.

> Need to ensure women are in formal positions in designing and implementing healing and reconciliation programs.

> Need to increase access to livelihood assistance and provide child-care during training sessions.

> Need for functional literacy training for women and scholarships for their children.

> Need to enhance the potential for health by establishing water systems near the home and introducing effective nutrition program and psychosocial services.

> Prevent violence against women and children. | > A joint needs assessment was undertaken in 2004–05, which covered gender and wherein gender was a subsection of the Human Development Section of the joint needs assessment report.

> A gender specialist was hired by the World Bank.

> Targeting of women and young men in the Learning Livelihood and Food Sufficiency Component.

> Drafting of a Gender-Responsive Peace-building Training Manual (being re-written with Islamic inputs)

> Promotion of participation of women in the Bangsamoro Development Agency and project activities. | Follow up on Mindanao Trust Fund outputs and check on gender equality and gender equity messages; check how the M&E system that has been developed has incorporated gender equality and equity. | ON HOLD; but IPR scheduled for November 2009. | |

SSPIM 'Another Mindanao is Possible!' June 2005 to June 2011 A\$2.0 million	16.6 (A)	17.4 (A)	> Women suffer most in situations of poverty, poor governance and armed conflict. > Hunger felt more by Mindanao women. > Whole of Mindanao suffers most in simple and functional literacy > Political office continues to be the domain of men. > Gender based violence. > Access to resources and benefits by women and girls among the marginalised sectors, including Indigenous peoples. > Limited participation of women in decision making and peace processes.	> Formation of Mothers for Peace Movement and Peace Circles to expand and consolidate women peace constituency. > Convening of conferences, such as the Kamindawanan Conference of Women on Peace and Multiculturalism, and the Mindanao Young Women Leaders' Conference, to forge a peace and development agenda. > Conduct of a peace and conflict assessment to determine the effects of the conflict and the effects of the program on conflict. > Establishment of a Mother Peace Fund to provide resources to poor women and their communities. > Festivals to influence key players on peace and development. > Regular collection and dissemination of data on Mindanao women in work for gender, peace and development. > Campaigns against violence against women, rido and disarmament. > Investment and economic empowerment of women and girls as a strategy to reduce poverty and promote women's participation in politics.	On the Mindanao Commission on Women project: continue as designed, but check how implementation has been affected by the recent conflict in Mindanao.	See entries for Act for Peace.	
Disaster Preparedness and Response -- READY, with UNDP and the National Disaster	3.8 (D)	READY: 6.9 (C) PNRC: 8.2 (B)	No gender issues identified in the design document.	Efforts to mitigate disasters, particularly for the READY project, will be put in the work planning for the next year. .	Get gender equality/equity(including gender training) in next year's work plan. Need to periodically monitor progress on plans made in	Gender and DRRM session (12 August 2008) with the National Disaster Coordinating Council, attended by a number of gender equality focal persons; conducted by Badette and Sharon (immediate	

Coordinating Council A$2.5 million --Community-based disaster management, with the PNRC June 2006 to June 2011 A$0.8 million		Average: 7.5 (C)				December 2008. Need for the inclusion of gender-related questions in the MTR and M&E terms of reference.	result: beginning appreciation). However, promised allocation for GAD activities not made by all SCAN agencies. Mid Term Review from 15 September to 15 October 2009.	
Health							
Support to UNICEF's 6th Country Program for Children July 2005– December 2009 A$22.8 million	14.0 (B)	12.9 (B)	Persistently high malnutrition rates, with gender differences depending on age cohorts. High numbers of pregnancy and childbirth-related deaths Low access to early childhood care and stimulation, especially among inaccessible communities, including Indigenous peoples. Increasing numbers of children in need of special protection—child labour, particularly among boys; and child trafficking among girls.	> UNICEF's Sixth Country Program for Children aims to reduce malnutrition rates in boys and girls in target areas by at least 20 per cent including through micronutrient supplementation and deworming activities. > UNICEF is refocusing its program to contribute to maternal and neonatal mortality reduction (MDGs 4 and 5) under a Joint UN Maternal and Child Health Strategy. > The Sixth Country Program for Children is refocusing its maternal and child health intervention through a UN Joint Maternal and Child Health strategy that hopes to contribute to an increase in the: > percentage of pregnant women having at least four antenatal care visits, from 70 per cent (National Demographic and Health Survey 2003) to 80 per cent > percentage of skilled birth attendance	Issue: lack of access (equally by girls and boys?) to early childhood care stimulation, especially in inaccessible communities and Indigenous populations; UNICEF needs to consider reduction of disparities by gender and ethnicity in AusAID program areas, along with reduction of disparities between local and national figures. Follow up on results of training. Ask if there are national standards for 'early childhood care stimulation'; measures of results as per the Sixth Country Program for Children (gender-differentiated?).	The access issue is being addressed through home-based ECCD. Now, enrolled 10 000 children in 10 provinces in Mindanao, and training of parents on home-based ECCD UNICEF continues to monitor gender disparities between girl and boy children for certain components (education and child protection) but not for others (such as health).	A Boosted by refocusing health component (18.5)

				and facility-based births from 40 per cent (National Demographic and Health Survey 2003) to 80 per cent > percentage of fully immunised children from 70 per cent (National Demographic and Health Survey 2003) to 95 per cent > the number of boys and girls (through the Sixth Country Program for Children) provided with protective services, including those affected by abuse and exploitation.		
With UNFPA Advocating for a Stronger, More Responsive Population and Reproductive Policy and Program June 2005 to December 2008 Institutionalising adolescent reproductive health (ARH) through lifeskills-based education June 2005 to December 2009 A\$2.5 million	15.7 (A)	12.4 (B)	> High fertility rate (3.4 births per woman). > High maternal mortality rate (172 per 100 000 births). > Absence of national law and local legislation supporting safe motherhood. > Unequal gender relations, which leave women with few options in determining the number of children they desire; and high unplanned pregnancies. > Lack of access to information on reproductive health.	> National and local advocacy promoting reproductive health, including ensuring local funds are available to support reproductive health activities. > National and local advocacy on empowerment of men and women in determining reproductive health services fitted to the needs of their family. > Programs that support integration of ARH in non-formal education for out-of-school youth; teen wellness centres addressing ARH needs; and empowerment of LGUs in drafting and passing reproductive health-supportive legislation.	Relevant gender issues noted: high mortality and childbirth-related problems. AusAID needs to monitor the project against its GAD deliverables and discuss these with UNFPA and its implementing partners. The national RH bill deliverable is beyond the control of the UNFPA project. This should not be cause for penalising the project in the PIMME GAD rating.	**Status** To be completed in 2009. UNFPA advocacy deliverables: local-level deliverables (local resolutions on ARH and RH, plus local budget for ARH/RH) completed, but not the national level (RH bill). ARH curriculum—difficult to be get Presidential Commission on Value Formation support re approval of ARH curriculum for national rollout, but in 10 provinces, these have been done. Because of this, UNFPA (RH), UNICEF (child delivery services plus IMR), and WHO (part of joint program) are improving service protocol re child delivery). Also a new program (UN joint program, led by UNFPA) on maternal, newborn and child health (MDGs 4, 5 and 1); and additional A\$2 million each for UNFPA and UNICEF for financial year 2008–09 to help them transition	

						to a UN Joint Program.	
Rollback malaria in Mindanao (with WHO) Rollback malaria project 2004–07 Expansion and consolidation phase 2008–11 Original—A\$2.9 million; expansion—A\$4.5 million	13.6 (B)	12.8 (B)	No gender analysis, but cited the following issues: > high vulnerability of pregnant women and of women with young children > importance of *barangay* health workers in the campaign, the majority of whom are women > higher vulnerability of forest workers, many of whom are men.	> No formal GAD strategy, except for provision of treated bednets to pregnant women. Rollback malaria has developed a special net, meant for pregnant women. The program also provides pregnancy kits (containing an olyset net, 100 tabs of ferrous sulfate (iron), 1 dose of albendazole (deworming), a mother and child booklet and malaria information). > During Border Malaria Operations or scheduled health missions in far-flung conflict affected areas, various health programs work together and offer an integrated health service to the rural poor and Indigenous populations and the following package is given to both men and women: Vitamin A supplementation, immunisation, pre- and post natal care (for women), tuberculosis sputum and stool examination, dental clinics, blood test for malaria and Filariasis, bednet distribution and re-treatment, etc. > Gender (and age group): disaggregated data available at the point of routine data collection, and both PhilMIS and the M&E framework provide for stratified analysis by gender (see note 4, below). > Surveys (including bednet coverage and use) will include a gender variable and whether a female respondent is pregnant. Periodic evaluations will also address gender as a potential factor influencing vulnerability to malaria.	WHO needs an operational GAD strategy for the initiative, and to broaden GAD view of the project beyond just the treated bednet and kit for pregnant women and children.	Gender workshop during the first quarter of 2009.	

Notes:

1. Some of the gender equality results from the BEAM project are:

> Looking at the participation rates in BEAM activities, the database shows that 74 per cent of all participants are in BEAM-supported trainings.

> Women comprise 65.5 per cent of BEAM senior management and staff in all components of the project.

> Active integration of gender equality is in the workplace.

> More girls in remote and isolated communities were able to obtain pre-school education through the BEAM-supported early child education classes—risks for young girls reduced because they are now able to attend the early child education classes at the Community Learning Centers established right in their community.

> About two thirds of participants (beneficiaries) in functional literacy classes supported by BEAM are mothers or sisters of the children.

> A large number of school leavers and dropouts are boys forced to work due to poverty and conflict and related peace and order issues. Through the Non formal Education Accreditation and Equivalency program of DepEd – BALS, a large number of OSYs have been assisted to either re-enter formal schools or obtain gainful employment because of the credentials and additional qualifications obtained from this program. The majority of the learners in the A&E classes are young men (60 per cent) although a large number of young women (40 per cent) were also able to benefit from the program.

> Distance from public schools, poverty and other related factors contribute to a large number of young pupils not continuing their schooling. In the four communities where BEAM is piloting a distance learning program, more young girls have completed Grades 3 and 4 through a distance learning program and have now proceeded to Grade 5 in public schools. The program has also contributed to delaying the marrying age of girls and therefore lessened the risks associated with early marital and reproductive wellbeing.

2. The LAMP2 gender policy statement is as follows: GAD shall be pursued as part of the overarching principles of the project, encompassing both its internal (organisational) and external (field) operations:

   a. equal rights of women and men to land ownership shall be explicitly recognised in land titling and registration procedures

   b. land records of all land administration agencies shall be sex-disaggregated

   c. LAMP2 shall advocate for gender sensitive LAM (land administration and management) laws

   d. LAMP2 shall facilitate the equal representation of women and men in all activities of the project

   e. the use of alternative dispute resolution processes in addressing conflicts related to land administration and management shall be promoted, whenever appropriate

   f. gender mainstreaming in LAM shall proceed from the conduct of gender analysis, and accomplishments shall be regularly checked through the measurement of gender sensitive monitoring and evaluation indicators.

   g. gender-fair language shall be used in all documents, including information, communication and education materials

   h. gender mainstreaming in LAM shall be undertaken in convergence with other GAD advocates from the government and civil society organisations

   i. adequate resources shall be allocated for GAD activities.

3. With respect to the Philippines – Australia Community Assistance Program, no systematic study has been done to assess the gender equity impact of the program. Given the resources, such an assessment would be useful particularly as it could inform future project design activity.

4. R. Condon's paper on integrated M&E for the national malaria control program in the Philippines discussed the gender issues as follows:

> Economic and social roles, which are partly based on gender, can influence the exposure of men and women to mosquitoes, their access to prevention and their treatment-seeking behaviour.

> Biological susceptibility to malaria also varies according to gender. Women may have a poorer nutritional status than men, while pregnancy (especially a woman's first pregnancy) makes women more vulnerable to malaria and its complications (for example, anaemia) and more susceptible to severe and complicated falciparum malaria.

APPENDIX G: SAMPLE QUALITY AT IMPLEMENTATION ENTRIES, 2007–09

Before August 2008	2009
BEAM	
October 2007 **No rating**. Gender is mainstreamed into all aspects of the project to ensure both men and women benefit equally, including training staff on gender sensitivity. All BEAM activities and materials are planned, implemented, monitored and evaluated on the basis of gender analysis. **Action to be taken:** No entry	**February** GAD score for project implementation is 16.5, making BEAM gender responsive. A gender coordinator is funded by the project to work with the different components on mainstreaming gender through gender analysis per component and developing gender strategies as part of the annual planning process. BEAM-implementing staff also benefit from gender training. Data disaggregated by sex are used to plan, implement and monitor activities. An analysis of roles, needs and interests of men and women, boys and girls are used to mainstream gender into all activities. **Action to be taken:** No entry
March 2008 **No rating.** Gender is mainstreamed into all aspects of the project to ensure both men and women benefit equally including training staff on gender sensitivity. Disaggregated gender data are used to plan, implement and monitor activities. An analysis of the roles, needs and interests of both men and women, boys and girls are used to mainstream gender into all activities. **Action to be taken**: No entry	**August** **Rating:** 6. GAD score for project implementation is 16.5, making BEAM gender responsive. A gender coordinator is funded by the project to work with the different components on mainstreaming gender through gender analysis per component and developing gender strategies as part of the annual planning process. BEAM has been proactive in designing and implementing an inclusive and gender-responsive strategy. BEAM has successfully introduced gender considerations in a range of areas including, but not limited to: > training on gender inclusiveness for BEAM trainers to ensure gender issues are reflected in training and learning guides > ensuring gender issues are addressed in teaching and learning practices, thereby increasing teacher understanding of, and sensitivity to, gender-related matters > providing breast-feeding facilities in Accelerated Teachers Education Program > providing additional toilet facilities in schools after this was identified as a problem for female students > ensuring gender-related activities are included in project plans > focusing on access of girls to school through Arabic Language and Islamic Values Education > ensuring a high percentage of those included in training or in receipt of scholarships are women. **Action to be taken:** Initiative manager to share BEAM's gender strategy and activities with other initiatives as best practice.
LAMP2	
April 2008 **No rating.** AusAID's gender adviser noted that LAMP 'could do more to integrate gender quality.' This observation was strongly refuted by the project staff and the managing contractor. Supporting documents were provided as evidence to the contrary. In fact, the World Bank congratulated the LAMP II team on its comprehensive social development and gender framework. **Action to be taken:** Post to review gender report and forward to AusAID Canberra for possible publicity.	**July** **Rating**: 5. The Social Development and Gender Framework for LAMP2 has partnership and gender as key elements. It has a gender adviser and gender focal persons. LAMP2 conducts regular gender training for all project management and staff. The objectives and M&E incorporate gender-related issues and indicators. All reports, terms of reference, studies, field operation manuals and draft bills incorporate gender-related concerns. Progress includes: > technology and systems to capture sex-disaggregated data for the project > land adjudicators continue to inform women of equal access and ownership rights to land > within 40:60 ratio of access of services in OSS and community participation > tenancy studies look into gender-related issues in the context of tenancy arrangements > a gender audit is proposed to assess the level of impact of the project in addressing gender-related concerns. **Action to be taken:** AusAID to ask the managing contractor to ensure there is transfer of expertise and skills by the gender adviser to the Philippine Government counterpart for the latter to take on the responsibility of looking after gender aspects and issues of the project.
PEGR	
March 2008 **No rating.** The facility attempts to mainstream gender in the design of reform agenda activities,	**July** **No rating.** PEGR is mainly concerned with enhancing systems, policies, procedures and capacity of government institutions and the Philippine Government personnel. Its

Before August 2008	2009
but it is a theme difficult to integrate and capture given the facility's nature of engagement on broad economic reforms **Action to be taken:** PC will explore further relevant options in mainstreaming gender into the policy and regulatory arena, in particular, infrastructure governance reform.	engagement is on broad economic reforms and development of analytical and high-level policy reforms on infrastructure and public financial management. Thus, GAD concerns are either integrated into the PEGR's management operations or encapsulated in the reform agendas. PEGR has an internal specialist on GAD who ensures that GAD is mainstreamed across relevant reform activities. Where appropriate, GAD principles have been stipulated in the design of reform activity (that is, the national transport plan). Specifically, this reform initiative will conduct gender analysis of the transport sector to inform the transport policy framework in accordance with the harmonised guidelines on GAD, a the Philippine Government tool which aims to integrate gender concerns in development programs and projects. The Philippine Government has a strong policy framework on GAD, as demonstrated by the formulation of the following laws and policies: Women in Development and Nation Building Act and the Harmonized GAD guidelines for project development, implementation, monitoring and evaluation. The Philippine Government is working to ensure the budget process is gender-responsive. Some positive gains were attained in this area. For example, the annual budget call requires agencies to formulate their GAD plan and budget on the use of their five per cent GAD budget allocation. But effective compliance is still weak. The formulation of new OPIF policy guidelines could pave the way for a more gender-responsive performance budgeting (that is, gender disaggregated major final outputs and performance information) to contribute to addressing gender disparities. It is still a challenge, though, for various agencies to develop projects and activities that actually correct gender inequality. Meanwhile, on capital works programming, NEDA is yet to incorporate PEGR's recommendation to include gender diagnostic in the Philippine Government's interagency investment evaluation guidelines for new major project proposals. *Based on the Philippine Government's Harmonized GAD Guidelines, PEGR has the following ratings: monitoring and evaluation = 1.25/12; project management = 3.99/8; and project implementation = 4.16/20. These are low. While there is minimal opportunity in the last seven months of PEGR's life to dramatically improve these ratings, M&E will be revisited.* **Action to be taken:** Continue to engage with subcontractors and DBM to ensure that the principles of GAD are mainstreamed into project outputs. Although the Philippine Government gender budget policy is strong, functional embedding of any policy based budgeting (including medium-term expenditures framework and OPIF) will not be fully realised until basic public financial management systems that allow for reporting on budget execution are in place.
ACT for Peace	
October 2007 **No rating**. Gender concerns are addressed in planning and monitoring to insure the project benefits both men and women. Specific interventions for women are on integrated health services, violence against women, etc. **Action to be taken (general for all cross-cutting issues):** The program needs to incorporate appropriate indicators for reporting on progress on these commitments (including gender equality).	**January** **No rating.** There was mention of 'gender' in the design document but no strategy for pursuing this outside component 2 of the program. The program's gender mainstreaming framework has recently been completed and efforts are underway for implementation of system and tools. **Action to be taken (general for all cross-cutting issues):** The program's M&E is to incorporate these elements and report on progress on these commitments and efforts. **August** **No rating:** Gender mainstreaming is embedded in the program's strategic framework which encompasses both men's and women's issues in relation to conflict transformation and addressing both their practical and strategic needs. The gender mainstreaming framework has been developed while its tools are for roll-out to program staff and implementing partners in the third quarter of 2009. **Action to be taken:** AusAID will update gender assessment done of the program in 2007 to serve as basis for monitoring compliance to gender and development guidelines of AusAID which is consistent with that of the Philippine Government's.

APPENDIX H: GENDER ANALYSIS OF THE EDUCATION PILLAR

Background

The Philippine Constitution mandates free basic education for all. To achieve this, the government allocates a large portion of its education budget to elementary education, although the share of the DepEd of the national budget has steadily declined over the years, from 16 per cent in 1998 to only 12 per cent in 2007. This is well below the internationally recognised 20 per cent investment benchmark (Asian Development Bank and others 2008:54).

Moreover, as the MTPDP 2004–10 has noted, 89 per cent of the DepEd budget goes to salaries and other personnel benefits; seven per cent to maintenance and other operating expenses, which include expenditures for developmental purposes (attendance in training and purchase of instructional materials); and 4 per cent to capital outlay (such as purchase of computers. In 2006 the budget allocated for development expenditures has increased to almost 15 per cent.

The budget has not kept up with the rapid population increase, averaging about 2.3 per cent annually. The MTPDP acknowledges this problem and cites it as contributing to the persistent deterioration of the quality of basic education in the Philippines, particularly in public schools. It has also constrained the provision of a healthy, safe and adequate teaching-learning environment for children.

The chronic underinvestment in basic education has caused public schools to pass on some of the costs to parents. With at least a third of families living in poverty, expenses related to school projects, lunches in school, and transport make it untenable for parents to keep all their children in school. The need to deploy family members to work and bring in additional income has also caused children, particularly boys, to leave school.[20] Once earning an income, school leavers may choose to skip school every now and then, or to stay out of school altogether (Illo and Engracia 1998).

Girls and boys are socialised to work in different ways. Gender role expectations and parental fear about the vulnerability of their girls to sexual assault tend to constrain the movement of girls to an imaginary grid around the home, ensuring that girls will be available for domestic work. Meanwhile, boys are instructed to help in the rice fields, join in on fishing trips, go down mining holes and perform other jobs. This gendered socialisation would shape the ways in which children are drawn into both hazardous and nonhazardous occupations even before they leave puberty. This would also be the standard reason parents and teachers give when asked why boys and girls drop out of school.

In many parts of lowland, Christian, Philippines, Filipino parents value the education of their daughters as that of their sons.[21] (Parental preferences may be different among Indigenous peoples and Muslims.) Among poor families who can ill afford to keep their children in school, boys' indifference to learning and their more varied earning opportunities make them likely candidates to be withdrawn from school, rather than girls who tend to be more conscientious and less useful on the farm. Girls who skip school

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20 DepEd statistics for 2005–06 indicates that access to education differs between males and females, with males generally faring worse in terms of enrolment at secondary level (64.6 per cent girls, 61.7 per cent boys), cohort survival (almost 10 per cent lower in primary and 14 per cent in secondary) and completion rates (10 per cent lower in elementary and 16 per cent in secondary). Boys' dropout rate in secondary school is twice that of girls. The 2008 Joint Country Gender Assessment notes that women outnumber men in tertiary education enrolment, but gender stereotyping persists in their chosen areas of study and the trend of girls outperforming boys is reversed here (ADB and others 2008).

21 Agnes Quisumbing (1994) argues that among farming families, parents may in fact prefer to educate their daughters more than their sons, who are expected to inherit land that they can farm.

are often left at home to care for their younger siblings, or, as discovered during visits to STRIVE sites, to 'get married', a euphemism for being pregnant.

The AusAID program

The Australian aid program in the Philippines is supporting improvements in the country's education system by providing resources for the education sector, including increased sector expertise and policy engagement. These resources are coursed through three interrelated initiatives. One is the Philippine Basic Education Reforms (SPHERE) Trust Fund. In partnership with the World Bank, SPHERE supports the Philippine BESRA and focuses on improving planning and financial management systems in the DepEd, supporting schools to implement school-based management that is accountable to local communities, and increasing the number of qualified teachers in English, Science and Mathematics. It will also be supporting other components of BESRA. Another initiative is the Education Performance Incentives Partnership that leverages changes in critical business processes in DepEd as part of BESRA.

The other two initiatives are BEAM and the STRIVE. Both in their second stage, BEAM aims to improve the quality of basic education and to increase access for disadvantaged and remote children, particularly those from Indigenous and Muslim communities; while STRIVE will build on the achievement of the first phase and support the implementation of BESRA.

Gender initiatives, results and challenges

Years before BESRA, DepED has been consistently collecting and reporting sex-differentiated education indicators. It has invested in a series of gender training for its staff and teachers, and sought to remove sexist biases in the curriculum and instructional materials. It supported the development and pre-testing of GAD exemplars, but these have yet to be mass produced and distributed among teachers. DepEd has incorporated GAD considerations into the evaluation of commercially-produced textbooks and supplementary learning materials, and included the discussion of gender (as part of social context of learning) in pre-service, induction and in-service trainings for teachers. DepEd has also reportedly developed six core messages on gender fair education, that include: (1) shared parenting; (2) shared home management; (3) shared decision making; (4) equalised opportunities; (5) equalised representation and enhanced participation of women in public affairs (electoral politics, bureaucracy, NGOs, and business); and (6) elimination of all forms of violence against women. According to DepEd, these concepts have been used to evaluate educational curricula, textbooks and other instructional materials since 1995.[22] A review of SPHERE and fieldwork in STRIVE areas in July 2009 suggest that these 'GAD efforts do not seem to have spread throughout the Department, or to be known to the regional, division or district offices beyond gender focal persons. Nor are these being systematically considered in discussions of the BESRA Technical Working Groups. SPHERE and STRIVE, however, are in a position to change this'.

In contrast, BEAM has developed tools that incorporate gender considerations and that have since been adopted by DepEd and rolled out a revised form to other regions. One such tool is the National Competency-Based Teachers Standard. It includes strands and sub-indicators that deal with gender equality or fairness. An example is Strand 2.1 (creates an environment that promotes fairness) of Domain 2 on Learning Environment, which has two indicators explicitly mentioning gender as a possible important point of diversity among learners—2.1.1: Maintains a learning environment of courtesy and

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[22] Comments from DepEd and Cleofe Velasquez-Ocam, gender focal person, at the National Stakeholder Consultation in Tagaytay City on 1 April 2008; as reported in Paradox and Promise, p. 54.

respect for different learners (for example, ability, culture and gender); and 2.1.2: Provides gender-fair opportunities for learning. In addition, other strands in Domain 2 and in other domains (such as Domain 3: Diversity of Learners) specify competency areas that implicitly require teachers to adopt their teaching methods and materials to different types and circumstances of learners.

BEAM has also engaged and trained local DepEd staff and public schoolteachers to develop affordable learning materials that are non-discriminatory and culturally sensitive; and to train teachers to use them. While BEAM may have produced progressive learning materials, teachers may not be adept at processing children's outputs (from group activities), or of explaining gender-fair messages in learning materials, as was evident during school visits and conversations with teachers. To be weighed against this and other shortcomings of BEAM are its many benefits. As one BEAM specialist explained:

> In our desire to develop the critical thinking of the teachers so that they may become good mentors to the children in ARMM, we have integrated literature that would talk about Gender Equality, such as local stories that contains the value of respect for everyone's rights and have boosted the morale of Muslim Women by giving recognition to their achievements. In every session/module, we have incorporated some activities for gradual unfolding of challenges where women are required to portray a specific role and that male are given opportunity to portray another role rather being served and followed. During the last quarter of the two-year period of the ARMM Reading Program, women's perspectives had been reshaped and paradigms gradual shifted. Women started to lead the prayer, lead the group, report group's outputs but over and above all these, WOMEN SPOKE and ASSERTED that it should be so timely that women should become open to the WIDER WORLD, that they should not be restrictive of their culture and they should also learn how to assimilate and respect the different culture and norms.

BESRA and the Australian education initiatives operate in a context where at least a third of the population lives below the poverty line (NSCB 2008). STRIVE operates in an area where three provinces are among five of the country's poorest (by magnitude) while the BEAM coverage includes four provinces among the five poorest by incidence. Their Australian Community and Civil Society Strengthening Scheme programs help to keep children in school through various ways, including feeding programs, often linked with food production and part-time work in the school, and alternative delivery systems. At an institutional level, DepEd has purposively focused on boy school leavers when it launched its Dropout Reduction Program at both elementary and secondary level.

Outside the Australian Community and Civil Society Strengthening Scheme areas, the dropout problem is reportedly being addressed through the school based management program as part of the school improvement plan. Sensitivity to the gender needs of learners, teachers and staff has been noted in some areas. In some schools in BEAM area, for instance, breast-feeding facilities have been installed. In others (BEAM and STRIVE), additional toilet facilities were provided after this was identified as a problem. Through Arabic Language and Islamic Values Education, access of girls to public school has been improved. *Despite these inroads, a challenge remains for school-based management and school-level initiatives formulators: conduct of a simple gender analysis in the scanning of school and community problems, and an incorporation of gender-aware planning perspective. How these capacities can be developed can be a question that can be explored by SPHERE, in a systemic way, or by STRIVE and BEAM, in their respective areas of operation.*

To sum up, the Australian aid to the education sector in the Philippines has made a few important contributions to promote gender equality within BESRA. It has also laid the foundation for better access to education—and in some places, to gender-fair, and children-friendly—education of girls and boys from disadvantaged areas.