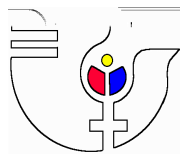


PHILIPPINE RESPONSE TO UN-CSW QUESTIONNAIRE ON PFA IMPLEMENTATION (Three Years After Beijing, 1995-1998)



**National Commission on the Role of Filipino Women
Philippines 1999**

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References

CPP-NPA	- Communist Party of the Philippines-New People's Army
CRM	- Coastal Resources Management
CSC	- Civil Service Commission
CWC	- Council for the Welfare of Children
CYRS	- Children and Youth Relations Section
DA	- Department of Agriculture
DAO	- Department Administrative Order
DAR	- Department of Agrarian Reform
DBM	- Department of Budget and Management
DCI	- Defense for Children, International-Philippine Section
DECS	- Department of Education, Culture and Sports
DENR	- Department of Environment and Natural Resources
DFA	- Department of Foreign Affairs
DIC	- Decorum and Investigation Committee
DILG	- Department of Interior and Local Government
DOH	- Department of Health
DOJ	- Department of Justice
DOLE	- Department of Labor and Employment
DPWH	- Department of Public Works and Highways
DSWD	- Department of Social Welfare and Development
DTI	- Department of Trade and Industry
ECCD	- Early Childhood Care and Development
ECMI	- Episcopal Commission on the Case of Migrants and Itinerants
EO	- Executive Order
EP	- Emancipation Patents
ERDB	- Environmental Research and Development Bureau
FARE	- Food and Agriculture Retail Enterprises
FELP	- Functional Education and Literacy Programs
FLEMMS	- Functional Literacy, Education, Mass Media Survey
FP (Gender)	- Focal Point
FP	- Family Planning
FWCW	- Fourth World Conference on Women
GAD	- Gender and Development
GDI	- Gender Development Index
GDP	- Gross Development Product
GEM	- Gender Empowerment Measure
GNP	- Gross National Product
GOCC	- Government Owned and Controlled Corporations
GOP	- Government of the Philippines
GSIS	- Government Service Insurance System
GST/GRP	- Gender Sensitivity Training/Gender Responsive Planning

HAIN	- Health Action Information Network
HAVEN	- Hospital Assistance for Victims of a Violent Environment
HB	- House Bill
HIV	- Human Immuno-deficiency Virus
HRD	- Human Resource Development
HUDCC	- Housing and Urban Development Coordinating Council
IAC	- Inter-Agency Committee
ICPD	- International Conference on Population and Development
IDD	- Iodine Deficiency Disorders
IEC	- Information, Education and Communication
IFAP	- International Federation of Agricultural Producers
ILO-IPEC	- International Labor Organization - International Program on the Elimination of Child Labor
IO	- International Organization
IPM	- Integrated Pests Management
IQ	- Intelligence Quotient
IRA	- Internal Revenue Allotment
IRR	- Implementing Rules and Regulations
ISKOLAR	- Integrated Sanggunian Kabataan Organizational Leadership and Reorganization
IST	- Industry, Science and Technology
IUD	- Intra-Uterine Device
KC	- Kapanalig Circles
KRA	- Key Result Areas
KSBP	- Kabuhayan sa Barangay Project
LAMP	- Livelihood and Aqua Marine Productivity
LBM	- Local Budget Memorandum
LBP	- Land Bank of the Philippines
LGU	- Local Government Unit
MAIN	- Migrants' Advisory Information Network
MAIS	- Migrants' Advisory Information System
MASA	- Marginal and Poverty Stricken Areas
MC	- Memorandum Circular
MCH	- Maternal and Child Health
MCIHDC	- Multi-sectoral CoDevatorRo.9(niPov)-4.9(e)-0.8(rtyGov)-5a2 InteGovon

R	
RA	- Republic Act
RH	- Reproductive Health
RIC	- Rural Improvement Club
RTI	- Reproductive Tract Infection
SBM	- Sagip Batang Manggagawa
SDC	- Social Development Committee
SEC	- Securities and Exchange Commission
SIBOL	- Sama-samang Inisyatiba ng Kababaihan sa Pagbabago ng Batas at Lipunan
SME	- Small and Medium Enterprises
SPES	- Special Program for Employment of Students
SRA	- Social Reform Agenda
SRC	- Social Reform Council
SSS	- Social Security System
STD	- Sexually Transmitted Diseases
TESDA	- Technical Education and Skills Development Authority
TT	- Tetanus Toxoid
TULAY	- Tulong Alalay sa Taong May Kapansanan
TVET	- Technical/Vocational Education Training
TWG	- Technical Working Group
UN	- United Nations
UNDP	- United Nations Development Program
UNICEF	- United Nations Children's Emergency Fund
VAW	- Violence Against Women
VAWC	- Violence Against Women and Children
WAND	- Women's Action Network for Development
WAP	- Work Appreciation Program
WEDC	- Women in Especially Difficult Circumstances
WEED	- Women Workers Employment and Entrepreneurship Development
WHPDD	- Women's Health, Population and Development Desk
WID	- Women in Development
WISE	- Work Improvement in Small Enterprises
WLB	- Women's Legal Bureau
WSAP	- Women Studies Association of the Philippines
WSSD	- World Summit on Social Development
WWSF	- Women's World Summit Foundation

INTRODUCTION

What has happened in the Philippines three years after Beijing? What significant measures were adopted? How has the Beijing Platform for Action (PFA) influenced the national plans, policies, programs and projects of the government? What has been the effect, in general?

The National Commission on the Role of Filipino Women (NCRFW), which serves as the national machinery for women's advancement in the country, monitored the actions taken by government and its partners during the three years that followed the Fourth World Conference on Women (FWCW). During the past two years, NCRFW published annual PFA implementation reports that provide an overview of policies, programs, and institutional mechanisms set in place to implement the 14 specific commitments and the strategic objectives outlined in the 12 areas of cent enof cth-8.6(fnt 3)-10(PI)7.4(A .]

National Machineries for the Advancement of Women in the East and Southeast Asian Countries held in Tokyo, Japan last June 17-19, 1999. This technical paper entitled Philippine Response to the UN Questionnaire on the Implementation of the Beijing Platform for Action appears as Annex A of this report. It is to be emphasized as an annex to the main report, the technical paper reinforces the crucial concern of wide implementation of PFA commitments across the global arena.

The process of formulating the answers to the questionnaire allowed the NCRFW and its partners to reflect on the results of their work in GAD mainstreaming. It also enabled NCRFW to examine its overall strategy from a global point of view. It is hoped that the information provided by this report will help CSW assess the gaps and point out specific areas for further action of UN member States.

PART I:
OVERVIEW OF TRENDS IN ACHIEVING
GENDER EQUALITY AND WOMEN'S
ADVANCEMENT

OVERVIEW OF TRENDS IN ACHIEVING GENDER EQUALITY AND WOMEN'S ADVANCEMENT

1. Three years after the Fourth World Conference on Women in Beijing, the movement to advance gender equality in the Philippines remains vibrant and progressing. The government took immediate steps to carry out the 14 specific commitments and positioned the implementation of the strategic objectives under the 12 PFA areas of concern within the overall framework of GAD mainstreaming, a campaign launched in 1986 to make the government work for gender equality.

admission, training, graduation and commissioning in all military or similar schools of the Armed Forces of the Philippines and the Philippine National Police. The law also secures 5-30 percent of total official development assistance (ODA) for programs and projects or components on women. More importantly, this law provides that “*all government departments and agencies shall review and revise all their regulations, circulars and procedures to remove gender biases therein.*”

17. The role of the NCRFW as catalyst and authority on women's concerns has been widely recognized and its perspective is regularly sought in the formulation of critical policies and programs. Some legislations that are not specifically directed on women, such as the National Anti-Poverty Act (RA 8425), the Migrant Workers and Overseas Filipinos Act of 1995 (RA 8042), the annual General Appropriations Act and the Philippine National Police Reform and Reorganization Act (RA 8551) have carried a gender responsive orientation as a result of NCRFW's direct participation in legislative hearings and formulation of implementing rules and regulations. In line with its effort to mainstream GAD skills in critical bodies, the NCRFW provides training to the permanent staff and secretariat of Congress and developed a guidebook for gender responsive legislation.

18. Years of campaign and advocacy have considerably helped in shaping an improved data system for gender mainstreaming. Agencies conducted their own researches, disaggregated statistics by sex and enriched their data collection in aid of gender responsive development planning. Statistical fact sheets on women in population, health, education, labor and public life were published and disseminated. The main statistical agencies of the government also adopted capability building programs to enhance their ability to support agencies in gender responsive planning.

19. The National Statistics Office (NSO), and National Statistics Coordination Board (NSCB), took the lead in carrying out major projects that respond to the concerns of the PFA. Among these were: (a) the development of methodology to generate statistics on violence against women and children, (b) refinement of existing GAD indicator system, (c) conducting pilot time-use survey toward the development of a framework for measuring women's contributions to the economy; (d) formulating a training program on the use of statistics for gender responsive development planning, and (e) publishing statistical documents.

20. Sex-disaggregation of data resulted in better GAD indicators in the Departments

23. The big bulk of the funds, 87 per cent or a total of P6.731 billion went to direct services and program in the areas of women's health, education, housing, credit facilities livelihood projects, and marketing and training assistance to poor women. These also include activities to integrate GAD in the critical programs and projects of the government such as the Equal Employment Opportunity program of the Department of Labor and Employment and the Comprehensive Agrarian Reform Program (CARP) of the Department of Agrarian Reform, among others. The remaining P1.296 billion, or 13 percent, was spent for programs, projects and activities that will transform institutional mechanisms so that agencies could efficiently deliver gender responsive programs to their clientele. Examples of these are GAD training (GST/GRP), establishment of Day Care Centers, briefing sessions for top officials, strengthening of the GAD Focal Points, review of internal policies and guidelines, setting up of gender-based statistics, development of GAD modules, and participation in pertinent conferences and activities. The second biggest share, totaling P86.4 million, was spent on policy researches that supported the formulation and review of gender responsive policies and plans.

24. Aside from the GAD budget, government set aside at least 20 percent of the national budget to social programs and services that were central to women's lives. Thirty-one percent (31%) of the 1996 national budget was allocated for programs and services on education, health, housing, welfare and employment. In 1997 and 1998, percentages recorded were 32.30% and 33.68%, respectively.

25. Moreover, in pursuance of the Women in Development and Nation Building Act which mandates the allocation of 5-10 percent of official development assistance (ODA) to programs and projects on women, a total of \$477.5 million was committed from 1997-

production, employment and incomes. Unlike other ASEAN countries, however, the Philippine economy managed to demonstrate some resiliency because of policy actions of the Central Bank of the Philippines and the implementation of policies, programs and projects which will help weather the ill effects of the financial crisis.

28. The basic sectors participated in and benefited from various poverty alleviation interventions particularly policy reforms. Policy advocacy was forged through the formulation of the following: Philippine Human Rights Plan 1996-2001, Comprehensive

7882 that provided assistance to women engaged in micro and cottage industries. Also part of the CIDSS was setting up of day care centers in all the barangays. Under the Day Care Service Law (RA 6972), day care centers would give care and social learning opportunities to preschool children while their parents engage in economic activities. As of December 1997, the Department of Social Welfare and Development reported that 34,979 barangay day care centers had been set-up, some 83.40 percent of the total target and that 34,979 social workers were employed in these centers.

c) Progress on violence against women

34. Cases of violence against women, as reported either to law enforcing authorities or in media, rose alarmingly during the three-year period. This cloud of violence, however, had a silver lining. On one hand, it indicated that more victims and survivors were no longer afraid or ashamed to report such cases. On the other hand, VAW had become a national concern that policy makers and program implementors must address.

35. The Department of Social Welfare and Development (DSWD) maintains halfway homes in various regions and women's help desks with 24-hour hotlines in all their regional offices. It reported 41,667 cases of VAW from 1991 to 1997. More than half of these, 59.8 percent, were battery cases. The rest were cases of illegal recruitment, rape, involuntary prostitution, victims or survivors caught in armed conflict, incest and women in detention. In 1998, the DSWD reported that 850 cases of battering has been filed during the first quarter of 1998 alone, followed by rape with 135 cases and incest with 88 cases.

36. Congress passed the landmark Anti-Rape Law (RA 8353). It amended what was once considered as a private offense against chastity to a public crime against person. This means that the victim is not only the one who can file a rape case. The law allows virtually anyone who knows of the crime, such as parents and persons of authority, to file a complaint. Rape was redefined to include other acts of sexual assault that may be committed against a woman or a man. It also implicitly recognized the concept of marital rape when it stated in one of its provisions that the crime of rape is extinguished when it happens within a marriage and the wives forgive the husband. The struggle to amend the anti-rape law to make it more reflective of the experiences of women victims and survivors took almost a decade. Throughout the process, women's groups and NGOs stood at the forefront, patiently engaging the legislators, discussing and debating with them on the surrounding issues, and educating the public on why it was important for women to have a new law penalizing rape.

37. A companion measure to the Anti-Rape Law was the Support To Rape Victims Act (RA 8505). It called for the setting up of women's crisis centers in all the provinces that would extend such services as legal and medical aid, counselling and temporary shelter to rape victims. The Family Court Act (RA 8369), on the other hand, created special courts whose jurisdiction included cases of domestic violence. The Institute of Judicial Administration of the University of the Philippines trained newly-appointed executive judges on the proper handling of VAW cases. A program to train judges for

Representatives and is heading the Committee on Women. One of the Deputy Speakers of the House of Representatives is a woman, another first in the history of the said Chamber.

42. The government also made a conscious effort to see to it that women are represented in various decision-making bodies, especially at the local levels. The

criminal liability to the pimps and producers instead of the prostituted women. The efforts to pass these laws have been continuing even before the Beijing Conference. However, because of the lengthy process by which legislation is passed, the bills that were filed in Congress remain in the process of deliberation.

47. The need for a stronger commitment to allocate a substantial portion of the official development assistance (ODA) funds to women-related projects and programs is another priority concern. Figures show that total available ODA funds intended for women-related projects have declined for the past two years. In 1997, only 11.6 percent (\$ 303.5 million) of the total ODA funds has been allocated for programs and projects which address women concerns. In 1998, the amount totaled 9.96 percent (\$ 174 million).

48. Interventions in the areas of armed conflict, power and decision-making, human rights, environment and the girl-child need to be strengthened. This issue will be addressed in the on-going GAD assessment and planning of the government.

b) Project-driven orientation of approaches

49. Many government actions are seen to be program or project-driven. While this may benefit women in the short to medium-term, their implementation may not be sustained in the long run. This could happen when a particular agency changes its priorities, or when new implementors replace the present ones.

50. There is a need to go beyond programs and projects and ensure that national policies and laws addressing women's concerns are put in place as mandates for future actions. The PFA concerns have to be integrated into the agency's regular functions, rather than be undertaken as special initiatives for the agency's women constituents. This way, programs and projects for women are in line with the agency's own priorities, with clear direction and purpose as to how they are to be implemented. Resources, in terms of funds and staff members who would oversee these programs and projects, would also be guaranteed. And with their integration into the agency's work plan, they become subject to regular monitoring so that their impacts are continuously assessed, and their overall effectiveness is strengthened.

c) Bringing down the PFA to field level operation

51. A challenge to the national leadership is how to make local government units and agencies capable of developing their own initiatives in support of PFA implementation. This is crucial since most of the women targeted by the Platform are found in the local

52. A major challenge would be the government's response to trade liberalization and globalization. These twin trends would undoubtedly continue to influence economic decisions and directions of the government. They would produce winners and losers among the country's economic players, including the workers who would be affected either favorably or adversely by them. The government must be prepared to put in place safety net measures to assist those who would be adversely affected. These may in the form of re-training programs, skills training, job alternatives, or credit assistance, among others. Poverty alleviation programs that benefit marginalized women must also be continued.

e) Enhancing government's response to VAW

53. The government should continue to be a firm ally of women victims and survivors of violence. It is now impossible to put back the shroud of silence surrounding VAW. Yet, there are still insufficient laws that would redress these basic violations of women's rights. There must be more stringent legislation to penalize those engaged in trafficking of women and children, illegal recruitment and undocumented migration. The law on prostitution must be amended to shift criminal liability from the prostituted women to the pimps or procurers. Specific measures should also be legislated to address domestic violence. These must protect not only the legal spouses of the batterers but all abused women in intimate relationships. The implementors should learn how to validate new knowledge and learning, and to process realizations experienced during their implementation. This way, initiatives for women may be redesigned to ensure that they are the ones with the vision and aspirations of the FWCW Platform.

f) Establishing performance indicators and benchmark standards

PART II:
FINANCIAL AND INSTITUTIONAL MEASURES

FINANCIAL RESOURCES FOR THE IMPLEMENTATION OF THE GENDER EQUALITY POLICY

1. The Philippine government recognizes that one of the most reliable measures of political will to implement the Beijing Platform for Action is the amount of funds allocated and spent for its implementation. Along this line, two major mechanisms were adopted. *First*, the annual General Appropriations Acts (GAAs) carried a specific provision containing the GAD budget policy since 1995, the year when the Beijing Platform was adopted. *Second*, the Women in Development and Nation Building Act (RA 7192) directed the allocation of a specific portion of all official development assistance (ODA) funds for programs and projects in support of women and gender-related programs, projects or activities.

A. GAD IN THE NATIONAL BUDGET

2. The national budget, as embodied under the annual GAA, includes a specific GAD budget policy mandating all government instrumentalities to allocate a minimum of five percent of their total annual budget in support of programs and projects for gender equality. The Department of Budget and Management (DBM), in partnership with the national women's machinery, initiated the formulation of the GAD bud(y)20(ma4-0.2(inr)-7.6inF)-1..

8.2.

programs and projects gender-responsive. Technical assistance on developing sound GAD intervention plans shall therefore be continuously pursued.

13. In the meantime, the government also committed to set aside at least 20 percent of the national budget to social programs and services. This initiative promises more benefits for women since social programs and activities are central to their everyday lives and concerns. In 1996, 31 percent of the national budget was allocated to these programs and services such as education, health, housing and employment. Percentages recorded in 1997, 1998 and 1999 amounted to 32.30 percent, 33.68 percent and 33.69 percent, respectively.

B. GAD BUDGET UNDER THE OFFICIAL DEVELOPMENT ASSISTANCE

14. The Women in Development and Nation Building Act (RA 7192) calls for the promotion of women as full and equal partners of men in development and nation-building. This law seeks to operationalize the constitutional provision which recognizes the role of women in nation building and guarantees fundamental equality before the law of women and men. Thus, the law provides that all projects funded under the ODAs shall allocate a substantial portion of the funds (5-30 percent) to programs, projects or activities in support of women's advancement.

15. The National Economic and Development Authority (NEDA) was mandated to monitor its implementation. NEDA accounted that in 1997, the amount of US\$303.50 Million, representing 11.67 percent of the total ODA of US\$2.6 Billion, has been allocated for programs and projects addressing women concerns. In 1998, the amount totaled to US\$174.0 Million or 9.96 percent of the US\$1.8 Billion total ODA funds. Although the recorded figures are minimal, these indicate a growing concern to address gender issues as a priority program area among donor agencies.

16. Programs, Projects and activities funded by the GAD budget under ODA focused on responses to violence and human rights violations against migrant Filipina workers, family health management by poor settlers, water supply and sanitation, advancement of women for peace and development, and hospita403 Tw(y)19O1.1(le)4Tnd

networking and advocacy. ACWCC also conducted a series of women's summit for the formulation of a comprehensive women's agenda and action plan for the city.

D. MONITORING MECHANISMS ON THE GAD BUDGET

22. The strengthening of the national women's machinery in 1995 gave birth to a division

26. In all these, women NGOs play significant roles as lobbyists, advocates and monitor.

They also serve as critique and sources of technical advice to agencies. The Women's Alliance Network for Development, for instance, undertook a project on research and advocacy on the women's agenda and budget. The project assessed experiences in implementing the women's agenda and GAD budget in order to develop a fresh *Women's Agenda and Budget* for advocacy with the new administration. The researches covered national and local experiences, among which were the cities of Bacolod and Naga.

E. OTHER MECHANISMS TO COORDINATE, FOLLOW-UP THE PFA AND

population development, Housing and Urban Development Coordinating Council

35. The Board of Commissioners of the women's machinery is another vehicle for involving women NGOs in the process of following up national actions on the PFA. Presently, out of 27 members, 17 came from the NGO sector. The Board meets every month to discuss and address policy issues confronting the implementation of the country's commitments under the PFA.

36. Another vehicle for NGO participation in monitoring is the Cairo-Copenhagen Beijing Interface (CCBI). This is another network of NGOs and GOs which was formed to coordinate, follow-up and monitor the implementation of the Phil. Commitments to Cairo, Copenhagen and Beijing Conferences. Among its initial efforts preparatory to the Beijing conference is a conduct of a conference, "Paving the Road to Beijing" which aimed at linking the NGO gains from the previous U.N. conferences to ongoing substantive discussions for and during the Beijing conference particularly on the issue of population and health and to identify NGO positions on critical issues on the draft Platform for Action. Right after the FWCW, the INTERFACE drew up a matrix delineating the policy and program initiatives that the Philippines have to pursue to implement its commitments in the PFA. This was used as reference by the national women's machinery in the process of advocating with government agencies corresponding actions on the PFA commitments.

37. NGOs also played a crucial role in the implementation of the PFA. Several consciousness raising or gender sensitization of mostly women development workers and grassroots leaders were conducted. HASIK is an NGO which conducts gender sensitization to men. NGOs also organized women and men around gender issues. Further, in partnership with the national machinery, advocacy campaign were launched which included the conduct of policy research and formulation, lobbying and mass actions toward bringing about policy reforms. The focus of the major legislative advocacy campaigns of NGOs has ranged from anti-rape and anti-sexual harassment to maternal and child care. Other advocacy campaigns that have been waged were on migrant workers' rights and welfare and local sectoral representation. Model building was also pursued by NGOs. This entailed implementing pilot projects that test new ways of integrating women's concern on health system and credit program and pilot testing a community-reaction to counter violence against women.

PART III-A:
**IMPLEMENTATION OF THE CRITICAL AREAS OF
CONCERN OF THE BEIJING PLATFORM FOR ACTION**

1. WOMEN AND POVERTY

1.1. Overview

1.1.1. Poverty remains as the single biggest factor that limits the opportunities of most Filipinos to attain a better life. As indicated in the 1998 Annual Poverty Indicator Survey (APIS) covering 13,487,569 families, almost all participating families were affected by the increased price of food and other basic commodities. With regard to the families in the lowest 40% income strata, eight out of ten families reported the great effect of drought or “El Nino” in their livelihood. Other families reported reduction of wages and/or loss of job within the country. More often, poverty in the Philippines has a woman’s face and is especially felt by rural women. It is often rural women, who, because of their poverty and lack of opportunities in life, become migrants, and risk going to urban areas and foreign lands for jobs. Because of their limited education and skills, most of them are employed as service workers such as entertainers and domestic helpers. The very nature of these jobs make them vulnerable to abuses and exploitation.

1.1.2. During the past four years, responses to this area of concern have been more predominant than the rest of the PFA concern. This is predictable since government attention during this period was fixed mainly at battling the financial crisis that hit the region. The concerns of women were considered in the national anti-poverty agenda, opening avenues for women’s participation, program advocacy and resource mobilization. On the whole, however, observable impacts on women’s lives, especially poor women, remain elusive and shall continue to be a major concern of the present administration.

1.2. Policy and institutional developments

1.2.1. The Social Reform Agenda (SRA) serves as the government’s main program to alleviate economic deprivation and eventually liberate poor Filipinos from the ratchet of poverty. This program recognized women as the poorest in the society and among those who are in urgent need of assistance. The SRA policy framework therefore explicitly states that the

the SRA. In support of this, women was recognized as a basic sector and were given a seat in the National Anti-poverty Council (NAPC). The NAPC was institutionalized through the Social Reform and Poverty Alleviation Act (RA 8425), reiterating the national policy of pursuing a gender responsive approach to poverty and providing that women must be represented in the NAPC Board to serve a term of 3 years. It also created a window for the basic sectors, including women, in the countryside.

1.2.3. Within the framework of SRA, a Comprehensive and Integrated

operate a micro and cottage business enterprises. The TESDA also provides free training programs to all women who avail of the benefits provided under this law;

- Republic Act 8291, which revises the Government Service Insurance System Act and expands the coverage of insurance of government workers. Since women are half of the government workforce, this law benefits women government workers as well as the widows and families of male civil servants;
- Proclamation No. 1105, which declared the 15th of October as National Rural Women's Day, giving importance to their contributions and calling attention to their needs.

1.2.4. Likewise, the implementation of the Comprehensive Agrarian Reform Law and the Urban Development and Housing Act provided bias for the poor and the women among them.

1.3. Program and project developments

1.3.1. Programs and projects implementing these policies are being implemented by concerned government agencies. They consist of day care services, land distribution and settlement, enterprise development training and credit assistance, among others.

1.3.2. Notable among them are adjustment measures for agricultural workers, including women farmers and fisherfolks, to cushion the adverse impacts of the General Agreement on Tariffs and Trade, support mechanisms to address problems on women and sanitation, farm to market roads, ports and markets, among others. Women in the informal sector were likewise served by the National Women's Development Commission (NWDC) through its various programs and projects.

1997, the project assisted some 124,129 micro-enterprises and generated 125,837 jobs nationwide. In the same year, it provided training to 34,428 individuals, 51.1 percent of whom were women. The Cottage Industry Technology Center (CITC), an attached agency of the trade department, conducted trainings that benefited 1,500 women in 1996. These were designed to improve women's skills for livelihood through home-based enterprises such as weaving and making of slippers, soap, candle and hand paper.

1.3.5. Under the new administration, an overall pro-poor bias was adopted by many line departments. The agriculture department implements a rolling store program for the poor that sells cheap commodities. It served 120,500 households in Metro Manila. Vegetable production was also launched to benefit a targeted 25,000 urban poor families within the resettlement areas who will be provided with technical assistance to produce vegetables, crops, broilers and ornamentals.

1.3.6. A mass-oriented livestock and food production program was implemented to provide livelihood and stabilize food supply in the 20 poorest provinces in the country. Entrepreneurial development and training on food processing, packaging and marketing were conducted for 2,356 rural women and youth. The program on Livelihood Enhancement for Agricultural Development 2000 financed projects that benefited 12,480 coconut farmers. Capital assistance amounting to Php 22.19 millions were released to finance alternative projects (seaweed production, fish vending and wholesaling, crab fattening, etc.) of 567 individual borrowers and cooperatives.

1.3.7. The Self-employment Assistance Program for Women, which provides non-collateral loans to women, is a community-based credit assistance program that provides seed capital to organized groups of women, persons with disabilities and disadvantaged groups without interest and collateral but is required to roll-back the loaned amount within a maximum period of two-years to generate savings. From 1993-1998, the number of self-assistance associations funded that are composed of women were 381 with 9,535 individual members. Another program, the Productivity Skills Capability Building for Disadvantaged Women, provides skills training to marginalized/disadvantaged women for self, open employment and sheltered workshop. Women from depressed villages of 16 regions are targeted. From May 1991 to December 1998, 212,485 women have participated in the training. The Women Workers Employment and Entrepreneurial Development (WEED) Program, provides low interest and affordable loan schemes to home-based workers together with entrepreneurial training. As of 1998, the labor department organized 15,556 women workers into 495

Every village organized a Kapanalig (allies) circle composed of 10 women/men beneficiaries who were provided with loans of Php 70,000.00 per beneficiary to establish a micro-finance enterprise. The circles will be encouraged later to organize a cooperative within their respective municipalities.

1.3.9. Income-generating and nutrition projects of 82,000 mothers also received capital support from the National Nutrition Council. The Quedan Corporation, another government-owned and controlled corporation under the agriculture department, is implementing three credit programs for women. These are: Quedan Financing Programs for Food and Agriculture Retail Enterprises (FARE), Livelihood and Aqua Marine Productivity (LAMP), and Coordinated Agricultural Marketing Productivity (CAMP). For the period 1995-1998, said programs, extended a total of Php 305.7 million to 24,892 women.

1.3.10. Laudable initiatives in line with promoting gender-based methodologies and addressing the feminization of poverty include: a) development of a policy paper on homeworkers; b) study on the migration of women workers and its psychosocial impact to families; and c) applying gender analysis in the design of post harvest facilities.

1.4. Obstacles and commitments for continuing action

1.4.1. The above initiatives reflect the government's resolve to address the problem of poverty. Yet, many Filipinos continue to find themselves struggling against the current economic crisis. The adverse effects of the crisis - cuts in budget for social services, laying off of workers in the country and overseas, the rise in the cost of basic necessities, etc. - are bound to affect women more, since in the Philippines, they are the ones primarily responsible for managing the household finances.

1.4.2. While there are sectors who appreciate the efforts of the government, many believe that the government could still do a lot more. The gender policy in the SRA framework still require specific translation into operational terms. Specific targets must be adopted to ensure that women would actually benefit from it.

1.4.3. The positioning of women in the anti-poverty councils could still be improved by ensuring that the rest of the basic sector representatives also carry a gender-enlightened perspective. The programs and projects to be implemented must be reviewed to ensure that proportionate benefits would accrue to women and that they are consulted in the processes of implementation.

1.4.4. The problems of women as poor are manifold and the envisioned responses could be overwhelming, even for well-meaning implementors of SRA programs. A critical challenge, therefore, rests in the need to develop and provide practical guides and approaches that would help field personnel operationalize any anti-poverty programs and projects with a gender perspective. The absence of data on poor women, particularly in the villages targeted by the projects also pose a big challenge. Methodologies for

collection of gender responsive field data shall therefore be a continuing focus of the government.

1.4.5. To mitigate the impact of economic difficulties in the country, the following are envisioned to be a continuing part of government's concern in dealing with poverty:

- exemption from budget cuts of funds for social services and economic programs that are directed at vulnerable groups, including poor women;
- institution of policies and mechanisms to regulate and monitor increases in tuition fees, housing rentals and basic commodities; and
- re-thinking of current macro-economic policies and possible granting of priority assistance to local businesses to protect them from collapse or further weakening.

2. EDUCATION AND TRAINING

2.1. Overview

2.1.1. The field of education is one area where women in the Philippines generally enjoy almost equal status with men. As of 1994, the literacy rate for women was even slightly higher than the men, placed at 94 percent compared with 93.7 percent for men. One of the efforts of government to sustain this was to implement a non-formal education system and literacy programs for women and girls in indigenous communities. This aimed to reduce the wide gender gap in literacy rates in the most depressed provinces of the country. To make the educational system gender responsive, textbooks, instructional materials and school curricula were reviewed to correct sexist biases and stereotypes. It was also during this period that the first batch of women cadets of the Philippine Military Academy, the bastion of future male military officers, were graduated and were commissioned as officers of the Armed forces of the Philippines. Three of the pioneer women cadets who graduated in 1997 are topnotchers garnering the 3rd, 8th, 9th places. The batch of 1999 had a woman cadet as topnotcher of the graduating class.

2.1.2. The national educational policy guarantees free education for everybody, including women, up to the secondary level. It is in the field of education where women in the Philippines generally enjoy almost equal status with men. The Beijing Platform for Action's concerns in this area are therefore generally supported by government actions.

2.1.3. Recent statistical figures (1994) show an improvement in the educational status of women in the Philippines. Nationally, and in both the urban and rural areas, literacy rates have been on the uptrend for both sexes, but more so for women. The percentage of women who are functionally literate is slightly higher (85.9%) than that of men (81.7%). Compared to their rural counterparts, women in the urban areas have higher functional literacy rates (89.9% vs. 81.6%). One of the probable reasons for this is the availability of better educational opportunities in urban areas.

2.1.4. With respect to school enrollments, there is no marked difference. However, there are slightly more women who have never gone to school, roughly equal proportions of women and men attaining an elementary and high school education, and more women reaching and completing a college education. In the university enrollment, women outnumber men in Education (77.6%) and in the Health Sciences (75.2%) but are the minority in Engineering (19.25%) and the Law (17.6%).

2.1.5. Significant gains made in ensuring access to basic education could be attributed to the following measures taken by education department: such as the reduction of classroom backlogs; reduction of incomplete elementary schools through the provision of additional classrooms and teachers and the creation of multi-grade classes in appropriate areas; reduction in the number of rural barangays without elementary schools and the number of municipalities without high schools; and reduction in teacher shortage. Further, the

school building program was boosted by sourcing funds from the private sector and availing of grants from the Japanese government to finance the Educational Facilities and Improvement Project.

2.2. Policy and institutional developments

2.2.1. Section 2, Article XIV of the 1987 Philippine Constitution provides for the establishment and maintenance by the State of a “system of free public education in the elementary and high school levels.” At present, pre-school education is not covered in the public elementary school system. However, there are private kindergarten schools and child-learning centers run by the government servicing the need for pre-school education in the country.

2.2.2. Republic Act 7877 was enacted in 1995 declaring unlawful the

disabilities comprise the priority group for educational programs of the government. The program measures, which address their unique needs and disadvantaged position include: gender sensitization for rural women, scholarships for women ages 16-22 in all indigenous cultural communities, education and training and employment of women with disabilities, deployment of village nutrition scholars and leadership training for women.

2.3.4. The University Center for Women's Studies (UCWS) in collaboration with the

Women's Studies Association of the Philippines (WSAP) entered into a project entitled "Building GAD Capability of Regional Women's/Gender Studies and Resource Centers."

The project seeks to build capability in gender planning and gender policy formulation as well as ensure sustainability of GAD programs and projects in government. At the end of the project, it is expected that Women's/Gender Studies and Resources Centers are established and networks of GAD resource pools set in place which will make available trained academic and professional researchers in gender planning, monitoring, and evaluation.

2.4.1. A very positive situation is indicated in this area. Some problems, however, continue to put women in a disadvantaged position and these shall remain as a concern of the government in the years ahead. Among these are: gender tracking, disproportionate representation of women in decision-making, preferential educational opportunities for boys by the parents, and multiple burdens of the girl-child.

2.4.2. Illiteracy remains a problem, mainly for those who live in far-flung areas and those who cannot afford to go to school. There is a challenge for the Philippine government to spend more resources and expand its programs particularly to indigenous communities. Reforms also need to be sustained to make education less sexist and able to inculcate women-friendly ideas such as joint parenting, reproductive rights, and non-violent means of handling conflict. The mindset and consciousness of teachers and academic mentors, and even parents, have to be transformed to enable them to fully participate and accept the principle of gender equality. There is also the issue of gender tracking, where certain fields of study have predominantly more women or men students. Women outnumbered men in education and the health sciences, but men dominate in

Basic Education seeks to address these concerns, through the twin thrusts of decentralization and modernization. There is still a need, however, to review the gender-responsiveness of this Plan. Lastly, efforts must be made to mobilize the civil society, such as the private sector and the grassroots community, to focus more on education and to provide the necessary support mechanisms.

2.4.7. The objectives under Women and Education are being fairly addressed. The Philippines continues to pursue gender reforms through the continuous review of textbooks, instructional materials and school curricula to ensure their gender responsiveness. Similarly, the country will continue to integrate gender perspective in the curricula of colleges and universities and to strengthen further and expand measures such as the educational fund support, scholarship opportunities for teachers, alternative approaches to literacy, school-based child care centers, and female functional literacy. Gender sensitivity training and the teaching of gender concepts shall likewise form part of these initiatives in order to raise gender consciousness among members of this sector for them to better understand gender discriminations occurring within their jurisdiction.

3. WOMEN AND HEALTH

3.1. Overview

3.1.1. Health is an area where women's conditions have been improving through the years. Women's mortality rate has been decreasing and is generally lower than that of men (4.2 deaths per 10,000 women population vs. 6 deaths per 10,000 men population). Male mortality rates are about a third higher than female mortality during infancy, and more than twice higher than women's mortality at older ages or from age 20 to 64. Reflecting woman's biological advantages in terms of longevity, women's life expectancy at birth was found to have risen from 70.2 years in 1995 to 71.0 years as reported by the Populations Projections Unit, National Statistics Office (NSO) and the Commission on Population (POPCOM). Men's life expectancy also increased but remained lower than that of women by 5.3 years. This number is projected by the NSO, Populations Projections Unit.

3.1.2. Nevertheless, a look at women's health situation in the areas of nutrition, maternal, childbearing/reproductive and other health concerns indicate that much remains to be done in addressing women's general state of health.

3.1.3. The five leading causes of death among men and women are similar (diseases of the circulatory system, diseases of respiratory system, infective and parasitic diseases, accidents, poisoning and violence, and neoplasms) but men are most prone to deaths from accidents, and women from cancers. The most common cancers afflicting women are those of the breast, lungs and uterus, while the most common cancers among men are those found in the lungs, stomach and pharynx.

3.1.4. Despite declines in the country's maternal mortality rates, about 5-6 women die of pregnancy-related causes everyday. The major causes of maternal deaths are postpartum hemorrhage, eclampsia, and severe infection. In most cases, 58 percent of maternal deaths occur within a day of admission in medical facilities, indicating late medical attention to complications of deliveries as a major cause. Maternal deaths from other pregnancy-related hemorrhages and those with abortive outcomes are the next leading causes, accounting for about 16 percent of maternal deaths. Maternal mortality rate (MMR) in 1998 was registered at 172 deaths per 1000 live births.

3.1.5. Tetanus toxoid (TT) injections are given during pregnancy to prevent neonatal tetanus as part of adequate maternal care. The 1993 NDS showed that 65 percent of births came from pregnant mothers who had received at least one dose of TT immunization. The 1998 NDHS reported that this level has increased to 69 percent of all births.

3.1.6. Looking at maternity services, 1998 figures on percentage of home delivery services by type of attendant revealed that most deliveries (41.3%) were attended by

“hilots” (traditional birth attendants); other (25.5%) were assisted by midwives; and the rest (30.9%) sought medical assistance. From the figures, it may be deduced that most women, particularly those in the rural areas and indigenous communities were seldom reached by medical services. In 1994, the figures were 57 percent; 35 percent and 37 percent respectively.

3.1.7. The Philippines attained considerable progress in expanding coverage of contraceptive practice. Between 1968 and 1998, there has been a steady increase in the percentage of married couples of reproductive age using modern methods of contraception from 2.4 percent to 28.2 percent. Nonetheless, large proportions of couples still use ineffective methods, discontinue the use of effective methods or do not use any method at all. Many of these couples desire to have children but a significant portion of the users of ineffective methods or current non-users do not want another child.

3.1.8. With respect to disability or impairment, there are more disabled males than females, who accounted for 51.11 percent of the total population of disabled persons in 1990. Among women, low vision had been the most common type of disability, covering almost 41 percent of the total disabled female persons in 1995.

3.1.9. In the field of women’s nutrition, there is a general downtrend in the prevalence of anemia in the country, dropping from 37.2 percent in 1987 to 28.4 percent in 1993. Although the incidence of anemia has been decreasing among the population, its prevalence is still high among infants and pregnant and lactating women. As of 1993, anemia afflicted almost half of all infants (42.9%), 44 percent of pregnant women and 43 percent of lactating mothers. Next to anemia, thiamine deficiency appears more widespread than riboflavin deficiency. The same pattern is true among children aged 6 months to 6 years of whom 34 percent and 9 percent respectively, exhibit visible signs of

pregnant women (43.6%) and lactating mothers (43%). Adolescent females 13-19 years old and adult non-pregnant women are likewise affected at 23.9 percent and 24 percent

3.2.1. Health is declared in the Constitution as a basic human right. Section 15 of the Article on State Policies provides that “ *the State shall promote the right to health of the people and instill health consciousness among them.*” Section 11 of the Article on Social Justice and Human Rights says: “*The State shall adopt an integrated and comprehensive approach to health development... There shall be priority for the needs of the underprivileged sick, elderly, disabled, women and children.*”

3.2.2. A number of health related frameworks reflect the government’s policy to respond to concerns on women’s mortality and morbidity, poor nutritional levels, inadequate access to medical services, reproductive health and related infections.

3.2.3. The health department’s Ten-Year Investment Plan (1996-2005) entitled “Investing in Equity in Health” embodies the overall goals and strategies for the health sector. Its key objectives are to assure the sustainability of national health programs, support the process of devolution, rationalize sector spending and enhance institutional capabilities in management and planning. The public investment packages costing Php 25.235 Billion set aside a considerable portion, approximately 30 percent of total country program cost, for the improvement of women’s health.

3.2.4. The government adopted a gender responsive population program framework to improve the current population planning and policy development. Gender equality and women empowerment were among the major components of the Philippine Population Management of the Commission on Population (POPCOM). The POPCOM is advocating for a population development planning that is gender sensitive at the national, regional and local levels. Efforts are also being undertaken to review and revise the present Program framework to incorporate relevant aspects of women’s health, gender issues and other concerns in both conceptual and operational terms. These efforts include the constitution of TASK FORCE on family planning/ reproductive health (FP/RH), the development of reproductive health indicators, and establishment of Women’s Desks to address cases of violence against women.

3.2.5. The Philippine Family Planning Program adopted the following policies: (a) rejection of abortion as a family planning method; (b) improvement of family welfare, with focus on women motherhood and child survival; (c) freedom of choice in what family planning method to use; and (d) promotion of family solidarity and responsible parenthood.

3.2.6. The passage of the Paternity Law Act (RA 8187) in 1996 allowed married male employees to take seven days off from work with pay for the first four (4) deliveries of their legitimate spouses. The Department of Health (DOH) and the Civil Service

FP, MCH and nutrition services. Under the project, the DOH worked closely with LGUs to plan and implement comprehensive population, family planning, and child survival programs. The LPP provides both financial and technical assistance, including logistics management, training, IEC, program monitoring, operations research, advocacy, networking, and program management.

3.3.3. The *Women's Health and Development Program* was created "to ensure women's health and development through participatory strategies that enable women to take control over their health and their lives." Its objectives are to: (a) develop a sound technical basis for policy and action on gender and women's health issues; (b) promote integration of gender perspective into health policies, services and programs; (c) develop a database and test interventions especially on prevention of emerging gender issues like violence against women (VAW); (d) increase participation of women in the design, implementation and evaluation of health programs and policies; and (e) advocate for and disseminate information on the health situation of women with a gender perspective. The Women's Health and Development is now the socio-political framework for advocacy, policy, communications and national objectives for health. The program has a national level focus and will monitor and evaluate progress on gender awareness and the development of gender-sensitive health care services. It will also be the prime articulator of policy and has now evolved a major communications campaign to champion women's health as part of women's rights.

3.3.4. The Family Planning program was also enhanced by adopting a Reproductive Health care approach, with Family Planning (FP) serving as a cornerstone in the delivery of integrated (RH) services. The FP/RH program's operation was expanded with projects that adopted a life-cycle, gender responsive and client-centered operational framework, gender respwj8.6()

specifically at the level of regional offices, hospitals and medical centers. The program was tasked to oversee capability building, training and quality assurance in reproductive health care services.

3.3.7. *Family Health Packages.* These are jointly developed by regional field offices and local government units to address specific health needs of communities at the primary level. In order to support decentralization, local governments will be encouraged to identify their priorities while the regional offices will provide technical assistance on

at the helm. During the past three years, an average of 186,631 vegetable gardens have been established. Through the animal dispersal scheme, a total of 178,508 families and mothers of underweight pre-schoolers were reached in 1993-1994 and around 47,575 in 1995 or an average of 113,042 families for the whole period.

3.3.14. The *Micronutrient Supplementation and Food Fortification* provided Vitamin A, iodine and iron and pushed for the addition of micronutrients to foods commonly consumed by Filipinos. "Araw ng Sangkap Pinoy (ASAP)" provided iodized oil capsules, seeds and planting materials for vitamin A, C and iron-rich foods. Through regular health services, iron supplements were given to more than 0.2 million pregnant and lactating women in 1994 and more than 0.6 million in 1995 or an average outreach of about 0.4 million women. The health department also enjoined food manufacturers to fortify their products with micro-nutrients.

3.3.15. *Credit Assistance for Livelihood Program* provided 68,314 families and mothers with seed capital for income generating projects in 1994. An additional 97,324 families were covered for the reporting period.

3.3.16. *Nutrition Education* which promotes desirable food and eating practices through the conduct of Mother's Class and the use of mass media reached 709,383 mothers in 1994 and 664,868 mothers in 1995, or an average outreach of 677,126 for the period. The *Food Assistance Program* provided supplemental feeding mostly for lactating and pregnant mothers and underweight children to improve their nutritional status. Food assistance was provided to 305,159 pregnant and lactating women in 1994 and 243,687 in 1995. The Barangay Nutrition Scholar (BNS) Program involved the recruitment, selection, training and deployment of volunteers tasked to link the nutritionally needy and at risk with service providers. As of 1995, a total of 19,300 BNS or volunteers, majority of whom are women, have been trained and deployed nationwide.

3.3.17. The Fourth Country Programme for Children of the Government of the Philippines (GO12.dabout 0.7tionad(-nut)-10(or-0.0Ey)199(305, 159 pre)-6.5(g)9, amo-20.3(y)19.

Nutritionally-Depressed Municipalities (NDMs) which were granted seed money amounting to 3.5 million for nutrition and agri-fishery livelihood projects. Likewise, the DA launched the *Bayang Mayaman sa Iron, Iodine at Bitamina A* (BIDA) in cooperation with the Nutrition Center of the Philippines and Proctor & Gamble Philippines. The project involves the production of information, education, and communication (IEC) materials to be used in nutrition education activities in schools, homes and communities.

3.3.20. The National AIDS/STD Prevention and Control registered the following accomplishments during the period: (a) continuous assessment of the status of infection in the country to guide in the setting of appropriate interventions; (b) IEC for risk individuals as well as for general population; and (c) strengthening of clinical management. At the local level, measures are being taken to alleviate the well-being of women who worked as entertainers in the former military bases. The City Health Office of the Social Hygiene Divisions and the City Social Welfare Office of Olongapo City extended regular monitoring of physical condition, medical assistance, skills training, scholarship for children of HIV positive/AIDS victims, educational assistance thru Parent Effectiveness Services where integration with the community of the former entertainers and their families is facilitated. The National AIDS/Sexually Transmitted Disease Prevention and Control Program was adopted to prevent the spread of AIDS/STD, especially among those working in the sex and entertainment industries, and cushion their psychological impact on the patients, their families and communities.

3.3.21. Research tools for women empowerment were developed and used such as the *Framework for Analyzing Gender Responsive Population Policies with a Reproductive Health Perspective*. This provides the gender and reproductive health criteria for assessing the degree of gender equality, equity and the empowerment of women in population policies. It also helps ensure that effects and benefits of the policies and projects will be shared equally between men and women. Another framework, the *Framework for Women-Centered and Gender-Sensitive Policies and Programmes for Women's Health*, shifts approaches to women's health from Pre-ICPD to Post-ICPD Program of Action and Beijing Platform for Action. It is a tool that rightfully contextualizes family planning in the matrix of gender relations and health reproduction

3.3.22. The involvement of men, particularly in women's health initiatives is a subject of a study in a Project called Men-Women Partnership Study, 1998. This is a pioneering attempt at documenting and examining the extent to which men are involved in women's health projects. The study is hinged on the realities that men exert considerable influence on their wives, their activities including their health-seeking behavior and that some of men's practices and behaviors directly place their wives and children's health at risk.

3.3.23. Researches were conducted on (a) exposure to toxic substances and its effects on the reproductive health; (b) working conditions of women in the semi-conductor industry; (c) ergonomic problems among salesgirls; (d) women in semiconductor industries and computer operators; (e) Home-based Maternal Record; (f) Women's Health; (g) RTI Anti-biotic Surveillance Prevalence of STD; and (h) Women's Occupational Diseases.

Gender indicators have also been developed and conceptualized. There is still a need to operationalize these indicators, both at the national and local levels.

3.4. Obstacles and commitments for continuing action

3.4.1. Given the prevailing decentralization of government functions, one challenge for the health sector is to develop the capabilities of local governments to carry out the devolved functions that were previously the responsibilities of the national government. More resources have to be provided so that health programs could be expanded and be

in implementing, monitoring and evaluating programs and policies for the advancement

provide women's health services; (3) to improve community partnership for women's health; and (4) to conduct researches on women's health.

3.4.11. Lack of awareness is a cross cutting issue affecting the implementation of programs to increase women's access to health and related services. Efforts are being exerted to rationalize training programs on family health, reproductive health, and women's health and development through the development of a national curriculum. This national curriculum will be shared with local training institutions, specifically medical, nursing and midwifery schools. Moreover, they will be encouraged to participate in training on gender, reproductive health services and family planning.

3.4.15. On the matter of gender-sensitive initiatives that address sexually-transmitted diseases, HIV/AIDS, and sexual and reproductive health issues, the DOH identified further actions/initiatives as follows: (a) advocacy for enhanced measures on STDs and HIV/AIDS; (b) strengthening of the Reproductive Tract Infection (RTI) component of the RH Program; (c) and generating data on women and reproductive health.

3.4.16. The Philippines shall continue to implement initiatives that respond better to women's total health not only to their maternal and reproductive health. Developments aimed to assure sustainability of national health programs, support to the process of devolution, rationalize sector spending and enhance institutional capabilities in management and planning are the priorities that will be given immediate attention.

PART IV:
PHILIPPINE VISION IN ADVANCING
THE GAD AGENDA BEYOND THE YEAR 2000

4. VIOLENCE AGAINST WOMEN

4.1. Overview

4.1.1. Some of the most common forms of violence experienced by Filipino women are domestic violence or wife abuse, rape, including marital rape, incest, sexual harassment, sex discrimination, forced prostitution and international trafficking, pornography and abuse of women portrayed by media, and custodial abuse when the woman is a patient, a ward or a detainee.

4.1.2. The issue of violence against women (VAW) continues to figure in the national consciousness. Although the increasing number of reported VAW cases may look alarming in some ways, advocates view it as a positive development. On one hand, it indicates that victims are no longer ashamed nor afraid to report VAW incidents to authorities. On the other hand, the rising number of reported cases has become a compelling reason for policy makers and program implementors to consider VAW among their priorities for action.

4.1.3. Government agencies continue to extend services to VAW victims and survivors. The social welfare department reported 41,667 cases of women in especially difficult circumstances from 1991 to 1997. Cases of battered women constituted the biggest percentage of these, at 59.8 percent. The rest were cases of illegal recruitment (7.6%), rape (7 %), involuntary prostitution (7.1%), armed conflict (3.6%), incest (1.6%), women in detention (0.7%), and other forms of violence (12.1%). Reported figures show that cases of wife battery and involuntary prostitution rose while the rest declines. The DSWD maintains nine substitute homes, 16 crisis intervention centers and community-based support mechanisms for women and children in especially difficult circumstances which handled 9,595 cases this year. As of September 1998, there were 36.16 percent of physically abused wives, 13.23 percent rape victims and 9.46 percent victims of incest staying in substitute homes.

4.1.4. The Philippine National Police (PNP) reported that in 1998, there were 2,633 cases of physical injuries, followed by 1,054 cases of rape and 426 cases of acts of lasciviousness.

4.1.5. The increasing acceptance of violence against women as a policy concern for the government stems from the realization, long emphasized by women's groups that VAW has devastating consequences to women as well as to society in general. Violence inflicted against women is life-threatening, affects the physical and psychological health of women and their families especially of their children, and eventually impacts on their level of productivity and full human potential which in turn, has serious consequences to development itself. The government soon began to see that not only is violence against women entirely preventable, but that acting decisively to eliminate it will minimize the enormous social and health and economic costs that women and society are experiencing as a result of society's inaction.

4.2. Policy and institutional developments

4.2.1. The Philippine Plan for Gender-Responsive Development (PPGD), 1995-2025, sets the main policy framework for addressing the problem of violence against women. It identifies violence against women as priority planning concern of the government and cites three goals in solving the problem: (a) prevention and elimination of violence against women; (b) provision of services to the victims; and (c) punishment as well as rehabilitation of offenders. The strategies and programs in carrying out these goals are envisioned to be reinforced by a three-point policy framework that runs along the lines of equality, justice and safety for women which will be carried out through an inter-agency approach by developing and implementing strategies and sharing of resources.

4.2.2. The enactment of an Anti-Rape Law (RA 8353) may be considered as the biggest accomplishment in this critical area of concern during the reporting period. The law expanded the rape definition; de-gendered it and recognized the existence of marital rape. It provides that rape is now a public crime (rather than crime against chastity), expanded its coverage by recognizing acts such as insertion of any instrument into the genital or anal orifice of another person as “rape by sexual assault”. The law also acknowledged that rape may be committed against both sexes and implicitly recognized the concept of marital rape through a clause that extinguishes the crime when rape happens during the marriage and the wife forgives the husband. At present, information campaigns are being waged by women’s groups to promote understanding of the new law’s provisions.

4.2.3. Two laws were approved in the year 1997 which strengthened government mechanisms to address VAW. Republic Act 8505, an Act Providing Assistance and Protection to Rape Victims was enacted. It directs the setting up of a women’s crisis center in every province to extend such services as legal aid and counseling to VAW victims and survivors. Another law, Republic Act 8369 or the Family Courts Act, creates family courts which will have jurisdiction over cases of domestic violence and other forms of physical abuse within the family.

4.2.4. Another law, the Anti-Sexual Harassment Act (RA 7877), continues to be implemented in government and private institutions. Training sessions and counseling were held for members of Decorum and Investigation Committees and para-counselors of private companies and educational institutions to combat sexual harassment and enforce the law. Reports submitted to the national women’s machinery showed that nine government agencies had adopted rules and regulations to implement the law and 27 are in the process of developing their own. Twenty five of the agencies initiated the setting up of committees to handle cases while 13 agencies have plans to conduct training for their staff.

4.2.5. VAW was considered in the framework of the government's Social Reform Agenda (SRA) which carries with it a vision for "legal protection of women and children against all forms of violence (rape, pornography, sexual harassment and domestic abuse)...". One of its flagship programs, the Comprehensive Integrated Delivery of Social Services (CIDSS), provides for expansion of services for women in especially difficult circumstances and the setting up of substitute homes for women in crisis and especially difficult circumstances. These will provide temporary shelter to protect women victims of violence from further harm and services that would restore their psycho-social functioning. Substitute homes of this kind are already operationalized in Regions I, II, III, IV, V, VII, VIII, X, XI and XII. Another is under construction at the Cordillera Administrative Region (CAR), northern part of the country where many indigenous people live.

4.2.6. Various legislative measures were proposed for adoption in Congress. One of these is a proposal seeking to strengthen the provisions of Republic Act 6955 which declared unlawful the matching of Filipinas for marriage to foreign nationals on a mail-order basis. Said initiative seeks to address problems/issues which involve trafficking of women in the guise of matching them for marriage to foreign nationals. The bill envisions to institute policies to suppress the trafficking in Filipina women, establish the necessary institutional mechanisms for the protection and rehabilitation of victims of trafficking, and provide penalties for its violations. Other bills were also filed against violence to women in intimate relationships, domestic violence, and incest.

4.2.7. Institutional mechanisms responding to VAW were either initiated or strengthened. To organize a coordinated public and private actions on VAW, the social welfare department organized a Quick Reaction Team (QRT) both at the central office and regional offices. This is an interdisciplinary team that strengthens and ensures appropriate, immediate and timely legal, psychosocial and group support for women and child victims of sexual abuse. Its action points were: recruitment and mobilization of at least 3-5 volunteer lawyers, 3-5 volunteer para-legal, 3-5 volunteer psychologists/psychiatrist and para-professionals, 3-4 families as part of the support group or victims themselves who would want to compose themselves as support team for those who have just decided to make their situation known; formation of QRT in selected provinces/ CIDSS areas; mobilization of media group; identification of resources outside of DWSD; and management of old cases based on the inventory of cases made by QRT and newly reported cases.

4.2.8. The Philippine Military Academy (PMA), which opened its courses to female cadets in compliance with the Women in Development and Nation Building Act, created its own Decorum and Investigation Committee and adopted rules and protocols that would prevent abuse or sexual harassment of female cadets.

4.2.9. The justice department also created a task force on the protection of women against abuse, exploitation and discrimination pursuant to Department Order No. 381 dated 10 September 1998. This was assigned to handle investigation and prosecution of violations on the Anti-Rape Law, Anti-Sexual Harassment Act, Anti-Mail Order Bride

Law, acts of lasciviousness, white slave trade and forcible abduction and other related crimes and other forms of violence committed against women. This department is also a member of the Inter-Agency Committee (IAC) on Intermarriages which addresses the problem of trafficking in Filipino women through intermarriages. The IAC is intended to establish specific procedural protocols in the enforcement of laws against traffickers, promote information sharing among agencies, and establish cooperative programs.

4.2.10. In the absence of a law, the President issued a directive to all heads of government agencies to: (a) take personal advocacy against domestic violence; (b) strengthen the frontline services to victims; (c) educate the public on the issue; and (d) press for the adoption of a law against domestic violence. Government agencies responded by setting up VAW desks or focal points in the workplace, conducting awareness raising sessions and introducing innovative approaches to existing frontline services such as the *fast lane* and *one-interview-system* in the National Bureau of Investigation (NBI).

4.2.11. The Philippine National Police had set in place 1,632 women's and children's desks in its stations/precincts. These desks handle cases of women and children-related offenses and are staffed by police officers who have been trained in the proper handling of such cases. A total of 5,620 cases on crimes against women were reportedly handled by these desks from November 1993 to May 15, 1997. For the period covering the year 1998, the number of cases totaled to 3,463.

4.2.12. The interior and local government department, in coordination with the social services and development department in Quezon City, piloted four (4) Barangay Family Councils in the city as part of their program on domestic violence prevention and protection. The Council responds immediately to the needs of VAW victims and refer them to agencies for further support service. It is composed of members from the barangay, health centers, police, and NGOs who were trained to handle cases on VAW within the area.

4.3. Program and project developments

4.3.1. Awareness campaigns and program enhancement dominated the types of programs undertaken during the period. In 1997, for example, a nationwide campaign against VAW was undertaken where national and local government agencies mobilized action around the theme, "*Yes to Women's Health, No to Violence Against Women*". Regional celebrations were held with the objective of increasing public awareness on the programs that government has put in place to improve women's health and to increase public awareness on the availability of services to victims of violence against women. Recently, a ribbon campaign was launched to sustain the public information campaign on the problem of violence and its economic and social effects to victims and families.

4.3.2. The Hospital Assistance for victims of a Violent Environment or HAVEN was piloted for women victims of violence. It provides medical and legal services and serves as drop-in center for victims of VAW. Project HAVEN has been envisioned as a “one-stop-shop” where all services needed by the victim could be provided. When a victim goes to the emergency room for medical treatment, she is then referred to Project HAVEN Center for the intake form to give background information about her. A case history is then established. Thereafter, possible crisis interventions are determined. Services needed by the victim are provided such as counseling, temporary shelter, legal assistance, financial assistance for medical treatment, psychiatric support and social services. The victim is given schedule for further counseling. The Center was initially run by an NGO and was supported by the government in 1997.

4.3.3. Under the Special Project for Women in Especially Difficult Circumstances, the Department of Social Welfare and Development (DSWD) now maintains 11 substitute homes, 16 crisis intervention centers and community-based support mechanisms spread throughout the Philippines for women and children in especially difficult circumstances. The general objective of this project is to enable women in especially difficult circumstances to resolve their problems and to be restored to normal functioning, thus regaining their self-worth and dignity through protective and rehabilitative services. The project utilizes two approaches: the first approach is Institution Based wherein the women are accommodated in facilities called Substitute Home Care for Women in Especially Difficult Circumstances or “Bahay Tuluyan ng Kababaihan.” While at the home, appropriate services are provided based on needs. The other approach is community based where the women who need not be placed in substitute homes could be helped by social workers within their homes or in the community with appropriate interventions. Services are provided such as temporary custody, clothing and personal care items, medical services (*such as physical examinations, dental check up, clearance*

Law Enforcers and the Community” with support of the United Nations Development

workshop was conducted in March 1998 with the objective of achieving a common

(Dept. Order No. 35, series of 1996), and memorandum of agreement on Anti-Human Smuggling and other forms of illegal recruitment. In 1998, the department signed and issued Governing Board Resolution No. 5, prescribing a minimum age of 21 in the hiring of household workers with some exceptions in countries where age requirement is higher or to pre-identified countries where the legal employable age is 18.

4.3.13. A mandatory orientation module on migration was developed by DOLE for inclusion in the elementary and secondary school curricula in cooperation with the education department and the foreign affair's Commission of Filipinos Overseas. This aims to equip entrants to the labor force with information to make intelligent decisions as to work and worksite preferences. As of June 1998, 50 percent of schools in Manila have been covered in the actual classroom application of said module. Lessons on VAW were

- (a) assistance to nationals/welfare cases - In 1998, 371 requests, which include blacklisting of foreigners due to domestic violence, request for financial support from foreign spouses, and abandonment were settled;
- (b) Migrants' Advisory and Information Network (MAIN)* - Five seminar-workshops for MAIN focal persons in Tuguegarao, Baguio City, Cebu City, General Santos City and Cagayan de Oro City were conducted in 1998, training 619 MAIN focal persons from 6 regions, 24 provinces and 11 cities in the country. These seminars aim to provide focal persons with a comprehensive understanding of migration realities, cases and challenges at different stages of migration, including common perspective on migration issues. The MAIN is a collaborative undertaking of 12 government agencies which include the DFA, DOLE, DILG, DSWD, BI, PIA, CHR, POEA, OWWA, NBI, NCRFW, and CFO.
- (c) Migrants' Advisory and Information System (MAIS) – This is a computerized information system that seeks to make information on migration readily available to the public. It features the country profiles of 35 major countries of destination of Filipino emigrants and fiances/spouses of foreign nationals, and 1,758 support networks in said countries. MAIS can be viewed as a tool for making informed decisions.

4.3.18. Educational Modules on International Migration and Development was instituted to integrate issues and concerns on international migration into the social studies and values education subjects in the elementary and secondary levels. Lessons include topics on the role and rights of migrant women workers, the evils of “mail-order bride” schemes, and the values of patriotism, love of country, and pride in Filipino culture and heritage among Filipino students. CFO and DECS have completed the preparation of the

4.4.5. Efficiency of the courts is important in the prosecution of perpetrators. A more gender sensitive bench is also called for in hearing domestic violence cases. How the courts respond to domestic violence is largely shaped by their understanding, and notions, even by incorrect beliefs of the nature of violence. Victim services and remedies in the form of women's shelter, counseling and other support can only go so far as addressing the psychological and physical needs of the abused woman is concerned. Far more important is the question of "justice" which should inevitably be settled by the proper judicial tribunal.

4.4.6. Accessibility of the courts to domestic violence victims should be enhanced. For instance, court facilities should be specifically designed to provide protection and security for victims and their witnesses. The provision of separate waiting areas for victims and offenders would reduce the victim's anxieties and the likelihood of threat, intimidation, harassment or recurring violence is reduced. Providing accurate information

5. WOMEN AND ARMED CONFLICT

5.1. Overview

5.1.1. It was only during the past years that women have been active in peace-building efforts and peacemaking initiatives at the national level. At the grassroots level, especially in indigenous communities, women, for an even longer time, had the potential, if not always the opportunity, to make or build the peace. Recently, they have been asserting their demand for formal recognition in the peace pact system and process of delineating ancestral domains.

5.1.2. For women, peace is the attainment of good inter-relationship within the community, being able to sleep securely throughout the night and having mobility at all times. It is a condition where the government is able to efficiently delivery basic social services, and bring about socio-economic upliftment and well-being.

5.1.3. Considering the ill effects of armed conflicts on the lives of women and children, an urgent appeal for immediate cessation of hostilities is requested by the women's groups and hopes for the speedy resumption of peace negotiations.

5.2. Policy and institutional developments

5.2.1. To promote conflict resolution and reduce incidence of human rights abuse in conflict situations, the government directed the Armed Forces of the Philippines and the Philippine National Police to reaffirm adherence to international humanitarian law and human rights agreements in the conduct of military and police operations.

5.2.2. Mechanisms were created to achieve lasting peace. The Office of the Presidential Adviser on the Peace Process (OPAPP), a government entity was set up and tasked to coordinate the peace process negotiations with rebel groups. A woman executive director once headed said office. As of 1998, the 10-member government peace negotiating panels has appointed two (2) women panel members, one each for the peace talks with the Communist Party of the Philippines-New People's Army (CPP-NPA) and the Moro Islamic Liberation Front (MILF), respectively.

5.2.3. The Internal Refugee Assistance Center for victims of armed conflict was set up. It provides assistance to women caught in armed conflict or in especially difficult circumstances.

5.3. Program and project developments

5.3.1. The government responded to this concern by enhancing the participation of women in conflict resolution through representation in decision-making processes and protecting women living in situations of armed and other conflicts.

5.3.2. Recognizing that women are natural promoters of peace, the government tapped Christian, Muslim and Lumad women to play an active role in moving the peace process forward. Series of dialogues, briefing and training workshops were conducted among them to strengthen their participation in the peace process. Muslim women held a Basic Orientation on Women and the Culture of Peace while Lumad women had a Pre-basic Orientation Seminar for the Lumad Local Community Leaders. Government provided technical and financial assistance to the Bangsamoro women for the Muslim Women's Peace Conference. Said meeting identified strategies to harness the women's perspectives in the settlement of hostilities in communities caught in armed conflict.

5.3.3. Protection, assistance and training to refugee and displaced women were undertaken by the social welfare department which serves as the lead agency in providing services to individuals in crisis situations. It maintains a program for women in especially difficult circumstances which served a total of 1,412 women victims in 1997. The services included counseling, livelihood assistance and temporary shelter.

5.3.4. A chain letter for peace was launched. It contains a stub that will be dropped in the local barangays to track how many persons support the peace campaign and generate suggestions on how to attain lasting peace in Muslim Mindanao.

6. WOMEN AND THE ECONOMY

6.1. Overview

6.1.1. The country's economy has not been able to escape the downturn that hit the other economies of the region. While there are initial signs indicating that it is recovering, adverse impact of the crisis continues to be felt. Women, as economic players, are among those affected.

6.1.2. Government efforts responding to the women and the economy concerns overlap with those addressing women in poverty. This area of concern focuses on livelihood assistance, investment and marketing assistance, technologies for women, employment opportunities, and programs on family welfare, among others.

6.1.3. There is an observation that some economic programs tend to duplicate each other. This may be so because no single agency could adequately cover said area of concern. In this case, agencies have to strengthen coordination and information exchange with each other regarding their respective economic programs for women. The livelihood assistance programs must also be assessed to determine their impact and whether they are able to respond to the gender needs of their target beneficiaries.

6.2. Policy and institutional developments

6.2.1. Major policies were passed that greatly helped to address the strategic objectives of women and the economy. These include:

- Republic Act 6725, which strengthens the prohibition on discrimination against women with respect to terms and conditions of employment, promotion and training opportunities;
- Republic Act 7882, which provides for assistance to women engaging in micro and cottage business enterprises. It directs the provision of assistance to Filipino women in their pursuit of owning, operating and managing small business enterprises. Specifically, it states that any woman who shall have been certified, after appropriate training under the Technical Education and Skills Development Authority (TESDA) or any government or government-accredited training institution is eligible to operate a micro and cottage business enterprises. The TESDA was also mandated to provide free technical training programs to all women who would avail of the benefits under this law;

- Republic Act 7192, which provides that a substantial portion of official development assistance received from foreign governments and multilateral agencies and organizations be set aside and utilized by government agencies to support programs and activities for women. It also provides that women of legal age, regardless of civil status, shall have the capacity to act and enter into contracts which shall be equal to that of men. Under this law, women shall have the capacity to borrow and obtain loans and execute security and credit arrangement under the same conditions as men. They shall have equal access to all government and private sector programs granting agricultural credit, loans and non-material resources, and shall enjoy equal treatment in agrarian reform and land resettlement. The same law also recognizes the eligibility for insurance coverage of a spouse who devote full time to managing household and family affairs “to the extent of one half of the salary and compensation of the working

spouses who are beneficiaries of CARP, particularly in the generation and issuance of EPs and CLOAs;

- In nonformal education, the TESDA's affirmative policy ensures that women are trained in all industrial courses traditionally dominated by men. It requires that at least 10 percent of total TESDA annual training graduates are women. From 1995 - 1996, approximately 18,482 women were trained in various technical courses, e.g. automotive, electronics, electrical maintenance, machine repair, etc.

concerns in the agenda of APEC. The national women's machinery was involved in the development of a framework for the integration of women in APEC. It acted as one of the co-chairs of the Ad-hoc Task Force for the integration of women in APEC along with New Zealand and Canada. Said Task Force was tasked to develop the framework for the integration of women in APEC. Specifically, the country acted as the lead writer/coordinator together with the People's Republic of China and Chinese Taipei.

6.3.4. Women's participation in the economy is seen in cooperative production and micro-enterprises activities. The agrarian reform department's program on micro-enterprises ensures that women are benefited and are able to access to capital. In terms of performance, its credit assistance program under the program beneficiaries development (CAP-PBD) for Agrarian Reform Beneficiaries (ARBs), benefited 1,885 women beneficiaries covering 10 regions nationwide.

6.3.5. The government through the agriculture department adopted various lending schemes that granted loans to women beneficiaries payable within 5 years or more and with no collateral requirement. An example is the Grameen Bank Replication Program, mostly availed of by rural women that had some 20,004 recognized members, 18,182 of whom availed loans amounting to Php 80.9 million, and with savings totaling some Php 8.9 million as of 30 June 1996.

6.3.6. As discussed in a previous chapter, initiatives were undertaken by the trade and industry department

available jobs in the market for both women and men.

6.3.8. The labor department likewise initiated programs to uplift the plight of women workers as entrepreneurs. These include: a) Women Workers Employment and Entrepreneurship Development (WEED), which supports women in the areas of self-employment, entrepreneurship and cooperative endeavor. It provides low interest and affordable loan schemes to home-based workers together with entrepreneurial training, b) Work Improvements in Small Enterprises (WISE), which aims to improve productivity through practical and low-cost improvements in small and medium enterprises, and c) Promotion of Rural Employment through Self-Employment Entrepreneurship Development (PRESEED), which provides employment, technical assistance and entrepreneurship training to rural workers including women. It also extends loans to rural workers below the poverty line. Under this program, existing policies and guidelines provide access to resources, employment, markets and trades to both men and women. The program does not discriminate men and women from participating in any entrepreneurship training. The labor department likewise conducted seminars on the employment equality law and its implementing rules and regulations.

6.3.9. The national women's machinery in coordination with statistical agency is undertaking a project on the "Conduct of a Pilot Time-Use Survey in the Philippines Towards the Development of Framework for Measuring Women's and Men's Contribution to the Economy", which aims to formulate estimation procedures and standards for evaluating unremunerated work done by women and men.

6.3.10. To address the under remuneration/undervaluation of women's work, the labor department conducted a nationwide occupational wage survey in all non-agricultural establishments in the private sector employing 10 or more workers. Relatedly, an attached agency of the said department, the TESDA, set-up a Women's Center which conducts researches towards increasing women's participation in economic development. The research includes a documentation and analysis of the policy and legal frameworks on the economic empowerment of women; a compilation of resource book on the economic empowerment of women; a situation analysis of economic activities of women in urban low-income communities in Metro Manila and a gender analysis of technical/vocational education and training (TVET) delivered by TESDA technical/vocational institutes.

6.3.11. A notable initiative of the labor department in line with eliminating occupational segregation and all forms of employment discrimination include: a) workers in unionism training and development program, which aimed to eliminate barriers and inequalities in women's participation in unions through training, advocacy, and supui(p)1.3(c)-Oginh

decision-making, and more information on rural women's participation in non-traditional community activities.

6.4.3. To address the issues on women and economy, the government should direct its efforts at pursuing the following interventions:

- Fast track implementation of government economic programs and projects.
- Adopt policies and program interventions for women's equal access to resources, credit, employment, markets and trade.
- Adopt program interventions to increase women's participation and representation, to include rural women, in formal structures of development planning, decision-making and in community activities.
- Assess government policies and programs to determine its gender

Gender Empowerment Measures (GEM) for the whole of Southeast Asia. The country ranked 46th from among the 174 member countries, worldwide.

7.2. Policy and institutional developments

7.2.1. The Constitutional policies recognizing the role of women in nation building and committing to promote the fundamental equality before the law of women and men were translated into legal instruments. One of the significant laws passed was Republic Act 7192, which guarantees equality for women in government policies, programs, legal

7.2.6. The Women Empowerment Bill, a proposed policy directive that would address women's limited participation in a decision-making, was included in the priority legislative agenda of the current Congress. House Bill Nos. 5221 and 946 is envisioned to be a major step towards the attainment of equitable distribution of power and decision-making in all levels of government. Another policy measure being proposed is an

persists. There has been a campaign to push and train women as political leaders but so far, no significant increase in women's representation in political leadership may be noted.

7.4.2. With the prevailing low representation of women in political and public leadership, the sustained incorporation of women's perspectives in public decision-making may not progress considerably. Stereotyped notions about gender roles, weak political education, and multiple burdens of women are factors that reinforce the currently perceived reasons for their lack of interest in electoral politics and public affairs.

7.4.3. Relatedly, power and decision making are still largely a man's world in the Philippines. Women who are able to penetrate this world are faced with inadequate coordinating and networking mechanisms to monitor and provide support for them. Potential women leaders have very few opportunities to develop their skills and capabilities. They seldom participate in local and community councils. The CAPWINGS has to fast track measures to respond to the peculiar needs of women

8. INSTITUTIONAL MECHANISM FOR THE ADVANCEMENT OF WOMEN

8.1. Overview

8.1.1. The national machinery for the advancement of women was established at the start of the Decade for Women in 1975. In the first decade of its operations, it concerned itself with organizing women into a nationwide movement, conducting research and policy studies and lobbying for the issuance of executive and legislative measures

specifically stipulates that all government departments shall ensure that

percent of their 1998 appropriation for PPAs designed to address gender issues in their localities.

8.2.8. The Multi-sectoral Committee on International Human Development Commitments (MC-IHDC) was created to oversee the coordination and monitoring of the country's international human development commitments, one of which is the Fourth World Conference on Women (FWCW). It is mandated specifically to monitor, review and evaluate the Philippine compliance to these commitments, as well as recommend the policies, strategies, programs and projects to the Technical Board of the Social Development Committee of the national planning body. It also serves as a venue for coordinating the activities designed to monitor compliance to said commitments. The Committee is composed of government agencies, non-government organizations and people's organizations (POs). It is headed by the national planning body with several government agencies serving as lead agencies for the four international commitments which are the International Conference on Population and Development (ICPD), World Summit on Social Development (WSSD) and the Istanbul Conference on Shelter and Human Settlements or the HABITAT II.

8.2.9. The Social Development Committee (SDC), the highest social development policy making body under the Board of the national planning body, provided the venue for discussing policy issues particularly those that relate to GAD. In 1998, the following topics were discussed: (1) Draft Executive Order Ensuring Equal Representation of Women in Third Level Positions; (2) Prostitution in the Philippines; and (3) Draft Anti- Domestic Violence Act.

8.2.10. The national women's machinery established direct links with local women NGOs, women advocates in the academe and the private sector, and regional and international institutions that worked for the advancement of women. In response to the thrusts of the new administration, it adopted a 7-point agenda which aims to tap and involve the public as well as private sectors in all levels of government to promote GAD towards reaching more women in the communities and making more tangible and visible outcomes for women.

8.2.11. Other interventions to integrate gender concerns in the major policies of government were undertaken through:

- Review of the Policy Operations Framework of the Population Policy Operations Project (PPOP) and the framework to integrate not only population in the different identified areas (i.e. migration, water, agriculture, human resources, housing and urbanization, and public financing), but also gender and development.
- Formulation of GAD inputs to provide the gender perspective in policy documents notably the Medium Term Philippine Development Plan (MTPDP) for 1999-2004. Membership of the national women's machinery in the planning committees for the formulation of the MTPDP has been made with the support of the national planning body. The gender responsiveness of government frameworks like the Plan 21 (Sustainable Human Development), and the 1999 General Appropriations Act, among others, were also reviewed.
- Integration of gender concerns in the National Anti-Poverty Framework of the Social Reform Agenda (SRA) of the new administration. The framework recognized that gender is a cross-cutting perspective that shall guide the formulation and implementation of interventions for and with the basic sectors, consistent with the administration's commitment to pursue gender responsive development. Consequently, it shall install gender responsive monitoring parameters and indicators in priority program management of the SRA. The framework has identified the Women in Development and Nation Building Act of 1992 as one of the social reform legislation that will be fully implemented within the next six years.
- Active participation in the Social Reform Agenda Technical Working Group. The group, constituted by government agencies, NGOs representing the basic sectors and people's organization, is tasked to assist the women's sector and to ensure that gender perspectives would be integrated in the process of adopting policies and programs for the basic sectors which include the farmers, migrant and formal labor, indigenous peoples, women, children and youth, persons with disabilities and senior citizens.
- Hosting of the Ministerial Meeting on Women in APEC which aimed at, among others, coming up with recommendations on how women's concerns could be integrated into APEC processes. As validated in a round-table consultation among local GOs and NGOs, and integrated with the concerns of women representatives from the region to the Women Senior Leaders' Forum, policy papers on selected APEC concerns (Industrial, Science & Technology, Human Resource Development, Mobility of People, Agriculture and Fisheries and Small and Medium Enterprises) were developed to serve as advocacy tools for the inclusion of gender issues and concerns of women in the forefront of the APEC discussions.

8.3. Program and project developments

8.3.1. A five-year strategy (1996-2001) to strengthen the national women's machinery and its key partner agencies in government was drawn up and is being implemented through the support of the Canadian International Development Agency (CIDA). The project will enhance the machinery's strategic capabilities to influence how government legislation, policies and programs are developed and carried out for greater

- Development of Methodology to Generate Statistics on Violence Against Women and Children (VAWC);
- Conduct of Pilot Time-Use Survey in the Philippines Towards the Development of a Framework for Measuring Women's and Men's Contribution to the Economy;
- Refinement of Existing GAD Indicator System;
- Development of a Training Program on Statistics for Gender Responsive Local Development Planning; and
- Capability Building Program of the National Statistics Office (NSO)

8.3.7. To ensure the availability of data and information on GAD, statistics and non-statistics collection and databases such as sectoral databases, the machinery's resource pool, women's resource directory, bibliographic database, annotation of GAD tools, and compilation of laws on women have been updated and developed. Information materials such as Anti-Rape Primer, Info Kit, Factsheets and Philippine Plan for Gender and Development have been produced, printed or reprinted.

8.3.8. Agencies started initial efforts to compile, analyze and disseminate gender disaggregated data. Gender responsive indicators were included in the agricultural labor force survey (BAS), and the committed and pipelined programs and projects for official development assistance (ODA). The national planning body also generated data on GAD related programs and projects in the Philippines. Gender Responsive Data have been collected and an estimation of the Gender and Development Indices and Gender Equality Measure has been undertaken by the government.

8.3.9. At the regional level, activities toward gender mainstreaming are likewise being undertaken among which are production of a handbook on regional situationer of women and men, a list of gender responsive programs and projects in the region for the years 1996-1998, and a regional handbook on GAD concerns, integration of women's concerns in implementing and monitoring its Regional Poverty Alleviation Action Plan and monitoring of GAD activities.

8.4. Obstacles and commitments for continuing action

8.4.1. The above accomplishments show an encouraging picture. Continued strengthening of institutional mechanisms for the advancement of women were undertaken and will be undertaken in several fronts. A foundation attached to the national women's machinery is being envisioned to help the machinery carry out its GAD mainstreaming mission through establishing networks, providing training and monitoring services, support development, publication and distribution of information materials and implementation of pioneering projects, among others. Likewise, a Philippine

9. HUMAN RIGHTS OF WOMEN

9.1. Overview

9.1.1. Being a signatory to the Universal Declaration of Human Rights, the Philippine government recognizes that all women's rights are human rights and vice-versa. As such, a strong body of legal and administrative measures has been adopted over the years to fulfill the international and local provisions on human rights. At the domestic front, the Migrant Workers and Overseas Filipinos Act, Anti-Mail Order Bride Act, Anti-Sexual Harassment Act, and the Family Courts Act are only a few of the laws that protect women's human rights.

9.1.2. Meanwhile, the Philippines plays an active role in promoting the integration of the human rights of women into the UN system. It supports and ratifies relevant resolutions on women's rights and participates in pertinent conferences of international bodies to include among others the Asia-Europe Expert's Meeting on Child Welfare and Regional Conference on Complying with the Standard of Convention of the Rights of the Child: Issues and Concerns within ASEAN.

9.2. Policy and institutional developments

9.2.1. The 1987 Philippine Constitution provides that the State values the dignity of every human person and guarantees full respect of human rights. The full recognition of this principle underlies the country's national campaign to advance women's status in all fronts. The Constitution created the Commission on Human Rights as an independent office mandated to cause the respect for, protection and promotion of human rights.

9.2.2. The Philippine Human Rights Plan (PHRP) developed in 1995 carries a distinct chapter for women and consolidates the human rights perspective plan for women for the period 1996 - 2000. Concretely, the women's chapter discusses the human rights issues, goals and objectives, policies, strategies and program/project areas. It also stipulates the government's responses and private initiatives, a call to national action for legislative, administrative and program measures and schemes for partnership and collaboration. Gender concerns are now being incorporated to the PHRP both as a sector and cross-cutting concern.

9.2.3. The National Commission on the Role of Filipino Women (NCRFW), and the Philippine Commission on Human Rights (CHR), forged a partnership to ensure the full and integrated implementation of the PHRP and the long-term plan for women. The following priority programs were identified: (a) advocacy and consciousness raising, both for gender and human rights advocates; (b) setting up of institutional mechanisms to include support services such as agency focal points for women, desks on women in government, pool of GAD specialists, trainers and advisers,

and resource mobilization; (c) legislative agenda for women; and (d) research and data base.

9.2.4 The Government created an Inter-Agency Coordinating Committee on Human Rights through Administrative Order 370 in December 1997. The Committee is composed of top officials from 16 government agencies, and is mandated to respond to requests for information on human rights violations perpetrated on individuals or groups in the country and prepare the Philippine reports to the human rights bodies of the UN. Recent actions were focused at the program level on the needs of women migrants, public information on newly enacted laws on women, and strengthening of institutional mechanisms for the promotion of human rights at the local level.

9.2.5. The gender responsiveness of institutional mechanisms for human rights was also enhanced. A GAD Focal Point was strengthened at the CHR and a GAD implementation plan was adopted in 1997. Regular gender sensitivity training were conducted and a pool of trainers on gender and human rights was set up. Human rights investigators and lawyers were also trained on women's human rights. A stage presentation on sexual harassment was also produced.

9.2.6. The institutionalization of the Committee on Decorum on Sexual Harassment in the Commission on Human Rights was adopted. The Women's Sectoral Working Group was activated with the formal designation of the Women Sector Legal Advisers. Cases on sexual abuse and women victims of human rights violations is continuously investigated and monitored with the referral of cases to agencies concerned. Special assistance is also granted specifically financial assistance to victims, legal assistance and counselling to victims of human rights violations. The CHR continues to advocate for the adoption of laws protecting women's human rights.

9.2.7. At the field level, organizational development training for the establishment of the Barangay Human Rights Action Centers (BHRAC) was conducted. Operationalized in 1995, the BHRAC serves as a nationwide mobilization project for human rights protection and advocacy at the grassroots level. Its four-wheel functions are: (a) receiving and monitoring of complaints of human rights violations, (b) education and information campaigns, (c) coordination and referral, and (d) community mobilization. To date, there are 12,431 BHRACS.

9.2.8. The Migrant Workers and Overseas Filipinos Act of 1995 (Republic Act No. 8042), established a higher standard of protection and promotion of the welfare of migrant workers, their families and overseas Filipinos through the provision of more stringent penalties on illegal recruitment, travel advisory/information dissemination campaigns, and shared information system among government agencies, among others. The Commission of Filipinos Overseas (CFO) submitted amendments to this Act which focuses, among others, on the provision of incentives to professionals and highly skilled Filipinos overseas, redefinition of illegal recruitment and information network for Filipino migrants.

9.2.9. The CFO likewise obtained the cooperation of Filipino and international organizations based overseas for the conduct of post-arrival orientation services for emigrants. Through the post-arrival services, newly-arrived Filipinos in host countries are linked with employment agencies, migrant resource centers, support groups, and Filipino

informed decisions about migrating or working overseas shall be accelerated.

9.3.2. The CFO, the agency mandated to promote and uphold the interest and well-being of Filipinos overseas, has implemented a Shared Government Information System which is being mobilized to facilitate data sharing among agencies concerned with the movement of Filipinos overseas. The system allows the free-flow of data exchanges and sharing among agencies concerned in the movement of Filipinos overseas. The system will be used by the Philippine Government as basis for the development of measures to promote the well-being of overseas Filipinos. Participating agencies include the Department of Foreign Affairs, Department of Tourism, Philippine Overseas Employment Administration, Overseas Workers Welfare Administration and the Bureau of Immigration.

9.3.3. The CFO has likewise developed and implemented the Sponsor's Watchlist Information System. The system traces foreigners who have petitioned more than once and those with reported cases of violence and abuse. It serves as input to counselling services and provides additional information about the background of the foreigner spouse/fiancee. Inter-agency information campaigns in migration-related and intermarriage issues were also conducted in selected municipalities, cities and provinces. Magazines in popular form were distributed in support of the information campaign.

9.3.4. Other services provided to Filipino migrants include counseling to help couples cope with the difficulties of inter-marriages, feedback and exchange of personal letters with Filipinos married to foreign nationals, peer counseling of emigrants aged 13 to 19 years, and predeparture and post arrival orientation. The orientation includes women workers' rights to help them protect themselves against abuse and violence. Likewise,

discriminatory laws that contain gender-inequalities. Protection of women's rights to equal treatment before the law is not adequately addressed as in the case of lengthy and humiliating investigation process in sex-related crimes, lack of protection from offenders' reprisals, abuses against women, rape and sexual assault against women-political detainees, and militarization resulting in other forms of violations such as harassment, detention, unlawful arrest, rape, torture and murder. Violations against women in the workplace include sex-based discrimination and sexual harassment to women contract workers. Non-recognition of reproductive rights as human rights, poor state of women's health, gender tracking to traditional educational opportunities and stereotyping and sexism continue to violate women's rights.

9.4.3. The overall administrative mechanism for implementation and monitoring of laws and policies on women's rights have to be assessed to clarify the responsibilities of agencies concerned. Bills that seek the mandatory training on human rights of all government officials and employees, institutionalize human rights in the system of education and set up human rights desks in local government units should be revived in the present Congress.

9.4.4. The Philippine Government shall continue to implement the Philippine Human Rights Plan, a 30-year perspective plan which embodies a call to national action for advancement of multi-sectoral human rights agenda. The Plan is designed to address most pressing human rights problems/concerns of each sector both at the national and regional levels. The Multi-Sectoral Human Rights Agenda covers women, children, youth, indigenous cultural communities, muslim communities, elderly, persons with disabilities, mentally disabled persons, prisoners/detainees, internally displaced persons, migrant workers, public sector labor and private sector labor. Specifically, this call to a national action covers adoption of appropriate measures presented at three (3) levels : Legislative, Administrative and Programme of Action. The CHR will continue to conduct regular gender sensitivity programs/training to employees of the government as well as the investigation of cases on sexual abuse and violations of women's human rights.

9.4.5. The National Commission on the Role of Filipino Women (NCRFW) has initiated efforts to amend the Migrant Workers Act to include internet/cyberspace mail order brides within the provisions of the law. It is hoped that the NCRFW with the participation of the CFO would be able to advocate for the amendment of the Migrant Workers Act in the light of existing trends on mail-order brides.

9.4.6. The strengthening of institutional mechanisms for human rights at the national and field levels shall be continuously implemented as well as the implementation and monitoring of the United Nation's Women's Convention (Convention on the Elimination of All Forms of Discrimination Against Women). In particular, Article 6 on the suppression of traffic in women and exploitation or prostitution, Article 9 on equal rights of women and men to acquire, change or retain their nationality and that of their children, Article 10 on equality on education, Article 11 on elimination of discrimination in employment, Article 12 on equality in the field of health care, Article 13 on equal access

in economic and social life, Article 15 on women's equality before the law and Article

10. WOMEN AND THE MEDIA

10.1. Overview

10.1.1. Media, a very potent medium has the capacity to influence how people look at

communication materials on gender issues and distributed them to media for further dissemination; and conducted regional dialogues on women's issues. To promote a balanced and non-stereotyped portrayal of women in the media, the PIA integrated the briefing module on women's rights in all training programs of its central and regional offices. It has likewise developed a directory of women media experts. Local media interviews/kapihans were organized in support of the Migration Advisory Information Network regional activities.

10.2.3. Filipino women's heroism and active involvement in the writing of history over the past 100 years were highlighted by the media in the country's Centennial celebration. Among the events which received substantial media mileage were the Re-enactment of the Making of the Filipino Flag in Hongkong and the recently concluded International Congress on Women's Role in History and Nation-Building. The event highlighted the women's "herstory" in various fields with emphasis on the emerging roles of women.

10.2.4. The first APEC International Conference on Women was hosted by the Philippine Government where both national/foreign media projected the other fields where women issues have been mainstreamed relevant to trade, science and technology, labor and human resource development. These have provided a mind shift from the traditional/stereotype projection of women in media.

10.2.5. The later part of 1998 saw the massive campaign against smut magazines. The government embarked on the anti-smut campaign wherein lewd magazines were confiscated and burned by local officials right before their constituents.

11. WOMEN AND THE ENVIRONMENT

11.1. Overview

11.1.1. A sustainable environment is central to women's roles as nurturers and caretakers of families, producers and consumers. In the Philippines, women are the stewards of the environment. They are the primary collectors and managers of wood fuel, non-wood forest resources and water. They are the primary users of communal land and forests. As such, their participation is crucial in environmental management and in the allocation of resources within the household and the community. In addition, women's role in environmental management is increasingly being recognized. Various studies are conducted to see how women could participate more in development efforts for the sector. Their effort, however, is hampered by the lack of information and training programs that would equip them with skills and capabilities for more meaningful participation in environmental programs.

11.2. Policy and institutional developments

11.2.1. Laws and policies were enacted to help curb the issues on women and the environment. One of these laws is Republic Act 8371 which recognizes, protects, and promotes the rights of indigenous cultural communities/indigenous peoples and thus creates a national commission on indigenous peoples, and establishes its implementing mechanisms. Significantly, Certificates of Stewardship Contracts that granted land tenure of 25 years and access to training programs to both spouse beneficiaries were issued.

11.2.2. Administrative instruments were adopted to further operationalize women and environmental concerns. Women were included as members of the Protected Area Management Board wherein major decisions on protected areas are discussed and articulated. A policy integrating gender concerns in small to medium-scale forest plantation plans and activities was formulated. Furthermore, an Environmental Impact Assessment System which requires the assessment and determination of the impact of projects on women was created. Meanwhile, implementing rules and regulations of the Community-Based Forest Management (CBFM) Program providing both men and women the opportunity to articulate gender-sensitive concerns was issued. Also, implementing rules and regulations of the Industrial Forest Management Program which establishes gender concerns in large-scale forest plantation plans and activities was formulated. Lastly, gender parity in the preparation of Community Resources Management Framework of the CBFM projects was institutionalized.

11.2.3. A Philippine Strategy for Sustainable Development was adopted. This plan viewed environmental protection and the proper utilization of resources as compatible with economic growth and called for citizen's participation including women's participation in its implementation. Furthermore, a national program for the indigenous people was approved which tapped their involvement, including women, in the management of their ancestral domains and their resources and in the planning, implementation and monitoring of programs and projects affecting them.

11.3 Programs and project developments

11.3.1. In 1998, the "Green Brigade" Project was launched. The Green Brigade is composed of barangay youth aged 18-21 who make up the "Katipunan ng Kabataan" (Youth Brigade) or KK. It seeks to organize the youth in every barangay nationwide to monitor compliance or violation of environmental laws and to undertake projects aimed at promoting environment-consciousness among the barangay (village) citizens. It also seeks to formulate the National Youth Environmental Action Plan which serves as the blueprint of youth action to address specific environmental concerns of the barangays (villages).

11.3.2. An Environment Center was established at the military academy. Environmental and sustainable development courses were incorporated in its academic curriculum so that military graduates may be acquainted with the scientific and technical aspects of managing the Philippine environment and natural resources. The education bureau has been integrating environmental education concepts in learning materials developed for its Functional Education and Literacy Program (FELP) and Continuing Education Program (CEP). These efforts aim to enhance environmental awareness among out-of-school youth and adults and encourage community activities that are environmentally sound and supportive of sustainable use of resources.

11.3.3. The Non-Formal Education Accreditation and Equivalency (NFE A & E) Curriculum Framework has been developed. This curriculum framework includes competencies integrating environmental concepts. Sustainable use of resources is anchored on ecological concepts and includes population and environmental issues and problems and their impact in society. Sixteen learning materials on values responsive to environmental issues were also developed. "Dalaw-Turo with GAD" (GAD Caravan) which is a literacy program in the uplands and coastal areas which focused on core themes about the environment

Organizational Leadership and Reorientation) wherein GAD and the Environment is one of the modules was conducted.

11.3.4. The different state colleges and universities conducted researches highlighting women's participation for a sustainable environment. These are as follows: Women in Abaca Industry: An Assessment of their Contribution and Constraints in their Participation; Role of Women in Abaca Fiber and By-products Production/utilization; Women's Indigenous Knowledge in the Abaca Weaving and Textile Commercialization in Eastern Visayas; and Comparative Study on the Contribution and Constraints of Women and Men's Participation in Crop, Livestock and Fishery Industry. Likewise, researches on women's situation and participation in projects on community forestry, mangrove conservation and management, and rattan and bamboo production were conducted. Meanwhile, a research study on gender-based analysis of the Impact of Environment and Natural Resources Conservation and Management Policies: Focus on Coastal Areas is on-going. A case investigation on the participation of women in the reforestation activities is being undertaken purposely to assess the impact of women as the reforestation activity progresses. Studies on the role of women in community forestry, gender roles in small scale mining were conducted, and the gender-based analysis of the impact of environmental conservation and management policies was instituted.

11.3.5. Continuous advocacy has been conducted to assess the impact of development and environmental policies on women through training, orientations and briefing, fora, photo exhibits, and production of IEC materials. Specifically, tools and forms for collection of gender responsive data were developed and gender specific sectoral situationers were packaged and disseminated.

11.3.6. A GAD module was integrated in the Center for Environmental Resource Course and a mandatory course for potential appointees as community environment and natural resources officers was institutionalized. A Handbook on GAD Mainstreaming in Community-Based Forestry Management (CBFM) has been completed. This Handbook features tools for CBFM persons as well as HRM officers so that they can be (a) ecosystems analysts, (b) community participation facilitators, (c) linkage builders, and (d) GAD champions.

11.3.7. A policy paper was developed under the NCRFW-UNFPA project, entitled "Towards a Gender-Sensitive Environmental Impact Statement System (EIS)." The policy paper seeks to strengthen the integration of women's concerns in the EIS system. Said paper suggested two sets of recommendations in order to address the concerns of women in the operationalization of an EIS. The first set of recommendations are for engendering the policy instrument, while the second set of recommendations are for engendering the policy support mechanism.

11.4. Obstacles and commitments for continuing action

11.4.1. Future efforts to address the following concerns however, need to be pursued through more programs/projects. There must be active involvement from women in decision-making positions in environmental activities especially at the grassroots level. There must be continuing research study to validate the effects/impact of the program/project interventions on women. Mechanisms at the national, regional and international levels must be established and strengthened to assess the impact of development and environmental policies on women. Specifically, the need to focus on the development of gender-sensitive databases, information and monitoring system and participatory research methodologies and policy analysis in collaboration with academic institutions and local women researches must be prioritized. Institutionalization of GAD tools to fully mainstream GAD in the environment department's regular activities is very significant. There is also a need for a conduct of project management training incorporating GAD tools.

11.4.2. Furthermore, there is a need to strengthen the collaboration of government agencies with NGOs, people's organization, private sector and other resource institutions and continue the initiatives/activities undertaken to integrate gender and development in environmental concerns. Finally, the PFA strategic objectives on environment have to be fully integrated and implemented.

12. THE GIRL CHILD

12.1. Overview

12.1.1. Reports of child abuse and child labor exploitation is growing. Results of a study conducted in 1996 revealed that 96.5 percent of victims of child abuse were young girls, 58.3 percent of whom were adolescents aged 11 to 17 years. From 1991 to 1996, 8,355 child abuse cases were reported wherein 2,650 of the cases were rape incidences. In 1997, 3,687 cases of abused women and children were filed nationwide. A huge percentage of these were crimes against girl children. Significantly, there has been a 16 percent increase in rape cases in 1997 compared with 1996 figures. Most of these are incest-related. Between the years 1994-1997, the death penalty had been upheld against 534 convicts, majority of whom raped children aged 12 years and below. Meanwhile, the estimated number of working children within the 5 to 14 age group in 1995 were from 5 to 7 million, 3.9 million of whom live in the rural areas.

12.2. Policy and institutional developments

12.2.1. New laws were adopted to respond to violence against children. Republic Act 8353 imposes the death penalty upon the offender when the victim is under 12 years or is demented. Death penalty is also imposed when the victim is under 18 and the offender is a parent, step-parent, guardian, a relative by consanguinity or affinity within the third civil degree or the common-law spouse of the victim's parent. Provisions on expanding the definition of rape and the penalties for the crime are being complied with. Implementation of this law is slated for review. Because of the sensitivity and difficulty of rape circumstances, women and children victims are guaranteed protection and crisis assistance through Republic Act 8505. However, implementing rules and regulations of said law are still to be formulated.

12.2.2. With Republic Act 8369, exclusive jurisdiction over child and family related cases were granted to family courts. Protection of women and child victims are assured through secrecy and confidentiality in all stages of the trial.

12.2.3. Another law enacted was Republic Act 8044 which created the National Youth Commission in 1995. Basically, the Commission provides leadership in policy formulation, prioritization and direction of all development programs of the government for Filipino youth. It also implements and oversees a national integrated youth promotion and development program. In June 1996, the National Summit on Girl-Child was organized. One of the major resolutions drawn from the Summit is about the initiation for the empowerment of the Filipino Girl Child by providing gender-sensitive and quality education, and by promoting, defending and protecting her rights and welfare to the fullest.

to cases involving crimes committed against women and children.

12.3.10. The health department is drafting a strategic plan on adolescent health and reproductive health. The department also implements child growth projects in selected provinces to lower incidence of child malnutrition.

12.4. Obstacles and commitments for continuing action

12.4.1. Despite the laws, policies, programs and services, there is still an alarming

number of children in especially difficult circumstances.

12.4.5. Focus on family-assisted programs and projects that utilize preventive and proactive approaches such as Early Childhood Care and Development Project (ECCD) and Family Violence Prevention Campaign must be intensified. Community-based mechanisms such as the Barangay (Village) Council must be strengthened for the protection of children and for the mobilization of positive activities against exploitation and abuse.

12.4.6. The continuing ineffective and inadequate social development and development opportunities for children have to be addressed. Concerned government agencies must establish, institutionalize and support the needed mechanisms and structures for the increased participation and involvement of the basic sectors to include the youth sector at all stages of policy and program interventions at the national and local levels.

12.4.7. Finally, efforts must be made to forge a united and firm stand in giving justice to child victims. There must be full enforcement of laws which protect children.

PART III-B:

SPECIFIC ACTIONS TO IMPLEMENT THE COUNTRY'S COMMITMENTS
MADE AT BEIJING

SPECIFIC ACTIONS TO IMPLEMENT THE COUNTRY'S
COMMITMENTS MADE AT BEIJING

1. ACTIONS TO STRENGTHEN GOVERNMENT STRUCTURES AND MECHANISMS

1.1. As the framework for operationalizing the PFA commitments, the government regularly monitored the implementation of the Philippine Plan

activities; submission of a GAD Plan identifying the gender issues being addressed by the proposed programs, projects and activities; and submission of the GAD Plans to the national machinery for review and endorsement; and

- In 1999, submission of an annual report to Congress, the budget department and the NCRFW indicating agency accomplishments and the corresponding amounts utilized for GAD programs, projects and activities.

2.3. The national machinery, together with the budget and management department, has reviewed the national budgeting forms and introduced some revisions. As a result, the Budget Call for Fiscal Year 2000 has identified GAD as one of the priority programs and carries with it the revised budgeting forms.

2.4. The budget and management department, issued Local Budget Memorandum # 30 requiring all Local Government Units to set aside a minimum of 5 percent out of their annual appropriations for programs, projects and activities designed to address gender issues. This move was carried out to boost resource allocation for GAD at the sub-national level.

2.5. The Department of Interior and Local Government, likewise, issued Memorandum Circular # 98-148 mandating all Local Government Units to rationalize mobiliza7 Tw(The (The h0(amo)- .3(e)-2.3(spo)-.4(u)1.7(n1)-6.6(G-0.es 5.4(r)-6.3(GAD

their pimps and procurers; d) setting up of support services for women migrant workers, especially victims of trafficking; e) access to health services addressing the various stages of the life cycle of all women; f) affirmation of couple's reproductive rights; g) rejection of abortion as a family planning method; h) increase in the country's yearly contribution to UNIFEM; i) technical assistance to neighboring countries in the field of women's advancement; and j) support to government and civil society cooperation. The following actions are implemented in partnership with civil society, especially women NGOs and groups.

a) availability of credit facilities for rural women

3.2. Republic Act No. 8425 also known as the Social Reform and Poverty Alleviation Act established the National Anti-Poverty Commission (NAPC). This law created a credit window for the basic sectors, including women, in the countryside.

3.3. Under Republic Act No. 7882, the Act Providing Assistance to Women Engaging in Micro and Cottage Business Enterprises, a total of Php27.99M from the Development Bank of the Philippines (DBP) was released to 90 women beneficiaries and Php3.304M from the Land Bank of the Philippines (LBP) benefiting 4,352 women beneficiaries.

3.4. In a program called "Tulong sa Tao Program" (People's Assistance Program) which supports small and medium scale entrepreneurs, a total amount of Php1,779,239,202 was released in the form of credit to 138,939 micro-entrepreneurs, 67 percent or 93,561 of whom are women. Thirteen (13) regions nationwide benefited from this program which generated 232,206 employment. Regions also allocate financial assistance to facilitate women clients' participation in project development and monitoring of livelihood projects. This project differs from the law mentioned earlier in that its financing is facilitated by the Department of Trade and Industry while the former involves government financial institutions (GFIs).

3.5. The Integrated Livelihood Program for Fisherfolk released capital loan assistance amounting to Php22.19M to finance alternative projects to 567 individual borrowers which include women and 11 cooperatives. Among the projects financed were seaweed production, fish vending and wholesaling, and crab fattening.

3.6. A lending scheme called Self-Employment Assistance Program for

consultation on development cooperation between the Philippine and Belgian Governments in 1996. At the end of the project in 1998, the project implementors came up with the following recommendations:

- adoption of clear policies on women in migration
- redefinition of trafficking of women
- recognition of trafficking in women as a violation of human rights
- stringent measures on recruitment/employment agencies
- strong action against corruption
- legislation on trafficking in women
- legal recognition of migrant women in host countries
- bilateral agreement for the protection of migrant women workers
- prosecution of trafficking
- orientation and training of government entities
- information campaigns
- empowerment of women migrant workers and their families

c) legislation of more stringent laws against trafficking, illegal recruitment and undocumented migration and laws shifting criminal liability from the prostituted women to their pimps and procurers

3.13. Republic Act No. 8042 was passed into law in 1995, also known as the Migrant Workers and Overseas Filipinos Act. This law established a higher standard of protection and promotion of the welfare of migrant workers, their families and overseas Filipinos through the provision of more stringent penalties on illegal recruitment, travel advisory/information dissemination campaigns, and shared information system among government agencies, among others. Proposed amendments to this Act focuses, among others, on the provision of incentives to professionals and highly skilled Filipinos overseas, redefinition of illegal recruitment and information network for Filipino migrants.

3.14. Meanwhile, at the Congress of the Philippines, a bill entitled “Anti-Trafficking in Filipino Women and Minors Act” has been filed. This bill is a consolidation of four separate bills on trafficking with the purpose of providing a comprehensive measure to address all forms of trafficking of women and children which subject them to forced labor, domestic servitude and prostitution. It will provide stiffer penalties to violators and guarantee a higher degree of protection and support for the victims of trafficking. If this bill becomes a law, the victims can have the option to seek redress under either law. A bill on prostitution is also currently being discussed. The bill seeks to address the

system of prostitution and imposes penalties on the perpetrators. It also provides protective measures and support services for victims of prostitution.

3.15. With the emergence of latest technological trends, women are now prostituted and trafficked via the internet or thru e-mail. Amendment to or

Population Management Program which articulate the principles of the ICPD Programme of Action is now viewed as a development intervention that will improve the quality of life of Filipinos. It primarily seeks to meet the unmet reproductive health needs of individual women and men which will facilitate attainment of their desired family sizes in a healthy manner. This is premised on the belief that meeting individual reproductive health needs rather than macro demographic targets will in the long-run feed back to social, economic, and environmental benefits that will improve the quality of life.

3.20. The risks and the rewards of spearheading compliance to the paradigm shift of the ICPD and compliance to its Programme of Action by the Government of the Philippines during the previous administration, on balance, reflect the commitment and the political will to take the necessary beginning steps towards turning full circle to the broader context of the health service delivery system. The operationalization of the Reproductive Health (RH) framework was initially through the Women's Health and Safe Motherhood Project supported largely by international donor and partner agencies. While the objectives of the project were good, it met problems of sustainability and fragmented projects wanting in coordination so crucial to cost effective fund utilization.

3.21. Recognizing these shortcoming of past efforts, the health department developed two major programs: (1) Women's Health and Development Program and (2) Reproductive Health Program. To date, both programs which seek to provide technical guidance and reinvigorate health, women and development initiatives with a holistic vision, have received funding from the government through the General Appropriations Act of 1999.

3.22. The Chapter on Women and Health discusses in detail the Reproductive Health program of the government.

f) affirmation of couple's reproductive rights

3.23. The new population policy recognizes the role of the State in providing the proper environment to ensure that couples and individuals are empowered to make the right choices which would contribute to the balance of population, socio-economic growth and the environment. This meant that couples and individuals are provided with information and services for good reproductive health throughout their entire life and that policies and programs are gender sensitive. Hence, the birth of a gender responsive population policy with a reproductive health perspective. Several factors helped create a climate

in Cairo regarding the “recognition of the basic right of all couples and individuals to decide freely and responsibly the number, spacing and timing of their children and to have the information and means to do so and the right to attain the highest standard of sexual and reproductive health.”

3.24. Couple’s reproductive rights form part of the government’s new health program specifically under the Reproductive Health Program (RH Program).

THE PHILIPPINES' VISION OF A GAD FRAMEWORK FOR THE YEAR 2000 AND BEYOND

Over the past two decades, the international community witnessed dramatic advancements in the direction of the global movement for gender equality. The First World Conference on Women in Mexico focused on negotiating for a global policy document where *issues* affecting women were discussed in order to arrive at a **plan of action**. In the Mid-decade Conference in Copenhagen, Denmark, the focus was on global *policies* in order to arrive at a **programme of action**. The Third World Conference in Nairobi, Kenya came up with **Forward Looking Strategies for the Advancement of Women** to the year 2000. The latest conference in Beijing, China came up with a **platform for action**, in consideration of the Nairobi strategies, to address the identified twelve critical areas of concern to the advancement of women.

In all these, the emphasis has been on actions. In the Philippines, the frameworks adopted in the global conferences were translated into national development plans and agency implementation plans for women/GAD. Mechanisms were also established to facilitate the implementation of the plans. Presently, therefore, there is a Philippine Plan for Gender Responsive Development (PPGD), a 30-year plan that serves as the main vehicle for operationalizing the Beijing Platform for Action in the country. There are also some 70 agencies that have GAD plans, the implementation of which is supported by a share in the national budget. Focal points and other mechanisms are in place to support the implementation. It could be said that implementation is going on in full swing for years. The focus, nevertheless, have always been on **actions**.

This focus on actions could have been the reason why agencies tend to report actions rather than results. The constant mention, for instance of the creation of GAD Focal Points, the conduct of gender sensitivity trainings, the enactment of laws, and the implementation of numerous programs and projects on women, are all important. However, all these should be assessed on the basis of how they are able to contribute to the attainment of the vision.

This realization, therefore, invites interest over **a framework with a result-based perspective**. What benefits have been derived or could be

One of the strategies to get GAD going beyond 2000 is to get more

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ANNEX A

