

**MAINSTREAMING GENDER IN THE IMPLEMENTATION OF THE DOLE PROGRAMMES
AND SERVICES THROUGH PARTICIPATORY GENDER AUDIT**

**Department of Labor and Employment
PARTICIPATORY GENDER AUDIT REPORT**

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with

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Contents

ACKNOWLEDGEMENT	3
LIST OF ACRONYMS AND ABBREVIATIONS.....	4
EXECUTIVE SUMMARY.....	6
INTRODUCTION.....	14
THE PARTICIPATORY GENDER AUDIT METHODOLOGY	16
CONTEXT.....	18
The Department of Labor and Employment.....	18
The Institutional Context.....	18
Labour and Employment Mandates	19
<i>The Labor Code</i>	19
<i>The 22-point Labor and Employment Policy Agenda of President Benigno S. Aquino III</i>	19
<i>The Philippine Development Plan 2011 - 2016</i>	20
<i>The Philippine Labor and Employment Plan 2011-2016</i>	21
<i>International Commitments</i>	23
Policy Environment.....	25
Gender Issues in the Labour and Employment Sector	28
DOLE Initiatives to Address Gender Issues in the Labour and Employment Sector	31
CHAPTER ONE	34
Gender Equality Vision and Mainstreaming Strategy	34
CHAPTER TWO	42
Gender Expertise and Competence.....	42
CHAPTER THREE	50
Organizational Culture and Public Image	50
CHAPTER FOUR	57
Choice of Partners and Technical Cooperation.....	57
CHAPTER FIVE.....	62
Accountabilities to Gender Equality.....	62
CHAPTER SIX.....	71
Gender Fair Workforce and Decision Making on Gender Mainstreaming	71
CHAPTER SEVEN	73
Gender Quality Survey Results.....	73
CHAPTER EIGHT.....	82
Recommendations: A Recap	82
REFERENCES.....	84
DOCUMENTS REVIEWED.....	85

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Photos courtesy of Puri Gamon and Bong Antonio

LIST OF ACRONYMS AND ABBREVIATIONS

ADB	Asian Development Bank
AO	Administrative Order
AS	Administrative Service
BLE	Bureau of Local Employment
BLES	Bureau of Labor and Employment Statistics
BLR	Bureau of Labor Relations
BWC	Bureau of Working Condition
BWSC	Bureau of Workers with Special Concerns
BWYW	Bureau of Women and Young Workers
CEDAW	The Convention on the Elimination of All Forms of Discrimination Against Women
CERD	Convention against Racial Discrimination
CIDA	Canadian International Development Agency
CMW	Convention on the Rights of Migrant Workers
CPRMW	Committee Progress Report of the Rights of Migrant Workers (2009)
CRC	Convention on the Rights of the Child
CRPD	Convention on the Rights of Disabled Persons
CSO	Civil Society Organization
DILP	DOLE Integrated Livelihood Programme
DOLE	Department of Labor and Employment
DSWD	Department of Social Welfare and Development
DTI	Department of Trade and Industries
EU	European Union
FMS	Financial Management Service
GAD	Gender and Development
GADCC	Gender and Development Coordinating Committee
GFP	Gender and Development Focal Point
HGG	Harmonized Gender and Development Guidelines
HRD	Human Resource and Development
HRDS	Human Resource and Development Service
IAS	Internal Audit Service
ICCPR	International Covenant on Civil and Political Rights
ICESCR	International Covenant on Economic, Social, and Cultural Rights
ICT	Information and Communication Technology
ILAB	International Labor Affairs Bureau
ILO	International Labour Organization
ILS	Institute of Labor Studies
IOM	International Organization for Migration
IP	Indigenous People
IRR	Implementing Rules and Regulations
KMU	Kilusang Mayo Uno
LCO	Labor Communication Office
LGU	Local Government Unit
MCW	Magna Carta of Women

MDG	Millennium Development Goal
NCR	National Capital Region
NCRFW	National Commission on the Role of Filipino Women (now PCW)
NEDA	National Economic Development Authority
NGO	Non Government Organization
ODA	Overseas Development Assistance
OFW	Overseas Filipino Worker
PCW	Philippine Commission on Women (formerly NCRFW)
PDP	Philippine Development Plan
PESO	Public Employment Services Office
PFPW	Philippine Framework Plan for Women
PGA	Participatory Gender Audit
PLEP	Philippine Labor and Employment Plan
POLO	Philippine Overseas Labor Office
PPGD	Philippine Plan for Gender Responsive Development
PS	Planning Service
RA	Republic Act
RGADCC	Regional Gender and Development Coordinating Committee
TIPC	Tripartite Industrial Peace Council
TWG	Technical Working Group
UN	United Nations
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
UNCC	United Nations Convention Against Corruption
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Fund for Women
VAWC	Violence Against Women and Their Children
W ³ AP	Women Workers Welfare Advocacy Program
WWDD	Women Workers Development Division

EXECUTIVE SUMMARY

The Department of Labor and Employment (DOLE) started as a small bureau in 1908. It became a department on December 8, 1933 with the passage of Republic Act 4121. DOLE is the national government agency mandated to formulate and implement policies and programs, and serves as the policy-advisory arm of the Executive Branch in the field of labour and employment. It consists of the Office of the Secretary, 7 bureaus, 6 services, 16 regional offices, 12 attached agencies and 38 overseas offices with a full personnel complement of 9,806. For 2011, it operates on a budget of Php 6.618 B and ranks 14th out of 21 departments¹ in terms of budgetary allocation.

The Participatory Gender Audit Process

On 15 November to 15 December 2011, with assistance from the International Labour Organization - Manila, DOLE underwent an assessment of the quality of gender mainstreaming using the Participatory Gender Audit (PGA) methodology. The gender assessment coincided with the kick-off implementation of the Philippine Labor and Employment Plan 2011-2016 and the department-wide core planning exercise for 2012-2013.

The ILO - DOLE Participatory Gender (PGA) Audit officially started on 18 November 2011. An entry meeting with Secretary Rosalinda D. Baldoz, together with Undersecretary Lourdes Trasmonte, Director Dominique Tutay and the GAD Secretariate of the Planning Service Office was held at the OSEC Conference on 22 November 2011. The DOLE-wide PGA entry conference was conducted on 28 November 2011. This was followed by desk review of relevant documents. Individual interviews with top level DOLE officials and senior staff were conducted simultaneous with the PGA workshops participated by bureaus, services and attached agencies staff including two regional workshops in Visayas (Dumaguete City) and Mindanao (IGACOS) from 5 - 15 December 2011. The DOLE-wide de-briefing of the PGA findings and recommendations was held last 19 December 2011 at DOLE Central Office and this was followed by the exit conference with Secretary Rosalinda D. Baldoz, together with Undersecretary Lourdes Trasmonte on February 6, 2012. The final activity was the presentation of PGA findings and compiled gender issues on labour and employment during the DOLE Corporate Planning Workshop on February 9, 2012.

The conclusions arrived at and recommendations, brought about by the information and data gathered during the audit being presented, in its summative form.

An Overview of Gender Mainstreaming in DOLE

The 1974 Labor Code, as a key policy reference for DOLE has provisions on gender equality (Article 3) and non-discrimination (Article 135) and on women and special sectors (Articles 3, 130 to 134). DOLE has been implementing programmes, projects and activities that are responsive to bringing about gender equality in the labor and employment sector². During the early part of its existence, gender work was recognized to be in the WID-WAD and Women Empowerment perspective and bulk of the actions

¹ DOLE Official Website <http://www.dole.gov.ph/secondpage.php?id=57> last visited, December 16, 2011

² This was articulated by a male participant from DOLE Region VIII, during the PGA workshop in Dumaguete City. December 15, 2011 at Bethel Hotel.

were initiated by the then Bureau of Women and Young Workers (BWYW). In the early part of the 1990s, the shift to gender and development approach, or GAD, brought gender work at the department-wide level, today, all bureaus and attached agencies of DOLE are required to craft annual GAD plans and the 5% budget allocation for gender has become a standard practice in the department.

The structure for gender mainstreaming in the department has been in place and a series of gender training went as conducted in the 1990s.

Good Practices in Gender Mainstreaming

There are good practices, some of which came about as a result of DOLE's implementation of its core mandate and some are the result of GAD planning and implementation. To name some of them:

- The establishment of the women's bureau now a section under the Bureau of Workers with Special Concerns helps push women's agenda in the labour sector. The transfer of the GAD Secretariate to the Planning Service is a step in the right direction.
- Sex disaggregation is a standard practice in the gathering of labor data and statistics. The "Gender and Labor Statistics" is produced every year. This is spearheaded by BLES.
- NLRC decisions have gender responsive case decisions to enforce the anti-sexual harassment law and contributed to gender equality jurisprudence.
- Through its activity titled: 'Working World Dialogue' ILS has partnered with the Lesbian Gays Bi-sexual and Transsexual/gender to find out the emerging issues and concerns of the sector in their workplaces.
- POEA underwent an assessment of the quality of gender mainstreaming using the Participatory Gender Audit (PGA) methodology in 2009.
- DOLE chaired the discussion during the International Labour Conference in Geneva in June 2011 on Convention 189.
- The DOLE-NCR Lactation Station which was implemented in collaboration with the Regional Nutrition Council exhibits DOLE's capacity to lead in the implementation of inter-agency gender work.
- The ACP structure in DOLE and the DLIP programme allowed the recognition and accreditation of excluded women such as rural women in upland and coastal areas and commercial sex workers. One such group, the Barugo ROSCAS Producers in Barugo Leyte was assisted by DOLE through the DLIP has been tapped by the CIDA-PCW GREAT Women Project.
- Currently there are top-level champions for gender who are instrumental in revitalizing gender mainstreaming in DOLE through the PGA, they are Secretary Rosalinda Baldoz, POEA Administrator Hans Cacdac, and USEC Lourdes Trasmonte.

Important Areas for Gender Mainstreaming that Needs More Attention

While DOLE has made successful breakthroughs in some important areas in gender mainstreaming, there are areas that will need more attention. These are:

- The current understanding of gender mainstreaming basically constitute *women only*³. This construction preempts a sharper focus on Gender Equality as the main goal and can send a wrong message that gender mainstreaming can be exclusionary. Constructed as such, it can alienate men and further marginalize sexual minorities like LGBTs.

³ See examples in Page 43 of this report under *Gender Capacities as Reflected in the GAD Plans*

- Many technical and programme staff are not adequately informed on global policies on labour and gender such as those in the ILO core conventions, CEDAW and CPRMW as well as limited appreciation and application of the country gender policies (PPGD, PFPW, R.A. 7192, R.A. 9710) including the gender equality dimensions of the Labor Code.
- Gender analysis is not being done to inform gender plans and budgets.
- There are no existing monitoring and evaluation tools that can capture gender equality impacts in the programmes and projects, beyond the usual GAD plan template.
- Gender initiatives at the regional level are driven by DOLE’s partnerships with inter-agency councils such as RDC-Regional GADCC, RIACAT, Regional Labor Councils, RAWCs as well as with LGUs, Women NGOs, CBOs and multi-lateral donors ILO, UNICEF, IOM, and CIDA.
- Life-work balance has to be clarified and put in practice.

Conclusions and Recommended Actions

There is much to do for DOLE to make an impact on the lives of women and men who are economically productive and employed. Here below are the major conclusions and recommended actions that need to be implemented as soon as possible presented in sequence according to the 12 key entry points of gender mainstreaming.

12 PGA Areas of Analysis	Observations and Findings	Recommendations
<p>1. Current national and international gender issues and gender debate affecting DOLE; and DOLE’s interaction with national gender machineries and women’s organizations</p>	<p>Currently, <u>gender analysis</u> is not a standard practice in DOLE and this limits appreciation of global and national debate on gender issues affecting women and men. These issues and debates cover gender-based deficits which is classified into 3 types:</p> <ul style="list-style-type: none"> • Gender differences in employment patterns of women compared to men (i.e. labour force participation rates, employment, unemployment and underemployment rates, types of jobs and occupations available, work status, etc.) • Gender discrimination in the terms and conditions of women’s work which refers to hours of work, wages, maternity or paternity benefits, occupational health and safety, opportunities for training, career promotion, recruitment and other employment practices. • Gender differences in participation in labour market 	<p>Make gender analysis a key activity in all planning exercises.</p> <p>Make gender analysis a key process in the annual review of the LEP 2011-2016.</p>

12 PGA Areas of Analysis	Observations and Findings	Recommendations
	governance which refers to the availability of social space for women to have a voice in policy making on the management of the labour market.	
<p>2. DOLE’s mainstreamed strategy on gender equality as reflected in its objectives, programmes and budget.</p>	<p>The formulation of a clear gender mainstreaming strategy should benefit from clearer articulation of gender issues and identification of expected results, targets and gender equality outputs and outcomes.</p>	<p>Consider enhancing Administrative Order No. 264 and spell clearly the DOLE-wide GAD/gender mainstreaming framework and strategy, clarify the GAD structure and accountabilities, including defining the role of the Secretariate, as differentiated from the TWG, and clarifying the role of the gender focal persons in the bureaus, offices and attached agencies as well as linking gender work in POLOs with the gender focal point system of Philippine Embassies and Consulates as mandated under Section 37 of the Magna Carta of Women.</p>
<p>3. Mainstreaming of gender equality in the implementation of DOLE programmes and technical cooperation activities</p>	<p>International development agencies continue to drive gender work in DOLE. Some of these initiatives that are currently making an impact are:</p> <ul style="list-style-type: none"> • CIDA Great Women Project • Child Labor and Breastfeeding with UNICEF • Youth Employment and Migration with IOM, ILO, FAO 	<p>Enhance the gender dimensions in bilateral agreements and memorandums of understanding with donors by complying with the requirements of the Philippine Harmonized Gender and Development Guidelines for Project Development, Implementation, Monitoring and Evaluation and the ILO GAD Checklist.</p>
<p>4. Existing gender expertise in DOLE and strategy for building gender competence</p>	<p>In the mid-1990s, there was a first round of gender training with the then NCRFW but there was no follow-up capacity building and application.</p>	<p>Consider a programmatic, multi-tier approach to GAD capacity building that may include modules on: (i) GAD Induction Course for all DOLE officials and programme staff; (ii) Gender Responsive Planning and Budgeting, M&E and Reporting Tools and Good Practices for GAD focal persons in all programme units; (iii) Specialized sector-specific learning sessions on</p>

12 PGA Areas of Analysis	Observations and Findings	Recommendations
		GAD tools and practices; e.g. gender-responsive case management of labor disputes.
5. Information and knowledge management on gender issues	There is a lack of solid documentation of key gender practices, results and impacts.	Document the gender mainstreaming journey of DOLE and key milestones, practices, impacts and lessons learned. This is to ensure continuity, institutional memory and sustainability of a gender culture in the agency.
	While producing sex-disaggregated data is a good practice in DOLE, the data is not maximized in the planning, design and implementation of programs and activities.	Planning Service should ensure that sex disaggregated data in the <i>Gender and Labor Employment Statistics</i> be used in all levels of planning.
6. Systems and instruments in use for monitoring and evaluation of gender impacts	Currently, there is no GAD monitoring and evaluation instrument that can capture gender impacts of DOLE programs and projects.	Put in place a simple and user-friendly but effective system for GAD M&E. This can be included in the proposed consolidation of AO on the GAD focal point system.
7. Choice of partner organizations	PCW and UN Women were not listed among participants of consultations for the PLEP 2011 -2016 (pages 65-66). Among labor groups consulted were women NGOs: Batis Center for Women, Democratic Socialist Women of the Phil. Among Tripartite-Plus groups were Center for Migrant Advocacy, DAWN, Kanlungan Center, Lihok PILIPINA and Visayan Forum.	DOLE should strengthen partnerships with PCW and UN WOMEN, especially in the drafting of major plans and policies, as these are major sources of gender expertise.
	While there was mention of DOLE engaging with civil society groups in the monitoring and preparation of the budget in the PLEP (p.55), there was no specific mention of working with women’s groups on the GAD budget monitoring and execution.	DOLE and its attached agencies should work with women’s groups in the preparation, execution and monitoring of the GAD budget.
	Gender initiatives at the regional level are driven by DOLE’s partnerships with inter-agency councils such as RDC-Regional GADCC, RIACAT, Regional Labor Councils, RAWCs as well as with LGUs, Women NGOs, CBOs and	Maximize the lessons and learnings from existing partnerships by initiating cross-regional sharing, modeling and upscaling of good gender practices.

12 PGA Areas of Analysis	Observations and Findings	Recommendations
	multi-lateral donors ILO, UNICEF, IOM, and CIDA.	
8. Products and public image	DOLE is perceived to be a champion for the informal sector, rural workers and migrant workers' rights.	<p>Include, as part of the GAD plan, a strategy component for gender-fair, gender-sensitive and gender-responsive knowledge products and public relations/image-building strategy for DOLE.</p> <p>Build on the positive image that DOLE has developed especially through its good practices and the image of Secretary Rosalinda Baldoz and POEA Administrator Hans Cacdac as gender champions.</p> <p>DOLE should also set positive gender norms and standards through its products and image.</p>
9. Decision-making on gender mainstreaming and accountabilities mechanism on gender equality in DOLE	Women and men are both represented in decision-making positions and roles in DOLE (senior management and above).	Ensure that the key officers of the GAD Focal Point System regularly report on the status of gender plans and budget to top management. Make reporting on GAD a regular agenda of periodic meetings.
	Previous gender assessments in the country such as the 2008 ADB-led joint country gender assessment and the CEDAW conclusions have listed several actions that must be implemented for the labour and employment sector.	DOLE GAD Focal Point to review the recommended actions in the 2008 ADB-led joint country gender assessment and the CEDAW conclusions and integrate them in the sectoral plans and GAD plans of the department.
10. Staffing and Human Resources	DOLE has a balanced workforce but this may not always mean that the staff and work units are always gender-responsive.	Consider gender competence and sex balance as guiding principles in designing and implementing the DOLE Succession Plan as articulated in the PLEP.
11. Organizational culture	At the moment, there are different activities in DOLE that can contribute to achieving gender equality and nurture a healthy organizational culture for gender mainstreaming.	Enhance messages and processes during office-wide activities by including gender and human rights content and activities.
	Staff wishes that life-work balance and decent work should be highlighted in DOLE. Current life-	Consider a policy on stress-free workplace, <i>e.g.</i> no overtime beyond 7:00 pm; 1-day rest period

12 PGA Areas of Analysis	Observations and Findings	Recommendations
	work balance practices in the department appear to be not enough.	following field missions, and other human resource practices that will bring about life-work balance.
12. Perception of achievement on gender equality	<p>Policy advocacy is currently on-going:</p> <ol style="list-style-type: none"> 1. Domestic workers’ bill in final stage of enactment 2. ILO Convention 189 on Domestic Workers is being campaigned to be ratified 3. Labor Code review being tackled. 	<p>Highlight GAD accomplishments at all levels in periodic reports.</p> <p>Consider setting up a GAD page in the DOLE website and its attached agencies and feature major GAD accomplishments of the department.</p>

**Mainstreaming Gender in the Implementation of the
DOLE Programmes and Services through Participatory Gender Audit**

Participatory Gender Audit Report

INTRODUCTION

On a normal working day, DOLE can be easily located, not only because of the prominent colonial architecture where it is housed, but also because of the intermittent picket lines and rallies that never fails to demand passerby's attention.

Being the hub for labor and employment, DOLE cannot be more properly situated but in historic Intramuros. Once the center of commerce, this Spanish walled city may hold age old stories: the emergence of formal wage earners as Spanish speaking Filipinos are recruited to become *capatazes* of Spanish *encomiendas*; the forming of the informal economy where the sale of *abanicos*, *bastones* and *cochos* is brisk in the summer time; the emergence of Filipino sea farers recruited for Spanish galleons as *estevedores* and *estropolantes*; the recruitment of women workers as *mayordomas* and *muchachas* for the colonial elite and *peninsulares* residing in this walled city; and for the Spanish speaking recruits, a potential candidate for domestic work in Spain?

These walls may have witnessed how the *cigarreras*, whose nimble fingers fit the delicate job of rolling thin tobacco leaves, started the first women-led labour strike. The women's patience and perceived docility were taken advantaged through high production quotas and inhuman conditions in the *tabacaleras* and the *arrabales* where transient *cigarreras* were housed⁴. And how these women, in the year 1816 broke their silence and staged the first recorded *huelga* to protest against abusive working conditions halting the production of *cigarillos*, no less regarded as an essential companion to rule, a prop to flaunt power, and a metaphor of Spain's virility. This deprivation gained Spain's attention and the women negotiated! Could this have started the fundamentals of *collective bargaining agreements*? It will definitely be worthwhile to ask! Nevertheless, the seeds of empowering women workers have been sowed!

This could be where it all started- in Intramuros, the mandate of DOLE, its historical beginnings. And the walls of this historic fort are the silent, immovable witness, to the struggle of women and men for equality in the workplace since the colonial times.

This photo: the DOLE Central Office, white and serene as seen from Puerta Real, seemingly rising from within the walls of the Fort.

DOLE



⁴ Historical reference may be obtained from the paper entitled *A Look into the Working Filipina during the 19th Century: The Cigarreras of Manila* by Maria Luisa T. Camagay.

Last December 2011, as part of the year-end evaluation processes of the department, DOLE through the Office of the Secretary requested technical assistance from the ILO Office in Manila to conduct a gender assessment. The purpose of the assessment is to know the current state of gender mainstreaming in the department and recommend measures to make gender equality actions more responsive to DOLE plans and programmes especially in the implementation of the Philippine Labor and Employment Plan 2011-2016.

The gender assessment was carried out through a Participatory Gender Audit or PGA, a tool and a process developed by ILO and was introduced in the Philippines in 2007 through the UN Gender Mainstreaming Committee.

ILO organized a team of gender audit facilitators for DOLE and the gender audit was carried out with support of the International Labour Organization in Manila in December 2011 with follow-up activities that lasted until February 2012.

The PGA for DOLE was designed with the following objectives:

- 1) to assess the extent of gender mainstreaming work in DOLE in terms of coherence in its policies, programmes, implementation mechanisms and results;
- 2) to contribute to an ongoing process of benchmarking to measure progress of DOLE in promoting gender equality within the labour and employment sector; and
- 3) to present recommendations for more effective gender-responsive and rights-based planning and monitoring of programs and services of DOLE.

This report further expounds on the contents of the Executive Summary that has been initially presented substantiating the findings, conclusions and recommendations, which are charted along the five (5) cluster areas of analysis and these are:

- 1) Gender issues, policies and programs
- 2) Gender knowledge and expertise
- 3) Partnerships on gender
- 4) Organizational culture
- 5) Accountability systems

This report starts off with a description of the PGA Methodology and followed by an elaboration of the context of the audit which sets the locus of gender mainstreaming in DOLE. The findings, conclusions and recommendations are then presented and organized in seven chapters, namely:

- Chapter 1 Gender and Equality Vision and Mainstreaming Strategy
- Chapter 2 Gender Expertise and Competence
- Chapter 3 Organizational Culture and Public Image
- Chapter 4 Choice of Partners and Technical Cooperation
- Chapter 5 Accountabilities to Gender Equality
- Chapter 6 Gender Fair Workforce and Decision Making on Gender Mainstreaming
- Chapter 7 Gender Quality Survey Results
- Chapter 8 Recommendations: A Recap

THE PARTICIPATORY GENDER AUDIT METHODOLOGY

The Participatory Gender Audit (PGA), a tool and a process based on a participatory methodology was primarily utilized in the conduct of the DOLE gender assessment. This tool was developed by the ILO Gender Bureau based on the experiences of different development agencies and individuals. The ILO Manila Office through a training that included the UN Gender Mainstreaming Committee brought the tool to the Philippines in 2007.

The PGA process not only captures the quality of gender actions but also promotes organizational learning on mainstreaming gender practically and effectively. It is also designed to look into strategic gender mainstreaming dimensions such as:

- Internal practices and related support systems for gender mainstreaming.
- Relative progress made in gender mainstreaming, including best practices.
- Gender baselines, such as sectoral sex-disaggregated data and institutional and individual capacities.
- Critical gaps and challenges and recommendations on ways of addressing them and suggests new and more effective strategies.

The overall aim of a gender audit is to promote organizational learning on how to implement gender mainstreaming effectively in policies, programmes and structures and assess the extent to which policies have been institutionalized at the level of the:

- Organization
- Work unit
- Individual

The gender audit's objectives are to:

- Generate understanding of the extent to which gender mainstreaming has been internalized and acted upon by staff;
- Assess the extent of gender mainstreaming in terms of the development and delivery of gender-sensitive products and services;
- Identify and share information on mechanisms, practices and attitudes that have made a positive contribution to mainstreaming gender in an organization;
- Assess the level of resources allocated and spent on gender mainstreaming and gender activities;
- Examine the extent to which human resources policies are gender-sensitive;
- Examine the staff sex balance at different levels of an organization;
- Set up the initial baseline of performance on gender mainstreaming in an organization with a view to introducing an ongoing process of benchmarking to measure progress in promoting gender equality;
- Measure progress in implementing action plans on gender mainstreaming and recommend revisions as needed; and
- Identify room for improvement and suggest possible strategies to better implement the action plan.

The main outcome of the audit is a report that includes recommendations for performance improvement and concrete actions for follow-up by the audited unit/organization. Moreover, the audit

methodology is very useful and can be used by facilitators in other settings to promote reflection, analysis of experiences, and learning that initiates change. The participatory approach ensures that participants learn how to critically assess their attitudes and practices and to develop ideas on improving their performance on gender equality.

The actual gender audit process in DOLE was conducted from November 15 to December 31 2011 and follow-up activities were conducted until February 9, 2012. The process consisted of the following activities:

1. Entry Meeting with DOLE Officials – November 18 and 22, 2011
2. Entry Conference with DOLE Employees, Staff and Official – November 28, 2011
3. Gender Quality Surveys – November 19 – December 16, 2011
4. Desk Reviews of Documents – November 21 – December 16, 2011
5. Individual Interviews – November 29 – December 2, 2011
6. DOLE PGA Workshops
 - a. Level 1 Posts
 - i. December 5, 2011 – Bureaus - BWSC, BLE, BLR, BWC, ILAB, BLES, MTC – at the BWSC Conference Room
 - ii. December 6, 2011 – Attached Agencies – OSHC, NLRC, NCMB, ILS, PRC, NMP, TESDA - at the BWSC Conference Room
 - iii. December 6, 2011 – Regional Offices and Attached Agencies – NCR, 4A, 3, NWPC, ECC, OWWA, NRCO – at the DOLE NCR Conference Room
 - b. Level 2 Posts
 - i. December 12, 2011 – Batch 1 – Bureaus, Services, Attached Agencies, NCR, RO3, RO4A - at the BWSC Conference Room
 - ii. December 13, 2011 – Batch 2 – Bureaus, Services, Attached Agencies, NCR, RO3, RO4A - at the BWSC Conference Room
7. DOLE PGA Workshops with Selected Regional Offices
 - a. Region 7 – December 15, 2011 in Dumaguete City
 - b. Region 11 – December 14, 2011 in Island Garden City of Samal
8. Writeshop on DOLE-PGA Conclusions and Recommendations – December 18, 2011
9. De-briefing with DOLE Employees & Staff – December 19, 2011
10. Exit Conference with DOLE Secretary – February 6, 2012
11. Presentation of Key Findings and Gender Issues in the Employment and Labour Sector in the Corporate Planning Exercise – February 9, 2012
12. Report Writing, February 10 – March 15, 2012

The PGA workshops was mandated by DOLE Administrative Order 499 2011.

The ILO PGA Team who conducted the assessment is composed of:

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CONTEXT

The PGA of DOLE was designed to look at the situational contexts where gender equality actions are expected to be implemented. The PGA took into account DOLE as an institution with a mandate to provide an enabling environment for gender responsive labour and employment to prosper, guided by a policy environment which is expected to be conducive to attain gender equality however challenged with gender issues, some of which are culturally and socially rooted and others emerging, based on the changing political and economic landscape and the initiatives undertaken to address these issues. This section explains the different institutional dimensions that underlie the context to which the PGA situates as its parameters for assessment.

The Department of Labor and Employment

The Institutional Context

The Department of Labor and Employment (DOLE) as it is known today started as a small bureau in 1908 under the Department of Commerce and Police. It had, for its principal functions, the registration of laborers, the compilation and analysis of statistics pertaining to labour market situation, the organization of employment agencies, and the settlement of disputes.

On December 8, 1933, the Bureau of Labor was constituted as a Department by virtue of Republic Act 4121.

Today, the DOLE is the national government agency mandated to formulate policies, implement programs and serve as the policy-coordinating arm of the Executive Branch in the field of labor and employment. It has continuously evolved its thrusts and strategies to respond to emerging socio-political and economic challenges while keeping as primary concern the protection and promotion of the welfare of local and overseas Filipino workers.

The department, is headed by a Cabinet level ranked Secretary, serves more than 36 million workers comprising the country's labor force, covering those in the formal and informal economies, private and public. The DOLE clients also include workers' organizations, employers and/or employers' groups, nongovernment organizations (NGOs), and other government agencies, the academe, other stakeholders, international organizations (e.g., ILO, IOM, UNDP, UNICEF), and the international community including the host countries of OFWs.

To carry out its mandate, the DOLE has 16 regional offices, 83 Field Offices with four (4) Satellite Offices, 38 overseas labour offices or POLOs, 7 bureaus, 7 staff services and 12 agencies attached to it for policy and program supervision and/or coordination. It has a total staff complement of 8,518.

For 2011, it operates on a budget of Php 6.618 B and ranks 14th out of 21 departments⁵ in terms of budgetary allocation.

⁵ DOLE Official Website <http://www.dole.gov.ph/secondpage.php?id=57> last visited, December 16, 2011

Labour and Employment Mandates

The Labor Code

The Labor Code of the Philippines, as amended, and other relevant and pertinent laws provide the framework that guides the department to carry out its organization and functions. The Administrative Code of 1987 mandates DOLE to pursue:

- (1) The promotion of gainful employment opportunities and the optimization of the development and utilization of the country's manpower resources;
- (2) The advancement of workers' welfare by providing for just and humane working conditions and terms of employment;
- (3) The maintenance of industrial peace by promoting harmonious, equitable, and stable employment relations that assures equal protection for the rights of all concerned parties.

The 22-point Labor and Employment Policy Agenda of President Benigno S. Aquino III

DOLE is presently the lead in implementing the 22-point *PNOY* labor and employment policy agenda. The agenda has the overarching goal of investing in human resource for it to be more competitive and employable while promoting industrial peace based on social justice⁶.

DOLE's initial response to the agenda was guided by the department's "Package of Reforms" that gave meaning and substance to the President's policy agenda. It is anchored on the President's social contract with the Filipino people and inspired by his vision of a transformed, just, and righteous Philippines.

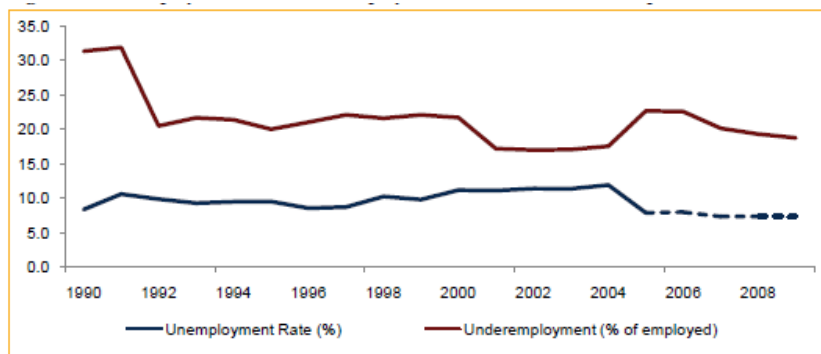
The reforms recognize job-rich economic growth and benefits spread more widely. It also took into account public-private partnerships and the strong link among government, the academe and the industries in the development of human resources. On the other hand, the reforms also recognizes that labor market flexibility for competitiveness of enterprises should be balanced with the promotion and protection of the basic rights of workers and with provision of adequate social safety nets to protect the vulnerable workers. It considers that fair and speedy labor justice is indispensable to sound industrial peace and favorable climate for investments. It gives value to social dialogue in the formulation of sound and responsive policies to attain inclusive growth. Most importantly, competence, integrity, transparency and accountability remain to be the hallmarks of good labor market governance and the key to the successful implementation of the reform package.

The reforms cover the three major policy and program areas under the mandate of DOLE: employment facilitation, workers' welfare and protection, and labor relations. Embedded in the reform process are the preparatory steps and an action plan for the proposed labor law review that will modernize the Labor Code and re-align its provisions to labor market realities of the 21st century globalized economy.

A package anti corruption measures, which promotes transparency and accountability and puts high premium to excellence in service and integrity, is also included.

⁶ DOLE. Labor and Employment Policy Reforms and Program Implementation for the First 100 Days of President Benigno S. Aquino Administration – 30 June – 08 October 2010

DOLE's package of reforms was made consistent with the Millennium Development Goals to which the Philippine Government is committed to pursue and in the context of labour and employment the reform package has been formulated consistent with and the Decent Work Framework and Common Agenda.



The Philippine Development Plan 2011 - 2016

The 22-point PNOY labor and employment policy agenda and the package of reforms that was started by DOLE under the present administration became one of the foundations for the development of the country's medium term development plan.

The Philippine Development Plan 2011 - 2016 regard labor and employment as an important foundation of inclusive growth:

Inclusive growth means, first of all, growth that is rapid enough to matter, given the country's large population, geographical differences, and social complexity. It is sustained growth that creates jobs, draws the majority into the economic and social mainstream, and continuously reduces mass poverty. This is an ideal which the country has perennially fallen short of, and this failure has had the most far-reaching consequences, from mass misery and marginalization, to an overseas exodus of skill and talent, to political disaffection and alienation, leading finally to threats to the constitution of the state itself⁷.

The PDP situates employment creation as a key indicator of quality economic growth. The PDP primarily worries about the rates of unemployment over the last 2 decades averaging 10 percent in 1990–2005 and 7.5 percent in 2006- 2010⁸. Underemployment has also been widespread, with rates hovering at around 18-20 percent in the late 2000s (see chart inset above, from PDP 2011-2016, Chapter 1 Page 19). This remarkably contrasts with countries such as PR China, Malaysia, and Thailand, where unemployment has remained at 4 percent or lower over the same period.

The challenge for DOLE, as the PDP so declares, is that the failure of inclusive growth in the country is attributable to weak employment generation (alongside low growth and persistently high inequalities) although, as the PDP qualifies, these have deeper structural underpinnings:

Inadequate infrastructure is a major constraint ... as are major gaps and lapses in governance ... inadequate levels of human development ... and a poor and degraded state of environment and natural resources⁹.

⁷ Philippine Development Plan 2011-2016. Chapter 1 Inclusive Growth. Page 18.

⁸ The PDP notes that the data before and after 2005 cannot be compared owing to a change in the unemployment definition adopted that year.

⁹ Philippine Development Plan, 2011-2016. Chapter 1 Inclusive Growth. Pages 21-25

With the challenge posed upon DOLE by the PDP, the opportunity to play an important and decisive role in helping pursue inclusive growth and in turn make the department matter, not only at the national, but also at the regional (Asia) and global levels, is a potential that cannot be ignored. The PDP stress that:

Through massive investment in physical infrastructure ... through transparent and responsive governance ... human development is key... together with employment generation, for both wage- and self-employed.

The Philippine Labor and Employment Plan 2011-2016

The initial requirement of the PDP for the Cabinet is to translate the policy pronouncements of the Philippine Development Plan 2011 – 2016 into sectoral plans. As the policy-coordinating arm of the Cabinet for labour and employment, DOLE is the first to complete the PDP-based sector plan. In April 2011, the Philippine Labor Employment Plan 2011-2016 or *PLEP* was completed and officially adapted as the blueprint to carry out the Cabinet’s labour and employment sector mandate with DOLE in the lead¹⁰. The medium term time frame is consistent with the current administration’s tenure, its contents incorporates the requirements of the 22-point presidential agenda and the PDP.

The PLEP communicates the goal for labor and employment and shows the intended direction and sectoral emphasis in contributing to the achievement of a higher collective National vision, which is inclusive growth. The goal for labor and employment is articulated through the Inclusive Growth and Decent Work framework (PLEP, Chapter 3).

The PLEP also signifies commitment to bring about positive results by addressing four broad priorities (Chapter 4): *employment* (4.1); *rights at work* (4.2); *social protection* (4.3); and, *social dialogue* (4.4). Strategies to address the issues and challenges clustered under these four priorities include:

Employment (4.1)

1. Generating an average one (1) million local employment per year
2. Formulating a national industrial policy
3. Focusing policies and programs on key job generating areas towards increasing productivity and employment
4. Formulating through social dialogue sectoral, trade and investment policies that promote employment-rich growth
5. Promoting better business environment
6. Promoting employment-intensive undertakings through infrastructure
7. Promoting entrepreneurship
8. Promoting productive investment and entrepreneurship among overseas Filipinos and their families
9. Developing and harmonizing green programs
10. Adopting reforms in employment facilitation
11. Addressing the job and skill mismatch
12. Enhancing human capital through education and training

¹⁰ The formulation of the PLEP started as early as July 2010.

Rights at work (4.2)

1. Respond to labor market realities through policy reforms and by aligning labor and social legislations with the 1987 Constitution and international treaties and ILO conventions in a sound and realistic manner.
2. Provide an enabling environment for the observance of the constitutionally protected rights of all workers particularly their right to freedom of association and collective bargaining and the right to participate in the policy-making process and in other avenues for dialogue and cooperation based on the spirit of mutual benefits.
3. Pursue the process of ratification of ILO Conventions that promote the rights of workers, in particular: Convention No. 185 2003 revised; Convention No. 186 2006; Convention 187; Convention No. 172; Convention No. 151; Convention No. 177; Convention No. 183 (Maternity Protection).
4. Promote better observance of labor standards.
5. Guaranteeing the rights and protection of workers in mutually agreed upon work arrangements while also balancing the legitimate needs of employers for flexibility.
6. Ensure protection of overseas Filipino workers, including those in vulnerable occupations.

Social Protection (4.3)

1. Strengthen the Community Based Employment Program particularly the Emergency Employment Component to create jobs that provide income to vulnerable workers and their families.
2. Develop sustainable livelihood and entrepreneurship opportunities for vulnerable workers.
3. Intensify implementation of active labor market policies and programs that shall enhance employability of vulnerable workers (workers affected by crises, workers in the informal economy, displaced and distressed OFWs, youth and women) to facilitate labor market (re) integration.
4. Initiate policy interventions, program/project measures to ensure the transformation of the brain-drain phenomenon into a brain-gain benefit and enhance capabilities and entrepreneurship of the returnees.
5. Develop enhanced social protection programs such as social security (e.g. social insurance), worker's¹¹ compensation, health insurance, and housing for vulnerable groups against economic and natural shocks particularly laid-off workers.
6. Expand social protection for Filipino migrant workers and review the continued deployment of workers to countries that are high- and medium-risk and also deployment in high-risk occupations.
7. Limit the unintended outcomes of the current wage system.
8. Intensify workforce-focused occupational safety and health (OSH) programs.
9. Strengthen measures to prevent and eliminate the worst forms of child labor.

Social Dialogue (4.4)

1. Improve labor adjudication in the country by ensuring transparency, efficiency and integrity in the labor dispute settlement system and transforming the traditionally conflictual and litigious labor relations system towards one that incorporates the tenets of social dialogue, such as free exchange of information, consultation, negotiation and collective bargaining.

¹¹ Corrected term provided by the ILO PGA Team- from *workmen* to *workers*.

2. Provide an environment for more inclusive tripartism and social dialogue to make representation of interests of sectors more broad-based and highly participatory, through a policy track that affords consultation and broad-based participation to include not only those social partners in the TIPC.
3. Promote venues for social dialogue particularly at the plant/firm, industry and local government levels.

Equally importantly, the PLEP also spells strategies to sustain outcomes and this includes:

1. Regular review of the processes, programs and activities through a results-based matrix that shall be formulated as the monitoring instrument of PLEP.
2. Institutional reforms are also expected specifically towards broadening public-private sector partnerships to maximize limited resources and establishing reforms to ensure prudent spending, eliminate red tape, accelerate frontline service delivery, widen clientele reach and fortify the character, integrity and accountability of all officials and personnel.
3. Capacity building for DOLE personnel through human resource development program that rewards competence and builds character and ethical standards for excellence in public service.

International Commitments

Another facet of DOLE's mandate that deserves prime attention is the international commitments entered into by the Philippine Government that have impact on labour and employment. The country's international commitments on labour and employment can be categorized into two sets: ILO Conventions and International Human Rights Treaties.

Under ILO Conventions, DOLE is also expected to advocate and monitor the implementation of ratified ILO Conventions, 35 Conventions ratified (33 in force)¹². To date these are:

- Workmen's Compensation (Accidents) Convention, 1925 (No. 17) (17.11.1960)
- Equality of Treatment (Accident Compensation) Convention, 1925 (No. 19) (26.04.1994)
- Repatriation of Seamen Convention, 1926 (No. 23) (17.11.1960)
- Forced Labour Convention, 1930 (No. 29) (15.07.2005)
- Officers' Competency Certificates Convention, 1936 (No. 53) (17.11.1960)
- Medical Examination of Young Persons (Industry) Convention, 1946 (No. 77) (17.11.1960)
- Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87) (29.12.1953)
- Employment Service Convention, 1948 (No. 88) (29.12.1953)
- Night Work (Women) Convention (Revised), 1948 (No. 89) (29.12.1953)
- Night Work of Young Persons (Industry) Convention (Revised), 1948 (No. 90) (29.12.1953)
- Wages, Hours of Work and Manning (Sea) Convention (Revised), 1949 (No. 93) Convention not in force (29.12.1953)
- Labour Clauses (Public Contracts) Convention, 1949 (No. 94) (29.12.1953)
- Protection of Wages Convention, 1949 (No. 95) (29.12.1953)
- Migration for Employment Convention (Revised), 1949 (No. 97) Has excluded the provisions of Annex II and III (21.04.2009)

¹² <http://webfusion.ilo.org/public/applis/appl-byCtry.cfm?lang=EN&CTYCHOICE=0840&hdroff=1>

- Right to Organise and Collective Bargaining Convention, 1949 (No. 98) (29.12.1953)
- Minimum Wage Fixing Machinery (Agriculture) Convention, 1951 (No. 99) (29.12.1953)
- Equal Remuneration Convention, 1951 (No. 100) (29.12.1953)
- Abolition of Forced Labour Convention, 1957 (No. 105) (17.11.1960)
- Plantations Convention, 1958 (No. 110) (10.10.1968)
- Discrimination (Employment and Occupation) Convention, 1958 (No. 111) (17.11.1960)
- Equality of Treatment (Social Security) Convention, 1962 (No. 118) Has accepted Branches (a) to (g) (26.04.1994)
- Employment Policy Convention, 1964 (No. 122) (13.01.1976)
- Minimum Age Convention, 1973 (No. 138) Minimum age specified: 15 years (4.06.1998)
- Rural Workers' Organisations Convention, 1975 (No. 141) (18.06.1979)
- Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143) (14.09.2006)
- Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144) (10.06.1991)
- Nursing Personnel Convention, 1977 (No. 149) (18.06.1979)
- Maintenance of Social Security Rights Convention, 1982 (No. 157) (26.04.1994)
- Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159) (23.08.1991)
- Social Security (Seafarers) Convention (Revised), 1987 (No. 165) Has accepted the obligations of Article 9 of the Convention in respect of the branches mentioned in Article 3 (a), (b), (d), (e), (h) and (i). (9.11.2004)
- Safety and Health in Mines Convention, 1995 (No. 176) (27.02.1998)
- Recruitment and Placement of Seafarers Convention, 1996 (No. 179) (13.03.1998)
- Worst Forms of Child Labour Convention, 1999 (No. 182) (28.11.2000)
- Seafarers' Identity Documents Convention (Revised), 2003 (No. 185) (19.01.2012)

Likewise, DOLE is expected to perform advocate and pursue with the House of Congress the ratification of ILO Conventions that promote the rights of workers, in particular: Convention No. 186 2006; Convention 187; Convention No. 172; Convention No. 151; Convention No. 177; Convention No. 183 (Maternity Protection).

The Decent Work Common Agenda Strategic Objective, an ILO agenda, is also a priority global focus for DOLE specifically in response to *creating greater opportunities for women and men to secure decent employment and incomes*.

Since the Philippines is signatory to several core International Human Rights Treaties, which have significant bearings on the rights of women and men including girls and boys in the labour sector, DOLE is also expected to keep track and initiate actions on the labour rights dimensions of the following development agenda and treaties:

- The Millennium Development Goals (MDGs) where DOLE express accountability to help achieve Target 1B of Goal 1 - *eradication of extreme hunger and poverty* which requires the achievement of full and productive employment and decent work for all, including women and young people.
- International Covenant on Civil and Political Rights (ICCPR)
- International Covenant on Economic, Social, and Cultural Rights (ICESCR)
- Convention on the Rights of the Child (CRC)
- The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)
- Convention on the Rights of Migrant Workers (CMW)

- Convention against Racial Discrimination (CERD)
- Convention on the Rights of Disabled Persons (CRPD)
- UN Convention Against Corruption (UNCC)

DOLE also monitors and contributes in reporting of the country commitment to the Beijing Platform for Action and CEDAW and is particularly concerned with gender balance in labour and trade union membership and leadership.

Policy Environment

The Social Compact with the Filipino People of President Benigno Aquino III includes gender equality as one among his commitment to Transformational Leadership. The compact states the Presidential gender vision as:

*The promotion of equal gender opportunity in all spheres of public policies and programs...*¹³

Gender equality and women's participation is a crosscutting theme in the PDP 2011-2016. The gender equality dimension in the PDP is guided by the Philippine Plan for Gender Responsive Development (PPGD) 1995-2025, mandating government institutions, corporations and donor institutions to adopt a gender mainstreaming strategy towards women's empowerment and gender equality. The PPGD also provides the strategic vision and action for realizing the gender vision of the Presidential social compact and for the PDP to address women's rights and bring the country a step closer to achieving gender equality under the present administration.

The PDP 2011-2016 states that Filipino women are relatively advanced in comparison to women in other developing countries in the areas of education, profession, politics and legislation. This may be attributable to a generally enabling policy environment for the promotion of gender equality given the number of laws enacted to address women's rights in the country.

RA 6725, An Act Strengthening the Prohibition on Discrimination Against Women with Respect to Terms and Conditions of Employment Amending for the Purpose Art. 135 of the Labor Code, as Amended, was passed into law in 1989. The law defines acts of discrimination as *(a) payment of a lesser compensation, including wage, salary or other form of remuneration and fringe benefits, to a female employees as against a male employee, for work of equal value; and (b) Favoring a male employee over a female employee with respect to promotion, training opportunities, study and scholarship grants solely on account of their sexes.*

In 1990, RA 6972 Barangay-Level Total Development and Protection of Children Act came into force that mandates the establishments of day-care centers in every barangay in the country.

In 1995, RA 7877 Anti-Sexual Harassment Act of 1995 became a law and punishes sexual harassment as defined: *Work, education or training-related sexual harassment is committed by an employer, employee, manager, supervisor, agent of the employer, teacher, instructor, professor, coach, trainor, or any other person who, having authority, influence or moral ascendancy over another in a work or training or education environment, demands, requests or otherwise requires any sexual favor from the other,*

¹³ Philippine Development Plan, p. 398

regardless of whether the demand, request or requirement for submission is accepted by the object of said Act.

RA 7882 An Act Providing Assistance to Women Engaging in Micro and Cottage Business Enterprises and for other Purposes was also passed in 1995, the law grants credit assistance to women engaged in micro and cottage business enterprises.

RA 8042, Migrant Workers' and Overseas Filipinos Act of 1995 seek to protect migrant workers and their families with the grant of legal assistance, counseling, scholarships, etc.

In 1996, RA 8187 Paternity leave Act of 1996 grants paternity leave of seven (7) days to all married employees in the private and public sectors for the first four deliveries of the legitimate spouse with whom he is cohabiting.

RA 8289, Magna Carta for Small Enterprises became a law in 1997 and this act provides incentives and privileges to small enterprises.

RA 8425, Social Reform and Poverty Alleviation Act was passed in 1997 establishes the National Anti Poverty Commission (NAPC) and institutes women representation in the council as well as microfinance as a strategy for poverty alleviation.

In the year 2000, RA 8972 Solo Parents Welfare Act of 2000 ensured the provision and privileges to solo parents and their children, appropriating funds and other purposes. The law aims to develop a comprehensive package of social development and welfare services to solo parents and their children to be carried out by DSWD with other agencies and NGOs. The comprehensive package of programs/services for solo parents includes livelihood, self-employment and skills development, employment-related benefits, psychosocial, educational, health and housing services.

The Women in Nation Building Act or RA 7192 that was enacted into law in 2002 provided the structure and mechanisms to pursue women empowerment and allocate resources for programmes and services geared to increase women participation in development processes.

In 2003 the Anti-Trafficking in Persons Act of 2003 also known as RA 9208, was passed into law that draw implications on trafficking of women, young girls and children for forced labour and slavery.

In 2004, RA 9262, the Anti-Violence Against Women and Their Children Act was passed into law, expanding the coverage of violence against women from physical harm to emotional and psychological injuries mandating as well the involvement of the citizenry in addressing domestic violence. The law also addresses discrimination in work places.

RA 9710 also known as the Magna Carta on Women (MCW) was enacted in 2009 along with the swift approval of its IRR in 2010. The MCW has comprehensive provisions that mandate the State, the private sector, society in general, and all individuals to contribute to the recognition, respect and promotion of the rights of women defined and guaranteed in the law. It has specific provision on decent work, specifically in Chapter 5, sections 23 and 24. The MCW reinforces earlier policy mandates under the Women in Development and Nation Building Act (RA 7192) and the Philippine Plan for Gender Responsive Development (PPGD) directing all government institutions, corporations and donor

institutions to adopt a gender mainstreaming strategy towards women's empowerment and gender equality.

Other laws that are currently binding are the Special Protection of Children Against Child Abuse, Exploitation and Discrimination Act (RA 7610); Anti-Rape Law of 1997 (RA 8353); and the Rape Victim Assistance and Protection Act of 1998 (RA 8505).

A Women's Priority Legislative Agenda was formulated and lists policy reforms in reproductive health, provides positive prospects for civil society engagement, collaborations and joint actions with government on enforcement of laws on VAWC and reporting mechanisms for violations of women's and human rights.

Decentralization and democratic governance is relatively advanced in the Philippines. However, while the Philippines is a signatory to the UN Convention against Corruption, the country placed 141th of 180 countries in control of corruption¹⁴.

Civil society organizations in the Philippines have catalyzed the realization of democratic governance through their participation in local special bodies and consultative bodies called for by the Constitution and the Local Government Code. Given the decentralized public administration feature, GAD advocacies and claim-making of local women's organizations is now expected to advance with the localization of the MCW.

Campaigns on expanding the policy environment have been bannered by civil society organizations and actively participate in the monitoring and reporting of VAWC and human trafficking at sub-national levels, energizing accountability mechanisms and working with local government towards the enforcement of laws.

At the national level, the leadership of the PCW is important in its role as policy making and coordinating and oversight body. Its initial mandate, during its establishment in 1975, was to advise the President and the Executive Branch on plans and programs for the advancement of women.

At sub-national levels, decentralization of powers and national resources has hastened the localization of national laws and local development plans including ordinances protecting and promoting women's rights and gender equality. Local women's groups and communities have been active through the implementation of GAD Codes energizing the LGUs and government services particularly on education, nutrition, health, water and sanitation. However, the implementation and enforcement of these laws remains a major challenge. One example is the GAD Code of 1997 that requires all public offices to allocate 5% of their budget appropriation for projects that promote the participation of women in development.

While the policy environment in the Philippines has much potential in addressing issues of gender equality, these policies do not yet easily translate into actual resources and services for women particularly those coming from the marginalized rural and the vulnerable IPs and Muslims, nor do they fully ensure their participation in public and political spheres. Still, reforms in policies and mechanisms need to be implemented to open up more opportunities and innovative ways to advance women's human rights in all aspects of development.

¹⁴2008 Transparency International Corruption Index

Gender Issues in the Labour and Employment Sector

In 1995, the PPGD listed several gender-related issues for the labour and employment sector, these are¹⁵:

- Significant differences in labour force participation – specifically, lower labour force participation of women – due to pervasive gender division of roles into the productive (man as breadwinner) and the reproductive (woman as homemaker) spheres;
- Invisibility or low valuation of women’s unpaid work at home, lack of recognition of women’s contribution to the economy;
- Crowding of women and men in particular sectors, with a large number of women in subcontracting or informal sector work, which involves long hours and low pay and limited skills, capital and access to credit, with no adequate social protection;
- Differences in membership and participation in trade unions, with women accounting for a small percentage of members and a much smaller share in leadership roles, and woman leaders being generally relegated to lower positions;
- Inadequate training in non-traditional skills, which limits women to a narrow band of employment and livelihood opportunities;
- Gender discrimination in the workplace through sexist advertising, gender role stereotypes in hiring, task assignments, and promotion;
- Sexual harassment and other forms of gender-based violence;
- Limited sex-disaggregated information on the informal sector and other vulnerable workers’ groups (such as rural workers, particularly indigenous peoples);
- Lack of sex-disaggregated data and similar information that can help identify gender issues in a sector, or low appreciation among planners, designers and implementers of the value of sex-disaggregated data as inputs to the planning and preparation of programmes and projects;
- Little understanding of the needs and concerns of women, especially those in rural areas, and of the factors that may inhibit their participation in the programme or project.

The PPGD also listed several gender issues in relation to child labour:

- More than half of four million working children are in hazardous conditions, many of whom are boys in rural areas;
- The rate of school dropouts is higher among boys than girls and this is largely due to boys being drawn to work in farms;
- Male child labour are more visible, while the large majority of female child labour are in domestic work, away from the public eye and vulnerable to abuse;
- Half of an estimated 32 million children are girls, many of whom are victims of abuse, prostitution, and trafficking;
- Girls outnumber boys as members, volunteers, and peer educators in children’s organizations, but gender role stereotyping of males as leaders is evident in older or youth organizations;
- There is limited use of sex-disaggregated data and information about gender from child labour surveys in designing child labour policies and programmes, or low appreciation among planners, designers and implementers of the value of sex-disaggregated data as inputs to the planning and preparation of programmes and projects;

¹⁵ ILO. Philippine Harmonized Gender and Development Guidelines for Project Development, Implementation, Monitoring and Evaluation: The ILO GAD Checklists. Pages 3-5.

- Improved productivity of women- and men-owned or operated enterprises;
- Reduced inequality in wages of woman and man workers;
- Higher enrolment rate in social protection programmes, particularly among women in the informal sector;
- Greater opportunity particularly for women to venture into high-return business fields;
- Safer workplaces for woman and man workers as sexual harassment and occupational health and safety problems are addressed;
- Higher self-confidence among woman workers as they become knowledgeable in their options and rights as workers;
- Greater access of woman micro-entrepreneurs to higher credit levels and technical support, enabling them to move to less crowded business fields;
- Improved implementation of labour laws and policies;
- Improved physical welfare, indicated by the lower incidence of malnutrition, morbidity and mortality among girls and boys, and the improved school participation of girls and boys at various levels;
- Equal access of girls and boys to development opportunities, resources, and benefits which implies the removal of constraints, barriers, and various forms of gender-based discrimination to access, particularly among girls;
- Greater understanding among girls and boys and women and men of human rights of children, especially girls' human rights; and changes in attitudes and beliefs concerning gender relations, as indicated by the lower incidence of violence against girls and a more equal gender division of labour;
- Equal participation of girls in bodies or organizations created by and for child labour programmes or projects, and improved representation of women and girls in various decision-making bodies and leadership positions;
- Equal control between girls and boys and between women and men over the resources, processes and outcomes of a development programme or project.

More than a decade later... new issues emerged and was articulated in the 2005 Harmonized GAD Guidelines developed by NEDA:

- Migration-related issues, such as continuing feminization of labour migration as a result of government policy, domestic labour market conditions, and poverty; abuses and discrimination against Filipino workers overseas; and inadequate re-entry programs that can provide returning migrant workers with viable employment alternatives;
- Alarming rate of out-migration (and deskilling) of health care professionals, many of whom are women, and other highly skilled professionals;
- New workplaces that require different working hours and conditions, and the challenges they pose to the application of labour standards;
- International trade agreements that undermine the viability of local enterprises and produce new vulnerabilities among workers while offering new opportunities to some groups;
- Enforcement or implementation of labour laws that support the decent work agenda.

The Joint Country Gender Assessment¹⁶ conducted in 2008 by PCW with ADB, EU CIDA, UNICEF, UNIFEM and UNFPA refreshes these same gender issues and re-constituted in three themes (i) Employment in

¹⁶ Paradox and Promises: A Joint Country Gender Assessment. 2008. Asian Development Bank, Canadian International Development Agency, European Commission, National Commission on the Role of Filipino Women, United Nations Children's Fund, United Nations Development Fund for Women, United Nations Population Fund.

New and Old Workplaces; (ii) Informal Work and Entrepreneurship; and, (iii) Labor Migration - Domestic and International Migration.

Gender issues in the formal wage sector recur and some are made more pronounced with the shifts of economic priorities, from an export-oriented industrialization strategy promoting garments exports in the 1970s to electronics export in the 1990s, to the establishment of economic zones which boomed in 2005 and up to the emergence of new workplaces in 2006 such as information and communication technology (ICT) - based industries showing a clear preference for employing women. Collectively the prominent issues are:

- The heaviest investors in the economic zones are electronic firms who apparently prefer female workers because of their “appropriate temperament” and innate skills to accomplish meticulous tasks.
- Employers have exploited Filipino women’s patient and docile nature through forced overtime and high production quotas.
- By taking advantage of young female workers’ perceived docility, employers and trade unions have disregarded women’s rights to safer and better working conditions.
- Some women report experiencing gender-based discrimination in the form of sexual harassment, difficulty in obtaining maternity leave, and gender bias in promotions (men are preferred) including low wages, excessive salary deductions, lack of production incentives, and absence of job security.
- New workplaces emerged such as ICT-based industries showing a clear preference for employing women. Despite this preference, women still tend to occupy mainly low-paid, lower-tier jobs. They are largely found in electronic assembly lines, answering phone calls or Internet inquiries in call centers, or encoding company data¹⁷.

In the informal labour economies where women are in enterprises that allow them to keep close to home and/or to do at least part of their household work (such as cooking) while running a business, also presents the same gender issues articulated by the PPGD in 1995, these includes:

- Low earnings of women compared to men.
- Social protection (a detailed discussion on this is available in Chapter 7 of the Joint Country Gender Assessment)- while there are laws extending membership in the Government’s social security system and the health insurance scheme to self-employed microentrepreneurs, these laws have yet to be fully implemented and do not cover other workers in the informal sector.
- Limited access to capital constrains the growth potential for many microenterprises and small and medium-sized entrepreneurs. Male entrepreneurs generally obtain better access to credit and lending terms from informal channels and contacts. In contrast, microlending institutions generally give preference to female entrepreneurs.
- Home responsibilities tend to constrain women from participating in trade fairs, organizations, and networks that could open up new business opportunities outside the immediate community. For the same reason, it may also be difficult for microenterprises to handle bulk orders.
- Women also tend to focus on a very narrow band of activities or enterprises with low barriers to entry, which results in overcrowding of the market segment and lower monthly earnings compared with businesses controlled by men¹⁸.

¹⁷ Ibid. Pages 27-32

¹⁸ Ibid.

In response to difficulties in finding employment that pays enough to support a family, many Filipino women and men, and also girls and boys, seek paid work outside of their home communities. There are domestic and international labor migration streams. Women and men from poorer regions migrate to larger cities, such as Metro Manila and Cebu City, in search for work. Simultaneously, comparatively high salaries abroad and the Government's active promotion of international labor migration have given rise to one of the most institutionalized labor export programs in the world. Today, there are more than 8 million Filipinos overseas. The growth of the Philippine economy can be partly attributed to the transfers from abroad¹⁹.

According to the 2008 Joint Country Gender Assessment, domestic and international labour migration has its own vulnerabilities and brings with it issues of inequalities some of these are:

- Absence from social networks and familiar and familiar structures increases the vulnerability of migrating women and men, and not least girls and boys. Due to patriarchal structures and workplaces that are hidden from public scrutiny, women and girls are more likely than men to be subjected to exploitation, and economical and sexual abuse. The risk is enhanced in countries, such as Saudi Arabia, where governments do not regulate the private sphere in their legal systems. Exploitation exists at all of the stages of the migration process.
- Huge placement fees, the so-called “fly now, pay later” scheme, and illegal recruitment reportedly rampant in the rural areas¹⁰ ensnare women into debt bondage and prevent them from reporting exploitation or going home. There is also evidence of employers confiscating their employees' passports, thereby limiting their mobility.
- The risk of human trafficking also increases with migration. In 2003, the UN Global Programme Against Trafficking in Human Beings in the Philippines reported that women were lured into the sex industry through deceptive information about the nature of jobs and the working conditions abroad.
- Long periods of absence may spur infidelities and separation and also contribute to the spread of sexually transmitted infections.
- Children also pay the price. They are deprived of their parents and tend to perform worse at school, particularly in the absence of their mothers. And while migrants may afford to keep their children in school longer, their poor academic performance resulting from their parents' absence may also weaken the future human capital of the country.
- Brain drain and “care drain”- migration of educated health professionals exacerbates existing problems of the health system in the Philippines, which risks compromising the quality of human capital needed to sustain economic development²⁰.

DOLE Initiatives to Address Gender Issues in the Labour and Employment Sector

Years before the law on sexual harassment was passed, DOLE had already initiated some guidelines for an anti-sexual harassment policy in the workplace through the issuance of AO 80 in 1991 and AO 68 in

¹⁹ Ibid.

²⁰ Ibid.

1992. This initiative put DOLE at the forefront in advocating for the passage of RA 7877 – The Anti Sexual Harassment Act of 1995²¹.

DOLE was also involved in the crafting of the PDPW and wrote the chapter on labor in the Philippine Plan for Gender-Responsive Development (PPGD). The BWYW enabled DOLE to easily identify programs for women²².

Over the years, DOLE have initiated responses to address some of the gender issues articulated in the PPGD, issues it helped identify, through the issuance of policy guidelines for women workers, advocacy for women’s membership in trade or labour unions, capacity development for women in the informal sector, implementation of legislations, implementing programs for women OFWs²³.

DOLE has been involved in the crafting of laws, such as the Paternity Leave Act and provided inputs on employment related provisions of IRRs such as in the case of the Solo Parent’s Law. DOLE and Visayan Forum together with ILO is currently seeking the passage of the Kasambahay Law²⁴.

According to the 2008 Joint Country Gender Assessment, to protect women’s interests in economic zones, government, labor and trade unions, and nongovernment organizations have conducted seminars on economic rights and various laws concerning women workers (such as the antisexual harassment law). In support of organized labor, the Philippine Government has conducted labor education for unionized and non-unionized establishments, and training and consultations on negotiation and advocacy leadership among women union leaders and workers. Some of these initiatives have resulted in mechanisms and procedures for avoiding sexual harassment, and complaints have been filed²⁵.

To enhance social protection of women and men in the informal sector and to secure long-term sustainability and contribution from the sector to the country’s development, the Government is aiming to increasingly integrate the informal economy in the formal economy. For example, there are regulatory policies and ordinances regarding taxation and licensing for microenterprises. In the joint country gender assessment stakeholder consultations, participants pointed out the importance of balancing these policies with incentive policies for microentrepreneurs. Furthermore, it was emphasized that microenterprises tend to have little or no margins to survive bureaucratic delays. Thus, registration and certification policies, quality controls, etc. must be enforced efficiently and not to undermine the viability of the businesses.

²¹ Illo, et.al. Accounting for Gender Results: A Review of the Philippine GAD Budget Policy. WAGI Miriam College. 2010. Pages 100-101

²² Ibid. Page 102

²³ Ibid. Page 106, 120

²⁴ Ibid.

²⁵ Paradox and Promises: A Joint Country Gender Assessment. 2008. Asian Development Bank, Canadian International Development Agency, European Commission, National Commission on the Role of Filipino Women, United Nations Children’s Fund, United Nations Development Fund for Women, United Nations Population Fund. Page 41-46.

Removing constraints to growth for women in informal economies are being gradually addressed. For instance, DOLE has programs that seek to increase labour productivity, and the DTI has various training and assistance schemes for microenterprises and small and medium-sized enterprises.

To enhance protections for migrant workers, the Congress of the Philippines passed a law in 2006, which gave the Philippine Overseas Employment Agency (an attached agency of DOLE) strengthened regulatory functions. Under its new regulatory powers, the agency encourages migrants to transform their savings into productive economic activities. Together with the private sector, the Government gives awards to migrant workers who have successfully launched entrepreneurial activities. DOLE has also launched new guidelines on hiring household workers aimed at improving the quality and stock of domestic helpers, while simultaneously enhancing their working conditions and preventing abuse and exploitation. The program includes a certification process with a skills assessment and subsequent training by the Technical Education and Skills Development Authority for those who fail. The objective of the program is to educate women and men for higher end housekeeping jobs in hotels, restaurants, and other establishments²⁶.

²⁶ Ibid.

CHAPTER ONE

Gender Equality Vision and Mainstreaming Strategy

This first Chapter will expound on the gender equality vision and strategy of DOLE. Specifically it will describe current national/international gender issues and gender debate affecting DOLE and the department's gender mainstreaming strategy as reflected in its Vision, Mission, Goals, Programme and Budget.

To this day, the labour and employment sector is an important economic anchor for the Philippines. It occupies a prominent spot in the government's inclusive growth framework and a central facet of the PDP 2011-2016. Under the current administration the labour and employment sector through DOLE is expected to deliver on *employment generation, for both wage- and self-employed* as its contribution to inclusive growth. This expectation provides the backdrop for the unfolding of the gender vision and the mainstreaming strategy for DOLE.

The DOLE Gender Vision

The development vision of DOLE states: *attainment of full, decent and productive employment for every Filipino worker*. Its mission: *promote gainful employment opportunities, develop human resources, protect workers and promote their welfare and maintain industrial peace*.

Although not explicitly stated in its development vision and mission, the PLEP 2011-2016 indicate DOLE's unwavering commitment to the vision of gender equality as evidenced by the following observations:

- DOLE recognizes the MDGs and expressed accountability to help achieve Target 1B of Goal 1 - *eradication of extreme hunger and poverty* which requires the achievement of full and productive employment and decent work for all, including women and young people.
- Second, DOLE also recognizes the Decent Work Common Agenda Strategic Objective, *creating greater opportunities for women and men to secure decent employment and incomes* which has now become synonymous to DOLE mandate. The PLEP 2011-2016 strategies for achieving the government targets for inclusive growth are the Decent Work Pillars: employment; worker's rights; social protection; and, social dialogue. These pillars are strategic entry points to advocate and institutionalize appreciation of gender issues within the sector. ILO explicitly states that *Gender Equality is at the heart of Decent Work*.

Gender Mainstreaming Strategies

1. Gender Equality Structures

The structure for gender mainstreaming was initiated in the 1990s when the GAD Focal Point (GFP) was organized together with a Technical Working Group (TWG) created to pilot test implementation of Philippine Development Plan for Women (PDPW). Then Undersecretary Nieves Confesor was the first Chairperson with Undersecretary Cresencio Trajano as Co-Chair. The members of the GFP were grouped into clusters: labour relations, workers protection and welfare, employment promotion, management services, policy and international affairs and regional office. Until 2006, the BWYW served as the GFP Secretariate.

In 1997, at the time when Nieves Confesor was the Secretary of DOLE, gender mainstreaming was revitalized by replicating the GFP and TWG in bureaus, regional offices and attached agencies.

Overtime, the institutional setup and membership of GFP in DOLE have changed through a series of administrative orders. For instance, in 1992, DOLE issued AO 103 that provided a more defined role for the TWG and the GFP. There may have been other AOs issued after AO 103 of 1992 but there is evidence that in 2002, AO 152 was issued on the composition of the GFP. In 2006, AO 274 Amendatory Provisions to AO 152 was issued which effected another reconstitution of the GFP.

Today, the gender mainstreaming structure in DOLE is defined in Administrative Order No. 264. This time however, the reconstitution, as the AO states, is in line with the Decent Work Framework and with the strategies encapsulated in the PLEP 2011-2016.

The DOLE Secretary is the Chairperson of the GFP. The Undersecretary for Labor Standards and Social Protection is designated as Head of the GFP Executive Committee whose members include the Directors of the Institute of Labor Studies (ILS), Bureau of Workers with Special Concerns (BWSC), Bureau of Working Condition (BWC), Bureau of Local Employment (BLE), Bureau of Labor Relations (BLR), International Labor Affairs Bureau (ILAB), Planning Service (PS), Financial Management Service (FMS), Human Resource and Development Service (HRDS), and Labor Communication Office (LCO).

The TWG/Secretariate is headed by the PS and the members are: Bureau of Labor and Employment Statistics (BLES), BWSC, FMS, HRDS, LCO, Internal Audit Service (IAS) and, Administrative Service (AS).

The current GFP is mandated to set the direction, plan, advocate, monitor, and evaluate gender-responsiveness of DOLE policies, strategies, programs and activities. It is also mandated to mainstream gender to ensure that the processes, practices, and policies of an organization, program or project are responsive to gender issues and women's concerns.

Specific function in direction setting and planning includes:

- Setting-up of appropriate system and mechanism to ensure the generation, processing, reviewing and updating of sex-disaggregated data or data base;
- Spearhead the preparation of the agency's annual performance-based GAD plans, programs and budget in response to women-gender issues;
- Ensure that GAD efforts of the agency are replicated in the regional offices; and,
- Develop GAD capability building plan integrated in the regular agency HRD plan that supports continued gender education, updating, and enhancing skills activities customized to the functions of GFP.

For advocacy, the GFP is expected to:

- Coordinate efforts of different divisions, offices, and units of the agency and advocate for the integration of GAD perspectives in all their systems and processes;
- Engage the participation of women and gender advocates, other civil society groups, and private organizations in the various stages of development planning cycle; and,
- Ensure that all agencies, personnel, including the auditors are capacitated in GAD by initiating activities to increase the professional capability of all strategic personnel in the agency on gender mainstreaming.

On monitoring and evaluation, the GFP is mandated to:

- Lead the monitoring of the gender-responsiveness policies, strategies, programs, activities, and projects of the agency;
- Spearhead the preparation of the consolidated agency annual GAD accomplishment reports and other GAD reports; and,
- Lead the monitoring of implementation of the Annual GAD Plan and Budget, and other GAD related policies and programs.

The TWG/Secretariate is mandated to:

- Serve as technical backstop in planning, programming, implementation and monitoring of GFP activities and GAD Plans;
- Coordinate with all DOLE offices including regional and attached agencies and ensure their meaningful participation in GAD strategic and annual planning exercises;
- Conduct advocacy activities and develop IEC materials to ensure critical support of agency officials and staff to the activities of the GFP and GAD mainstreaming activities of the Department;
- Monitor implementation of GAD-related reports; and
- Regularly report to the ExeCom on the activities of the GFP and the progress of agency GAD mainstreaming activities.

Also part of the GFP structure are the different designated Gender Focal Persons for each bureau, office and attached agencies. Based on a listing acquired from the GFP Secretariate by the PGA team, there are 48 GAD focal persons, 44 of these are women and 4 men.

During the PGA workshops, the current gender mainstreaming structure of DOLE as stipulated in Administrative Order No. 264 is a common area of concern among gender-aware staff from the bureaus and offices, regional offices and attached agencies.

A woman regional participant to the PGA workshop at the NCR DOLE Office conducted on December 6, 2011, voiced out her concern on the gender mainstreaming structure of DOLE, in particular, the role of the Secretariate in GAD planning and budgeting, which is currently a function of the TWG/Secretariate and delegated to the PS.

During the probe, some of the participants perceive the issue as one that is linked with the capacity of the PS to perform its role as Secretariate. In the workshop discussion, comparison cannot be avoided with the performance of BWYW as GFP Secretariate, a function performed by the bureau until 2006. The participants feel that the appropriateness of BWYW, being a bureau dedicated to women and young workers, is a good fit. Further research would also show that the efficiency of BWYW, as recounted in review of the Philippine GAD budget policy report, is partly attributable to their dutiful use of GAD guidelines and tools, including the GMEF and guidelines on GAD budgeting issued by then NCRFW. The review however also states that frequent changes in these guidelines pose difficulties and to help attached agencies they needed the help of NCRFW. The report further states that even the Planning Service recognizes that GAD budgeting is a new area in which they need technical support, compared to BWYW, who had handled the task for years²⁷.

²⁷ Illo, et.al. Accounting for Gender Results: A Review of the Philippine GAD Budget Policy. WAGI Miriam College. 2010. Pages 106-107

2. GAD Planning and Budgeting

GAD Planning and Budgeting, a process supported by the PPGD and the PFPW and recently mandated by RA 9710 has become standard practice in DOLE.

The review of GAD Plans for years 2000 to 2007 conducted during the review of the Philippine GAD budget policy, organizational related gender issues are the key themes of GAD Plans which basically revolve around capacity building, advocacy and campaigns and human resource development. Client focused themes include the issuance of policy guidelines for women workers, advocacy for women participation and membership in labour and trade unions, capacity development for women in informal economies, legislative support and technical input to laws and IRRs and program development and implementation for women OFWs²⁸.

During the period 2000-2009, annual budgets for GAD collectively amount to Php 205 million that is reasonably high and accounts for 0.6 to 9.1 percent of total agency budgets. There are however numerous issues surrounding the GAD budget allocation practice in DOLE. Different modes of computations are used in the determination of the required 5% allocation of agency budget for GAD as the law requires- do not lend uniformity. For instance, some agencies compute this against the overall agency budget while others use the MOOE total as basis for computation²⁹.

The GAD Plans of 2010, 2011, and 2012 include a list of gender issues and concerns under two categories: organization-focused and client-focused. Often cited issues across the two categories range from *equal employment opportunities and gainful employment for women* to *lack of awareness of existing laws on sexual harassment and VAWC* and *vulnerability of women in informal economies*, also *lack of social protection*. Also cited are issues such as *lack of orientation on HIV, abortion, drug use, and family welfare, healthy lifestyle, and livelihood/enterprise development (for men and women)*.

The documents indicate consciousness to begin a plan with a gender analysis; however, gender dimensions could be more explicitly articulated and analysis could be deepened further and substantiated (*e.g.* what is the gender issue in *healthy lifestyle* or *drug use*? How should this be rationalized or contextualized as a GAD issue?).

There is marked progress in the formulation of the GAD plans through the years (comparing 2010 to 2012 GAD plans), especially from a results-based management perspective. The 2012 GAD plan has better formulated issue identification, interventions and baselines; it also appears more client-focused. However, the formulation of a clear gender mainstreaming strategy should benefit from more rigorous gender analysis (clearer articulation of gender issues) and identification of expected results, targets and gender equality outcomes. These need to be reflected in all stages of the GAD planning cycle, including monitoring and evaluation. Identification of targets should be more results-based – *i.e.*, what are the targeted gender equality results (outputs and outcomes). There could also be more creativity in identifying suitable performance indicators beyond the *number of activities conducted...* Indicators should also help measure development results (change) rather than activities. The current documents do not give clear indication of how the GAD plans were produced – *e.g.* who participated in the planning

²⁸ Ibid.

²⁹ Ibid.

process, and whether other stakeholders or clients were involved in the planning. Finally, the GAD plans do not clearly indicate well-developed systems for monitoring and evaluation.

3. Technical Cooperation

Technical cooperation activities with overseas development assistance agencies appear to be another effective strategy where gender equality actions are implemented along the DOLE mandate and programmes. This topic is elaborated in Chapter 4.

Conclusions

1. Currently, gender analysis is not a standard practice in DOLE and this limits appreciation of global and national debate on gender issues affecting women and men.

A quality of feature of GAD Plans and Budgets is the awareness, depth and the choice of gender issues that the plan intend to address and the articulation of expected gender equality impacts it aims to achieve in a year's time. This can only be done through rigorous gender analysis of issues. At the moment, this strategic function is not explicitly included in AO 103.

The 2008 Joint Country Gender Assessment can help DOLE articulate clearly gender issues and identification of expected results, targets and gender equality outputs and outcomes. The assessment has articulated the debate for DOLE to consider in the context of labour and employment from the women economic empowerment perspective:

Enhancing women's economic empowerment is, therefore, not only a question of promoting equality, but also of supporting the socioeconomic development of the country. However, there is a long way to go before women's economic empowerment mirrors that of men. Women's economic empowerment is closely linked to the quality and quantity of available jobs. It is also associated with women's awareness of their economic rights and opportunities, as well as their voice and representation in economic decision-making bodies, as recognized in the Framework Plan for Women. Women's economic empowerment is furthermore influenced by culture, religion-based gender norms, and the economic realities of globalization.

The 2008 Joint Country Gender Assessment also points where the labour and employment sectoral focus should be:

- There is potential for new jobs in new industries, but old problems persist- many of the newer industries—like business process outsourcing and other information and communications technology based industries—demonstrates a preference for hiring women, yet women still tend to occupy lower-paid, lower-tier jobs. Technology park employees report gender-based discrimination and sexual harassment. There is a need for strict enforcement of core labor standards and safe working conditions. Women and men alike are finding it more difficult to get new industry jobs in the face of a declining skill base, including poor English proficiency. Investments in improving the quality of all levels of education to enhance language, numerical, and logic skills of women and men are the foundation of competitiveness on the job market.
- Informal work needs adequate support- a very large number of Filipinos make a living in the informal sector—more than 15 million by one Department of Labor and Employment estimate. If each one of those informal sector workers had only two dependents, it would mean that 45 million people, more than half of all Filipinos, depend on the informal sector for survival. Nine out of ten enterprises are micro and operate in the informal, unregistered, and unregulated

segment of the economy. Women outnumber men 2 to 1 in trade, while men completely dominate in transport. Micro-, small, and medium-sized enterprises face many constraints, among them limited access to formal credit, hazardous workplaces, a lack of access to information, and no social protection. Gender issues are often missing from supply or value chain analyses. An important recognition is that different groups of workers and producers—women and men in micro-, small, and medium-sized enterprises—have different situations and concerns. One size does not fit all.

- Migration comes at a cost- migration can provide great opportunities. Overseas Filipino workers—more and more women among them—are the nation’s heroes, sending back ever-increasing remittances so that the economy continues to grow. But these gains need to be weighed against costs. Consumption driven growth is one result. With its low labor intensity, this kind of growth does not create enough jobs. Remittances are rarely harnessed for productive investment. Brain drain is another result, particularly in the health professions. At the household level, long separations from spouses, children, and extended families mean that migrants and their families often pay a heavy price. Migrants are vulnerable to exploitation, particularly when grinding poverty is the driving force behind the decision to migrate (which it often is for domestic migration). Ensuring safe migration and combating trafficking is paramount, but creating more and better opportunities at home—and not only in the major urban centers—is also an important part of the migration equation.

Addressing core concerns in the GAD plan, as new industries unfold for women, as more and more women enter the informal economy and migrate away from home to find work, will entail rigorous gender analysis of issues involved as well as the political will to ultimately address the bottom line- increased women’s income. The translation of women’s economic empowerment into GAD Plans and Budgets will necessarily entail measuring the levels of income of women thereby quantifying women’s contribution in the economic development of the country. This area is contentious for most development institutions and programs but, given the breadth of gender issues in labour and employment, and the pull of contributing to inclusive growth, the indicator and target for increasing women’s income becomes inevitable for DOLE.

2. The formulation of a clear gender mainstreaming strategy should benefit from clearer articulation of gender issues and identification of expected results, targets and gender equality outputs and outcomes.

A major lesson during the discussion of GAD planning and budgeting is the readiness of the GAD structure to provide technical expertise in all areas of gender planning and budgeting including formulation of and articulation of gender issues and identification of expected results, targets and gender equality outputs and outcomes which to some extent, the BWYW with the help of NCRFW was able to provide until 2006. It must be noted that this expertise on women issues, concerns and empowerment solutions are intrinsically linked with the bureau mandate and may come as a matter of course. However, this is not necessarily true for the Planning Service where such expertise need to be built into the system and staff must be capacitated and delegated to focus on GAD planning, budgeting, monitoring and evaluation year round.

In this regard, aside from conducting capacity building activities for the Secretariate (this matter is further expounded in Chapter Two) it also becomes important to consider defining the role of the Secretariate as AO 103 appears to have subsumed the mandate of the Secretariate similar to the

TWG. From the perspective of accountabilities based on roles and responsibility, the mandate of the TWG and the Secretariate should be explicitly and separately expressed.

Furthermore, the GFP can refer to the NEDA initiated monitoring tool to track gender equality actions and mainstreaming initiatives for ODAs projects called the Harmonized GAD Guidelines (HGG). Some Examples of gender differences mentioned in the HGG for the labour and employment sector that may be included in the monitoring of GAD plans:

- Micro-enterprises owned and managed by women and men
 - Performance of women- and men-owned enterprises in areas of project interventions
 - Participation in forums
 - Borrowers and loan profiles
 - Rate of adoption of project interventions
 - Rate of satisfaction with project interventions
 - Membership and leadership in the project's partner organizations (labour or trade unions, ECOP, informal sector coalition)
 - Employment generated by the project, or loss of jobs as a result of the project
 - Hours worked
 - Wages
 - Membership and leadership in the organization or a similar groups created by the project
 - Participation in training, by type of training
 - Distribution of project inputs other than credit (market linkages, technical information, design)
 - Social protection coverage
3. International development agencies continue to drive gender work in DOLE. Some of these initiatives that are currently making an impact are:
 - CIDA Great Women Project
 - Child Labor and Breastfeeding in the Workplace with UNICEF and the Spanish Government
 - Youth Employment and Migration with IOM, ILO, FAO, and the Spanish Government
 4. Currently, there is no GAD monitoring and evaluation instrument that can capture gender impacts of DOLE programs and projects.
 5. There is much to define in the current gender mainstreaming structure of DOLE which is the gender focal point as mandated by AO 264. Some of these call for clarification in the GAD structure, roles and responsibilities and most importantly its accountabilities. There is also a call to strengthen gender work in POLOs.

Recommendations

1. Make gender analysis a key activity in all planning exercises.
2. Make gender analysis a key process in the annual review of the PLEP 2011-2016.
3. Consider enhancing Administrative Order No. 264 and spell clearly the DOLE-wide GAD/gender mainstreaming framework and strategy, clarify the GAD structure and accountabilities, including defining the role of the Secretariate, as differentiated from the TWG, and clarifying the role of the gender focal persons in the bureaus, offices and attached agencies as well as linking gender work in POLOs with the gender focal point system of Philippine Embassies and Consulates as mandated under Section 37 of the Magna Carta of Women.

4. Put in place a simple and user-friendly but effective system for GAD M&E. This can be included in the proposed consolidation of AO on the GAD focal point system.

Good Practices

POEA underwent an assessment of the quality of gender mainstreaming using the Participatory Gender Audit (PGA) methodology in 2009.

In 2009, POEA went through a Participatory Gender Audit supported by ILO. It would be timely to review the findings and to follow-up on the recommendations.

The ACP Structure and DLIP demonstrate how DOLE programmes can be made gender responsive.

The ACP structure in DOLE and the DLIP programme allowed the recognition and accreditation of excluded women such as rural women in upland and coastal areas and commercial sex workers. One such group, the Barugo ROSCAS Producers in Barugo Leyte was assisted by DOLE through the DLIP has been tapped by the CIDA-PCW GREAT Women Project.

CHAPTER TWO

Gender Expertise and Competence

This section expounds on the findings on the gender expertise and competence within DOLE. It also proposes recommendations to address the areas for improvement and to enhance DOLE staff competence for the gender-responsive implementation of the PLEP. The analysis is based on the collation of information from at least 3 sources – the desk review, the responses and observations from the PGA workshops and focus group discussions and interviews and the gender quality survey.

Capacity Building for Gender

There is limited in-house documentation and analytical synthesis of DOLE's gender capacity building programme since the 1990s when the GAD focal point system was introduced. Fortunately, a review of DOLE's gender mainstreaming initiatives, particularly on GAD budgeting, was included in the publication, "Accounting for Gender Results, A Review of the Philippine GAD Budget Policy". The report reviewed documents on GAD developments in DOLE from the late 1980s until 2009.

The earliest recorded capacity building initiative for GAD were the series of workshops conducted for the GAD Focal Point and TWG in the 1990s aimed at identifying key gender issues that impact on DOLE's mandate. These workshops prepared the GAD Focal Point and TWG to participate in the crafting of the Philippine Plan for Gender Responsive Development where DOLE was tasked to write the chapter on labour.

Much of DOLE's gender mainstreaming successes peaked in mid-1990s under BWYW when GAD competence and accomplishments was highly rated at stage 3 (stage 4 was the highest level in the gender mainstreaming evaluation framework) in terms of GAD application. DOLE was one of the pilot agencies in the CIDA-assisted Institutional Strengthening Project of the National Commission on the Role of Filipino Women (NCRFW), the national women's machinery. DOLE's GAD practice was eventually commended as a 'trailblazer in gender mainstreaming'³⁰.

The exercise on historical timeline, conducted during the PGA Workshops, confirmed the findings from the document review that most of the GAD advocates had their training in the mid-90s. Some participants remember Remy Rikken, now Chair of PCW, as one of the resource persons in these workshops, but there was no follow-up mentoring thereafter. Hence those trained became inactive in gender mainstreaming work.

It must also be noted that gender equality appears not to be one of the mandatory training for new entrants in the department. The newly hired staff who participated in the PGA workshops welcomed the opportunity to having been a part of the workshop as it provided them with information about gender. A new hire female staff even commented that she realized that there is more to DOLE and its mandate now that gender was introduced to her. When asked if gender was part of the orientation of new hires, not one of the new hires who attended the PGA workshop could remember³¹. But a female staff from AS confirmed that gender equality is a topic in the entry orientation of new hires.

³⁰ Ibid.

³¹ PGA Workshop. December 5, 2011. NLRC Conference Room

Capacity to Mainstream Gender in Policies and Programmes

The Philippine Labor and Employment Plan (PLEP) indicate DOLE's policy awareness and adoption of the ILO Conventions and Philippine MDG gender indicators as framework and standards for program implementation. In terms of 'Human Capital Investments' (page 16), it recognized gender issues in the workplace hence targets social protection, formalizing informal sector, mutual recognition agreements, reintegration programs and forging of bilateral agreements among its strategies. DOLE has top-level capacity and expertise in policy advocacy in terms of the protection for domestic workers, the informal sector and migrant workers.

However, the PLEP needs to be explicit in recognizing the 2007 CEDAW Concluding Observations to the Philippines' gender and employment issues (para. 17, 20, 22), the 2009 Observations from CPRMW, and the 2009 Magna Carta of Women which are equally important gender priorities for to be urgently supported. Most DOLE officers and programme staff have yet to be fully oriented on these policy updates and the inter-linkages across these policies. There is no comprehensive GAD capacity building programme to support the competency requirements for a GAD-responsive implementation of the PLEP for the next five years. Current monitoring tools do not capture gender equality impacts of programmes and projects at the field and at national levels hence annual accomplishment reports have not clearly reflected accomplishments, progress and lessons in this area.

Gender Capacities as Reflected in the GAD Plans

The GAD Plans for years 2000 to 2007 reveals capacities to address organizational related gender issues, as these are the key themes of the plans. Activities implemented during this period can be categorized according to capacity building, advocacy and campaigns and human resource development. Using the report on the Review of the Philippine GAD Budget Policy as basis, the same set of GAD plans will show evidences that DOLE had capacities to issue policy guidelines for women workers, conduct advocacy for women participation and membership in labour and trade unions, conduct capacity development for women in informal economies, render legislative support and technical input to laws and IRRs and program development and implementation for women OFWs³².

A content analysis of the 2010 GAD accomplishment reports, the DOLE annual report, PLEP and the 2011-2012 GAD plans partly revealed the state of gender expertise. The 2010 reports and 2011 plans indicated uneven and limited analysis of gender issues in their sectors and programs hence the strategies and results are unfocused. Most of the GAD plans and reports recognized gender issues and has had women-specific programs in some cases and gender-mainstreamed activities in most cases. Some regions have actively partnered and contributed to inter-agency programs among government agencies, with LGU, and women's groups. In most cases, GAD mainstreaming is equated to having some women participants in regular programs such as job fairs, livelihood projects, health and fitness, and team building activities but may not have directly addressed the equity deficits and equality issues within such programmes. The support for women's month celebration is a standard fare across the plans and reports but its impact is not analyzed. Some reports did not reflect sex-disaggregated number of participants and qualitative changes in knowledge, attitudes, practices and policy on gender that could have been more explicitly targeted and tracked. GAD budgets were reflected in the GAD plan but there has been no further analysis of GAD budget expenditure.

³² Ibid. Also note that these are some examples of the observation that was earlier raised in the Executive Summary, page 7- under *Important Areas in Gender Mainstreaming that Needs More Attention*.

To illustrate this trend, one of the region's GAD accomplishment report for 2010 indicated that an increasing number of DOLE employees were not trained on GAD hence it trained 103 DOLE employees in 2 batches. As part of the DOLE family welfare programme, it also advocated the same for 35 company human resource managers. It did not elaborate further on how many men and women were trained, what GAD competencies were developed and applied and how did it affect the implementation policies, programmes and services of their respective work units. It did not analyze what percentage of the total NCR budget was used for GAD or how the Php18.5 thousand purchase of a musical instrument for the DOLE choir charged against the GAD budget contributed to GAD results. Lessons and recommendations for improvement were not indicated. For 2012, the NCR GAD plan elaborates a bit more on its GAD issues and objectives for similar categories of programmes but the GAD performance indicators are limited to number of participants and activities that do not reflect GAD competencies.

The 2012 DOLE-GAD plan follows the template prescribed by the Philippine Commission on Women and has two sections – the 'client focused' components along the key goals of the PLEP and major final outputs (MFOs). The plan indicate a good recognition of the issues in each of the components and targets some proportion of women's access to each of the services, e.g. increasing women's access of employment services, increasing women's income, advancing women's rights compliance to labor laws, etc. However, these targets seem to be disjointed from the previous year's target and accomplishments

The 2012 GAD Plan allocates a total of Php38 Million GAD budget, which is the cumulative amount for the targeted proportion of women accessing various programs and services of the DOLE.

Most of these documents do not clearly specify and analyze the gender elements of labor and employment issues to be prioritized and addressed. Strategies are not informed by sex-disaggregated data and are without a gender analysis of labor and employment issues of program sectors or geographic focus. The gender strategies mostly consist of gender sensitivity training; advocacy for women's access and participation in the various programs and services conducted e.g. employment facilitation and anti-trafficking campaign, and the annual women's month celebration. The GAD budget allocation for these activities is marginal and much less than the minimum 5% of the total agency budget mandated in the General Appropriations Act.

Snapshots of Current Gender Competence

There continues commendable gender mainstreaming initiatives at the level of the bureaus and attached national agencies – the Bureau of Labor and Employment Statistics (BLES), the Bureau of Workers with Special Concerns (BWSC), the Institute of Labor Studies (ILS), and the Occupational Safety and Health Centers.

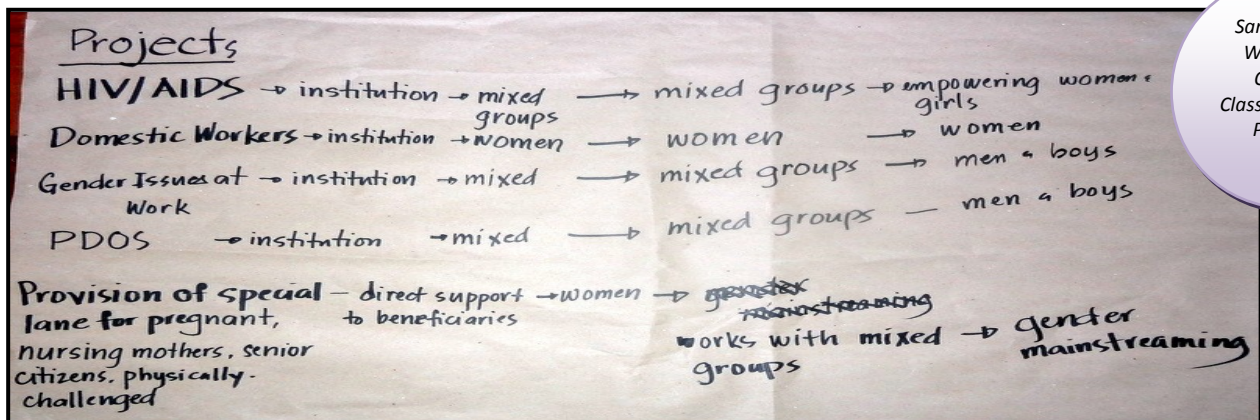
The Bureau of Labor and Employment Statistics (BLES) has commendable initiatives job regularly generating sex-disaggregated statistics and labor-market information that feeds into the MDG employment indicators in the Philippines. These are regularly uploaded in its website. However, this resource may be an under-utilized if programme officers are not trained to conduct gender analysis and utilize the data for the gender-responsive planning of their respective units.³³

³³ BLES 2010 Annual Report; 2011-2012 GAD Plan; BLES website at <http://www.bles.dole.gov.ph/PUBLICATIONS/2011%20Gender%20Stat/Chapter%202.html>

The Bureau of Workers with Special Concerns (BWSC) - Women Workers Development Division (WWDD) hosts the Women Workers Welfare Advocacy Program (W³AP) and Family Welfare Program that campaigns against sexual harassment in the workplace and other related laws that affect women workers through the Human Resource Managers of employment establishments. It also promoted the setting up of the lactation stations for working mothers with babies, as provided for in the newly enacted “Expanded Breastfeeding Promotion Act of 2009”.

The Institute of Labor Studies has organized the “Working World Trialogue Series “, including a forum on “Discrimination in the Workplace: Beyond the Stereotypes”. This has achieved considerable success in bringing together a unique mix of gender experts, workers’ groups, employers and civil society to discuss issues confronting the workplace on rights at work, employment opportunities, social protection and social dialogue.

The Occupational Safety and Health Center (OSHC) has collaborated with the Philippine Commission on Women (PCW) through the ‘GREAT Women Project ‘ on terms of improving the planning and design process, the participation and benefits of women in economic entrepreneurship programmes in rural areas.



Sample PGA Workshop Output: Classification of Projects

Conclusions

Gender competence is not yet uniformly present across the work units of DOLE. The result of the PGA exercise on *Gender Concepts, Knowledge and Awareness* confirms that there is uneven knowledge and understanding of many core gender concepts among those who attended the PGA workshop. While there is basic appreciation of gender equality and non-discrimination, the responses show little technical skills on applying such to programming and generating results. Gender mainstreaming is often misconstrued as any project that has women participants regardless of the content and process, no matter if some of these activities may reinforce traditional gender stereotypes in the livelihood projects targeting either men or women only. Fortunately, some partners and beneficiary groups have seized initiatives of learning GAD elsewhere outside DOLE. Some of these partners are also driving the GAD mainstreaming process within the agencies.

Overall, there are uneven gains and gaps in gender expertise and competence in gender-responsive implementation within DOLE. The ILS Executive Director summed it out succinctly that the main obstacle to gender mainstreaming in DOLE is the lack of a shared knowledge on what 'gender' is all about.³⁴

There is an urgent need for capacity development and training (on gender) was often cited in the documents that were reviewed and in the workshops as a *gender issue/concern*. A comprehensive, multi-level capacity development program is hereby proposed (see plan below) to revive and enhance the resource pool of gender trainers, implementers and monitors.

Recommendations

1. There are sector- appropriate knowledge products and tool kits for DOLE that are readily available and highly recommended. These include the following:
 - a. Facilitators' Training for Participatory Gender Audit by an ILO: a toolkit used for this assessment that may expand the team PGA Facilitators among DOLE GAD and human resource managers for sub-unit organizational diagnosis and learning especially among the attached agencies and regional units not adequately covered by this study.
 - b. The GEMS Toolkit (Gender mainstreaming strategies: Programming tools) is a set of 12 practical tools to facilitate the implementation of Gender Mainstreaming Strategies (GEMS) in organizations, policies, programmes and projects:

Tool 1: Key concepts and strategies: Quick reference guide on key gender concepts and definitions, key gender mainstreaming strategies (GEMS), approaches and steps; and summary GEMS checklist

Tool 2: GEMS in Decent Work Country Programmes (DWCPs): Guide and checklist for conducting gender analysis, planning, institutional capacity building and budgeting in a DWCP; summary of ILO policy guidance on the integration of GEMS in technical cooperation

Tool 3: How to review GEMS in your organization: Checklists for assessing GEMS capacity in an organization and finding out how effective it is or could become in using GEMS strategies and how it engages and treats men and women in its work

Tool 4: GEMS in research: Checklist for integrating a gender dimension in research content and processes; tips on when to have a clear gender focus in the research design and how to spot the early warning signs of gender inequalities

Tool 5: GEMS in project design and implementation: Checklist and tips on how to integrate GEMS in all stages of the programming cycle: problem analysis, strategy development, identification of the target groups, institutional framework, development of objectives and outcomes, outputs, activities, indicators, monitoring and evaluation, and inputs

³⁴ Interview with the ILS Executive Director by Jean Franco on Dec 15, 2011.

Tool 6: GEMS in indicators, monitoring and evaluation: Tips on designing gender-responsive quantitative and qualitative indicators; checklists to assess gender responsiveness of a monitoring and evaluation system, evaluation criteria and evaluation processes

Tool 7: Gender budgeting: Introduction to gender budgeting concepts and an overview of tools used in gender budgeting and gender budget analysis

Tool 8: GEMS in human resource management and development (HRD): Checklist to assess GEMS in HRD structure and processes, e.g. gender balance in staffing, equal pay, job descriptions, hiring and recruitment procedures, and staff appraisals; tips on implementing GEMS in HRD procedures and practices, and examples of ILO gender equality standard clauses in TOR and external collaborator contracts

Tool 9: GEMS in meetings and training: Checklist to assess GEMS in the planning, preparation, implementation and reporting of a meeting or training event; tips on how to ensure equal male-female participation in meetings and training, when to have separate meetings for women and for men, how to increase women's participation and how to make gender everybody's business; examples of gender equality clauses in invitation letters

Tool 10: How to make media products and processes gender-responsive: Checklist for assessing gender responsiveness of media products, core media messages and production and distribution of media products; standard gender equality statements used in ILO media products and tips for effective gender advocacy in the media.

Tool 11: GEMS in the working environment: Checklist to assess to what extent a workplace is family-friendly and supportive at the policy and at the practical levels; information and tips on how to make workplaces more gender equal and how to promote respect and prevent violence and harassment at the workplace

Tool 12: Key labour standards for gender equality in brief: Summary of ILO fundamental principles and rights at work and key ILO standards on gender equality: Equal Remuneration Convention, 1951 (No. 100), Discrimination (Employment and Occupation) Convention, 1958 (No. 111), Workers with Family Responsibilities Convention, 1981 (No. 156), and Maternity Protection Convention, 2000 (No. 183).

2. Consider a programmatic, multi-tier approach to GAD capacity building that may include modules on: (i) GAD Induction Course for all DOLE officials and programme staff; (ii) Gender Responsive Planning and Budgeting, M&E and Reporting Tools and Good Practices for GAD focal persons in all programme units; (iii) Specialized sector-specific learning sessions on GAD tools and practices; e.g. gender-responsive case management of labor disputes. The proposed program matrix below may be considered as a starting point for discussion.

Proposed DOLE GAD Capacity Development Program, 2012
(For Discussion and Enhancement by the DOLE-GAD Focal Point System)

Objectives	Activity / Content	Output	Indicative Date
I. Top and middle-level officials are aware of international and national policy mandates on gender and human rights and support the capacity building for enhanced LEP implementation and service delivery results.	Activity 1.1: One-day orientation workshop <ul style="list-style-type: none"> a. CEDAW, CPRMW, MCW policy mandates in relation to labor laws b. Gender analysis of labor-market statistics at national level c. Strategic entry points gender mainstreaming 	A memo circular formalizing top-level support for a GAD results framework and capacity development program Approved calendar of GAD capacity development programme for DOLE bureaus and regions	Quarter 1 / March
	Activity 1.2: Year-end review of GAD progress / Half Day	Annual review report of GAD accomplishments and gaps; approved follow-up GAD program for 201	Quarter 4
II. GADFP Secretariat and GAD focal persons are equipped to facilitate gender-responsive planning, monitoring and evaluation within and across DOLE units	Activity 2.1. Three-day GAD Training and Planning Workshop <ul style="list-style-type: none"> a. CEDAW, CPRMW, MCW policy mandates in relation to labor laws b. Gender analysis of labor-market statistics at national and regional levels c. Harmonized Gender and Development Guidelines: Checklist for Designing Decent Work, Labor and Employment Programs and Projects d. Review and enhanced consolidation of GAD plans and budget of DOLE units 	Enhanced GAD Results Framework, Consolidated GAD plan and budget, and Monitoring Indicators presented to the DOLE GAD Executive Committee	Quarter 1
	Activity 2.2. Three-day Training of Trainors (may be clustered into the following tools: <ul style="list-style-type: none"> ▪ Gender Mainstreaming Strategies (GEMS) Tool Kit ▪ Participatory Gender Audit ▪ Harmonized GAD Guidelines ▪ <u>Other sectoral tools</u> 	First batch of GAD trainors are able to mentor work units on their GAD plans	Quarter 2 & 3
III. Models of gender-responsive program implementation and service delivery are demonstrated, documented and shared within DOLE and with	Activity 3.1. Selected provincial, regional and national agency units are mentored on modeling field application of GAD planning, training and monitoring tools on projects with local partners Activity 3.2 Networking and	Gender-responsive practices are documented and shared	Quarter 4

external partners	resource mobilization with external GAD partners e.g. PCW, civil society organizations, development partners Activity 3.3. Annual sharing of good practices in gender-responsive implementation		
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3. Document the gender mainstreaming journey of DOLE and key milestones, practices, impacts and lessons learned. This is to ensure continuity, institutional memory and sustainability of a gender culture in the agency.
4. Planning Service should ensure that sex disaggregated data in the *Gender and Labor Employment Statistics* be used in all levels of planning.

Good Practice

The establishment of the women’s bureau now a section under the Bureau of Workers with Special Concerns helps push women’s agenda in the labour sector.

The recent UNDP supported review of the Philippine GAD budget policy conducted by WAGI Miriam College together with a team of GAD experts headed by Jeanne Frances I. Illo recognizes DOLE’s good head start in gender mainstreaming as a result of the department’s involvement in the crafting of the Philippine Development Plan for Women in 1990. DOLE was tasked to write the chapter on labor in the Philippine Plan for Gender – Responsive Development and the members of the GAD Focal Point and TWG that has been created with the Undersecretary Nieves Confesor as Chairperson, were subjected to a number of workshops that allowed them to identify key gender issues that impact on their mandate.

The review notes that, it helped that DOLE had the BWYW as this enabled the department to easily identify programs for women although this also meant that many programs focused on women’s practical needs and on women as a special sector. This perpetuated the view that women’s needs are separate from the other mandates of the department and that BWYW should be concerned with women.

After the PPGD engagement, DOLE has been using its annual planning and mid-year workshops as venues for indentifying current issues and prioritizing these for action. The issues and programs, projects and activities consist of those related to the organization, and those focused on clients.

Despite current difficulties encountered, the transfer of the GAD Secretariate from BWYW to the Planning Service is a step in the right direction. This can be an opportunity to expand the GAD thrust from *women-only* programmes towards a more inclusive gender equality approach.

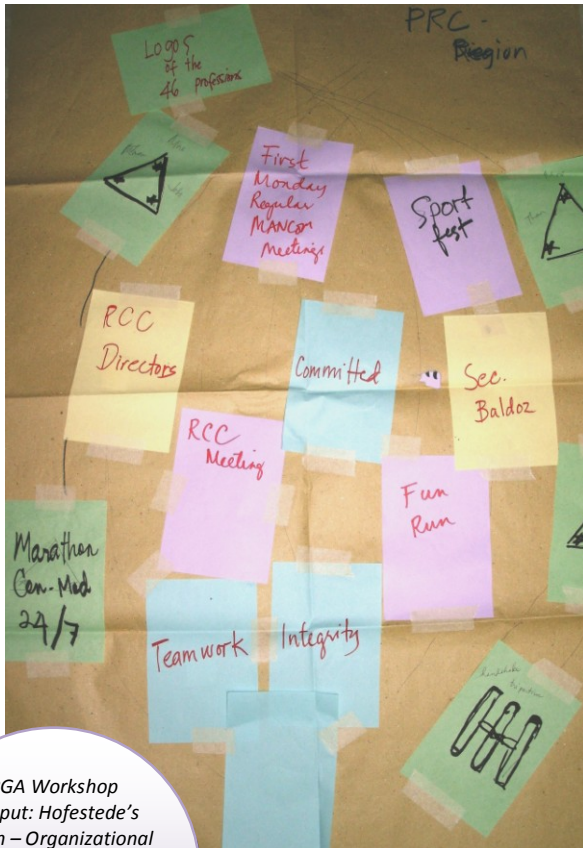
CHAPTER THREE

Organizational Culture and Public Image

This chapter will expound the culture of DOLE as an organization and will focus, among others on staff perception of DOLE's image as a government agency, and how this image is perceived in line with gender equality. Majority of the findings in this chapter have been culled from the PGA workshops, specifically on the exercises on organizational culture.

Overall, DOLE officers and staff demonstrated great pride in their work and the service they provide the public. From the PGA workshops, both officers and staff level employees perceive themselves as hardworking which they believe is a source of fulfillment for them as they help DOLE achieve its goal of contributing to the economy. The agency is also perceived by its employees and staff to be a champion for the informal sector, rural workers and migrant workers' rights. Nonetheless, it was not very evident that they already consider DOLE or their work units as having an image of a gender fair employer or one that promotes gender issues. To elaborate more on these, the following are the salient findings of the PGA pertaining to organizational culture culled from the Hofstede's onion exercises, the document desk review and interviews.

On DOLE Symbols- words, images or objects that have a meaning only, or specifically, for DOLE staff:



Recurring symbols that PGA participants have prominently identified are those on 'tripartism', the 'DOLE Hymn', 'DOLE Logo' and 'DOLE BUILDING'. While these symbols manifest a workforce that is conscious of its organizational identity and the goals in which this is anchored, these symbols have yet to be equated to gender-sensitivity or gender-responsiveness or even as a *champion of women worker's rights*. Nevertheless, this strong identity could be a stepping-stone for building a gender-responsive organization and equating DOLE as the gender equality champion in the workplace.

DOLE Champions- leaders, heroes and sheroes, men and women, real or imagined, who have characteristics that are held in high esteem in DOLE:

When DOLE employees and officials were asked to identify DOLE *heroes* or *champions*, most identified several former DOLE secretaries such as Blas Ople, Ernesto Herrera, and particularly women secretaries such as Patricia Santo Tomas, Nieves Confesor and Rosalinda Baldoz. The observation is that participants in the workshops seem to equate these former

PGA Workshop
Output: Hofstede's
Onion – Organizational
Culture Exercise. PGA
Workshop in
Dumaguete City by
PRC

officials with providing the agency with support for gender mainstreaming³⁵. Some also pointed to a male champion, Fernando S. Balboa – who pioneered the women’s and minor’s bureau’ and Aida Sabilano who was with the women’s bureau and author of Valiant for Women, a publication long remembered. The general sentiment is that women Secretaries of the department were really those that seriously pursued women and gender-responsive programs and policies. Moreover, this could also mean that gender mainstreaming in DOLE is still very much top-down and have yet to be institutionalized and trickle down to the rest of the agency’s organizational structure.

In interviews for example, a respondent argued that top level sponsorship is crucial such as the current GAD initiative of Secretary Rosalinda Baldoz which they see as an ‘opportunity’ but there is apprehension if this will be sustained when the Secretary leaves office after her term. However, according to one mid-level official, *pag umalis ang advocate mo, wala na*³⁶. According to another respondent in an interview: *gumaganda yung coordination with DOLE central office*³⁷. She cited the PGA involvement of DOLE and the leadership of Secretary Baldoz’, and added, *kasi iba lalaki*³⁸. The main threat, however according to her, *pag wala na si Baldoz at pag napalitan ng medyo machismo*³⁹.

The perception that DOLE gender mainstreaming depends only on top-level support and on whether that Secretary is a gender champion or not seems to create a sense of frustration that work on gender is a seasonal and adhoc endeavor. There is what can be called a ‘gender fatigue’ among the old timers tasked to mainstream gender. There is the sense that it is difficult to convince people within the DOLE to integrate gender even from women managers without a push from above. These observations and findings could therefore be the reason why participants in the workshop exercises found it difficult to equate DOLE image as that of a ‘gender-responsive or gender-sensitive’ organization. While top level support is indeed crucial, the lack of an institutionalized gender mainstreaming mechanism within DOLE that would sustain its gender work prevents it from achieving an image of a gender-responsive organization.

DOLE Rituals - are collective activities that are not strictly necessary to realize the DOLE’s development goals but are considered to be socially essential. Most of the rituals that symbolize what DOLE is expressed during the exercise are regular activities that participants perceive can actually contribute to achieving gender equality and nurture a healthy organizational culture for gender mainstreaming.

For example, both officers and staff in the central office and the regions identified the organization’s anniversary, flag raising ceremony and sports fest as key rituals that serve as ‘bonding’ time for them.

³⁵ PGA Workshop, December 2, 2011 at the GE Antonino Building.

³⁶ Translation: When the advocate is gone...gender is gone as well. Evelyn Manangan, Chief Labor and Employment Office, Bureau of Workers with Special Concerns. Interview, December 13, 2011.

³⁷ Translation: The coordination in the central office has improved.

³⁸ Translation: The others are men (referring to the appointed Secretaries that preceded Secretary Baldoz).

³⁹ Translation: When Baldoz steps down and replaced by a Macho... (referring to lesser attention to gender programmes by *Macho* Secretaries). Interview with Ma. Cristina Mangaliman, Conciliator-Mediator, OIC, Conciliation and Mediation Division, NCMB Office, Quezon Avenue, 16 December 2011

For officials, mid-year and annual planning meetings serve as important venues where they could express goals and activities within specific periods. Indeed, such activities manifest that there are ritualized forums in which employees and managers could periodically meet and discuss common issues that affect DOLE. In Mindanao, regional offices even have a ritual called 'Sayawit' which involves singing and dancing. While it was not very clear during the workshops to what extent such events have gender-responsive component, these ritualized activities could serve as launch pads for orienting and sustaining gender mainstreaming even in culturally diverse areas such as Mindanao where indigenous and settler dances and music manifest traditional gender knowledge. In this manner, gender as a component of DOLE work will no longer be perceived as *ad hoc* or seasonal. Hopefully, it would also slowly trickle down to all the levels of the agency.

DOLE Values - collective preferences of DOLE staff for doing things a certain way: During the workshops, the participants both at the managerial and staff level demonstrated great pride in their work and were well aware of the *public service* that they provide the public which to them echo the agency's theme of *more than jobs*. One participant even wrote that *DOLE serves as the government's eye in guiding and protecting the Filipino workforce*. They also see themselves as having *commitment, integrity, service-oriented, client-oriented* and *productive*. Even as they also perceive themselves in the same manner, managers complained of *over-time* or *over-tawad, workaholic* and *on-call 24/7*. While these answers manifest the acceptance by managers of the hectic schedule to which they are subjected in the course of their work, continuing this work style show that work-life balance seem to be sacrificed. While in any organization, hard working managers are laudable, minimizing stress is important to optimum overall performance. Moreover, if DOLE is to be serious in achieving an image of a gender-friendly employer, then it should provide a working environment that helps employees manage stress and at the same time balance work and family responsibilities.

DOLE Public Image

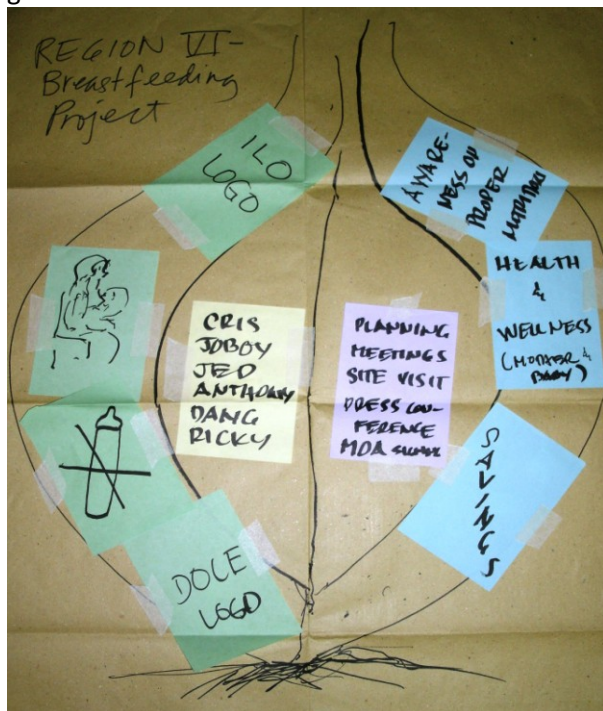
As the agency of government tasked to implement the country's goals for the labor and employment sector, DOLE is well poised to set norms and standards for gender equality and women empowerment. In this regard, the agency assumes the role of a *norm entrepreneur*. In line with this, the Labor and Employment Plan, DOLE press releases and key programs are key documents that could help assess whether the agency is moving towards this direction.

The LEP is the most important document that provides the overall framework in policy and program implementation until 2016. It contributes to DOLE's public image in terms of setting the direction and priority agenda as well as in creating awareness of which problem is deemed important by the labor sector. Sex-segregated data in the LEP are mainly present on its page 11 to 13 in which there was discussion on the gender indicators of the Millennium Development Goals (MDGs). This could perpetuate the notion that gender is a separate concern from overall planning and direction setting. Moreover, even if there were sex-segregated data on these pages, gender analysis could still be improved which could highlight and educate stakeholders and the public on the plight of women workers. For instance, in the discussion on labor force participation and employment rate of men and women, there should be mention of which type of jobs women and men are located. Men are usually wage and salary and own account workers while women tend to be unpaid family workers. Women are also likely to be de-skilled (for both local and overseas women workers) as they are usually located in the informal economy. In addition, the text of the LEP mentions the term 'vulnerable workers' many times. However, there is little mention of the fact that women are in fact inherently vulnerable than men in the labor sector whether it be in agriculture, services or manufacturing. In addition, on '4.2: Rights at Work' (page 31), there is no mention of CEDAW General Recommendations 26, to which the

Philippines is signatory. This international instrument outlines the rights of women migrant workers. It also expands the definition of ‘women migrant workers’ as including the wives of male migrant workers accompanying their husbands abroad. Lastly, on page 46 of the LEP, the phrase ‘ensure implementation of gender-responsive OSH programs’ is laudable given that there is minimal public awareness of the gender dimensions of occupational safety. However, monitoring is crucial to make sure that the term ‘gender-responsive’ is correctly shared among stakeholders and that this could not lead to protective policies that may discriminate against women workers.

DOLE on Sexual Harassment and Other Confidential Issues

Another aspect of DOLE’s organizational culture that should be highlighted is the staff preference to utilize the human resource structure for grievance and complaints in cases involving sexual harassment. During the workshop at the NLRC Conference Room last December 5, 2011, a woman participant shared that most women staff are aware of the mechanisms that are in place and that there are supervisors in the different workstations and at the HRD who are appointed to handle confidential issues. Because of a functional grievance and complaints committee, the complaint procedure, referral and redress system for sexual harassment is in place. There are currently 2 harassment cases filed and being decided on through the legal department of DOLE and the CSC. During the presentation of the initial findings of the gender audit to the DOLE staff last December 2011, Secretary Baldoz explicitly singled out the issue of monitoring sexual harassment cases. In general, DOLE is on alert for sexual harassment within the organization and the current Secretary is genuinely concerned about this.



Stand on LGBT

There are different levels of acceptance of the LGBTs in DOLE. During the PGA workshop, most participants agree that DOLE provides a welcoming space for the LGBT sector. The common disposition for gays and lesbians range from tolerance to acceptance; common as well is the expressed attitude that such sexual preference is not an issue in DOLE. In 2010, ILS organized a forum on labor issues pertaining to the lesbian gender and bisexual and transgender (LGBT) sector. The forum was attended by Rissa Hontiveros of Anakbayan Party List and Danton Remoto of Ladlad Party List, both are staunch supporters of LGBT rights. The forum was well accepted by DOLE officials and saw space

in front pages of two major dailies. Personal and individual views differ, some staff express that there are a number of gays and lesbians in the department who would much prefer to keep their sexuality and sexual preferences to themselves, but this is attributable to personal choices and not because of organizational pressures. Other staff candidly shared that cherished traditions and religion still pose hindrances to gays and lesbians. Despite these differing views, there have been no records of gender-based violence or documented cases of discrimination on LGBTs, even in cases of promotions and postings- one woman DOLE official said that when it comes to staff promotions, what matters is having the “x” factor. Still, some staff contests that there is possibilities of *silent discrimination* or other forms of *hidden* discrimination that are not exactly related to employment, but manifest in jokes and in the manner of dealing with gays and lesbians, including stereotyping them.

Conclusion

In all, the PGA workshops and document review yielded significant findings that highlighted steps in the right direction, good practice as well as avenues for further refinement of gender-responsive interventions.

There is a strong DOLE identity perceived by its officers and employees that can gradually drive and transform the organization into a gender-responsive agency. This identity is summed-up by the values that DOLE and its attached agencies hold as sacred:

- Decent Work
- Life-Work Balance
- Equality in the Workplace
- Integrity
- Teamwork
- Commitment
- Transparency
- Accountability
- 24/7

To these, a woman participant in the PGA Workshop at the NCR Conference Room last December 6, 2011 said: *For us in DOLE, everyday should be bright; no matter the challenges ... if the day is bright for us, it will also be bright to our clients. As public servants, we are obliged to serve everyone in a bright and happy mood.*

The OWWA Hymn was sung by the participants of the agency in the same workshop: *untiring service to the OFWs, in far-off continents, always ready to help even in the direst of situations.*

DOLE has started advocating *care-drain* and *social cost of migration* as part of GAD programmes for its clients. The work currently being done on LGBT issues, especially in the workplace (as part of the GAD institutional programme) and the explorations on how these advocacies could be translated into policies for the sector is timely. Carrying these advocacies will map the advancement of gender work in DOLE from the days of the PPGD formulation (Confesor-era) to instituting GAD planning and budgeting (Sto. Tomas-era) however characterized by the “*gender as women-only*” approach. These advocacies will provide depth of gender perspectives; add new dimensions to current gender debate in the labour and employment sector and will potentially shape the gender mainstreaming era and legacy of the Baldoz administration.

Recommendations

1. Include, as part of the GAD plan, a strategy component for gender-fair, gender-sensitive and gender-responsive knowledge products and public relations/image-building strategy for DOLE.
2. Build on the positive image that DOLE has developed especially through its good practices and the image of Secretary Rosalinda Baldoz and POEA Administrator Hans Cacdac as gender champions.
3. DOLE should also set positive gender norms and standards through its products and image.
4. Enhance messages and processes during office-wide activities by including gender and human rights content and activities.

5. Consider a policy on stress-free workplace, *e.g.* no overtime beyond 7:00 pm; 1-day rest period following field missions, and other human resource practices that will bring about life-work balance.
6. Highlight GAD accomplishments at all levels in periodic reports.
7. Consider setting up a GAD page in the DOLE website and its attached agencies and feature major GAD accomplishments of the department.

Good Practice

As part of the documents review, samples of press releases of DOLE were examined. Two press releases could be cited as good practice as these highlight the department as a champion for gender equality.

DOLE holds forum on workplace and gender discrimination

In this article, DOLE Secretary Baldoz was quoted as: *this is a proactive and timely approach towards ensuring equal opportunity and promoting gender-sensitive environment for all Filipino workers, not only in the private sector, but in the public sector as well.* These types of press releases are laudable and must be sustained. In this manner, DOLE assumes the task of setting positive gender norms and standards. The other one is the press release; *Baldoz calls attention to care drain among OFW children and cites 10 at BPI Outstanding Expat Pinoy.* The introduction to the general public of the concept of ‘care drain’ is also laudable given that the discourse of migration has always been focused on ‘brain drain’.

These types of press releases signal the manner in which DOLE, under the leadership of Secretary Rosalinda Baldoz is slowly expressing its voice in terms of taking on much bolder and deeper gender issues. For instance in 2010, the Institute of Labor Studies (ILS) decided to hold a forum on labor issues pertaining to the lesbian gender and bisexual and transgender (LGBT) sector. According to ILS Executive Director Cynthia Cruz⁴⁰, the forum was a big hit, attended by Rissa Hontiveros and Danton Remoto. It also graced the front pages of two major dailies. At first, *natakot ako, kasi baka sabihin ni Secretary ‘ano na naman ang pinagagagawa ninyo*⁴¹. However, she was glad that the Secretary signed the memo requesting approval for such an activity, without question. The approval of Secretary Baldoz of the ILS request to hold the LGBT forum is a step in the right direction. The fact that ILS was not scolded even if the forum was widely publicized in the media could be interpreted to be an opening in terms of acceptance, at least in the current leadership of DOLE on LGBT issues.

Social Cost of Migration and Women Migrant Workers

Even as DOLE seems to be embarking on bolder initiatives in terms of gender, key gender issues still needs to be highlighted to the general public. A case in point is the notion of the ‘social cost’ of migration. In a press release titled, *Baldoz urges labor-receiving nations to strengthen protection of migrant workers*, the secretary was quoted saying that “nations hosting migrant workers, especially women, must strive to protect them to help lessen their vulnerability and the social costs of international migration”.) While the statement demonstrates DOLE’s political will in urging receiving states to protect Filipino migrant workers, the statement linking women to the ‘social cost’ of migration should be taken with great caution, since it could be interpreted

⁴⁰ Interview with Executive Director Cynthia Cruz at the ILS Office in Intramuros, Manila, December 15, 2011.

⁴¹ Translation: at first, I was scared because the Secretary might say ‘what have you done this time?’

as perpetuating the notion that only women are to be blamed for the supposed 'social cost' of labor out-migration. Rather, the focus should be on urgently addressing key labor issues why women are compelled to work abroad in the first place and specifically why less than half of Filipino women are not in wage employment. Resolving these perennial labor issues could potentially lead to a more sustained and genuine women's economic empowerment.

CHAPTER FOUR

Choice of Partners and Technical Cooperation

This Chapter is devoted on partnerships and cooperation on gender equality and will expound on the different modes of partnerships entered into by DOLE that directly and indirectly impact on gender equality. This Chapter will also provide a picture of technical cooperation activities that bears on the DOLE mandate in pursuing gender equality.

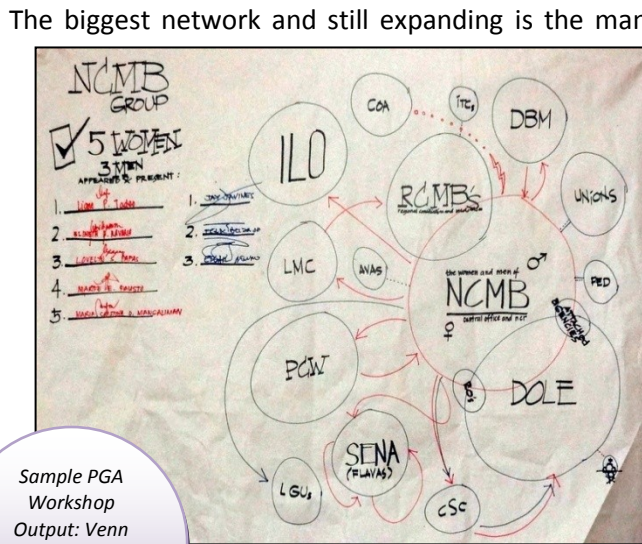
Most of the findings on partnerships and technical cooperation presented here were culled from the result of the PGA workshop exercise on choice of partners as shown by the different Venn Diagrams of Partners from the central office bureaus, services and attached agencies as well as from DOLE regional offices: NCR, III, IVA, V, VI, VII, VIII, CARAGA, IX, X, XI, and XII.

There are several imprimaturs upon which the network of partnerships for gender that has been built by DOLE over the years and these are characterized by: the current GAD planning and budgeting process; the DOLE mandate itself; regional and local networks built through the DOLE regional and field offices; inter-agency committees; linkages with the academe (most pronounced in NCR and in university towns); and a network built based on overseas development assistance.

The network built as a result of the mandated GAD planning and budgeting composes PCW, NEDA, DBM, and of late, with COA because of the GAD budget audit. At the regional level, this network extends to LGU GADCCs and the RGADCCs.

The biggest network and still expanding is the mandate-based or sectoral linkages composing of the

tripartite structure composed of labour union federation and employers, including private workers organizations (even those without CBA); recruitment agencies; legislative network with the Congress and the Senate on the passage of laws (e.g. Kasambahay Bill, Night Work, RH, MCW) and ratification of ILO conventions; linkages with LGUs specifically with PESO; and national government agencies such as the DepEd (career guidance); NSO, CSC, CESB (for sex disaggregated data requirements), GSIS, Pag-Ibig, Philhealth (for social protection); different media institutions through LCO; NBI, PNP, DOJ (on areas of rescue children in child labor, women in hazardous jobs, closure of recruitment agencies); OSHNET and many more. There are linkages that have been built through mandated inter-agency committees such as RIACAT, the interagency committee for the protection of children and the oversight committee on child labour.



Sample PGA Workshop Output: Venn Diagram of Choice of Partners of NCMB

In the development of the PLEP, the listing of partners will show that DOLE, on a regular and not-frequent basis, consults with:

- 52 Labour Organizations (e.g. ALLWIES, KMU, Toyota-AIWA, etc.)

- 81 Employers Group (e.g. Australian-New Zealand Chamber of Commerce (Philippines) Inc., EEI Corporation, Textile Mills Association of the Philippines)
- 28 Youth Groups (e.g. 4-H Club, Student Councils, etc.)
- 40 Tripartite-Plus Partners (Ateneo de Manila University, DAWN, Lihok Pilipina)
- 50 Government Agencies
- 6 International Organizations – Overseas Development Assistance

DOLE Regional Networks consists of Accredited Co-Partners (ACPs) NGOs and CSOs such as PATAMABA, Samahan ng mga Kababaihan, SAMAKABA, Inc. Samahan ng mga Manininda sa U.P. Campus, Mata ng Kalookan Foundation, Truth Foundation, PRISM, Family Welfare Committee of the Philippines, PREDA, Samahan ng mga Disabled sa Sta. Cruz, UGAT Foundation; included in this network are parents of child laborers and trafficked persons; FFWS (organized to promote corporate social responsibility and welfare of families).

There is also mention of linkages with academic institutions such as U.P. CWS and CSWCD (Amar Torres and Carol Sobritchea). In Region 8, DOLE is linked with the KADAYAW network of academic institutions.

Also very active is the network of international overseas development assistance and DOLE’s most important partner in this category is ILO who is recognized as a major support at both national and regional/local levels. ILO is recognized to be a major partner in promoting decent work, anti-trafficking, child labour, and most especially for the promotion of gender equality within DOLE and in work places.



This network also includes UNICEF and Plan International for child labour programmes and breastfeeding in the workplace, IOM for anti-trafficking and CIDA for women entrepreneurship. Cooperacion Española – AECID currently funds MDG-F projects in the Philippines and among these, ILO is implementing YEM (Youth, Employment and Migration) and a component of UNICEF’s Breastfeeding programme. DOLE is also implementing a component of PCW’s Great Women Project supported by CIDA. A DILP project in Valencia, Negros Oriental also availed of expert assistance from the US Peace Corps.

Conclusions

During the presentation of initial conclusions and recommendations of the PGA, Secretary Rosalinda Dimapilis Baldoz specifically voiced out a valid concern on partnerships, she asked: *We are concerned with the internal and external role of DOLE in the country - who is the gender agency to link with?*⁴²

Partnerships in the Context of MCW - With the enactment of MCW, and given DOLE’s role in its implementation (as expounded in Chapter 5), the department will benefit with stronger ties with PCW. The current stronger mandate that MCW has established for PCW is to move beyond its coordination

⁴² ILO-DOLE PGA Report De-Briefing, December 19, 2011. Blas Ople Hall, Executive Building, Intramuros, Manila

and implementation role to becoming one that plays a critical role in policy formulation. Now the oversight body, the PCW is the main authority on women's concerns and lead advocate of women's empowerment and gender equality in the country in its relationship with the national government agencies and other governmental mechanisms. The sectoral commitments on labour and employment as outlined in the PDP and the PLEP should be achieved along with PCW as its strongest ally.

Partnerships in the Context of PLEP - PCW and UN WOMEN were not listed among participants of consultations for the PLEP 2011 -2016 (pages 65-66). Among labor groups consulted were women NGOs: Batis Center for Women, Democratic Socialist Women of the Philippines and among tripartite-plus groups were Center for Migrant Advocacy, DAWN, Kanlungan Center, Lihok PILIPINA and Visayan Forum. While there was mention of DOLE engaging with civil society groups in the monitoring and preparation of the budget in the PLEP (p.55), there was no specific mention of working with women's groups on the GAD budget monitoring and execution.

Partnerships at the Regional Level - Gender initiatives at the regional level are driven by DOLE's partnerships with inter-agency councils such as RDC-Regional GADCC, RIACAT, Regional Labor Councils, and RAWCs as well as with LGUs, Women NGOs, CBOs and multi-lateral donors that includes ILO, UNICEF, IOM, and CIDA. In CARAGA the DOLE focal point has established good linkage with the Regional GADCC. This made it easier for DOLE to integrate its own GAD activities and program in the Regional GAD Plan⁴³. The shaping of anti human trafficking networks in the region also provides the much needed space for DOLE to meaningfully contribute to gender work in the context of labour trafficking and this mandate allows for stronger ties with gender responsive NGOs such Visayan Forum.

International Development Support to Labour and Employment - The overall goal of decent work is to effect positive change in people's lives at the national and local levels. The Decent Work Agenda is best implemented through integrated and coordinated policy and institutional interventions, covering ILO's strategic objectives – employment generation, social protection, tripartism and social dialogue and principles and rights at work. A holistic approach to gender equality forms an intrinsic part of the Decent Work Agenda. In this regard, DOLE is properly guided to partner with ILO.

The MDG-F: Joint Programme on Exclusive Breastfeeding at the Workplace and the Joint Programme on Youth, Employment and Migration (YEM) are projects supported by the Cooperacion Española - AECID and implemented by ILO with DOLE in selected regions in the country. International cooperation projects such as these exemplify how DOLE can address gender issues in labour and employment, not separately, but directly linked with its sectoral mandate.

Worth noting as well is PCW's Great Women Project supported by CIDA which is currently being implemented along DOLE's programme on building capacities and economically empowering women in the informal economy and micro industries (including home based) and advocacy for women's participation in trade unions. This project is also being implemented alongside the DLIP programme. During the PGA Workshop in Dumaguete City (December 15, 2012), a woman participant shared that the Barugo ROSCAS Producers in Barugo, Leyte which was assisted by DOLE through the DLIP has become even more gender aware and responsive as a result of the CIDA-PCW GREAT Women Project. Based on

⁴³ PGA Workshop, IGACOS, December 14, 2011.

the list submitted by DOLE Regional Office VIII – North Leyte Field Office⁴⁴, the following LGUs were also linked to the CIDA-PCW GREAT Women Project: Tanauan Leyte, where individual women became beneficiaries of starter kits; Capoocan, Leyte and Baybay, Leyte, where women’s group were assisted on institutional and economic strengthening.

As opposed to gender activities implemented through the GAD plans, gender equality actions in technical cooperation activities are directly linked with specific DOLE mandates and not by way of compliance to GAD directives as most GAD related activities in DOLE appear to be. In a way, these types of projects show possibilities of how DOLE can deepen its gender initiatives and attain a meaningful way of mainstreaming gender in its mandate- again, to stress the point, not as separate, stand alone gender projects. Technical cooperation projects are often designed and positioned to tap gender resources and expertise and these capacities are ploughed into DOLE.

Institutionalized Linkage with the United Nations Entity for Gender Equality and the Empowerment of Women (UN WOMEN) - One of UN WOMEN’s development goals is to increase women’s access to economic empowerment and opportunities, especially for those who are most excluded⁴⁵. This goal is among the current thrusts of UN WOMEN in the Philippines. Currently a programme that will look into the welfare of women migrant workers is being implemented and substantial attention is given to return and integration of women OFWs. It will be beneficial for DOLE to partner with the agency as the current programme will have the capacity to inform on DOLE’s return and integration policies for women OFWs.

Institutionalized Linkage with the International Labour Organization (ILO) for UNDAF 2012-2018– The Philippines (an ILO member since 1948) through DOLE has been an active partner of ILO. This linkage has been sustained over the years and has proven beneficial to the country. This partnership becomes more relevant now in the context of the updated United Nations Development Assistance Framework for the Philippines (UNDAF 2012-2018). The current thrust will shape an even more sustained linkage with ILO as specifically required by UNDAF Outcome Area 2: Decent and productive employment for sustained, greener growth.

Recommendations

1. DOLE should strengthen partnerships with PCW and UN WOMEN, especially in the drafting of major plans and policies, as these are major sources of gender expertise.
2. DOLE and its attached agencies should work with women’s groups in the preparation, execution and monitoring of the GAD budget.
3. Maximize the lessons and learnings from existing partnerships by initiating cross-regional sharing, modeling and upscaling of good gender practices.
4. Enhance the gender dimensions in bilateral agreements and memorandums of understanding with donors by complying with the requirements of the Philippine Harmonized Gender and Development Guidelines for Project Development, Implementation, Monitoring and Evaluation and the ILO GAD Checklist.

⁴⁴ This list was submitted during the PGA Workshop in Dumaguete City, December 15, 2011 by a woman participant.

⁴⁵ Executive Board of the United Nations Entity for Gender Equality and the Empowerment of Women. Annual session of 2011, 27-30 June 2011, New York, Item 3 of the provisional agenda - Strategic plan for 2011-2013. 16 May 2011. Page 1.

Good Practice

DOLE NCR Lactation Station

On August 2011 DOLE NCR launched its lactation station for clients and employees at the 5th floor of the DOLE NCR office along Maligaya St., Malate, Manila. This initiative was motivated by the regional office's desire to take the lead in implementing and supporting RA 10028 and of being at the forefront of creating breast feeding stations in public and private companies under the department's Family Welfare Program. This project is a result of linkages built within the DOLE NCR premises with other government agencies including the Regional Nutrition Council of NCR.

CHAPTER FIVE

Accountabilities to Gender Equality

In the 1990s, the Department of Labor and Employment (DOLE) has been hailed in the 1990s as a 'trailblazer in gender mainstreaming'⁴⁶. This is a valid observation by the national women's machinery since DOLE has been pro-active in the development of the Philippine Development Plan for Women (PDPW), the Philippine Plan for Gender-Responsive Development (PPGD) and major laws that have been enacted that specifically the addresses gender dimensions of labor issues. Participation in the formulation of these policies have in large part contributed to the dynamic way in which gender mainstreaming has been conducted in the DOLE in the 1990s. This could also be in large part attributed to former women labor secretaries who championed the cause of women and gender issues in the agency. Over the years, gender mainstreaming in DOLE had not been thoroughly felt until the recent appointment of Secretary Rosalinda Baldoz. This chapter explains in detail the different types of accountabilities that DOLE must meet and why it is having a hard time addressing them. This would also provide recommendations on how the current impetus on gender from Secretary Baldoz could be sustained and instituted more deeply into the different levels of the organization. The following are key findings culled from the document reviews, interviews and the PGA workshops.

International and National Commitments on Gender and Women's Economic Empowerment

Aside from its mandate provided by the 1987 Constitution and the Administrative Code, DOLE is currently, tasked to implement the Philippine Labor and Employment Plan (PLEP) which also informs the provisions of the Philippine Development Plan 2010-2016. The PLEP is the blueprint and framework that guides the DOLE in implementing the current administration's development goals. In terms of gender concerns, the PLEP reflects in large part what the agency considers to be its accountabilities on gender equality and women empowerment.

In the documents review, the PLEP incorporated MDG indicators and mentions ILO Country Scan and ILO conventions. However, it did not include the reports of 2006 CEDAW Concluding Comments and the 2009 Committee on the Rights of Migrant Workers as source documents that could have better informed the PLEP of key gender issues to which the Philippines is committed to address. These reports contained urgent concerns that the United Nations recommends the government should resolve. Incorporating these as source documents would have enhanced the gender dimension of the PLEP and could have contributed to the resolution of issues mentioned in these two reports.

For instance, in the 2006 Concluding Comments of the CEDAW, the following were recommendations made by the CEDAW Committee that the Philippine government needs to address, that are within the purview of DOLE's mandate:

- (i) *Bilateral, regional and international cooperation with countries of origin, transit and destination so as to address trafficking in women more effectively;*

⁴⁶ National Commission on the Role of Filipino Women. 2001. A Guidebook on Gender Mainstreaming: How Far Have We Gone. Manila: NCRFW. p.2

- (ii) *Measures to improve economic situation of women and girls and to provide them with educational and economic opportunities, thereby reducing and eliminating their vulnerability to exploitation and traffickers;*
- (iii) *Feminization of migration and that memorandum of understanding and bilateral agreement do not exist in all countries and regions to which women migrate; protect women migrant workers who migrate through informal channels;*
- (iv) *Address root cause of migration through the creation of 'conditions necessary for safe and protected jobs for women as viable alternative to migration or unemployment; high unemployment rates of women, wage gap, high proportion of women in the informal economy'⁴⁷.*

Another set of accountabilities that DOLE should consider are the actions recommended by the 2008 ADB-led joint country gender assessment. There are a number of issues that need to be addressed by DOLE together with civil society organizations and local and international donor agencies. These recommendations are:

1. Recommendations to Address Old and New issues in Both Emerging and Traditional Workplaces for Women⁴⁸

Recommendations to address supply-side constraints:

- (i) *Policy development: Provide institutional and policy support for women's unpaid care work to offer women effective options concerning their participation in livelihood and/or market activities.*
- (ii) *Financing: Invest in improved education quality at all levels, making schools more inclusive and responsive to the needs of both students and the labor market.*

Related to modern workplaces:

- (i) *Policy implementation, capacity: Eliminate gender-based discrimination in recruitment, hiring, work assignments, and promotion.*

Recommendations related to both modern as well as traditional workplaces:

- (i) *Policy implementation: Enforce core labor standards and safe working conditions, including on plantations or commercial farms.*

Recommendations in connection with the agriculture sector, the most traditional of all workplaces in the Philippines:

- (i) *Policy development:*
 - (a) *Support alternative social protection mechanisms, and provide social protection for agricultural workers, including landless workers and small farm producers.*
 - (b) *Support women's claims to land under any extension of the agrarian reform program.*
- (ii) *Policy implementation, advocacy: Eliminate child labor on farms and plantations.*
- (iii) *Financing: Invest in the improvement of agricultural productivity—including support to agrarian reform beneficiaries—that will enable agricultural producers to improve their income and to pay their workers higher wages.*

⁴⁷ Concluding Comments of the Committee on Elimination of Discrimination Against Women: Philippines. 36th Session. August 25, 2006.

⁴⁸ Paradox and Promises in the Philippines: A Joint Country Gender Assessment. Page 33

- (iv) *Services, capacity: Support the creation of high-value enterprises for rural women.*
- (v) *Capacity: Help organize landless workers to ensure enforceable labor contracts.*

2. General recommendations to improve the situation for workers in the informal sector include⁴⁹

- (i) *Policy development: Extend social protection coverage to hired workers engaged in informal work. This should include mechanisms to facilitate payment of premiums and claims, and support to community-based social protection schemes.*
- (ii) *(Policy implementation: Review and streamline the implementation of policies aimed at extending affordable and effective social protection to microentrepreneurs, self-employed workers, and women who provide unremunerated goods and services to their families.*
- (iii) *Services: Introduce community- and workplace-based early childhood care and development services.*

Recommendations to enhance performance of both microenterprises and small and medium sized enterprises:

- (i) *Policy development: Pass the law for strengthened protection for workers in the informal economy that is being discussed in congress, amend the protective and facilitating law for microenterprises and small and medium-sized enterprises, and ratify ILO Convention No. 177 on restrictions on homework.*
- (ii) *Services:*
 - (a) *Publish and disseminate information about procedures for business registration, bidding for service delivery contracts, licensing, taxation, etc. in simple terms and in the major Philippine languages.*
 - (b) *Support the establishment of local one-stop shop fronts that provide entrepreneurs with information about government policies and procedures, product design ideas, market links, trade-fair information, business service organizations, and environment-friendly and cost-efficient production and packaging technologies.*
 - (c) *Facilitate processes under which microentrepreneurs can access bulk buying and low-cost inventories.*

Recommendations specifically relating to microentrepreneurs:

- (i) *Policy implementation: Implement pro-microenterprise policies that benefit the poor and protect the workers, and harmonize the various policies on microenterprises.*
- (ii) *Services: Upgrade financial and nonfinancial assistance to microentrepreneurs and support microfinance schemes that incorporate credit, as well as address health and other social protection needs of microentrepreneurs.*
- (iii) *Data:*
 - (a) *Distinguish between poor microentrepreneurs (those with business assets worth less than P150, 000) and those classified by the Barangay Micro Business Enterprise Law as “micro” (non-poor microentrepreneurs with assets in the millions of pesos).*
 - (b) *Assess the effect of microfinance programs on women and their economic empowerment.*

⁴⁹ Ibid. Page 39

Recommendations specifically relating to small and medium-sized enterprises:

- (i) Policy development, policy implementation: Create a gender-sensitive business policy environment through review and revision of sector-specific plans, strategies, and policies.*
- (ii) Policy implementation: Improve workplace conditions by providing protective gear, installing safety measures, and establishing procedures for sexual harassment allegations.*
- (iii) Services: Introduce women small and medium-sized enterprise owners to new tools of linking with the market, such as e-commerce.*
- (iv) Capacity:*
 - (a) Disseminate industry and market information among different stakeholders, to enable them to negotiate better terms for themselves and their workers.*
 - (b) Support women entrepreneurs to venture into businesses and generate better prospects of success by providing them information, skills training, and encouraging them to participate in trade fairs and other marketing-related activities.*
 - (c) Undertake an analysis of the gender-related constraints to competitiveness in the supply chain in order to identify catalysts for enhanced productivity.*
- (v) Advocacy: Involve civil society organizations in educating small and medium sized enterprise owners, business service organizations, and industry associations about gender issues.*

3. Recommendations in addressing the feminization of migration both domestic and international⁵⁰

- (i) Policy development: Strengthen the legal framework for the protection and improved welfare of domestic helpers, most of whom are young women who migrate from the provinces.*
- (ii) Financing, capacity: Increase the budgetary allocations and undertake capability building exercises (gender sensitivity training) for the government agencies that handle migration, such as the Overseas Workers Welfare Administration, Philippine Overseas Employment Agency, and the Department of Foreign Affairs.*
- (iii) Services: Include family members and especially children in services from pre-departure to reintegration.*
- (iv) Advocacy:*
 - (a) Harness remittances for productive investment and sustainable livelihood opportunities for women so that migration becomes a choice rather than a necessity.*
 - (b) Advocate the passage of international instruments that impact on the welfare of women migrants in labor-receiving countries. These include the International Convention on the Protection of the Rights of all Migrant Workers and Members of their Families, Convention on the Elimination of All Forms of Discrimination against Women, and other relevant conventions of the International Labour Organization.*
 - (c) Harness the power of local and international nongovernment organizations in advocating for the protection of migrant workers and providing services to them.*
- (v) Data: Investigate the extent of “deskilling” among international migrants. A reliable database of migrants and their skills mix is needed to verify anecdotal evidence of*

⁵⁰ Ibid. Page 47

teachers working as domestic helpers and nurses as caregivers or nursing assistants abroad, for example. This is also important for evaluating the brain drain aspects of international migration, particularly of health professionals.

While some of the recommendations mentioned above were already cited or given priority in the PLEP, mentioning the 2006 Concluding Comments and the recommendations of the 2008 joint country gender assessment would have highlighted the seriousness of DOLE in following up and implementing the government’s international commitments. This is the same case with the 2009 Report of the Committee on the Rights of Migrant Workers, which is very much an area of the DOLE mandate and interventions on Filipino migrant workers. DOLE planning on major policy documents such as the PLEP should be informed by the rights-based and gender equality norms of these international instruments.

National Laws

Aside from international commitments and the Labor Code, DOLE is also accountable to Congress as a member of the executive branch tasked to implement laws that have been enacted to enhance women’s rights and gender equality. DOLE has had a strong tradition of advocating and providing valuable inputs to these laws. The call for at least five (5) percent of agency funds to fall under the Gender and Development Budget (GAD) budget which is contained in the annual General Appropriations Act (GAA) is an important policy to which DOLE is accountable yearly not only to Congress but also to the Department of Budget and Management (DBM) and the Commission on Audit (COA). The following are other laws that DOLE are mandated to implement:

Selected Legislation Related to Women Workers⁵¹
Republic Act 6725: An Act Strengthening the Prohibition on Discrimination Against Women with Respect to Terms and Conditions of Employment Amending for the Purpose Art. 135 of the Labor Code, as Amended
R.A. 6972: Barangay-Level Total Development and Protection of Children Act
R.A. 7877: Anti-Sexual Harassment Act of 1995
R.A. 7882: An Act Providing Assistance to Women Engaging in Micro and Cottage Business Enterprises and for other Purposes
R.A. 10022: Migrant Workers’ and Overseas Filipinos Act of 1995
R.A. 8187: Paternity Leave Act of 1996
R.A. 8289: Magna Carta for Small Enterprises
R.A. 8425: Social Reform and Poverty Alleviation Act
R.A. 8972: Solo Parents’ Welfare Act of 2000
R.A. 9262: Anti-Violence Against Women and Children Act of 2004

More recently, the passage of the Magna Carta of Women has provided additional mandate for DOLE. While it can be argued that the entire law should form part of DOLE’s framework in addressing gender equality, some provisions of the law could actually make the agency’s interventions on gender more pronounced such as those of equal treatment before the law and non-discrimination, special leave benefits for women, right to decent work, right to livelihood, credit, capital and technology, education and training, social protect and the strengthening of GAD focal point system.

⁵¹ Illo, Jean et.al. 2010. Accounting for Gender Results: A Review of the Philippine GAD Budget Policy. Quezon City: Miriam College-Women and Gender Institute

AO 264 actually mandates the gender focal point of DOLE to be responsible in addressing issues that are hindering the implementation of the Magna Carta of Women. Specifically for DOLE, the following are provisions in the MCW, which may be considered as highly relevant to the labour and employment sector:

SEC. 22. Right to Decent Work. – The State shall progressively realize and ensure decent work standards for women that involve the creation of jobs of acceptable quality in conditions of freedom, equity, security, and human dignity.

(a) Decent work involves opportunities for work that are productive and fairly remunerative as family living wage, security in the workplace, and social protection for families, better prospects for personal development and social integration, freedom for people to express their concerns, organize, participate in the decisions that affect their lives, and equality of opportunity and treatment for all women and men.

(b) The State shall further ensure:

(1) Support services and gears to protect them from occupational and health hazards taking into account women’s maternal functions;

(2) Support services that will enable women to balance their family obligations and work responsibilities including, but not limited to, the establishment of day care centers and breast-feeding stations at the workplace, and providing maternity leave pursuant to the Labor Code and other pertinent laws;

(3) Membership in unions regardless of status of employment and place of employment; and

(4) Respect for the observance of indigenous peoples’ cultural practices even in the workplace.

(c) In recognition of the temporary nature of overseas work, the State shall exert all efforts to address the causes of out-migration by developing local employment and other economic opportunities for women and by introducing measures to curb violence and forced and involuntary displacement of local women. The State shall ensure the protection and promotion of the rights and welfare of migrant women regardless of their work status, and protect them against discrimination in wages, conditions of work, and employment opportunities in host countries.

SEC. 23. Right to Livelihood, Credit, Capital, and Technology. – The State shall ensure that women are provided with the following:

(a) Equal access to formal sources of credit and capital;

(b) Equal share to the produce of farms and aquatic resources; and

(c) Employment opportunities for returning women migrant workers taking into account their skills and qualifications. Corollarily, the State shall also promote skills and entrepreneurship development of returning women migrant workers.

SEC. 24. Right to Education and Training. – The State shall ensure the following:

(a) Women migrant workers have the opportunity to undergo skills training, if they so desire, before taking on a foreign job, and possible re-training upon return to the country;

(b) Gender-sensitive training and seminars; and

(c) Equal opportunities in scholarships based on merit and fitness especially to those interested in research and development aimed towards women-friendly farm technology.

SEC. 26. Right to Information. – Access to information regarding policies on women, including programs, projects, and funding outlays that affect them, shall be ensured.

SEC. 27. Social Protection. –

(a) The Social Security System (SSS) and the Philippine Health Insurance Corporation (PhilHealth) shall support indigenous and community based social protection schemes.

(b) The State shall institute policies and programs that seek to reduce the poverty and vulnerability to risks and enhance the social status and rights of the marginalized women by promoting and protecting livelihood and employment, protecting against hazards and sudden loss of income, and improving people’s capacity to manage risks.

(c) The State shall endeavor to reduce and eventually eliminate transfer costs of remittance from abroad through appropriate bilateral and multilateral agreements. It shall likewise provide access to investment opportunities for remittances in line with national development efforts.

(d) The State shall establish a health insurance program for senior citizens and indigents.

(e) The State shall support women with disabilities on a community-based social protection scheme.

SEC. 37. Gender Focal Point Officer in Philippine Embassies and Consulates. – An officer duly trained on GAD shall be designated as the gender focal point in the consular section of Philippine embassies or consulates. Said officer shall be primarily responsible in handling gender concerns of women migrant workers. Attached agencies shall cooperate in strengthening the Philippine foreign posts’ programs for the delivery of services to women migrant workers.

It is laudable that barely two years since the passage of the law, DOLE under the leadership of Secretary Baldoz has already acted on two of its provisions. One is the strengthening of the GAD focal point system through its reconstitution via *Administrative Order 264*. The other is *Department Order No. 112-11. Guidelines Governing the Implementation of the Special Leave Benefits for Women Employees in the Private Sector*.

During the historical timeline exercises, there is little reference to the above-mentioned international commitments. This makes the impression that there is very little information on these in the DOLE. Except for the constant reference to the Magna Carta, this is also the case with the laws discussed above. Thus, capability building on these commitments need to be scaled up.

GAD Focal Point in DOLE

The ways in which the international and local mandates of DOLE could be met and addressed rely to a large extent on its GAD Focal Point System that was first instituted in the 1990s by then Secretary Nieves Confesor. Over the years, there have been changes in the system which seemed to have created problems within the DOLE and hampered overall gender mainstreaming. The transfer of the GAD secretariat from the BWYW to PS was a case in point. Nonetheless, this transfer is a step in the right direction since it could help erase the perception that planning and gender projects are two separate activities. Because the Planning Service also has over-all control and knowledge of DOLE-wide programs and plans, then the office is well-poised to be the GAD secretariat. Moreover, the clout of the Planning

Service over the rest of the other bureaus and attached agencies in DOLE would also help ensure better coordination and compliance.

The current reconstitution of the GAD through Administrative 264 is an attempt to refocus DOLE to once again make serious effort in achieving its mandates and accountabilities. Nonetheless, the PGA team observed that this policy should be reviewed with the goal of making it stronger. However, positive and sustained results of GAD mainstreaming in DOLE will rely to a great extent on whether it could trickle down to individual personnel and division's performance accountabilities. Towards this end, DOLE should consider making GAD a part of performance monitoring in the agency.

Also, there are several plans in the DOLE pipeline (mentioned in the PLEP) that could become focal venues where GAD interventions could be included such as:

- The adoption of the DOLE Code of Conduct is an opportune time to infuse gender concerns as a requisite for good conduct among DOLE officials and employees.
- The development of Internal Auditing Manual is a good opportunity to include performance monitoring and targets that include gender as a crosscutting measure of performance among DOLE employees.
- The DOLE Management Succession Program could also be used as a means to mitigate uncertainties of leadership change often encountered in government agencies that hamper GAD efforts. This is a good time to include in the program, succession and institutionalization of the GAD Focal Point System so that it is not subjected to uncertainties brought by leadership change, as what happened in the past.

Conclusions

The report on the review of GAD budget policy states that *to a certain extent, the gender mainstreaming achievements of DOLE reflect its commitment to CEDAW, the Beijing Platform for Action, and other GAD-related conventions. The gender budgets have supported programs and projects that address key gender issues in the labor and employment sector. However, reported successes have limited reach, and policies have yet to be fully implemented to effect improvements in the conditions of women workers*⁵².

On the other hand, the 2008 Joint Country Gender Assessment report acknowledges DOLE's contribution in addressing the gender issues in labour and employment⁵³. However, there is much to be done on the different accountabilities that have been outlined for DOLE by the different gender assessments conducted in the country.

Recommendations

The PGA team's observation is that, if DOLE accelerates its programmes in a gender responsive way, the department can contribute enormously in achieving women empowerment and gender equality in the country. This PGA and that of POEA which was conducted in 2009 are now considered major steps and strategic references to map-out DOLE's future gender journey under 2 recognized champions for gender equality- Secretary Baldoz and Administrator Cacdac.

⁵² Ibid. Page 115

⁵³ Paradox and Promises in the Philippines: A Joint Country Gender Assessment. Page 46

The following are key recommendations to ensure that DOLE meaningfully accounts for gender equality in programme plans and budgets:

1. Ensure that the key officers of the GAD Focal Point System regularly report on the status of gender plans and budget to top management. Make reporting on GAD a regular agenda of periodic meetings.
2. DOLE GAD Focal Point to review the recommended actions in the 2008 ADB-led joint country gender assessment and the CEDAW conclusions and integrate them in the sectoral plans and GAD plans of the department.

CHAPTER SIX

Gender Fair Workforce and Decision Making on Gender Mainstreaming

This Chapter will focus on the staff balance and decision-making processes for gender. Specifically, this Chapter will look at sex balance of staff in decision-making posts, how decisions on gender are taken and how these decisions are monitored.

As mentioned earlier in this report, DOLE has 16 regional offices, 83 Field Offices with four (4) Satellite Offices, 38 overseas labour offices or POLOs, 7 bureaus, 7 staff services and 12 agencies attached to it for policy and program supervision and/or coordination. It has a total staff complement of 8,518. While there is not enough time to assess female/male staff balance at all levels of the HR structure in DOLE, time was devoted to look at management posts where decisions are made. Job posts that are perceived to have decision-making mandates total 83. Of these, 42 are occupied by women and 41 are occupied by men. These are:

Office of the Secretary (♀ 5; ♂ 2)

Composed of the Secretary, Undersecretaries and Assistant Secretaries, at the time of the PGA, 5 posts including that of the Secretary are occupied by women and only 2 posts are occupied by men. This was before the transfer of Undersecretary Hans Cacdac to POEA.

Third Level Officials Assigned in POLOS (♀ 3; ♂ 2)

Decision makers for overseas labour offices, 3 are women and 2 are men.

Services – Heads of Office (♀ 6; ♂ 1)

For the Services, parity for the heads of services will show that 6 are women and 1 man.

Bureaus – Heads of Office (♀ 5; ♂ 0)

The Bureaus are all headed by women.

Regional Offices – Regional Directors and Assistant Regional Directors (♀ 9; ♂ 23)

Parity at the regional offices gives an entirely different picture as 23 men dominate the regional directorship compared with only 9 women.

Attached Agencies – Agency Heads (♀ 14; ♂ 13)

For heads of attached agencies, 14 posts are occupied by women and 13 by men. Here, sex balance is observed.

There are no evidences on how the 50/50 sex balance happened. The PGA team did not encounter any policy declaring that such parity is observed in an institutionalized way. One observation is that most likely, the sex balance in senior posts resulted over time from the gender-responsive actions made by women Secretaries who served at strategic periods of the DOLE history.

The positions featured above are the sources of major decisions on gender; the same posts make up the gender focal point of DOLE. If sex balance is to be the indicator, the numbers will show that men and women participate equally in decision-making.

During the presentation of initial conclusions and recommendations of the PGA, Secretary Rosalinda Dimapilis Baldoz specifically voiced out her concerns on monitoring decisions made on gender, she stated: *there have been no more updates and no monitoring and evaluation of sexual harassment cases reported to the Secretary ... there is also no report on impacts of the implementation of the Magna Carta of Women*. This however indicates that aside from the Secretary herself, not one of the decision makers have taken up the initiative to track and monitor gender decisions made at the level of the GAD focal point or at the level of the Secretary.

Conclusions

Women and men are both represented in decision-making positions and roles in DOLE specifically at senior management and above.

On the other hand, there are no evidences (e.g. policy or HRD strategy) on how sex balance of senior staff are promoted and maintained.

Given the composition of the GAD focal point structure, it is clear that decision-making on gender is started off at senior position levels. And as to decisions on gender, however, there are no evidences that will point to active participation of the men⁵⁴.

Decision-making impetus, as the gender history of DOLE shows, comes from the Secretary, some prefer to qualify this further by adding that this observation is true today and in the past because the department Secretary is a woman. This may change if the Secretary was male.

During the exercise of gender knowledge and awareness, most participants agree that the women were able to break through the *glass ceiling*⁵⁵ but not one can recall how this was made possible or if there were initiatives taken to facilitate this. The valid reason is that the appointment of 3 women Secretaries⁵⁶ has made this possible and this was started off under the administration of President Corazon C. Aquino.

Recommendations

1. Consider gender competence and sex balance as guiding principles in designing and implementing the DOLE Succession Plan as articulated in the PLEP.

⁵⁴ This could not be objectively ascertained as no minutes of meetings of the gender focal point was submitted for review by the PGA team. However, could this (non-participation of men) be another reason for the *gender as women only* approach?

⁵⁵ From ILO PGA Manual: Invisible artificial barriers, created by attitudinal and organizational prejudices that block women from senior executive management positions. The phrase "glass ceiling" is used to describe the invisible barriers arising from a complex set of structures in male dominated organizations that prevent women from obtaining top positions in management and administration. This phenomenon prevails almost everywhere despite women's increased level of qualifications and work performance. It has been demonstrated by research and statistics, and is, at least partly, a result of persistent discrimination against women at work.

⁵⁶ Secretaries Nieves Confesor; Patricia Sto. Tomas; and, Rosalinda Dimapilis Baldoz.

CHAPTER SEVEN

Gender Quality Survey Results

The Gender Quality Survey is an attempt to look at the quality of DOLE’s implementation of gender policy. The survey is not meant to be a scientific exercise. Rather, this is an attempt to highlight the subjective differences in perception that is currently present in DOLE. The results can help facilitate a dialogue among staff members, especially among members of the GAD focal point.

The respondents of the survey are broken down as follows:

OWWA	NCMB	DOLE NCR	DOLE Region 1	DOLE Region 3	DOLE Region 4B	DOLE Region 7	DOLE Region 8	DOLE Region 11	DOLE Region 12	No. of Respondents		Total Respondents
6	12	3	12	4	2	7	1		4	82	Female	149
6	7	4	3	2	2	10		1	3	67	Male	

The result of the survey is here presented by category and by question. It is highly recommended for the GAD Focal Point to present these results and generate feedback as to the implication of the score to the current gender mainstreaming strategy of DOLE.

1. Expertise and vision

A. Personal aspects

A coherent vision of problems and solutions in the profession/specialty gives structure to expert knowledge. Guided by the following questions, judge your vision and knowledge of gender.

1A.1 DOLE has a vision of gender equality. To what extent do you implement this vision?

Highest Possible Score for DOLE	447
Survey Score	291
Percentage Score	65%

1A.2 How well informed are you about the content of the DOLE’s gender policy? For example, have you read the relevant documents?

Highest Possible Score for DOLE	447
Survey Score	206
Percentage Score	46%

1A.3 How important is the gender policy for the achievement of the DOLE’s strategic and operational objectives?

Highest Possible Score for DOLE	447
Survey Score	374
Percentage Score	83% 😊

B. Departmental aspects

These questions seek to elicit the extent to which the DOLE’s gender policy has been translated into area, regional or sectoral gender policy, and identify the documents providing evidence of this.

1B.1 How well does the DOLE operationalize its gender policy in its area/regional/sectoral programme(s)?

Highest Possible Score for DOLE	447
Survey Score	267
Percentage Score	59%

1B.2 How important do you think your work unit considers gender policy to be for the achievement of its objectives?

Highest Possible Score for DOLE	447
Survey Score	359
Percentage Score	80% 😊

1B.3 How well does the DOLE inform you about the content of its gender policy at area, region, sector or headquarters/central office level? For example, have you been encouraged to read the relevant documents?

Highest Possible Score for DOLE	447
Survey Score	219
Percentage Score	48%

2. Accessibility and availability of methods, procedures and/or instruments

Departmental aspects

In the following questions you will judge whether DOLE has sufficient tools, methods and procedures to allow for practical implementation of its gender policy.

2.1 Is the gender policy and action plan updated regularly by the department?

How often?

Highest Possible Score for DOLE	447
Survey Score	235
Percentage Score	52%

2.2 Does the department have sufficient information on and practice in the use of instruments to conduct a gender analysis and to incorporate the conclusions of this analysis into all stages of the design process of programmes and projects? Based on your answer to the above question, how competent would you say the department is in this regard?

Highest Possible Score for DOLE	447
Survey Score	214
Percentage Score	47%

2.3 Does your department provide its staff with sufficient guidance and information on standards and other instruments regarding gender issues?

Highest Possible Score for DOLE	447
Survey Score	213
Percentage Score	47%

2.4 Have arrangements been made to allow for the free flow and exchange of information and experiences within and between country programmes, regions and sectors? If so, how adequate are these?

Highest Possible Score for DOLE	447
Survey Score	198
Percentage Score	44%

2.5 How well does the programming system in your department ensure the quality of implementation of its gender policy?

Highest Possible Score for DOLE	447
Survey Score	237
Percentage Score	53%

2.6 Is the quality of mainstreaming of gender equality monitored in mid-term performance reports, biennial reports, other reports on technical cooperation, etc.?

Highest Possible Score for DOLE	447
Survey Score	213
Percentage Score	47%

2.7 Are means (both human and financial resources) available to achieve gender policy aims?

Highest Possible Score for DOLE	447
Survey Score	216
Percentage Score	48%

2.8 Does your department offer opportunities (capacity building/training, direct support, backstopping, literature) to strengthen your knowledge and skills as regards gender issues in your area of expertise?

Highest Possible Score for DOLE	447
Survey Score	199
Percentage Score	44%

2.9 To what extent do specialists and technical experts use their knowledge to improve the work unit's daily work practices and activities with respect to gender equality?

Highest Possible Score for DOLE	447
Survey Score	222
Percentage Score	49%

3. Competence of staff

Personal aspects

The department sees gender equality as a crosscutting issue. This means that staff members are expected to be able to apply a gender perspective in their work. In the following questions you judge your own competence to do so within your expertise.

3.1 As a member of the department's staff, you are expected to introduce gender issues in different stages of programme/project design and implementation at your level. How well do you fulfill these expectations?

Highest Possible Score for DOLE	447
Survey Score	239
Percentage Score	53%

3.2 Do you have sufficient knowledge of the issues involved in mainstreaming for gender equality to advise others?

Highest Possible Score for DOLE	447
Survey Score	217
Percentage Score	48%

3.3 How much do you know about the available tools and methods for gender mainstreaming in your work?

Highest Possible Score for DOLE	447
Survey Score	190
Percentage Score	42%

3.4 How much have you used the available methods and instruments for gender mainstreaming in your work?

Highest Possible Score for DOLE	447
Survey Score	177
Percentage Score	39%

3.5 Can you give feedback to colleagues and partner agencies concerning their gender policies and implementation?

Highest Possible Score for DOLE	447
Survey Score	177
Percentage Score	39%

3.6 How often do you integrate gender explicitly into your work (for example in the choice of activities, choice of methods, and the approach used?)

Highest Possible Score for DOLE	447
Survey Score	241
Percentage Score	53%

3.7 Would you be able to formulate selection criteria or terms of reference for external collaborators, and well-directed questions to assess candidates' capability/competence on gender issues, in recruitment procedures, project proposals, etc.?

Highest Possible Score for DOLE	447
Survey Score	219
Percentage Score	48%

3.8 How often do you request feedback from colleagues or partner agencies when you try to integrate gender issues into your work?

Highest Possible Score for DOLE	447
Survey Score	158
Percentage Score	35%

3.9 Do you make effective and timely use of external expertise concerning gender (gender consultants, technical support, and internally available expertise)?

Highest Possible Score for DOLE	447
Survey Score	179
Percentage Score	40%

4. Culture of the department

The organizational culture of the department contributes to how and what work is accomplished. Guided by the following questions, assess how you personally contribute to the organizational culture, how the department deals with gender in its organizational culture, and how this is expressed in contacts with partner agencies.

A. Personal aspects

4A.1 How much attention do you pay to ensuring respectful working relations between men and women in your agency/office?

Highest Possible Score for DOLE	447
Survey Score	351
Percentage Score	78% 😊

4A.2 Have you undertaken activities to identify the existing interests of programme/project staff and any problems they may have?

Highest Possible Score for DOLE	447
Survey Score	213
Percentage Score	47%

4A.3 When you identify problems affecting colleagues (both male and female), do you take action?

Highest Possible Score for DOLE	447
Survey Score	309
Percentage Score	69% 😊

B. Organizational aspects

4B.1 Does your office do enough to discourage expressions of gender inequality (for example disrespectful computer screensavers, posters and jokes)?

Highest Possible Score for DOLE	447
Survey Score	285
Percentage Score	63% 😊

4B.2 Does your office have an active policy to promote gender equality and respect for diversity in decision-making, behavior, work ethos and information? If so, how would you rate its effectiveness?

Highest Possible Score for DOLE	447
Survey Score	246
Percentage Score	55%

4B.3 Does your office have a sufficient policy to prevent and deal with harassment in the workplace? If so, how would you rate its effectiveness?

Highest Possible Score for DOLE	447
Survey Score	257
Percentage Score	57%

4B.4 Has your office removed obstacles that would have prevented any functions or positions from being fulfilled equally by women and men? If so, how well has this been done?

Highest Possible Score for DOLE	447
Survey Score	272
Percentage Score	60% 😊

5. Service delivery of partner agencies and other partners

A. Personal aspects

5A.1 Have you undertaken activities to identify the attitudes of partner agencies towards working in a gender-sensitive manner, and/or the obstacles hindering such work?

Highest Possible Score for DOLE	447
Survey Score	155
Percentage Score	34%

5A.2 How often do you engage in a dialogue with partner agencies on gender policy issues?

Highest Possible Score for DOLE	447
Survey Score	149
Percentage Score	33%

5A.3 How often do you discuss gender issues with your director concerning (possible) partner agencies?

Highest Possible Score for DOLE	447
Survey Score	153
Percentage Score	34%

B. Organizational aspects

5B.1 Does your department give orientation on including representative women-specific structures as contributors to activities?

Highest Possible Score for DOLE	447
Survey Score	208
Percentage Score	46%

5B.2 How often does the responsible director initiate discussions on choice of partner agencies and service delivery to them concerning gender equality?

Highest Possible Score for DOLE	447
Survey Score	193
Percentage Score	43%

CHAPTER EIGHT

Recommendations: A Recap

This Chapter will recap the recommendations put forth in each of the preceding chapters, for easy reference:

Gender and Equality Vision and Mainstreaming Strategy

1. Make gender analysis a key activity in all planning exercises.
2. Make gender analysis a key process in the annual review of the PLEP 2011-2016.
3. Consider enhancing Administrative Order No. 264 and spell clearly the DOLE-wide GAD/gender mainstreaming framework and strategy, clarify the GAD structure and accountabilities, including defining the role of the Secretariate, as differentiated from the TWG, and clarifying the role of the gender focal persons in the bureaus, offices and attached agencies as well as linking gender work in POLOs with the gender focal point system of Philippine Embassies and Consulates as mandated under Section 37 of the Magna Carta of Women.
4. Put in place a simple and user-friendly but effective system for GAD M&E. This can be included in the proposed consolidation of AO on the GAD focal point system.

Gender Expertise and Competence

5. There are sector- appropriate knowledge products and tool kits for DOLE that are readily available and highly recommended.
6. Consider a programmatic, multi-tier approach to GAD capacity building that may include modules on: (i) GAD Induction Course for all DOLE officials and programme staff; (ii) Gender Responsive Planning and Budgeting, M&E and Reporting Tools and Good Practices for GAD focal persons in all programme units; (iii) Specialized sector-specific learning sessions on GAD tools and practices; e.g. gender-responsive case management of labor disputes. The proposed program matrix as shown in Chapter Two may be considered as a starting point for discussion.

Organizational Culture and Public Image

7. Include, as part of the GAD plan, a strategy component for gender-fair, gender-sensitive and gender-responsive knowledge products and public relations/image-building strategy for DOLE.
8. Build on the positive image that DOLE has developed especially through its good practices and the image of Secretary Rosalinda Baldoz and POEA Administrator Hans Cacdac as gender champions.
9. DOLE should also set positive gender norms and standards through its products and image.
10. Enhance messages and processes during office-wide activities by including gender and human rights content and activities.
11. Consider a policy on stress-free workplace, e.g. no overtime beyond 7:00 pm; 1-day rest period following field missions, and other human resource practices that will bring about life-work balance.
12. Highlight GAD accomplishments at all levels in periodic reports.
13. Consider setting up a GAD page in the DOLE website and its attached agencies and feature major GAD accomplishments of the department.

Choice of Partners and Technical Cooperation

14. DOLE should strengthen partnerships with PCW and UN WOMEN, especially in the drafting of major plans and policies, as these are major sources of gender expertise.
15. DOLE and its attached agencies should work with women's groups in the preparation, execution and monitoring of the GAD budget.
16. Maximize the lessons and learnings from existing partnerships by initiating cross-regional sharing, modeling and upscaling of good gender practices.
17. Enhance the gender dimensions in bilateral agreements and memorandums of understanding with donors by complying with the requirements of the Philippine Harmonized Gender and Development Guidelines for Project Development, Implementation, Monitoring and Evaluation and the ILO GAD Checklist.

Accountabilities to Gender Equality

18. Ensure that the key officers of the GAD Focal Point System regularly report on the status of gender plans and budget to top management. Make reporting on GAD a regular agenda of periodic meetings.
19. DOLE GAD Focal Point to review the recommended actions in the 2008 ADB-led joint country gender assessment and the CEDAW conclusions and integrate them in the sectoral plans and GAD plans of the department.

Gender Fair Workforce and Decision Making on Gender Mainstreaming

20. Consider gender competence and sex balance as guiding principles in designing and implementing the DOLE Succession Plan as articulated in the PLEP.

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 - ii. Staff List, 2010 SALN of DOLE 3rd Level Officials
 - iii. List of GAD Focal Persons
 - b. Administrative Orders
 - iv. AO No. 136-B – Assignments of Cluster Heads
 - v. AO No. 264 Reconstitution of GAD Focal Point
 - vi. AO No. 274 Amendatory Provisions to AO 152
2. Technical and Substantive Documents
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 - b. DOLE 2011 Gender and Development (GAD) Plan
 - c. DOLE 2012 Gender and Development (GAD) Plan
 - d. DOLE Regional Office No. 7 2011 Annual Plan and Budget
 - e. DOLE Regional Office No. 7 2010 GAD Plan
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 - g. DOLE Regional Office No. 7 2012 GAD Plan
 - h. DOLE Regional Office No. 7 2010 Agency performance Assessment
 - i. DOLE Regional Office No. 7 2011 Detailed Regional Report
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