Gender and Development Implementation in Masbate State College, Philippines

Elreen Aguilar-Delavin
Dr. Emilio B. Espinosa Sr. Memorial State College of Agriculture and Technology, Masbate State College, Philippines
learnednivaled@gmail.com

Abstract – *The study focused on the Gender Mainstreaming of the college using the GMEF Tool. It determined the policies along gender and development, the Audit Findings from previous years and GMEF results on the key areas and entry points. Also, it determined the framework on the formulation of policy and programs in the college. Results showed that there were several policies put in place by respective agencies, also the college obtained several findings from the Audit that needs to be addressed immediately not to make it a perennial observation, while on the GMEF result it obtained level 2-Installation of Strategic Mechanisms in most key areas and in general. This implies, that with the initiatives in the agency there is a need to increase the progress in gender mainstreaming in the college. To cater this, a framework design was made to ensure the establishment of policies and programs in all units along gender mainstreaming.*

Keywords – *GMEF, gender mainstreaming, policy and program*

INTRODUCTION

Many years the enlightenment for women in the society has grown bigger, it may be in workforce, politics, business and the like. Hence, the intensive engagement of activists and researchers with the development establishment has turned "gender" into a legitimate policy issue for institutions and movements operating at different levels. Yet gender inequalities in power continue to be a persistent and integral feature of the modern world and its institutions - whether markets and macroeconomic flows; states, political parties and social movements; or the intimate sphere of family, household and community. Transformative agendas of social change are constrained not only by the continued dominance of market orthodoxy in some important arenas of policy making, but also by shifts in geopolitics, and new forms of religious and cultural politics that are being played out at global, national and sub-national levels[3]. In the Philippines, the National Commission on the Role of Filipino Women (NCRFW) now Philippine Commission on Women (PCW) in 2001 came up with a tool named Gender Mainstreaming Evaluation Framework (GMEF) that will serve as guide for the agencies in assessing the levels of Gender and Development (GAD) mainstreaming and identify areas of strengths and pointers for improvement. With an expanded mandate from the Magna Carta of Women or Republic Act 9710 (PCW) which is to lead in ensuring that government agencies and local government units should be capacitated on GAD, hence updating the policies and guidelines in GAD Mainstreaming is a necessity and led to enhancing the GMEF as a response to the call of time.

In addition, Section 37 of the Implementing Rules and Regulations (IRR) of the law mandates all government agencies, offices, bureaus, instrumentalities, State Universities and Colleges (SUCs), Government-owned and Controlled Corporations (GOCCs) and LGUs to "pursue the adoption of gender mainstreaming as a strategy to promote and fulfill women's human rights and eliminate gender discrimination in their systems, structures, policies and programs, processes and procedures. Hence, what is gender mainstreaming? This focuses on the substantive work on the organization-it is not just about achieving a gender balance in those organizations, it is also identifying concrete actions to promote gender equality, making all the goals explicit in all processes and documents and it is a complementary strategy to women's empowerment [2].

Moreover, the Commission on Higher Education (CHED) approved a Special Order creating a CHED GAD Focal Committee and Secretariat which initiated GAD programs of the commission. Thereafter, the commission approved the constitution of GAD Focal Committee on the set of guidelines and policies to be followed by Higher Education Institutions or HEIs in the implementation of GAD projects, activities and

programs in their respective offices. With assigned agency overseer for every SUCs or HEIs such as, the Commission on Audit and the Philippine Commission on Women.

Thus, Gender Mainstreaming in Higher Education Institutions is therefore essential not only to individuals but also National Development, higher education being the essential site for facilitating the skills, knowledge and expertise important in economic and social development (CMO. No 1 s2015). Hence, a GMEF tool is used to measure the extent of the gender mainstreaming efforts of the organization, it is also meant to assist the Gender and Development Focal Point System (GFPS) in measuring gains and successes, as well as pinpoint areas of improvement in the way the institution mainstream gender and development after three years of implementation. It is a benchmark on how far the institution made initiatives and advocacies along gender and development. The study will be significant not only in the GAD office but also to the institution as well if given important actions on the result of the study that will ensure gender equality and equity using a gender mainstreaming strategy.

OBJECTIVES OF THE STUDY

The study aims to identify the policies as bases on the implementation of GAD programs, activities and projects; to determine the findings and observations of the overseer agency (COA) on the implementation of GAD programs, activities and projects; to determine the level of implementation of GAD programs, activities and projects using the GMEF tool along: Policy, People, Enabling Mechanisms and Programs, Activities and Projects (PAPs); and to determine a framework the formulation of policy and program in gender mainstreaming in the DEBESMSCAT.

METHOD
Research Design

A descriptive research design was used in this study. Documentary analysis and GMEF Score sheet and Questionnaire as prescribed by the Philippine Commission on Women were used. Computation of the score per key area and entry point was based from the GMEF guidelines.

The GMEF has four sets of questionnaires representing each of the following entry points: Policy, People, Enabling Mechanisms and Programs/Activities/Projects. It has a descriptor that refers to the series of questions asked to assess whether an organization has complied with the gender mainstreaming element in the GMEF tool.

Instrument Used

	Ranges	Level Description
Level per Entry Point	0-7.99 points	1: Foundation Formation
	8-14.99 points	2: Installation of Strategic Mechanisms
	15-19.99 points	3: GAD Application
	20-23.99 points	4: Commitment Enhancement and Institutionalization
	24-25 points	5: Replication and Innovation

	Ranges	Level Description
Level per Key Areas	0-30.99 points	1: Foundation Formation
	31-60.99 points	2: Installation of Strategic Mechanisms
	61-80.99 points	3: GAD Application
	81-95.99 points	4: Commitment Enhancement and Institutionalization
	96-100 points	5: Replication and Innovation

It includes the options for scoring with possible scores of 0 (No), 0.41(Partly yes) and 0.83 (Yes), this was adopted from the Harmonized GAD Guidelines or HGDG. Further, it has also means of verification for the given scores on the questions to substantiate or justify the score given by the respondents. All scores for every key area were added to arrive at the level of GAD implementation in the system, a scale from the GMEF guidelines were used to get the level of gender mainstreaming per key areas and entry point in totality. Administering the GMEF in an organization may take every 3 years to keep track of the progress of its GAD mainstreaming efforts. Scales lifted from the GMEF were used.

Respondents

The respondents of the study were the fund administrators and selected student leaders present during the workshop on Gender Analysis and the use of Tools together with the Resource person from the PCW in the (DEBESMSCAT) Dr. Emilio B. Espinosa Sr. Memorial State College of Agriculture and Technology. They were grouped into four and each group was given GMEF questionnaires and they were asked to answer the questions honestly. The scoring and interpretation of the scores were facilitated the GAD Focal Person and the PCW Resource Speaker, the data were presented by every group. The researcher believed that the respondents were deemed suited to answer the GMEF for they are the program

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implementers of the college and knowledgeable enough on the budgeting the assigned accounts to their offices.

The fund administrators' answers were tallied and interpreted based from the GMEF scoring guide. For the ethical considerations, the respondents' answers were dealt with confidentiality so with their observations. They cooperated well during the workshop to uplift the performance of the GAD office along mainstreaming in the college.

RESULTS AND DISCUSSIONS

1. Below are the policies as bases on the implementation of Gender Mainstreaming in the institution.

- Women's empowerment, Development and Gender Equality (Women's Edge) Plan 2013-2016
- Memorandum Circular 2011-01 or "Guidelines for the Creation, Strengthening and Institutionalization of the Gender and Development (GAD) Focal Point System".
- Joint Circular 2012 or Guidelines for the preparation of Annual Gender and Development (GAD) Plans and Budgets and Accomplishment Reports to Implement the Magna Carta of Women" and
- Joint Memorandum Circular 2016-01 or "Amended Guidelines on the Localization of the Magna Carta of Women" that has clarified the process of mainstreaming GAD in the bureaucracy, especially on the GAD Planning and Budgeting process.
- Commission Memorandum Order No. 1 Series of 2015 (CMO No. 1 s. 2015) Establishing the Policies and Standards on Gender and Development in the Commission on Higher Education and Higher Education Institutions

In recent decades the presence of women in public life has grown, whether in politics, in the workforce, or in the migrant streams that cross international borders. At the same time, the intensive engagement of activists and researchers with the development establishment has turned "gender" into a legitimate policy issue for institutions and movements operating at different levels. Yet gender inequalities in power continue to be a persistent and integral feature of the modern world and its institutions - whether markets and macroeconomic flows; states, political parties and social movements; or the intimate sphere of family, household and community. Transformative agendas of social change are constrained not only by the continued dominance of market orthodoxy in some important arenas of policy making, but also by shifts in geopolitics, and new forms of religious and cultural politics that are being played out at global, national and sub-national levels [3].

The GAD policy marked a shift from targeted interventions in selected sectors, mainly the social sectors, to a gender mainstreaming approach recognizing gender as a cross-cutting issue influencing all development activities [6]. Thus, policies were put in place by the Authorities in different places in the world. In the Philippines, the PCW, NEDA, DBM and CHED implemented and disseminate these policies in the concerned agencies to continuously promote gender and equality and equity among the Filipino people. However, with the observations along gender and development as program implementers though policy were put in place by these agencies there are still common problems that SUCs are facing such as, failure to submit the GAD Plan and Budget, GAD Accomplishment Reports and implementation of other GAD Activities, hence, there should have a good monitoring scheme along with these policies to ensure that heads of units are doing their part to mainstream gender and development in all their programs and activities.

2. Findings and observations of the overseer agency (COA) on the implementation of GAD programs, activities and projects.

- "The college failed to attribute 5% to implement GAD Programs, Activities and Projects in the School Year 2015-2016."
- "The annual GAD Plan and Budget was not submitted to the Philippine Commission on Women (PCW) for review, endorsement contrary to the requirements under Section 8.5 of the PCW-NEDA-DBM Joint Circular No. 2012-01, resulting in a lack of evaluation whether the sets of programs, projects and activities contained therein are responsive to gender needs and concerns of the clientele of the Agency or of the Agency itself."

(*excerpts from the AOM No. 2017-015)

With the Audit Observation Findings given by COA for the last three years the GAD office found out some reasons of these findings; there is no internet connection in the GAD Office, GAD Office was established only in 2016, with the various responsibilities of the GAD Focal Person presence of atleast one office aide is needed specifically computer literate aide, Gender mainstreaming is necessary in all units if the college however capability trainings in the

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implementation of the programs were not conducted due to the lack of knowledge in preparing GPB, AAR and other required trainings to be attended by the GFPS. Those were the observations and the recurrence of these is not inevitable for there is no policy and programs established by the office to ensure gender mainstreaming in the college thus putting in place all these matters can address the Audit Observation Memorandum given by the COA and other overseer agencies.

3. The level of implementation of Gender Mainstreaming Using the GMEF Tool

Table 1. Level of Implementation of Gender Mainstreaming along Policy

Key Areas	Score
Policy	
1. Issuance of foundational policies on GAD	3.33
2. Issuance of policies to mainstream GAD in the organization	2.49
3. Integration of GAD in the Organization's Policies	3.33
4. Updating and Continuous Enhancement of GAD Policies	3.33
5. Model GAD Policy	0
Total	12.48

Level for Policy: 2 - *Installation of Strategic Mechanisms*

Based from the table above there being found that the college obtained level two (2) which means that the college has initiatives on *the Installation of Strategic Mechanisms* on gender mainstreaming along policy. Policy on Gender mainstreaming means the official statements and pronouncements of support for gender mainstreaming issued by the organization. These may be in the form of department orders, special orders, administrative orders, memoranda and executive orders that spell out the commitment of an organization to pursue gender mainstreaming. This category also includes national and sectoral plans, specific guidelines, manual of implementation and the GAD Framework/Strategic Plan. The organization, through these issuances, shows its recognition and acceptance of gender mainstreaming as a critical and legitimate concern, even if in broad or general terms. Policy enhancement and improvements, including the use of gender-fair language and images, are also expected towards the development of a model GAD policy for potential replication and innovation [5]. Hence, the college is in Level 2 along policy this means that there were policies and initiatives taken by the officials to

mainstream gender in all college's operation. However, with these initiatives these can be considered as minimal effort undertaken within almost 5 years of institutionalizing GAD in the system. With this level the GAD Office will identify specific policies to ensure its installation in the college and to comply with the standard operating procedures that are needed to be done.

Table 2. Level of Implementation of Gender Mainstreaming along People

Key Areas	Score
People	
1. For Establishing GFPS and GAD Champions/Advocates	4.14
2. For GAD Initiatives and Capacity Development Activities	2.47
3. For GAD Sponsorship and Related Programs	4.56
4. GAD Champions as Program Implementers	2.47
5. GAD Experts	1.65
Total	15.29

Level for People: 3 - *GAD Application*

With the findings from the table it was found out that the college obtained level 3 which mean there is GAD application in the system. People in gender mainstreaming mean that the relevant stakeholders who assume the task of gender mainstreaming. Critical to the success of gender mainstreaming are the following: (1) GAD champions among top management who actively support the GM program; (2) recognition of GFPS and staff members as GAD experts; and (3) clients (internal and external) able to participate in the planning, implementation and monitoring & evaluation of programs, activities and projects. Also, there are complementary distinct roles in the people descriptor; first, the Sponsor, Change Agent, Target and the GAD Advocates [5]. Thus, the college administration never failed to invest in people's training, travel and sponsors trainings for the clients and organization for it yield level 3, the college had applied gender mainstreaming along with this area. However, conducting echo and re-echo seminars had forgotten to execute in the college along client and organization that is why some policies and other key areas were not institutionalize in the college. Thus, there is a need to make a policy on the process of echoing GAD trainings specifically trainings that are necessary and required by CHED and PCW to ensure gender mainstreaming in the college along with its clienteles.

Table 3 presents the level of implementation of gender mainstreaming along enabling mechanisms. Enabling mechanisms garnered level 2 which means

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the college had installed strategic mechanisms along enabling mechanisms.

Table 3. Level of Implementation of Gender Mainstreaming along Enabling Mechanisms

Key Areas	Score
Enabling Mechanisms	
1. Setting-up of Essential GAD Mechanisms	5.00
2. Functional GAD Mechanisms	3.5
3. Integration of GAD in the Organization's Mechanism	1.0
4. Advanced GAD Structure and Systems	1.5
5. Model GAD Structures and System	0
Total	11

Level for Enabling Mechanisms: 2- Installation of Strategic Mechanisms

This key area refers to the systems and mechanisms installed in the organization and the funds allocated for GAD activities such as the GAD Focal Point System (GFPS) and Knowledge Management (KM) System. The success of any gender mainstreaming effort depends, to a large extent, on the resources allocated and the mechanisms that are institutionalized to implement it. Another example of an enabling mechanism for GAD is the GAD Funds Audit of the Commission on Audit (COA) that greatly helped to ensure institutional compliance to the minimum 5% utilization of the GAD budgets of agencies and local government units [5]. Though the college endeavored to make a statement in this area from the financial management system reminding every fund administrator to allocate 5% of the total GAA, we cannot deny the fact that the college failed to allocate the amount expected for attribution and mainstreaming in gender and development and this can be seen in the previous years of the observation from the COA. Hence, there may be failure due to absence of policy along gender mainstreaming, standard operating procedures in the process of identifying GAD issue and concerns in the certification funds availability, awareness on the CMO. 1 s. 2015 or the guidelines in the implementation of GAD in Higher Education Institutions and failure to use Harmonized GAD Guidelines as required by COA and PCW in the different project development of the college.

Thus, mainstreaming is necessary and to avoid violations of the legal policies and bases along with it, there is a need to put into action the strengthening of GAD focal points system internal policies in the college. Series of on-site training along gender analysis and tools and observation of attendance is deemed important to all fund administrators to meet the target

allocation for GAD. Moreover, gender and development must be seen in every college, departments and units for it represents the role of women and men in attaining the college vision.

The table 4 obtained level 2 which means there is an installation of strategic mechanisms in the college along programs, activities and projects. PAPs refer to the flagship programs or activities/projects that serve as a strategic entry point to mainstream GAD in an organization. PAPs is the most practical entry point since it involves the actual implementation of the mandate of an organization. Examples of PAPs are the review and issuance of revised GAD policies, application of gender analysis tools, and conduct of GAD advocacy and regular updating of GAD mechanisms such as the GAD database [5].

Table 4. Level of Implementation of Gender Mainstreaming along Programs, Activities and Projects

Key Areas	Score
Programs, Activities and Projects (PAPs)	3.31
1. Initial Initiatives to Facilitate GADD Mainstreaming	2.48
2. Establishing Commitment towards GAD Mainstreaming	2.12
3. GAD Application	1.0
4. GAD Commitment and Institutionalization	0
5. Model PAPs	0
Total	8.91

Level for PAPs: 2 - Installation of Strategic Mechanisms

Colleges PAPs were initiated by Focal Persons on the previous years; it includes GST or Gender Sensitivity Training for the client and organization, Women's Summit, Women's Month and End-Violence Against Women. Thus, these made the college obtained level 2, nonetheless PAPs should be sustained, upgraded and systematized by the college. The GPB or GAD Plan in the college must not end in a plan rather an implementation and sustaining it is more necessary. In the means of verification along this line area the only sustained project left is the daycare center for working mother under the supervision of the GAD office, on the other hand the question is, what is a gender-responsive daycare center? How it is being sustained and ran by the GAD office for so many years in the college, is it enough assisting working mothers and fathers? Nonetheless, gender mainstreaming along PAPs is not just on the programs that can be offered by the GAD Office in the college, rather it is mainstreaming in the instruction, research and extension. Hence, colleges can

offer GST for the students and promote gender-fair language and erase stereotyping, researches on sex-disaggregated data and formulation of database in all employees and clienteles can be made needed for gender-analysis and addressing gender issue that can be basis for extension programs.

Table 5 presents the summary on the level of implementation of gender mainstreaming along entry points. In all key areas it was found out that the level of entry points on the implementation of gender mainstreaming obtained level 2 which means the college installed strategic mechanism from the previous years until now.

Table 5. Summary on the Level of Implementation of Gender Mainstreaming Along Entry Points

ENTRY POINTS	Score
1. Policy	12.48
2. People	15.29
3. Enabling Mechanisms	11
4. Programs, Activities and Projects (PAPs)	8.91
Total	47.68

Level for PAPs: 2- Installation of Strategic Mechanism

There were specific initiatives undertaken by the college to continue support gender mainstreaming in all units. Level 2 marks the transition of the organization toward gender mainstreaming by creating enabling conditions supportive of GAD, such as: a. Putting key people, necessary policies, support structures, systems and mechanisms in place to facilitate and sustain gender mainstreaming; and b. Initial application of GAD concepts and tools. Some examples of establishing GAD mechanisms include having a functional Committee on Decorum and Investigation (CODI), Violence against Women and their Children (VAWC) referral system, Women's Economic Empowerment (WEE) desk and other mechanisms responding to the gender needs of its internal and external clients. In this level, GAD activities move beyond compliance and commitment to women's empowerment and gender equality to actually starting to address the gender issues of the organization's clients (internal and external)[5]. Thus, the college on its initial assessment obtained level 2 by following years the oversight agencies will be the one to administer the GMEF in this institution it is better to be always on sight on what the college has implemented and it needs a step by step progress until the attainment of level 5 for the equality of both genders in all areas of development, since "equality between men and women and the active involvement of both genders in all

aspects of social progress are key prerequisites for poverty reduction.

The gender aspect must be addressed in close conjunction with poverty reduction, social and political development and economic growth, and mainstreamed in all aspects of development cooperation. Gender equality will be promoted through support to equal rights, access and control over resources and political and economic voice" [7].
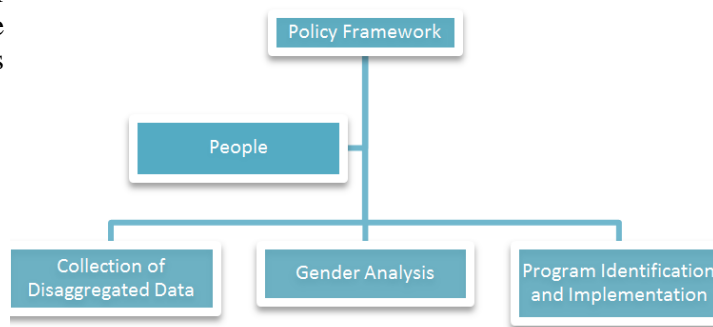

Figure 1. Policy Framework

4. Policy and Program in Gender Mainstreaming

The figure above is a framework formulated to ensure gender mainstreaming in all units to help the college utilized at least 5% of the total budget.

The **policy** is reflected in a broad framework of legal and political commitments, such as the PRSP (Poverty Reduction Strategy Paper) or the Country Strategy Paper. It is important to identify the political commitments on Women's Rights and Gender Equality of the EC and the partner country in order to create a gender responsive policy framework for development cooperation [7]. In the college, it is better that the GAD mainstreaming must start from the policy to give emphasis on the need to perform and implement gender mainstreaming to every unit.

Programmes are broad areas of work, which are required to implement the policy priorities. There are sectoral programmes that cover a whole sector, such as the health sector or the transport sector. There are thematic programmes that are focused on a specific theme, such as "combating gender based violence" or that consist of a package of projects with a common focus or theme, such as "ecological innovation". To identify gender issues in a sectoral or a thematic programme, it is important to make a gender analysis of the sector or the theme previous to the identification phase.

Hence, the college with this baseline can start from a policy before formulating programs that will

address gender issues however a collection of disaggregated data is necessary for gender analysis.

With this, there will be clearly identified stakeholders including the primary target group and the final beneficiaries. A gender sensitive program identifies gender aware stakeholders and gender specific target groups and beneficiaries; clearly defined coordination, management and financing arrangements. In a gender sensitive project, these arrangements include equal opportunity policies, gender balanced human resource management, and gender budget initiatives; A monitoring and evaluation system (to support performance management). In a gender sensitive project this includes gender-disaggregated data collection and gender performance indicators; and an appropriate level of financial and economic analysis, which indicates that the project's benefits will exceed its costs. In a gender sensitive project this includes gender budget analysis [7]. Thus, this is just a proposal for much more effective GAD mainstreaming also empowerment in the college, a similar study along with this claim with high-end proposals that spell out empowerment aims, much more progress is needed to show measurement of changes in representation, influence, accountability, cooperation, inclusivity, rights fulfillment, fair treatment, and so on – aspects of power relations and equity [4].

CONCLUSION AND RECOMMENDATION

Overall result of the study indicates that the college obtained level 2 along gender mainstreaming in the existence of GAD for past years. However this is not a "flying colors" as the only state college in the province. The yielded result needs progress for the next coming years. The study with its implication which is actually obtaining lower level in GMEF in self-initial assessment calls for attention not only for the GAD office but for the cooperation of every man and woman in the college and to be modeled by the clienteles and replicate by other agencies. It is therefore recommended that the policy must be put in place in all the college's unit for continual development. Policies such as recommended and highly required by oversight agencies. Programs must be identified along gender mainstreaming for the attainment of gender equality in the college using the framework. Continued support from the administration is necessary for its implementation since Commission on Higher Education (CHED) and Philippine Women Commission is pushing the exposure of Gender and Development in all Higher Education Institutions as well as other Government Offices. Thus, a similar study might be conducted to other SUCs or in regional level to organize a better GAD mainstreaming that will contribute to the attainment of women empowerment in the work areas.

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