

A Gender and Rights Audit of Governance Reform Initiatives of the United Nations Development Program (UNDP) and other Donor Agencies

By the

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1. Introduction

In the past decade, women's rights and governance have separately been at the forefront of the global development agenda. The marked focus on these two concepts was brought about by the realization that economic growth alone does not necessarily result in sustainable development or a reduction in poverty. On the one hand, it is argued that engendering development empowers the women and the marginalized, thus enabling them to participate in the development process. On the other hand, an emphasis on governance and institutional arrangements create the enabling environment conducive to sustained growth.

As a country in transition to democracy, the Philippines embraced these agenda as part of the development strategy of the post-EDSA administrations. Hence, decentralization, privatization and liberalization, institutional, electoral and political reforms were initiated. Parallel to these efforts, collaborative initiatives by civil society, academe and the government that address women's rights and enhance their capabilities have been legislated and mainstreamed in the country's development framework.

However, there are weaknesses in regard to the implementation and monitoring of these governance reform initiatives, especially on gender and rights mainstreaming. While overall the official rhetoric considers rights and gender as crosscutting concerns, projects and programs on women are often stand-alone initiatives whose inter-linkage with other major efforts remains weak and unclear. Efforts to integrate rights and gender, on the other hand, sometimes face severe challenges in implementation and monitoring.

Concretely, many of the institutions assigned to implement these reforms have issues of capacity. It is the same for oversight bodies that have by far been ineffective in monitoring and ensuring compliance. Civil society groups, which have an important role in monitoring, also face issues of monitoring capacity as their concerns are usually issue-based.

One way to respond to the situation is to establish clarity on and secure firm political will for an overarching framework with rights and gender equality as cross-cutting commitments, as the principal lens and channel for inter-program connectivity and complementation within the reform package. With such a framework, clear indicators and measures for gauging mainstreaming of gender and rights targets and their progressive realization-whether in the economic, political or social/personal spheres need to be identified.

2. Objectives

The report has two primary objectives. One is to look into selected governance reform initiatives supported by the United Nations Development Program (UNDP) and other sources of official development assistance (ODA) and examine the extent to which they have taken on board *gender* and *rights* in their design, implementation and monitoring and evaluation. Second, so as to ensure the sustainability of engendering governance in projects, the report discusses a framework and proposes a preliminary set of indicators that incorporate gender dimensions in governance initiatives.

Specifically, it seeks to answer the following questions in the conduct of its audit:

BOX 1. Gender Audit Assessment Tool

Framework – Perspective

1. Did the project/programme design or document
 - a. Refer to relevant national laws, policies, targets and programmes on women's rights and gender equality and specify how it will support their attainment/implementation?
 - b. Specify how it will support the implementation of any international conventions/treaties and internationally agreed programmes of action such as the Women's Convention, Beijing Platform for Action, Cairo Programme of Action, UN Security Council 1325 and any other UN resolutions particular those focusing on gender and rights issues?
 - c. Identify how women's rights and gender equality perspective fits in the overall project/programme framework?

Targets & Means

2. Did the project/programme design or document
 - a. Identify how women's rights and gender equality fit in the overall project/programme strategy?
 - b. Specify targets, means/activities, indicators and resources to address women's rights and gender equality?
 - c. Are there outputs designed or are contributing to capacity building on Gender and Rights mainstreaming of governance institutions/players/stakeholders?

Monitoring Progress

3. Do/did the progress reports and review and the monitoring and evaluation documents of the project/programme?
 - a. Identify monitoring indicators to track the progress towards gender equality and women's rights targets?

Results

Methodology

The Women and Gender Institute (WAGI) purposely covered 12 UNDP projects (see Table 2) and four (4) donor assisted governance projects that are deemed to be gender-neutral so as to determine the extent to which gender equality concepts are integrated. As such, projects that are by nature and design gender-oriented were excluded. Selected UNDP projects fall within each of the Governance Program's thematic areas, namely: Electoral and Political Reforms, Public Administration Reforms and Justice and Human Rights.

Specifically, the following activities were undertaken in the data gathering and processing stage:

1. Prepared and formulated the gender audit questions (see Box);
2. Scanned the governance reform initiatives of the UNDP and other donors and came up with a list that will be covered by the study;
3. Collected the documents from the parties concerned (implementing agencies, UNDP, other donors, resource persons, etc.);
4. Carried out the desk review of the following documents: Terms of Reference, Project Monitoring and Evaluation Guide, Core GAD Checklist for Designing Projects, Project Dutyholders' Capacity Building, Annual Work Plans, LogFrame and other relevant materials; and,
5. Communicated with the project managers and technical staff of donor-assisted projects; and,
6. Made visits to the UNDP Project Management Office (PMO).
7. Made several visits to the websites of the two AusAid projects, the Philippine-Australia Human Resource Development Facility (PAHRDF) and the Philippine Economic Governance Reform (PEGR) to view project documents which are open to the public.

For the desk review, a coding sheet was made based on the questions contained in the gender audit questions (see Annex). Each of the four stages of the project

cycle (framework, targets and means, monitoring progress and results) corresponded to one coding sheet.

The desk review would expectedly yield answers ranging from 'no reference to gender quality issues' at all or 'there is reference'. The latter can still be categorized into general and specific reference. Recognizing this, a simple categorization was made.

An 'X' mark indicates that gender concerns were totally absent. A √ mark means that the project has incorporated gender issues. However, to determine the extent to which gender concerns were integrated, the inputs were further categorized into 'general' and 'specific'. A statement or phrase in the project document can be categorized as 'general' when it merely mentioned broad gender themes such as gender mainstreaming or the integration of human rights but did not specify details. A statement or phrase in the project document is 'specific' when the project considered detailed aspects of gender concerns and how it can be specifically integrated in project design and implementation. The latter is deemed to be a more gender-sensitive category since it is assumed that the project proponents are knowledgeable enough about key gender issues to be able to specify and integrate this in the stages of the project cycle.

Table 1. Gender Assessment Categorization

| Category | Description |
|-----------------|---|
| General | The project document merely mentioned broad gender themes and did not state specifications. |
| Specific | The project document considered detailed aspects of gender concerns and how they can be integrated in the project design. |

Scope and Limitations

The projects or initiatives covered by the audit are those that fall under the Country Programme Action Plan (CPAP) between the Government of the Philippines (GOP) and the UNDP from 2005-2009. Projects of other donor agencies were chosen from the current governance reform initiatives of the Canadian International Development Agency (CIDA), the AusAid, and the European Commission.

At the time that the assessment was undertaken, all of the UNDP projects are at their preparatory stages. They received UNDP funding in the last quarter of 2005 as the implementation of the CPAP had just begun. On the one hand, this situation limited the materials that can be reviewed to mostly documents pertaining to project design minus the benefit of knowing as to whether they have actually been implemented. There is also the absence of actual outputs since as had been mentioned, the projects had just started. Thus, only potential outputs are assessed. On the other hand, because the assessment occurred at the start of the country program cycle, gender-based interventions in the form of trainings on gender and rights and the development of indicators can still be vigorously pursued and can still make a difference in the outcomes.

Also, the researcher faced a constraint in visiting the websites of the AusAid projects. While documents related to the two AusAid projects reviewed were available, other materials needed a password and so could not be accessed. Thus, aside from those available in the website, the researcher corresponded with project officers of the said reform initiatives via email. The gender assessment questions were emailed to them. They also responded through email.

Description of UNDP Project/ Reform Initiatives

Twelve (12) project reform initiatives were reviewed (see Table 2). They represent key areas of reform emphasized by the GOP-UNDP Programme on *Fostering Democratic Governance*, namely: (1) public administration and (2) political development and (3) justice and human rights.

Public Administration

- *Boosting Tax Collection of the Bureau of Internal Revenue (BIR) through Fellowship of Christians in Government (FOCIG) Service Desks* is a joint

undertaking by civil society and the business sector that seeks to motivate and assist tax payers in voluntarily paying the correct taxes so as to increase tax collection and compliance with BIR regulations. Among its project outputs include the setting up of service desks; conduct of tax information seminars and the development of training manual and industry databank that will contain pertinent tax laws, rules and regulations and BIR procedures.

- *Capability Enhancement Program for the Department of Budget and Management (DBM) on Rationalizing and Improving Public Service Delivery* is a project by the Department of Budget and Management (DBM) together with a team from the Development Academy of the Philippines (DAP) that primarily aims to formulate standards in the form of a manual that will guide Composite teams in the review of agency rationalization plans. In 2004, President Gloria Macapagal-Arroyo issued Executive Order 366 which directed all government agencies to conduct a strategic review of the functions and organization of all government agencies in line with her administration's plan to make the bureaucracy more effective and efficient. The DBM and the Civil Service Commission (CSC) is tasked to implement this directive. To facilitate its implementation, the DBM had created Composite Teams that is tasked to monitor and evaluate the Rationalization Plans drafted by agencies. Each team is composed of management, budget and position classification and compensation specialists. Cognizant of the need to have a sound rationalization plan, this project seeks to formulate standards that will define the parameters or areas that have to be considered in agency reforms such as the terms and definitions for organizational structures, compartmentalization or levels, and relationships of government offices. Moreover, the project seeks to achieve agreements as to the common standards to apply in the review of rationalization plans.
- *Tracking Governance Reforms* is a project by the National Economic and Development Authority (NEDA) that basically seeks to develop a monitoring and evaluation system in tracking the reform initiatives being undertaken under the GOP-UNDP Programme on Fostering Democratic Governance from 2005-2009. Essentially, it hopes to support the national ownership of governance reforms by enhancing the capability of the NEDA and the Programme Partners in managing official development assistance (ODA) to governance reform initiatives. Among its project components are: the development of a monitoring and evaluation framework and

system, the conduct of training for programme partners; the implementation of the monitoring and evaluation framework and system and the setting up of governance indicator system and database.

- *Support to the National Anti-Corruption Program of Action (NACPA)*. The NACPA was recently formulated as a means to converge all the anti-corruption efforts of the government including the civil society and the business sector. This project is primarily designed to support its formulation. Its main goal is to generate a multi-sectoral commitment to the NACPA and for the various stakeholders to see the overall picture of present anti-corruption campaign in the country. To realize these goals, the project aims to publish a Sourcebook on Anti-Corruption which contains a codified anti-corruption initiatives in government: executive, legislative, judiciary and the constitutional bodies; and, a Multi-sectoral Commitment to the NACPA as the final document to be forged in a summit of anti-corruption proponents from various sectors.
- *Support to the Global Compact*. This project is designed to strengthen the capacity of the local networks in promoting and implementing the Global Compact in the Philippines and in integrating its ten (10) principles on human rights, labor rights, environmental protection and anti-corruption. It is implemented by the Global Compact Working Group through the Employers COP.
- *2005 Major Island Conference: Pursuing Effective Local Governance Towards the Achievement of the Millennium Development Goals (MDGs)* is a project of the League of Municipalities of the Philippines (LMP) that as the following objectives: to promote the idea of municipal government helping themselves; to increase the competence of municipal leaders on pertinent issues; to cultivate inter-municipality cooperation in the articulation and aggregation of municipal needs as well as in the determination of municipal government priorities that support the national government's strong republic; to institutionalize the process of consultation among municipal governments in the country in furtherance of their common objectives to truly embody the LMP as the heart and soul of Philippine municipalities; to generate more municipal resources through the help of the LMP; to encourage collective decision-making through the help of the LMP; to encourage collective decision-making in the advancement of mutual interests of Philippine municipalities and the localization and implementation of the MDGs. So as to support these

goals, the project will involve sharing of experiences and practices through conferences, research and training, policy development advocacy. Project outputs are :the establishment of Mayor's Development Center and the LMP-MDG Database Center that will monitor and evaluate the status of the MDG in the LGUs . The project's contribution to governance outcomes is that local government officials' knowledge of vital issues such as the MDGs will make them better able to implement policies that support their achievement.

- *The Enhancement of Capacities of Public Administration Schools in the Philippines in Governance Reforms* is a joint project of the University of the Philippines-National College of Public Administration and Governance (UP-NCPAG) and the Association of Schools of Public Administration in the Philippines, a non-stock nationwide aggrupation of colleges and universities of the Philippines that offer Public Administration as a course. Primarily, the project is looking at the direction of improving the capability of the UP-NCPAG and the ASPAP so that they are better able to train schools under the ASPAP umbrella to strengthen their role in local development and in influencing key policies on governance reform issues. Specifically, through the project, the UP-NCPAG and the ASPAP aims to become major advocates in generating awareness and of human rights to development and the MDGs to public administration schools and local government units in the country. Among its expected outputs are the following: study on public administration schools core competencies; manual on public administration schools extension of support to LGUs; and, the establishment of regional information hubs.
- *Operational Plan for Implementing The Office of the Ombudsman (OMB) Medium-Term Anti-Corruption Plan and Investment Program* is aimed at supporting the implementation of the anti-corruption program of the Office of the Ombudsman. This is a follow-up project funded by the UNDP. The initial project was the drafting of the OMB Medium-Term Anti-Corruption Plan and Investment Program, which is a document that contains a set of reform initiatives to be undertaken in a six-year period to address corruption in the public sector. Thus, this project is being undertaken to implement the requisites of the program, specifically in training the PMO and in engaging the support of the international donor community.

Political Development

- *The Legislative Oversight on Government-Owned-and Controlled Corporations (GOCCs)* pursues the strengthening of the Senate's capacity to conduct oversight on the public corporate sector. In this way, GOCCs are made more accountable and transparent. The Senate Economic Planning Office (SEPO), which is the Responsible Partner for this project, sees as its contribution to governance outcome better performing and more effective GOCCs that are able to contribute to the nation's coffers. Expected project outputs are the following: financial and operational profile of GOCCs; development of a governance scorecard for GOCCs and a legislative agenda of bills seeking a comprehensive reform of GOCC charters.
- *Enhancing the Efficiency, Effectiveness and Credibility of the Commission on Elections (COMELEC) through Institutional Reforms (Phase 1: Electoral System Assessment Study)*. The project is part of a series of initiatives to be undertaken from 2005 to 2009 that seeks to make the COMELEC effective, efficient and credible in administering elections. As Phase I of the project, the goal of the Electoral System Study is to produce a multi-sectoral evaluation of the electoral system and its components and generate a set of reform initiatives for the five project components/outputs that are deemed to have an impact on the electoral system: legal framework, national/local leadership, political parties/candidates, electoral and other stakeholders and COMELEC and its deputies.

Justice and Human Rights

- *Conduct of Further Study on Operations and Linkages of Five (5) Pillars of Justice* is a project by the Supreme Court that aims to put together the inputs and recommendations generated in a series of focus group discussions (FGD) during the National Forum on Access to Justice Through Reforms in the Five Pillars of the Criminal Justice System held in 2004. During the said forum, representatives from each pillar presented current status of reform efforts and best practices. So as to harmonize the inputs into a coherent set of actions and proposed comprehensive policy reforms,

the project was conceptualized. In essence, the projects Final Report will be the basis for a crafting of a Medium Term Development Plan that spans the whole criminal justice system.

- *Transforming the Philippine National Police (PNP) to a More Capable, Effective and Credible Police Force (2)* is a follow-up project that aims to improve the capability of the PNP Project Management Office (PMO) in project planning and project management. Initially, the UNDP provided funds for the conduct of diagnostic study and the crafting of the PNP Transformation Program as well as in the production and publication of the program document. As a follow-up project, this hopes to effectively sustain the said PNP Transformation Program by developing the competencies of the PMO in project design and preparation and in the operations planning.

Table 2. Selected UNDP Project/Reform Initiatives and their Responsible Partners (2005-2009)

| UNDP PROJECT/REFORM INITIATIVES | Responsible Partner |
|---|---|
| 1.Enhancing the Efficiency, Effectiveness, and Credibility of the Commission on Elections [COMELEC] through Institutional Reforms | Commission on Election (COMELEC) |
| 2. Enhancement of capacities of public administration schools | University of the Philippines National College of Public Administration and Governance (UP-NCPAG) |
| 3. Boosting Tax Collection of BIR through FOCIG Service Desks | Fellowship of Christian in Government, Incorporated (FOCIG) |
| 4. Capability Enhancement Program for the DBM on Rationalizing and Improving Public Service Delivery | Department of Budget and Management (DBM) |
| 5. Transforming the PNP to a More Capable, Effective Police Force[Phase2] Post Project Assistance: Program Management Operations Planning and Project Design Workshop | Philippine National Police (PNP) |
| 6. Conduct of Further Study on Operations and Linkages of 5 Pillars of Justice | Supreme Court (SC) |

| | |
|--|---|
| 7. Legislative Oversight on GOCC | Senate Economic Planning Office (SEPO) |
| 8. Support to the National Anti-Corruption Program of Action [NACPA] | Office of the President/Development Academy of the Philippines (OP/DAP) |
| 9. Operational Plan for Implementing the OMB Medium-Term Anti-Corruption Plan & Public Investment Program | Office of the Ombudsman |
| 10. Tracking Governance Reforms | National Economic and Development Administration Management Staff (NEDA-MS) |
| 11. Support to Global Compact | Employers' Confederation of the Philippines (ECOP) |
| 12. 2005 Major Island Conference: Pursuing Effective Local Governance Towards the Achievement of the Millennium Development Goals (MDGs) | League of Municipalities of the Philippines (LMP) |

The projects discussed above underscore the GOP-UNDP CPAP framework of democratic governance by pursuing institutional reforms and strengthening the capacities of government and civil society actors through a human rights approach.

The 'rights –reforms' approach as the CPAP terms it is 'directed not only at the national level but also, more importantly, demonstrated at the level of LGUs and grassroots communities'¹. The projects also reflect UNDP's human development approach to governance reforms. Hence, the nature of expected outputs are geared towards making governance more participatory, transparent, accountable and responsive to the poor and the marginalized.

Description of Governance Projects of Other Donor Agencies

Four (4) foreign-assisted projects (see Table 3) from other donor agencies were assessed. These are as follows:

¹ Country Programme Action Plan Between the GOP and UNDP 2005-2009.

- *Philippine Australia Human Resource Development Facility (PAHRDF)* is an AusAid initiative under the Philippine-Australia Development Cooperation Strategy 2004-2008 which has three thematic reform areas: the improvement of economic governance; the strengthening of security and stability and the improvement of the living standards of the rural poor in the Southern Philippines. The PAHRDF provides long-term scholarships and specialized training as a means to improve economic governance and management in public and private institutions. With a time frame of five years (2004-2009), the project aims to increase capacity of institutions to reduce poverty and contribute to sustainable development.
- *Philippine Economic Governance Reform (PEGR)* is also under a five (5)-year Facility intended to support the Government of the Philippines in the implementation of reform programs in the areas of economic governance. It is also under the Philippine-Australia Development Cooperation Strategy 2004-2008. The PEGR follows up the gains of the Philippines-Australia Governance Facility (PAGF) which operated from 1999 to 2004. Launched in the first quarter of 2005, the PEGR seeks to foster good economic governance in the Philippines on a two-pronged approach: boosting economic growth and the efficient delivery of basic services to the poor. Its emphasis is on 'sound budget management and a performance-based culture in fiscal management'².
- *Local Government Support Program Phase II* focuses on capability development for local government units in seven regions; namely, Region Vi (Western Visayas) and Mindanao (Regions IX,X,XII,XIII (CARAGA), and the Autonomous Region of Muslim Mindanao (ARMM). It covers four outcome areas: local government management, service delivery, resource generation and management and participatory governance. With a time frame of six years (1999—2005), it aims to build partnerships with local resources providers, civil society organizations and the private sector as a means to help ensure that LGUs address gender equality, environmental soundness, poverty reduction and peace and unity. Of all non-UNDP projects studied, this Canadian International Development Agency (CIDA)-funded initiative is at the end-stage of the project cycle.
- *Improving Governance to Reduce Poverty in the Philippines-European Commission-Office of the Ombudsman Corruption Prevention* seeks to prevent corruption in the Philippines by engaging CSOs and NGOs to help

² <http://www.australia.com.ph/aid/ausaid/>

in monitoring procurement activities and processes in high profile procuring government agencies and in its life-style check probes. It pursues the goals of the Medium-Term Philippine Development Plans (2000-2004 and 2004-2009) and the EC Country Strategy Paper 2002-2006 and the National Indicative Programme to prevent corruption with the end in view of improving service delivery and the Philippines's position in foreign investment and trade and eradicate the opportunities for corruption which can lead to terrorism and political violence. With a time frame of six (6) years (2004-2009), the EC-OMB Corruption Prevention Project aims to assist the general public and academic community in developing a comprehensive communication plan to generate awareness, understanding and appreciation of anti-corruption reforms and initiatives. The project is also designed to help government agencies in reducing corruption risks and vulnerabilities through improved management systems and mechanisms, specifically in the implementation of procurement and integrity development reforms. Specifically, it seeks to build the organizational capability of the Ombudsman in carrying out the reform process and in meeting the goals of anti-corruption campaign.

Like the UNDP governance initiatives, other donor-assisted projects focus on institutional reforms and capability-building as vital areas for multi-sectoral intervention. Except for the CIDA-funded project, which leans towards human development, the AusAid and the EC initiatives are anchored on economic governance as a take-off strategy towards the alleviation of poverty in the country. As such, fiscal reforms, economic management and budgetary concerns are top priorities. Simply put, the overarching goal is to make state institutions work for the requisites of growth. Interestingly, corruption is also now being linked to the presence of political violence as outlined in the country strategy paper of EC. Hence, there now seems to be an attempt in the post-911 official development assistance (ODA) environment to link institutional reforms with security.

Table 3. Other Donor-Assisted Projects Time Frame and GOP Counterparts

| Donor Agencies | Projects | Time Frame | GOP Counterpart |
|-----------------------|-----------------|-------------------|------------------------|
| AusAid | Philippine | 2004-2009 | NEDA |

| | | | |
|--|---|-----------|-------------------------|
| | Australia Human Resource Development Facility (PAHRDF) | | |
| AusAid | Philippine Economic Governance Reform (PEGR) | 2005-2009 | NEDA, DBM |
| Canadian International Development Agency (CIDA) | Local Government Support Program, Phase II | 1999-2005 | |
| European Commission (EC) | Improving Governance to Reduce Poverty in the Philippines-European Commission - Office of the Ombudsman Corruption Prevention | 2004-2009 | Office of the Ombudsman |

Key Findings

The following are the general findings of the gender audit:

UNDP Governance Projects

- None of the twelve (12) projects audited referred to any national law that advances gender rights and equality in their frameworks or project rationale. Two (2) projects (*the Capability Enhancement Program for the DBM on Rationalizing and Improving Public Service Delivery and the Legislative Oversight on GOCC*) however, specified that their project goals will support the implementation of in the Project Duty Holders Capacity Building document.

The Capability Enhancement Program for the DBM on Rationalizing and Improving Public Service Delivery not only mentioned international treaties, namely but also specified specific provisions of the following :the International Convention on Economic and Social Rights (ICESR), the International Convention on Civil and Political Rights (ICCPR), the ICERD, the Convention on the Elimination of Discrimination Against Women (CEDAW)and the Convention on the Rights of the Child (CRC).

Likewise, the Legislative Oversight on GOCCs specified key international covenants such as the Universal Declaration on Human Rights, the International Convention on Economic and Social Rights (ICESR), the CEDAW and the CRC. The project however did not identify sections or provisions.

- All the twelve (12) projects reviewed mentioned the concepts of gender and rights in the overall project framework. However most are generalizations meant to fill up project documents and does not really deeply unpack gender and rights issues. Only two (2)), specifically mentioned gender rights and how it is integrated or connected to the project. The project on the Legislative Oversight on GOCCs *stated that: "the right to avail of basic services, right to food security, right to shelter, right to access safe water, right to electricity, right to livelihood and the right to health. Specific activities to facilitate the mainstreaming of human rights and gender in the project include the financial analysis of GOCCs and the drafting of GOCC-reform bills that are gender sensitive as many of the GOCCs affect the lives of women and children".*

Table 4. Gender Dimension in the Overall Project Framework of UNDP and Other Donor-Assisted Projects

The Capability Enhancement Program for the DBM on Rationalizing and Improving Public Service Delivery also *"took into account gender-sensitiveness in terms of providing the necessary skills/livelihood trainings/programs for both men and women, with the aim of providing equal level of opportunity for both sexes."*

| UNDP PROJECT/REFORM INITIATIVES | a. Reference to National Laws | b. Implementation of International Treaties | c. Identification of gender and rights in the project framework |
|--|-------------------------------|---|--|
| 1.Enhancing the Efficiency, Effectiveness, and Credibility of the Commission on Elections [COMELEC] through Institutional Reforms | X | X | √/General |
| 2.Enhancement of capacities of public administration schools | X | X | √/General |
| 3.Boosting Tax Collection of BIR through FOCIG Service Desks | X | X | √/General |
| 4.Capability Enhancement Program for the DBM on Rationalizing and Improving Public Service Delivery | X | √ | √/Specific |
| 5.Transforming the PNP to a More Capable, Effective Police Force[Phase2] Post Project Assistance: Program Management Operations Planning and Project Design Workshop | X | X | √/General |
| 6.Conduct of Further Study on Operations and Linkages of 5 Pillars of Justice | X | X | √/General |
| 7.Legislative Oversight on GOCC | X | √ | √/ specific |
| 8.Support to the National Anti-Corruption Program of Action [NACPA] | X | X | √/General |
| 9.Operational Plan for Implementing the OMB Medium-Term Anti-Corruption Plan & Public Investment Program | X | X | √/General |
| 10.Tracking Governance Reforms | X | X | √/General |
| 11.Support to Global Compact | X | X | √/General |
| 12. 2005 Major Island Conference: Pursuing Effective Local Governance Towards the Achievement of MDGs | X | X | √/General |
| DONOR-ASSISTED PROJECTS | | | |
| 1. Philippine Australia Human Resource Development Facility (PAHRDF) | X | X | √/General |
| 2. Philippine Economic Governance Reform | X | X | √/General |
| 3. Local Government Support Program Phase II | X | X | √/Specific mentions 'gender equality as a cross-cutting theme of the project |
| 4. EC-OMB Corruption Prevention Project | X | X | X |
| | | | |

- In the project strategy, five (5) projects identified gender rights and equality. These are the *Enhancement of Capacities of Public Administration Schools; Boosting Tax Collection of BIR Through FOCIG Service Desks; Legislative Oversight on GOCCs; the Support to Global Compact and the*

2005 Major Island Conference: Pursuing Effective Local Governance Towards the Achievement of MDGs. However, of the five (5), only two (2) specified how these rights will fit in the project design. *The 2005 Major Island Conference: Pursuing Effective Local Governance Towards the Achievement of MDGs* mentioned the discussion of human rights and gender-mainstreaming in conferences of the League of Municipalities (LMP) as a means to enhance the advocacy for MDGs of local officials. In the same vein, the initiative on the *Enhancement of Capacities of Public Administration Schools* seeks to include gender and rights mainstreaming in curriculum design and teaching.

- Except for two (2) projects, none specified targets, means/activities, indicators and resources to address women's rights and gender equality. *The Enhancement of Capacities of Public Administration Schools* identified the promotion of gender and rights and the MDGs in schools and local government units. *The 2005 Major Island Conference: Pursuing Effective Local Governance Towards the Achievement of the MDGs* specified women as a sector affected by their initiative. It also made mention of the institutionalization of policymaking on gender and development in the programs of the League of Municipalities (LMP). Moreover, the LMP aims to increase the budget for gender and development programs to achieve its gender mainstreaming goals.
- Of the twelve (12) projects, only four (4), has outputs that contribute to capacity building on gender and rights. The initiative on *Boosting Tax Collection of BIR through FOCIG Service Desks* includes staff capacity building for gender issues. For its part, the *Enhancement of Capacities of Public Administration Schools* has for its expected output the development of a gender-sensitive and rights-based public administration curriculum. On the other hand, the *Support to the Global Compact* intends to produce outputs that are as follows: the design of gender-sensitive policies on sexual harassment and discrimination in the workplace and the integration of gender and rights in the project tools that will be developed. *The 2005 Major Island Conference: Pursuing Effective Local Governance Towards the Achievement of the MDGs* includes the institutionalization of the Lady Mayor's Association as it project output.

Table 5. Gender Dimension of Project Strategy of UNDP and Other Donor-Assisted Projects

| UNDP PROJECT/REFORM INITIATIVES | a. Identification of rights and gender in the project strategy | b. specification of targets, means/activities, indicators and resources to address gender and rights | c. the presence of outputs that contribute to capacity building on gender and rights of governance institutions/players and stakeholders |
|--|--|---|--|
| 1.Enhancing the Efficiency, Effectiveness, and Credibility of the Commission on Elections [COMELEC] through Institutional Reforms | X | X | X |
| 2.Enhancement of capacities of public administration schools | √ Specific: the mainstreaming of gender and rights in curriculum and teaching | √ Specific: the promotion of gender and rights and the MDG in Public Administration schools and LGUs | √ Specific: the inclusion of gender and rights in curriculum design |
| 3.Boosting Tax Collection of BIR through FOCIG Service Desks | √/General | X | √ Specific: capacity-building of staff on gender issues |
| 4.Capability Enhancement Program for the DBM on Rationalizing and Improving Public Service Delivery | x | X | X |
| 5.Transforming the PNP to a More Capable, Effective Police Force[Phase2] Post Project Assistance: Program Management Operations Planning and Project Design Workshop | X | X | X |
| 6.Conduct of Further Study on Operations and Linkages of 5 Pillars of Justice | X | X | X |
| 7.Legislative Oversight on GOCC | √/ General | X | X |
| 8.Support to the National Anti-Corruption Program of Action [NACPA] | X | X | X |
| 9.Operational Plan for Implementing the OMB Medium-Term Anti-Corruption Plan & Public Investment Program | X | X | X |
| 10.Tracking Governance Reforms | X | X | X |
| 11.Support to Global Compact | √General | X | Specific: the design of gender-sensitive policies on sexual harassment and discrimination in the workplace |
| 12.2005 Major Island Conference: Pursuing Effective Local Governance Towards the Achievement of MDGs | X | √ Specific: specified women as individuals/groups/sectors affected or involved | √ Specific: The institutionalization of the Lady Mayor's Association |
| DONOR-ASSISTED PROJECTS | | | |
| 1. Philippine-Australia Human Resource Development Facility (PAHRDF) | X | X | X |
| 2. Philippine Economic Governance Reform | X | X | X |
| 3. Local Government Support Program Phase II | √ Specific :/mainstreaming of gender equality | √ Specific: work experience and training of project managers and staff in gender equality; | √ Specific: development of a manual to guide local governments in establishing quick |

| | | | |
|--|---|--|--|
| | | developed mainstreaming tools for: staff and local resource providers; for hiring staff, screening sub projects; feed back form for LGU capacity with two gender equality indicators | response teams for violence against women; development of a manual and facilitator's guide for LGUs titled 'Executive Agenda for Local Government' which instructs local officials to integrate gender equality in planning and representation; includes GAD as important priority for LGUs |
| 4. EC-OMB Corruption Prevention Project | x | X | X |

- In terms of progress monitoring, only four (4) identified monitoring indicators that would track the progress of the project towards achieving gender equality and women's rights. The project on *Boosting Tax Collection of BIR Through FOCIG Service Desks*, the *Support to Global Compact* and the *Capability Enhancement Program for the DBM on Rationalizing and Improving Public Service Delivery* mentioned the collection of output indicators that will specify male and female beneficiaries of the project. For its part, the *2005 Major Island Conference: Pursuing Effective Local Governance Towards the Achievement of the MDGs* includes the following indicators: repeal of local legislation contrary to the promotion of human rights and gender mainstreaming; and, the enactment of local legislation on human rights and gender mainstreaming.

Table 6. . Gender Dimension of Project Monitoring and Evaluation of UNDP and Other Donor-Assisted Projects

| UNDP PROJECT/REFORM INITIATIVES* | a. Identification of monitoring indicators to track the progress towards gender equality and women's rights |
|--|---|
| 1.Enhancing the Efficiency, Effectiveness, and Credibility of the Commission on Elections [COMELEC] through Institutional Reforms | X |
| 2.Enhancement of capacities of public administration schools | X |
| 3.Boosting Tax Collection of BIR through FOCIG Service Desks | √/Specific :Output Indicators would specify male and female beneficiaries |
| 4.Capability Enhancement Program for the DBM on Rationalizing and Improving Public Service Delivery | √/Specific : collection of sex disaggregated data on employees |
| 5.Transforming the PNP to a More Capable, Effective Police Force[Phase2] Post Project Assistance: Program Management Operations Planning and Project Design Workshop | X |
| 6.Conduct of Further Study on Operations and Linkages of 5 Pillars of Justice | X |
| 7.Legislative Oversight on GOCC | X |
| 8.Support to the National Anti-Corruption Program of Action [NACPA] | X |
| 9.Operational Plan for Implementing the OMB Medium-Term Anti-Corruption Plan & Public Investment Program | X |
| 10.Tracking Governance Reforms | X |
| 11.Support to Global Compact | √/Specific: collection of sex disaggregated data |
| 12. 2005 Major Island Conference Pursuing Effective Local Governance Towards the Achievement of MDGs | √/Specific: repeal of local legislation contrary to the promotion of human rights and gender mainstreaming; and, the enactment of local legislation on human rights and gender mainstreaming. |
| DONOR-ASSISTED PROJECTS | |
| 1. Philippine-Australia Human Resource Development Facility (PAHRDF) | √/Specific: The Monitoring and Evaluation Reports reflect sex-disaggregated data of participants and long-term training awardees. |
| 2. Philippine Economic Governance Reform | X |
| 2. Local Government Support Program Phase II | √/ Specific: a project review feedback form which includes gender in the questions and whether the indicators used are appropriate for the project and the adequacy of plans to mainstream gender |
| 3. EC-OMB Corruption Prevention Project | X |

- In terms of results, only four projects (4) took the effort to consider actual/potential results that contribute to the realization of gender equality. Projects marked with n.a. (not applicable) are those that have not submitted pertinent documents that will answer this part of the audit. The one on *Boosting Tax Collection of BIR through FOCIG Service Desks* states that the project will help decrease cases of harassment against women in BIR dealings, encourage entrepreneurial opportunities for women and promote and integrate gender equality. This will be realized through the "institutionalization of standards of performance which include the conduct of training for taxpayers on BIR regulations, provision of

assistance to taxpayers on BIR regulations, establishment of linkages with accounting/auditing firms and tax consultant as support groups of tax service desk". As stated in the Core GAD Matrix, the project will encourage women to pursue entrepreneurship as they will be helped in their problems with income tax filing. The allocation of five (5) percent of the budget to GAD concerns will also contribute to the realization of the goals of the project.

The *Legislative Oversight on GOCC* views the result of its initiative as generating more resources for much needed social services. This is expected to happen when "enhanced oversight capacity enables the legislative branch to effectively monitor GOCCs in terms of efficiency, transparency and accountability". However, it mentions the "deficiencies of political institutions in recognizing, protecting and fulfilling human and gender rights as one of the challenges in meeting the goals of the project".

The *Support to Global Compact* sees "decrease in sexual harassment and discrimination incidences in the implementation of activities" as the potential result of the project. The "design of gender-sensitive policies" is needed to meet this goal.

The *2005 Major Island Conference: Pursuing Effective Local Governance Towards the Achievement of MDGs* views the "representation of women in local governance towards the achievement of MDGs" as a potential result of the project that can contribute to gender equality. To realize this, it embarks on the establishment and institutionalization of the Lady Mayor's Association of the Philippines and Mayor's Development Center.

Table 6. . Gender Dimension of Expected Project Outputs of UNDP and Other Donor-Assisted Projects

| UNDP PROJECT/REFORM INITIATIVES | a. Actual/Potential Results that contribute to the realization of gender equality | b. What accounted for these? | c. What challenges were met? How were they addressed? |
|---|---|---|---|
| 1.Enhancing the Efficiency, Effectiveness, and Credibility of the Commission on Elections [COMELEC] through Institutional Reforms | -na- | -na- | -na- |
| 2.Enhancement of capacities of public administration schools | -na- | -na- | -na- |
| 3.Boosting Tax Collection of BIR through FOCIG Service Desks | * Decrease in cases of harassment against women in BIR dealings * More entrepreneurial | * Standards of Performance which include Conduct of training for taxpayers on BIR regulations, Provision of | |

| | | | |
|--|--|---|---|
| | opportunities for women * Promotion and Integration of Gender equality | assistance to taxpayers on BIR Regulations, establishment of linkages with accounting/auditing firms and tax consultant as support groups of tax service desk * As stated in Core GAD matrix, more women will be encouraged to pursue entrepreneurship as they will be helped in their problems with income tax filing * allocation of 5% of the budget | |
| 4.Capability Enhancement Program for the DBM on Rationalizing and Improving Public Service Delivery | Na | na | na |
| 5.Transforming the PNP to a More Capable, Effective Police Force[Phase2] Post Project Assistance: Program Management Operations Planning and Project Design Workshop | -na- | -na- | -na- |
| 6.Conduct of Further Study on Operations and Linkages of 5 Pillars of Justice | -na- | -na- | -na- |
| 7.Legislative Oversight on GOCC | * More social services for claimholders | * enhanced oversight capacity enables legislative branch to effectively monitor GOCCs in terms of efficiency, transparency and accountability. More accountable GOCCs will yield more resources for claimholders. | * deficiencies of political institutions in recognizing, protecting and fulfilling human and gender rights and promote equitable distribution of resources. |
| 8.Support to the National Anti-Corruption Program of Action [NACPA] | -na- | -na- | -na- |
| 9.Operational Plan for Implementing the OMB Medium-Term Anti-Corruption Plan & Public Investment Program | -na- | -na- | -na- |
| 10.Tracking Governance Reforms | -na- | -na- | -na- |
| 11.Support to Global Compact | Decrease in sexual harassment and discrimination incidences in the implementation of activities | Design of gender-sensitive policies (as stated in Core GAD matrix) | -na- |
| 12. 2005 Major Island Conference Pursuing Effective Local Governance Towards the Achievement of MDGs | *Representation of women in Local Governance towards achievement of MDGs | * establishment and (institutionalization) of the Lady Mayor's Association of the Philippines and Mayor's Development Center | -na- |
| DONOR-ASSISTED PROJECTS | | | -na- |
| 1. Philippine-Australia Human Resource Development Facility (PAHRDF) | Improving capacities of key women stakeholders in selected government and non-government organizations | Short-term and long-term training in the form of scholarships | -na- |
| 2. Philippine Economic Governance Reform | n.a. | n.a. | n.a. |

| | | | |
|---|--|--|---|
| <p>3. Local Government Support Program Phase II</p> | <p>√/Gender advocates have been formed as a lobby group;</p> <p>More LGUs that integrate gender equality in their assessments and plans;</p> <p>More women's and children's desks have been formed;</p> <p>Many LGUs have allocated a fraction of their budget for GAD planning;</p> <p>Increasing practice on participatory governance among LGUs</p> | <p>The project took off from the outputs of the first phase including organized and trained GAD focal points in the region and GAD action plans in many LGUs;</p> <p>Training of the staff in gender equality;</p> <p>Gender mainstreaming tools</p> | <p>Fast turnover of LGU leadership and staff, as such a local resource provider was contracted in Region XI in Marc 2002 to train LGUs in gender mainstreaming;</p> <p>Poor record keeping of materials that hampered replication of Phase I to Phase II; a partial inventory was done to address this problem;</p> <p>Inadequate training of staff in the application of gender equality tools; staff should also be trained in gender analysis of proposals</p> |
| <p>4. EC-OMB Corruption Prevention Project</p> | <p>X</p> | <p>x</p> | <p>x</p> |

Other Donor Assisted Projects

Of the four (4) other foreign-assisted projects reviewed. The CIDA project stands out as a model for successfully integrating gender in governance projects. It not only incorporates gender equality as a cross-cutting theme for its **Local Government Support Program Phase II** but has developed sound monitoring and evaluation tools and strategies to enhance the realization of project goals. In its project framework there is mention of 'increased social equity especially for the women, minority groups and the poor' as mechanisms in creating sustainable communities(CIDA, 2003: 16).

As part of project strategy, there project officers and managers are either trained or has work experience in gender and development. It has also developed gender mainstreaming tools for its local resource providers (LRPs) that can be used for recruiting staff, subproject evaluation and in project review and feedback (CIDA, 2003:17).

Among the outputs that contribute to capacity building of LGUs include the *Executive Agenda for Local Government* which is a manual that helps LGUs plan their development agenda. Though it does not specifically mention gender equality, it cites the integration of gender in development, gender representation

in planning and consultations (CIDA, 2003:18). The other one is the *Resource Finder* that assists LGUs in resource mobilization and in finding grants for technical assistance. Also, gender advocates were established as lobby groups along with women political leaders whose skills were enhanced (ibid.).

In terms of monitoring, the LGSP Phase II has also developed a project review feedback form that asks, among other crosscutting themes, two questions about gender and 'the appropriateness of the indicators and adequacy of planned efforts' to fulfill mainstreaming goals (CIDA, 2003:17).

Among the results of the project are as follows : gender advocates have been formed as a lobby group; more LGUs that integrate gender equality in their assessments and plans; more women's and children's desks have been formed; many LGUs have allocated a fraction of their budget for GAD planning, and increasing practice of participatory governance among LGUs.

The project has been met by many challenges such as : fast turnover of LGU leadership and staff, as such a local resource provider was contracted in Region XI in March 2002 to train LGUs in gender mainstreaming; poor record keeping of materials that hampered replication of Phase I to Phase II, hence a partial inventory was done to address this problem; and, inadequate training of staff in the application of gender equality tools; staff should also be trained in gender analysis of proposals.

The ***Philippine Australia Human Resource Facility's (PAHRF)*** facility cites non-discrimination as far as religion, race, gender, age and social status. However, there is no explicit reference to international and national statutes on gender and right in the project design. In terms of targets and means, the PAHRF 'is intended to improve capacities in key public and private institutions to contribute to the attainment of sustainable poverty reduction in the Philippines. Given this, it is expected that the Facility would advance women's rights and gender equality even if there is no explicit statement on this.'³

In project monitoring progress, the Monitoring and Evaluation (M and E) Reports reflect sex-disaggregated data of participants and long-term training awardees.

In answer to possible results of the project, Rod Sollesta , the PAHRF programme officer, was cognizant enough that 'improving capacities of key women stakeholders in selected government and non-government organizations would

³ E-mail response of PAHRF Mr. Rod Sollesta, PAHRF Programme Officer. (December 5, 2005)

certainly lead to improvement in their level of empowerment and would also improve the governance systems in their organizations’.

Deepening the engendering of this program would be at the level of specific activities, for instance in both the design and substance of training programs. In the project framework, the PAHRF could have mentioned economic and social rights of women enshrined in the CEDAW and the Women in Nation-Building Act as enabling statutes that promote women empowerment.

The ***Philippine Economic Governance Reform Program***⁴ which is also a project of AusAid, adheres to the Harmonized GAD Guidelines of the NCRFW and NEDA according to its facility director, Stephen Baker. However, Mr. Baker said that it is still ‘premature’ to assess the gender dimension of the project since they have just begun with the reform agenda. As a technical assistance program designed to capacitate agencies that will pursue economic governance reforms, the PEGR can be engendered in many ways. In its objective to assist agencies in fiscal management to have more access to the poor, it can be engendered by crafting indicators that will assess whether prudent fiscal management increases budgetary allocation for women programs and services. It can also target technical assistance programs on participatory governance for agencies that are part of the budget cycle (DBM, legislative branch) so that allocations reflect the needs of the poor, especially the women. It can also help these agencies design indicators that will disaggregate expenditure (even at the level of estimates) patterns for women and children.

The ***European Commission-Office of the Ombudsman Corruption Prevention Program*** does not address gender equality issues at any stage of the project nor in its component activities. Specifically, its collaborative activities with CSOs could have included special mention of women NGOs as included as observers in the bids and awards committees of government agencies or as monitors in the implementation of awarded contracts. In its planned information campaign programs, it could also include messages that express to the public the pernicious effect of corruption in women’s lives in the form of decreased spending on social services.

Summary of Findings and Suggested Interventions

⁴ E-mail response of Mr. Stephen Baker, PEGR Facility Director (November 23, 2005)

Clearly, except for a few projects such as the one of CIDA, there is poor integration of gender in current governance reform initiatives in the Philippines. Except for a token mention of gender rights and equality concerns, the gender-blind conceptualization of governance projects is palpable. Among the twelve (12) UNDP Projects reviewed, only five (5) have 'emergent'⁵ gender dimensions. These are the: *Support to Global Compact, Boosting Tax Collection of BIR through FOCIG Service Desks, Capability Enhancement Program for the DBM on Rationalizing and Improving Public Service Delivery, Legislative Oversight on GOCC, 2005 Major Island Conference Pursuing Effective Local Governance Towards the Achievement of MDGs.* As

This can be explained by several factors. The success of CIDA in integrating gender in its Local Government Support Program can partly be explained by the presence and guidance of a resident gender advisor whose task is to ensure the engendering of CIDA projects. Also, CIDA project framework is anchored on human development concerns thus making the integration of gender viable at the first instance. Secondly, training on gender equality and rights of project management staff of the Responsible Partners (RP) in case of UNDP projects is crucial in the success of harmonizing gender concerns in the stages of the project cycle. Specifically, project management staff of the UNDP should be trained to evaluate project proposals using a gender perspective. As such, as early as the proposal stage, the incorporation of gender concerns is guaranteed. Corollary to this, agencies tasked to do the projects (RPs for UNDP) should also be capacitated to undergo workshops on writing and conceptualizing gender and rights-based project designs. They should also be well-advised by the project management office in answering monitoring and verification tools, log-frames, and other project documents so that such can actually serve their real purpose. In cases where the agency concerned is having difficulty in engendering a specific governance project, then a gender advisor or the project management staff themselves should discuss it with the proponent so that the proposed project can be designed and eventually realize its potential. These interventions are basic considerations that may well spell the success of engendering governance projects.

Finally, the development of gender-based indicators is crucial in the monitoring of progress and outputs of the projects. Because of the gender-neutral

⁵ This term is borrowed from the Gender Review of the World Bank's Philippine Portfolio for FY 2002-2003 by the University Center for Women's Studies Foundation, Inc. It means that implementers are 'generally aware of gender issues but not able to integrate gender considerations into their project' and that the 'capacity of implementers to integrate gender needs strengthening' (2003:24).

conceptualization of governance, project implementers are hard put to develop gender-based indicators. However, there are existing gender measurement approaches in the form of indices and databases both from local and international organizations that can be utilized in project formulation and evaluation. Their use in projects reflect sophisticated awareness on gender and rights issues on the part of implementers and also a manifestation of commitment to meet locally and internationally institutionalized gender measurements and goals.

Gender Measurement Approaches

Gender roles and the different impact of governance reforms on men and women must be considered throughout the project cycle. Failure to do this often results in non-attainment of intended results at the agency level, thereby negating the very purpose of projects as change agents. To ensure success of projects, indicators, measurements and all types of indices have pre-occupied development planners.

Indicators become the basis by which women can make their claims on society. It serves as a useful guide to government, society and project managers in incorporating the gender dimensions of their governance projects. The following are some of the current gender measurement approaches (see Table 7) and their indicators that are being used by both development agencies, international organizations and governments.

Table 7. Selected Gender Measurement Approaches and Their Indicators

| Gender Measurement Approach | Agency | Description of Indicators |
|------------------------------------|---------------|--|
| Gender and Development Index (GDI) | UNDP | Composite index that measures three indicators in the Human Development Index (HDI) –long and healthy life, knowledge and a decent standard of living—adjusted to account for the inequalities between men and women (HDR, |

| | | |
|--|--|---|
| | | 2003) |
| Gender Empowerment Measure (GEM) | UNDP | Composite index that measures economic participation and decision-making, political participation and decision-making and power over economic resources (HDR, 2003) |
| Gender-Sensitive Indicators of Good Governance | Oslo Governance Center (OGC) | Gender-sensitive governance indicators on each of the OGC's practice area, namely: parliamentary development; electoral systems and processes justice and human rights; e-governance and access to information, decentralization, local government and urban/rural development, and public administration and anti-corruption |
| ILO Composite GAPS Index | International Labor Organization (ILO) | Ratification and implementation of eight core conventions pertaining to workers' rights |
| Electoral Quotas for Women | IDEA International | Database on electoral quotas on women |
| Commitment to Social, Economic and Cultural Rights Index | Danish Centre for Human Rights | Government employment of women at all levels |
| IPU Women in National Parliaments Statistical Archives | Inter-Parliamentary Union (IPU) | Data on the proportion of women in national parliaments; sex-disaggregated information on Heads of State and the Secretaries General of Parliaments |
| Gender Equity Index | Social Watch | Measures the different dimensions where the concept of gender equity may be present such as education, economic activity, women's representation at decision-making levels in political and economic life |
| GAD Indicator System | National Statistical Coordination Board (NSCB) | Database of gender-related statistics |
| Harmonized GAD Guidelines for Project | NEDA and NCRFW | Gender-sensitive indicators in the different stages of project |

| | | |
|--|--|--|
| Development, Implementation, Monitoring and Evaluation | | management in the following sectors: agricultural and natural resources management, infrastructure, private sector development, education, health, housing and settlement, women in areas under armed conflict |
|--|--|--|

Sources:

UNDP Oslo Governance Center

<http://www.neda.gov.ph>

<http://www.socialwatch.org/en/documentos/metodologia.pdf>

Basically, the above measurement approaches can be classified into three types: indices, indicators and databases. Indices are composite measurement of various indicators that are used for comparing the progress or retrogression made by countries given a set of goals. From the list on the table above, the Gender and Development Index (GDI), Gender Empowerment Measure (GEM), the International Labor Organization's (ILO) Composite GAPS Index Commitment to Social, Economic and Cultural Rights Index of the Danish Human Rights Centre and the Gender Equity Index of the Social Watch fall under this category.

In the mid-1990s, the UNDP came up with two sets of indices that sought to measure how countries around the world fare in terms of improving the welfare of women. The Gender and Development Index (GDI) is a composite index that measures three indicators in the Human Development Index (HDI): long and healthy life, knowledge and a decent standard of living, adjusted to account for the extent of inequalities between men and women. To complement this index and to show whether the GDI translates into women empowerment in the political and economic sphere, the Gender Empowerment Measure (GEM) was formulated. The GEM measures women's economic participation and decision-making, political participation and decision-making and power over economic resources. These two indices are contained in the annual UNDP Human Development Report.

Three other less prominent indices are the ILO Composite GAPS Index Commitment to Social which measures the ratification and implementation of eight core conventions pertaining to workers' rights; the Economic and Cultural Rights Index of the Danish Human Rights Centre which measures government employment of women at all levels; and, the Gender Equity Index of the Social Watch which measures the different dimensions where the concept of gender equity may be present such as education, economic activity, women's

representation at decision-making levels in political and economic life. The latter measures similar indicators as that of the GDI and GEM..

Another type of gender measurement are databases which provide data or information on women welfare and empowerment. The International Institute for Democracy and Electoral Assistance (IDEA) International provide information on electoral quotas for women around the world in its database. The International Parliamentary Union's (IPU) Women in National Parliaments Statistical Archives store and monitor data on the proportion of women in national parliaments; sex-disaggregated information on Heads of State and the Secretaries General of Parliaments.

The value of these foreign-generated comparative databases and indices in project management is that it informs the implementers of the country's progress in realizing the goal of gender equality relative to other countries. However, local databases have been established and subsequently improved largely due to advocacy efforts by women's organizations, international donor agencies and the National Commission on the Role of Filipino Women ((NCRFW). Hence, the National Statistical Coordination Board (NSCB) has put up the Gender and Development (GAD) Indicator System which contains information on gender-related statistics such as the economic participation of women, population and families, public life, agriculture, peace and human rights, health and nutrition, education, migration and violence against women.

Another type of measurement are *indicators* that serve as a checklist that can be used by policymakers but can also be used in project management such as the Oslo Governance Center's Gender-Sensitive Indicators of Good Governance on each of the OGC's practice area, namely: parliamentary development; electoral systems and processes justice and human rights; e-governance and access to information, decentralization, local government and urban/rural development, and public administration and anti-corruption.

Of specific importance to project implementers is the locally-established Harmonized GAD Guidelines for Project Development, Implementation, Monitoring and Evaluation. Developed by the NEDA and the NCRFW with funding support from foreign donors, the list provides gender-sensitive indicators in the different stages of project management in the following sectors: agricultural and natural resources management, infrastructure, private sector development, education, health, housing and settlement, women in areas under armed conflict

Though the above list shows that indeed a degree of institutionalization and standardization have been initiated, there is still paucity in terms of indicators that engender governance. Women's participation in political life is still the focus in measuring women's achievement in public life. Though gender-sensitive indicators have been established in projects dealing with education, health, agricultural development, etc. in the Philippines through the Harmonized GAD Guidelines developed by the NEDA and NCRFW⁶, there are no gender-sensitive indicators relative to the governance sector. Thus there is an urgent need to develop a framework that specifically seeks to explain the gender dimensions of governance. In so doing, a set of project indicators can be formulated that will reflect the parameters of the link between the two concepts.

A Framework for Engendering Governance Through the CEDAW⁷

The above audit confirms that indeed, governance reform initiatives in the country are stand alone projects that hardly incorporate the gender dimension in their design and implementation. To the extent that these projects reflect a wide array of governance reforms and directions for future activities, then it can be said that indeed there is disconnect between gender and governance. Hence, critical engagement with governance is imperative to ensure that both its results and processes are engendered.

It has been argued that for governance to be engendered, it needs to incorporate spheres outside the state such as civil society and the private sector. Nonetheless, the state still represents a viable arena where women can contest and demand for their rights (Nussbaum, 2003). As the primary institution that sets the parameters of legal norms on family life its potential to transform embedded patriarchy and the cultural milieu that exploits women is still recognized. Moreover, as the actor that allots resources in society, the welfare of women depends to a large extent on its allocative powers.

⁶ For a complete list of Harmonized GAD Guidelines, see www.neda.gov.ph.

⁷ This part of the paper draws heavily on the work of Eleanor Conda for the Miriam College-Women and Gender Institute (WAGI) in partnership with the UNIFEM CEDAW SEAP Program, titled 'Towards a Framework for Strengthening Implementation of the CEDAW in the Philippines.'

At the same time, this report contends that women's empowerment and equality with men in all spheres of society, is the one thing that will bring about sustained engendering of governance. At the heart of the framework is the thesis that women can in fact be agents of change and not mere recipients of welfare, an argument first articulated by Amartya Sen in advancing the human development framework.

Toward this end, this report finds Eleanor Conda's work on strengthening of the implementation of the CEDAW in the country as a viable framework for engendering governance. It shall focus on the following key areas of concern: (1) eradication of discrimination against women; (2) substantive equality between women and men; and, (3) improvement in women's standard of living through the enforcement of economic and social rights is proposed.

The CEDAW framework, which is also consistent with and strengthened by the Millennium Development Goals (MDG) and the Beijing Platform for Action (BPFA) (Conda, 2005:34) is a powerful tool that can be used for project design and implementation that aims to engender governance in all its spheres.

The CEDAW

The Philippines along with 180 other countries is signatory to the CEDAW. It was adopted by the United Nations General Assembly on December 18, 1979 and became an international treaty in 1981 when twenty (20) countries initially ratified it. Periodically, the Philippines submits a report to the Committee on the Elimination of Discrimination Against Women.

Dubbed as an 'international bill of rights for women,' the CEDAW establishes a framework for equality between men and women by requiring all state parties to take 'all appropriate measures, including legislation, to ensure the full development and advancement of women, for the purpose of guaranteeing them the exercise and enjoyment of human rights and fundamental freedoms on a basis of equality with men'(Article 3).

The CEDAW defines discrimination as 'any distinction, exclusion or restriction made on the basis of sex...in the political, economic, social, cultural, civil or any other field'. To realize the goal of equality between men and women, the Convention covers three areas that impinge on the welfare of women: civil rights and legal status, reproductive rights and the role of culture in stereo-typing women's role in society.

The Convention guarantees the rights of women to vote and hold public office. It also defies the traditional notion that women's legal status will be forever linked to her husband's by ensuring that women retain their nationality regardless of her marital status. Moreover, it provides for between men and women in the choice of spouse, personal and property rights. Women's right to education, legal status, employment and socio-economic activities are also enshrined in the Convention.

The CEDAW also makes sure that women are not discriminated on the basis of their biological reproductive role. Thus, it urges state signatories to ensure that facilities are established and resources are allocated by governments to ensure maternity protection and adequate child-care. Family planning and a woman's reproductive choice are rights also affirmed by the Convention.

Lastly, the CEDAW makes special mention that traditional norms, culture and customs that have for so long contributed to the marginalization, abuse and exploitation of women. Therefore it urges that "prejudices and customary and all other practices which are based on the idea of the inferiority or the superiority of either of the sexes or on stereotyped roles for men and women" (Article 5).

As noted above, the framework focuses on three dimensions that relate to women's welfare. Below are brief descriptions of each dimension as culled from Eleanor Conda's 'Towards a Framework for Strengthening the Implementation of the CEDAW in the Philippines':

Substantive Equality

There is current advocacy to incorporate 'substantive equality' in the implementation of CEDAW in the Philippines (Conda, 2005:8). It is said that the framework of 'formal equality' has actually disadvantaged women on two counts. The first can be seen in 'equality laws' that pay lip service to equal treatment between men and women but actually do not specify gender-roles. Secondly, 'the difference approach' which can be seen in policies that provide special treatment for women due to their traditional role in society or those laws that purport to protect women (ibid). Conda explains that on both counts, women are paradoxically further denied of their rights.

Discrimination Against Women

According to Conda discrimination 'can manifest in the restriction, distinction (different treatment for women), or exclusion made on the basis of sex, and which have the effect or purpose of impairment or nullifying the recognition, enjoyment, or exercise by women of their rights (2005:12).

There are two types of discrimination: the direct and the indirect. Direct discrimination is the traditional concept of discriminating women as contained in laws and policies. On the other hand, indirect discrimination is that which is usually found in what are supposed to be 'gender-neutral' policies but are actually discriminatory against women (ibid).

Improved Standard of Living for Women

Improved standard of living for women can be realized through the observance by the government by economic and social rights enshrined in the CEDAW.

Economic rights are those that 'include the right to work, property and social security, while social rights refer to an adequate standard of living, a composite of subsistence rights such as the right to adequate food and nutrition, clothing, housing and conditions of care' (Conda, 2005:25).

It has been posited however, that the CEDAW merely makes mention of 'adequate' standard of living for women thus connoting a minimum standard. To enhance this dimension of the framework, the Beijing Platform for Action's goal to improve women's living conditions will be borrowed noting the fact that in her work, Conda made a conceptual linkage between the BPFA and the CEDAW.

Project Management Indicators

The following lists indicators on a question type format that will serve as a guide in the project preparation and identification stage. Though general guidelines for gender-sensitive project management indicators are already contained in the Harmonized GAD Guidelines, the list of questions proposed here incorporate specific gender and rights concerns in governance projects.

Project Design, Identification and Preparation Stage

Does the project objective

- Explicitly refer to the CEDAW and/or international women's human rights instruments or any of its provisions, and identify how the proposed governance reform initiative will strengthen and support its implementation?
- Explicitly refer to the differing impact of governance reforms on men and women?
- Specifically mention challenges, problems (laws, programs and policies) that prevent the full realization of the elimination of discrimination against women?
- Specifically refer to existing inequalities that exist between men and women in society and identify how the project may be able to help resolve these problems and reduce this gap?
- Identify laws, policies and programs that impede on women's full realization of their social and economic rights thereby depriving them of a decent standard of living?

Project Strategies, Targets and Means

Do the strategies, targets and means

- Refer to specific activities that will contribute to a better understanding of the different impact of governance reforms on men and women?
- Mention specific activities, targets and corresponding resources that will strengthen and support the implementation of CEDAW?

- Mention training of the staff of the Responsible Partner (RP)/agency in International Women's Human Rights, specifically, the provisions of the CEDAW?
- Refer to capability building of the staff on the relationship between gender and governance?
- Refer to a gender expert who is available for consultation throughout the project cycle?
- Refer to outputs that will contribute to the mainstreaming of the CEDAW in governance reform initiatives, plans, policies and programs?

Does the institution (in cases where the RP is a government agency) tasked to implement the project implement the GAD Budget Initiative?

Monitoring and Evaluation

Does the project reports and monitoring and evaluation documents

- Identify gender-sensitive indicators (refer to process and outcome indicators) to track the progress towards gender equality in pursuit of the CEDAW provisions?
- Refer to sex disaggregated data on governance?
- Refer to consultations with women beneficiaries or targets throughout the project cycle?