

Women, Peace and Security: A Study on the Initiatives to Implement United Nations Security Council Resolution 1325



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2010-2015

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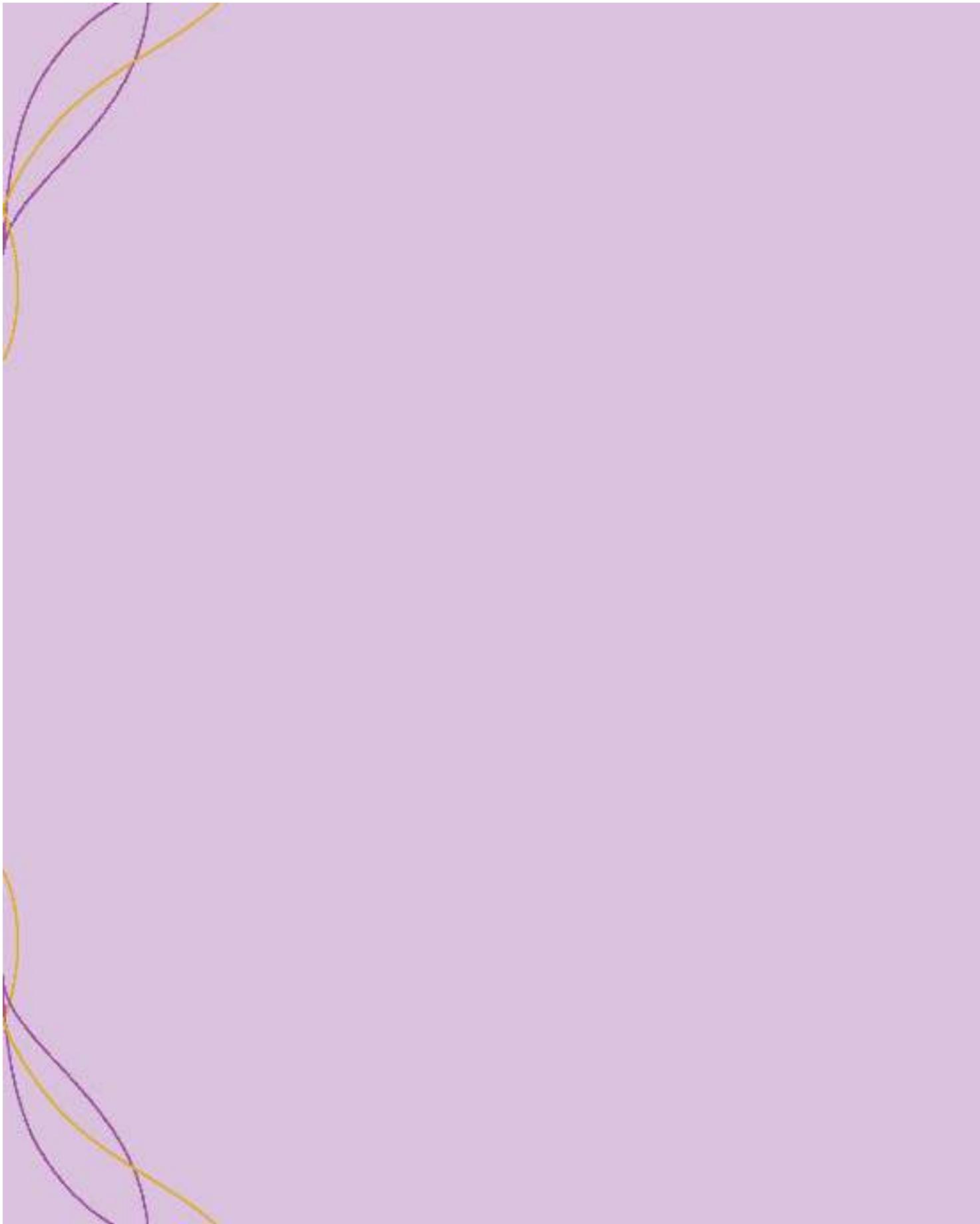
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WOMEN, PEACE & SECURITY

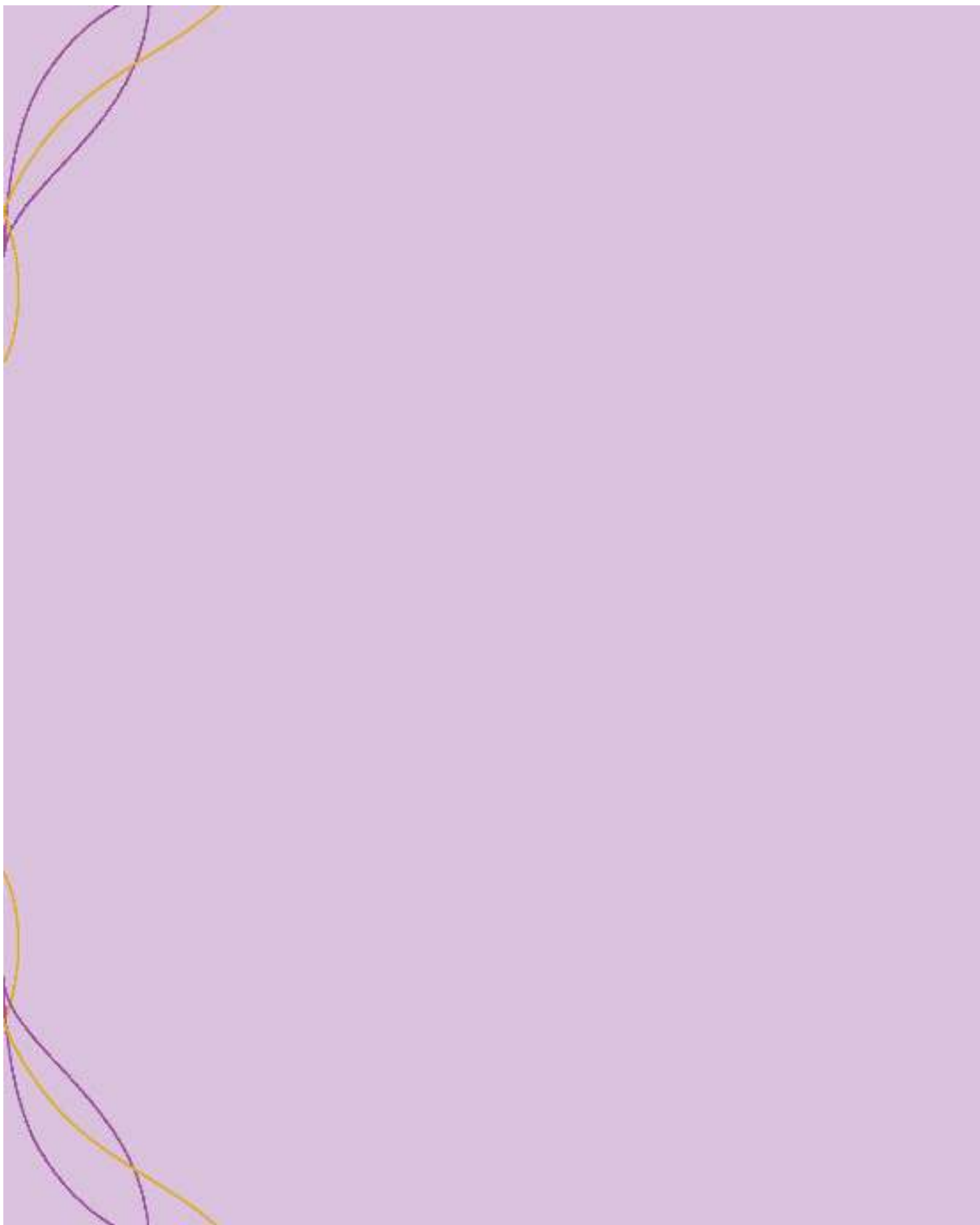
A STUDY ON THE INITIATIVES TO IMPLEMENT
UNITED NATIONS RESOLUTION 1325





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SUMMARY OF KEY FINDINGS

In 2010, as a result of the collaborative work between government and civil society actors, the Philippines became the first country in Asia that launched a National Action Plan (NAP) to implement United Nations Security Council Resolutions (UNSCRs) 1325 and 1820. Subsequently, in the years that followed, the operationalization of the NAP by the Philippine government focused on organizational set-up pertaining to functions of the National Steering Committee on Women, Peace and Security (NAP WPS) in 2011, creation of a NAP technical working group (NAP TWG) with the inclusion of some agencies involved in the implementation of *PAYapa* at *MAsaganang PamayanAN* (PAMANA) programs in 2012, conducting trainings on the identification of NAP programs, activities, and projects (PAPs) for NAP implementing agencies and PAMANA provincial local government units (LGUs), and preliminary drafting of a policy for the inclusion of **NAP-related** and **NAP-specific** PAPs in the existing Gender and Development (GAD) mechanism in 2013.

The primary structure mandated to implement the NAP are national government agency members of the NSC WPS and these are

- ▶ Department of Foreign Affairs (DEA)
- ▶ Department of Interior and Local Governments (DILG)—including the Philippine National Police (PNP)
- ▶ Department of Justice (DOJ)
- ▶ Department of National Defense (DND) and its allied institutions, namely, Armed Forces of the Philippines, Philippine Army, Philippine Air Force, Philippine Navy
- ▶ Department of Social Welfare and Development (DSWD)
- ▶ National Commission on Indigenous Peoples (NCIP)
- ▶ National Commission on Muslim Filipinos (NCMF)
- ▶ Office of the Presidential Adviser on the Peace Process (OPAPP)
- ▶ Philippine Commission on Women (PCW)

Included as well in the government implementation of the NAP are several PAMANA implementing agencies such as the Commission on Higher Education (CHED), Department of Agriculture (DA), Department of Agrarian Reform (DAR), PhilHealth,

and National Electrification Administration (NEA) along with other relevant agencies like the Department of Education (DepEd), Department of Health (DOH), and Technical Education and Skills Development Authority (TESDA).

By 2014, more comprehensive and systematic efforts to further institutionalize the NAP were conducted. In the area of capacity development, relevant partner agencies were trained on NAP planning and budgeting; some, such as the DFA and the Philippine Army (PA), underwent a more-focused, agency-fitted women, peace and security (WPS) training programs while others went through basic NAP orientation training. As regards policy, OPAPP and PCW, Chair and Vice Chair of the NSC WPS respectively, finally launched a specific NAP policy in the form of Joint Memorandum Circular (JMC) 2014-01 on the *Integration of Women, Peace and Security Programs, Activities and Projects (PAPs) in the Annual Gender and Development (GAD) Plans and Budgets (GPBs) and Gender and Development Accomplishment Reports (GAD ARs)*. Additionally, the 2010 NAP was reviewed by both NSC WPS NAP TWGs and civil society partners such as the Women Engaged in Action on UNSCR 1325 (WE Act 1325) and as a result, the NAP was amended and enhanced. This amended NAP was launched in October 2014 along with the OPAPP-PCW JMC 2014-01.

In tracking the various initiatives aimed at concretizing the Philippine NAP at the **national level**, this study documented what each relevant agency has in terms of **NAP-related** PAPs integrated into their current services and programs as well as in regard to **WPS-specific** initiatives that emerged particularly because of the NAP. Methodologically, this research made use of *several data collection methods*: desk research, literature review, conduct of survey to NAP implementation partner agencies, key informant interviews as well as follow-up visits/correspondence, data validation from the agency sources, and additional requests to agencies to provide their own analyses on the data they have submitted. Additional/supplementary data were likewise secured from civil society organizations such as the Women Engaged in Action on UNSCR 1325 and existing studies/relevant references.

As regards to government data, those used in this study were **officially transmitted** to OPAPP by the NAP implementing partner agencies identified above from September to December 2014, with additional data sent from January to March 2015. The draft text of the manuscript containing data collected from the agencies and data interpretation were reviewed by the NAP implementing partner agencies in several rounds of research validation meetings in February and March 2015—the final step of which was the opportunity for these agencies to provide their own analysis for data coming from

their respective agencies in April 2014. Data corresponding or relevant to indicators stipulated in the 2014 amended NAP WPS were thus collected and analyzed, covering the period from 2010 to 2014 for some items and 2013 to 2014 for others.

In summary and to reiterate, the primary goal of this study is to **map out the implementation** of the NAP WPS through **relevant** and **specific initiatives**. Thus, this research is intended as a **REFERENCE MATERIAL** for relevant government actors and other stakeholders for the following possible purposes: (1) **BASIS** for **WPS country report**; (2) **EMPIRICAL REFERENCE** for further **policy formulation** on WPS; and (3) **EVIDENCE-BASED DOCUMENT** for the development/strengthening of **gender-sensitive/ responsive PAPs** in the context of armed conflict and peacebuilding.

Thematic Pillars

Protection and Prevention

Following the United Nations (UN) thematic commitment on the protection and respect for the human rights of women and girls in the context of armed conflict, this pillar aims “to ensure the protection of women’s human rights and prevention of violation of these rights in armed conflict and post-conflict situations through the enactment and implementation of gender-responsive and conflict-sensitive policies, programs, and services.” This pillar seeks show how **policies, programs, and services PROTECT** and assist women affected by armed conflict and **PREVENT** violence against them.

Policies

- ▶ Agency Administrative Orders (AOs) exist—such as guidelines on camp management (DSWD and DOH) and security (by the PNP). These agency policies have the potential to be used or expanded to include specific interventions/protocols that will respond to the concerns of women in conflict-affected communities.

Programs and Services

- ▶ Documentation of affected peoples during humanitarian situations are not sex-disaggregated and mostly in the context of natural disasters and not armed conflict.

- ▶ Various agency data on violence against women (VAW) are aggregated. Regional and provincial data are not nuanced into conflict or non-conflict areas and thus, it cannot be clearly ascertained if VAW was committed because or in the context of armed conflict.
- ▶ Data that is most specific to 'women in armed conflict' comes from the DSWD and are categorized under 'women in especially difficult circumstance.' However, the data only pertains to women assisted by the DSWD.
- ▶ Facilities and services that assist VAW victims exist—such as DSWD's Haven for Women and Girls, Women's Desks of the PNP, accredited DOH hospitals with Women and Children Protection Departments/Units (WCPD/Us), and legal support provided by the DOJ. However, since the prevailing practice is to assist VAW victims in general, these facilities and services have yet to nuance VAW cases in the context of armed conflict.
- ▶ Relevant personnel mandated to assist affected peoples are trained mostly in the context of in natural disaster situations. The training of these personnel should eventually include other crisis circumstance, such as armed conflict, and must also incorporate the gender perspective.
- ▶ Provisions for health insurance provided by PhilHealth although data is currently not sex-disaggregated. TESDA, DAR and DA implement livelihood support programs in PAMANA communities—unfortunately, **not all** their data are sex-disaggregated as well. In contrast, data submitted by the CHED on education grants for PAMANA communities show that most of the scholarship beneficiaries are women.
- ▶ Socio-economic programs for former women rebels exist, particularly, in light of integration programs.

Empowerment and Participation

As regards the UN thematic commitment on women's participation in conflict prevention, post-conflict reconstruction, peacekeeping, peacemaking, and peacebuilding, this pillar seeks "to empower women and ensure their active and meaningful participation in areas of peacekeeping, peacemaking, peacebuilding, conflict prevention, conflict resolution and post-conflict reconstruction." As such, this pillar looks at **strategies for** and **manifestations** of *WOMEN'S EMPOWERMENT* and *PARTICIPATION*.

Women's Participation

- ▶ Women are present in various peace tables of the Government of the Philippines (GPH). The most notable presence in Track 1 (formal) peace process is their involvement in the GPH-Moro National Islamic Front (MILF) peace table.
- ▶ Because of women's presence in the GPH-MILF peace table, gender-sensitive provisions were included in the Framework Agreement on the *Bangsamoro* (FAB), its Annexes, and the draft *Bangsamoro* Basic Law (BBL).
- ▶ Involvement of women's groups as well as grassroots women on advocacy, campaign, and capacity development has been mainly led by civil society organizations both at the national and local levels.

Women in the security sector

- ▶ Gender-sensitive policies exist across various branches of the security sector.
- ▶ The PA, thus far, is the only security sector branch that has advanced in the institutionalization of WPS through policy formulation, creation of institutional infrastructure, and conduct of trainings.
- ▶ In comparison with other security sector branches, the PNP currently is ahead in the percentage increase of women officers, followed by the Philippine Air Force (PAF), PA, and Philippine Navy (PN).
- ▶ Women deployed as UN peacekeepers has not reached 10%.

Support Pillars

Promotion and Mainstreaming

Following the UN thematic commitment on gender-balance in decision-making and gender mainstreaming, this pillar aims “to promote and mainstream the gender perspective in all aspects of conflict-prevention, conflict resolution, and peacebuilding.” In this regard, this pillar focused on **integrating WPS** in the various aspects of peacebuilding work.

- ▶ DFA and PA have advanced in the implementation of the NAP through policy formulation and conduct of trainings.
- ▶ NAP WPS-related and specific PAPs have already been included in the GPBs of some agencies such as the PA, NCIP, NCMF, DFA, DND, and OPAPP.

Monitoring and Evaluation

UNSCR 1325 does not have a specific provision on monitoring and evaluation (M & E). For this NAP support pillar, the aim is “to institutionalize a system to monitor, evaluate and report on the implementation of the NAP in order to enhance accountability for successful implementation and the achievement of goals.”

- ▶ Initial efforts to establish NAP data base for purposes of M&E (i.e. in aid of policy formulation and programming for WPS-specific services) are currently in the works.
- ▶ There are indications on the close coordination between agencies providing reports to the UN (PCW, OPAPP, DFA).

INTRODUCTION

For many people around the world, war and armed conflict have been a lived reality. Most of those who have been directly and indirectly affected were civilian populations—groups vulnerable to or victimized by violence perpetuated by various armed groups, those passed on as ‘collateral damage’ or those bearing the brunt of ‘inevitable’ acts and experiences in war as well as those indirectly impacted but suffer from health threats, inadequacy of basic necessities, and economic insecurity, among others. Interestingly, despite provisions for the protection of civilian population in wartime in international humanitarian law (IHL) and international human rights law (IHRL), the substantive impact of such legal frames did not fully materialize as atrocities against civilian population were committed continuously with impunity—and most of the crimes that were silenced were crimes perpetuated against women.

This study is about the initiatives of the Philippine government as regards women, peace and security (WPS). It essentially **documents** what has been done in connection with advancing WPS in the country as linked with the global United Nations Security Council Resolution (UNSCR) 1325 agenda using the frame of the Philippine National Action Plan (NAP) on WPS. The primary goal of this study is to **map out the implementation** of the NAP WPS through **relevant** and **specific initiatives**. Relevant initiatives herein are programs, activities, and projects (PAPs) that various national government agencies have which are related to WPS but are not necessarily done because of it. These initiatives are categorized as **NAP-related efforts** where WPS are already reflected in their current PAPs. On the other hand, specific WPS initiatives as defined in this study are agency PAPs formulated and implemented explicitly and particularly because of the NAP WPS—as such, they are thus categorized as **NAP-specific initiatives**. Within these parameters, this research intends to serve as **REFERENCE MATERIAL** for relevant government actors and other stakeholders for the following possible purposes: (1) **BASIS for WPS country report**; (2) **EMPIRICAL REFERENCE** for further **policy formulation** on WPS; and (3) **EVIDENCE-BASED DOCUMENT** for the development/strengthening of **gender-sensitive/responsive PAPs** in the context of armed conflict and peacebuilding. Furthermore, conflict-affected areas (CAAs) in this study have been limited to areas covered by the *Payapa at Masaganang PamayanAN (PAMANA)* for the purpose of **expediency of data collection**. Primarily, these are already defined ‘conflict zones’ that fall under the ambit of the Philippine government’s

national peacebuilding framework and programs for areas affected and vulnerable to conflict and thus, theoretically, have existing monitoring and evaluation documentation. This, of course, does not preclude the fact that there are other CAAs outside of PAMANA and that these areas also need programs and services from the Philippine government. However, for the purpose of establishing baseline for WPS, the research chose to focus on areas where existing documentation exists.

In terms of research methods, the study employed the following: (1) desk research and review of relevant studies; (2) crafting of a survey guide based on the indicators of the 2014 Amended Philippine NAP WPS; (3) conduct of survey to the national government agency (NGA) members of the National Steering Committee on Women, Peace and Security (NSC WPS) and some agency implementers of the PAMANA and relevant agencies that comprise the NAP Technical Working Group (TWG); (4) field visits ; and (5) data validation from agency sources through key informant interviews, series of meetings, workshops, agency review of research manuscript.

Data collection from national agencies began in August 2014. This initial phase of the research consisted of agencies responding to a NAP survey guide designed according to the indicators of the 2014 amended NAP. At the very onset, all submitted data used in this research was **officially transmitted** by the agency source to the Chair of the NSC WPS, Office of the Presidential Adviser on the Peace Process (OPAPP). From August to September 2015, preliminary data collection was conducted among the following agencies:

1. NSC WPS—Department of Foreign Affairs (DEA); Department of Interior and Local Government (DILG) including the Philippine National Police (PNP); Department of National Defense (DND) and its services, namely Armed Forces of the Philippines (AFP), Philippine Army (PA), Philippine Air Force (PAF), and Philippine Navy (PN); Department of Justice (DOJ); Department of Social Welfare and Development (DSWD); National Commission on Indigenous Peoples (NCIP); National Commission on Muslim Filipinos (NCMF); Office of the Presidential Adviser on the Peace Process (OPAPP); and the Philippine Commission on Women (PCW).¹
2. Selected PAMANA implementing agencies—Commission on Higher Education (CHED); Department of Agriculture (DA); Department of Agrarian Reform

¹ NSC WPS members that are also implementing agencies of PAMANA are DILG, DSWD, and NCIP.

(DAR); National Electrification Administration (NEA); and Philippine Health Insurance Corporation (PHIC).

3. Others—Department of Education (DepEd), Department of Health (DOH), and Technical Education and Skills Development Authority (TESDA).

Thereafter, based on data collected (or its absence thereof), each of the agency sources were visited for the conduct of key informant interviews (KIIs) and accordingly, data clarification. Towards the last quarter of 2014, two batches of initial data presentation were conducted among the NAP TWG members to identify data gaps and steps that needed to be done in order to fill in the data. Another round of data collection then followed and on the basis of agency submission, the first draft of the research was written and submitted in December 2014. From January to March 2015, using the second draft of the research manuscript, two meetings of the NAP TWG were held, this time, for the presentation and validation of data collected. The third working draft of the research was subsequently circulated among the agencies for the purpose of data analysis—an important step to ensure the 'ownership' of data by each agency source. By May 2015, the fourth draft text of the research was submitted and underwent a final review. Further inputs/suggestions were incorporated in the final research manuscript submitted to OPAPP in July 2015.

In as far as study time frame is concerned, targeted data intended to document initiatives from 2010 to 2015. However, for some agencies, available/accessed data only covered from 2013 to 2014. Data officially provided by agencies came from their own data base as collected by each of their respective data, monitoring, and policy units/divisions. Since data were from the national agency level, most of them are already aggregated information—usually coming from provincial offices, which, in turn, emanated from the local offices (i.e. barangay, municipal/city levels). Both quantitative and qualitative methods were used in the analysis of data.

In reconstructing the narrative on how WPS was advanced in the Philippines since the NAP was launched in 2010, this study is divided into several parts. First, it discusses the contextual backdrop of WPS as it evolved in the international front, concretized at the level of states, and adopted at regional institutional spaces. Moving towards discussing the impact of armed conflict on women in the Philippines, the second part of the study presents key findings of research mostly done by civil society organizations (CSOs) and identifies the pervading discourse as regards women from CAAs. Third, the study focuses on the evolution of the Philippine NAP WPS, including its national legal and policy bases and the implementation strategy used by the Philippine government. This section is followed by the presentation of NAP WPS-relevant/specific initiatives by NGAs based on the indicators of the 2014 Amended NAP. And lastly, research recommendations are presented at the end of the study.

CONTEXTUAL BACKDROP

Progressive Normative and Institutional Developments at the International Level

Of late, there have been serious and concerted efforts to change the situation of women affected by armed conflict around the world. There are growing initiatives, for example, to apply gender analysis on the impact of armed conflict to civilian population that provide and further build data on the differential effects of wartime on women and men. Applying the gender perspective in the context of armed conflict have shown that gender, violence, and agency cut across pre, during and post-conflict situations. Accordingly, interventions are identified to appropriately respond to specific gender concerns at particular stages of conflict stages and peace development. In addition, there have been efforts at the level of organized international community to construct normative frames and legal mechanisms to specifically and explicitly address the historic silencing of war crimes committed against women and exclusion in conflict resolution and post-conflict reconstruction. Leading the way in the institutionalization of criminalizing conflict-related sexual and gender-based violence (SGBV) were the statutes and jurisprudence of the International Criminal Tribunal of the Former Yugoslavia (ICTY), International Criminal Tribunal for Rwanda (ICTR), the Special Court for Sierra Leone (SCSL), and the Extraordinary Chambers of the Courts of Cambodia (ECCC). Over forty years after mass atrocities committed during the Bangladesh liberation war, particularly, wartime rape and forced impregnation, an International Criminal Tribunal for Bangladesh (ICTB) was established to prosecute SGBV among other crimes. At the more expansive level, the 1998 Rome Statute and the universal atrocities court embodied by the International Criminal Court (ICC), have criminalized conflict-related SGBV as a war crime, crime against humanity, and crime constitutive of genocide.

Within the UN, several efforts (initially, intermittently and eventually, more regularly) have been undertaken by various agencies and bodies to respond to the situation of women in war and armed conflict contexts. The earliest initiative was in 1969 when the Commission on the Status of Women (CSW) considered exploring the need for according special protection for women and children during wartime. This idea was picked up by the Economic and Social Council (ECOSOC) and recommended to the UN

General Assembly (UNGA) to come up with a declaration on the topic. Subsequently, in 1974 the UNGA adopted the *Declaration on the Protection of Women and Children in Emergency and Armed Conflict*. The following year, during the UN Women's Conference in Mexico, the issue of women's involvement in peacebuilding became part of the agenda. During the International Decade of Women (1976-1985), women in peace along with gender equality and development were central themes in advancing women's human rights globally. In the 1990s several UN initiatives directly addressed the effects of armed conflict on women such as the UN Compensation Commission (UNCC) established in 1991 to provide for reparations for victims (including SGBV victims) of the Iraqi invasion of Kuwait and the 1993 UN World Conference on Human Rights in Vienna that recognized conflict-related women's human rights violations as violation of both IHL and IHRL. The Committee on the Elimination of Discrimination against Women also adopted during its eleventh session in 1992 General Recommendation 19 flagged, among others, the issue of increasing prostitution and trafficking of women in the context of war, armed conflict, and territorial occupations. Three years later, the 1995 UN World Conference in Beijing and the subsequent consensus document embodied in the Beijing Platform for Action (BPFA) included women in armed conflict as one of the critical areas of concern for women's human rights. As such, it enumerated six strategic objectives that need to be addressed by governments, international and regional organizations, and other relevant actors. These strategic objectives were:²

1. Increase the participation of women in conflict resolution at decision-making levels and protect women living in situations of armed and other conflicts or under foreign occupation.
2. Reduce excessive military expenditures and control the availability of armaments.
3. Promote non-violent forms of conflict resolution and reduce the incidence of human rights abuse in conflict situations.
4. Promote women's contribution to fostering a culture of peace.
5. Provide protection, assistance and training to refugee women, other displaced women in need of international protection and internally displaced women.
6. Provide assistance to the women of the colonies and non-self-governing territories.

² See full text of this critical area at <http://www.un.org/womenwatch/daw/beijing/platform/armed.htm>.

Under each of the strategic objectives is a list of action points recommended to various actors. The next step undertaken within the UN was to discuss approaches and challenges on how to accomplish these objectives. In 1998, this was discussed during a CSW session that was attended by Ambassador Anwarul Chowdhury of Bangladesh who then presided over the UN Security Council (UNSC). In March 2000, Ambassador Chowdhury spoke about WPS that opened the space for women non-government organizations³¹ to advocate for this issue to be included in the agenda of Security Council. Several subsequent informal conversations and meetings took place between the Caucus and representatives in the UNSC from June to August 2000. In the months that followed until the adoption of a resolution in October 2000, civil society organizations and supporters within the UNSC—particularly, the strong support from the UNSC presidency held by Namibia—pushed for the drafting and adoption of a UNSC resolution on WPS. On 23 October 2000, women from Guatemala, Sierra Leone, Somalia, and Tanzania joined the NGO Working Group and other international civil society organizations in UNSC sessions primarily through the Arria Formula⁴. The NGO Working Group also presented their WPS draft to the UNSC. A week later, on 31 October 2000, the Security Council adopted Resolution 1325—the first ever resolution that recognized women’s concerns as integral to international peace and security.

UNSCR 1325 was said to have been a landmark resolution because it formally (and finally) institutionalized the recognition of impact of armed conflict on women, that women needed protection from SGBV in the context of armed conflict, that parties in conflict must prevent the violation of women’s human rights, that women’s involvement and contribution to conflict resolution, peacemaking, peacekeeping, and peacebuilding must be recognized and strengthened, and that gender perspective must be mainstreamed in all peace and security processes and mechanisms. In 2009, UNSC adopted Resolution 1889 that affirmed UNSCR 1325 and called for various actors to ensure the inclusion of women in initiatives towards addressing sexual violence during armed conflict. Most recently, UNSCR 2122 was adopted in 2013 that made stronger calls for women’s participation and leadership in resolving conflicts and building peace. It also recognized the need for an integrated approach to sustainable peace that takes into

3. Several peace and women’s organizations—namely, the Hague Appeal for Peace, International Alert, International Women’s Tribune Center, the Women’s Caucus for Gender Justice, the Women’s Commission for Women Refugees and Children, and the Women’s International Peace and Freedom—subsequently established the NGO Working Group on Women and International Peace and Security that actively worked to getting WPS in the UNSC agenda. For a fuller discussion on civil society involvement in the crafting of UNSCR 1325, refer to Felicity Hill et al (2003), ‘Non-governmental Organizations’ Role in the Build-up and Implementation of Security Council Resolution 1325,’ Signs 38:4.

4. According to Hill et al (2003:1253), since 1999 the “Arria Formula has been used more regularly to provide expertise and testimony on thematic issues taken up by the Security Council, in particular on humanitarian issues, the protection of civilians in armed conflict, children and armed conflict, and, more recently, on women, peace, and security.”

account “coherence between political, security, development, human rights, including gender equality, and the rule of law and justice activities.” Additionally, in October 2013, the Commission on the Elimination of Discrimination against Women came out with General Recommendation (GR) 30 on women in conflict prevention, conflict and post-conflict situations that explicitly applied the *Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)* to the specific context of armed conflict and peace building. With particular reference to government obligations, GR 30 called for monitoring and reporting on WPS through stipulation under item number 82 that:

“States parties should report on the legal framework, policies and programmes that they have implemented to ensure the human rights of women in conflict prevention, conflict and post-conflict. States parties should collect, analyse and make available sex-disaggregated statistics, in addition to trends over time, concerning women, peace and security. States parties’ reports should address actions inside and outside their territory in areas under their jurisdiction, in addition to their actions taken individually and as members of international organizations as they concern women and conflict prevention, conflict and post-conflict situations.”⁶

On the specific issue on sexual violence in armed conflict, the UNSC also adopted Resolution 1820 in 2008 followed by supporting Resolutions 1888 (2009), 1960 (2010) and 2106 (2013). A large part of the discursive substance of these resolutions has been the formal recognition of rape and sexual violence as a weapon or tactic of war and the call to address this concern through various mechanisms and interventions.

Crafting the Women, Peace and Security Roadmap: Various National and Regional Initiatives

According to Peace Women, as of February 2016, 57 nations have created National Action Plans (NAP) on WPS. Table 1 below provides the list of countries that have launched their NAPs. To a large extent, NAPs serve as a framework for translation of international norms to national situation, an instrument for the concrete articulation of government priorities and the coordination of implementation at the national level, a document that serve as guide to policy implementation, and a guide that identifies various relevant agencies, actors and stakeholders in the implementation.

⁶ Full text of General Recommendation No. 30 on Women in Conflict Prevention, Conflict and Post-Conflict Situations can be accessed at <http://www.ohchr.org/Documents/HRBodies/CEDAW/Comments/CEDAW/C.CG.30.pdf>.

Table 1. National Action Plans on Women, Peace and Security⁽⁶⁾

Year of Launch	Countries
2005	Denmark
2006	Norway, Sweden, United Kingdom
2007	Austria, Côte D'Ivoire, Netherlands, Spain, Switzerland
2008	Finland, Iceland, Uganda
2009	Belgium, Chile, Guinea, Liberia, Portugal
2010	Bosnia Herzegovina, Canada, Democratic Republic of Congo, Estonia, France, Italy, Philippines, Rwanda, Sierra Leone
2011	Burundi, Croatia, Georgia, Guinea-Bissau, Ireland, Lithuania, Nepal, Senegal, Serbia, Slovenia, United States of America
2012	Australia, Germany, Ghana
2013	Kyrgyzstan/Kyrgyz Republic, Macedonia, Nigeria
2014	Gambia, Iraq, Republic of Korea, Kosovo, Indonesia, Central African Republic
2015	Afghanistan, Japan, New Zealand, Palestine and Paraguay

Some of the country-NAPs already underwent revisions such as that of Denmark (2010), Sweden (2009), Switzerland (2010), Netherlands (2011), Norway (2011), United Kingdom (2012), Austria (2012), Finland (2012), and Iceland (2013). To date, most of the countries with NAPs are in Europe and Africa. Algeria, Angola, Brazil, Kazakhstan, Kenya, Latvia, Portugal, Thailand, Ukraine and United Republic of Tanzania have committed to develop their NAP in 2015.

Additionally, cooperation on the responding to the WPS agenda also comes in the form of regional and sub-regional collaboration particularly in contexts of cross-border conflict situations. Some of the Regional Action Plans (RAPs) have been crafted such as the European Union's (EU) 2008 "Comprehensive Approach to the EU's Implementation of UNSCR 1325 on Women, Peace and Security" and "Implementation of UNSCR 1325 as Reinforced by UNSCR 1820 in the Context of European Security and Defense Policy, its 2010 "Indicators for the Comprehensive Approach to the EU Implementation of the UNSCRs 1325 and 1820 on Women, Peace and Security;" the African Union's (AU) 2009 regional gender policy that includes UNSCR 1325; League of Arab States' 2012 "Strategy on the Protection of Arab Women, Peace and Security"; Economic Community of West African States' (ECOWAS) 2010 Dakar Declaration on UNSCR 1325; and the 2012 Pacific Regional Action Plan on WPS. In 2013, the Association of Southeast Asian Nations (ASEAN) adopted the *Declaration on the Elimination of Violence against Women and Elimination of Violence against Children in ASEAN* that clearly referred to "resolutions relating to the

⁶ Drawn from Peace Women. Online available at <http://www.peacewomen.org/naps/>

elimination of violence against women and children of the United Nations General Assembly, the Human Rights Council and the United Nations Security Council Resolutions 1325 (2000), 1820 (2008), 1888 (2009), and 1889 (2009) on Women, Peace and Security.⁷⁷ By the end of 2014, only two ASEAN Member States have developed WPS-related policies—the Philippines with its amended NAP WPS and Indonesia with their Presidential Decree Number 18/2014⁸ that formed the basis for the crafting of their National Action Plan on the *Empowerment and Protection of Women and Children in Social Conflicts*.

Taking these progressive developments together, there is no doubt that WPS has become an established international agenda as evidenced its institutionalization in various international, regional, and national mechanisms. However, the test of its relevance remains on how this agenda has concretely contributed to improving the lives of women in CAAs. And it is in this regard that this study on WPS initiatives in the Philippines intends to map out.

77 Preamble clause 6 of the 2013 Declaration on the Elimination of Violence against Women and Violence against Children in ASEAN. Online available at <http://www.ohchr.org/Documents/Issues/Women/WI/ASEANDeclaration%20Violence%20against%20children.pdf>.

8 Kholida, Dwi Ruliyanti. 8 April 2014. "Indonesian Implementation of UNSCR 1325: Adapting to the National Context." <https://www.womenpeacebuildersprogram.org/news/indonesian-implementation-of-unscr-1325-adapting-to-the-national-context/>

IMPACT OF ARMED CONFLICT ON THE WOMEN IN THE PHILIPPINES: A BRIEF SURVEY OF RELEVANT STUDIES

An integral part of the peace project linked to the global WPS agenda is to surface the **impact of armed conflict on women** and to map and carve out spaces for them to **participate in peace processes**. Unfortunately, there have been limited efforts to understand the gender dimensions of conflict, little initiative to do sex-disaggregation of data as to the differential impact of conflict on women and men, marginal inquiry into gender identities negotiating their personal struggles within institutions and movements, and scarce focus on the implications of gender roles to conflict prevention, conflict resolution, peacemaking, peacekeeping and peacebuilding. In fact, not too many studies—especially, in the context of the Philippines—are available on these topics and baseline data, more often, do not exist. Nonetheless, in an effort to reconstruct the general situation of women in conflict-affected areas in the Philippines, this report briefly surveyed AVAILABLE/RELATED LITERATURE on the topic.

For example, a needs assessment study commissioned by the United Nations Children's Fund (UNICEF) aimed to identify direct and long-term effects of armed conflict on children and women.¹⁹ The research sought to ensure that the implementation of the Convention on the Rights of the Child and the Beijing Platform for Action was based on ground evidence. The research covered the period of 2001-2005 and was undertaken in conflict-affected communities in eight provinces: Abra, Mindoro (Luzon); Capiz, Leyte (Visayas); Surigao del Sur, Compostela Valley, North Cotabato, Maguindanao (Mindanao). Empirically, research looked into the needs of women in the context of armed conflict based on the dimensions of physical security (including sexual violence), reproductive health and hygiene, and livelihood framed along the lines of their gender roles (i.e. reproductive roles such as child bearing/rearing, care-giving, and livelihood support for their families).

¹⁹ Study commissioned by UNICEF available online at http://www.gemva-academy.ch/3010_00.pdf (site)Incarnated-Lives-Oct2006.pdf

In connection with armed conflict displacements, a 2012 field work conducted by Cagoco-Guiam on gender and livelihood among internally displaced peoples (IDPs) in Mindanao,¹⁰ some of the findings noted were:

- ▶ “Economic burdens of conflict and displacement make IDPs vulnerable to labor exploitation, sexual harassment, and offers of money in exchange for sex.”
- ▶ “Vulnerability of young women and children to human trafficking” (two cases in Cotabato, as reported by Community Family Services International).

Similarly, a 2013 study by Dwyer and Cagoco-Guiam¹¹ also observed that:

“Women also face specific security concerns in IDP camps, with many women complaining that a lack of privacy for bathing or dressing and the constant presence of unknown armed men led them to feel increasingly fearful of sexual harassment or assault. In Datu Piang, IDPs recounted at least two cases of school-aged girls being offered money for sexual favors by armed men, while in other locations, women noted that rumors of rape made them fearful. In addition to physical security concerns in IDP camps, women IDPs are highly vulnerable to human trafficking and dangerous or unfair migrant work arrangements. Every community interviewed could count members—especially young, undereducated women—who had migrated from rural to urban areas in Mindanao, to the capital of Manila, or overseas.”¹²

In the same vein, in a recent survey conducted by *Nisa Ul Haqq Fi Bangsamoro*¹³ in IDP camps¹⁴ and relocation areas of people affected by the 2013 Zamboanga siege, the following findings were uncovered regarding post-conflict gender-based violence (GBV):¹⁵

10. This study commissioned was by The Brookings Institution, Washington DC and London School of Economics Project on Internal Displacement in Azerbaijan, Ivory Coast and Mindanao, Philippines. The key findings were presented by Rufa Cagoco-Guiam during the Gender, Peace and Security Forum on 2 December 2013 in Miriam College.

11. The study entitled “Gender and Conflict in Mindanao” by Leslie Dwyer and Rufa Cagoco-Guiam was conducted in August-September 2012 in mainly in three ARMM provinces, namely, Lanao del Sur (Marawi City; Barangay Basak, Bindaayan; Barangay Paglungan, Urtasan-Kamain; Cotabato (Barangays Damarulan, Sambalawan and Nes, Midayag, Sita Margones; Bopy, Bulacan; and Bulusan Paper); and Maguindanao (Talayan and reserves from Barangays Nimas, Dapiawan, Reina Regiente, Ilin, Ambado, Liang, Magalong, Darawa, Alonggan, and Ambodho). Full text online available at <http://asiafoundation.org/resources/pdf/GenderConflictinMindanao.pdf>.

12. Dwyer and Cagoco-Guiam (2012), “Gender and Conflict in Mindanao,” The Asia Foundation, 8-12.

13. This is still an unpublished research but the results were publicly presented in Zamboanga City in April 2014. The project was supported by Oxfam Foundation.

14. The evacuation camps are in Joaquin F. Enriquez Sports Stadium/Groundstand, Cawa-Cawa Boulevard, and Linauan. Transition or relocation sites are in Duhungtung, Taluksangay, and Sio Hondo.

15. According to the unpublished report, the study had a total of 899 interviewees.

- ▶ Twenty percent (20%) of 899 respondents from the three evacuation camps and three transition sites claimed (based on what they heard, seen or know of) that **rape** as an act of gender-based violence occurred in the camps/ relocation areas. Breaking down the responses further, in the case of the 699 interviewed in three evacuation camps, a total of 25% said they had heard, seen or know of **rape/forced sexual intercourse** that occurred in the camps. Of this percentage, 35% of 490 respondents from the Grandstand were aware (heard, seen or know) of incidences of **rape/forced sexual intercourse** while 2% of the 179 respondents from Cawa-Cawa knew about the same occurrence.
- ▶ Five percent (5%) of the 699 respondents in all three camps also claimed (based on what they heard, seen or know of) that **sexual trafficking** occurred in the camps. Of this number, 7% of the respondents from the Grandstand said they were aware (heard, seen or know of) that this was happening; none of the respondents in Cawa-Cawa said they were aware of this issue.
- ▶ Four percent (4%) of the 699 respondents in all three camps also claimed (based on what they had heard, seen or know of) that **forced prostitution** occurred in the camps. Of this number, 6% of the respondents from the Grandstand said they were aware (heard, seen or know of) that this was happening; none of the respondents in Cawa-Cawa said they were aware of this issue.
- ▶ In the three transition sites, only 1% of the 200 interviewees said that **forced prostitution** was occurring in their area—this 1% came from Taluksangay. No respondents from the three transition sites were said to be aware of sexual trafficking.
- ▶ According to the report, “data shows that acts of abuse which are more sexual in nature, such as harassment, forced prostitution, and trafficking of persons, does occur in the various camps, but far less frequently when compared to the other acts” (such as humiliation, non-sexual verbal and physical abuse, discrimination, etc.). Based on the 899 total interviews from the three evacuation camps and three transition sites, the estimated numbers of actual incidents in all these areas are: eight cases of **sexual harassment**, three incidences of **forced prostitution**, and three cases of **trafficking in persons**.

In a 2013 civil society monitoring published research,¹⁶ a key informant from the Autonomous Region of Muslim Mindanao Regional-Commission on Human Rights (ARMM-RCHR) spoke on the gendered impact of armed conflict as particularly pronounced in IDP camps in connection with the issues of forced marriages and trafficking. According to her, when displaced families stay in evacuation camps for a prolonged period, parents of families (of usually nine members) are forced to marry off their children in order to create another nuclear family that would be qualified to get additional food stubs from a government agency. The difficult situation of young women and girls and IDP camps was confirmed by a former United Nations Populations Fund (UNFPA) staff who shared the following story about girl children participating in an FGD for married women and mothers:

"I was really surprised that she was in the group of married women but what surprised me even more was when she stood up—she was pregnant with according to her, her second child. I mean it is already a form of violence that she was married off as a child and now there is more violence committed against her because she became pregnant. There was another young girl, 13-years old and also pregnant who cried during the FGD because she said that she is always reprimanded by her family for not knowing how to take care of her baby—how can a child, still a baby, take care of her baby?!"¹⁷

Other effects of armed conflict on women that were documented in a study conducted from January to May 2012 in 20 field sites in ten provinces—namely, Pampanga, Kalinga, Leyte, Samar, Lanao del Norte, Surigao del Sur, Misamis Oriental, Bukidnon, Agusan del Norte, and Tawi-Tawi¹⁸—are: life trauma healing, protection from armed violence/ groups, economic and political empowerment (i.e. sustainable livelihood and political participation), children's education, and access to justice. For example, based on the oral testimonies provided by the respondents of the field research, further evidence affirmed the **victimization** and **vulnerability** of women during situations of armed conflict. Narratives, in this regard, point overwhelmingly to trauma, loss of livelihood, displacement, and inadequate access to justice (in few cases, threats to reproductive health such as pregnancy).

16 Veneracion-Rallanza, M. Lourdes (2013). "Services and Programs for Women in Conflict-Affected Areas" in *Implementing the Philippine National Action Plan on UN Security Council Resolutions 1325 and 1820: A Civil Society Monitoring Report—March 2010 to January 2013*. WE Act 1325: Quezon City: P. 55.

17 Quoted from Veneracion-Rallanza (2013), footnote 29, p. 55.

18 Veneracion-Rallanza, M. Lourdes (unpublished). "Women and Armed Conflict in the Philippines and the Philippine National Action Plan on UN Security Council Resolution 1325: Narratives and Insights from the Field." A research project funded by Coconciliation Resources and The Royal Norwegian Government Embassy through Sulong CARRHE.

Based on this field research, women respondents identified the following impact of armed conflict on them:

- ▶ Deep **TRAUMA** from being caught in the middle of military operations, attacks and cross-fires; from being harassed, abducted, detained and interrogated on suspicion of being part of or supporting 'the enemy;' and from living through the loss of family members. They said that trauma has long term effects, especially when not fully articulated or addressed.
- ▶ Feelings of **ECONOMIC INSECURITY** with the destruction/loss of property and disruption of their livelihood activities. These women, who are mostly from remote and poor villages, engage in subsistence agriculture and are not able to return to the source of their daily means of survival.
- ▶ Experiences of **DISPLACEMENT** due to militarization and confrontations between armed groups in their communities. For some, the cycle of displacement had become embedded in their lives. Additionally, in both transient evacuation centers and long-established IDP camps, women and their children suffer from inadequate basic necessities and services.
- ▶ **JUSTICE** likewise seemed to have been an alien concept to many women for the simple reason that it had not been accessible or attainable. This was particularly true for the women who have grown weary and wary of people wanting to know of their plight. For them, the culture of impunity pervades.

Further nuancing of women's conflict experiences provides an important insight in so far as gender is concerned. Foremost, field research data suggest that women are victimized and are rendered vulnerable largely as part of the **civilian population**. In contrast with victimization/vulnerability narratives of women from other countries, the oral testimonies of women in this field research indicate that they were not specifically targeted for violence because of their gender. However, when it came to the effects of acts of violence, the women experienced things specific to their gender. For example, when they articulated fear that they felt during military operations, they almost always connected it to fear for their children; or when they expressed hopelessness in the possibility of returning to the fields to work, more often than not, they linked it to the survival of their families. Any explicit inference into sexual and gender-based violence (SGBV) in the context of armed conflict cannot be authoritatively established. In fact, except for two anecdotal mentions of or references to women being raped in the course of militarization, no information from the oral testimonies suggested the systematic use of rape and sexual violence as a weapon of war.

With regard to **agency (the choice and capacity for change)**, gender equality was explicit both for women who were involved in combat and those who are currently engaged in peace work. In the case of the former, it was evident that armed groups recruit both women and men—both are ‘invited’ or eased in the group at a young age. Second, it was also expressed that when it comes to preparing for and engaging in actual battle, women and men are on the same footing. However, this semblance of equality does not remove the reality of women’s gender roles, particularly, in the area of domestic tasks. Women were expected to (and did) cook, do laundry, attend to children, etc. while they were in their respective ‘fields’ of work.

With regard to the notion of women as peacebuilders, the field research data begged for a more nuanced reading. On the one hand, women who have experienced armed conflict are more likely to engage in peacebuilding work. Drawing from their own experiences, these women are more able to relate with the experiences of other women and thus, are more effective in helping them. To a large extent, they speak the same ‘conflict language’. On the other hand, the women did not see themselves inherent peacemakers—rather, they said, they just did what they had to do (i.e., mediate peace) not because they were expected to but they needed to. In other words, they see themselves as ‘incidental’ peacemakers.

In summary, based on the aforementioned studies, VAW, particularly, sexual violence (e.g. trafficking, prostitution, forced marriages) in the context of armed conflict-driven displacement, generally takes place in evacuation camps. To date, there is **no evidence uncovered** that rape and sexual violence have been used as a **distinct tactic or weapon of war** (widespread, systematic, and as a matter of tactical strategy)—whether by government forces or rebel groups. Although there have been reported cases (albeit, quite a few) of rape and sexual violence allegedly committed by government soldiers and paramilitary in connection with their presence in conflict-affected areas (i.e., barracks),¹⁹ these were not necessarily directly related to the conduct of counter-insurgency and armed conflict. However, it must be noted that the absence of hard evidence does not mean the non-existence of incidences of such kind of violence— anecdotal narratives have been shared but have not been fully explored or pursued. Nonetheless, incidents of sexual violence exist and have been reported in IDP camps and evacuation areas—they must also be recognized and addressed accordingly.

19. See, for example the privilege speech of Representative Luzviminda Lagas during the third regular session of the 15th Congress as documented in Congressional Record, 15th Congress, Third Regular Session, House of Representatives (26 November 2012). Available online at: http://www.congress.gov.ph/download/congrec/15th/3rd/15C_3RS-36-112612.pdf

Secondly, in reconstructing narratives of victimization and vulnerability, field research data point to issues of psychosocial trauma, economic insecurity, impact of cycles of displacement, and dis-association with the concept and practice of justice. These effects of armed conflict on women have been part of their lived realities and for most of them, they have not adequately been responded to. And third, regarding women's agency, field research data also took note that women's participation in armed conflict and peacebuilding extend to their gendered roles. Such realities must also be acknowledged in developing interventions for post-conflict transitions and well as cultivating spaces and opportunities for peace.

Lastly, it is also important to note that a major gap in what we know about the impact of armed conflict on women in the Philippines is data coming from the government, particularly, consolidated data from NGAs that are mandated to be present and respond to the needs of civilian populations in CAAs. In other words, thus far, no systematic and comprehensive study has been done to document what and how the government does its job of responding to the needs of women directly or indirectly affected by armed conflict. And as previously mentioned, it is in this regard that this study seeks to contribute.



EVOLUTION OF THE PHILIPPINE NATIONAL ACTION PLAN ON WOMEN, PEACE AND SECURITY

Crafting the Philippine National Action Plan

The story of the Philippine NAP WPS began with an insight into the seventh year anniversary of the adoption of UNSCR 1325 where global organizers reflected on what has been accomplished since 2000. According to Mavic Cabrera-Balleza, who was then handling the Human Rights and Peace and Human Security Program of the International Women's Tribune Center (IWTC), the most appropriate strategy to ensure the concretization of state commitments to WPS was for states to have their own respective national action plans as a roadmap for implementation.

As Cabrera-Balleza shared:

"I was actually involved in the 5th anniversary of 1325 and at the time, only two or three countries had national action plans. We then thought that we really needed to pressure governments to adopt national action plans if we want something to come out of this resolution. We need a translation of this policy at the national level. That was the only way it would be implemented. The motivation was the need for an instrument which will be a systematic translation and a mechanism to hold governments accountable to this resolution."²⁰

Having noted this, Cabrera-Balleza got in touch with Professor Miriam Coronel-Ferrer, then a professor at the University of the Philippines Department of Political Science and Executive Director of Sulong CARHRIHI,²¹ about the possibility of drafting a Philippine national action plan on WPS. Cabrera-Balleza further explained that "there was no shortage of policies in the Philippines about women, particularly those that follow the language of the Beijing Platform for Action on the critical issue of women in armed conflict."²² However, she observed, there seemed to be weakness in policy when it came to implementing guidelines and thus, on the basis of this, having a national action plan

²⁰ Interview with Mavic Cabrera-Balleza, 4 August 2014.

²¹ CARHRIHI stands for the Comprehensive Agreement on the Respect for Human Rights and International Humanitarian Law that was signed by the Philippine government and the Communist Party of the Philippines-New Peoples Army-National Democratic Front (CPP/NPA/NDF) in 1998.

²² Interview with Mavic Cabrera-Balleza, 4 August 2014.

on WPS was necessary. Professor Coronel-Ferrer agreed and suggested to involve Jasmin Nario-Galace of the Center for Peace Education (CPE) at Miriam College, in identifying other groups that can be involved and possible advocacy strategies and activities to be undertaken. After several email exchanges, the three women, coming from human rights, women's rights, and peace organizations, met at Miriam College.

In December 2007, they got the PCW²³ on board and conducted initial consultation workshops for government agencies and civil society groups. During that time, Emmeline Verzosa, Executive Director of PCW, suggested that OPAPP be invited to join the process. According to Professor Coronel-Ferrer:

"We had by then resolved that OPAPP, with whom peace advocates have had regular engagements, was the logical government agency to lead this initiative... It certainly helped that Annabelle Abaya, who had assumed leadership of OPAPP under the Macapagal-Arroyo Administration, was a peace and gender advocate. She immediately worked to secure Executive Order 865 adopting the CSO-driven, draft NAP, creating an intergovernmental body for its implementation, and defining the relationship with CSOs as a 'partnership...and finally, another boost was the return of Teresita 'Ging' Quintos-Deles to the OPAPP when President Benigno Aquino III administration took over the government in 2010. Being a leading peace and gender activist from civil society, Deles fully understood and shared the goals of the NAP."²⁴

In March 2009, "CPE, IWTC, Sulong CARHRIHI, and OPPAP created a Preparatory Committee (PrepCom) to prepare, organize and facilitate multi-stakeholders and regional consultations to craft a national action plan and its implementing strategies."²⁵ To assist in the process of convening several regional organizations, several regional-based civil society organizations—such as the Concerned Citizens of Abra for Good Government (CCAGG) for Luzon, *Paghiliusa sa Paghidaet-Negros* (PsPN) for Visayas, and Initiatives for International Dialogue (IID) for Mindanao—were tapped as co-conveners along with Gaston Z. Ortigas Peace Institute (GZOPI), Women and Gender Institute (WAGI), Mindanao Commission on Women (MCW), and *Lupasug Bangsa Maro* Women Association, Inc.

23 Formerly known as the National Commission on the Rights of Filipino Women or NCRFW.

24 Foreword by Meriam Coronel-Ferrer, *WE Act for Peace: The Philippine National Action Plan on UN Security Council Resolutions 1325 & 1820*, WLC Act 1325, 2012: xiii-xiv.

25 Veneracion-Rallones, Ma. Lourdes (2013). "Grounding the International Norm on Women, Peace and Security: The Role of Domestic Norm Entrepreneurs and the Challenges Ahead," *Femina Politica, Zeitschrift für Feministische Politikwissenschaft*, Verlag Barbara Budrich, Germany, P. 74.

The regional consultations that were conducted in the succeeding months sought to map out the general situation of women, peace and security, women's peacebuilding initiatives, and recommendations on matters that should be included in a national action plan. In this regard, the PrepCom prepared a working document that was used during the six (6) regional cluster multi-stakeholders' consultations. Frontline peace and security government agencies—such as the AFP, PNP, DILG, DSWD, NCIP, OPAPP, PCW, National Economic and Development Authority (NEDA), National Anti-Poverty Commission (NAPC), Office of Muslim Affairs (OMA), and the Commission on Human Rights (CHR)—were targeted to participate as well as peace and women's human rights non-government organizations (NGOs).

A total of six (6) regional cluster meetings were held beginning August 2009: (1) 6-7 August 2009 in Lucena City for the Southern Tagalog and Bicol regions; 24-25 August 2009 in Bacolod City for the Visayas; 10-11 September 2009 in Baguio City for the Cordillera Administrative Region (CAR) and Regions 1, 2, and 3; 24-25 September 2009 in Davao City for Mindanao (excluding the Autonomous Region of Muslim Mindanao or ARMM); 28-29 September 2009 in Marawi City covering five ARMM provinces; and 7-8 October 2009 for the National Capital Region (NCR). Thereafter, a consolidated draft national action plan was formulated and submitted for validation during a national workshop convened by the IWIC for NGOs in 9 October 2009 and for government agencies on 26 October 2009. Inputs from these validation workshop sessions were integrated in the subsequent pre-final text which was sent back to the participants for additional comments. As described by Veneracion-Rallonza:

"The resulting (finalized) text, which would be the content of the country's national action plan on UNSCR 1325, was thus a product of collaborative politics. The regional consultations served as the space to institutionalize women, peace and security. Procedurally, it weaved the various priority areas of women's concerns in armed conflict and peace-building from the perspective of both government and civil society; substantively, the language of the action plan was drawn from the voices of the participants. The creation of the national action plan on UNSCR 1325 was unprecedented in so far as government-civil society collaboration and consultative processes are concerned...What emerged was a form of dialogic politics that integrated the voices of those who were part of the consultation processes."²⁶

26 Ibid. p. 76.

At around the same time that the PrepCom was finalizing the draft, then President Gloria Macapagal-Arroyo signed Executive Order (EO) 865²⁷ creating the NSC WPS—the institutional infrastructure mandated to implement the NAP—on 1 March 2010. Organizationally, the NSC WPS is comprised of the Secretaries of the DND, DSWD, DOJ, DILG and DFA as well as the chair of NCIP and the head of the OMA;²⁸ it is chaired by the OPAPP Secretary with the Head of PCW serving as vice-chair. Functionally, it is mandated to “provide over-all policy direction, as well as manage, coordinate, monitor, evaluate and report on the implementation of the NAP and tap domestic and international donor agencies and NGOs for technical assistance and financial support.”²⁹

In a gathering attended by both government and civil society organizations on 25 March 2010, the *Philippine National Action Plan on UNSCRs 1325 and 1820* was formally launched at Miriam College Quezon City. It was the first NAP WPS that was launched in Asia and 26th in the world. For Professor Coronel-Ferrer, the unique element in the creation of the Philippine NAP WPS was networking: “Networking—among professionals, activists and personal contacts across the islands, across the social movements organized along peace, women and human rights, and between government and civil society organizations—brought the stakeholders to sit down, write, validate, synthesize and lobby for the different elements that now make the NAP.”³⁰ By and large, it “was a form of dialogic politics that integrated the voices of those who were part of the consultation processes.”³¹

Eight months later, OPAPP further refined the NAP indicators and these served as “bases for concrete targets for the next five years.”³² The result was a NAP containing four pillars and fourteen action points that correspond to the main thematic commitments of UNSCR 1325 (refer to Table 2 below).

27 Full title of EO 865 is “Creation of a National Steering Committee on Women, Peace and Security to Implement the UN Security Council Resolutions 1325 and 1820 and Providing Funds Thereof.”

28 Now known as the National Commission on Muslim Filipinos or NCMP.

29 *Women Engaged in Action on 1325 (WE Act 1325)* (2011). *We Act for Peace: The Philippine National Action on Women, Peace and Security on UNSCRs 1325 and 1820*. United Nations Development Programme (UNDP), Philippines. pp. 26-27.

30 *Ibid.*, xiii.

31 Ms. Lourdes Veneracion-Rallenzon, “Grounding the International Norm on Women, Peace and Security: The Role of Domestic Norm Entrepreneurs and the Challenges Ahead,” *Feminist Politics, Zeitschrift für Feministische Politikwissenschaft*, Verlag Barbara Budrich, Germany, 2013:76.

32 *Ibid.*, p. 73.

Table 2. The 2010 Philippine NAP on UNSCR 1325 and 1820

Purpose 1—Protection and Prevention To ensure the protection of women's human rights and prevention of violations of these rights in armed conflict and post-conflict situations		
<i>UNSCR Thematic Commitments</i>	<i>Outcome and Indicators</i>	<i>Action Points</i>
Protection and respect for the human rights of women and girls	Women in conflict and post-conflict situations are protected and their rights respected <ul style="list-style-type: none"> ▶ A significant decrease in the number of women, injured, threatened, raped, killed and displaced in the context of conflict and post-conflict situations ▶ Number of women and girls formerly involved in armed conflict that are socially and economically productive 	<ol style="list-style-type: none"> 1. Review of policies, legislations and practices that impinge on the security of women, especially IP and Moro women, in peace and conflict situations, and develop, enact and implement alternative policies and legislations that ensure women's protection. 2. Review and enhance existing programs and capability of LGUs, other agencies and CSOs in providing legal, economic, psychosocial support and spiritual services for women and girl survivors of armed conflict. 3. Address special needs of women and girls formerly involved in armed conflict and their families. 4. Strengthen the criminal justice system to address violence against women especially in the context of armed conflict. 5. Enact and enforce laws regarding possession of small arms. 6. Conduct trainings and workshops on UNSCRs 1325 and 1820, gender-sensitivity, CEDAW and national laws and policies related to women, peace and security among state and non-state actors, especially, but not limited to: a) parties of formal agencies involved in armed conflict; b) actors in peacebuilding, conflict resolution and post-conflict reconstruction; c) government agencies involved in the protection and fulfillment of women's human rights; and d) civil society groups particularly those engaged in the promotion of women's rights, peace and international humanitarian law.
		<ol style="list-style-type: none"> 7. Sustain peace negotiations, work towards more gender-responsive peace agreements and strengthen implementation of mechanisms of peace agreements especially ceasefires and those relating to the protection of HR and IHL. 8. Continuously monitor and document the impacts of armed conflict on women.

Purpose 2—Empowerment and Participation		
To empower women and ensure their active and meaningful participation in the areas of peacebuilding, peacekeeping, conflict prevention, conflict resolution and post-conflict reconstruction.		
<i>UNSCR Thematic Commitments</i>	<i>Outcome and Indicators</i>	<i>Action Points</i>
Women's participation in conflict prevention, post-conflict reconstruction, peacekeeping, peacemaking, and peacebuilding	Women are significantly represented and play a decisive role in peace and security bodies, processes and mechanisms. <ul style="list-style-type: none"> ▶ Number of women in peace and security bodies, processes and mechanisms 	<p>9. Conduct action research on the situation, role and impact of women in the security sector.</p> <p>10. Involve the women community members/stakeholders in NCMF programs that address the impact of armed conflict, ensuring participation, influence and benefits of community women and especially IP and Moro women.</p> <p>11. Increase the number of women peace and women's rights advocates in peace panels, peacekeeping operations and in other peace bodies at the local and national levels.</p>
Purpose 3—Promotion and Mainstreaming		
To promote and mainstream gender perspective in all aspects of conflict prevention and peacebuilding.		
<i>UNSCR Thematic Commitments</i>	<i>Outcome and Indicators</i>	<i>Action Points</i>
Gender-balance in decision-making and gender mainstreaming	Gender-responsive and conflict-sensitive conflict prevention, conflict resolution and peacebuilding programs, services, processes and mechanisms. • Studies and researches on changes in perceptions, attitudes and behavior on armed conflicts and gender discrimination.	<p>12. Integrate a gender perspective/agenda in the National Peace Plan, the National Human Rights Action Plan, the MTPDP 2010-16 and other policies and programs on peace and human rights.</p> <p>13. Mainstream NAP into national, regional and local development plans particularly in GAD planning and processes and allocate funds from the GAD budget as well as tap other resources for its implementation.</p> <p>14. Integrate peace, non-violence and gender education in all levels of formal and non-formal education.</p> <p>15. Promote the involvement of civil society organizations particularly women and peace groups in the implementation, monitoring and evaluation of the NAP.</p> <p>16. Gender responsive and culture-sensitive advocacy campaigns through media to make community especially women, aware of women's issues in peace and conflict, including the vital role of women in peace and security work.</p>

The creation of the 2010 NAP was a product of the work between government and civil society organizations, a kind of ‘collaborative politics’³³ between these actors finding the common advocacy in WPS. Another result of this process was the establishment of a network, the Women Engaged in Action on UNSCR 1325 (WE Act 1325), from the human rights, peace, and women’s human rights groups that were involved in the drafting of the NAP.

National Legal and Policy Bases

The primary national law basis of the NAP WPS is Republic Act (RA) 9710 or the *Magna Carta of Women*. Relevant provisions including Implementing Rules and Regulations (IRR) are enumerated in Table 3 below.

Table 3. Relevant NAP WPS Provisions in the Magna Carta of Women and Its Implementing Rules and Regulations

Provisions	IRR
<p>Chapter IV RIGHTS AND EMPOWERMENT, Sec 9 (b) PROTECTION FROM VIOLENCE</p> <p>(b) Women shall have the right to protection and security in situations of armed conflict and militarization. Towards this end, they shall be protected from all forms of gender-based violence, particularly rape and other forms of sexual abuse, and all forms of violence in situations of armed conflict. The State shall observe international standards for the protection of civilian population in circumstances of emergency and armed conflict. It shall not force women, especially indigenous people, to abandon their lands, territories and means of subsistence, or relocate them in special centers for military purposes under discriminatory circumstances.³⁴</p>	<p>Rule IV RIGHTS AND EMPOWERMENT, Sec 12 (B) (1-8) Protection from Violence in Armed Conflict Situations</p> <ul style="list-style-type: none"> ▶ no forcible recruitment of women to take part in armed hostilities ▶ full participation of women in planning and management of humanitarian assistance ▶ provision for relief supplies must take into account specific needs of lactating mothers, children, elderly, PWDs ▶ special consideration for pregnant/lactating women; mothers with dependent children; women with disabilities detained/arrested in relation to armed conflict ▶ provision for psychosocial interventions ▶ ensure implementation of UNSCRs on WPS

33 Ibid.

<p>Chapter IV RIGHTS AND EMPOWERMENT, Sec 10 WOMEN AFFECTED BY DISASTERS, CALAMITIES AND OTHER CRISIS SITUATIONS</p> <p>“Women have the right to protection and security in times of disasters, calamities, and other crisis situations especially in all phases of relief, recovery, rehabilitation, and reconstruction efforts. The State shall provide for immediate humanitarian assistance, allocation of resources, and early resettlement, if necessary. It shall also address the particular needs of women from a gender perspective to ensure their full protection from sexual exploitation and other sexual and gender-based violence committed against them.”³⁴</p>	<p>Rule IV RIGHTS AND EMPOWERMENT, Sec 13 (B) (1-5) WOMEN AFFECTED BY DISASTERS, CALAMITIES AND OTHER CRISIS SITUATIONS</p> <ul style="list-style-type: none"> ▶ Inter-agency and multi-sectoral cluster mechanism to ensure coordinated and gender-sensitive responses in all stages of the emergency ▶ Improved collection and use of age and sex-disaggregated data and reproductive health indicators for strategic gender analysis and programming of humanitarian response ▶ Timely, sufficient and culturally appropriate provision for relief goods and services ▶ Proactive measures to prevent sexual violence in evacuation camps ▶ Active involvement of women in evacuation camp work, including decision-making
<p>Chapter IV RIGHTS AND EMPOWERMENT, Sec 15 WOMEN IN THE MILITARY</p> <p>“The State shall pursue appropriate measures to eliminate discrimination of women in the military, police, and other similar services, including revising or abolishing policies and practices that restrict women from availing of both combat and non-combat training that are open to men, or from taking on functions other than administrative levels, such as engaging in combat, security-related, or field operations. Women in the military shall be accorded the same promotional privileges and opportunities as men, including pay increases, additional remuneration and benefits, and awards based on competency and quality of performance... Women in the military, police, and other similar services shall be provided with the same right to employment as men on equal conditions.”³⁵</p>	<p>Rule IV RIGHTS AND EMPOWERMENT, Sec 18 WOMEN IN THE MILITARY, POLICE, AND OTHER SIMILAR SERVICES</p> <ul style="list-style-type: none"> ▶ Same privileges and opportunities (pay increases, additional remunerations, benefits and awards) ▶ Equal consideration in area of field assignments ▶ Elimination of discrimination ▶ Ensure rights ▶ Gender-responsive facilities ▶ Increase quota to 20% for female admission in PMA, PNPA ▶ Training of women in military as peacekeeping force

The second policy basis for the NAP is the *Philippine Development Plan (PDP) 2011-16*—the Philippine government’s roadmap to achieving desired “societal and sector outcomes.”³⁴ It has 10 critical indicators and one of which is that of peace and security.³⁵ Within Sub-sector Outcome 1 which stated that “all armed conflicts brought to a permanent and peaceful closure,” is a provision for an intermediate outcome on “causes of conflict and other issues that affect the peace process effectively addressed.”³⁶ Under

34. Philippine Development Plan 2011-16: Results Matrices, 2011, National Development Authority (NEDA), <http://www.neda.gov.ph/wp-content/uploads/2013/10/pdprm2011-2016.pdf>, P. 2.

35. Refer to Chapter 9 on Peace and Security, PDR, 2011.

36. PDP, 2011, P.73.

this intermediate outcome is a specific objective/result item on women that called for “processes and structures that increase participation of women in peacebuilding promoted and protection of women against all forms of gender-based violence ensured.”³⁷ Towards these ends, specific enabling mechanisms—such as the drafting of a NAP and mainstreaming of gender in CAAs—were identified. As such, according to an OPAPP document on PDP implementation, the idea is to “strengthen capabilities and skills of security forces and services delivery agents to respond to sexual and gender-based violence in affected areas, and be able to provide victims with appropriate support” as well as ensure the “mainstreaming of conflict-sensitive, peacebuilding, and gender-sensitive lens.”

Recently, as communicated through PCW Memorandum Circular (MC) 2014-02, the *Women’s Empowerment, Development and Gender Equality (Women’s EDGE) Plan 2013-16* was announced to serve as the guideline in implementing the *Magna Carta of Women*. One whole chapter³⁸ of the Women’s EDGE was devoted to peace and security and it identified strategic issues to be addressed such as:³⁹

1. “Vulnerability of women and girls in conflict-affected communities to sex and gender-based violence (SGBV) and displacement.
2. “Inadequate and culturally inappropriate support systems and responses for women and girls in conflict and post-conflict areas.
3. Lack of capacities of national government agencies to establish and implement mechanisms for addressing the gender equality dimensions of peace and security and implementing the Philippine NAP WPS.”

Similarly, Women’s EDGE also enumerated gender responsive strategies to respond to these issues, namely, monitoring, advocacy, capability building and service delivery.

Fourth, another law and existing institutional mechanism in implementing the NAP as related to programming and financing is that of the Gender and Development (GAD) budget of government agencies. As mandated under the 1995 General Appropriations Act (GAA), at least five percent (5%) of the total budget of all government agencies, departments, and offices must be allocated to gender and development concerns.

37. PDR 2013, 279.

38. Chapter 12, Peace and Security. Full text available online at http://pcw.gov.ph/site%26default%26documents%26laws%26women%26edge_plan.pdf

39. Ibid., p.263.

Furthermore, as provided in EO 273 or the *Philippine Plan for Gender-Responsive Development 1995-2025*, government agencies are instructed “to incorporate and reflect GAD concerns in their agency performance commitment contracts, annual budget proposals, and work and financial plans.” This call was further institutionalized in Section 36(2) of the *Magna Carta of Women* where it stated that the financing of GAD programs “shall be the agency’s or the local government unit’s GAD budget which shall be at least five percent (5%) of the agency’s or the local government unit’s total budget appropriations.”

Mirroring this directive at the local level, the PCW-DILG-NEDA and Department of Budget and Management (DBM) Joint Memorandum Circular (JMC) 2013-01 or the *Guidelines on the Localization of the Magna Carta on Women* sets forth, among others, that the annual GAD Plans and Budget (GPB) implementation of LGUs “shall be at least five percent of their total Annual Budgets”⁴⁰ and not just five percent (5%) of their twenty percent (20%) local development funds. In light of monitoring compliance, the Commission on Audit (COA), through COA Circular 2014-001 entitled *Revised Guidelines in the Audit of Gender and Development (GAD) Funds and Activities in Government Agencies*, stipulated that the “audit of GAD funds shall see to it, among others, that least five percent (5%) of the total appropriations authorized for gender and development under existing laws and regulations were indeed appropriated and utilized for the purpose.”⁴¹ Relatedly, EO 865 mandated that “additional funds necessary for the implementation of the provisions (of implementing UNSCR 1325) herein may be taken by government agencies from their Gender and Development (GAD) budget, as provided for by the provisions of the General Appropriations Act (GAA).”

Most recently, the significant policy specific to NAP in light of programming and budgeting was the OPAPP-PCW Joint Memorandum Circular (JMC) 2014-01 on the *Integration of Women, Peace and Security Programs, Activities and Projects (PAPs) in the Annual Gender and Development (GAD) Plans and Budgets (GPBs) and Gender and Development Accomplishment Reports (GAD ARs)*. As stipulated in this JMC, “NSC WPS member agencies, agencies that implement PAPs in conflict-affected/post-conflict areas such as those covered by the PAMANA, and responsible agencies identified in the NAP WPS shall develop and integrate PAPs addressing women, peace and security concerns in their annual GPBs and, consequently, report the status or results of the implementation of such PAPs in their annual GAD ARs following the *Guidelines for the Preparation of Annual*

40. Full text available online at: <http://www.pcw.gov.ph/sites/default/files/document/gtwspcw-dilg-neda-jmc-2013-01.pdf>

41. Commission on Audit Circular 2014-001, *Revised Guidelines in the Audit of Gender and Development (GAD) Funds and Activities in Government Agencies, Specific Guidelines on Audit of Appropriations/Budget for GAD*. Online available at http://www.coa.gov.ph/gaas/resources/downloads/RA_Circular/COA_C2014-001.pdf.

Gender and Development Plans and Budgets and Accomplishment Reports to Implement the Magna Carta of Women issued by PCW, the National Economic and Development Authority (NEDA) and the Department of Budget and Management (DBM) under Joint Circular 2012-01.⁴² In a nutshell, this policy mandated that NAP WPS be part of the existing GAD mechanism where relevant agency partners will factor in “PAPs that (1) address emerging and/or continuing issues and concerns on the protection of women and girls in conflict-affected areas, (2) respond to conflict-related violence against women (VAW) and/or sexual and gender-based violence (SGBV) and (3) promote women’s participation in peacebuilding, peacemaking and conflict prevention and resolution mechanisms.”⁴³ Furthermore, the policy calls for these agencies to “also generate gender statistics and sex-disaggregated data, as well as conflict and non-conflict differentiated information and use such as basis for planning, programming and policy formulation.”⁴⁴ Operationally therefore, the NAP WPS can now be integrated into the GPB PAPs of national agencies and LGUs (i.e. provincial governments, municipalities and *barangays*) as mandated by the *Magna Carta of Women*, EO 865, and OPAPP-PCW JMC 2014-10.

Lastly, Overseas Development Assistance (ODA) GAD funded PAPs can also be tapped to integrate NAP-related initiatives. As provided for in RA 7192 or the *Women in Nation-Building Act* provides that “a substantial portion of official development assistance funds received from foreign governments and multilateral agencies and organizations shall be set aside and utilized by the agencies concerned to support programs and activities for women.” ODA appropriation for GAD is between five (5) to thirty (30) percent to complement the government’s GAD funds. In fact, during the 2013 Philippine Development Forum, fifteen (15) ODA-GAD Network members, two (2) government agencies and two (2) international NGO partners signed a Statement on *Implementing President Aquino’s Social Contract to Achieve Inclusive Growth* that affirms their commitment to UNSCRs 1325, 1820 and 1960. Accordingly, they renewed the call to “address the impacts of armed conflicts on women and children, Christians, Muslims, and Indigenous Peoples (IP); and to strengthen the representation of women in peace building, peacemaking and peacekeeping” and to “ensure that *Bangsamoro* women are represented, involved in decision-making and consulted in the shaping of the *Bangsamoro* entity” which fall under the ambit of the NAP.⁴⁵

42. OPAPP-PCW JMC on the Integration of Women, Peace and Security Programs, Activities and Projects (PAPs) in the Annual Gender and Development (GAD) Plans and Budgets (GPBs) and Gender and Development Accomplishment Reports (GAD ARs) Bul. text available online at: <http://www.pcw.gov.ph/law/pcw-opapp-joint-memorandum-circular-no-2014-01-integration-women-peace-and-security-programs-activities-and-projects-paps-annual-gender-and-development-gad-plans-and-budgets-gpbs-and-gad-ar-and-development-accomplishment-reports-gad-ar-s>.

43. Item 1.A, OPAPP-PCW JMC 2014-01.

44. Item 1.B, OPAPP-PCW JMC 2014-01.

45. Bul. text available online at

Taking off from and making use of these national law/policy bases and existing mechanisms as well as paying attention to institutional progressive developments, it can thus be said that there had been an incremental and subsequently, integrative approach to implementing the NAP WPS.

To further contribute to this process, the 2010 Philippine NAP WPS was reviewed and deliberated on NGA implementing agencies as well as CSOs⁴⁶ in order to deepen the substance and improve on measurable indicators. Once again, reflective of the “collaborative politics” between government and CSOs, participants in the process contributed to the refinement of the NAP WPS. The 2014 Amended NAP WPS was then launched in October 2014 (see text in Table 4 below).

http://view.officeapps.live.com/office/view.aspx?src=http%3A%2F%2Fwww.pdfcpu.com/download/62FPDF928202013%2FFINAC_Network_Statement_to_PIO_2014-2015Dec2012%29.doc

46. Representatives from UE Act 1325.

Table 4. 2014 Amended Philippine NAPWPS

OUTCOME 1—Protection and Prevention. To ensure the protection of women's human rights and prevention of violation of these rights in armed conflict and post-conflict situations through the enactment and implementation of gender-responsive and conflict-sensitive policies, programs, and services.		
Action Points	Indicators	Relevant Agencies
Action Point 1 Women and girls, including Indigenous and Moro women in conflict-affected areas, in evacuation/ internally displaced peoples (IDP) camps, and those temporarily staying with relatives and friends, are protected from all forms of violence in armed conflict and post-conflict situations (<i>immediate and sustained protection</i>).	1.1. Sex-disaggregation of data in the documentation and reporting of the situation of women in conflict-affected areas, evacuation/IDP camps, and those temporarily staying with relatives/friends. 1.1.1. disabled persons in de-evacuation/IDP camps and home-based IDPs 1.1.2. victims of trafficking and sexual and gender-based violence (SGBV) in evacuation/IDP camps and in conflict-affected communities.	DSWD, DOH, AFP, DILG, PNP, NCIP, NCMF, DOJ-IACAT, PAMANA LGUs, WE Act 1325/CSOs
	1.2. Women and girls in evacuation/IDP camps, in conflict-affected communities, and those temporarily staying with families and friends are protected as measured by: 1.2.1. Zero or low incidence of SGBV including trafficking 1.2.2. No. of women provided with Minimum Initial Service Package (MISP) 1.2.3. Presence of separate health and sanitation areas (i.e. appropriate ratio of health/sanitation facilities to the number of women/girls) 1.2.4. Adequate lighting of facilities/areas and pathways frequented by women and girls (i.e. appropriate ratio of lighted facilities to the number of women/girls)	DSWD, DOH, AFP, DILG, PNP, NCIP, NCMF, DOJ-IACAT, (CHR), ⁴⁷ PAMANA LGUs, WE Act 1325/CSOs ⁴⁸

47 The Commission on Human Rights (CHR) was identified as a key agency in the implementation of the NAP and must eventually be brought in the institutional structure of the NSC WPS.

48 In light of the GRAPP/PCW (MC 2014-01, DBM and COA must eventually be brought in to check budget appropriation and use for NAP WPS.

	<p>1.2.5. Presence and visibility of security personnel such as PNP/patrol/guard officers (i.e., appropriate ratio of security personnel to the number of women/girls)</p> <p>1.2.6. Presence of Violence Against Women (VAW) Desks in evacuation/IDP camps (i.e. appropriate ratio of Women's Desks to the number of women/girls)</p> <p>1.2.7. Presence of capable security and Health/psychosocial personnel handling conflict-related SGBV and trafficking</p>	<p>DSWD, DOH, AFP, DILG, PNP, NCIP, NCME, DOJ-IACAT, (CHR), PAMANA LGUs, WE Act 1325/CSOs</p>
	<p>1.2.8. Immediate documentation of women reporting conflict-related SGBV and trafficking to VAW desks</p> <p>1.2.9. Evidence of immediate and effective response (such as referral system, including the period (how much time/how many days) of response from the time the case was reported) on reported cases of conflict-related SGBV and trafficking</p>	<p>DSWD, DOH, AFP, DILG, PNP, NCIP, NCME, DOJ-IACAT, (CHR), PAMANA LGUs, WE Act 1325/CSOs</p>
	<p>1.3. No. of gender and culturally-sensitive guidelines/protocols issued/revised to appropriately handle women and girls' concerns in evacuation/IDP camps, conflict-affected areas, and those temporarily staying with families and friends.</p>	<p>DSWD, DOH, AFP, DILG, PNP, NCIP, NCME, DOJ-IACAT, (CHR), PAMANA LGUs, WE Act 1325/CSOs</p>
	<p>1.4. No. of frontline service providers and agencies capacitated on the protection of women and girls from conflict-related SGBV and trafficking in evacuation/IDP camps, as well as in conflict-affected communities. These service providers must uphold the four (4) care principles on handling SGBV cases, namely, confidentiality, safety, non-discrimination and respect.</p>	<p>DSWD, DOH, AFP, DILG, PNP, NCIP, NCME, DFA (Foreign posts), DOJ-IACAT, PAMANA LGUs, WE Act 1325/CSOs</p>
	<p>1.5. No. of IEC interventions and materials on conflict-related SGBV and trafficking conducted/disseminated.</p>	<p>DSWD, DOH, DFA (Foreign posts), NCIP, NCME, DAR, PNP, PAMANA LGUs, WE Act 1325/CSOs</p>
	<p>1.6. No. of relevant mechanisms that are enabling to normalization in post-conflict communities (such as national or local policies that regulate/control the proliferation of small arms; demobilization, disarmament, and reintegration; LGU plans/programs to enable durable solution for IDPs).</p>	<p>PNP, DILG, DOJ, PAMANA LGUs, WE Act 1325/CSOs</p>

<p>Action Point 2</p> <p>Women and girls, including indigenous and Moro women, have access to justice for crimes and violence arising from armed conflict (<i>access to justice</i>)</p>	<p>2.1. Through formal and informal (i.e. customary indigenous peoples laws) just mechanisms, number of international humanitarian law (IHL) and conflict-related human rights violations including SGBV and trafficking are reported, investigated and prosecuted.</p> <p>2.2. Number of gender and culturally-sensitive guidelines/ protocols revised/ issued on appropriate handling of survivors of IHL and conflict-related human rights violations (particularly, SGBV and trafficking) and reporting, investigation and prosecution of these crimes.</p>	<p>DSWD, PNP, DOJ, DOH, NCIP, NCME (CHR), PAMANA LGUs, WFAet-1325/CSOs</p>
	<p>2.3. Number of frontline service providers and agencies created on various forms / legal and informal customary mechanisms to appropriately handle IHL and conflict-related human rights violations against women (particularly, SGBV and trafficking)</p>	<p>DSWD, DILG, DOH, PNP, NCIP, NCME DFA (foreign posts), (CHR), CSOs</p>
	<p>2.4. Number of women and girls survivors of IHL and human rights violations (including SGBV and trafficking) provided with legal support such as witness protection and access to legal remedies</p>	<p>PNP, AFP, DOJ, (CHR), PAMANA LGUs, CSOs</p>
	<p>2.5. Number of captured and/or surrendered women rebels provided with legal counsel, separate detention and sanitation facilities, from men, reproductive health services, and care for their children as provided by IHL</p>	
<p>Action Point 3</p> <p>Women and girls, including indigenous and Moro women in evacuation/ IDP camps, conflict-affected/post-conflict areas, those temporarily staying with relatives and friends, accessing healing, rehabilitation and development programs and services (<i>healing, rehabilitation, and development</i>)</p>	<p>3.1. Number of women and girls in evacuation/ IDP camps and conflict-affected/post-conflict areas, those temporarily staying with relatives and friends, provided with:</p> <ul style="list-style-type: none"> ▶ health support (including psychosocial services and conflict-trauma healing, reproductive health package, health insurance) ▶ shelter support and women-friendly spaces in relocation sites ▶ livelihood support (trainings, credit/ capital, technology, access to markets) ▶ educational support (scholarships, educational subsidies, educational courses) 	<p>DSWD, DOH, PhilHealth, NEA, TESDA, DA, DAR, DepEd, CHED, PAMANA LGUs, CSOs</p>
<p>Action Point 4</p> <p>Former women/girl-rebels benefitting from gender-sensitive DDR programs</p>	<p>4.1. Number of former women/girl-rebels accessing health, shelter, livelihood, and educational support provided in DDR programs</p>	<p>DILG, DSWD, DOH, PhilHealth, CHED, DepEd, TESDA, DAR, PAMANA LGUs—CLIP, OPAPP</p>

OUTCOME 2—Empowerment and Participation

To empower women and ensure their active and meaningful participation in areas of peacekeeping, disaster relief, peacebuilding, conflict prevention, conflict resolution and post-conflict reconstruction.

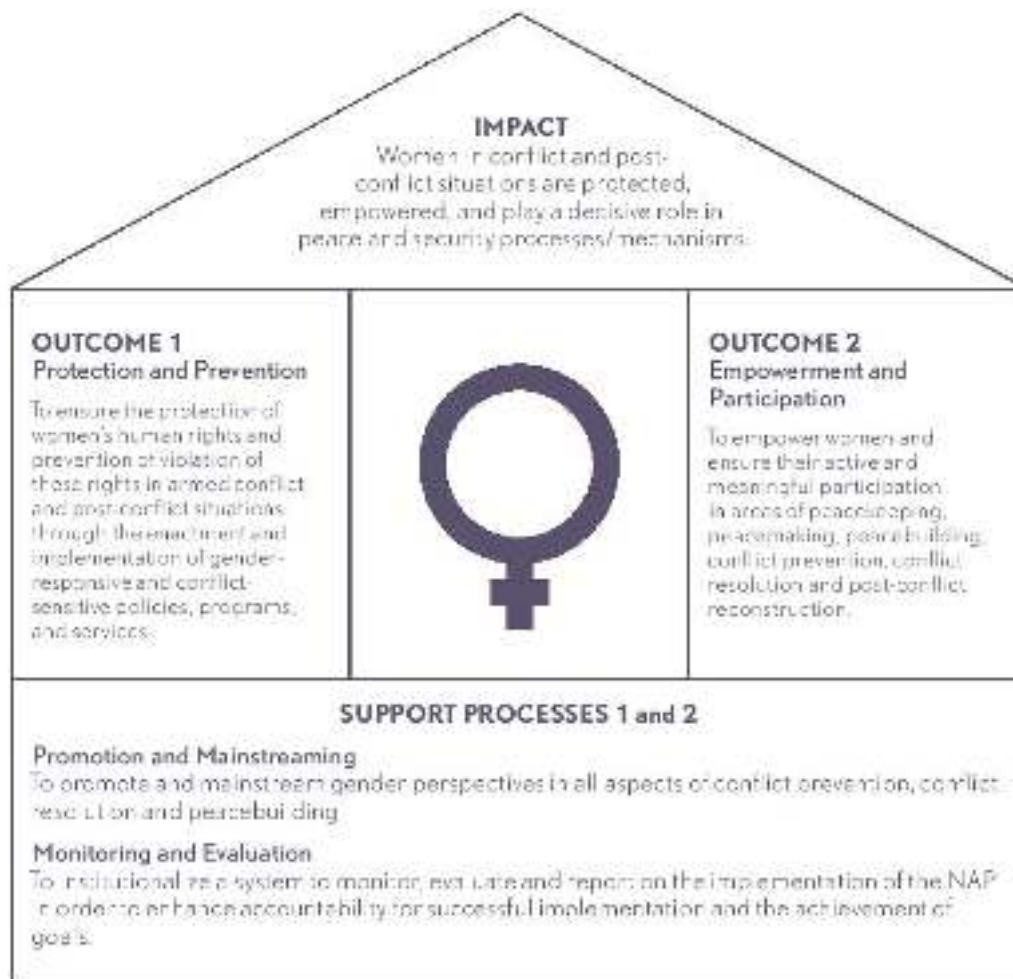
Action Points	Indicators	Relevant Agencies
<p>Action Point 5</p> <p>Presence of women in formal peace tables (Track 1)</p>	<p>5.1. No. of women participating in peace tables (as heads and members) from both Parties</p> <p>5.2. No. of women, peace and security-related interventions integrated in peace agreements.</p>	<p>OPAPP</p> <p>(31)</p>
<p>Action Point 6</p> <p>Increased participation of women and women's organizations in WPS consciousness-raising/advocacy, in supporting peace processes, and in monitoring and evaluating peace agreements, peace and development and WPS policies, services, programs, activities, and projects.</p>	<p>6.1. No. of women and women's organizations participating in consciousness-raising/advocacy on WPS, supporting the peace process and monitoring and evaluating peace agreements, development and WPS policies, programs, services, projects and activities; WPS policies, programs, services, projects and activities</p> <p>6.2. No. of capacity building activities conducted to increase women's organizations' meaningful participation in consciousness-raising/advocacy on WPS, supporting the peace process and monitoring and evaluating peace agreements, development, and WPS policies, programs, services, projects and activities.</p>	<p>OPAPP, WE Act 1325/CSOs, Barangay Ceasefire</p>
<p>Action Point 7</p> <p>Increased participation of women and grassroots women's organizations in local, indigenous, and customary peace/conflict resolution/management, conflict prevention/resolution and post-conflict-reconstruction mechanisms.</p>	<p>7.1. No. of women and grassroots women's organizations participating as heads and members in formal peace mechanisms such as Peace and Order Councils (Regional POC, Provincial POC, Municipal POC), <i>Lupon Tagapamayapa</i>, Barangay Human Rights Council, Agrarian Reform Beneficiaries as well as in informal/customary/indigenous peace mechanisms such as <i>bodong</i>, <i>kefeduwanibun</i>, etc. and other alternative dispute mechanisms.</p> <p>7.2. No. of grassroots women and women's organizations participating in post-conflict normalization/transitions.</p>	<p>PAMANA LGUs, OPAPP, PCW, DILG, DOJ, DAR (i.e. QRT), NCIP, NCME (CHR), WE Act 1325/CSOs</p> <p>PAMANA LGUs, DILG, WE Act 1325/CSOs</p>
<p>Action Point 8</p> <p>Develop and/or enhance gender-sensitive policies and programs for women in the security sector (i.e. AFP and PNP).</p>	<p>8.1. No. of gender-sensitive policies (i.e. on admission, placement, assignment, promotion, remuneration, benefits, training, provision for separate facilities, protection against sexual harassment/violence) and other opportunities to advance gender equality among women and men in the security sector are developed and implemented.</p>	<p>DND, AFP (PA, PAF, PN), PNP</p>

	8.2. WPS training programs for women and men in the security sector established.	DND, NDCP, AFP (PA, PAF, PN), PNP
	8.3. Incremental increase in the no. of women in various levels/branches of the security sector (strategic, operations, tactical) including their participation in UN Peacekeeping Operations.	DND, NDCP, AFP (PA, PAF, PN), PNP
OUTCOME 3 (support process) - Promotion and Mainstreaming		
To promote and mainstream the gender perspective in all aspects of conflict prevention, conflict resolution and peacebuilding		
Action Points	Indicators	Relevant Agencies
Action Point 9 Increased awareness and understanding of duty-bearers and claim-holders on WPS and the role of women in peacemaking, peacekeeping and peacebuilding.	9.1. No. of WPS awareness-raising campaigns, advocacies, and materials (e.g. IECs) conducted/disseminated.	NSC WPS and PAMANA, NGAs, PAMANA LGUs, (PIA, KBP), (CHR), WF Act 1325/CSOs
	9.2. No. of duty-bearers (policy makers, program/service implementers, monitors, evaluators) and claim-holders (community women affected by conflict, women's organizations, etc) initiating and/or participating in awareness-raising campaigns, advocacies on WPS issues.	NSC WPS and PAMANA, NGAs, PAMANA LGUs, (PIA, KBP), WF Act 1325/CSOs
	9.3. No. of WPS capacity building programs conducted for duty-bearers (policy makers, program/service implementers, monitors, evaluators) and claim-holders (community women affected by conflict, women's organizations, etc).	NSC WPS and PAMANA, NGAs, PAMANA LGUs, (PIA, KBP), WF Act 1325/CSOs
	9.4. Gender and culturally sensitive peace education modules developed.	DepEd, CHED, NCME, NCIP
	9.4.1. No. of educational institutions developing gender and culturally-sensitive peace education modules.	
9.4.2. No. of educators capacitated on designing and implementing gender and culturally-sensitive peace education modules.		

<p>Action Point 10 Gender-responsive, conflict-sensitive and peace promoting programs/ support services for women in children in conflict and post-conflict situations mainstreamed in National Government Agencies/ Local Government Units/ Civil Society Organizations, International Organizations/ Bilateral Partners' work.</p>	<p>10.1. No. of National Government Agencies/ Local Government Units/ Civil Society Organizations, International Organizations, and Bilateral Partners adopting and mainstreaming gender-responsive, conflict-sensitive and peace promoting programs and support services for women in conflict-affected and post-conflict areas.</p>	<p>NSCWPS, PAMANA NGAs, PAMANA LGUs, (Relevant IOs and bilateral partners) WE Act 1325/CSOs.</p>
	<p>10.2. Cost institutionalized, allocated and utilized for implementing NAP/WPS</p> <p>10.2.1. No. of NGAs and LGUs providing programs for women in conflict-affected and post-conflict areas integrated NAP/WPS in their GPs and/or local peace and development plans and budgets.</p> <p>10.2.2. No. of international organizations and bilateral donor agencies financing WPS PAPs of NGAs, LGUs, and CSOs.</p>	<p>PCW, NSCWPS and PAMANA NGAs, PAMANA LGUs, (Relevant IOs and Bilateral Partners and DRM and COA), ⁴⁸⁹ WE Act 1325/CSOs.</p>
<p>OUTCOME 4 (support process)—Monitoring and Evaluation.</p>		
<p>To institutionalize a system to monitor, evaluate and report on the implementation of the NAP in order to enhance accountability for successful implementation and the achievement of goals.</p>		
<p>Action Points</p>	<p>Indicators</p>	<p>Relevant Agencies</p>
<p>Action Point 11 Status of women's protection from all forms of violence in the context of armed conflict and participation in peacemaking, peacekeeping and peacebuilding monitored and evaluated either jointly or independently by government and peace, human rights, humanitarian law, and women CSOs.</p>	<p>11.1. NAP reporting, monitoring and evaluation system established</p> <p>11.1.1. No. of monitoring and evaluation reports on the implementation of various WPS interventions generated, disseminated and validated by various stakeholders.</p>	<p>NSCWPS, PAMANA NGAs, PAMANA LGUs, WE Act 1325/CSOs.</p>
	<p>11.2. Reports submitted to the United Nations (and other international organs) on the status of implementation of UNSCRs 1325 and 1820, BPTA (on women in armed conflict), and CEDAW GR 30.</p>	<p>OPAPP, PCW, DFA.</p>

The target impact of the 2014 Amended NAP is for “women in conflict and post-conflict situations are protected, empowered, and play a decisive role in peace and security processes/mechanisms.” The picture below depicts the NAP WPS Results Framework of the Philippine government.

FIGURE 1. PHILIPPINE NATIONAL ACTION PLAN ON WOMEN, PEACE AND SECURITY RESULTS FRAMEWORK



Institutional Implementation Strategy on Women, Peace and Security

To fully appreciate the various institutional conduits in implementing the NAP WPS by the government, it is necessary to look at two fronts, namely, national and local levels.

Foremost, at the level of **national agency** implementation, the primary institutional infrastructure mandated to implement the NAP WPS is the NSC WPS. However, after

its creation in 2010, it took almost a year to be operational. It first convened in July and then in August 2011 and for the whole year, concentrated their efforts on organizational matters (i.e. clarifying the tasks of the NSC WPS members as well as the operations of the Committee). In 2012, the NSC WPS met in July to discuss the next steps to proceed with carrying out the Committee's mandate. Subsequently, a technical working group (TWG), composed of primarily GAD focal persons from each member agency of the Steering Committee, was likewise convened. Each NAP WPS TWG member became the designated point person on matters related to the NAP WPS in their respective agencies. From 2012 to 2014, there had been 10 NAP WPS TWG meetings; in January 2014, a NAP Programming Training Workshop was conducted. Initial identification of WPS-related PAs by some NAP implementing agencies took place in 2012 and by 2013, some even integrated their NAP plans in their GPBs. Unfortunately, as regards the NSC WPS, no meeting took place in 2013 because of the challenges brought by humanitarian situations (e.g. Bohol earthquake, Zamboanga siege, and Typhoon Yolanda) that needed the attention of its members.

The second strategy of NAP implementation at the **national level** has been through implementing agencies of the PAMANA program or the Philippine government's national peacebuilding framework and program for areas affected and vulnerable to conflict.⁴⁹ As complementary track to the peace process, PAMANA areas are identified according to 'conflict lines'—that is, in relation to armed conflict in the communist and Moro fronts—where development projects are brought in as a strategy for peacebuilding. These PAMANA areas are categorized accordingly as they support the different peace tables that the Philippine government is engaged with; for the Autonomous Region of Muslim Mindanao (ARMM), this would be the Moro National Liberation Front (MNLF) and the Moro Islamic Liberation Front (MILF); then, talks with the Communist Party of the Philippines-New Peoples Army-National Democratic Front (CPP/NPA/NDF); and for the Closure Agreement areas, this would be the Cordillera *Bodong* Administration-Cordillera Peoples Liberation Army (CBA-CPLA)⁵⁰ and *Rebolusyonaryong Partidong Manggagawang Pilipino*⁵¹—Revolutionary Proletariat Army-Alex Boncayao Brigade-Tabara-Paduanano Group (RPMP-RPA-ABB-TPG).⁵² As such, the PAMANA areas are clustered into seven (7) conflict zones. These are Samar-Leyte, the island provinces of Zamboanga

49. PAMANA has three pillars, namely, laying the foundation at the national level, delivery of services at the community level, and connecting communities to regional and sub-regional levels (<http://www.pamana.net/pamana/>).

50. The Closure Agreement with the CPLA-CBA is with the Humating group.

51. *Rebolusyonaryong Partidong Manggagawang Pilipino* is translated as Revolutionary Party of Filipino Workers.

52. On the other hand, this Closure Agreement pertains to the Tabara-Paduanano group.

Sibugay, Basilan, Sulu, and Tawi-Tawi (ZamBaSulTa), Central Mindanao (Bukidnon, Lanao del Norte, Lanao del Sur, Maguindanao, Sarangani, and South Cotabato), Bicol-Quezon-Mindoro, Negros-Panay, Davao-Compostela Valley-Caraga, and Cordillera Administrative Region (CAR).

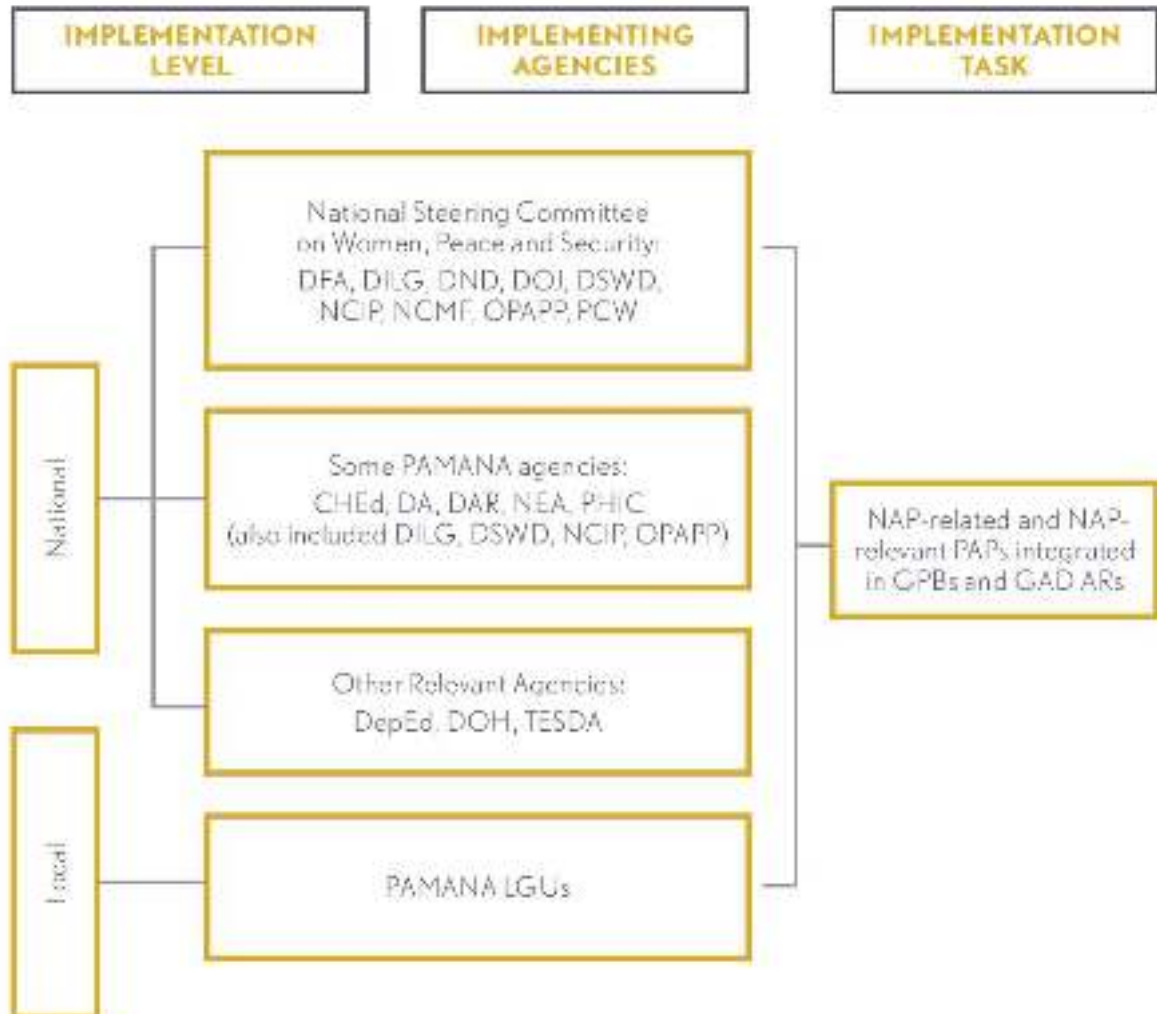
Apart from DILG, DSWD, and NCIP that are already members of the NSC WPS as well as implementers of the PAMANA, other PAMANA implementing agencies—such as CHED, DA, DAR, NEA, and PHIC—were tapped to implement the NAP WPS. The strategy therefore was to integrate WPS in existing PAMANA programs and areas. Furthermore, other relevant agencies—namely, DepEd, DOH, and TESDA—were likewise requested to contribute to implementing the NAP WPS in CAAs that these NGAs work in.


At the **local level**, NAP implementation initiatives are coursed through the local government units (LGUs) of PAMANA and Closure Areas.⁵³ Therefore, the implementation strategy in this front is that of localization. An example of an initiative in localizing that NAP WPS was in 2013 when several rounds of NAP Orientation/ Training were held for different PAMANA LGUs followed by consultations with women in some CAAs.

In summary, the implementation of the Philippine NAP WPS is thus understood to be operationalized in the following manner:

⁵³ Under the track of negotiated political settlement, Closure Areas are sites covered by closure agreements of the Philippine government with the CBA-CPLA and RPMP/EPA-ABF-TPG.

FIGURE 2. SCHEMATIC DIAGRAM: IMPLEMENTATION OF THE PHILIPPINE NAP WPS





IMPLEMENTING NAP WPS-RELEVANT / SPECIFIC PROGRAMS AND SERVICES: PRESENTATION OF DATA FROM NATIONAL AGENCIES

The first four years the existence of the Philippine NAP WPS has been one of institutionalization—establishment of implementing body, integration in existing mechanisms, creation of a specific policy to enable systematic and effective implementation, and conducting capacity development activities. Thus, since 2010, relevant agencies have been implementing NAP-related (existing PAs that integrated NAP) and NAP-specific (more focused WPS PAs) initiatives.

There are many conflict-affected communities in the Philippines—a conglomeration of areas where armed conflict has existed for generations, where relative peace has been experienced with some intermittent recurrence of conflict, where armed conflict suddenly happens, and where post-conflict reconstruction had taken place and sustained for a relatively long period of time. The **challenge** of gathering data on WPS is the absence of **baseline data** brought by the fact that the gender dimensions of armed conflict and peacebuilding were not initially seen to provide added value to the development of appropriate policies, programs, and services. Although the discourse and practice of GAD has been in place since the mid-1990s, the consciousness to apply this in the context of armed conflict and peacebuilding has been inadequate, if not, completely absent.

In 2006, the UN Committee on the Elimination of Discrimination on Women⁵⁴ pointed out the following concerns and recommendations in their Concluding Comments to the Philippines' Combined 5th and 6th Periodic Reports:

“29. ...expresses its concern about the precarious situation of rural and indigenous women, as well as the Muslim women in the autonomous region of Muslim Mindanao, who lack access to adequate health services, education, clean water and sanitation services and credit facilities. The Committee is also concerned about women's limited access to justice in cases of violence, especially in the

⁵⁴ Hereinafter referred to as CEDAW Committee.

conflict zones, and the lack of sanctions against the perpetrators of such violence. The Committee is furthermore concerned that the practice of early marriage is persistent among Muslim women.

30. ...calls up on the State party to pay special attention to the needs of rural women, indigenous women and Muslim women living in the autonomous region of Muslim Mindanao, ensuring that they have access to health care, social security, education, clean water and sanitation services, fertile land, income-generation opportunities and participation in decision-making processes. The Committee recommends that the State party ensure women's access to justice through the provision of legal aid and take steps to prosecute the perpetrators of violence against them. It also encourages the State party to provide increased educational opportunities to Muslim girls to discourage early marriages. The Committee requests the State party to include in its next report sex-disaggregated data and information on the de facto position of rural, indigenous and Muslim women, and on the impact of measures taken and results achieved with policies and programmes implemented for these groups of women."³⁵

These concerns raised by the CEDAW Committee resonate with the key pillars of the NAP WPS regarding women's protection, empowerment and participation.

The succeeding sections on the four outcome areas of the NAP present the current documented NAP-related and NAP-specific interventions based on the submissions of **NSC WPS member agencies** and several **PAMANA implementing agencies**. Other relevant information came from **civil society organizations (CSOs)** such as WE Act 1325 while supplemental data came from review of previous studies and other available reference materials.

Protection and Prevention

The enactment and implementation of gender-responsive and conflict-sensitive **POLICIES, PROGRAMS, and SERVICES** have been the primary strategies for advancing the protection of women and girls and the prevention conflict-related violence against them. Integral to this implementation approach is addressing the tripartite dimensions of immediate

³⁵ Committee on the Elimination of Discrimination against Women. "Concluding Comments of the Committee on the Elimination of Discrimination against Women: Philippines" in its combined 5th and 6th periodic reports, 36th Session on 7-25 August 2006. CEDAW/C/Phil/CO/6. http://www.refworld.org/publisher/CEDAW/CONC/CONSERVATIONS_PHL_453778470_0.html

and sustained protection, access to justice, and healing and rehabilitation as well as acknowledging the particular needs of former women rebels.

1. IMMEDIATE AND SUSTAINED PROTECTION

- 1.1. **Sex-disaggregation** of data in the documentation and reporting of the situation of women in conflict-affected areas, evacuation/IDP camps, and those temporarily staying with relatives/friends.

This indicator pertains to the practice of data sex-disaggregation in documenting and reporting of women's situations in CAAs such as affected communities and places where people evacuated to and are temporarily stayed because of armed conflict. Specifically, it aims to document sex-disaggregated data as regards displaced peoples and those who fell victims to trafficking and SGBV in IDP/evacuation camps, temporary homes with relatives/friends, and conflict-affected communities.

- 1.1.1. Sex-disaggregated data on displaced persons inside evacuation/IDP camps and home-based IDPs

The DSWD is an agency that responds to affected-peoples' needs during natural and human-made disasters. It assists LGUs through the provision of resources augmentation. Specifically referring to data of displaced persons due to natural disasters from conflict-affected areas, DSWD recorded in 2012 that there were 2,084 persons staying in 17 evacuation centers in New Bataan, Compostela Valley affected by Typhoon Pablo—of this number, 11 pregnant women and 35 lactating mothers. In 2013, DSWD documented 21,186 persons displaced by the conflict in Sabah and 23,794 families displaced due to the Zamboanga siege in September. DOH recorded the same number of displaced families during the Zamboanga crisis and added information of 118,819 individuals affected.

Unfortunately, data from both DSWD and DOH were not sex-disaggregated. According to a respondent from the DSWD, their unit of measure in the Monitoring and Reporting Forms is based on families and individuals. Thus, in the case of DSWD, a key respondent within the institution recommended that sex disaggregation be

included in the “regular monitoring and reporting forms as well in the narrative reports of different Office Bureaus and Services (OBS).” Relatedly, the *2013 Situation Report* issued by the UN Office for the Coordination of Humanitarian Affairs (UN OCHA), that the DSWD Region IV already “developed an online displacement monitoring database containing age and gender disaggregated data and IDP movement.”⁵⁶ If their efforts to promote sex and age-disaggregated monitoring/reporting of IDPs, DSWD and other agencies could look into the practice and data base of DSWD Region IV and other similar initiatives by DILG pertaining specifically to the people displaced by the Zamboanga siege were sex-disaggregated as shown in Table 5 below.

⁵⁶ UN Office for Coordination of Humanitarian Affairs, “Situation Report No. 09” (as of 23 October 2013), http://www.unocha.org/philippines/areas/emergencies_disasters/updates/OCHA_Zamboanga_and_Basilan_SitRep_No9_23Oct2013.pdf.

Table 5. Number of Internally Displaced People: Zamboanga Crisis

Evacuation Area	Male	Female	Total
(1) Grandstand Evacuation Center			
Zone A	1,321	1,335	2,659
Zone B	780	766	1,546
Zone C	617	516	1,133
Zone C (Cawa-Cawa)	21	30	51
Zone D	867	791	1,658
(2) Cawa-Cawa	87	76	163
(3) Bankhouses	480	493	973
Transitory Sites			
(1) Mampang I	2,120	2,282	4,402
(2) Mampang II	141	153	294
(3) Rio Hordo	426	403	829
(4) Buggoc	574	618	1,192
(5) Silalahi	47	62	109
(6) Tulungagung	1,208	1,277	2,485
(7) Philippine Tuberculosis Society, Inc. (PTSI) Transitory Site	250	280	530
(8) Zamboanga East and West Central School (ZEWCS) Transitory Site	96	107	203
(9) Taluksangay	831	969	1,750

Of the 8,183 IDPs recorded by DILG in the different evacuation sites, 4,176 were men (51.03% of total) and 4,007 were women (48.97% of total). The most number of women IDPs documented are from the 6-14 and 19-59 age brackets (with the exception of Zone C (Cawa-Cawa), where the 60 above age bracket has the most number of cases at 11, followed by the 6-14 age bracket at eight cases). The number of IDP women from the 6-14 and 19-59 age groups combined constitutes 71.43% of the total number of women IDPs documented (2,862 out of 4,007), and 34.97% of the total number of recorded cases (2,862 out of 8,183). The highest rate of combined incidence from the 6-14 and 19-59 age brackets is in Zone C at 79.07% (408 out a total of 516), while the highest number of combined cases from the same age brackets is registered in Zone A (948).

On the other hand, DILG recorded data of IDPs in transitory sites show that out of 11,794 people, there were 5,693 men (48.27% of total) and

6,151 women (52.15% of total). For all the transitory sites, the most number of women IDPs documented are from the 6-14 and 19-59 age brackets. The number of IDP women from the 6-14 and 19-59 age groups combined constitutes 67.08% of the total number of women IDPs documented (4,126 out of 6,151), and 34.84% of the total number of recorded cases (4,126 out of 11,844). The highest rate of combined incidence from the 6-14 and 19-59 age brackets is in PTSI at 75.36% (211 out a total of 280), while the highest number of combined cases from the same age brackets is registered in Mampang I (1,449).

Comparatively, numerical data from DSWD, DOH, and DILG as regards people displaced during the Zamboanga siege differ. The difference may lie in the time interval of reporting or possibilities of under/over-reporting (i.e. double counting). However the explanation of the discrepancy must come from the concerned agencies themselves.

1.1.2. Sex-disaggregated data on victims of trafficking and SGBV in evacuation/IDP camps and in conflict-affected communities.

As stated in the Definition of Terms of the *OPAPP-PCW JMC 2014-01*, **CONFLICT-RELATED SEXUAL VIOLENCE** is defined as:

“an act of sexual in nature used or commissioned as a tactic of war in order to deliberately humiliate, dominate, instill fear, disperse or forcibly relocate civilian member of the community or ethnic group, or both, and henceforth impede the restoration of peace and security. It encompasses rape, sexual slavery, enforced prostitution, forced pregnancy, enforced sterilization or any other form of sexual violence of comparable gravity which may include indecent assault, such as sexual harassment, sexual trafficking, and inappropriate medical examinations, among others, that occur in the specific context of war or armed conflict.”⁵⁷

while **CONFLICT-RELATED VIOLENCE AGAINST WOMEN (VAW)** refers to:

57 OPAPP-PCW Joint Memorandum Circular 2014-01, Integration of Women, Peace and Security Programs, Activities and Projects (PAPs) in Annual Gender and Development (GAD) Plans and Budgets (GPRs) and Gender and Development Accomplishment Reports (GAD ARs), Annex E on Definition of Terms. Online available at http://www.pcw.gov.ph/skes/defaultfiles/documents/laws/pcw-opapp_joint_memorandum_circular_2014-01_women_peace_PAPs_GPB.pdf.

“any act of gender-based violence that results in, or is likely to result in, physical, sexual, or psychological harm or suffering to women, including threats of such acts, coercion, or arbitrary deprivation of liberty specifically occurring in the context of armed conflict. It shall be understood to encompass, but shall be not limited to, the following:

- ▶ Physical, sexual, psychological, and economic violence occurring in the family, including battering, sexual abuse of female children in the household, dowry-related violence, marital rape, and other traditional practices harmful to women, non-spousal violence, and violence related to exploitation;
- ▶ Physical, sexual, and psychological violence occurring within the general community of conflict-affected areas and IDP camps, including rape, sexual abuse, sexual harassment, trafficking in persons, and prostitution; and
- ▶ Physical, sexual, and psychological violence perpetrated or condoned by the State, wherever it occurs.”⁵⁸

Data submitted by agencies for this indicator **do not directly point** to conflict-related SGBV and trafficking. At best, what were documented were VAWC cases recorded in CAAs identified by agencies in their submitted data. Thus, unless **explicitly** stated as SGBV and trafficking because of armed conflict, the most that could be done with the current data sets would be that of **inference**. In this light, **PAMANA regions/provinces** were used as **reference** since these are the areas that have already been identified as ‘conflict zones.’

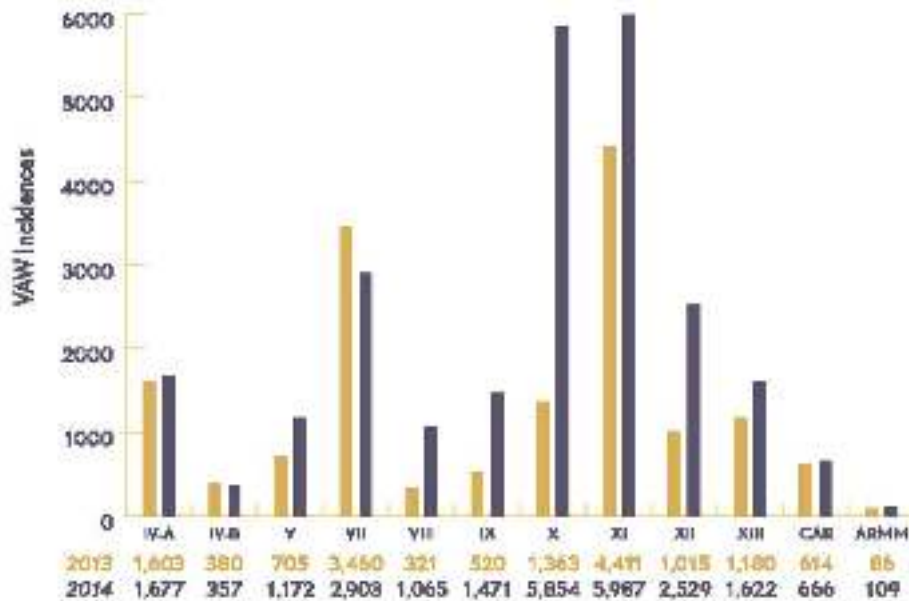
For example, in 2013, DSWD documented 131 cases of VAWC in four conflict-affected municipalities of Compostela Valley affected by Typhoon Pablo. Similarly in 2013, 1,979 individual victim survivors of trafficking in 17 regions have been reported to avail one or more of the following services:

⁵⁸ Ibid.

- ▶ 367 survivors received livelihood assistance
- ▶ 111 received support for victims/witnesses
- ▶ 509 were provided financial assistance under the Balik-Probinsiya Program
- ▶ 43 received skills training
- ▶ 636 were sheltered temporarily in Residential Care Facilities and Processing Centers
- ▶ 819 were reintegrated with their respective families and/or communities

The bar graph below shows data on documented incidences of VAW in Regions with PAMANA programs submitted by the PNP Women and Children Protection Division (WCPD) for years 2013 and 2014.

GRAPH 1. VAW INCIDENCES, 2013 AND 2014 (PNP WCPD)

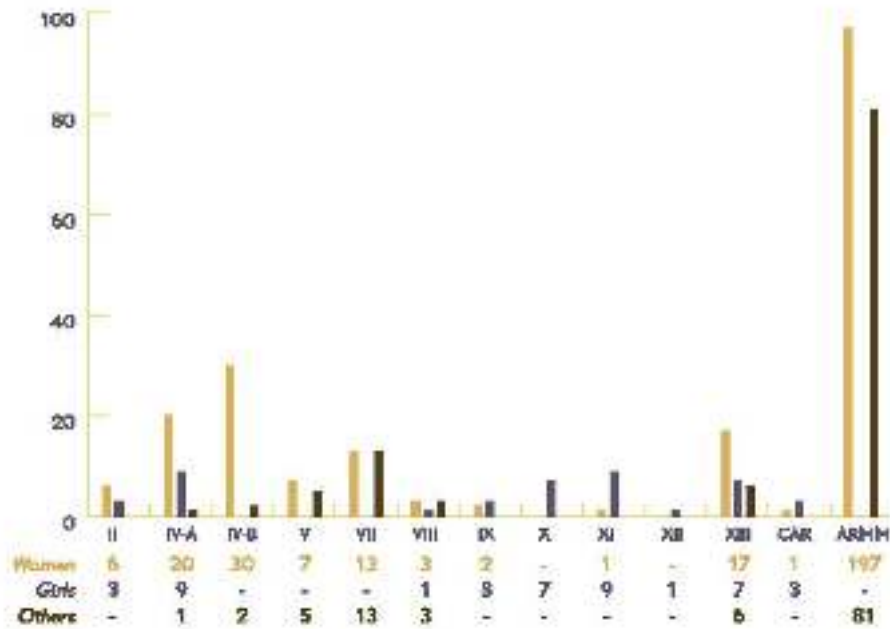


Although data that were gathered were limited to a two-year data set, the cases for VAWC in these regions increased by 64.87% from 15,658 in 2013 to 25,816 in 2014. Of these data, the highest increase can be noted in Region X at 329.49% (from 1,363 documented cases in 2013 to 5,854 in 2014). Although Region XI registered the highest number of documented cases for both years, the rate of increase from 2013 to 2014 is low at 35.73%. Regions IV-B and VII were exceptions to the general upward trend in the number of documented cases, posting decreases of 6.05% and 16.10% from 2013 to 2014, respectively.

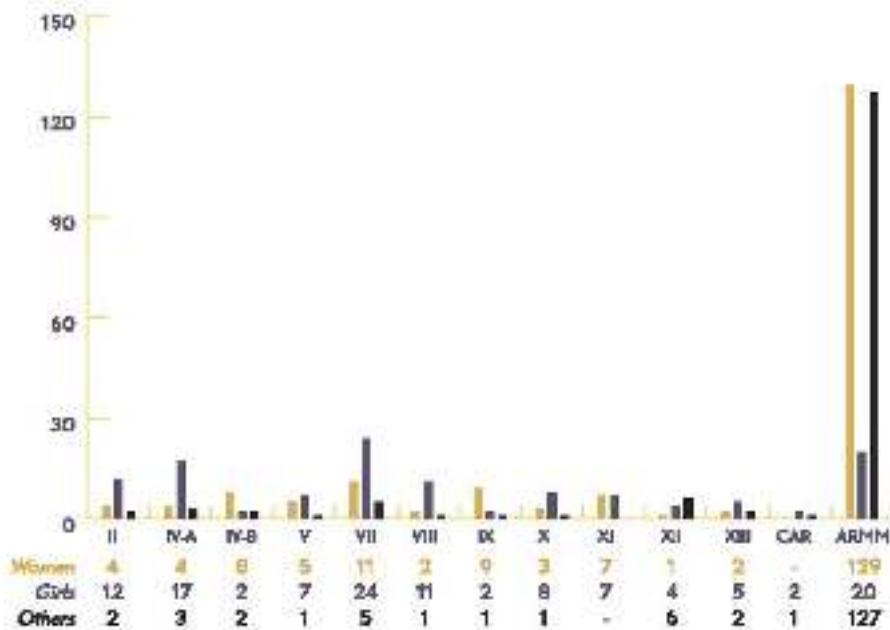
The PNP WCPD also submitted sex-disaggregated data on documented cases of trafficking in the years 2013 and 2014. The bar graphs below summarize the data disaggregated into “Women”, “Girls”, and “Others”.⁵⁹

⁵⁹ The “Others” mean non-women and non-girl victims.

GRAPH 2A. DOCUMENTED CASES OF TRAFFICKING, 2013 (PNP WCPD)



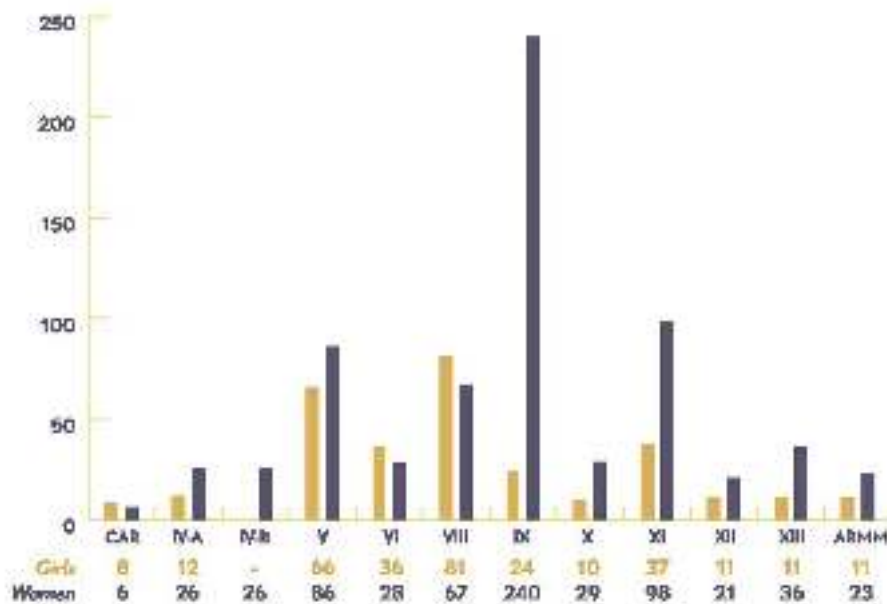
GRAPH 2B. DOCUMENTED CASES OF TRAFFICKING, 2014 (PNP WCPD)



ARMM posted the highest recorded cases for both 2013 and 2014.⁶⁸ The rate of increase in the recorded cases in ARMM is around 53%-55%. Furthermore, in the immediate aftermath of the Zamboanga siege, the PNP recorded eight complaints under VAWC from women displaced by the conflict who sought refuge at the San Joaquin Stadium Grandstand. The complaints were mostly physical abuse by husbands of their wives.

The bar graph below summarizes the DOJ-IACAT data on trafficking in women and girls.

GRAPH 3. TRAFFICKING IN WOMEN AND GIRLS, DOJ-IACAT (JANUARY TO AUGUST 2014)



68 Data covering the period from January to September 2014.

The above data pertain to NAP-related PAPs as relevant agencies are already documenting incidences of VAW and trafficking prior to the NAP—linking these cases in the context of conflict-affected areas was done through mere inference (i.e. culling of data from CAAs, specifically, PAMANA areas).

- 1.2. Women and girls in evacuation/IDP camps, in conflict-affected communities, and those temporarily staying with families and friends are protected.

This indicator refers to the documentation of and response to conflict-related SGBV (including trafficking) and provisions for services with regard to conflict-affected women in light of reproductive and psychosocial health; sanitation, health, lighting facilities, and security in IDP camps; and referral system.

As of December 2015, there are 2,975 KALAHI-CIDSS PAMANA Subprojects (SPs) completed located in eight regions (Regions IV-A, V, VIII, IX, X, XI, XII, and CARAGA). An estimated 848, 248 females; 982, 932 males; and 78, 598 IPs benefitted from the SPs. Among the KALAHI-CIDSS PAMANA SPs are barangay peace centers, barangay health stations, birthing rooms for pregnant women, streetlights for areas frequented by women and girls, farm to market roads, day care centers, Muslim-Christian Peace dialogue centers, water systems, madrasahs, pathways, and capability building for livelihood support such as farming and fishing, among others.

- 1.2.1. Zero or low incidence of SGBV including trafficking

Since 2010, the DSWD has been implementing the Women in Especially Difficult Circumstances (WEDC) Program. According to a respondent from DSWD, “WEDC cases are women clients identified through the following case categories: sexually-abused (rape, incest or acts of lasciviousness); physically- abused/maltreated/battered; victims of illegal recruitment; victims of involuntary prostitution; victims of armed conflict; victims of trafficking; and other pertinent case categories.”

Table 6a below lists data provided by the DSWD on rape, involuntary prostitution, and trafficking as well as women affected in armed conflict SERVED/ASSISTED⁶¹ by the agency from 2010 to September 2015 in various areas (as indicated in the footnotes):

Table 6a. DSWD Data on WEDC Specific to Rape, Involuntary Prostitution, Trafficking and Women in Conflict

Category	2010	2011	2012	2013	2014	2015
Rape, involuntary prostitution, and trafficking ⁶²	152	197	110	114	84	376 ⁶³
Women in armed conflict ⁶⁴	3,051	9,066	2,193 ⁶⁵	1,016 ⁶⁶	716 ⁶⁷	36

The trend is sinusoidal, with crests and troughs. The peak of rate of decrease in the cases of rape, involuntary prostitution, and trafficking is registered in 2011-2012 at 44.16%, while the peak of rate of increase is registered in 2010-2011 at 29.61%. After a minimal rate of increase at 3.64% during 2012-2013, a substantial rate of decrease in the number of cases is registered in 2013-2014 at 26.31%.

In terms of facilities, the DSWD has Haven for Women, Haven for Women and Girls, and Home for Girls in conflict-affected regions such as CAR, II, III, IV-A, V, VII, VIII, IX, X, XI, XII, and XIII that handles WEDC cases, Youth in Need of Special Protection (YNSP) as well as Children in Need of Special Protection (CNSP). The DSWD has nine Havens for Women, four YNSP and Women centers, and 11 Home for Girls all over the country, both in conflict and non-conflict affected areas, for a total of 24—of this number, 15 are found in conflict-affected regions as can be seen in Table 6b. In theory, therefore, the DSWD has facilities to assist women conflict-areas that have been

61. In the English frame of government agencies, the term 'served/assisted' refer to people availing of their programs and services.

62. Cases served in the following conflict-affected regions: CAR, IV-A, IV-B, V, VII, VIII, XI, XII, XIII.

63. Cases served in the following conflict-affected regions: CAR, II, IV-A, IV-B, V, VI, VII, VIII, XI, X, XII, XIII, Cagaya.

64. Categorized into involved (i.e. rebel women) and affected (i.e. community women).

65. Served in Region III (Central Luzon).

66. Served in Region II (Cagayan Valley).

67. Served from Region IX (Zamboanga Peninsula).

68. Served from Regions IX and XII.

69. Served from Regions X and XII.

victims of VAW and those who have been involved or affected by armed conflict.

Data-wise, the DSWD documents rape, involuntary prostitution, and trafficking nationwide and can cull data specific to regions that have CAAs. As regards facilities, they also serve/assist women involved and affected by armed conflict.

Table 6b. DSWD WEDC Centers in Conflict-Affected Regions

Sector	Center	Location (Region/City)	Sub-Total
WEDC	Haven for Women	III—Megalang, Panboanga; IV-A—Rosario, Baler gas; VII—Lobaton, Cebu City; VIII—Palo, Leyte; IX—San Roque, Zamboanga City; X—Cagayan de Oro City	6
YNSPA and Women	Haven for Women and Girls	CAR—Baguio City; II—Solana, Cagayan; V—Ligao, Alalay City; XI—Mad. Davao City	4
Children in Need of Special Protection	Home for Girls	VII—Cebu City; VIII—Palo, Leyte; X—Cagayan de Oro; XII—Koronadal City; XIII—Bajaur City	5

1.2.2. Number of women provided with Minimum Initial Service Package (MISP)

The idea of Minimum Initial Service Package first emerged as a product of the work of an Inter-agency Working Group (IAWG) on Reproductive Health in Refugee Situations composed of “approximately 40 UN, academic research, governmental and nongovernmental organizations (NGOs) that came together in 1995 to address RHI for refugees.”⁷⁰ According to the United Nations Population Fund (UNFPA), MISP is “a series of crucial actions required to respond to reproductive health needs at the onset of humanitarian crisis” and as such, aims to “ensure and organization is identified to lead the implementation of MISP, prevent and manage the consequences of sexual violence, reduce HIV transmission, prevent maternal and newborn death and illness, plan for comprehensive sexual and reproductive health care, integrated into primary health

⁷⁰ Women’s Commission for Refugee Women and Children. 2006. Minimum Initial Service Package (MISP) for Reproductive Health in Crisis Situations: A Distance Learning Module. Online available at <http://gbvnet.net/wp-content/uploads/sites/2/2013/10/Minimum-Initial-Service-Package-MISP-for-Reproductive-Health-in-Crisis-Situations-A-Distance-Learning-Module.pdf>.

care, as the situation permits.⁷¹ In light of this definition, this indicator pertains to the number of conflict-affected women PROVIDED with MISp as related to reproductive health (e.g. neonatal/maternal care) and psychosocial well-being.

Related data with regard to MISp is that of maternal mortality in PAMANA provinces. Based on data provided by DOH, 2012 saw Zamboanga del Sur having the highest rate of maternal mortality, while Camarines Norte posted the highest rate in 2013. This data, however, can be further nuanced as regards the rate of maternal mortality from CAAs in order to determine the impact of armed conflict on women's reproductive health. Nuancing essentially means trying to find out the rate of maternal mortality in conflict-affected communities and establishing data sets that would provide evidence for high or low maternal mortality rates.

71. United Nations Population Fund (UNFPA). "What is Minimum Initial Service Package?" Online available at <http://www.unfpa.org/resources/what-minimum-initial-service-package>.

Table 7. Maternal Mortality in PAMANA Provinces, 2012-12

Region	Province	Maternal Deaths (ratio/1,000 live births)	
		2012	2013
IV-A	Quezon	31	59
V	Camarines Norte	47	267
	Masbate	101	96
	Sorsogon	60	62
VI	Aklan	70	No data
	Antique	47	124
	Iloilo	39	35
	Negros OCC	64	68
VIII	E Samar	141	93
	N Samar	309	177
	W Samar	130	156
IX	Zambo Sur	399	No data
	Zambo Norte	55	41
	Zambo Sibugay	72	54
X	Lanao Norte	52	89
XI	Compostela	74	30
	Davao Norte	71	No data
	Davao Sur	134	109
	Davao Orient	110	86
XII	N Cotabato	122	No data
	Sarangani	143	No data
	S Cotabato	99	86
	Sultan Kudarat	78	90
XIII	Agusan Norte	106	75
	Agusan Sur	11	75
	Surigao Norte	87	220
	Surigao Sur	49	112
CAR	Abra	21	186
	Apoyan	129	128
	Benguet	64	15
	Iligan	28	84
	Kalinga	144	22
	Mt. Province	101	69
ARMM	Lanao del Sur	38	No data
	Maguindanao	45	No data
	Basilan	159	No data
	Sulu	100	No data
	Tawi-Tawi	71	No data

Specific to MISP-related interventions, according to data provided by the DOH, in 2013, 24,848 clients from regions with conflict areas affected by Typhoon Yolanda such as IV-B, VI, VII, and VIII, were provided with mental health and psychosocial services (MHPSS). More particular to the Zamboanga crisis, in 2014, the DOH provided MHPSS to 112,673 affected people. Related information from the UNFPA reported the turn-over of “two sets of reproductive health (RH) kits (RH kit 3 or the post-rape kits) to the Women and Children Protection Unit of the Zamboanga City Medical Center” and several reproductive health and medical missions were conducted in evacuation areas, including services to 287 pregnant women and 218 lactating mothers, and the distribution of 504 dignity kits.⁷²

To extend the services in providing maternal health care, DOH deployed 90 doctors, 11,000 nurses and 2,000 midwives to decrease maternal deaths by improving access to maternal health information and services. A total of 33,800 women patients also availed of maternal and reproductive health and gynecological services in 12 DOH hospitals.

Similarly, the DILG also reported that it provided psychosocial support (i.e., to address psychosocial distress) as well as advocacy and IEC materials on child-abuse, gender-based violence, human trafficking and persons with disabilities to those who were affected by the siege in Zamboanga.

DSWD reported that about 300 women in Barangay Cogon, Roxas City, Capiz who were affected by Typhoon Yolanda availed of services provided at the Women-Friendly Space (WFS) in 2013. Services included lectures on disaster preparedness, breastfeeding techniques, parenting responsibilities; woman-beneficiaries were also provided with basic kits containing flashlights, whistles, brassieres, underwear and sanitary napkins.

72. UN Office for Coordination of Humanitarian Affairs, “Situation Report Number 99” (as of 22 October 2013), http://www.wpro.who.int/philippines/areas/mergencies_disasters/updates/DCHA_Zamboanga_and_Resilio_SitRep_No9_23Oct2013.pdf.

On the part of the NCMF, it developed a draft module on MHPSS for Muslim Filipinos in 2014 with the objective of creating a culturally-sensitive MHPSS program. Consultations on the module were conducted in the latter part of the year.

1.2.3. Presence of separate health and sanitation areas

This indicator intends to document the existence of separate health and sanitation areas for women and girls, particularly, (but not necessarily limited to IDP camps). To a large extent, such can be operationalized through the presence of WFS in areas of concern.

In 2012, the DSWD pilot-tested three WFS in Compostela Valley for women affected by Typhoon Pablo. The following year, there were 13 WFS established in Regions IX, XII and the ARMM that were handled by partner non-government organizations (NGOs) such as the Child Abuse Prevention and Intervention Network or CAPIN for Region IX and Mangungaya Mindanao Inc. for Region XII and ARMM. And as of July 2014, there are 10 WFS in different parts of the country.

The UN OCHA likewise reported the creation of a WFS by the Gender-Based Violence (GBV) Sub-Cluster “with 10 referral pathway at the grandstand and provided 11 sexual assault investigation kits.”⁷³

1.2.4. Adequate lighting of facilities/areas frequented by women and girls

This indicator relates to the security of women in areas of concern such as conflict-affected communities and IDP camps.

According to NEA, lighting facilities were provided in different conflict-affected barangays under the PAMANA program in 2010. These are four Barangays in Samar (Imelda, Mabuhay, San Isidro, and Curry), nine in Maguindanao (Cabayuan, Payan, Lapaken, Mataya, Biarong, Lamud, Kabuntalan, Kateman, Timbaluan), one Barangay in Surigao del Sur (Bitaugan), and one in Zamboanga del Sur (Cogonan). Many identified areas still need to be electrified but the challenge, according to a NEA official, was that there were no access roads to these remote places.

⁷³ UN Office for Coordination of Humanitarian Affairs, “Situation Report No. 09” (as of 22 October 2013), http://www.unocha.org/philippines/areasofconcern/emergencies_disasters/updates/OCHA_Zamboanga_and_Basilan_SitRep_No9_23Oct2013.pdf.

In 2015, NEA reported that lighting facilities were completed in the following conflict-affected barangays: Cambuga in Mulanay, Quezon; Paitan in Escalante and Bandila in Toboso, Negros Occidental; Central in Mati, Davao Oriental, Kilada in Matalam, North Cotabato and Simbalan in Buenavista in Agusan del Norte.

On the part of the Armed Forces of the Philippines (AFP), it reported that in the third quarter of 2014, 22 out of 65 areas identified have been electrified under the Rural Electrification Program. Some of these barangays are in Oriental Mindoro (Benli), Negros Occidental (Celestino Villacin, Minoyan), Zamboanga del Norte and Zamboanga Sibugay (Kalawil, Bulalacan, Linguisan), Lanao del Norte (Madaya), Davao Oriental (Don Mariano Marcos, Maragatas), and North Cotabato (San Mateo, Badiangon, Patindeguin, Bulanang, Macasendeng).

For 2015, DOE also completed Electrification of Brgy Tandik, Maragusan in Compostela Valley (25 households) and Five sitios namely Toka na Oleis, Palao, Kababan, Aleing and Campo & Sr. malao in Brgy. Balatikan, Pikit, North Cotabato with a target beneficiaries of 625 households.

1.2.5. Presence of **security personnel** (police, barangay, etc.)

This indicator intends to map out the presence of security personnel in areas of concern such as (but not limited to) IDP camps). For example, according to the 22 October 2013 *Situation Report* issued by the UN OCHA, around 200 police officers were oriented on “protecting IDPs from sexual exploitation and sexual abuse” while 285 PNP scouts, NGOs, camp managers and volunteers were trained on the protection of IDPs.⁷⁴

On the other hand, based on the submitted data from the DILG in connection with the deployment of security personnel in IDP camps after the Zamboanga siege, it was reported that 15 PNP personnel were deployed in Grandstand Zone A along with one *barangay tanod*; also deployed were 24 Philippine Marines (PM)—15 of them in Grandstand Zone A and 7 in Buggoc. The same report also

⁷⁴ UN Office for Coordination of Humanitarian Affairs, “Situation Report No. 09” (as of 22 October 2013). http://www.unocha.org/philippines/areas/emergencies_disasters/updates/OCHA_Zamboanga_and_Basilan_SitRep_No9_23Oct2013.pdf.

documented the deployment of 24 male and 13 female peacekeepers in Grandstand Zones A, B, C, D as well as in the transitory sites of Mampang 1 and Buggoc.

Given the available data, the ratio of IDP population served to the number of security personnel serving in aggregate terms is 168 IDPs per security personnel (12,590 total IDP served by 75 total security personnel). The following are the ratios for each of the areas where data are available: Zone A—78 IDPs per security personnel; Zone B—129 IDPs per security personnel; Zone C—378 IDPs per security personnel; Zone D—415 IDPs per security personnel; Mampang I—1101 IDPs per security personnel; and Buggoc—66 IDPs per security personnel.

1.2.6. Presence of VAW Desks in evacuation/IDP camps

There are many VAW Desks within or near conflict affected areas that can serve women affected by armed conflict. Based from the DILG data on their monitoring of MCW compliance⁷⁵, a total of 978 VAW desks had been set up in certain conflict affected areas.

⁷⁵ Source of data: DILG https://docs.google.com/spreadsheets/d/1T4CicqVy5muskjPxyDf19DCGSj4e_AWgyX7SILMF3X4/edit?gid=76572760

Region	Province	Municipality	Number of Brgy VAW Desks
II	Nueva Vizcaya		276
IV-B	Oriental Mindoro	Sulalacao (San Pedro)	15
IV-B	Oriental Mindoro	Glenn	27
IV-B	Oriental Mindoro	Mansalay	17
IV-B	Palawan	Aborlan	19
IV-B	Palawan	Balabac	12
IV-B	Palawan	Basaraza	22
IV-B	Palawan	Brooke's Point	18
IV-B	Palawan	Quezon	14
IV-B	Palawan	Rizal (Marcel)	10
XIII	Agusan Del Norte	Buenavista	25
XIII	Agusan Del Norte	Carner	8
XIII	Agusan Del Norte	City Of Cabadbaran	31
XIII	Agusan Del Norte	Jabonga	15
XIII	Agusan Del Norte	Kitcharao	11
XIII	Agusan Del Norte	Las Nieves	20
XIII	Agusan Del Norte	Magallanes	8
XIII	Agusan Del Norte	Nasipit	19
XIII	Agusan Del Norte	Remedios T. Romualdez	8
XIII	Agusan Del Norte	Santiago	9
XIII	Agusan Del Norte	Tubay	13
XIII	Agusan Del Sur	Ruanan	16
XIII	Agusan Del Sur	City Of Bayugan	42
XIII	Agusan Del Sur	Esperanza	67
XIII	Agusan Del Sur	La Paz	15
XIII	Agusan Del Sur	Loreto	17
XIII	Agusan Del Sur	Procedidad	32
XIII	Agusan Del Sur	Roxario	11
XIII	Agusan Del Sur	San Francisco	27
XIII	Agusan Del Sur	San Luis	25
XIII	Agusan Del Sur	Santa Josefa	11
XIII	Agusan Del Sur	Sibagat	24
XIII	Agusan Del Sur	Trento	16
XIII	Agusan Del Sur	Vecueta	18
XIII	Basilan City	Basilan City	86

The PNP reported that there were 2,760 VAW desks in 13 conflict-affected regions from 2013-14, which, in theory, can be directly tapped to assist women who have been victims of VAW because of armed

conflict. But we cannot infer based on the data that the VAW cases were due to armed conflict. And according to the data provided by the PNP, these VAW Desks mostly have women as desk officers. Table 8 provides a side-by-side comparison of the data.

Table 8. PNP VAW Desks in Conflict-Affected Regions, 2013 and 2014

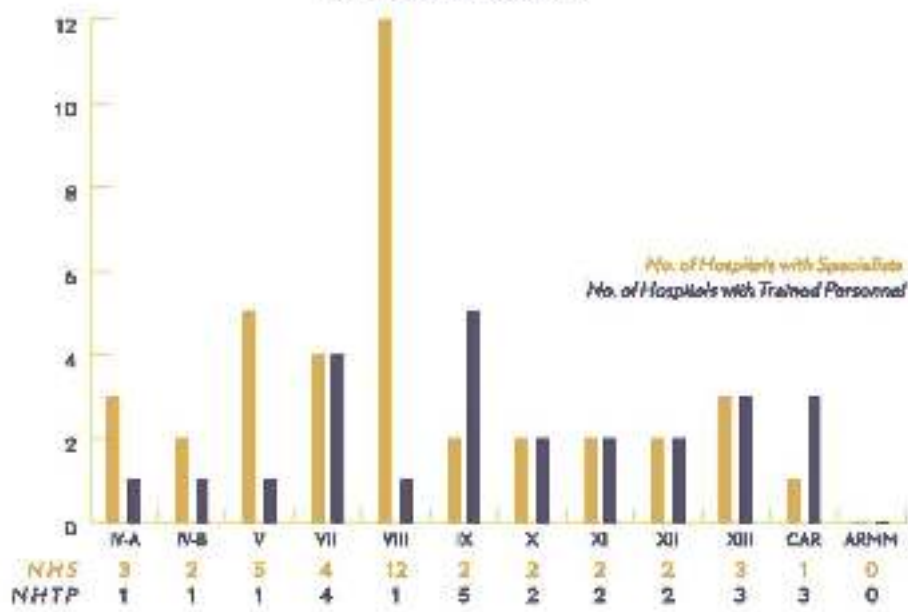
Region	2013	2014
IV-A	148	148
IV-B	81	81
V	122	124
VII	155	160
VIII	155	153
IX	82	87
X	114	114
XI	68	67
XII	67	67
XIII	83	84
CAR	93	94
ARM	109	107
TOTAL	1,279	1,286

In the case of Zamboanga City, there is a WCPD located at the Zamboanga City Police Office that provided data on VAW in connection with people displaced during the siege.

To extend the services in providing maternal health care, DOH deployed 90 doctors, 11,000 nurses and 2,000 midwives to decrease maternal deaths by improving access to maternal health information and services. A total of 33,800 women patients also availed of maternal and reproductive health and gynecological services in 12 DOH hospitals.

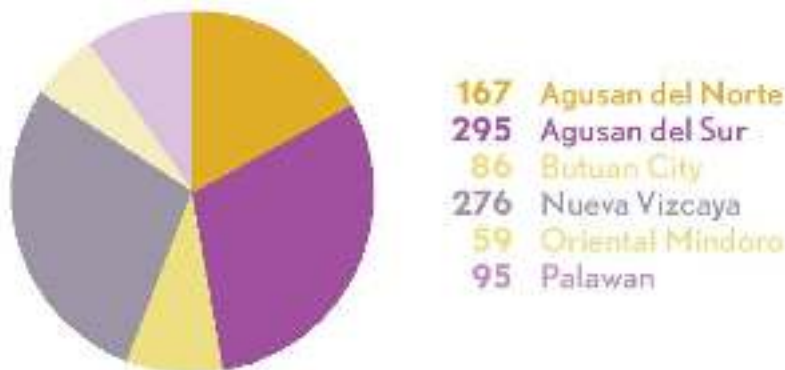
On the other hand, through DOH's Administrative Order (AO) 2013-0011 on "The Revised Policy on the Establishment of Women and their Children Protection Units in All Government Hospitals", a number of government hospitals now have accredited women and children specialists trained in handling cases of abuse (see Table 8b below). These personnel can provide medical and psychosocial services in government hospitals with trained specialists, for women who have experienced conflict-related VAW.

GRAPH 4. DOH GOVERNMENT HOSPITALS WITH ACCREDITED SPECIALISTS AND TRAINED PERSONNEL



VAW desks have also been institutionalized and operationalized in conflict affected areas. Based from the DILG data on their monitoring of MCW compliance⁷⁶, a total of 978 VAW desks had been set up in certain conflict affected areas.

NUMBER OF VAW DESKS PER PROVINCE



1.2.7. Presence of capable security and health/psychosocial personnel handling conflict related SGBV and trafficking.

76 Source of data: DILG https://docs.google.com/spreadsheets/d/1tT4ImqYy8mm1qjPxyDE9DCCGsg4jg/_/VGyX7SRMEMX4/edit#gid=766172769

This indicator points to having security and health/psychosocial personnel capable of handling conflict-related SGBV and trafficking. Capability in this context is having the skill to handle such cases specific to the situation of armed conflict.

The DOH is a frontline service provider for health and psychosocial interventions, albeit, in general situations. They have three (3) programs that are most relevant and can be tapped to provide these critical services to women affected by conflict: Doctors to the Barrios (DTTB), Nurse Deployment Project (NDP), and Community Health Teams (CHT) For example, in the data provided by the Health Policy Development and Planning Bureau of the DOH, it was recorded that the top three PAMANA provinces where doctors were deployed under the DTTB program from 2011 to 2014 were Lanao del Norte, Maguindanao, and Lanao del Sur. Table 9 summarizes the data on the DTTB.

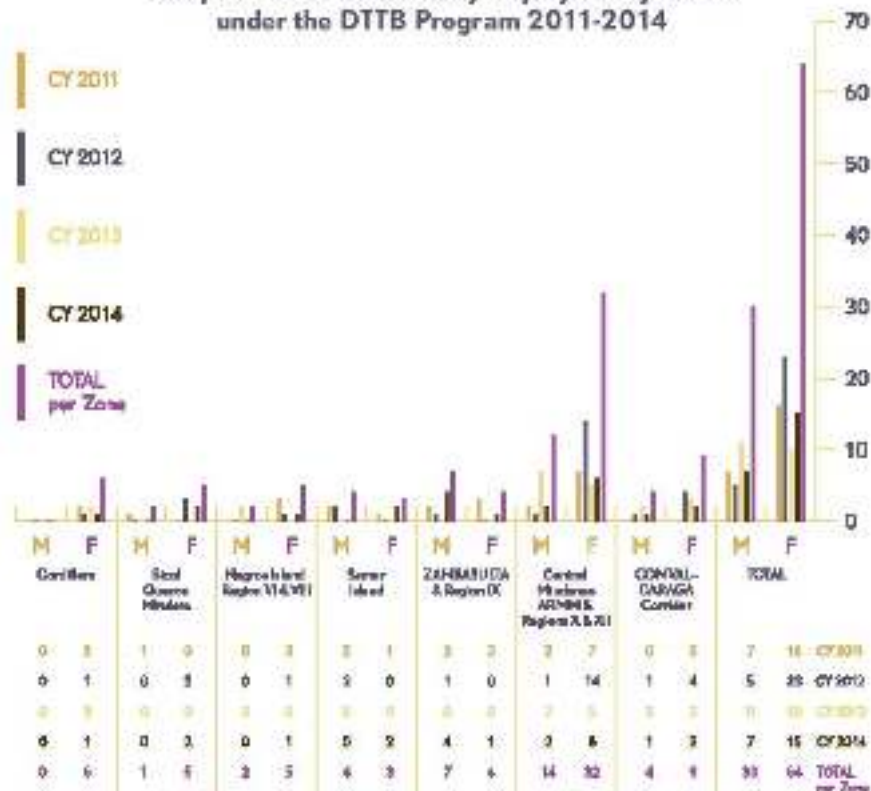
Table 9. Number of Newly Deployed Physicians under the Doctors to the Barrios (DTTB) Program 2011–2014

PAMANA Zone	Region	Province	CY 2011		CY 2012		CY 2013		CY 2014		Total / province 2011–2014	
			Male	Female	Male	Female	Male	Female	Male	Female		
Cordillera	CAR	Abra	0	0	0	0	0	1	0	1	2	
		Apayao	0	1	0	0	0	0	0	0	1	
		Benguet	0	0	0	0	0	0	0	0	0	
		Iligao	0	0	0	0	0	0	0	0	0	
		Kalinga	0	1	0	1	0	0	0	0	2	
		Mountain Province	0	0	0	0	0	1	0	0	1	
Island Quezon-Mindoro	IV–A	Quezon	1	0	0	0	0	0	0	0	1	
Negros Island, Region VI and VII		V	Camarines Norte	0	0	0	0	0	0	0	1	1
			Marikina	0	0	0	1	0	0	0	0	1
	Sorsogon		0	0	0	2	0	0	0	1	3	
Negros Island, Region VI and VII	V	Aklan	0	0	0	0	0	0	0	0	0	
		Antique	0	0	0	0	1	0	0	0	1	
		Iloilo	0	0	0	0	0	0	0	0	0	
		Negros Occidental	0	3	0	0	1	0	0	1	5	

	VII	Negros Oriental	0	0	0	1	0	0	0	0	1
Samar Island	VII	Eastern Samar	0	1	0	0	0	0	0	0	1
		Northern Samar	1	0	1	0	0	0	0	1	3
		Western Samar	1	0	1	0	0	0	0	1	3
ZAMBASU, ITA and Region IX	ARMM	Basilan	0	0	0	0	0	0	0	0	0
		Sulu	0	0	0	0	0	0	0	1	1
		Jawa-Jawa	1	1	1	0	0	0	2	0	5
	IX	City of Isabela	0	0	0	0	0	0	0	0	0
		Zamboanga del Norte	0	1	0	0	0	0	2	0	3
IX	Zamboanga del Sur	0	1	0	0	0	0	0	0	1	
	Zamboanga Sibugay	1	0	0	0	0	0	0	0	1	
Central Mindanao ARMM and Regions X and XI	ARMM	Lanao Del Sur	0	0	0	6	1	1	1	2	11
		Maguindanao	1	2	0	5	2	3	0	1	14
	X	Lanao del Norte	0	5	1	3	2	1	0	3	15
		XII	North Cotabato	1	0	0	0	0	0	0	0
	Sarangani		0	0	0	0	0	0	1	0	1
	South Cotabato		0	0	0	0	2	0	0	0	2
	Sultan Kudarat		0	0	0	0	0	0	0	0	0
COMVAL – CARAGA Corridor	X	Compostela Valley	0	0	0	0	1	1	0	0	2
		Davao del Norte	0	0	0	0	1	0	0	1	2
		Davao del Sur	0	0	0	0	0	0	0	0	0
		Davao Oriental	0	0	1	0	0	2	0	0	3
	XI	Agusan del Norte	0	0	0	1	0	0	0	0	1
		Agusan del Sur	0	0	0	0	0	0	0	0	0
		Surigao del Norte	0	0	0	3	0	0	1	1	5
		Surigao del Sur	0	0	0	0	0	0	0	0	0
TOTALS			7	16	5	23	11	10	7	15	94

Given the available data, 68.09%—or 64 physicians—of the total 94 DITBs deployed in PAMANA provinces from 2011 to 2014 are women. The women physicians outnumber the men in all years except 2013, when there was a rate of decrease of women physicians deployed from 2012 at 56.52%. Rates of increase have been registered in 2011-2012 (43.75%), and 2013-2014 (50%). The graph below summarizes the above data, aggregated by PAMANA zones.

Graph 5. Number of Newly Deployed Physicians under the DITB Program 2011-2014



A total of 7,996 nurses were deployed in PAMANA areas under the NDP from the 2011-2014, 79.98% of who are females (6,395), while the males constitute only 20.02% (1601). The most number of female nurses deployed during this interval were in Lanao del Sur (548, or 8.57% of total) and Maguindanao (519, or 8.12% of total). The aggregate number of female nurses deployed per year increased slightly by 6.71% in 2011-2012, and by 12.52% in 2012-2013, before slightly decreasing in 2013-2014 by 3.57%. The data are presented in Table 10 below.

Table 10. Number of Nurses Deployed in the Nurse Deployment Program in PAMANA Areas, 2011-14

Region/Zone	Region	CY 2011		CY 2012		CY 2013		CY 2014		Total/All PAMANA	
		Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Central	CAAR	2	6	4	13	12	20	2	12	2	24
	Caraga	5	64	3	9	5	37	3	11	22	121
	Davao	7	76	7	14	6	72	7	70	17	101
	Iloilo	3	23	3	28	11	62	2	27	20	79
	Kalag	4	79	6	28	11	39	8	32	39	114
	Mindanao	4	74	4	21	8	46	7	76	30	197
	Quezon	1	40	6	59	6	67	7	26	24	115
	Western	3	26	6	24	5	21	7	22	23	92
	Zamboanga	3	42	3	43	9	34	11	44	46	168
	Surigao	4	58	4	46	8	35	10	47	46	171
Mindanao Region (MWR)	KD	8	26	4	16	5	32	1	16	75	106
	ARMM	6	23	3	24	5	18	5	28	2	35
	Iloilo	6	33	10	34	12	38	11	43	32	148
	Western	31	80	5	54	24	104	37	81	61	310
	Surigao	11	49	2	42	15	61	17	62	53	214
	Eastern	5	23	3	22	3	1	4	14	17	55
	North	3	26	3	23	5	21	9	36	2	67
	Western	8	27	8	27	6	15	4	19	30	97
	Surigao	0	4	7	31	14	45	7	69	48	179
	Surigao	9	41	8	23	13	50	9	28	34	145
ZAMBASOUTH and Region IX	Freeport	0	7	7	27	7	15	7	70	7	97
	City of Misamis	2	7	1	5	0	25	2	9	11	43
	Zamboanga	9	29	8	23	5	25	0	17	24	103
	Zamboanga	30	111	3	52	13	59	11	64	34	191
	Combing	19	44	8	45	10	63	10	64	54	241
	Combing	0	72	51	207	40	136	53	194	164	540
	Misamis	0	36	47	168	43	155	40	143	134	510
	Surigao	21	134	8	54	20	74	18	87	26	149
	Surigao	21	94	16	68	13	44	20	86	32	155
	Surigao	7	28	7	23	8	25	12	27	33	104
Central Mindanao, ARMM, and Region 8 and 10	Surigao	3	11	2	11	3	12	4	18	12	53
	Surigao	20	29	19	42	17	65	18	63	23	278
	General	10	23	7	12	6	33	2	43	23	143
	Davao	6	22	3	17	0	30	7	21	23	100
	Davao	0	0	1	8	3	18	6	23	10	51
	Davao	9	33	4	41	4	19	8	20	23	100
	Surigao	9	23	6	23	5	20	3	11	20	77
	Surigao	10	42	3	30	14	58	11	40	48	193
	Surigao	9	25	9	32	9	17	7	27	24	111
	Surigao	4	27	6	23	0	24	4	16	21	92
TOTAL		188	1048	309	1542	439	1735	425	1673	1601	6395

In the case of DOH's CHT program specific to PAMANA provinces, aggregated data from 2013 to the third quarter of 2014 showed that 30,319 CHTs were trained and of this number, 29,301 were deployed. Data from the DOH recorded 58,713 members deployed in all PAMANA provinces, 56,760 (96.67%) of who were females and 1,953 (3.33%) males. It must be noted, however, that in order to ascertain if the three programs were able to service women affected by armed conflict in these provinces, **data at the conflict-affected/vulnerable municipal/city or barangay levels must be secured** that would take stock not only of sex-disaggregated data on the numbers deployed under the DTTB, NDP and CHT, but also how many women from CAAs who experienced conflict-related SGBV and trafficking were provided with health and psychosocial interventions by DOH personnel. Apart from conflict-focused data collection in CAAs, capacitation in light of conflict-related VAW must be part of the training, along with specialists that handle VAW in government hospitals.

1.2.8. Immediate documentation of women reporting conflict-related SGBV and trafficking to VAW Desks

According to the *2014 Annual Mindanao Displacement Report* released by the UN High Commissioner for Refugees (UNHCR), the initial recorded displacement due to the Zamboanga crisis in September 2013 was 132,000. Data informally shared by the PNP WCPD identified reported cases from the Grandstand of alleged VAWC, specifically, physical abuse, committed by husbands against their wives in the early part of October 2013.

In reference to OCHA's *Situation Report* dated 22 October 2013, following were noted as gender-based vulnerabilities and concerns:

“Risk of gender-based violence remain high due to congested ECs, limited female police officers, lack of partitions and lack of privacy. Transactional sex and human trafficking cases were reported. Three rape cases and 14 cases of intimate partner violence was reported;

Reported mixing of perpetrators and GBV survivors in temporary shelters.”⁷⁷

These information basically provide evidence that cases of VAW were reported not only to government agencies but also to humanitarian organizations and were subsequently documented. However, available data does not point to the immediacy of documentation from the time that the cases of VAW were allegedly committed. On this note, some gaps on women’s protection and documentation of cases were shared in the same OCHA *Situation Report* and these were:

- ▶ “Lack of trained social workers and police officers in the WCPU in Zamboanga City Medical Center.
- ▶ Lack of trained social workers and police officers in the in Zamboanga City Medical Center WCPU.
- ▶ Women who are reporting physical abuse (under RA 9262) are requested by the Surgery Department of the Zamboanga City Medical Center to secure a police blotter (daily written record of events or arrests issued by the PNP) before receiving treated. This is not appropriate for the survivor-centered management of GBV cases.
- ▶ There is a need to look for a temporary shelter for GBV victims-survivors needs to be examined as the existing City Social Welfare Development office managed residential facilities are full and survivors and children in conflict with the law are being mixed.”⁷⁸

- 1.2.9. Evidence of immediate and effective response (such as referral system, including the period <how much time/how many days> of response from the time the case was reported) on reported cases of conflict-related SGBV and trafficking.

According to PCW, they, along with the Inter-Agency Council on Violence against Women and their Children (IACVAWC) issued the

77. UN Office for Coordination of Humanitarian Affairs, “Situation Report No. 59” (as of 22 October 2013), http://www.unocha.org/philippines/areas/emergencies_disasters/updates/OCHA_Zamboanga_and_Basilan_SitRep_No9_23Oct2013.pdf.

78. *Ibid.*

Guidelines in the Establishment and Management of a Referral System on Violence Against Women at the Local Government Unit Level in 2010 that:

“covers the referral system primarily for cases of RAs 9262 (Anti-VAWC Law), 9208 (Anti-TIP Law), 8353 (Anti-Rape Law) and 7877 (Rape Victim Assistance and Protection Act)” and which “apply not only to CAA but to all LGUs throughout the country.”⁷⁹

Unfortunately, data was not accessed as regards the implementation of the referral system as it relates with the period of response for conflict-related SGBV and trafficking.

- 1.3. Number of gender and culturally- sensitive guidelines/protocols issued/ revised to appropriately handle women and girls' concerns in evacuation/ IDP camps, conflict-affected areas, and those temporarily staying with families and friends.

This indicator refers to existing relevant agency guidelines and protocols aimed at handling the concerns of conflict-affected women and girls. Examples of such as reported by some agencies are listed in the table below.

Table 11. Relevant Guidelines and Protocols

ISSUING AGENCY	YEAR ISSUED	ISSUED GUIDELINES/PROTOCOLS
DFA	2011	Circular to the Tokyo Philippine Embassy on the Briefing on Conflict Analysis and NAP/WPS ⁷⁹
		Memorandum to all Offices on the Training on WPS ⁷⁹
		Memorandum for Office of the United Nations and Other International Organizations (UNIO), Office of Consular Affairs (OCA), and Foreign Service Institute (FSI) on the DFA Compliance with NAP/WPS ⁷⁹
		Memorandum to all Offices on “WPS: Rethinking Global, Regional, and National Discourses and Practices” ⁷⁹
		Memorandum for the Office of the Secretary (OSFC), Office of the Undersecretary for Civilian Security and Consular Concerns (OUCSCC), Office of the Assistant Secretary for Strategic Policy Planning and Coordination (OSPPC), UNIO, OCA, and FSI on DFA’s commitments for NAP/WPS ⁷⁹
		Memorandum for Undersecretary for Administration on allocating funds from GAD for two WPS-related modules in the Geneva Declaration: Regional Review Conference ⁷⁹

79. Information provided by PCW in April 2015. For text of the Guidelines, see <http://www.pcw.gov.ph/publication/guidelines-establishment-and-management-referral-system-violence-against-women-local-government-level>.

		"Memorandum for the Undersecretary for Administration for the participation of OICs or Regional Offices in Conflict-Affected Areas in the Regional Review Conference on the Geneva Declaration on Armed Violence and Development."
DOH	2012	"Policy and Guidelines on Logistic Management in Emergencies and Disasters"
	2013	"National Policy on the Unified Registry System of DOH" (which includes VAWC registry system)
		"Guidelines for the Implementation of Section 19 of the IRR of RA 9745 or the Anti-Torture Act"
		"Revised Policy on the Establishment of Women and their Children Protection Unit in Government Hospitals"
		"Guidelines on Newborn Screening, DOH CHD and ARMM 4% Utilization Fund"
DSWD	2010	"Omnibus Guidelines on Shelter Assistance"
	2014	"Guidelines in the Institutionalization of Women-Friendly Space (WFS) in Camp Coordination and Camp Management."
	2015	<p>"DSWD MC No. 20 s. 2015 Enhanced RRPTP Guidelines in 2015"</p> <p>"DSWD MC No. 6, s. 2015 Guidelines in the Institutionalization of Women-Friendly Space in Camp Coordination and Camp Management, approved on 29 April 2015"</p> <p>"DSWD AO No. 12, 2015 entitled: "Enhanced the Guidelines on the Comprehensive Intervention Against Gender-Based Violence (CIAGV) on 17 August 2015."</p> <p>"DSWD was able to integrate the Gender Responsive Case Management (GRCM) in the Bachelor of Science in Social Work (BSW) Curriculum."</p> <p>"AO 7 s. 2015, DSWD Child Protection Policy in the Workplace"</p> <p>"AO 17 s. 2015, DSWD Child Protection Policy"</p> <p>Inputs on the following legislations and congressional resolutions:</p> <ol style="list-style-type: none"> House Bill No. 5285, "An Act Mandating the Provision of Emergency Relief and Protection of Children During Disaster, Calamity, and Other Emergency Situations Full Accounting of All Disaster-Relief Aid Donations Received by the Philippine Government," submitted on Feb. 10, 2015 House Bill No. 2342, "Full Accounting of all Disaster Relief Aid Donations," February 10, 2015 House Bill No. 5097, "An Act Expanding the Application of the Local Disaster Risk Reduction and Management Fund by Amending Republic Act No. 10121, otherwise known as the Philippine Disaster Risk Reduction and Management Act of 2010," dated March 11, 2015.
PNP	2014	"SAGIP-KARABAHAN (Security Awareness and other Gender-related Initiatives of the PNP in the Super Typhoon Yolande-Affected Areas in the Visayas)."

Based on submitted data responses, DFA has seven for 2014, DOH has two or one each for 2012 and 2013, DSWD also has eight (one each for 2010 and 2014, six for 2015), and PNP has one for 2014.

- 1.4. Number of frontline service providers and agencies capacitated in the protection of women and girls from conflict-related SGBV and trafficking in evacuation/IDP camps as well as in conflict-affected communities. These service providers must uphold the four core principles on handling SGBV cases, namely, confidentiality, safety, non-discrimination and respect.

Several frontline agencies have undergone or conducted capability building activities intended to respond to general humanitarian assistance situations. These activities can be used to advance the protection of women in the context of armed conflict, both within and outside the country. For example, field responders of DSWD (i.e., social development workers), DOH (i.e., community health teams), DOJ (prosecutors, law enforcers and judges) and DFA (i.e., assistance to nationals or ATN and rapid response teams or RRTs) can develop specialized training on gender and conflict-sensitive humanitarian services to appropriately respond to the needs and concerns of women and girls during relief operations.

The DFA has trained and deployed male and female RRTs in conflict-vulnerable host countries. For example, in 2013, 34 men and 20 women were part of RRTs deployed in Jeddah, Saudi Arabia and Sabah, Malaysia; the following year, 17 men and 12 women were trained and deployed in Libya, Tunisia, Gaza, Malta, and Iraq. Additionally, 56 men and 59 women were deployed for assistance to nationals in 2013 and 78 men and 67 women in 2014. From 2013 to 2014, male ATNs were deployed in Abu Dhabi, Abuja, Ankara, Baghdad, Bangkok, Beijing, Beirut, Berne, Brasilia, Brunei, Damascus, Doha, Dubai, Guangzhou, Hanoi, Hong Kong, Honolulu, Jakarta, Jeddah, Kuwait, Los Angeles, Macau, Madrid, Manado, Moscow, Muscat, Nairobi, New York, Phnom Penh, Pretoria, Riyadh, Rome, San Francisco, Seoul, Shanghai, Singapore, Tehran, Tokyo, Toronto, Tripoli, Vienna, Vientiane, and Washington, while female ATNs were deployed in Agana, Amman, Athens, Berlin, Brussels, Budapest, Buenos Aires, Chicago, Chongqing, Dhaka, Geneva, Islamabad, London,

Manama, Mexico, New Delhi, Osaka, Oslo, Ottawa, Paris, Port Moresby, Sydney, Tel Aviv, The Hague, Vancouver, Warsaw, Wellington, Xiamen, and Yangon.

In terms of absolute numbers, there is a steady increase in female presence in the ATN category of DEA frontline service providers, the highest being an increase of 11 female personnel from 2011 to 2012. However, in terms of percentages, the pattern is rather mixed, the significant point being 2013, where females composed 51% of the total ATN personnel (the other percentages are as follows: 41%-2010; 39%-2011; 43%-2012; and 46%-2014). For the RRI, female personnel appeared only starting 2013 with 20 females, and declined to 12 in 2014. Yet, looking at the percentages, the 2014 number (41% of the total) is actually larger than that of the 2013 (37% of the total).

The DOH reported that it has trained and deployed CHTs in various PAMANA zones such as Cordillera, Bicol-Quezon-Mindoro, Negros Island Region VI and VII, Samar Island, ComVal-Caraga Corridor, Central Mindanao ARMM-Regions X and XII, Zambasulta and Region IX. The DSWD, for its part, has also trained Social Welfare and Development Workers.

Institutionalization of an IP Quick Response Mechanism (QRM) to Address Human or Indigenous Peoples' Rights Violation (IPRVs). The project was started in 2013. In 2015, a QRT/QRU follow-up Seminar-Workshop on IPRVs was done at The Farm located at Carpenter Hills, Koronadal City last December 9-10, 2015. First day of the workshop focused on the Evidence gathering and preservation (Crime Scene Preservation) and Incident Report Drafting with PCI Danilo C. Dela Cruz as the resource person. Then, Atty. Adolf Ryan Lantion, Regional Hearing Officer of NCIP XII, tackled the Culture Sensitivity, IPRA and FPIC. Ms. Lina A. Hapal, OIC—TMSD Chief, then shared her expertise on the Ancestral Domain Mapping vis—à—vis Customary Laws and Sacred Places Workshop.

CADT Holders Forum. NCIP Regional 12, together with 200 IP participants, participated the Mindanao-wide Ancestral Domain Holders Conference Forum, held in Big 8 Corporate Hotel, Tagum City last November 18-19, 2015. The forum aims to gather multi-sectoral

representatives, with priority consideration for traditional leaders, Baylans, IP Youth and IP women from different ICCs in Mindanao to reflect on the general situation of IPs in Mindanao. It also identified and determined the root causes of issues and conflicts affecting the rights and lives of the ICCs/IPs in their Ancestral Domains. The forum also gathered recommendations such as massive advocacy of IPRA, strengthening the Indigenous Political Structures and system of tribal governance to better address IP issues in Mindanao .

Relief Assistance to IP Calamity Victims. The NCIP provided assistance in the relief operations to victims of typhoon Lando last December 2015—January 2016 in the municipalities of Dingalan, Aurora, Gabaldon, Nueva Ecija and Casiguran & Dinalungan, Aurora. Assistance provided by NCIP includes the purchase of food supplies and goods amounting to 143,400. A total of 150 IP families benefitted.

In light of these, it would be interesting to develop gender-responsive as well as culturally-sensitive training modules specifically in the context of armed conflict and first response relief operations. The DFA, through its GAD Secretariat (under the Office of Personnel and Services), seems to be moving in this direction with the inclusion of WPS in its Pre-Departure Orientation Seminar (PDOS) in October 2014. It is recommended that humanitarian service agencies such as DSWD and DOH do the same, particularly in response to conflict-related SGBV and trafficking.

Secondly, it is likewise important to monitor and evaluate the impact of capacity development programs on service providers regarding policy and PAP formulation/revision to reflect/integrate WPS. Additionally, post-capacity development monitoring and evaluation should also assess the observance of the core principles (i.e., confidentiality, safety, non-discrimination and respect) in handling conflict-related SGBV cases, probably through feedback from service users.

- 1.5. Number of IEC interventions and materials on conflict-related SGBV and trafficking conducted/ disseminated.

This indicator aims to document the conduct of IEC interventions and dissemination of materials specific to conflict-related SGBV and trafficking, which, to a large extent, tries to extend the discourse and

practice of responding to VAW in conflict situations. For example, in 2012, PCW adopted the theme “VAW-Free Society in Times of Peace, Conflict and Calamity” in connection with the annual *18-Day Campaign to End Violence against Women* with the following objectives: “(1) to raise awareness about GBV in crisis situations for national government agencies (NGAs), local government units (LGUs) and the general public; (2) to increase support mechanisms and make it more accessible to VAW victim-survivors during disaster and crisis situation; and (3) to forge partnerships among stakeholders in addressing GBV in crisis situations.”⁸⁰

The DFA, on the other hand, has been conducting several interventions relevant to SGBV and trafficking. For example, in 2013, the DFA conducted a Training Program for Members of RRTs and Sexual Harassment Training for four Middle East and North African Posts. The following year, it held the DFA-UNODC Workshop on Anti-TIP for Middle East Posts and attended the Conference on SGBV Crimes in Conflict in Beirut. Specific to its contribution to curb trafficking in CAAs, the DFA in 2014 conducted mobile consular (passporting) missions in some of these areas. Regional Consular Office in Cotabato conducted this mission in Patikul, Sulu with 985 passports issued; other areas scheduled for similar mission are Jolo, Sulu and Marawi City.

- 1.6. Number of relevant mechanisms that are enabling to normalization in post-conflict communities (such as national or local policies that regulate/control the proliferation of small arms; demobilization, disarmament, and reintegration; LGU plans/programs to enable durable solution for IDPs).

This indicator pertains to relevant mechanisms that support post-conflict transition to normalization. As a complementary track to the peace process, PAMANA provides a comprehensive development program to conflict-affected and post-conflict areas. Another complementary track is the Comprehensive Local Integration Program (CLIP) which the Philippine government’s integration for members of the NPA “who have decided to abandon armed struggle and be mainstreamed into society.”⁸¹

80. *18-Day Campaign to End VAW 2012*. Philippine Commission on Women. Online available at <http://www.pcw.gov.ph/press/18-day-campaign-end-violence-against-women-2012>.

81. Department of Interior and Local Government. “OPAPP and DILG Orient CLIP for Mindanao Cluster.” Online available at

Several policies were drafted to further strengthen the implementation of PAMANA and CLIP. Foremost, the JMC 2013-2 of the Department of Environment and Natural Resources (DENR) and OPAPP entitled *Implementing Guidelines on Providing Employment Opportunities to Beneficiaries in Support of the Peace Process through National Greening Program, Forest Protection and Other Forest-Related Activities* provided the guidelines to operationalize the integration of former CPIA and RPMP-RPA-ABB-TPG rebels as “beneficiaries of the CLIP of PAMANA to become productive members of society and partners for national development, in particular through the NGP, forest protection, and other forest-related activities.”⁸² In the same vein, the OPAPP-DILG JMC 2014-01 provides “the system that will provide socio-economic interventions to former rebels and their families and to facilitate the healing process including the management and disposal of surrendered firearms.”⁸³

As regards PAMANA Pillar 2 on “building resilient communities” initiatives in Regions VIII, IX, X, XII, and Caraga, the DSWD-OPAPP *Guidelines on the Implementation of Socio-Economic Projects in Conflict Affected and Vulnerable Areas—Palyapa at Masaganang Pamayan-Sustainable Livelihood Program (PAMANA-SLP)* concentrated “on improving the socio-economic capacity of the community, enhances their access to basic services, and improve their standard of living through capacity development programs.”⁸⁴ Similarly, the DA-OPAPP AO number 14 (2013) centered on PAMANA Pillar 3 on “regional and sub-regional development” that provides projects such as farm to market roads and bridges, irrigation systems, food security interventions, and trainings, among others.⁸⁵ “Although there is no gender-specific provision in the PAMANA framework, operationally, in as far as the current government is concerned, the existing comprehensive frame of this program provides

<http://www.dilg.org.ph/secretariat/opapp-and-dilg-orient-clip-for-mindanao-cluster.html>.

82. Full text of DENR-OPAPP JMC 2013-2 available online at <http://pamana.net/Ment-opapp-implementing-guidelines-providing-employment-opportunities-beneficiaries-support-peace-pr>

83. Department of Interior and Local Government, Regional Office 10, Northern Mindanao, “OPAPP and DILG Orient CLIP for Mindanao Cluster.” <http://www.dilg.org.ph/secretariat/opapp-and-dilg-orient-clip-for-mindanao-cluster.html>.

84. Full text of (DSWD)-OPAPP PAMANA-SLP guideline available online at <http://pamana.net/guidelines-implementation-pamana-sustainable-livelihood-program-slp>.

85. Full text of DA-OPAPP AO 14 available online at <http://pamana.net/da-opapp-implementing-guidelines-palyapa-masaganang-pamayan-pamana-program>.

the opportunity strategic inclusion of WPS concerns.⁸⁶ In fact, there is a conscious effort to include women in post-conflict normalization and community development and peace process.⁸⁷

2. Access to justice

- 2.1. Through formal and informal (i.e. customary indigenous peoples laws) justice mechanisms, number of international humanitarian law (IHL) and conflict-related human rights violations including SGBV and trafficking are reported, investigated and prosecuted.

This indicator tries to document the reporting, investigation, and prosecution of IHL and human rights violations (HRV)—including SGBV and trafficking—in the context of armed conflict by formal and informal justice mechanisms. In a civil society monitoring report of the NAP on UNSCRs 1325 and 1820 released by WF Act 1325, Veneracion-Rallonza noted that “when VAW was contextualized in situations of armed conflict, **none** of the (agency) respondents replied that they know of any **conflict-related VAW** reported, investigated, prosecuted and adjudicated.”⁸⁸ This essentially means that there is no distinction as regards VAW that were specifically committed because or as a consequence of armed conflict. The seeming disregard for nuancing of VAW in the context of armed conflict was reaffirmed in an interview with an official from CHR-Eastern Samar when he explained:

“There is no real intention to hurt women that is why we have no recorded complaint. We have recorded complaints against the military, from men and not from women. Even if there were complaints from women, these were not VAWC. For example,

86. Veneracion-Rallonza, Ms. Lourdes and Miguel Nicolo V. Rallonza. 2015. Security Council Resolution 1325: Women Count—Civil Society Monitoring Report, Philippines (2013-2014). WF Act 1325. Quezon City. <http://wcaei1325.org/wp-content/uploads/2014/04/Women-Count-2014-Phil-Report-COMPLETE-VERSION.02.11.15.pdf>. P. 37.

87. See sample news briefs online: <http://www.pamana.net/news/pamana-women-fighting-their-way-home> and <http://opapp.gov.ph/ncwps/localization-npwps>.

88. Veneracion-Rallonza, Ms. Lourdes. 2013. “Services and Programs for Women in Conflict-Affected Areas.” Implementing the Philippine National Action Plan on UN Security Council Resolutions 1325 and 1820: A Civil Society Monitoring Report—March 2010 to January 2013. WF Act 1325. Quezon City: Philippines. P. 16. The agency respondents referred to in this quote were the Commission on Human Rights (CHR) for the Caraga Region, Cordillera Administrative Region (CAR), PSP offices from Pangasinan (Alaminos, Ibaos, San Quintin and Umingan), Mountain Province, Kalinga, and Apogao (Pudokir, DILG-national), DILG-Provincial Social Welfare and Development (PSWD) in Mountain Province, DILG in Region III, and PSWD Quezon Province.

women are arrested because they are suspected insurgents and the military will file cases against them as rebels. These women may complain on the grounds of illegal detention since they are not rebels. Sometimes, when men are arrested, their wives will be there and they will say they are not rebels or that they will say that their husbands are not rebels. So definitely, the probable violation is in that context alone and not because they were abused as women.”⁸⁹

- 2.2. Number of of gender and culturally-sensitive guidelines/ protocols revised/ issued on appropriate handling of survivors of IHL and conflict-related human rights violations (particularly, SGBV and trafficking) and reporting, investigation and prosecution of these crimes.

Based on submitted agency data, there are five (5) guidelines and protocols related to this indicator for the period of 2011 to 2013: three (3) were from DSWD and one (1) each from DOJ and PNP.

In 2012, DSWD issued AO No. 14, Series 2012, “Guidelines on the Institutionalization of Gender Responsive Case Management (GRCM) as a practice model in handling Violence Against Women (VAW) cases”. It was adopted in November 2012. Further, DSWD issued Manual on Gender Responsive Case Management and Training Manual on Handling Cases of Violence Against Women and Their Children (VAWC) for Barangay Officials. The following year, it issued the AO No. 2 series of 2013 “Guidelines in the Implementation of the Comprehensive Intervention Against Gender-Based Violence,” and “Guidelines in the Institutionalization of Women Friendly Space (WFS) in Camp Coordination and Camp Management.” Although these guidelines are specific to VAW, it could further benefit from the integration of conflict-related SGBV.

The DOJ, for its part, has a *Prosecutors Manual Part XI, Chapter VI* (Procedure Involving Victims of Trafficking in Persons and Violence Against Women and Their Children while the PNP has their revised *Criminal Investigation Manual* (2011) that stipulates protocols for the

89. *Ibid.*, p. 56.

investigation of crimes punishable by special laws such as those on VAWC, anti-TIP, human security, crimes against international humanitarian law, genocide and crimes against humanity, and anti-torture.⁹⁰

- 2.3. Number of of frontline service providers and agencies capacitated on various formal/ legal and informal customary mechanisms to appropriately handle IHL and conflict-related human rights violations against women (particularly, SGBV and trafficking).

This indicator aims to look at various interventions as regards the **capacitation** of relevant agency personnel on legal/informal customary mechanisms to respond to IHL and HRV against women. The Inter-Agency Council Against Trafficking (IACAT) currently employs **127** personnel who are assigned in task force offices and in the IACAT Secretariat office at the DOJ. In 2015, the DOJ, in partnership with the Inter-Agency Council Against Trafficking, reported that it has trained **21, 397 frontline service providers** on various topics related to trafficking. Those who were trained are 127 IACAT personnel, 57 judges, 7051 prosecutors, 3061 law enforcers, 655 social workers, 4274 government and 12,518 non-government personnel providing services for trafficking survivors. Among the topics discussed were protocols on interviewing a trafficked survivor, case build up and evidence gathering for law enforcers, and the rules of court on evidence and testifying for law enforcers.

Relative to the protection of IP groups against human rights, the NCIP Institutionalized an IP Quick Response Mechanism (QRM) to Address Human or Indigenous Peoples' Rights Violation (IPRVs) in 2013. In 2015, a QRT/QRU follow-up Seminar-Workshop on IPRVs was done at The Farm located at Carpenter Hills, Koronadal City last December 9-10, 2015 to capacitate NCIP and IP leaders on addressing Human or IPRVs. First day of the workshop focused on the Evidence gathering and preservation (Crime Scene Preservation) and Incident Report Drafting with PCL Danilo C. Dela Cruz as the resource person. Then, Atty. Adolf Ryan Lantion, Regional Hearing Officer of NCIP XII, tackled the Culture Sensitivity,

90 Philippine National Police. 2011. Revised Criminal Investigation Manual. Online available at <http://dcdm.pnp.gov.ph/DIDM%20Manual%20Criminal%20Investigation%20Manual.pdf>.

IPRA and FPIC. Ms. Lina A. Hapal, OIC—TMSD Chief, then shared her expertise on the Ancestral Domain Mapping vis-a-vis Customary Laws and Sacred Places Workshop.

- 2.4. Number of women and girl-survivors of IIL and human rights violations (including SGBV and trafficking) provided with **legal support** such as witness protection program and access to **legal remedies**.

This indicator aims to document the number of women and girl-survivors of IIL and HRV who have received legal support and access to legal remedies. In reconstructing data for this indicator, information on VAW cases will be presented first followed by data on investigation and prosecution.

Data from the PNP on cases of violence against women in PAMANA areas for the years 2013 and 2014, are presented in Tables 11a and 11b, respectively, in the subsequent pages. An important note on this data pertains to difficulty of discerning which of these have been conflict-related VAW.

Table 12a. Violence Against Women Cases in PAMANA Areas, January to December 2013

CASES	PRO I/A	PRO IV-B	PRO V	PRO VI	PRO VII	PRO VIII	PRO IX	PRO X	PRO XI	PRO XII	PRO XIII	CAR	ARMM	TOTAL
Rape	104	30	75	129	36	22	76	78	80	24	27	30	0	855
Incestuous Rape	1	1	2	3	0	1	2	2	0	4	1	3	0	24
Attempted Rape	65	4	19	22	12	12	27	27	12	10	18	6	2	342
Act of Intimidation	144	18	54	128	102	18	76	56	74	26	28	43	1	730
Physical Injuries	165	19	17	228	112	189	126	509	88	67	167	27	14	3014
Sexual Harassment	1	2	2	6	54	0	2	6	2	3	1	3	0	160
BA-9208	3	7	1	2	5	0	2	0	1	0	3	0	0	22
BA-9262	937	264	509	4174	1583	65	244	500	4351	834	196	172	42	14679
Threats	41	7	5	35	89	7	28	33	12	21	43	19	2	503
Subjection	0	1	0	1	0	0	2	0	2	2	0	2	0	8
Child Abuse	30	5	13	10	5	3	22	12	13	7	0	3	1	148
Subversion / Kidnapping	3	1	6	5	3	1	2	2	0	3	0	0	1	18
Other Violence	26	3	3	43	6	1	17	7	15	2	6	14	4	166
TOTAL	1003	300	705	4832	1420	121	520	163	441	1172	1192	674	60	2044
Crime Against Women														
a. Neglect / Abandonment	0	0	0	1	0	0	0	0	0	0	0	1	0	14
b. Homicide	0	13	0	5	1	0	0	0	0	0	0	0	1	17
c. Sane	1	0	2	2	1	0	2	6	0	2	2	3	2	21
d. Murder	1	2	1	4	2	0	2	1	1	0	2	0	7	25
e. Attempted Murder	0	1	0	1	1	0	0	1	0	0	1	0	0	5
f. Fratricidal Murders	1	1	1	0	4	1	0	1	0	0	2	0	1	14
g. Dual Victimization	14	2	0	9	6	6	2	16	5	4	6	2	0	59
h. Parricide	2	0	4	0	0	0	0	2	0	0	2	0	1	10
i. Jeopard-Bernabener	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	19	18	10	32	7	7	7	26	6	6	16	3	11	188
Domestic Violence														
A. Physical Maltreatment	4	1	1	2	0	0	2	2	0	1	0	1	0	22
B. Threat	16	5	2	1	6	0	0	0	0	1	45	10	1	103
C. Estate	1	0	0	0	0	0	0	0	0	0	0	1	0	2
d. Harassment	0	21	0	0	0	0	0	1	1	1	6	1	1	31
e. Other	63	21	21	59	6	38	72	63	2	8	11	15	2	483
TOTAL	84	58	24	64	6	38	72	63	2	8	11	15	2	483
GRAND TOTAL	1726	466	739	2924	1493	166	601	1624	4426	1182	1200	691	103	21483

Table 12b. Violence Against Women Cases in Regions with PAMANA Areas, January to December 2014

CASES	PRO I/A	PRO I/B	PRO Y	PRO VI	PRO VII	PRO VIII	PRO IX	PRO X	PRO XI	PRO XII	PRO XIII	CAR	ARHM	TOTAL
Rape	253	82	194	165	45	83	70	140	141	75	30	45	18	1470
Incestuous Rape	1	0	0	4	5	0	2	2	5	2	1	1	0	3
Marital Rape	75	27	37	60	44	31	18	74	45	26	11	20	1	473
Sexual Coercion	240	27	99	219	129	61	49	136	191	102	17	21	34	1192
Physical Intimidation	192	24	60	421	2022	393	1279	2034	33	264	11	50	23	3408
Sexual Harassment	3	0	2	7	26	0	5	1	6	0	2	2	3	78
Stalking	1	4	5	4	22	0	5	1	3	5	1	0	0	23
Stalking (Sexual)	1125	92	125	655	1132	671	298	1026	2100	2747	1643	673	27	18701
Threats	37	7	0	64	194	28	126	430	12	80	32	21	5	1175
Seduction	3	1	2	4	18	0	1	0	0	2	1	1	2	32
Concubinage	49	6	26	23	18	6	40	21	21	44	6	10	0	276
Abduction / Kidnapping	6	1	1	4	7	1	1	1	1	4	0	1	1	17
Child Molestation	33	1	22	33	8	0	23	71	45	17	7	41	0	303
TOTAL	2300	472	170	7925	3926	154	2020	680	7815	3140	2413	922	38	4214
Child-related cases														
A. Neglect / Abandonment	0	0	1	0	1	0	18	96	1	6	0	1	0	113
B. Harassment	0	9	2	3	0	2	0	3	0	0	1	0	0	14
C. Murder	0	2	8	0	1	1	4	1	6	6	1	3	0	43
D. Murder	2	2	3	1	0	1	0	4	1	3	0	0	4	20
E. Attempted Murder	0	0	0	0	2	2	1	2	5	0	0	0	0	13
F. Frustrated Murder	0	0	0	2	1	0	1	5	0	0	2	2	3	3
G. Sex Abuse	13	1	5	11	3	10	0	105	1	23	1	5	0	210
H. Rape	3	5	0	3	4	0	1	9	2	1	2	2	0	30
I. Sexual Harassment	0	0	0	0	0	0	3	6	1	0	0	0	0	1
TOTAL	12	10	9	22	14	40	33	227	10	40	14	11	11	514
Sexual violence cases														
A. Marital Rape	4	3	1	2	0	1	7	47	1	1	3	0	0	68
B. Incest	6	20	6	15	2	0	4	162	0	0	6	3	1	224
C. Rape	0	10	0	0	0	0	0	19	0	1	3	0	0	30
D. Hold-Up	6	15	1	2	0	1	3	30	0	0	4	1	2	72
E. Other	67	38	48	70	5	339	300	232	4	20	23	30	8	1154
TOTAL	83	86	56	79	12	343	307	426	6	24	43	34	13	1627
GRAND TOTAL	2437	561	1772	8022	3926	164	2394	724	7846	3161	2170	961	51	43256

The year 2013 saw violations against RA 9262 as the top case of VAW in regions with PAMANA areas, constituting 71.63% (14,679 out of 20,491) of the total VAW cases.⁹¹ Region VI registered the highest number of VAW cases in 2013, constituting 23.59% of the total (4,833 out of 20,491), followed rather closely by Region XI at 21.53% (4,411 out of 20,491).

The total number of VAW cases increased by 101.13% to 41,214 in the year 2014. Violations of RA 9262 still got the lion's share of the cases at 69.64% (28,703 out of 41,214), the rate of increase from the 2013 figure at 95.54%. Region VI still registered the highest number of VAW cases for 2014, constituting 19.23% of the total (7,925 out of 41,214), with the rate of increase from the 2013 number at 63.98%. Region XI is still second highest in 2014, constituting 18.99% of the total (7,825 out of 41,214), the rate of increase from the 2013 figure at 77.40%. It is also of interest to note that the grand total of cases (which includes "Other Related Crimes" and "Non-gender crimes") increased by a rate of 101.89% from the year 2013 to 2014. The share of VAW cases in the grand total, however, slightly decreased, from 2013's 95.64% (20,491 out of 21,425) to 2014's 95.28% (41,214 out of 43,256).

According to responses from NAP TWG members during the March 2015 validation workshop, the high rate of VAW cases reported may be due to the following possible explanations: first, that there is an increase consciousness about VAW and the mechanisms available in reporting them; second, that agencies are more inclined to document and track VAW cases; and third, that there is really an increase in the incidence of VAW. Substantiating these possible explanations, of course, would need empirical data to back them up. But more importantly, any possible explanation should also contain the element of whether or not these are VAW incidence directly or indirectly brought about by the armed conflict situation.

Table 13 below is the **aggregated data** provided by the DOJ referring to investigated and prosecuted cases **not necessarily or exclusively reflecting** those in the **context of armed conflict violence**.

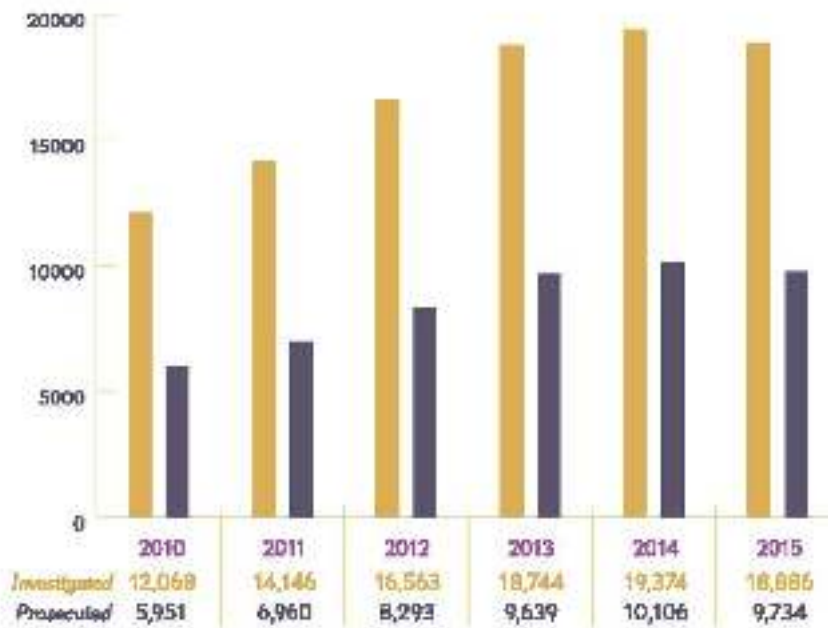
91. The analyses in this part exclude "Other Related Crimes" and "Non-gender crimes".

Table 13. Provisions for Legal Support—DOJ Investigated and Prosecuted Cases of VAW 2010-2014

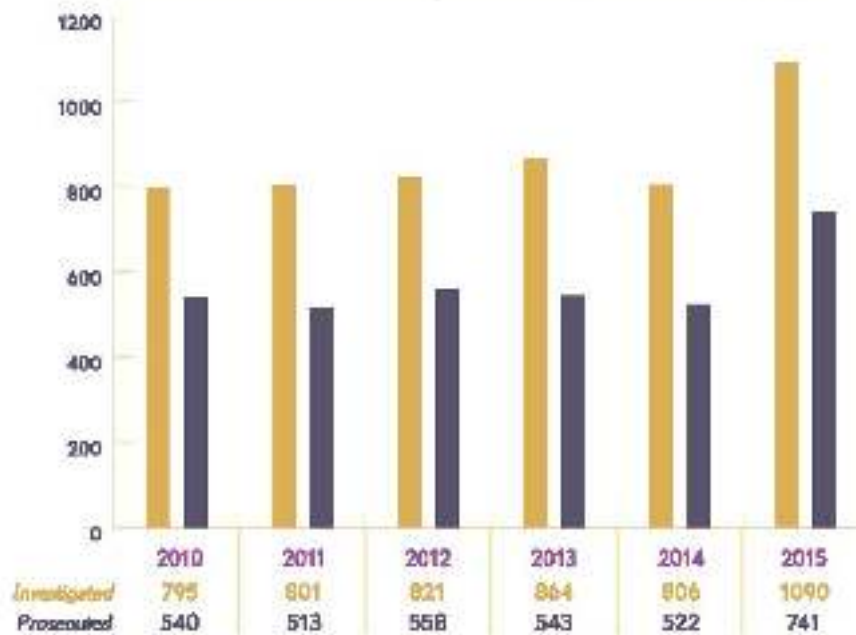
	2010		2011		2012		2013		2014		2015	
	Investigated	Prosecuted	Investigated	Prosecuted	Investigated	Prosecuted	Investigated	Prosecuted	Investigated	Prosecuted	Investigated	Prosecuted
Violence against women	12,000	5,551 (46.31%)	14,146	6,553 (46.33%)	6,363	3,249 (51.07%)	8,744	3,919 (44.83%)	15,274	10,316 (67.60%)	18,000	9,734 (54.08%)
Human Trafficking (TIP)	797	540 (67.75%)	1,011	511 (50.54%)	871	512 (58.79%)	864	521 (60.30%)	975	622 (63.80%)	1,000	741 (74.10%)
Rape	8,864	4,248 (47.93%)	8,807	4,389 (49.83%)	9,643	5,158 (53.50%)	8,867	4,801 (54.16%)	13,846	8,706 (62.16%)	10,356	6,599 (63.73%)

It can be gleaned from the available aggregated data provided by the DOJ that cases of violence against women have had an upward trend from 2010-2014, while trafficking in persons and rape have had a mixed pattern of increases (2010-2011 and 2012-2014—TIP; 2011-2014 rape) and decreases (2011-2012—TIP; 2010-2011 - rape), though overall increase from 2010 to 2014. It is interesting to note that in terms of the ratio of prosecuted cases to investigated cases, the trend is generally upward for VAW, that is there is an increasing percentage of cases prosecuted over time, while the pattern is arguably stable for trafficking in persons and rape with some overall increase in 2014 compared to 2010. The graphs below show the trends discussed above.

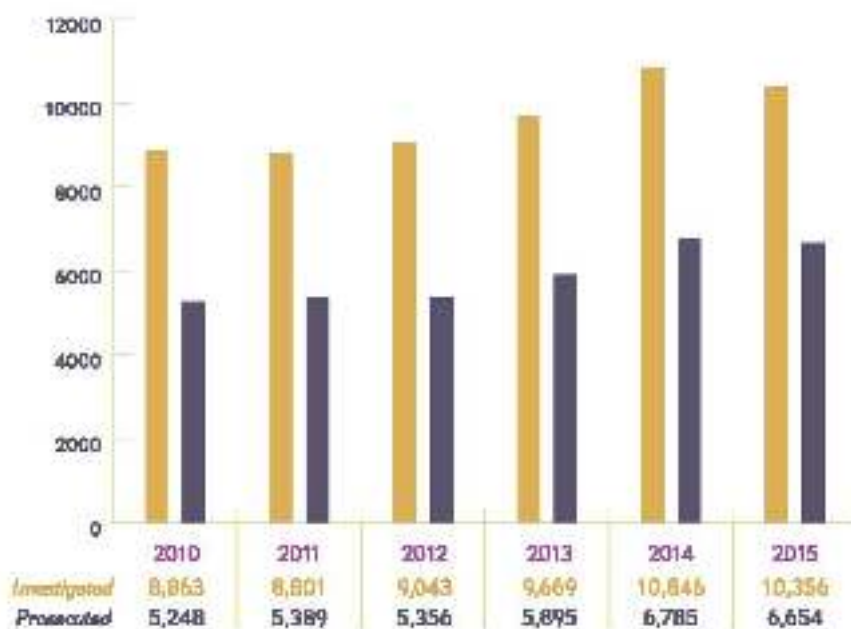
Graph 6a. Cases Of Violence Against Women, 2010-2015 (DOJ)



Graph 6b. Cases Of Trafficking In Persons, 2010-2015 (DOJ)



Graph 6c. Cases Of Rape, 2010-2015 (DOJ)



Based on the above data, it is imperative to establish the **distinction** between VAW happening in conflict-affected and non-conflict-affected areas. In trying to establish such, the data must be nuanced at the most basic (i.e., barangay or municipal) level. At the same time, in documenting trafficking cases, adequate consciousness of conflict-related trafficking of women and girls among documenting/responding agencies must also be evident. Secondly, since this indicator pertains to legal support for IHL and women’s human rights violations in armed conflict situations, it is vital not only to establish which violations were because of armed conflict but also to systematically document, through inter-agency cooperation, those cases that have been investigated and prosecuted. Only then can the data establish that legal support was indeed provided.

- 2.5. Number of captured and/or surrendered women rebels provided with legal counsel, separate detention and sanitation facilities from men, reproductive health services, and care for their children as provided by IHL.

This indicator aims to document legal and health services as well as facilities provided for captured and/or surrendered women rebels based on IHL standards or international treaties and obligations that the Philippines is a State Party to.⁹³

3. Healing, rehabilitation and development

Number of women and girls in evacuation/IDP camps and conflict-affected/post-conflict areas, those temporarily staying with relatives and friends, provided with:

- ▶ HEALTH support (including psychosocial services and conflict-trauma healing, reproductive health package, health insurance)

In terms of health insurance, PHIC is a partner/implementing agency that provide service for former rebels from PAMANA zones. In 2013, 6,500 were targeted to benefit from the health insurance program and from this number there were 801 submitted enrollees, 554 of which, were actual enrollees. The following year, with the same target of 6,500, 4,838 were submitted enrollees with 3,327 as actual enrollees based on the data shared by the Social Protection Cluster of PAMANA for the fourth quarter of 2014. In 2013, most of the health insurance enrollees were from the RPA (197) followed by those from the MNLF (169); in 2014, most came from the MNLF (2,229) followed by those from the CPLA (567) based on fourth quarter data shared by the Social Protection Cluster. Table 14 below shows PHIC's submitted sex-disaggregated data on the number of health insurance beneficiaries:

Table 14. PHIC Data on Beneficiaries

Conflict Line	Number of Males	Number of Females	Total
CPLA	529 (87.44%)	76 (12.56%)	605
CPP/NPA/NDF	138 (86.25%)	22 (13.75%)	160
MNLF	404 (52.81%)	361 (47.19%)	765
RPA	15 (83.33%)	3 (16.67%)	18
TOTAL	1086 (70.16%)	462 (29.84%)	1548

For 2015, PHIC enrolled a total number of 11,405 (73%) out of its target of 19,901 as of November 2015. For the CNN Peace table 129 Females and 828 Males were endorsed to PHIC for membership.

⁹³ Unfortunately, no data was accessed regarding the number of captured women rebels and legal assistance provided them.

To also increase community members enrollment in PHIC, PHIC together with DOH launched the Alaga Ka para sa Maayos na Buhay¹⁹³ or simply ALAGA KA in 17 Regions to empower members and dependents on PhilHealth programs, services and benefits. In 2015, PhilHealth Regional Office VI, visited the Municipality of Caluya and its four Island Barangays in the province of Antique. 2,418 indigent members participated in the AlaGa Ka activity and has received their updated Member Data Record (MDR) as proof of their family's coverage under the Indigent Program of PhilHealth.¹⁹³

► SHELTER support and women-friendly spaces in relocation sites

According to the DSWD, in 2013 2,043 women in Region IX benefited from shelter support programs. In 2014, there were 14 WEDC (Haven for Women in Regions I, III, IV-A, VI, VII, VIII, IX, X, and NCR; Sanctuary Center and INA Healing Center in NCR) and Youth in Need of Special Protection (YNSP) and Women centers (Haven for Women and Girls in CAR, II, V, XI).

From 2013 to 2014, DSWD established a total of 25 WFS. In 2013, three WFS were established in New Bataan, Compostela and Monkayo in Compostela Valley Province . About 22,861 women and 306 men were served. In 2014, 22 WFS were established in 22 municipalities from Regions VI and VIII, six barangays in Maguindanao and Zamboanga City. About 40,978 women, 2,749 girls, 1,561 men, and 315 boys were served. Among those welfare services availed in the WFS were provision of non-food items, psychosocial support activities, livelihood skills training, and information sessions using the Department's Enhanced Modular Package for Women.

The Women Friendly Space served as a venue for convergence of services for women by humanitarian agencies. The space promoted harmonious and interactive relationships between Christian, Moros and IPs through services availed in the WFS as reported by DSWD. It also served as an entry point of VAW survivors to the LGU Referral System.

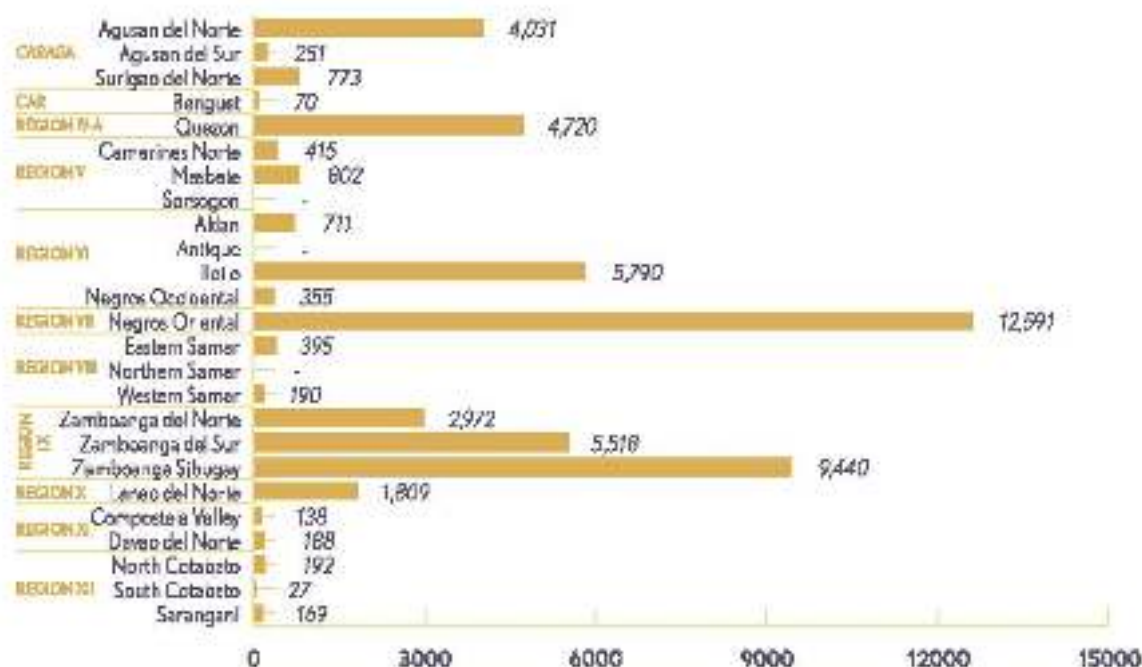
193 www.philhealth.gov

- LIVELIHOOD support (trainings, credit/ capital, technology, access to markets)

In 2013, TESDA provided 54,679 women community-based training along with 405 women beneficiaries in Negros Occidental under its COKESTAR and 727 women beneficiaries (out of 983) from its Zamboanga TESDA-DSWD Project. For 2014, there were 10,936 women beneficiaries of community-based trainings from different PAMANA provinces and 1,298⁹⁴ under the COKESTAR program.

The graphs below show in detail the number of women served by TESDA's community-based training for years 2013 and 2014, respectively. It must be noted that the decrease in the number of women beneficiaries of the community-based training in 2014 might be attributable to the program being still on-going during the process of data gathering.⁹⁵

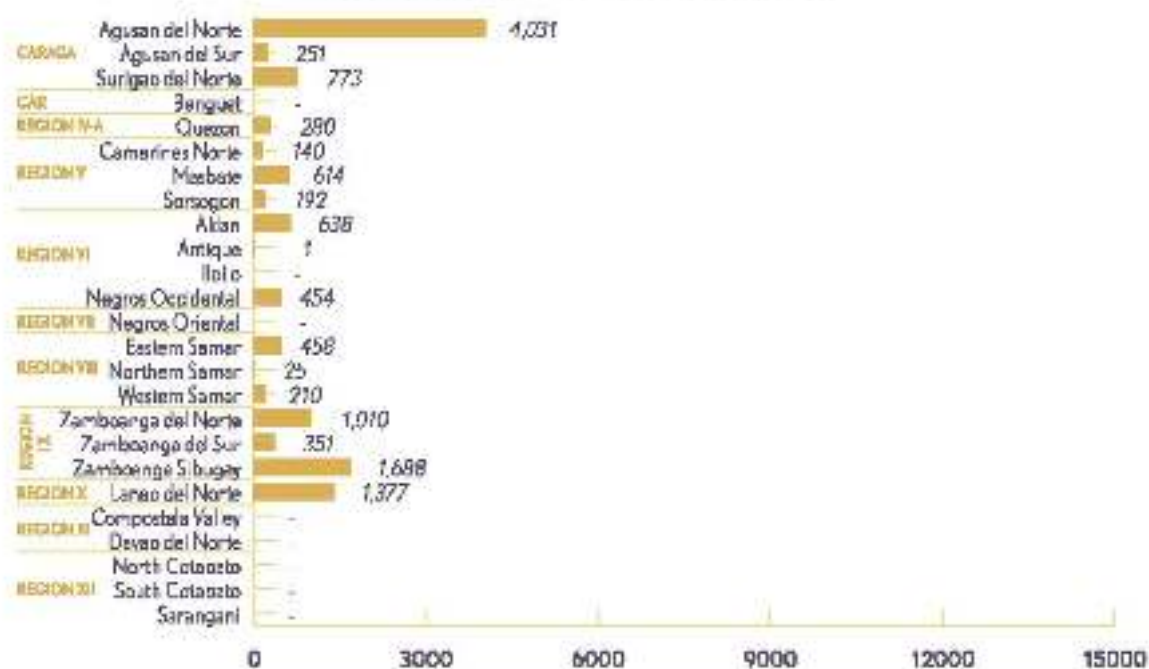
GRAPH 7A. WOMEN BENEFICIARIES IN PAMANA AREAS OF TESDA'S COMMUNITY-BASED TRAINING, 2013



94 - Negros Occidental: 1000; Aklan, Antique: 10; Lanao del Norte: 298.

95 - August 19 2014 meeting at the TESDA Women's Centre, Taguig.

GRAPH 7B. WOMEN BENEFICIARIES IN PAMANA AREAS
OF TESDA'S COMMUNITY-BASED TRAINING, 2014



Under the DAR PAMANA-ARA, “the national government’s program and framework for peace and development” catering to “areas affected by conflict and communities covered by existing peace agreements”⁹⁶, various livelihood/agricultural programs were provided in different PAMANA provinces. According to DAR data, for 2013, in Barangay Samonte, Talusan, Zamboanga Sibugay, it implemented a piggery livelihood project under the PAMANA-ARA program that had 416 male and 399 females as non-agrarian reform beneficiaries (non-ARBs). In Barangay Sugbay Uno, Dimataling, Zamboanga del Sur, 105 male and 120 female agrarian reform beneficiaries (ARBs) benefited from the rehabilitation of the irrigation dump, while in Barangay East Migpula, Dinas, Zamboanga del Sur, 150 male and 180 female ARBs received farm equipment to enhance their agricultural production. The largest ARB recipients in Zamboanga del Sur were 1,500 males and 1,500 females from Barangay Baganian, Tabina who benefited from the installation of floating fish shades.

96. From <http://dilig-armm.ph/index.php/projects/pamana> last accessed 18 March 2015.

DAR data also documented the number of women ARB beneficiaries of the subprojects of PAMANA-ARA in the provinces of Zamboanga del Sur, North Cotabato, and Davao Oriental. There were 101 projects completed in 2013 in Zamboanga del Sur, benefitting 41,175 female ARB beneficiaries, constituting 56.41% of the total ARB beneficiaries (the report showed 31,821 male ARB beneficiaries). North Cotabato had 23 completed projects in 2011, benefitting 95 female ARB beneficiaries (34.05% of the total 279 ARB beneficiaries); in 2012 there were 10 projects completed with 30 female ARB beneficiaries (29.13% of the total 103 ARB beneficiaries), while in 2013, there were 21 completed projects with data on ARB beneficiaries lacking, however. Davao Oriental in 2013, had 18 completed projects with 109 female ARB beneficiaries, constituting 37.72% of the total 289 ARB beneficiaries. Samar had five projects completed in 2012, but only the number of male ARB beneficiaries is recorded (155). Sultan Kudarat had 19 completed projects, with 165 male non-ARB beneficiaries and 120 female non-ARB beneficiaries. South Cotabato had nine completed projects in 2013, but data on beneficiaries (both ARB and non-ARB) was not available. Compostela Valley had seven completed projects in 2011 with 30 male direct beneficiaries⁹⁷, 12 completed projects in 2012 with 91 male beneficiaries, and five completed projects in 2013 with 65 male direct beneficiaries.

In 2014, DSWD reported an estimated 14,177 direct beneficiaries have been served under the PAMANA-SLP, of which 8,634 (60.9%) are women and 5,543 (39.1%) are men. Livelihood support under PAMANA-SLP are commonly agriculture-related projects such as post-harvest facilities like hand tractors, trading, agro-production, and production units.

For 2015, DAR completed the remaining livelihood support project to the areas of Dimataling (147 female beneficiaries) and Dinas (110) in Zamboanga del Sur; Carmen (1553), Carmen (1206), Aleosan (3613), Banisilan (2022), Kabacan (276), Makilala (7349), Matalam (1795), Miang (3485) in North Cotabato; Columbio (52), Isulan (3525), Lambayong (36), Pres. Quirino (644) in Sultan Kudarat; and Boston (733) and Cateel (3,644) in Davao.

97. Data on Compostela Valley do not distinguish ARB beneficiaries from non-ARB beneficiaries.

In the data shared by OPAPP, as of the 4th quarter of 2014, there were two completed projects in North Cotabato; for 2013, two projects were completed in South Cotabato with 377 male and 111 female beneficiaries.

► **EDUCATIONAL support (scholarships, educational subsidies, vocational courses)**

In school year 2013-14, CHED's allotted 200 Study Grant scholarships under the PAMANA program were filled with 184 slots for 74 male and 112 female scholars from II, IV-A, VI, VII, IX, X, XII, CAR and ARMM. According to the report of the Social Protection Cluster, the following school year, it targeted 186 and provided scholarships to 77 male and 123 female scholars from the same regions. Under the Closure Agreement with the CPLA, CHED provided educational scholarships to 144 beneficiaries for 2011-2014 and of this number, 89 were women. On the hand, as part of the Closure Agreement with the RPA-RPM-ABB, there were 20 educational scholarship beneficiaries for 2011-2015, 15 of which were women.

In the case of TESDA, 1,843 women were recipients of PESEA courses and 200 women of TSTP in 2013. For the same year, under TESDA C4IP, 20,351 women completed the training from ARMM-Lanao Del Sur (324), Basilan (390), Sulu (82), Region V- Masbate (128); Region VI-Aklan (20); Region VII-Negros Oriental (136); Region VIII- Eastern Samar (284), Region IX-Zamboanga Del Norte (199), Zamboanga Del Sur (324) and Zamboanga Sibugay (62); Region X-Lanao Del Norte (324); Region XI-Compostela Valley (218), Davao Del Norte (177); Region XII-North Cotabato (643), South Cotabato (758), Saranggani (187) and Sultan Kudarat (266). In 2014, there were 880 women beneficiaries under PESEA and 8,861 under TWSF.

In 2015, 415 study grants under the PAMANA CHED program were awarded, of this number, 272 were females and 143 were males.

4. Gender-sensitive DDR programs for women and girls
 - 4.1. Number of former women/girl-rebels accessing health, shelter, livelihood, and educational support.

This indicator pertains to the number of former women/girl rebels who have been provided with various support services in relation to the Philippine government's DDR program. In this regard, the research focused on the situation of women integratees in the Army's 5th Infantry Division (5ID).

In 1986, during the administration of President Corazon Aquino, the Philippine Government signed a Joint Memorandum Agreement with the CPLA known as the Mt Data Peace Accord to end armed hostilities in the Cordilleras. Fifteen years later, during the term of President Gloria Macapagal-Arroyo, AO 18 and EO 49 were issued and they provided the opportunity for CPLA members to be integrated in the AFP. Since 2002, there had been 15 officers and 671 enlisted personnel integrated in into the AFP. Additionally, there were also those who enlisted as part of the regular processing of the 5ID of the PA. On the part of the AFP, integrating members of the CPLA as well as their next-of-kin is a strategy of localizing their Internal Peace and Security Plan (IPSP) and indigenizing the soldiers of the Cordilleras. According to a document entitled "The Role of AFP Integrees in the AFP's Internal Peace and Security Plan (IPSP Bayanihan)" by LTC Ferdinand Melchor C. Dela Cruz MI (GSC), 5ID, PA, 40% of the personnel of 5th Infantry Battalion (5IB) of the Philippine Army are from the Cordilleras—with five female Cordillera soldiers involved in civil-military operations and peace and development activities of the battalion.

In 2011, the Government of the Philippines under the administration of President Benigno Aquino III through OPAPP, the Closure Agreement entitled *Towards CPLA's Final Disposition of Arms and Forces and Its Transformation into a Potent Socio-Economic Unarmed Force with the CPLA and CBA*. New batches of 5ID soldiers of the Philippine are mostly sons and daughters of CPLA members. During the period covered by the 2011 Closure Agreement, daughters and female next-of-kin of CPLA members who were integrated in the 5ID were mostly between the ages of 21 to 30⁹⁸, many of whom either finished a college degree or reached college level of education. As covered by the 2011 Memorandum of Agreement (MOA), 20 out of 168 integratees were women.

98 Integration year was 2012, 2013, and 2014.

In connection with this research, a field visit activity conducted in December 2014 participated in by 18 female integratees from 2002 to 2014 batches. Points of inquiry were various information as regards reasons for joining the AFP, benefits of women integratees, condition of women integratees in the SID, and their idea of contributing to peace were documented.

On **reasons for integrating in the AFP**, 52.94% of the respondents answered that they did so to be able to help the country, others and the AFP; 23.53% responded that they integrated in order to have a job; 11.76 % replied that they wanted to help the country; and the remaining 11.76% was because they were beneficiaries of the program. Picture 3 below depicts some of their visual representation on their ‘journey to integration’ as a combination of the value of culture, the benefits of having peace in the region, and the opportunity to work to improve the lives of their families and communities.

PICTURE 3: JOURNEY TO INTEGRATION



At the data validation field visit conducted in January 2015, several key points emerged during focused group discussions (FGDs). First it was explained that the more traditional reason for joining the AFP was the idea of 'service to the country'. However, more recently, the primary reason given for joining the military was 'helping their families.' The shift from patriotic to practical reasons—even for the women integratees—was confirmed by the respondents as illustrated in some of the narratives⁹⁹ below:

"My father was the CPLA member and he was the one who influenced me to join the military. Originally, I wanted to be an engineer—I was in my 5th year and with only one more semester remaining, I applied under the integration program. My father said then, even if I graduate and become an engineer, finding a job will still be hard. In contrast, entering the military will give me life time job security."

"My CPLA father said that joining the military will give me a good job—finding a job is hard and by joining the military, I do not have to compete for employment."

"I thought about the hardships that my father went through—what they fought for in the CPLA. I wanted them to feel that

99 The narratives were translated into English; some were paraphrased.

their struggle resulted in giving us the opportunity to be employed...that they were able to realize the dream that they fought for.”

“My number one influencing factor why I joined the AFP was the reality of the hardships in life...to simply have a job, a permanent job. The AFP provided us with this.”

“My mother was a member of the CPLA but she was already old when the integration program was offered and so she could not join. If I did not join the AFP, then I, along with my parents, will just be doing *kaingin* for the rest of our lives.”

Other reasons, which were different from the rest were likewise shared:

“I joined the AFP because of the Memorandum of Agreement. Based on my understanding, the MOA brought peace in the Cordillera and opened the opportunity for the government and the CPLA to have a joint force...I was about to graduate when the peace talks for the MOA started. I went with my father in Baguio whenever there would be talks and it was during these times that I saw how they discussed, what they talked about—I witnessed how hard it was for them to negotiate their positions. So I told myself, because of what they went through, despite being a woman, I will join the integration program in the army.”

“In our community, or even in society in general, there is a legal difference between men and women. But when a woman joins the military, this difference, or the perception of it, disappears because people now look at women equal to men—that if men can join the AFP, the women can also do the same. This was my reason for joining...you know, when you are in the army and you are a woman—especially when you are a woman in psy-ops—people will really tend to look up to you.

On their **benefits as women integrees**, the responses from the initial survey conducted with 17 respondents in December 2014 were: equal benefits with regulars (47%), salary (24%), PhilHealth (18%), and general benefits (12%). Most of the women integrees (76.4%) also responded that

they are generally okay, or are treated equally. The respondents also said that there is no discrimination between women and men. In the case of their barracks, the respondents said their facilities are enough for them (i.e. 23 bunk beds, 4 toilet and bath areas).

During the data validation FGD conducted in January 2015, the respondents affirmed that there was no discrimination on the basis of gender – both female and male soldiers are trained the same way and value is placed on the quality of work and not on gender. However, they noted one particular gender issue: being asked by their superiors during official occasions/activities to ‘perform’ women ‘duties’ such as dancing with senior officers. As one of the respondents explained:

“The problem really is being asked to dance the ‘sweet’ where your male partner will hold you on your hips or be physically close to you—we are not used to this...it is not part of our culture. In the Cordillera, the culture is community dancing and we do not touch each other.”

With regard to facilities, the respondents confirmed that these were sufficient for them (i.e. 23 bunk beds, 4 toilet and bath areas). However, an issue that surfaced during the January visit was that of facilities for lactating mothers and single mothers with children. One respondent, who was part of the first group of integreees in 2002 and who gave birth a few months ago, said that there was no designated breast-feeding place. As explained by a woman officer:

“Breast-feeding is a gender issue. But what prevails is supposedly practicality—that because we only have a few breast-feeding mothers in the camp, it is not practical yet to have a breast-feeding area. Of course, this wrong—it is a gender issue so it must be addressed by GAD that we have one.”

Another issue that emerged in relation to facilities was the concern of single mothers:

“It is really hard to be a single mom, especially with the work you do at the AFP. I envy married mothers who get to be with their children inside the camp because they are provided with a

residence area to be with our families. In the case of single moms, we cannot be with our children and they are very far away. We cannot avail of the same things that married women have because we do not have marriage contracts—if you are a soldier, this is a requirement. I hope one day we can avail of the benefit of being with our children—after all, like the married mothers, we are also a family.”

According to single moms, they only get to be with their children twice a year when they go home to their respective communities and spend their whole leave allotment being with their families.

On the other hand, according to the data provided by OPAPP on the socio-economic packages for 872 former NPA rebels, the following beneficiaries were recorded:

Table 16. Socio-Economic Packages and Beneficiaries: Former NPA Rebels

Assistance	Male	%	Female	%	Total	%
Reinsertion Package ¹⁰⁰¹	640	87	99	13	739	85
Reintegration Package ¹⁰⁰⁴	612	87	91	13	703	81
College Study Grant ¹⁰⁰³	53	36	93	64	146	17
Health Insurance (PHIC) ¹⁰⁰⁸	170	79	45	21	215	25

DA also reported that their Agricultural Training Institute conducted skills trainings on handicraft making and indigenous spices processing for the wives of rebel returnees.

Empowerment and Participation

For this outcome area, the key objective is to empower women and ensure their active and meaningful participation in areas of peacekeeping, peacemaking, peacebuilding, conflict prevention, conflict resolution and post-conflict reconstruction. Integral strategies are the conscious inclusion of women in practice as well as policy formulation and capacity development.

¹⁰⁰¹ As of September 2014 with a total number of former rebels of 872.

¹⁰⁰⁴ As of September 2011 with a total number of former rebels of 872.

¹⁰⁰³ Based on OPAPP Program Records as of September 2014 with a total number of former rebels of 872.

¹⁰⁰⁸ Based on OPAPP Program Records as of September 2014 with a total number of former rebels of 872.

5. Women's presence in formal peace tables (Track 1)

5.1. Number of women participating in formal peace tables (as heads and members)

The Philippine Government, through OPAPP, has consciously ensured the participation of women in its peace and development initiatives. Foremost, OPAPP is headed by Secretary Teresita Quintos-Deles.

The first woman who became a member of the government panel in its peace negotiations with the MILF was Emily Marohombsar (2000-2003) followed by Irene Santiago (2001-2004), Sylvia Okinlay-Paraguaya (2007-2008), Grace Rebollos (2008-2010), Miriam Coronel-Ferrer (2010-present), and Yasmin Busran-Lao (2012-present). Two women also served as alternates: Leah Armamento (2007-2008) and Zenonida Brosas (2013-present). Professor Coronel Ferrer is the first woman Chair of the GPH panel.

In the current panel, two young Moro women head the GPH Panel Legal Team, Atty. Johaira Wahab who first held the position and Atty. Anna Basman who succeeded her. Four women were part of the 15-member Bangsamoro Transition Commission that drafted the Bangsamoro Basic Law: Atty. Raissa Jajurie, Froilyn Mendoza, Fatmawati Salapuddin, and Atty. Johaira Wahab. Three women headed various Technical Working Groups (TWG) of the GPH for the FAB: Usec. Zenonida Brosas, Deputy Director General of the National Security Council and Chair of Normalization TWG¹⁰⁴; Lourdes Lim, Regional Director of NEDA Regional Office XI and Chair of Revenue Generation and Wealth Sharing TWG; and Sec. Yasmin Busran-Lao, Chair of Transitional Arrangements and Modalities TWG.

Regarding the GRP/GPH panel engaged in peace talks with the CPP/NPA/ NDF, the first woman who was part of the panel as chair was Ma. Serena Diokno (June to December 1986) who replaced Jose W. Diokno as chair when he became ill. Nineteen years later, Nieves Confessor became the second woman to serve as GRP chair (2005-2010). Women who have served as panel members are: Alice Villadolid (January 1987), Zenaida Pawid (1993-1998), Ana Theresia Baraquel (1998-2004), Annabelle Abaya

¹⁰⁴ Undersecretary Zenonida Brosas also serves as co-chair for the Joint Normalization Commission.

(2004-2010), Paulynn Sicam (2005-2010), Jorgette Honculada (2010 to 2014), and Maria Lourdes Tison (2010 to 2014).

OPAPP Undersecretary Atty. Maria Cleofe Gettie Sandoval supervises the implementation of Closure Agreements with the CPLA and RPM-RPA-ABB.

Women also serve as directors of GPH panel/agreement secretariats: Iona Jalijali (GPH Secretariat for talks with MILF), Carla Villarta (GPH Secretariat for talks with CPP/NPA/NDF), Marilou Ibañez (Closure Agreement Secretariat for talks with the CPLA and RPMP-RPA-ABB), and Susana Marcaida (Joint Normalization Secretariat). Forty-eight of the 107 secretariat and technical staff supporting the work of the government panels are women.

5.2. Number of women, peace and security related interventions integrated in peace agreements.

The only substantive agreement signed, thus far, by the government and the CPP/NPA/NDF was the Comprehensive Agreement on the Respect for Human Rights and International Humanitarian Law (CARHRIHL) in 1998. In the text of the agreement, gender-sensitive provisions are found in Part II, Bases, Scope and Applicability, Article 5; Part III, Respect for Human Rights, Article 2 (7), (10), (17), (19), and (23) as well as Articles 9 and 10; and Part IV, Respect for International Humanitarian Law, Article 4 (1).

The GPII-MILF peace talks currently hold the record of having yielded most gender-sensitive provisions in texts of negotiated agreements. These are enumerated in Table 14 below.

Table 17. Gender-sensitive Texts in GPH-MILF Negotiated Agreements

Agreement	Section	Provision
Framework Agreement on the Bangsamoro (2012)	Section 6 on Basic Rights	"1(g) Right of women to meaningful political participation, and protection from all forms of violence" and "1(f) right to equal opportunity and non-discrimination in social and economic activity and public service, regardless of class, creed, disability, gender and ethnicity."
Annex on Revenue and Wealth Sharing (2013)	Gender and Development	XIII. "In the utilization of public funds, the Bangsamoro shall ensure that the needs of women and men are addressed. For this purpose, the Bangsamoro shall set aside at least 5% of the official development funds that it receives for support programs and activities for women in accordance with a gender and development plan."
Annex on Power Sharing (2013)	Governance Structure: Bangsamoro Ministerial Government	"2. The Bangsamoro assembly shall be representative of the Bangsamoro's constituent political units, as well as non-Moro indigenous communities, women, settler communities, and other sectors. The Bangsamoro Basic Law shall ensure that the representation in the assembly reflects the diversity of the Bangsamoro." "7. There shall be a Bangsamoro council of leaders composed of the Chief Minister, provincial governors, mayors of chartered cities, and a representative each of the non-Moro indigenous communities, women, settler communities, and other sectors. The Bangsamoro council of leaders shall be chaired by the Chief Minister."
Annex on Normalization (2014)	Socio-Economic Development	"3. Special socio-economic programs will be provided to the decommissioned women as well as any "forces of the MILF." "5. The Parties recognize the need to attract multi-donor country support, assistance and pledges in the normalization process. For this purpose, a Trust Fund shall be established through which urgent support, recurrent and investment budget, will be released with efficiency, transparency and accountability. The parties agree to adopt criteria for eligible financing schemes, such as, priority areas of capacity building, institutional strengthening, impact programs to address imbalances in development and infrastructures, and economic facilitation for return or normal life affecting combatant and non-combatant elements of the MILF, indigenous peoples, women, children, and internally displaced persons."
Draft Bangsamoro Basic Law (2014)	Article V, Powers of Government., Section 3 on Executive Powers	"(5a) establishment of appropriate mechanism for consultation for women and marginalized sectors" and "(5b) special development programs and laws for women, the youth, the elderly, labor, the differently-abled, and indigenous cultural communities."

Article VI, Intergovernmental Relations, Section 5 on Council of Leaders	Provides for the inclusion of women representative in the Council.
Article VII, The Bangsamoro Government, Section 5 on the Classification and Allocation of Seats and Section 6 on the Election for Reserved Seats for Non-Moro Indigenous Persons.	“(3) ...a reserved seat for women.” “(h) gender equality.”
Article IX, Basic Rights, Section 1	“(g) right of women’s meaningful participation and protection from all forms of violence” and “(i) right to equal opportunity and non-discrimination and economic activity and public service regardless of class, creed, disability, gender and ethnicity.”
Article IX, Basic Rights, Section 11	“aside from the reserved seat for women in Parliament, there shall be at least one qualified woman in the Bangsamoro Cabinet.” Accordingly, the “Bangsamoro Parliament shall enact a law that gives recognition to the role of women in nation-building and regional development and representation of women in other decision-making and policy-determining bodies of the Bangsamoro Government.”
Article XIII, Economy and Patrimony, Section 6 on Sustainable Development	Provides for allocating “funds for gender and development.”

6. Increased participation of women and women’s organizations in WPS consciousness-raising/advocacy, in supporting peace processes, and in monitoring and evaluating peace agreements, peace and development and WPS policies, services, programs, activities, and projects.

6.1. Number of women and women’s organizations participating in consciousness raising/advocacy on WPS, supporting the peace process and monitoring and evaluating peace agreements, development and WPS policies, programs, services, projects and activities; WPS policies, programs, services, projects and activities.

Since 2010, WE Act 1325, a network of women’s rights, peace and human rights and atrocities prevention groups, has been active in implementing various projects on WPS.

BOXES 1-3. CATEGORIES OF GROUPS WITHIN THE WE ACT 1325 NETWORK^[105]

Box 1. PEACE GROUPS

1. Center for Peace Education (CPE)
2. Aksyon sa Kapayapaan at Katatungkulan (AKKAPKA) or Action for Peace and Justice
3. Balay Mindanaw Foundation, Inc. (BMFI)
4. Balay Rehabilitation Center, Inc.
5. Concerned Citizens of Abra for Good Government (CCAGG)
6. The Conflict Resolution Group (The CoRe Group)
7. Gaston Z. Ortigas Peace Institute (GZO)
8. Generation Peace Youth Network (GenPeace)
9. Initiative for International Dialogue (IID)
10. Kuluwato Council for Justice and Peace, Inc.
11. Mindanao Peoples Caucus (MPC)
12. Panaghi-Iusa sa Pagh-daet-Negros (PsPN)
13. Philippine Action Network to Control Arms (PhilANCA)
14. St. Louis College of Bulacan (SLCB)-Cultural Heritage Center

Box 2. WOMEN'S GROUPS

1. Al-Mujahidah Development Foundation, Inc. (AMDF)
2. Asian Circle 1325
3. Isis International
4. Katungod Ilan Samarana Foundation, Inc.
5. Lupah Sug-Bangsamoro Women's Association
6. Mindanao Commission on Women
7. Nisa U. Haqq-Bangsamoro, Inc.
8. Pilipina, Inc.
9. Pinay Klubs (Pink)
10. Saligan
11. Teduray-Lambangyan Women's Organization
12. Women and Gender Institute (WAGI)

Box 3. HUMAN RIGHTS AND ATROCITIES PREVENTION GROUPS

1. Su.org CARI IRITIL
2. Asia-Pacific Centre on the Responsibility to Protect
3. Philippine Coalition for the International Criminal Court

^[105] Veneration-Rallenza, 2013, P.77.

The founding CSOs of WE Act comprised of 29 individual organizations. According to Veneracion-Rallonza, “in integrating the implementation of NAP in their work, much of their strategies involved education/ seminars/trainings on UNSCR 1325 and other women’s human rights instruments as well as advocacy for women peace and security.”¹⁰⁶ Fairly recently, WE Act 1325, has been involved in women’s empowerment projects in as a contribution to women’s meaningful participation in the Bangsamoro and thus, in support of the Bangsamoro peace process. In fact, from September 2013 to February 2014, it conducted a consultation cum capability development workshop around 200 women from Basilan, Lanao, Maguindanao, Sulu, Tawi-Tawi, and Zamboanga under its *Women Working for Normalization* (WWN) project. The WWN, carried the theme “Ensuring Women’s Meaningful Participation in the Formulation of the Basic Law and in the Process of Normalization” and aimed to “to consult women in conflict-affected areas in Mindanao on their perspectives on normalization and submit such perspectives to the members of the negotiating panels drafting the final peace agreement as well as to the Bangsamoro Transition Commission (BTC) which was tasked to draft the Bangsamoro Basic Law” as well as “to capacitate women on concepts and skills related to normalization that they may actively participate in the process of return to normal and stable conditions after more than four decades of armed conflict.”¹⁰⁷

Another initiative that started in 2009 was a project of the Philippine Center for Islam and Democracy (PCID) “to give Muslim women, particularly the *aleema*, a forum for collaborative action and discussion” and for the capacitation of “women on conflict prevention and peacemaking.”¹⁰⁸ The following year, *Noorus Salam: Women of Faith, Light of Peace* was launched in Cotabato City. In the same vein, the Women’s Peace Tables (WPT), a project convened by the Women and Gender Institute (WAGI) in 2014 along with the Mindanao Commission on Women and PCID, seeks to “bring voices of women”—particularly

¹⁰⁶ *Ibid.*

¹⁰⁷ Natividad, Ann, Ivorly Ylar, and Jasmin Galace. 2014. *Women Speak: Perspectives on Normalization*. WE Act 1325: Quezon City, Philippines. <http://weact1325.org/wp-content/uploads/2012/04/Women-Speak.pdf>, P. 7.

¹⁰⁸ Philippine Center for Islam and Democracy. “Noorus Salam: Strengthening the Moro Voice in the Democratic Discourse.” Online available at <http://pcid.org/our-work/noorus-salam/>.

those in communities “affected by war and who long for peace” into “the peace process.”¹⁰⁹

- 6.2. Number of capacity building activities conducted to increase women's organizations' meaningful participation in consciousness raising/ advocacy on WPS, supporting the peace process and monitoring and evaluating peace agreements, development and WPS policies, programs, services, projects and activities; WPS policies, programs, services, projects and activities.

From 2012 to 2013, OPAPP, with the support of the UN Development Programme's (UNDP) *Strengthening the National Peace Infrastructure* (SNPI), implemented several projects in light of the implementation of the NAP WPS. These were: (1) “Localization of the National Action Plan on WPS Project” with the Regional Commission on Bangsamoro Women (RCBW); (2) “Localization of the NAP—Accompaniment of Women in CPLA and RPMP Closure Agreements” with the Gaston Z. Ortigas Peace Institute (GZOPI); and (3) “Localization of the NAP WPS and Security Project for PAMANA Areas” led by OPAPP. In 2014, OPAPP also conducted activities to support women's networks for peacebuilding in cooperation with the Mindanao Commission on Women (MCW) and the Philippine Center for Islam and Democracy (PCID). Both these organizations have been active in capacitating various stakeholders, particularly women. In the case of PCID, it is a pioneer in the empowerment of Moro women who led the establishment of Noorus Salam (Light of Peace), “a national network of women of faith – aleemat and Muslim women leaders.”¹¹⁰ Since 2010, it has been organizing national conferences of Muslim women peace advocates.

WE Act 1325 member organizations have conducted at least 52 training programs from 2010 to 2013 on various WPS-related topics such as UNSCRs 1325 and 1820, Magna Carta of Women and CEDAW, gender-sensitivity, Gender, Peace and Development, Peacebuilding and Transforming Conflict, peace process, CARHR/HL, Peace Education, Human Rights and IHL, Gender Justice, WPS, and paralegal.¹¹¹

109 Jimenez-David, Rina. “Giving Voice to Women for Peace.” *Inquirer.net*. 11 February 2014. <https://opinion.inquirer.net/71422/giving-voice-to-women-for-peace>.

110 Philippine Center for Islam and Democracy. 2011. *Proceedings of the 2nd National Conference of Muslim Women Peace Advocates*. Quezon City, Philippines: P. 2.

111 Perez and Oroco. 2013.

7. Increased participation of women and grassroots women's organizations in local, indigenous, and customary peace/conflict resolution/management, conflict prevention/resolution and post-conflict-reconstruction mechanisms.

- 7.1. Number of women and grassroots women's organizations participating as heads and members in formal peace mechanisms such as Peace and Order Councils (Regional POC, Provincial POC, Municipal POC), *Lupon Tagapamayapa*, Barangay Human Rights Council, Agrarian Reform Beneficiaries as well as in informal/customary/indigenous peace mechanisms such as *hodong*, *kefeduwani*, etc. and other alternative dispute mechanisms.

Since 2002, the Bontoc All Women Brigade, composed of 'gentle grannies', was first established in Bontoc, Mountain Province as a way to keep the communities safe: "people heeded the women more than the policemen."¹¹² Because of its success, a women for peace brigade program was mirrored in other areas in the province through a civic group called *Higan* that seeks to promote the rights and welfare of women and children.

In 2011, the Mindanao People's Caucus established the 'all women team' as the 'women-only contingent of the Civilian Protection Component of the International Monitoring Team to observe compliance of the GPH-MILF Parties on protection of civilians.

As indicative of women's participation in various peace and order mechanisms, the Natividad samples the case of Lanao del Norte where:¹¹³

"With regard to participation of the six detailed municipalities, there are a total of 360 women who hold the role of members of the *Lupon Tagapamayapa* in various barangays, amounting to 28%. There are 69 women in Barangay Human Rights Action Centers, which is 54% percent, comprising more than the 58 men. There are 313 women in Brgy. Peace and Order Committees (BPOC) which account for 30.4% of the 1029 total. In Municipal Peace and Order Councils, there are 39 women of the 110 which

112. Carina Delvar, 3 March 2009, "Women help keep peace, order in Bontoc," *Inquirer.net*, <http://www.inquirer.net/inquirerheadlines/regions/view/20090303-102178/Women-help-keep-peace-order-in-Bontoc>.

113. Natividad, Ana, 2013, "Empowerment and Participation," *Implementing the Philippine National Action Plan on UN Security Council Resolutions 1325 and 1820: A Civil Society Monitoring Report—March 2010–January 2013*, WII Act 1325, Quezon City: Philippines, p. 141.

accounts for 35.4%. From this data we find that community women do hold positions in local peace mechanisms to a moderate degree of roughly 30-55%.”

7.2. Number of grassroots women and women’s organizations participating in post-conflict normalization/transitions.

This indicator aims to document the participation of women in post-conflict normalization/transition. One example of a government initiative that encourages women’s participation in post-conflict transitions is its engagement with the CBA-CPLA and RPMP-RPA-ABB-TPG women in connection with the Closure Agreement with these groups. Women former rebels and family members of male former rebels were targeted to participate in activities where they can identify possible entry points/interventions toward their increased and meaningful participation in the organizational transformation and implementation of peace agreements. Twenty RPMP-RPA-ABB-TPG women participated in the workshop on 19-21 April 2015 and 18 in the workshop on 9 August 2015; in the case of the CBA-CPLA activity, five CBA-CPLA women participated in the workshop on 23 August 2015.

On the part of CSOs, the WWN is an example of a project that seeks the meaningful participation of women in the Bangsamoro. From the WWN consultation conducted by WE Act 1325, women participants articulated the importance of women in grassroots peacebuilding. For example, a Lanao participant expressed that women get involved as mediators¹¹⁴ while women from Zamboanga emphasized the imperative for women to be role models to show others that they can defend themselves. Another expressed the importance of community meetings because it is in these gatherings that women are called upon to be peacebuilders.¹¹⁵ Similarly, in *Truray/Tediray* culture, women are seen as arbiters or *kefedawanlibun*. This functional status is said to be inherited from their parents who performed the same task.¹¹⁶

114 This was echoed in a study by Deco, Muzallada, 2005. Case Studies on Edo: Conflict Resolution among Meranau in Baloi, Lanao del Norte. Research Institute for Mindanao Culture, Xavier University, Cagayan de Oro City.

115 WE Act 1325, 2014, P. 20.

116 Leyssa, Deyl, 31 March 2014. “Let peace reign in Mindanao: Support ‘Kefedawan Libun,’ Recognize Indigenous Women Arbiters.” <http://ironblueph.com/2012/03/31/iron-blue-ph-let-peace-reign-in-mindanao-support-kefedawan-libun-recognize-indigenous-women-arbiters/>

8. Develop and/or enhance gender-sensitive policies and programs for women in the security sector (i.e. AFP and PNP).

8.1. Number of gender sensitive policies (i.e. on admission, placement, assignment, promotion, remuneration, benefits, training, provision for separate facilities, protection against sexual harassment/violence) and other opportunities to advance gender equality among women and men in the security sector are developed and implemented.

This indicator looks specifically at progressive WPS-related developments in the security sector.

Reflective of the section on women in the military as provided for in the *Magna Carta for Women*, this indicator illustrates current initiatives in the security sector as regards advancing gender equality. But even before that, the AFP has issued several gender-sensitive directives even prior to the adoption of the *Magna Carta of Women* and the Philippine NAP WPS. For example, in August 2008, it issued Personnel Directive 03 on *Marriage, Pregnancy and Maternity Leave of Female Personnel in Active Service, Armed Forces of the Philippines* and the following month, it came out with Personnel Directive 05 on the *Procurement, Separation and Retirement of Female Member of the AFP*. In February 2009, as primarily grounded on RA 9262, it issued Personnel Directive 02 on *Guidelines in the Disposition of Domestic Related Offenses of AFP Personnel*. The following year, in February 2010, it released the *Guidelines in the Annual GAD Planning and Budgeting* where it defined organization-focused GAD activities as “activities that seek to address gender issues of AFP employees particularly those that affect women’s performance as government workers like sexual harassment, low participation of women in human resource development undertakings and decision-making structure and processes, and lack of support to ease women’s multiple burden such as day care in the work place.” Additionally, the Guideline defined client-focused GAD activities that “address gender issues of AFP clients” through the “inclusion of GAD in the modules used by the AFP when training its men and women clients; the revision of program policies or procedures that hinder women’s full access to program resources and services; and the inclusion and implementation of components or activities that will ensure the delivery of goods and services for women.” Furthermore, in 2014, a *Letter Directive*

on the Workshop with the AFP on the Operationalization of the Philippine NAP on WPS and UNSCR 1325 and 1820 was issued.

In December 2014, the PA activated the Office of the Army Gender and Development Office (OAGAD), a stand-alone office on gender concerns that directly reports to the Commanding General. The establishment of the OAGAD was announced by then outgoing Philippine Army Vice Commander Major General Romulo Cabantac, Jr. when he said, "In the Army, there is equality in service, and men and women play an equitable part in the development process and thus, we must practice equality, wherever we are." By the end of the year, the PA had drafted two other directives related to NAP WPS within its GAD plans.

The PAF, on the other hand, reported that it has issued 11 gender-sensitive policies since 2010. And finally, the Philippine Navy has adopted the PN Gender and Development Focal Point System (GFPS) since 2012 as part of its Standard Operating Procedure # 12.

To summarize, available data for this indicator provide five policies from the AFP from 2008 to 2014; three directives in the PA for 2014; 11 gender-sensitive policies from the PASF since 2010; and one operating procedure from the PN.

8.2. WPS training programs for women and men in the security sector established.

This indicator looks at WPS training programs for women and men in the security sector established within or conducted by the institution.

In the PA, it was noted that "training programs on GAD are now being integrated with the Programs and Instructions (POI) of Philippine Army Schools and training institutions that include the BPFA and UNSCRs 1325 and 1820, and with the upcoming training of GAD trainers, specific modules on NAP WPS will be recommended to be developed." For 2014, through the technical assistance package provided by OPAPP, the Philippine Army conducted three batches of Gender and Conflict-Sensitive Training for ground personnel (IDs/IBs) from Luzon, Visayas and Mindanao and an Executive Course on Women, Peace and Security for its policy makers and GAD personnel. Other units of the Philippine Army such as the Intelligence and Security Group (ISG) and Army Signal

Regiment (ASR) also underwent basic WPS orientation. Thus, among the different branches of the security sector, it is only the Philippine Army that has started the process of institutionalizing WPS as part of GAD training.

A similar type of training was continued on 2015 when the PA conducted a four-days training on gender sensitivity planning and budgeting with harmonized gender and development guidelines. Though this time it was limited to forty-five (45) participants who are new members of the Gender and Development Focal Point System (GADFPS) of the units and offices based in the Army Headquarters. Continuing these types of activities for years to come secures the sustainability of a gender sensitive agency.

To a large extent, GAD training, and not WPS per se, has been institutionalized in various branches of the security sector. For example, the PNP has institutionalized trainings on gender sensitivity, MOVE (Men Oppose Violence Everywhere) Advocacy, and Responsible Parenthood. In 2014, these trainings were conducted by the PNP-DPCR for a total of 1,576 participants. During the first quarter of 2014, the PNP included NAP WPS in the GAD Planning and Budgeting training of police officers. In the case of the PAF, institutionalized trainings were on gender sensitivity, GAD Planning and Budgeting, MOVE, Family Counseling for officers and enlisted/non-enlisted personnel. For these trainings, 198 participated in 2013 and 168 in 2014.

- 8.3. Incremental increase in the no. of women in various levels/branches of the security sector (strategic, operational, tactical) including their participation in UN Peacekeeping Operations.

This indicator documents any incremental **increase** in the number of **women** in various levels/branches (strategic, operational, tactical, UNPKO) of the security sector

Table 18a. Number of Women in Various Levels of the Philippine National Police, 2013-14⁽¹¹⁷⁾

¹¹⁷ Data prepared by the Statistics Office of the Philippine National Police (PNP) reflecting profile as of 31 December 2013 and as of December 2014.

Positions	2013			2014		
	# of Women	# of Men	% of women	# of Women	# of Men	% of women
Police Commissioned Officers (PCOs)						
Director General (D/General)	0	1	0.0	0	1	0.0
Deputy Director General (D/Director General)	0	2	0.0	0	2	0.0
Director (Dir)	1	16	5.9	0	19	0.0
Chief Superintendent (C/Supt)	0	102	0.0	3	95	3.1
Senior Superintendent I (S/Sup.)	13	564	2.3	11	604	1.8
Superintendent (Supt)	189	1,649	10.3	249	1,621	12.0
Chief Inspector (C/Insp)	332	1,711	16.3	331	1,726	16.9
Senior Inspector (S/Insp)	405	3,224	11.2	417	3,310	11.2
Inspector (Insp)	563	3,537	13.7	496	3,450	12.6
Sub-total	1503	10806	12.2	1527	11028	12.2
Police Non-Commissioned Officers (PNCOs)						
Senior Police Officer-4 (SPO4)	180	3,713	4.6	416	4,405	8.6
Senior Police Officer-3 (SPO3)	557	4,475	11.1	421	3,817	9.9
Senior Police Officer-2 (SPO2)	263	4,245	5.8	1,383	7,161	16.2
Senior Police Officer-1 (SPO1)	2,087	13,461	13.4	1,011	9,934	9.9
Police Officer-3 (PO3)	2,716	20,537	11.7	3,760	25,089	13.0
Police Officer-2 (PO2)	4,233	25,883	14.1	3,474	21,362	14.0
Police Officer-1 (PO1)	7,983	41,386	16.2	9,183	46,062	16.6
Sub-total	18014	113700	13.7	19648	117130	14.4
GRAND TOTAL	39034	249012	13.6	42350	256316	14.2

The number of women Police Commissioned Officers increased by 1.6% from 2013 to 2014. Their percentage share in the total number of Police Commissioned Officers remained the same through the two years at 12.2%. The number of women Police Non-commissioned Officers increased by 8.5% from 2013 to 2014. Their percentage share in the total number of Police Non-commissioned Officers slightly increased, from 13.6% in 2013 to 14.2% in 2014.

Table 18b. Number of Women in Various Levels of the Armed Forces of the Philippines, 2013-14⁽¹⁾

PHILIPPINE ARMY		2013			2014		
Positions (officer rank)	# of Women	# of Men	% of women	# of Women	# of Men	% of women	
Generals	0	1	0.0	0	1	0.0	
Lieutenant Generals	0	3	0.0	0	5	0.0	
Major Generals	0	16	0.0	0	18	0.0	
Brigadier Generals	0	38	0.0	0	40	0.0	
Colonels	1	469	0.2	1	493	0.2	
Lieutenant Colonels	7	807	0.9	8	861	0.9	
Majors	43	1,012	4.1	73	1,066	6.3	
Captains	81	1,208	6.3	163	1,079	13.1	
First Lieutenants	132	1,326	9.1	105	1,109	8.6	
Second Lieutenants	87	740	10.5	115	1,050	9.9	
Subtotal	351	5,620	5.9%	465	5,732	7.5%	
Positions (enlisted rank)	# of Women	# of Men	% of women	# of Women	# of Men	% of women	
First Chief Master Sergeant	0	1	0.0	0	1	0.0	
Chief Master Sergeant	2	23	8.0	1	18	5.3	
Senior Master Sergeant	4	71	5.3	4	67	5.6	
Master Sergeant	100	1,653	5.7	99	1,523	6.1	
Technical Sergeant	129	3,602	3.5	119	3,346	3.4	
Staff Sergeant	265	9,213	2.8	261	8,348	3.0	
Sergeant	247	9,989	2.4	262	9,703	2.6	
Corporal	490	15,889	3.0	536	15,804	3.3	
Private First Class	5,367	24,339	18.1	5,286	23,860	18.1	
Private	702	4,909	12.5	483	7,331	6.12	
Subtotal	7,306	69,709	9.5%	7,051	70,001	9.2%	
Total for the Philippine Army	7,657	75,329	9.2%	7,516	75,733	9.0%	
PHILIPPINE AIR FORCE		2013	2014				

¹¹⁶ Data provided by the GAD Office of the Philippine Army wherein 2013 profile was as of 30 October 2013 and 2014 profile was as of 29 August 2014; Office of Personnel of the Philippine Air Force with data reflecting 31 December 2013 and 31 August 2014; and the Office of the Assistant Chief of Naval Staff for Personnel for the Philippine Navy.

Positions (naval enlisted rank)	# of Women	# of Men	% of women	# of Women	# of Men	% of women
First Master/Chief Petty Officer	0	0	0.0	0	0	0.0
Master/Chief Petty Officer	0	20	0.0	0	19	0.0
Senior Chief Petty Officer	3	54	5.3	2	47	4.1
Chief Petty Officer	16	842	1.9	18	937	1.9
Petty Officer, first class	31	1,797	1.7	29	1,746	1.6
Petty Officer, second class	79	2,879	2.7	76	2,874	2.6
Petty Officer, third class	86	3,977	2.1	75	3,797	1.9
Seaman First Class	119	3,287	3.5	130	3,880	3.7
Seaman Second Class	395	3,138	11.2	329	2,692	10.0
Seaman	43	500	7.9	48	435	9.9
Subtotal	772	16,494	4.5%	727	16,427	4.2%
Total for the Philippine Navy	1,086	19,090	5.4%	837	16,842	4.7%
GRAND TOTAL	10,610	108,760	8.9%	10,410	108,788	8.7%

In contrast, aggregate data from the Philippine Army, Philippine Air Force, and Philippine Navy show that there is a decrease in the number of women officers vis-a-vis men in the same time frame.

In the Philippine Army, the Infantry Division (ID) that has the most number of women is the 5ID stationed in Gamu, Isabela. Currently, there are 101 women – of this number, 22 are officers and 79 are enlisted personnel. The highest ranking female officer has the rank of Lieutenant Colonel (LTC) and the lowest ranked officer position is Second Lieutenant (LT). Of the 79 women enlisted personnel, 45 are integratees. Out of the total of 101 women, 38 are married.

Table 18c. Number of Women Deployed as UN Peacekeepers (UNMIL and UNDOF), 2010-13

		# of Women	# of Men	% of Women
Liberia (UNAMIL)				
	2010	8	223	3%
	2011	7	116	2%
	2012	18	212	8%
	2013	10	106	9%
Golan Heights (UNDOF)				
	2010	31	719	4%
	2011	28	300	9%
	2012	30	619	5%
	2013	15	320	4%
Total		142	2615	5%

Regarding the deployment of women as UN Peacekeepers in Liberia (UNAMIL) and Golan Heights (UNDOF) from 2010 to 2013, the average percentage of women deployed has been 5%. The highest percentage of deployment in UNAMIL was in 2013 and 2011 in UNDOF, both at 9%. In 2013, all ten women who were deployed in UNAMIL were from the Philippine Air Force while all 15 women sent to the Golan Heights came from the Philippine Army.

Promotion and Mainstreaming

This outcome area as support process to protection and prevention and empowerment and participation seeks to promote and mainstream the gender perspective in all aspects of conflict-prevention, conflict resolution, and peacebuilding.

9. Increased awareness and understanding of duty-bearers and claim-holders on WPS and the role of women in peacemaking, peacekeeping and peacebuilding.
 - 9.1. Number of WPS AWARENESS-RAISING CAMPAIGNS, advocacies, and materials (IECs) conducted/disseminated.

This indicator documents initiatives at raising awareness specific to WPS through the conduct of various campaigns, advocacies and dissemination of materials.¹¹⁹

According to the DFA, their WPS-relevant awareness-raising activities consisted of the following. For 2013 these are: PDOS inclusive of GST, VAW and Sexual Harassment; and WPS Forum. The following year, their WPS-specific awareness initiatives were WPS trainings for staff, Conference on SGBV Crimes in Conflict (Beirut), WPS Briefing in Tokyo Post; WPS Lecture in FSI Mabini Dialogue Series (Manila); inclusion of WPS in PDOS 4th Batch; Regional Review Conference of Geneva Declaration.

On the other hand, NCIP reported “revitalized efforts on gender and rights” that includes the initiative to organize IP women in peacebuilding.¹²⁰ In 2013, OPAPP, conducted NAP strategic planning and

¹¹⁹ This indicator is differentiated from 3.5 which is more focused on interventions specific to conflict-related SGBV and trafficking. In contrast, indicator 9.1 highlights basic awareness-raising initiatives explicitly on WPS.

¹²⁰ Information drawn from Summary Report on Gender and Rights submitted by the NCIP on 8 April 2015.

basic orientation for RCBW and for PAMANA provinces on basic NAP orientation; and developed basic IEC materials on WPS.¹²¹

- 9.2. Number of duty-bearers (policy makers, program/service implementers, monitors, evaluators) and claim holders (community women affected by conflict, women's organizations, etc) initiating and/or participating in awareness-raising campaigns, advocacies on WPS issues.

This indicator is specific to the number of state actors and their respective clientele undergoing and/or initiating WPS-specific awareness-raising campaigns and advocacies. Submitted data for this indicator was from DFA that reported 165 duty bearers participating in WPS awareness-raising campaigns in 2013 and 217 in 2014. DA also reported the training of their staff, 5 each from 2010 to 2011 while DAR reported that personnel trained were 3 in 2010, another 3 in 2011, 4 in 2012, and 6 for both 2013 and 2014. DOH, for their part, sent 3 personnel for both 2013 and 2014 while NEA has 3 for each year beginning 2012. TESDA shared that 42 participated in 2013 and 2 in 2014.

In 2014, WPS-specific activities were conducted by OPAPP to both duty-bearers and claim holders as shown in Table 19 below:

Table 19. WPS-Specific Activities

Activities	Women	Men
NAP Programming ¹²²	33	5
Orientation on the Revised NAP and Strengthening NAP Monitoring and Evaluating PAPs ¹²³	35	12
OPAPP GCST ¹²⁴	22	6
Conversation with Cordillera Women ¹²⁵	480	120
Workshop on ARMM Operations Manual ¹²⁶	19	5
Localization of NAP/WPS in Palawan ¹²⁷	15	2
OPAPP GCST ¹³⁰	19	5
Total	643	155

¹²¹ Drawn from OPAPP 2013 GAD AR.

¹²² Conducted in January 2014 and attended by representatives from NSC, WPS and PAMANA agencies.

¹²³ Conducted for various NSC and PAMANA agencies from July to August 2014.

¹²⁴ Conducted for OPAPP staff in August 2014.

¹²⁵ Conducted in September 2014.

¹²⁶ Conducted in September 2014.

¹²⁷ Conducted for OPAPP staff in December 2014.

- 9.3. Number of WPS capacity building programs conducted for duty-bearers (policy makers, program/service implementers, monitors, evaluators) and claim holders (community women affected by conflict, women's organizations, etc).

In contrast with indicator 9.2 above, this indicator focuses on capacity building programs conducted by both duty-bearers and claim holders. Capacity-building concentrates on skills development—it is differentiated from awareness-raising in a way that it aims to deepen actors' conception on WPS as well as channel their cognitive appreciation towards concrete measures such policy formulation and PAs.

Among the member agencies of the NSC WPS, it was the DFA that picked up on WPS training programs where they had 5 in 2013 and 18 in 2014; additionally, the DFA hosted a conference on WPS in 2014. TESDA, for its part, said it conducted one WPS training program in 2013 and accordingly adopted the WPS frame in their programs for women from CAAs.

PhilHealth also conducted gender sensitivity trainings to its personnel both in the Central Office and Regional Offices. The agency also established its GAD TWG Secretariat and institutionalized the provision of having a day care center in their Central Office for women with kids below 3-4 years old.

The PA also had several batches of Gender and Conflict-Sensitivity Training (GCS1) for ground troops as well as their officers and decision-makers from April to August 2014.

On the part of OPAPP, from 2012 to 2014, it conducted 20 runs of capacity development activities on the NAP for in the ARMM. In 2014 along, it conducted 10 capacity development activities for national government agencies, six localization activities in various PAMANA provinces.

Apart from government actors, CSOs such as WE Act 1325, also regularly conducts training programs. Table 20 below shows the aggregate of their capacity-building activities from 2010 to 2013.

Table 20. Capacity-Building Initiatives by CSOs March 2010—March 2013^[128]

THEMES	2010-2013
UNSCRs 1325 and 1820 AND PNAP 1325	7
<i>Magna Carta on Women</i> , CEDAW	8
Gender Sensitivity	10
Gender, Peace, Development	2
Peacebuilding, Transforming Conflicts	2
Peace Process	2
CARHRIHL	4
Peace Education	7
HUMAN RIGHTS/IHL	6
WPS	9
GENDER JUSTICE	1
PARALEGAL	1
Total	54 Training Programs

According to Perez and Orozco, these training programs had a total of 528 participants—395 were women and 133 men.

9.4. Gender and culturally-sensitive peace education modules developed.

9.4.1. Number of **educational/training institutions** developing gender and culturally-sensitive peace education modules.

This indicator looks at the existence of educational/training institutes that are developing or that can be tapped to develop gender/culturally-sensitive modules in light of WPS. For the DEA, they identified their FSI to lead in this endeavor as it is involved in research and training for foreign service officers (FSO); additionally, in 2014, their GFPS officially institutionalized the mainstreaming of WPS in various GAD training activities.

In the case of the PN, they identified the Naval Education and Training Command while the PAF has the Office of the Chief of Air Staff for Education and Training (A8) as their training institute.

Relative to the development of gender sensitive policies for Universities and Colleges, CHED issued Memorandum Circular 01-2015 on Establishing the Policies and Guidelines on Gender and

¹²⁸ Perez and Orozco, 2013.

Development in the Commission on Education and Higher Education Institutions.

- 9.4.2. Number of educators capacitated on designing and implementing gender and culturally-sensitive peace education modules.

The DFA reported that in 2013 and 2014, eleven personnel were capacitated while the PA reported that 40 trainers were capacitated in 2013 on designing gender/peace modules.

10. Gender-responsive, conflict-sensitive and peace promoting programs/support services for women in children in conflict and post-conflict situations mainstreamed in National Government Agencies/ Local Government Units/ Civil Society Organizations, International Organizations/Bilateral Partners' work.

- 10.1. Number of National Government Agencies/ Local Government Units/ Civil Society Organizations, International Organizations, and Bilateral Partners adopting and mainstreaming gender-responsive, conflict-sensitive and peace promoting programs and support services for women in conflict-affected and post-conflict areas.

Initiatives for the integration of NAPWPS PAs in the GPB began when the NSC WPS was convened. In 2012, OPAPP, in coordination with PCW, piloted the localization of the NAP in the ARMM where GAD planning and budgeting introduced as a platform for the implementation of the NAP. The PCW has also been including the implementation of the NAP in the review of GPBs it is conducting even before the formal issuance of the JMC in 2014. For fiscal year 2015, more agencies followed suit (e.g. DFA, DND). In light of OPAPP-PCW JMC 2014-01, it is expected that all NSC WPS and PAMANA partner agencies will fully integrate NAP PAs in their respective GPBs and GAD ARs.

Local Government Interventions in CNN Areas

Local Government Units were oriented and capacitated on integrating NAP - WPS in their Annual Plans and Budgets since 2013. During the years 2013 - 2015, LGUs in conflict-affected areas have been implementing programs and projects that seek to address the concerns and issues of young girls relative to the NAP - WPS Pillars. Majority of LGU interventions focused on increasing access of basic services such as health services for women and young girls. Based from the GAD Accomplishment Reports uploaded on the DILG Full Disclosure Portal, this is evident for the following provinces: Agusan Del Norte, Eastern Samar, Ifugao, Negros Oriental, Northern Samar, Samar, Zamboanga Del Norte, Zamboanga Sibugay, Bukidnon, Misamis Oriental, Lanao Del Norte, Antique, Quezon, Capiz, Iloilo, Negros Occidental. Among their implemented programs include the following: strengthening Maternal & Child Health Care Programs, provision of philhealth cards, hospitalization assistance, financial assistance to GBV clients, and psycho-social interventions.

Provincial Local Government Units also implemented livelihood and employment support programs to their communities such as recruitment women as Barangay Agricultural Workers (BAW); institutionalized mechanisms to address GBV such as Establishment of a functional women and Children protection Unit and conducted capacity building on the Operation of City Interagency Against Trafficking and Enhancing capacities of GPPS and other stakeholders on VAWC and deepening understanding on RA 7877 (anti-sexual Harassment Act); and conducted activities that promote the empowerment of women such as strengthening Women's Organizations through provision of livelihood trainings, conduct of GST and strengthening the GAD focal point system in their Units.

Source: DILG https://docs.google.com/spreadsheets/d/1t4fmqYyBmmkJPxYDfr9DCG5g4jq_rWGyX7SRMEMX4/edit#gid=766172760

10.2. Cost institutionalized, allocated and utilized for implementing NAPWPS.

- 10.2.1. Number of NGAs and LGUs providing programs for women in conflict-affected and post-conflict areas integrated NAP WPS in their GPBs and/or local peace and development plans and budgets.

As early as 2011, the NCIP has identified “increasing human rights and IP rights violations on IP women and children” as a gender issue that was related to WPS. For two years in a row (i.e. 2011-2012), it enumerated the following activities to address the identified gender concern:

- ▶ “Conduct of rights education/fora/assemblies/information dissemination on rights of IP women provided under CEDAW and other human rights instruments;
- ▶ Conduct of studies/documentation research on IP women traditional protection mechanisms/systems/institutions;
- ▶ Drafting of IEC materials for IP women and children on CEDAW and other related human rights instruments; and
- ▶ Formulation of IP WPS Master Plan to include themes on armed conflict, peace and security” that includes “identification and data gathering on IP communities which are armed conflict areas, preparing/printing and reproducing consultation materials, and (conduct of) workshop.”¹²⁹

For 2011, the NCIP budgeted PhP1,840,000 for these activities; the following year, it allotted PhP10,700,000 for the same activities.¹³⁰ In 2013, NCIP identified “women in peace and development” as their WPS-related concern and planned to “generate information based on women’s traditional role in peacekeeping” and “empower women and ensure their active and meaningful participation in peacebuilding and peacekeeping.” In this regard, they allotted a budget of PhP800,000 for these activities.¹³¹

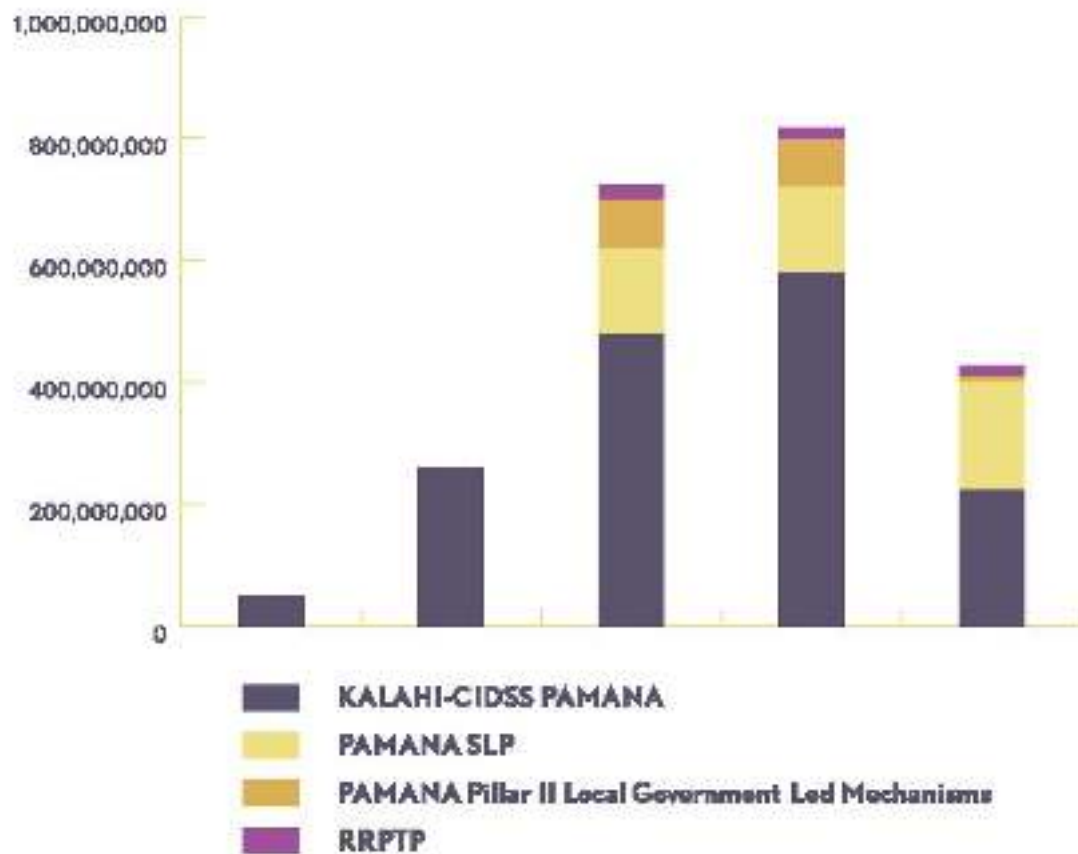
129 Taken from the 2011 and 2012 submitted GPSs of NCIP.

130 Ibid.

131 Lifted from the 2013 submitted GPS of NCIP.

In 2011, the DSWD started to mainstream and operationalize NAPWPS through allocating funds from their General Appropriations Act (GAA). These programs are the Kapit-Bisig Laban sa Kahirapan-Comprehensive and Integrated Delivery of Social Services PAMANA (2011-2015), the PAMANA Sustainable Livelihood Program (2013-2015), the PAMANA Pillar II Local Government Led Mechanisms (2013-2015), and the Recovery and Reintegration Program for Trafficked Persons (2013-2015).

The chart below shows how much fund the department has utilized to operationalize NAPWPS in their existing programs.



In the case of other agencies, Table 21 shows a sample list of WPS-Specific PAPs in the 2014 and 2015 GPBs that have been endorsed by PCW.

Table 21. List of Sample WPS-Specific PAPs in 2014 and 2015 Endorsed GPBs⁽¹³²⁾

Agency	Gender-Issue	WPS-Related PAPs	Budget Allocation
		Client-Related	
NCMF (2014)	"Weak participation of women in peace initiatives"	<ul style="list-style-type: none"> ▶ Development of culturally-appropriate and gender-sensitive modules and guidelines respecting Muslim culture, traditions, and practices in peacebuilding ▶ Conduct of orientation and workshops on Basic Human Rights in the Context of Islam, NAP WPS, trainings for LGUs, relevant government offices, MRLs, NGOs, and service providers ▶ Creation and/or strengthening of mechanisms that facilitate the participation and capacity development of Muslim women in peacebuilding ▶ Information dissemination on culturally-appropriate and gender-sensitive modules and guidelines respecting Muslim culture and traditions and practices in peacebuilding 	2,000,000.00
Philippine Army (2014)	"The need to partner and collaborate with different CSOs to fully implement the operationalization of the NAP on UNSCRs 1325 and 1820"	▶ Stakeholders' Engagement	50,000.00
	"The need to mainstream the culture of Human Rights with emphasis on the rights of women and children (IHL, RoL, UNSCR 1325, NAP)"	▶ Capacity building	2,310,000.00
OPAPP (2014)	"Lack of capacity development interventions to raise understanding on gender issues in the context of conflict and peace"	▶ Conduct of NAP Programming Workshop among NSC member agencies, PAMANA implementing partners to harvest NAPWPS 2013 accomplishments and 2014/2016 plans	1,500,000.00
		▶ Conduct of consultations with NSC member agencies, PAMANA implementing partners and civil society organizations to streamline and tighten NAPWPS indicators	141,958.47

132. Aggregated amount for all six activities listed.

Agency	Gender-Issue	WPS-Related PAPs	Budget Allocation
		<ul style="list-style-type: none"> ► Focused technical assistance interventions to the following agencies: <ol style="list-style-type: none"> a. Philippine National Police (PNP) b. Department of National Defense (DND) c. Philippine Army d. Department of Foreign Affairs (DFA) e. National Electrification Administration (NEA) f. Department of Health (DOH) g. National Commission on Muslim Filipinos (NCMF) h. National Commission on Indigenous Filipinos (NCIP) 	5,000,000.00
		► Conducted follow-through workshops with PAMANA provinces to finalize their NAPWPS issues and interventions (from the 2013 NAPWPS Orientation-Workshop)	6,000,000.00
		► Conducted NAPWPS orientations with PAMANA provinces to identify their NAPWPS issues and interventions	6,000,000.00
		► Conducted assessment and planning sessions with ARMM LGUs on NAPWPS implementation	6,000,000.00
	Gender issues and concerns as well as lessons and good practices on addressing gender issues in the context of conflict and peace are not documented or highlighted.	► “Kabala Hanat Kapayapaan” Forum, featuring the Women in the GPI – MILF Panel and the 1st edition of the “Kabala Hanat Kapayapaan” Magazine	2,000,000.00
	National agencies are unconscious of generating sex-disaggregated and gender-related data especially in conflict-affected / post-conflict areas.	► Enhancement of the Comprehensive Local Integration Program-Former Rebels Information System (CLIP-FRIS) Monitoring Tool; Inclusion of gender sensitivity in the orientation of Provincial Social Welfare and Development Officers on the tool.	1,000,000.00
DFA (2015)	“Section 9 of MCW—The State shall ensure that women shall be protected from all forms of violence and help women attain justice and healing. Implementation of NAPWPS”	► Implementation of DFA Agency Plan for WPS and updated DFA Agency Plan for WPS which includes mobile passporting services to at least 1-2 conflict areas	1,000,000.00

Agency	Gender-Issue	WPS-Related PAPs	Budget Allocation
Organization-Focused			
Philippine Army (2014)	The need to enhance the level of awareness of Senior Leaders up to the grassroots level on CAAD, Magna Carta of Women, NAP/WPS, and other related laws to gender peace and security to remain steadfast in the performance of its mandate and achieve the vision of the Army Transformation Roadmap	► 5-Day Gender Sensitivity Training cum Gender Analysis Training	1,699,760.00
OPAPP (2014)	Lack of capacities to identify and address gender issues in peace and security policies and programs	► Conduct of Gender and Conflict Sensitivity Trainings (GCST) for OPAPP staff	1,000,000.00
DFA (2015)	Section 9 of MCW—The State shall ensure that women shall be protected from all forms of violence and help women attain justice and healing; implementation of NAP/WPS	► Implementation of DFA Agency Plan for WPS and updated DFA Agency Plan for WPS which includes: <ol style="list-style-type: none"> 1. Integration of NAP/WPS in ESCO Cadetship Courses; 2. Integration of NAP/Conflict Analysis in PDOS; 3. Women, Peace and Security Forum; 4. Training on gender-conflict analysis at selected Posts with OPAPP as partner agency; 5. Consultation/regional review of Contingency Plans of Foreign Service Posts; 6. Participation in national review/consultation on commitments and accomplishments relative to Global Report on UNSCR 1325. 	3,350,000.00 (132)
DND (2015)	Increase the number of female peace and women's rights advocates in peace panels in peace panels and other peace mechanisms at the local and national levels	► Revision and amendment/rectification of policies identified and reviewed in 2014 concerning women in procurement, retirement, assignment and other membership involving peacebuilding, peacekeeping, conflict prevention, and post-conflict reconstruction	18,000.00
	Some policies still reflect biases on women and men	► Consultative meeting and/or Focused Group Discussion with NGOs and other government organizations and women's groups involved in the NAP	100,000.00

Agency	Gender-Issue	WPS-Related PAPs	Budget Allocation
	"Established men's groups that would advocate for the elimination of VAWC"	► Development and publication of policies on protection and security of women affected by armed conflict.	1,000,000.00
	"Low level of knowledge among men and women on laws and regulations addressing human resource issues"	► Consultative meeting and/or Focused Group Discussion with NGOs and other government organizations and women's groups involved in the NAP.	100,000.00

10.3.2. Number of international organizations and bilateral donor agencies financing WPS PAPs of NGAs, LGUs, and CSOs.

In 2011, the EU funded DOH's "Addressing Maternal, Neonatal, and Child Health and Nutritional Needs of Indigenous Cultural Communities/Indigenous People (ICC/IP) and other Disadvantaged Communities in Mindanao" (Php385,000,000) from Dec 2011 to June 2017 for Regions IX, X, XI, XII, XIII. In 2012, the DOH also secured funding from JICA for its "Cordillera-wide Strengthening of the Local Health System for Effective and Efficient Delivery of Maternal and Child Health" (Php101,000,000) from Feb 2012 til present (2014) and from UNFPA for its "7th Country Reproductive Health and Rights Component" (Php306,607,400) from May 2012 to Dec 2016 for Regions V, VIII, X, XI, XII, XIII, and CAR.

From 2013 to 2014, the DEA had UN Women, UNODC, ESCAP, IOM as funding partners. In the case of OPAPP, UNDP funds the SNPI and within which, several NAP projects have been implemented. In 2012, allocated budget from the UNDP SNPI was Php551,966.90; the following year, budget allocation was Php1,768,141.20 and for 2014, Php 2,339,725.07.

CSOs also get funded by international organizations and foreign to carry out WPS projects. For instance, WE ACT 1325 had been and continuous to be supported by the Global Network of Women Peacebuilders (United States), Conciliation Resources, (United Kingdom), The Royal Norwegian Embassy in the Philippines, Australian Agency for Development or AusAid/Department of Foreign Affairs and Trade or DFAT (Australia), and UNDP Philippines.¹³³

¹³³ Venetacion-Rallonza, Ma, London, 2014. "Case Study: The Philippines." Financing for the Implementation of National Action
 IMPLEMENTING NAP/WPS—RELEVANT/SPECIFIC PROGRAMS AND SERVICES

Monitoring and Evaluation

This support process aim to institutionalize a system to monitor, evaluate and report on the implementation of the NAP in order to enhance accountability for successful implementation and the achievement of goals,

11. Status of women's protection from all forms of violence in the context of armed conflict and participation in peacemaking, peacekeeping and peacebuilding monitored and evaluated either jointly or independently by government and peace, human rights, humanitarian law, and women CSOs.

- 11.1. NAP reporting, monitoring and evaluation system established

- 11.1.1. Number of monitoring and evaluation reports on the implementation of various WPS interventions generated, disseminated and validated by various stakeholders.

Since 2011, the Global Network of Women Peacebuilders (GNWP) based in New York has been annually publishing *Women Count: Implementing UNSCRs 1325 and 1820* which included various country studies, including the Philippines. WF Act 1325 contributes the Philippine Case Study in *Women Count*.

- 11.2. Reports submitted to the United Nations (and other international organs) on the status of implementation of UNSCRs 1325 and 1820, BPEA (on women in armed conflict), and CEDAW GR 30.

In 2014, the Philippines submitted its report on the implementation of the Beijing Platform for Action that included the data on women in armed conflict as a critical area of concern. The Philippines also attended the BPEA + 20 regional review conference in November 2014 organized by UN ESCAP.

Apart from the above, the Philippines has been involved in global WPS resolution initiatives such as:

Plans on United Nations Security Council Resolution 1325. New York: Global Network of Women Peacebuilders. https://www.cordaid.org/media/publications/FinancingUNSCR1325_2014_15nov.pdf

2013

- ▶ Resolution on the Implementation of the UN Global Plan to Combat TIP
- ▶ UN Commission on the Status of Women Resolution 56/1—Release of Women and Children taken hostage including those subsequently imprisoned in armed conflict (inputs from CWC)
- ▶ UNGA Declaration of the Commitment to End Sexual Violence in Conflict where the Philippines was among the initial 113 UN members States that endorsed the Declaration¹³⁴

2014

- ▶ UNGA Resolution 67/144—Intensification of Efforts to Eliminate all Forms of VAW (inputs from OPAPP and PCW)
- ▶ UNGA Resolution 67/145—Trafficking in Women and Girls (inputs from OPAPP and PCW)
- ▶ Global Summit to End Sexual Violence in Conflict—Statement of Action where the Philippines, in a joint statement with Indonesia and Timor Leste, expressed concern that sexual violence continues to be deployed as a weapon of war, and emphasized the need for states in the region to both learn and share practices for addressing conflict-related sexual violence (CRSV) with the wider global community.

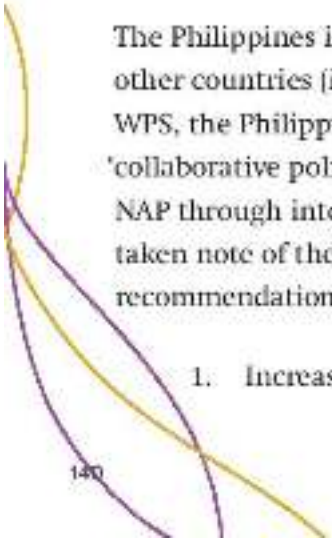
¹³⁴ Other ASEAN states that endorsed the Declaration were Cambodia, Indonesia, Malaysia, Singapore, Thailand, and Viet Nam.



RESEARCH RECOMMENDATIONS

Of the 17 regions in the Philippines, around 11 have areas that have experienced, or are still experiencing, armed conflict. This essentially means that a majority of the country's regions have been or continue to be impacted by armed conflict – quite a number of them due to the communist insurgency in Luzon, Visayas, and Mindanao, while the others are concentrated in the area of the Bangsamoro. Most of these conflict-affected communities are remote and far from the access of basic national government programs and services. Their situation gets compounded with the ever present reality of natural calamities that transform the conditions from one of armed conflict to that of a complex emergency (i.e. armed conflict + natural disaster). Such a fact has to be recognized and integrated into government planning, meaning, a government assistance paradigm that understands the context of armed conflict in responding to the needs and aspirations of its people. In other words, in the case of conflict-affected communities, poverty-centric programmatic interventions and development strategies must take into account the complexities of the armed conflict context and the lived narratives of those affected by it.

With regard to gender, various studies have already articulated the differential impact of armed conflict on women and men. Owing to gender roles (i.e. productive, reproductive, community, and political), women's vulnerabilities multiply several-fold during situations of armed conflict; potential VAW and SGBV increase in conditions of displacement where women and girls fall victims to prostitution and trafficking. But, as different studies have pointed out, women should not only be seen as victims – their agency should likewise be acknowledged. Taken together, both women's vulnerabilities and agency are the fundamental realities that WPS is anchored on.



The Philippines is the first country in Asia to have launched a NAP. In comparison with other countries (i.e., either donor countries or post-conflict states) that have NAPs on WPS, the Philippines has been the first in: (1) crafting and drafting the NAP through 'collaborative politics' between government and CSOs; and (2) institutionalizing the NAP through integration into an existing gender mechanism such as the GPBs. Having taken note of these and based on the results of this study, the following are general recommendations on the implementation of the NAP WPS:

1. Increase awareness on the context of **armed conflict** and recognize its

IMPACT TO AND LINKS WITH issues such as governance and development, in general, and women's concerns such as trafficking and VAW/SGBV (vulnerabilities) and participation (agency), in particular.

2. Individual NAP implementing partner agencies should strive for further institutionalization of the NAP within their respective institutions through **policy formulation** and **creation** of NAP-SPECIFIC PROGRAMS AND SERVICES that address the gender dimensions of armed conflict and peace.
3. Agency practice on **data collection** should be guided by DIFFERENTIAL CONTEXTS of conflict and non-armed/post-conflict situations (e.g. VAW/SGBV) and basic SEX-DISAGGREGATION of data (e.g. IDPs, 'bakwit'; program/service beneficiaries). Monitoring and evaluation of NAP WPS implementation should likewise be further systematized.
4. In light of the NEED TO SUSTAIN NAP WPS implementation, continuous and **progressive capacity development** of NAP implementing partner agencies must be undertaken.



ACKNOWLEDGEMENTS

We are indebted to our partner national agencies and local government units who provided our researchers the invaluable data we needed to make this report possible thank you so much for your cooperation.

We would like to thank the many people who contributed to the production of this report. We are thankful for our team of researchers and writers lead by Prof. Lourdes Veneracion- Rallonza, PhD and Gino Antonio Trinidad for the Study on Women, Peace and Security. The team consisted of Kristel Gomez-Magdaraog, Karl See, Exequiel Francesco Salcedo.

We would also like to thank Ms. Jurgette Honculada for leading the completion of the NAP-WPS: The Philippine Experience.

Without their months of tireless effort in going through the data and stories provided by the national agencies and local government units, these reports would not be possible.

At various points, these reports also benefitted from the support of various OPAPP units including:

OPAPP, National Action Plan on Women Peace and Security Secretariat
FOR OVERSEEING THE PRODUCTION OF THE PUBLICATION AND COORDINATION
BETWEEN PARTIES

LEAD: USec. Maria Cleofe Gettie C. Sandoval

TEAM: Diana Kathrina M. Leomo, Muriel U. Magadia, Helen M. Rojas, and Leilannie T. Disomangcop. Special thanks have to go out to past core NAPWPS team members who helped start this research, Alona Bermejo and Maricel Aguilar.

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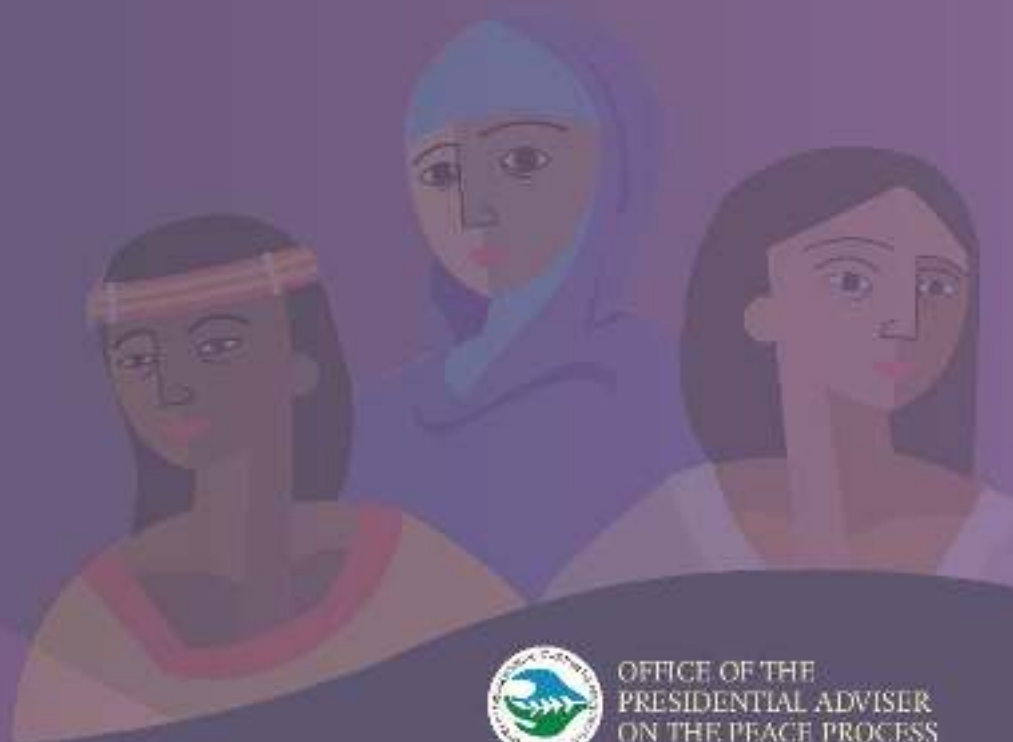
OPAPP, Bangsamoro Office

LEAD: USec. Jose I. Lorena

OPAPP, Closure Agreement Secretariat

LEAD: Dir. Marilou Ibanez

Finally, data is nothing but random numbers if not for the help of our editors Ms. Jurgette Honculada and Ms. Paulynn Parades-Sicam. Thank you for bringing these reports into life.



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