COUNTRY GENDER ASSESSMENT
OF AGRICULTURE AND THE RURAL SECTOR IN THE PHILIPPINES
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<table>
<thead>
<tr>
<th>Acronym</th>
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<tr>
<td>ARB</td>
<td>Agrarian Reform Beneficiary</td>
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<td>ARMM</td>
<td>Autonomous Region in Muslim Mindanao</td>
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<tr>
<td>BFAR</td>
<td>Bureau of Fisheries and Aquatic Resources</td>
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<tr>
<td>CARP</td>
<td>Comprehensive Agrarian Reform Program</td>
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<td>CARPER</td>
<td>Comprehensive Agrarian Reform Program Extension with Reforms</td>
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<td>CGA</td>
<td>Country Gender Assessment</td>
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<tr>
<td>CPF</td>
<td>Country Programming Framework</td>
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<tr>
<td>DA</td>
<td>Department of Agriculture</td>
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<td>DAR</td>
<td>Department of Agrarian Reform</td>
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<tr>
<td>DENR</td>
<td>Department of Environment and Natural Resources</td>
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<tr>
<td>DOST-PCAARRD</td>
<td>Department of Science and Technology – Philippine Council for Agriculture, Aquatic and Natural Resources Research and Development</td>
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<tr>
<td>DRRM</td>
<td>disaster risk reduction and management</td>
</tr>
<tr>
<td>DTI</td>
<td>Department of Trade and Industry</td>
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<tr>
<td>FAO</td>
<td>Food and Agricultural Organization of the United Nations</td>
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<td>FBS</td>
<td>Farmer Business School</td>
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<td>FGD</td>
<td>focus group discussion</td>
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<td>FPS</td>
<td>Focal Point System (for gender and development)</td>
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<td>GAD</td>
<td>gender and development</td>
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<td>GDI</td>
<td>Gender Development Index</td>
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<td>GDP</td>
<td>gross domestic product</td>
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<td>GE/RWE</td>
<td>Gender equality/Rural women’s empowerment</td>
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<tr>
<td>GII</td>
<td>Gender Inequality Index</td>
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<tr>
<td>GRDP</td>
<td>gross regional domestic product</td>
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<tr>
<td>GREAT Women</td>
<td>Gender-Responsive Economic Actions for the Transformation of Women</td>
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<td>HDI</td>
<td>Human Development Index</td>
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<tr>
<td>ICT</td>
<td>information and communication technologies</td>
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<tr>
<td>KMNE</td>
<td>Kababaihang Masigla ng Nueva Ecija (a women’s group based in Quezon, Nueva Ecija)</td>
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<tr>
<td>LGU</td>
<td>Local Government Unit</td>
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<tr>
<td>MCW</td>
<td>Magna Carta of Women</td>
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<tr>
<td>NAPWPS</td>
<td>National Action Plan on Women, Peace and Security</td>
</tr>
<tr>
<td>NCR</td>
<td>National Capital Region (Metro Manila)</td>
</tr>
<tr>
<td>NEDA</td>
<td>National Economic Development Authority</td>
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<tr>
<td>NGO</td>
<td>non-governmental organization</td>
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<td>NNC</td>
<td>National Nutrition Council</td>
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<td>PCW</td>
<td>Philippine Commission on Women</td>
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<td>PDP</td>
<td>Philippine Development Plan</td>
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<tr>
<td>PhilMech</td>
<td>Philippine Center for Postharvest Development and Mechanization</td>
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<tr>
<td>PKKK</td>
<td>Pambansang Koalisyon ng Kababaian sa Kanayuna</td>
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<tr>
<td>PPGD</td>
<td>Philippine Plan for Gender-Responsive Development</td>
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<tr>
<td>RA</td>
<td>Republic Act</td>
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<tr>
<td>RIC</td>
<td>Rural Improvement Club</td>
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<td>RWE</td>
<td>rural women’s empowerment</td>
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<tr>
<td>Tech4ED</td>
<td>Technology for Education, Employment, Entrepreneurs, and Economic Development</td>
</tr>
<tr>
<td>WAGI</td>
<td>Women and Gender Institute</td>
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<tr>
<td>WAND</td>
<td>Women’s Action Network for Development</td>
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<tr>
<td>WOCAN</td>
<td>Women Organizing for Change in Agriculture and Natural Resource Management</td>
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Executive summary

The Country Gender Assessment (CGA) for agriculture and the rural sector in the Philippines was commissioned by the Food and Agriculture Organization of the United Nations (FAO) in October 2017, primarily to inform the gender-sensitive country-level planning and programming of FAO, and to contribute to the implementation of the FAO Policy on Gender Equality at country level. The objective of the present CGA is to analyse the agricultural and rural sector of the Philippines from a gender perspective at the macro (policy), meso (institutional) and micro (community and household) levels.

The Philippines is an island nation with a unique geography, and a diverse culture, history and population. While the country has experienced consistent economic growth in recent years, a large share of the population living in rural areas, where agriculture is the dominant source of livelihood and employment, remains poor. Since the 1960s, the direct share of agriculture to the country’s gross domestic product (GDP) had fallen below one-third, and by 1981, the sector’s share had decreased to only 23 percent. In 2016, agriculture in the Philippines employed about 26 percent of the Filipino workforce or about 11 million people, yet only accounted for about 7.3 percent of the country’s GDP. While both Filipino women and men agricultural producers remain poor because of the underperformance of the agricultural sector, women farmers are at an even greater disadvantage.

Numerous enabling policies, guidelines and mechanisms to close the country’s gender gap have been enacted and institutionalized, including the Magna Carta of Women, the Philippine Plan for Gender-Responsive Development 1995–2025, Women in Development and the Nation Building Act, to name a few.

Yet gender disparities in the Philippine’s agricultural and rural sector still exist, and these are impeding the sector’s performance and preventing the country from achieving sustainable growth. These disparities are mainly brought about by societal and cultural norms, regarding the roles of women and men. Customary practices and traditional patriarchal relations in families and communities discriminate against women, causing gender inequalities in areas such as land rights, agricultural labour markets, access to agricultural extension services, climate change and disaster management. Furthermore, gaps in the knowledge and capacities of designated Gender Focal Points, especially among providers of agricultural research, training and extension services, remain a barrier to the effective enforcement and implementation of the policies and guidelines previously mentioned.

Other equally important recommendations call for collaborative action among key national stakeholders and development partners in the agricultural and rural sector to coordinate more closely with the Philippine Commission on Women (PCW) for enhanced mainstreaming of gender equality and rural women’s empowerment (GE/RWE) in policy, strategic and planning processes in the sector, as well as to strengthen gender sensitivity among government officials and policy makers.

A number of the recommendations are targeted to transform the cultural and social norms that undervalue women and girls. These include initiatives that support women’s and men’s important role in family health, food security and nutrition (i.e. improved food preparation practices, nutrition education and access to safe drinking water). While taking care not to promote stereotypes, these initiatives can increase rural women’s and men’s access to resources, know-how, including use of information and communication technologies (ICTs), and income generation, especially projects that reduce labour and time burdens in unpaid care, domestic and community work.

The Assessment also identifies stakeholders, partners and inter-institutional mechanisms that FAO Philippines can further explore to help bridge gender gaps and promote gender equality in the agriculture and the rural sector.
INTRODUCTION
1.1 Background

FAO has recognized the importance of gender equality both as a human right, and as an essential for achieving its mandate to eradicate hunger and poverty worldwide. This includes improving the lives of the rural population by raising levels of nutrition, and improving agricultural production and productivity, natural resource management, and resilience.

The FAO Policy on Gender Equality identifies gender mainstreaming and women-specific targeted interventions as a twofold strategy for the achievement of gender equality in agriculture and the rural sector. In this regard, the Policy sets out a number of minimum standards for gender mainstreaming and women-specific targeted interventions. These include a requirement to undertake a CGA to inform FAO country-level planning and programming, particularly the formulation and revision of the Country Programming Framework (CPF) between FAO and Member States, as well as any other FAO interventions at country level.

The objective of the CGA is to analyse the agricultural and rural sector of the Philippines from a gender perspective at the macro (policy), meso (institutional) and micro (community and household) levels in order to identify gender inequalities in access to critical productive resources, assets, services and opportunities. In particular, the Assessment identifies the roles, needs and constraints of both women and men in selected areas of FAO’s mandate. Also, it provides recommendations and guidance to increase attention to gender in future programming and projects, as well as identifying possible partners for gender-related activities. The present CGA is a tool for the country office and for the Government as well as other stakeholders working in agriculture and rural development in the Philippines.

1.2 Methodology

The CGA is largely based on desktop review and analysis of secondary data sources and studies conducted by FAO, other United Nations agencies and development partners, as well as strategic policy documents and roadmaps prepared by the government. This was validated and complemented by key informant interviews with representatives from national government agencies (referred to as ministries in other countries), such as the Department of Agriculture (DA), Department of Agrarian Reform (DAR), and Department of Environment and Natural Resources (DENR), which are responsible for sustainable agriculture and rural development, as well as the PCW as the country’s primary policy-making and coordinating body on women and gender equality concerns.

Focus group discussions (FGDs) with selected FAO staff, local government partners and beneficiaries also helped provide a local perspective to the Assessment, including important insights on FAO Philippines’ work on the ground and recommendations to improve future FAO interventions. A detailed list of key informants and FGD participants is provided in Annex 1.

1.3 FAO’s work in the Philippines

Having been established in 1977, the FAO Representation in the Philippines celebrated 40 years of working together with the Government of the Philippines towards the eradication of hunger and poverty in 2017. During the last six years, FAO assistance in the Philippines focused on the four following priority areas:

- improving food and nutrition security;
- enhancing agricultural production and productivity and ensuring efficient and streamlined supply chains;
- promoting sustainable management of natural resources; and
- promoting agricultural adaptation, climate change mitigation and disaster risk reduction.
INTRODUCTION

Following the release of the new Philippine Development Plan (PDP) 2017-2022, a new CPF 2018-2024 is currently being formulated jointly with the government and other partners. This Assessment will inform the formulation of the new CPF by providing updated insights into rural women and men’s roles, needs and contributions to agriculture and the rural sector in the Philippines.

A Regional Gender Strategy and Action Plan 2017-2019 for Asia and the Pacific was finalized in January 2017. The main objectives of the strategy are to:

- establish regional priorities to support gender equality in alignment with the FAO Policy on Gender Equality and Strategic Framework;
- outline delivery mechanisms, roles and responsibilities; and
- improve the visibility of the gender work of the FAO Regional Office for Asia and the Pacific, and encourage knowledge generation and sharing of results.

This Philippines CGA is a direct contribution to the FAO Policy on Gender Equality and the Regional Gender Strategy and Action Plan.

1.4 Organization of the Assessment

The Assessment has been organized to take account of FAO’s guidelines in preparing a CGA of agriculture and the wider rural economy. Following this introductory section, the second section presents a brief profile of the country with information on the Philippines’s socio-economic situation, agriculture and rural development, human development and gender. The third section elaborates on policies, and legislative and institutional frameworks for GE/RWE in agriculture and rural development. The section also provides an overview of gender inequalities in agriculture and the rural sector. The fourth section analyses key national stakeholders. The fifth and final section consists of a summary of major findings and recommendations for government policy and FAO actions with a view to raising awareness of gender equality and enhancing strategy and partnership in the Philippines.
THE PHILIPPINE COUNTRY CONTEXT
2.1 Demography, economy and poverty

The Philippines is an island nation with a unique geography, and a diverse culture, history and population that speaks more than 80 languages and dialects. The country, which lies in the western Pacific Ocean, is composed of over 7,000 islands, of which approximately 2,000 are inhabited. The Philippine archipelago is divided into 18 regions, with the three main island groupings of Luzon (including Manila) in the north, the Visayas in the centre and Mindanao in the south.

The Philippine climate is predominately hot and humid, marked by a rainy season from June to November, which brings plenty of rain and a few typhoons every year. November to February tends to be cool and dry, while March to May tends to be hot and dry. Since 2015, the Philippines has been hit by the El Niño weather phenomenon, which has had a serious effect on the country’s water supply and food security. The country’s location on the Pacific Rim, also increases the risk of earthquakes and volcanic eruptions.

The population of the Philippines is 103.3 million with 51.3 percent of men and 49.7 percent of women (World Bank, 2018). While the pace of population growth is slowing over time, as illustrated by the slight decrease in the average population growth rate from 1.9 percent in 2000-2010 to 1.7 in 2010-2015, the population continues to grow rapidly (NEDA, 2017). With about 2 million Filipinos added to the population every year, the population of the Philippines is projected to increase to 142 million by 2045 (NEDA, 2017). Almost 65 percent of the population are of working age (15 to 64 years), and the median age is 23.4 years (NEDA, 2015).

The country’s GDP grew at an average of 6.1 percent during the period 2010-2016, the fastest six-year average since 1978, although this was still below the target of 7-8 percent per year set in the PDP 2011-2016 (NEDA, 2017). Regions with established and large cities (regional centres) are growing the fastest. The Philippines’ growth profile evidences stark inequality in development. As per 2015 data, the per capita gross regional domestic product (GRDP) in the National Capital Region (NCR) is more than twice that in CALABARZON (Region IV-A), the region with the second highest per capita GRDP, and more than 12 times that in the Autonomous Region in Muslim Mindanao (ARMM), which has the lowest per capita GRDP (NEDA, 2017).

The Philippines’ poverty rate decreased from 25.2 percent in 2012 to 21.6 percent in 2015, according to the 2015 Family Income and Expenditure Survey conducted by the Philippine Statistics Authority (PSA) (PSA, 2015b). The PDP 2017-2022 further sets the target to reduce poverty incidence to 14 percent by 2022, with particular efforts in agriculture and lagging regions where poverty incidence and inequality are high (NEDA, 2017). The drop in the Philippines’ poverty rate coincides with a steady decline of extreme poverty in the country. The same survey reveals that subsistence incidence among Filipinos was estimated at 8.1 percent in 2015, 2.3 percentage points lower than that of 2012 (10.4 percent) (PSA, 2015b). The severity of poverty, a poverty measure sensitive to income distribution among the poor, also went down in the Philippines over the period 2012-2015 from 1.9 to 1.5 (PSA, 2015b).

Despite the decline in these numbers, poverty continues to be concentrated in specific segments of the total population. Five of the nine basic sectors of the population determined by the PSA – farmers (34.3 percent), fishers (34 percent), children belonging to families with income below the official poverty threshold (31.4 percent), the self-employed and unpaid family workers (25 percent) and women from poor families (22.5 percent) – have higher poverty rates than the general population (21.6 percent) for the year 2015 (PSA, 2015b). Farmers and fishers have consistently registered as the two basic sectors with the highest poverty incidence in the general population since 2006.

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1 Subsistence incidence among Filipinos refers to the proportion of Filipinos in extreme or subsistence poverty as measured by the percentage of Filipinos whose incomes fall below the food threshold, the minimum income required to meet basic food needs and satisfy the nutritional requirements set by the Food and Nutrition Research Institute.

2 Poverty estimates for self-employed and unpaid family workers serve as a proxy indicator for informal sector workers.
The poorest regions in the country are in the rural and agricultural areas, particularly on the island of Mindanao, a region that has also served as a battleground for Muslim militants and government forces for decades. The region suffers from poor infrastructure and inadequate basic services, such as health and education, poor local governance and a weak private sector. Armed conflicts, including the struggle for self-determination by Moro groups, clan disputes, the communist insurgency, and banditry, among others, cause severe economic (e.g. loss of source of income) and social displacement. This situation in turn results in long-term poverty and deprivation from adequate schooling and healthcare, and drives the population to sell their valuables or go deeper into debt to meet basic needs. Hostilities in 2000 and 2008, for instance, displaced about 900 000 people. The ARMM, which consists of five provinces in Mindanao, registered the highest poverty incidence in the 2015 Family Income and Expenditure Survey, with 53.7 percent of poverty (equivalent to 1 990 500 Filipinos) and 21.1 percent of subsistence/extreme poverty (equivalent to 783 000 Filipinos) in 2015 (PSA, 2015b).

Mindanao is the second largest island in the Philippines and home to about a quarter of the total population. It is also considered the country’s food basket, producing over 40 percent of the Philippines’ food requirements and contributing more than 30 percent to national food trade (FAO, 2015a). One-third of Mindanao’s land area is devoted to agriculture. However, Mindanao’s food-producing capabilities are at risk due to climate change. According to the Philippine Atmospheric Geophysical and Astronomical Services Administration (PAGASA)’s Climate Monitoring and Prediction Section, Mindanao is the region in the Philippines most vulnerable to the impacts of El Niño because of its proximity to the equator (PAGASA, 2018).

### 2.2 Human development and gender

The Human Development Index (HDI) is a summary measure for assessing progress in three basic dimensions of human development: health, education and decent living standards. The Philippines’ ranks 116th out of 188 countries and territories with a HDI value for 2015 of 0.682 (medium human development category) (UNDP, 2016). Over the period 1990 to 2015, the Philippines’ HDI rose from 0.586 to 0.682, or by 16.3 percent. During this same period, the Philippines’ life expectancy at birth increased by three years, while mean years of schooling and expected years of schooling increased by 2.7 years and 0.9 years, respectively (UNDP, 2016). The Philippines’ gross national income (GNI) per capita also increased between 1990 and 2015, from USD 3 962 to USD 8 395 (in 2011 purchasing power parity), or by about 111.9 percent (UNDP, 2016).

In 2010, UNDP introduced the Gender Inequality Index (GII), which reflects gender-based inequalities in reproductive health (measured by maternal mortality and adolescent birth rates), empowerment (measured by the share of parliamentary seats held by women and attainment in secondary and higher education by each gender) and economic activity (measured by the labour market participation rate for women and men). The Philippines has a GII value of 0.436, ranking it 96 out of 159 countries in 2015. The share of parliamentary seats held by women is 27.1 percent, while 72.8 percent of adult women have reached at least a secondary level of education compared to 70.3 percent of their male counterparts. In terms of economic activity, the labour market participation rate for women stands at 50.5 percent, far behind the rate for men at 78.8 percent (UNDP, 2016).

Additionally, the Gender Development Index (GDI) was introduced in 2014 as a sex-disaggregated HDI that reflected gender inequalities in achievement using the same dimensions of the HDI. In 2015, the GDI value for the Philippines was measured at 1.001, which placed the Philippines into a group of countries with high equality of HDI achievements between women and men. The average GDI value for East Asia and the Pacific was 0.956 in 2015 (UNDP, 2016).

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1 Health is measured by female and male life expectancy at birth, education is measured by female and male expected years of schooling for children and mean years for adults aged 25 years and older, and decent living standard is measured by female and male estimated GNI per capita (UNDP, 2016).
The Philippines ranked 7th out of 144 countries in the Global Gender Gap Report for 2016, and remains the highest-ranked country in the Asia-Pacific region (World Economic Forum, 2016). The Global Gender Gap Index measures gender-based gaps between women and men in four fundamental categories or sub-indexes:

- economic participation and opportunity,
- educational attainment,
- health and survival, and
- political empowerment.

It aims to determine whether countries are distributing their resources and opportunities equitably between women and men, irrespective of their overall income levels. In 2015, the Philippines was able to re-close its educational attainment gender gap while the health and survival gender gap has been fully closed since 2006 (World Economic Forum, 2016).

Yet, the Philippines fell from the 7th to 10th place from 2016 to 2017 (World Economic Forum, 2017). According to the report, the drop was the result of the increasing wage gap between men and women for doing similar work. The Philippines also re-opened a health and survival gender gap for the first time since 2006 (World Economic Forum, 2017). Meanwhile, the Philippines fared well in other areas of economic opportunities such as women taking up managerial and executive positions, and labour force participation.

In terms of education and literacy, the country’s functional literacy rate\(^5\) (for ages 10 to 64 years) remains high at 92 percent among women and 88.7 percent among men according to the 2013 Functional Literacy, Education and Mass Media Survey (PSA, 2015a). The 2016 Annual Poverty Indicators Survey revealed that almost 10 percent (equivalent to 3.8 million people) of Filipinos aged 6 to 24 years were out-of-school (Figure 1) (PSA, 2017a). According to this survey, the percentage of out-of-school children and youth was higher among girls and young women (13.8 percent) than boys and young men (5.9 percent) (PSA, 2017a). As a result, girls and young women account for more than two-thirds (68.9 percent) of the total out-of-school children and youth. In terms of age group, the highest percentage of out-of-school children and youth was recorded in the age group of 16 to 24 years at 18.7 percent (PSA, 2017a).

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\(^4\) However, further analysis by the World Economic Forum shows that for every USD 1 a female earned in 2016, her male counterpart earned an average of USD 1.45 (World Economic Forum, 2016).

\(^5\) Functional literacy includes not only reading and writing but also numeracy skills to participate fully and efficiently in common life activities (PSA, 2013).
Marriage or family matters (42.3 percent), the high cost of education or financial concerns (20.2 percent) and lack of personal interest (19.7 percent) were among the most common reasons for not attending school among out-of-school children and youth (PSA, 2017a). For nearly two-thirds (59.3 percent) of out-of-school girls and young women, marriage or family matters were the main reasons for not attending school, of which the highest accounted among those aged 16 to 24 years at 63.5 percent (PSA, 2017a). On the other hand, lack of personal interest was the major reason for out-of-school boys and young men (36.5 percent), of which the highest accounted among those aged 16 to 24 years at 43 percent (PSA, 2017a). Illness or disability were the main reasons for out-of-school children among both girls and boys in the 6-11 age group at 38 percent and 40.7 percent, respectively. Nationwide, about 53 percent of out-of-school children and youth belong to families with incomes in the bottom 30 percent based on per capita income (PSA, 2017a).

While access to quality health services has improved over the years, there are still gaps that need to be addressed. The PDP 2017-2022 points out some key accumulated ‘backlogs’ that it plans to address, while also trying to meet increasing demand brought about by population growth (NEDA, 2017). These include high and persistent prevalence of malnutrition among children under five years old (Figure 2), high maternal mortality, and low use of modern methods of contraception partly due to a weak family planning service delivery network and lack of a nationally led advocacy campaign (NEDA, 2017).

The Government of the Philippines recognizes access to clean water and sanitation (drinking water, hand-washing water and toilet facilities) as a human right. From around 2010, the Government prompted the enactment of legislation of this right for all citizens. The target of the Millennium Development Goal on access to safe water was met by 2015, though it was reported that 1.2 million households still did not have access to safe drinking water in 2015. The PDP 2017-2022 reported that 14.5 percent of families in the Philippines had no access to a safe water supply in 2015 (NEDA, 2017). Although the target for access to a basic sanitary toilet facility was met, 5.9 percent of households still had no access to a basic sanitary toilet facility as of 2015 (NEDA, 2017).

The country has made considerable progress in advancing the status of women. Access to schooling for girls is higher than for boys, and Filipino women, particularly those with higher education, are marrying at a later age and are finding employment. However, women’s representation is still low, particularly in decision-making positions. The number of women in...
public office remains low. Men dominate posts for local government chief executives and middle- and senior-level ranking career officers. Only 21 percent of judges in all courts are women, and most of these are in the lower courts (PSA, 2016e). At the intra-household level, unequal power relations between men and women persist, leading to violence against women and a lack of control over women’s reproductive health choices, among others (PSA, 2016e).

In January 2017, the national labour force participation rate in the Philippines was 60.7 percent, equivalent to 42.12 million Filipinos aged 15 years old and older (PSA, 2017b). At the regional level, ARMM is the only region where the labour force participation rate of women is significantly lower than that of the national rate, at below 30 percent in 2016 (Figure 3) (PSA, 2017d). In addition, while labour force participation rates for women in all other regions tend to converge in the same direction (around 50 percent), the labour force participation rate for women in ARMM steadily decreased over the period 2012-2016. This is particularly relevant given that the labour force participation rate for men in ARMM was not different from that of any other regions in the Philippines for the same period of time (PSA, 2017d).

Nationwide, the employment rate in the Philippines stood at 93.4 percent (39.3 million people) in January 2017 with 62.3 percent of men and 37.7 percent of women (PSA, 2017b). The majority (57.1 percent) of the employed worked in the services sector, over a quarter (25.5 percent) worked in agriculture, and almost one-fifth (17.4 percent) worked in the industry sector (PSA, 2017b). About one-quarter of the total employed population was employed in elementary occupations, and around 13 percent was employed as skilled agricultural (forestry and fishery) workers (PSA, 2017b).

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**Figure 3: Labour force participation rate of women by region, 2012-2016 (in percentage)**

![Labour force participation rate of women by region, 2012-2016 (in percentage)](image)

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The labour force is the sum of economically active persons that are either employed or unemployed as defined by the International Labour Organization.
In January 2017, the unemployment rate was estimated at 6.6 percent (PSA, 2017b), with the unemployment rate targets9 surpassed in 2016 (PSA, 2017a). This was partly due to the reduction in the youth (aged 15-30 years) unemployment rate, from 13.4 percent in 2011 to 12.1 percent in 2015. By 2015, the youth male unemployment average was at 11.8 percent and the youth female unemployment average was at 12.6 percent (PSA, 2016b). Yet, it is estimated that those unemployed and in vulnerable employment10 accounted for nearly half (46.3 percent) of the labour force in the Philippines in 2013 (ILO, 2015a). In addition, the underemployment11 rate remained high at 16.1 percent in 2017 (PSA, 2018), particularly in agriculture with one-third (32.8 percent) of reportedly underemployed working in the sector. The visible underemployment12 rate stood at 9 percent in 2017 with minimal change from 2015 (10.9 percent) (PSA, 2018).

Agriculture continues to account for a significant share of employment in the Philippines. As of 2016, around 11 million Filipinos were employed in the agricultural sector, comprising 27 percent of the country’s total employment (PSA, 2017c). Male and female agricultural workers comprised 33.2 and 17.3 percent of the total male and female employment in 2016, respectively (PSA, 2017d). In the same year, the highest proportion of people employed in agriculture was recorded in ARMM at 65 percent of the region’s total employment (PSA, 2017c), with seven in ten (71.2 percent) men employed in the region working in agriculture and almost half (48.7 percent) of women employed in the region working in agriculture (PSA, 2017d).

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9 The 2016 targets for unemployment ranged between 6.5 and 6.7 percent with the achievement of 5.5 percent of unemployment in the same year. However, the 2016 target for underemployment, set at 17 percent, was missed with the achieved 18.3 percent (PSA, 2017a).
10 The vulnerable employment rate is defined as the share of own-account and contributing family workers in total employment (ILO, 2015).
11 Underemployment capture employed persons who want to work additional hours of work in their present job, have an additional job, or have a new job with longer working hours (PSA, 2018).
12 Visible underemployment refers to underemployed persons who worked for less than 40 hours during the reference week (PSA, 2018).
Most jobs in the agricultural sector are classified as vulnerable employment, with almost half (48.8 percent) of those employed in agriculture belonging to the category of own-account workers and 18.9 percent belonging to the category of unpaid family workers in 2016 (PSA, 2017c). Children aged 5-17 years who were working in agriculture comprised over half (51.6 percent) of all working children nationwide in 2016 (PSA, 2017c). The highest share of children aged 5 to 17 years old working in agriculture to total working children was reported in the ARMM at 81.5 percent, followed by the Cordillera Administrative Region with 75.8 percent of reported working children in 2016 (PSA, 2017c).

One of the development objectives in the PDP 2017-2022 is to increase the active participation of women in the labour force (NEDA, 2017). However, there is no legal framework promoting work-life balance at the moment that will resolve the dilemmas faced by women wanting to access paid pregnancy and maternity, as mentioned in the PDP 2017-2022. Current maternity leave benefits do not ensure that mothers have enough time to rest, recuperate and regain their full health, and adequately breastfeed their newborn. Furthermore, women face gender-based risks in the workplace such as a gender wage gap, persistent occupational gender segregation and sexual harassment. Acknowledging the current situation, there is a need to empower women by ensuring that mechanisms exist and are properly implemented to facilitate the entry of women workers into the formal sector and promote work-life balance (NEDA, 2017).

International migration of the labour force is one of the characteristics of the Philippines’ labour market and society. According to the Philippine Overseas Employment Administration, about 9.5 to 12.5 million Filipinos work or reside abroad. In 2017, their remittances reached US$28 billion (BSP, 2018). The 2013 Philippine Country Report on Migration points out that in many areas that are characterized by poverty and conflict in Mindanao, labour migration is used by women as a way out of a situation with very limited choices (IOM, 2013). The same report shows that women are overtaking men in labour migration and that most of these women find work as household help in Middle Eastern and South East Asian countries, where labour conditions are uncertain and safety nets are absent. It also points out that while labour migration is mainly caused by financial factors, migration also represents a means for women to escape gender-based violence at home (IOM, 2013).

The PDP 2017-2022 cites continued failure to address challenges that have lingered over time and an inability to overcome the emerging ones, such as limited crop diversification, which prevents the sector from harnessing the potential growth of local and international markets. Growth is also hindered by limited access to credit and insurance; low farm mechanization and inadequate post-harvest facilities; inadequate irrigation; scant support for research and development; poor connectivity between production areas and markets, i.e. inefficient transport and logistics systems; weak extension services; ageing farmers, fishers and agricultural extension workers; a growing population, which threatens agricultural land use; and vulnerability to climate change and disasters (NEDA, 2017).
GENDER ASSESSMENT OF AGRICULTURE AND THE RURAL SECTOR
The Philippines signed the United Nations Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) on 15 July 1980 and ratified it on 5 August 1980, the first country of the Association of Southeast Asian Nations (ASEAN) to do so. The Philippines’ participation in CEDAW has been instrumental in the advancement and empowerment of Filipino women, including through the enactment of the Magna Carta of Women (MCW), a comprehensive women’s human rights law that seeks to eliminate discrimination against women, especially those in marginalized sectors (PCP, 2009). Section 36, Chapter VI of the MCW provides that all departments, including their attached agencies, offices, bureaus, state universities and colleges, government-owned and government-controlled corporations, local government units and other government instrumentalities adopt gender mainstreaming as a strategy to promote women’s human rights and eliminate gender discrimination in their systems, structures, policies, programmes, processes and procedures (PCP, 2009). The passage of the MCW provided the PCW with an expanded role as an oversight body and authority on women’s concerns, as a catalyst for gender mainstreaming and as a lead advocate of women’s empowerment, gender equity and gender equality. It also further mandated the PCW to be the primary policy-making and coordinating body on women and gender equality concerns, to be the overall monitor and to provide oversight of the MCW and its implementing rules and regulations, and to lead the capacity development of agencies to enable them to implement the MCW.

In addition to the CEDAW and MCW, the Philippines has several other laws, measures and instruments that protect women from discrimination and violence, such as:

- RA 7877 Anti-Sexual Harassment Act of 1995
- RA 8353 Anti-Rape Law
- RA 8505 Rape Victim Assistance and Protection Act
- RA 9208 Anti-Trafficking in Persons Act
- RA 9262 Anti-Violence against Women and their Children Act of 2004
- Executive Order No. 209 Family Code of the Philippines
- RA 10354 Responsible Parenthood and Reproductive Health Act of 2012

3.1 Policy level: commitments, strategies, plans and legislation

National laws, acts, policies, strategies and plans relevant for the promotion of GE/RWE in agriculture and rural development (ARD) are shared in Table 1. The operationalization of these commitments and plans for the social, economic and political empowerment of women and their overall advancement are guided by the Joint Circular 2012-01, jointly issued by the PCW, National Economic and Development Authority (NEDA), and Department of Budget and Management (DBM).

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\[18\] Guidelines for the preparation of annual gender and development (GAD) plans and budgets, and Accomplishment Reports to implement the Magna Carta of Women. PCW-NDA-DBM Joint Circular No. 2012-01.
## Table 1: Agriculture and rural development laws, policies and strategies relevant for gender equality and rural women’s empowerment in agriculture

<table>
<thead>
<tr>
<th>Title</th>
<th>Integration of issues relevant for gender equality and rural women’s empowerment in agriculture and rural development</th>
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</table>
| Magna Carta of Women (MCW), Republic Act (RA) 9710                  | Declares that equal status is given to women and men in land titling and issuance of land instruments. Recognizes the following human rights of marginalized women farmers, fishers, rural workers, and indigenous peoples. Section 20:  
  
  • *(a) Right to Food. – The State shall guarantee the availability of food in quantity and quality sufficient to satisfy the dietary needs of individuals, the physical and economic accessibility for everyone to adequate food that is culturally acceptable and free from unsafe substances and culturally accepted, and the accurate and substantial information to the availability of food, including the right to full, accurate, and truthful information about safe and health-giving foods and how to produce and have regular easy access to them;  
  
  • (b) Right to Resources for Food Production. – The State shall guarantee women a vital role in food production by giving priority to their rights to land, credit, and infrastructure support, technical training, and technological and marketing assistance [...] to ensure women’s livelihood, including food security: [...] 9) Women-friendly and sustainable agriculture technology shall be designed [...] 10) Access to small farmer-based and controlled seeds production and distribution shall be ensured and protected; 11) Indigenous practices of women in seed storage and cultivation shall be recognized, encouraged, and protected [...]” |
| Women in Development and Nation, Building Act, RA 7192              | The State recognizes the role of women in nation building and shall ensure the fundamental equality before the law of women and men. The State shall provide women rights and opportunities equal to that of men.  
  
  SECTION 5. Equality in Capacity to Act – Women of legal age, regardless of civil status, shall have the capacity to act and enter into contracts which shall in every respect be equal to that of men under similar circumstances.  
  
  In all contractual situations where married men have the capacity to act, married women shall have equal rights.  
  
  To this end:  
  
  (1) Women shall have the capacity to borrow and obtain loans and execute security and credit arrangements under the same conditions as men;  
  
  (2) Women shall have equal access to all government and private sector programmes granting agricultural credit, loans and non-material resources and shall enjoy equal treatment in agrarian reform and land resettlement programmes;  
  
  (3) Women shall have equal rights to act as incorporators and enter into insurance contracts; and  
  
  (4) Married women shall have rights equal to those of married men in applying for passports, secure visas and other travel documents without the consent of their spouses.  
  
  In all other similar contractual relations, women shall enjoy equal rights and shall have the capacity to act, which shall in every respect be equal to those of men under similar circumstances. |
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<th>Integration of issues relevant for gender equality and rural women’s empowerment in agriculture and rural development</th>
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<tbody>
<tr>
<td><strong>Comprehensive Agrarian Reform Law (CARL), RA 6657, 1988</strong></td>
<td>CARL: Promotes the rights of rural women, independent of their male relatives and of their civil status, to own and control land, to receive a just share of fruits of the land and to be represented in advisory or appropriate decision-making bodies. Under the CARL, women rural labourers have equal rights to own land. However, most women are seasonal workers who rank third in the priority order of beneficiaries. The DAR has since adopted the Memorandum Circular 18 of 1996 and the Administrative Order No. 1 of 2001 to improve women’s position and implement the gender equality provisions of the CARL. These guidelines specify that no sex discrimination can be made in beneficiary selection, and land titles are to be issued in the name of both spouses (FAO, 2018). CARP: Contains a section on rural women as a special area of concern.</td>
</tr>
<tr>
<td><strong>Comprehensive Agrarian Reform Program (CARP) Extension with Reforms (CARPER), RA 9700, 2009</strong></td>
<td>The Agri-Agra Law of 2009 mandates all banking institutions to set aside at least 25 percent of their total loanable funds for agriculture and fisheries: 15 percent for agricultural lending and 10 percent for agrarian-reform beneficiaries. The law defines ‘qualified borrowers’ and is gender-neutral in its description.</td>
</tr>
<tr>
<td><strong>Philippine Fisheries Code of 1998, RA 8550</strong></td>
<td>The State is to “provide support to the fishery sector, primarily to the municipal fisherfolk, including women and youth sectors, through appropriate technology and research, adequate financial, production, construction of post-harvest facilities, marketing assistance, and other services”, through mechanisms such as the: • Bureau of Fisheries and Aquatic Resources (BFAR) which should coordinate with local government units (LGUs) and other concerned agencies to enable women in fishing communities to engage in other fishery/economic activities; and • Municipal/City Fisheries and Aquatic Resources Management Councils (M/CFARMCs) and Integrated Fisheries and Aquatic Resources Management Councils (IFARMCs), which should include women and youth representatives.</td>
</tr>
<tr>
<td><strong>National Action Plan on Women, Peace and Security (NAPWPS) 2017-2022</strong></td>
<td>Launched in March 2017, the Philippine NAPWPS 2017-2022 addresses the situation of women in armed conflict and recognizes their contributions in conflict transformation by highlighting their roles as leaders and participants in the peace process in the country. According to the Office of the Presidential Adviser on the Peace Process (OPAPP), the Philippines is the first country in Asia to adopt a national plan on women, peace and security.</td>
</tr>
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</table>
Table 2: Agriculture and rural development plans and programmes relevant for gender equality and rural women’s empowerment in agriculture

<table>
<thead>
<tr>
<th>Philippine Development Plan (PDP) 2017-2022&lt;sup&gt;19&lt;/sup&gt;</th>
<th>The PDP 2017-2022 is the country’s guide in policy formulation and implementation of development programmes for the next six years. It is the result of a nationwide collaboration between the Government, the private sector and civil society. Some key efforts of the Plan have been extracted and are shared below:</th>
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**Agriculture and agribusiness**
According to the PDP 2017-2022, fostering links with the industry and service sectors for more efficient value-adding processes and more effective commercialization will expand opportunities in agriculture. For this to happen, productivity in agriculture will need to be raised. In the medium term, the agriculture, forestry and fishery sectors will seek to expand economic opportunities for those who are currently engaged in producing agricultural products, and increase access to economic opportunities for small farmers and fishers, who are typically subsistence producers and have limited market participation. These measures will be beneficial to existing producers, marginalized farmers and fishers, including women, the elderly and indigenous peoples.

**Health**
Efforts will be made to help parents determine their family’s size such that they will be able to adequately care and provide for their children. Age-appropriate sexuality education will be integrated into the school curriculum. Full information and orientation programmes on responsible parenthood and reproductive health will be made widely available. Access to services will be made easier in order to fully meet the need for modern family planning methods. This will be complemented by measures to increase the labour market participation of women, to defer childbearing and attain healthy birth spacing. In addition, social policy needs to expand beyond the current range of services to include social protection for uncovered sectors and disaster risk mitigation, among others, as well as access to quality healthcare.

**Labour and employment**
The Government shall implement programmes that encourage women to participate in the labour market. Strategies to increase labour participation of women include: (a) fully implementing the Responsible Parenthood and Reproductive Health (RPRH) Law, (b) improving access and affordability of child care services, (c) formulating policies that promote work-life balance, (d) providing re-training services for women returning to the workforce, (e) enhancing maternal and paternal benefits, and (f) improving access of women to entrepreneurial opportunities.

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<sup>19</sup>The PDP is a comprehensive medium-term plan with seven parts, divided into 22 chapters, which include: Introduction (with Overview and Framework), Enhancing the Social Fabric, Reducing Inequality in Economic Development Opportunities, Increasing Potential Growth, Enabling and Supportive Economic Environment, Foundations for Inclusive and Sustainable Development, and Moving Forward.
The PPGD 1995-2025 highlights the importance of “equal opportunities for both women and men to contribute to, and benefit from, agricultural and fisheries development”. Specifically, it aims to:

- Raise the level of consciousness of the rural population and the decision-makers on the important roles both women and men play in agriculture and fisheries.
- Institutionalize the mechanisms necessary to expand the participation of women in agricultural and fisheries development.
- Provide/increase gainful employment and entrepreneurial opportunities among rural women.
- Improve/enhance the access of women to agricultural and fisheries delivery systems and support services.
- Enable women and men to view their participation in agriculture and fisheries as equal partners.

To achieve these objectives, while taking into account other issues and concerns in the sector, the PPGD recommends that the following policies and strategies be pursued:

- Sensitize the rural population to gender issues.
- Mainstream gender concerns in the sector’s development policies and programmes.
- Consider women’s particular needs in implementing projects.
- Develop rural women’s capabilities.
- Expand income opportunities for women.
- Provide infrastructural support (especially those that consider the needs and requirements of rural women).

The State of Filipino Women Report 2015 chronicles key achievements of the PPGD, particularly during the administration of President Benigno Simeon C. Aquino III. The report highlights the following results:

- Philippines ranks high in global gender indices.
- Improved gender-responsive governance through initiatives such as the Pantawid Pamilyang Pilipino Program and the National Action Plan on Women, Peace and Security.
- Gender and development mainstreamed in higher education.
- Passage of the Responsible Parenthood and Reproductive Health Law.
- Strengthened collaboration with male movements and networks of male advocates such as Men Opposed to Violence Everywhere (MOVE), a network of male anti-violence against women advocates, Men on Wheels, Men’s Responsibility on Gender and Development and Empowerment, and Reaffirmation of Parental Abilities.
3.2 Institutional level

Table 3 provides information on how specific government departments adopted the Joint Circular 2012-01. For example, some have also enacted department-specific policies in support of their commitment to implement the Joint Circular.

Table 3: National government agencies and their gender- and development-related work and capacities

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<thead>
<tr>
<th>Institution</th>
<th>Main areas of gender- and development-related work and capacities</th>
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<tbody>
<tr>
<td><strong>Philippine Commission on Women (PCW)</strong></td>
<td>Armed with the mandate of the MCW, PPGD, Joint Circular and GAD planning and budgeting at the local level, the PCW is positioned as an effective inter-institutional mechanism to actively promote gender equality in agriculture and rural women’s empowerment. The PCW is currently undergoing an organizational restructuring process, which includes the creation of a new Sectoral Coordination Division. This will allow the PCW to better analyse and address GAD concerns by sector (agriculture, economic, governance, health, etc.), instead of examining the GAD plans and activities of each national government agency. In the case of the agricultural sector, the PCW will mainly examine the policies and strategies of the DA, DAR and DENR. In addition, the PCW should also look at the GAD mechanisms and efforts (including strategic plans) led by other national government agencies in relation to the ARD sector and conflict-affected areas of the country.</td>
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<tr>
<td><strong>Department of Agriculture (DA)</strong></td>
<td>All offices, bureaus, attached agencies/corporations and regional field offices of DA have a GAD Focal Person, who is in charge of ensuring the implementation of relevant rules/orders/issuances in accordance with the MCW and other initiatives spearheaded by the PCW and the DA. At the DA Central Office level, the GAD Focal Person is lodged at the Office of the Assistant for Policy and Planning. This is intended to facilitate the mainstreaming of gender concerns in plan and programme formulation. The GAD Focal Persons have been capacitated through the Training of Technical Advisers on Gender and Analysis (TOTAGA) in using gender analysis tools, such as the Gender Mainstreaming Evaluation Framework (GMEF) and Gender Mainstreaming Monitoring System (GMMS)(^2) so that they may be able to identify gender-related gaps and recommend appropriate action in addressing them. The DA has also intensified its efforts in mainstreaming GAD in the implementation of its programmes, projects and activities. A Special Order has been issued instructing all offices, bureaus and agencies under the DA the make gender-related activities an integral part of its work and financial planning. In addition, all foreign-assisted projects are required to have a gender component prior to being approved by the NEDA Investment Coordination Committee (NEDA-ICC).</td>
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\(^2\) Frameworks and tools developed and provided by PCW.
### GENDER ASSESSMENT OF AGRICULTURE AND THE RURAL SECTOR

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<th>Institution</th>
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<tr>
<td>Department of Agrarian Reform (DAR)</td>
<td>DAR has taken important steps to consolidate its gender and development approach. The DAR <em>Guidelines Governing Gender Equality in the Implementation of Agrarian Reform Laws and Mainstreaming Gender and Development in DAR</em> are setting clear GAD roles and responsibilities within the structure of the DAR. Unfortunately, these provisions have arrived as the land redistribution programme (CARP) is coming to an end, and most of the beneficiaries of the programme were allocated their land at a time when there were few gender equality safeguards in place. Nevertheless, DAR collects and monitors sex-disaggregated data on Agrarian Reform Beneficiaries (ARBs) and communities. It also provides support services for rural women and consolidates data such as the number of Women’s Desks established and number of rural women served by their projects. DAR will also be investing in building the capacities of their GAD Focal Point System (FPS) members, many of whom are new and not fully aware of how to apply PCW GAD-related tools and guidelines.21</td>
</tr>
<tr>
<td>Department of Environment and Natural Resources (DENR)</td>
<td>The DENR has created a GAD FPS at the national and local levels to ensure the effective and efficient implementation of GAD mainstreaming activities. A 2006 assessment of gender mainstreaming policies of the DENR revealed that despite palpable achievements in terms of promoting GAD awareness, gender equality, access to information and mechanisms for participation within DENR, it is evident that GAD has not been mainstreamed within the DENR. There is a high item count for GAD-specific policies referring to the administrative orders and other laws and regulations that target women and gender concerns, which does not carry over to the core/general programme policies of the DENR. However, the assessment also noted the motivational impact of initiatives such as the GAD Service Award on DENR personnel and partners to continuously mainstream and develop GAD tools and programmes. The DENR has developed a Gender Responsive ENR Enterprises (GREEn) Kit, a compilation of existing enterprises managed by women, families and peoples’ organizations using DENR-based resources, but this has yet to be adopted by all LGUs nationwide.</td>
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21 Information provided by DAR in written correspondence with the author and from an internal DAR document titled “GAD History and Milestones”.

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<tr>
<th>Institution</th>
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| National Economic Development Authority (NEDA) | As per the Women in Development and Nation Building Act, RA 7192, the NEDA, with the assistance of the PCW, shall ensure that the different government departments which, directly or indirectly, affect the participation of women in national development and their integration undertake the following:

1. Formulate and prioritize rural or countryside development programmes or projects, provide income and employment opportunities to women in rural areas and thus, prevent their heavy migration from rural to urban or foreign countries.
2. Include an assessment of the extent to which their programmes and/or projects integrate women in the development process and of the impact of said programmes or projects on women, including their implications on enhancing the self-reliance of women in improving their income.
3. Ensure the active participation of women and women's organizations in the development programmes and/or projects including their involvement in the planning, design, implementation, management, monitoring and evaluation thereof.
4. Collect sex-disaggregated data and include such data in its programme/project paper, proposal or strategy.
5. Ensure that programmes and/or projects are designed so that the percentage of women who receive assistance is approximately proportionate to either their traditional participation in the targeted activities or their proportion of the population, whichever is higher.

Otherwise, the following should be stated in the programme/project paper, proposal or strategy:

(a) The obstacles in achieving the goal;
(b) The steps being taken to overcome those obstacles; and
(c) To the extent that steps are not being taken to overcome those obstacles, why they are not being taken.

6. Assist women in activities that are of critical significance to their self-reliance and development. |
| NEDA | NEDA is also the lead agency in the development of the PDP and has convened various planning committees which have the potential to serve as inter-institutional mechanisms for the promotion of GE/RWE across the different sectors, such as the NEDA Secretariat; Social Development Committee (SDC) that monitors human development outcomes; Subcommittee on Agriculture, Forestry and Fisheries (chaired by DA); Planning Committee on Human Capital Development (PCW is a member); Subcommittee on Higher Education, Training and Labour Market Policies (PCW is a member); Subcommittee on Nutrition, Health and Basic Education (PCW is a member); Subcommittee on Social Protection (PCW is a member); Planning Committee on Macroeconomic Policy (PCW is a member); and Planning Committee on Cultural Awareness (PCW is a member). |
| DTI | The DTI's mission is to develop innovative, competitive, job-generating and inclusive industries that will create employment and income opportunities, address inequality and bring prosperity for all. The DTI has identified 12 priority sectors, one of which is agribusiness, specifically food and resource-based processing of commodities like bamboo, bananas, cacao, coconuts, coffee, mangoes, nuts, palm oil, and other high value crops.

DTI's Gender and Development Program follows closely the MCW (RA 9710) passed in 2009, which provides specific interventions by DTI on women's economic empowerment. DTI programmes that focus on women's participation and benefits in livelihood and entrepreneurial activities are: (1) mainstreaming GAD in development plans, (2) sustaining women in business, (3) capacitating women in entrepreneurship, and (4) greater and better access to business finance. |
### Main areas of gender- and development-related work and capacities

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<tr>
<td>Department of Labour and Employment (DOLE)</td>
<td>The DOLE aims to address such gender issues as (1) the gender gap in the labour force participation rate, (2) vulnerabilities of both men and women in wage employment, (3) limited access to social protection among vulnerable workers, (4) the high vulnerability of women migrant workers, and (5) the need to support inter-agency-wide assessment and planning for action and strategies towards gender-related interventions. DOLE actively promotes the welfare of women in the work force by ensuring that their benefits, as mandated by law and through the Labour Laws Compliance System, which is DOLE’s enforcement mechanism geared at promoting voluntary compliance with labour laws and regulations among establishments across industries and geographical locations. The system includes verification of women-related benefits, such as maternity leave, leave for victims of violence against women and children, and special leave for women with gynaecological disorders. Establishments are also checked for their compliance with the Expanded Breastfeeding Promotion Act, specifically on the provision of lactation stations and lactation breaks for breastfeeding women.</td>
</tr>
<tr>
<td>Department of Social Welfare and Development (DSWD)</td>
<td>DSWD implements various programmes and services for disadvantaged women that pertain to the development, implementation and management of social protection programmes and services. These include the Pantawid Pamilyang Pilipino Program, Sustainable Livelihood Program, Kapit-Bisig Laban sa Kahirapan-Comprehensive and integrated Delivery of Social Services (Kalahi-CIDSS), and Protective Services Program.</td>
</tr>
<tr>
<td>Department of Social Welfare and Development (DSWD)</td>
<td>DSWD is also helping abused, disadvantaged and exploited women. In 2015, it assisted a total of 253,091 cases of women in especially difficult circumstances who were victims of violence, physical and sexual abuse, exploitation, illegal recruitment, human trafficking and armed conflict. These women were provided with gender-responsive case management and appropriate services such as, but not limited to, temporary shelter, psychosocial support and healing sessions, medical services, self-enhancement sessions, livelihood skills development sessions, counselling services, legal assistance and witness preparation, and referral to concerned agencies for other appropriate interventions. Women affected by various disasters are also DSWD’s priority. DSWD provides them with counselling, housing and livelihood assistance. Women-friendly spaces are also set-up in evacuation centres to cater to women’s special needs. The women-friendly spaces are facilities that address the specific needs of women affected by disasters and provide a more systematic, organized, and gender-responsive way of delivering services to them.</td>
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</tbody>
</table>
| Department of Science and Technology – Philippine Council for Agriculture, Aquatic and Natural Resources Research and Development (DOST-PCAARRD) | DOST-PCAARRD formulates policies, plans, projects and strategies for science and technology development in the agriculture, forestry, aquatic and natural resources sectors. Some of its best GAD practices include:  
  - Conducting gender analysis at the onset of a project to determine current productive roles of women and men (including unpaid care work at home) and how the project can better address the needs of women and men in these roles.  
  - Collecting sex-disaggregated data.  
  - Integrating GAD in project objectives and indicators (so that these will be explicitly monitored, evaluated and reported on).  
  - Producing and disseminating information, education and communication materials that highlight gender and women’s empowerment aspects of the projects. |
Institution | Main areas of gender- and development-related work and capacities
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National Nutrition Council (NNC) | The Philippine Plan of Action for Nutrition is the blueprint for an integrated programme of nutrition interventions, formulated under the leadership of the NNC, which serves as the coordinating body for the implementation of nutrition-related programmes and projects and has responsibility for monitoring and evaluation.

The plan features eight nutrition-specific programmes devised to address the immediate causes of malnutrition such as inadequate food and nutrient intake (particularly of infants and pre-school children, pregnant women and lactating mothers), poor caregiving and parenting practices, and infectious diseases.

The Governing Board of the NNC is chaired by the Secretary of Agriculture and nine cabinet Secretaries, and the heads of three private-sector institutions sit as members.

Department of Education (DepEd) | Through its Gender-Responsive Basic Education Policy (DepEd Order No. 32, s. 2017), the DepEd is committed to gender equality through gender-responsive culture-based basic education to holistically develop Filipino students. This includes providing access to quality education in a learner-friendly, safe and nurturing environment with the provision to continuously improve its support systems at all levels of governance. Specifically, this policy aims to:

• Promote inclusive education to ensure girls and boys, and women and men have equal access to learning opportunities, fair treatment in the learning process, and equitable outcomes, as well as access to opportunities in all spheres of life.
• Promote the protection of children against all forms of gender-based violence, abuse, discrimination and bullying in schools.
• Address gender-based barriers and the different forms of discrimination that lead to gender inequality suffered by vulnerable and marginalized groups. This includes taking affirmative steps where necessary to reduce gender gaps and disparities in basic education, and rectifying, through affirmative action, discrimination in the workplace as a result of treatment that fails to recognize gender differences and thus adversely affects women (e.g. adopting gender-sensitive promotion standards that give due consideration to women’s absence from the workplace for maternity leave).
• Involve all learners, teachers, non-teaching personnel and other stakeholders in the promotion of gender equality and non-discrimination through their engagement in the curriculum, learning materials, teaching methodologies and support services that should not only aim at eliminating gender stereotypes, but also aim at transforming gender relations toward empowerment and social change.

### 3.3 Gender disparities in agriculture and the rural sector

Despite having strong policies, institutional mechanisms and programmes in place, gender inequalities and discrimination against Filipino women at the household and community levels still persist in rural areas. Rural women’s contribution to food production and the rural economy remains generally undervalued, if not invisible (WAGI, 2003). In some communities, women are still considered mere ‘assistants’ or subordinates of their husbands or male family members. Their roles in farming and fishing are seen as household chores and, therefore, remain unpaid. This, however, does not reflect the reality of women’s contribution to agriculture and the rural sector where women play a major role in food production, and participate in harvesting, processing and marketing of agricultural produce. For example, FGDs with women and men tilapia operators who participated in projects supported by FAO and other partners revealed that both women and men are involved in tasks related to fishpond/cage preparation, fingerlings collection, feeding and guarding, accounting and book keeping, processing, marketing and business development.  

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22 FGD conducted as part of the CGA process, Province of Pampanga, 2017.
Agrarian reform laws and guidelines have increasingly recognized and protected the rights of rural women to land and other productive resources. However, weak implementation of existing land laws and guidelines, customary and discriminatory practices, lack of information and ineffective gender mainstreaming strategies have been impediments to promoting and achieving gender equality in agriculture and the rural sector, particularly regarding land rights (PAKISAMA, 2015). This means that gender inequalities in agrarian reform remain a concern. A 2015 FAO gender case study on gender opportunities and constraints in inclusive agribusiness models demonstrated that women and men did not equally benefit from agricultural investment opportunities due to gender-neutral practices and approaches (FAO, 2015b). For example, the study revealed that many women workers in the banana plantations were excluded from selection as ARBs because priority was given to permanent wage workers, who were predominantly men. This exclusion prevented them from benefitting on an equal footing with men from the opportunities generated, as well as from participating in consultation and decision-making processes (FAO, 2015b).

Rural women’s limited registration, or their absence, in the farmers’ databases, which traditionally consist of male farmers who are ‘heads of the family’, is a barrier to gender equality in agriculture. The DA has made an effort to review and update the Registry System on Basic Sectors in Agriculture (RSBSA) to include women in the database, and pushed for the inclusion of ‘actual tillers’ in the registry, which are often women. In some cases, beneficiaries are identified as ‘husband and wife’. Similarly, the Bureau of Fisheries and Aquatic Resources (BFAR) has included women in the Fisherfolk Registration System (FishR), recognizing women’s roles and interest in the fisheries value chain. The inclusion of women farmers and fishers helps provide equal opportunities for both men and women to have access to government services such as provision of production inputs, trainings, marketing assistance, etc.

Gender inequalities are to some extent rooted in the Filipino culture, which is mainly patriarchal (WAGI, 2003). Agriculture is regarded as a male-dominated sector, and officially there are more men farmers registered than women farmers. PSA data from 2012-2016 show that of the total number employed in the sector on average, three-quarters are men and only one quarter are women (PSA, 2017d). A farming family is often represented by a male member (usually the father), who is considered as the ‘head of the household’. The male family members are recorded in master lists as recipients of government assistance and are given access to credit. Moreover, in the agricultural sector employment of labourers for heavy work is common. However, this work is often considered unsuitable for women, which reinforces the idea of agriculture as a male-dominated sector.

Unpaid care work is another barrier to gender equality across all sectors, not just agriculture. The majority of care work such as cleaning, cooking and caring for children or the elderly within the household and even in the wider community, is performed by women and girls, and such work is usually unpaid. This unequal burden of unpaid care work undermines women and girls’ rights to decent work, education, health, rest and leisure, and limits their opportunities. This also hinders women from seeking employment and income, which in turn impedes their economic empowerment.

Gender and land rights
Land rights improve women’s situation in the family and community. Formal land titles contribute to improving women’s access to production credit, and empower women to assert themselves more effectively with agencies that provide inputs and extension services (PAKISAMA, 2015). Women farmer leaders interviewed by PAKISAMA as part of a study shared positive changes in their family’s lives brought about by more secure land tenure. They felt that secure land tenure allows them to better plan farm production and diversify in the longer term and gave them access to agricultural supply inputs and services. Such tenure also allows them to earn more income, and gain access to better opportunities for their children.

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23 The case study analysed investment models and contractual arrangements implemented by Unifrutti, a major private company producer, processor and exporter of pineapples and bananas in the Mindanao region.
24 In 2016, OXFAM examined household survey evidence from rural communities in Colombia, Ethiopia, the Philippines, Uganda and Zimbabwe on the factors and norms that influence unpaid care work.
The Philippines land laws (CARL and CARPER) give equal rights to women and men, in land ownership, whether married or not, and women’s names should appear as equal co-owner of the land they cultivate. In many cases, however, lack of awareness of these rights and weak administrative practices curtail women’s access to land and limit women’s land ownership.

The rights and responsibilities of the beneficiaries of CARP start with the receipt of a registered emancipation patent or certificate of land ownership award and the possession of the awarded land. As of 2015, the Philippines reached a total of 415,741 ARBs (13.8 percent women and 86.2 percent men) of emancipation patents (PSA, 2016e). While the large majority of the number of ARBs of emancipation patents were for men, there has been an increasing trend in the number of women ARBs of emancipation patents from 2001 to 2015. This is illustrated by the growing share of women ARB of emancipation patents from 12.8 percent in 2000, up to 35.1 percent in 2015 (Figure 4). On the other hand, the share of women ARBs of Certificate of Land Ownership Agreements went up and down between 2001 and 2015 (Figure 5). Close to one-third (33.6 percent) of ARBs of Certificate with Land Ownership Agreements were women in 2015, down from 41.2 percent in 2010 (PSA, 2016e). As a result, the gender gap between ARBs of Land Ownership Agreements widened from 2012 to 2015.

Figure 4: Share of Agrarian Reform Beneficiaries of Emancipation Patents by sex, 2000-2015 (in percentage)

Source: PSA, 2016e

Figure 5: Share of Agrarian Reform Beneficiaries of Land Ownership Agreements by sex, 2000-2015 (in percentage)

Source: PSA, 2016e
Gender and representation in rural organizations

In the Philippines, there is a National Coalition of Rural Women (Pambansang Koalisyon ng Kababaihan sa Kanayunan or PKKK) composed of organizations of women small-scale agricultural producers, fishers, indigenous peoples, and formal and informal workers in the rural areas. In addition, the MCW requires that 40 percent of all representatives in local special bodies, including sector-specific councils be comprised of women (CEDAW, 2015). However, according to the PCW, women are not as widely represented as men in agricultural organizations, cooperatives, councils, bantay dagat, or law enforcement agencies because of gender biases. PKKK has also expressed concern that women representatives in decision-making bodies are often not from marginalized or grassroots sectors.\(^{25}\)

However, there is an additional nation-wide mechanism that allows rural women to become effective partners in community development called the Rural Improvement Clubs (RICs). Organized by DA in the 1960s and supported by the LGUs, RICs are non-government, barangay-based organizations that seek to raise the living standards of its members and make them productive community members through livelihood capability-building activities. Those activities range from agri/fishery entrepreneurship, credit, pest management, compost making, poultry/livestock/fisheries growing and fattening to production and processing of fruits, vegetables and seafood.

RICs members have also become active participants in decision-making bodies such as the Regional Agricultural and Fisheries Council (RAFC), Municipal Agricultural and Fisheries Council (MAFC), cooperatives, bottom up budgeting and anti-poverty councils.\(^{26}\)

It is also worth mentioning that the Guidelines for mainstreaming gender and development in cooperatives were adopted by the Cooperative Development Authority (CDA) in 2013. The guidelines require the definition of a gender policy, the approval of a plan of action with a clear budget allocation and the establishment of accountability and monitoring mechanisms. The CDA has been able to integrate GAD in its inspection instrument, encouraging all cooperatives to establish their GAD committees and implement their own GAD programmes; it is also currently collecting data to determine how the guidelines have helped close gender gaps in cooperative membership and decision-making.\(^{27}\)

\(^{25}\) Based on interviews, dialogues, and presentations by PCW and PKKK representatives.

\(^{26}\) Agrarian reform laws ensure that key agricultural decision-making bodies are at least 20 percent women; this was increased to at least 40 percent in the MCW.

\(^{27}\) This information is based on a phone interview with the CDA Alternate GAD Focal Point conducted in April 13, 2018.
Gender and rural finance

The Agri-Agra Law of 2009 mandates all banking institutions to set aside at least 25 percent of their total loanable funds for agriculture and fisheries: 15 percent for agricultural credit in general, and at least 10 percent for agrarian reform beneficiaries. Data from the Bangko Sentral ng Pilipinas (BSP) show that as of September 2017, banks failed to meet the 15 percent quota and only lent 12.6 percent, while compliance to the 10 percent minimum is much lower, at just over 1 percent.\textsuperscript{28}

Rural women’s efforts to initiate or expand income-generating activities are also constrained by their limited access to credit and other financial services such as savings and deposits. Unfortunately, there is no available data on the amount of agricultural loans accessed by male and female farmers.

Gender and agricultural value chains and markets

A gender-sensitive agricultural value chain approach helps to reduce inequalities related to men’s and women’s participation along various nodes of the chain, as well as to increase the benefit from their participation. While there is a realization that sometimes men – particularly poor men – are disadvantaged in, and excluded from, value chains, particular emphasis (by the Government and some development partners) is given to the overwhelmingly more common situation of inequities that disadvantage women.

Overall, women tend to be less integrated in value chains than men. Their lack of mobility and access to markets, reinforced by social norms, prevent them from linking with buyers, suppliers and other actors in the chain. In agriculture value chains, women are predominantly active in subsistence economy and food for family consumption, whereas men primarily focus on cash crops. A 2017 publication Gender and Value Chains from GIZ notes that in Southeast Asia, women are also more involved in small trade, particularly in agricultural goods (GIZ, 2017).

While the source provides global observations and trends, these are similar to what is happening in the Philippines.

Time management of women between reproductive and productive activities, mobility to explore new markets, participation in decision-making on income and use of negotiating skills within the household are some of the gender-based interventions that are being addressed by the GREAT Women (Gender Responsive Economic Actions for the Transformation of Women) 2 Project, being implemented by the PCW in collaboration with the public and private sectors. A seven-year project (2014-2020), GREAT Women facilitates the provision of training and technical assistance by the DTI, DOST, DA, DOLE, and private sector partners, as well as intermediary organizations to women’s micro-enterprises in strategic high-growth-potential industries (based on the Philippine Development Plan and the DTI priority industry clusters\textsuperscript{29}) using the gender-sensitive value chain and enterprise competitiveness analysis.\textsuperscript{30} The assistance may fall under technology upgrading, environmentally sustainable production practices, product testing, product certification, market supply links with intermediary industries, or establishing links to financing mechanisms. For example, the Coffee Industry Roadmap acknowledges that women play an active role in coffee processing and marketing. Stakeholders in the coffee industry are currently dominated by women entrepreneurs, who are also active in some areas of the value chain such as harvesting/picking, sorting, grading, packaging, and networking (DTI, 2017).

Another good example is the Heirloom Rice Project of the DA, in cooperation with the International Rice Research Institute, which empowers indigenous women to move up the value chain and access the market. Some women farmers in Cordillera produce organic, traditional rice, with varieties such as unoy, tinawon, jekot and balatinaw, for which there is a strong local and global market demand. In order to assure that supply meets this demand, the project is

\begin{itemize}
  \item documenting good management practices for dissemination to the heirloom rice farmers;
  \item improving the resilience to disease and tolerance to environmental stresses of heirloom rice varieties;
\end{itemize}

\textsuperscript{28} Quarterly data on agricultural-agrarian reform credit (BSP, 2017).
\textsuperscript{29} The National Priority Industry Clusters are composed of rubber, coco coir, cacao, processed food (fruits and nuts), wearables and home-style (formerly Tourism Support Industries), and coffee. In 2016, bamboo was added as another priority.
\textsuperscript{30} Based on author’s discussions with GREAT Women, as well as on information from the PCW and DTI websites.
• identifying opportunities by adding value and creating market links for heirloom rice (e.g. through Philippine Harvest, TienDA, links with chefs and restaurant owners, etc.);
• enhancing local capacity and enterprise building in farming communities; and
• characterizing and putting into inventory existing heirloom rice varieties to identify appropriate production techniques as well as those that may be exported in the future.\(^{31}\)

**Gender and agricultural labour**

Women agricultural producers have long been classified as unpaid, contributing family workers. This means that their labour contribution was not officially registered in national statistics.

Vulnerable employment\(^{32}\) is still prevalent in the Philippines, especially in the agricultural sector and especially for women. A report from the International Labour Organization on employment trends in the Philippines highlights that in 2014, nearly four out of ten employed people (38.6 percent) were engaged in vulnerable employment (ILO, 2015a). While the overall unemployment rate decreased from 7.2 percent in 2013 to 6.8 percent in 2014, the share of employment in vulnerable occupations increased from 37.8 to 38.6 percent over the same period (ILO, 2015a). In 2013, the proportion of workers in vulnerable employment in agriculture sector (61.4 percent) was almost two times higher than in the services sector (32.2 percent) and five times higher than in industry sector (12.9 percent). Nationwide, over 40 percent of women were employed as own-account or contributing family workers (vulnerable employment) – 6.3 percentage points higher than men (ILO, 2015a).

In the Philippines, men working in agriculture as wage workers received higher wage rates than women working in the sector. In 2016, the daily national nominal wage rate of male agricultural workers reached PHP 193.22, while that of women workers averaged PHP 181.1 in 2016. The national real wage differential was PHP 12.12 in favour of men (PSA, 2017d).

There is evidence that supports the importance of Filipino women’s participation in paid labour activities in reducing and breaking the inter-generational cycle of poverty in rural areas. One key finding is that increased income controlled by women positively affects children’s health and well-being (Salazar and Quisumbing, 2009).

**Gender and occupational safety and health in agriculture**

Occupational safety and health in agriculture provides guidance on appropriate measures to address a variety of risks associated with work and labour in the agricultural sector to prevent occupational accidents and diseases for women and men working in the sector. In the Philippines, occupational safety and health is often regarded as man’s issue. Despite women’s essential role in agriculture, their occupational health issues, such as the adverse effect of pesticides on women’s reproductive health, are rarely understood by farmers themselves or covered by researchers and policy makers (Lu, 2010).

A 2010 study on women in agriculture in the Philippines and their occupational issues (Lu, 2010), which included interviews with 251 women farmers from Benguet in the northern Philippines, found that most women farmers reported getting sick once (47.4 percent), or twice (41.4 percent) during the previous year due to work. More than two-thirds (66.7 percent) experienced muscle pain, weakness and/or fatigue after exposure to pesticides. Yet only about 20 percent received medical attention. Women farmers also stressed economic profit taking precedence over health issues (Lu, 2010).

**Gender and agricultural extension and rural advisory services**

The public delivery of extension services in the Philippines has largely been devolved to provinces, cities, municipalities and barangays (villages) as a result of the 1991 Local Government Code.

\(^{31}\) Input from email exchanges with GAD focal points of the Department of Agriculture.

\(^{32}\) Those considered in vulnerable employment are less likely to have formal work arrangements and access to social protection, and, therefore, are more at risk during economic or environmental crises.
This means that instead of the central Government supervising and facilitating agricultural extension and training services for farmers, fishers and other beneficiaries, extension and training activities were passed on to LGUs.

As these agricultural extension services became decentralized, several issues and concerns of women and men farmers and fishers surfaced. On the supply side, there was overlap and redundancy of functions and activities among agencies providing extension service programmes. On the demand side, farmers’ and fishers’ voices were not being heard nor their agendas prioritized (Ani and Correa, 2016).

Women farmers face greater disadvantages in accessing agricultural and rural advisory services. They are less likely to be targeted for extension services, as many extension agents still do not recognize women as farmers. Research shows that despite their primary role in the family’s food security, only 36 percent of women farmers have access to irrigation, 29 percent to seeds, 26 percent to training, 23 percent to extension services, 21 percent to fertilizers and seeds subsidy, 20 percent to pest control management, 20 percent to calamity assistance and 14 percent to financial assistance. If women farmers were given the same level of support as their male counterparts, estimates show that food production by women could increase by 25 percent and total national food production by 1.5 to 3 percent (PAKISAMA, 2015).

With regards to women’s and men’s participation in agriculture-related training, during local FGDs conducted as part of this Assessment, some LGU staff shared that many women participate in the training because their husbands are busy working at the farm. However, according to the women, some of the new knowledge and skills gained by women are not applied despite their efforts to share these with their partners, because it is the husband who is the final decision-maker. Data from DAR reveals that out of the 514 929 ARBs trained in 2016, just a little over half are women. 33

Farmer Field Schools (FFS) are a practical example of how agricultural development can be both gender and nutrition sensitive, and complementary to other health-based nutrition interventions. In these schools, good nutrition practices, gender roles and gender equality are discussed together with agricultural techniques, enabling women and men to exchange ideas. The acceptance of women as knowledgeable farmers is a source of empowerment. In addition, both women and men assume managerial roles at these schools (e.g. presidents, treasurers). These schools not only directly empower women, but they also enable men to change their views on women in agriculture (FAO, 2016a).

A similar initiative by FAO and the DA in the Philippines, the Farmer Business Schools (FBS), enhances women and men farmers’ entrepreneurial and management skills. Operating on a group-based ‘learning by doing’ model, the FBS is designed to address ‘supply chain issues’ faced by smallholder farmers by

- providing a comfortable group-learning environment to conduct small-scale experiments to improve crop production and quality; and
- educating smallholder producers on market practices.

The objective is to increase the socioeconomic benefits associated with participation in agricultural and market activities. FAO supported the Agricultural Training Institute of the DA to develop FBS modules, handouts and facilitators that are being used in some of its projects.

Gender and agricultural technologies

Agricultural technology development has largely ignored the needs and priorities of women. Although rural women know about and use traditional technology, they lack opportunities to disseminate and enhance this local knowledge. Furthermore, they have little access to modern technology that could benefit them in their productive and reproductive activities (AsiaDHRRA, 2007).

The Philippine Center for Postharvest Development and Mechanization (PhilMech), an attached agency of the DA, has been active in the design, fabrication and commercialization of gender-friendly technologies in order to provide both male and female farmers with access to machines that will help them increase their productivity. Examples include cassava diggers, whole cashew nut shellers, charcoal-fired ovens, multi-commodity solar tunnel dryers, manual coffee

33 Data provided by DAR GAD Team members who were interviewed on November 24, 2017 as part of the CGA process.
pulpers, coffee hullers, compact corn mills, soybean grinders and brown rice hullers. The equipment and machinery are designed to be compact to facilitate mobility, and improve ease of operation and maintenance. Some parts may also be adjusted or customized for men and women’s use without sacrificing efficiency.

For example, the Kababaihang Masigla ng Nueva Ecija (KMNE), a women’s group based in Quezon, Nueva Ecija, is known for its dried tomato sweets, jellies, tamarind sweets, hot and spicy and concentrated tamarind juice, dried and sweetened kamias, dried mango, sweetened karamay, ginger tea (salabat), tilapia danggit or tilanggit, rice wine, and rice coffee. Traditional sun drying lessens the product quality and allows dust, flies and other micro-organisms to enter the commodities being dried. However, through the availability of mechanical dryers, particularly the multi-commodity solar tunnel dryer (MCSTD), KMNE can use newer technology to improve their process. Vilma Joson, KMNE president, stated: “Our products are all fruits in season and my problem is how to store these products to meet the market demands and the only way to do it is through drying. We have mechanical dryers but these are only used during rainy season. I still prefer the MCSTD over conventional dryers because it dries efficiently and hygienically, it has low operating cost, and with the MCSTD we are assured that there will be no wastage.”

Although many Filipino women are now using ICTs and the Internet, and so have access to more information, a far greater number continue to fall by the wayside. This condition is referred to as the gender digital divide, and is considered to be most acute between young, city-based, educated and middle-class men on one hand; and elderly, rural-based and undereducated women on the other.

A 2014 study on the Internet Use of Adult Filipinos found that a relatively equal number of Filipino men and women, 34 and 31 percent of the population respectively, are likely to use the Internet. However, there is disparity between urban and rural areas of the country, with 41 percent of urban communities having access to the Internet compared to only 22 percent of rural communities (Labucay, 2014). The Philippine Department of Communications and Information Technology (DICT) advances digital literacy and ICT skills training among Filipino talents and freelancers to boost opportunities for high-value online jobs in rural areas in the country. In particular, a collaboration between the Technology for Education, Employment, Entrepreneurs, and Economic Development (Tech4ED) Project and Rural Impact Sourcing aims to bridge digital gap by providing digital access and informal skills training to unserved and underserved communities. The collaboration aims to increase access to digital markets and business process outsourcing (BPO) in far-flung communities with high unemployment rates. As of February 2018, Tech4ED has established 2,146 centres nationwide, 68 percent of which are in rural areas. Two of its seven platforms are eAgri and eMarketPlace, which contain online content on agriculture and fisheries, and online business transaction tools, respectively, to enable rural development through ICTs.

**Gender, water and irrigation**

Under the Philippine government’s communal irrigation programme, water users are organized into irrigation associations to undertake various functions, such as securing water permits and rights of way, procuring construction materials, monitoring project costs and contributing labour. These associations formulate and implement water delivery or rotation schedules, repair and maintain canals and other structures, manage conflicts, collect irrigation fees and pay the Government for the cost of constructing the irrigation system.

While women have as much stake in all these programmes as men, their interest in water use and management is more complex, reflecting their multiple productive and reproductive roles and responsibilities. Like their male colleagues and spouses, women farmers are keen on getting the right amount of irrigation water at the right time. When it is their turn to receive irrigation, they check their farms once in a while to ensure that water flows unimpeded to their plots. Women are generally more conscientious in meeting their irrigation fee obligations. They are involved not only in rice

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34 From interviews with Vilma Jonson, held in October 2017, and various articles on KMNE and their work.
35 Data from the DICT show that in 2017, it was estimated that over 55 percent of the nearly 110 million Filipinos used the Internet, compared with only 0.6 percent in 1998.
36 Taken from PowerPoint presentation shared by DICT.
farming, but also in raising livestock and growing beans, root crops like cassava and sweet potato and vegetables, which all require water. Women and their households also need water for bathing and personal hygiene, laundry and cooking – which require water that has not been polluted by pesticides or fertilizers. In view of the gender division of labour in Filipino households, women have a greater stake in safe water supply. They use the water in their housework, and they care for household members who may fall ill due to contaminated water (Illo, 1994 and ADB, 2011).

In the Municipality of Altavas (in Aklan province), a partnership between the United Nations Children’s Fund (UNICEF), FAO and the Department of Health’s National Nutrition Council (NNC) supported the construction of a water reservoir that collects water from rainfall as well as a waterfall to supply 300 local households with clean water. As well as providing water for drinking and other domestic needs, the water impounding system is also used to irrigate farmland. According to some of the women beneficiaries, because they no longer need to fetch water, they now have more time to do other productive work. They are also looking forward to opportunities that will harness the abundant water supply and provide them with a source of additional income such as a fishpond livelihood project, duck or pig farming, vegetable gardening and food processing, i.e. banana chips, etc. 37

Gender and forestry

In the Philippines, in national government agencies such as DENR, the perception of a forestry as ‘male only’ occupation is changing, and more work opportunities for men and women are available now compared to before when foresters had limited work opportunities other than those associated with forest regulation. There are allocated slots for women in the forestry department such as laboratory technicians, entomologists and Geographical Information System technicians. There are now more women compared to men working in the DENR, especially in the DENR’s Forest and Management Bureau, with more women in leadership positions including the Director General. DENR’s Community-Based Forest Management (CBFM) policy mandates 30 percent representation of women in CBFM, which led to more than 30 percent women’s leadership in CBFM committees. These positive results are often attributed to the implementation of the GAD approach and other relevant gender-sensitive policies and programmes in forestry sector (Joint Regional Initiative for Women’s Inclusion in REDD++, 2014).

At the community level, the experience of the Municipality of Wao in the Philippines shows that the provision of individual property rights (IPR), which provides the holder with the right to develop and derive benefits from the land for 25 years (renewable for another 25 years) on the condition that they will protect and conserve the tenured area, to both men and women has promoted sustainable forest land-use planning and halted illegal logging activities (IUCN, 2011).

Gender, fisheries and aquaculture

Coastal communities in the Philippines have long practiced aquaculture. It started with the traditional, low-density culture of milkfish in ponds mostly for local consumption and evolved into commercial-based systems for the culture of various species of fish, shrimps, mollusks and seaweed. Seaweed culture is possible in open waters and requires minimal input, making it a viable option for poor Filipinos. In 2012, the Philippines ranked among the major fish producing nations in the world with a total production of 3.1 million tonnes of fish, crustaceans, mollusks and other aquatic animals. It was also the world’s third largest producer of farmed seaweeds that year with a production of 1.8 million tonnes (FAO, 2014).

The MWC clearly defines fishers as “those directly or indirectly engaged in taking, culturing, or processing fishery or aquatic resources. These include, but are not to be limited to, women engaged in fishing in municipal waters, coastal and marine areas, women workers in commercial fishing and aquaculture, vendors and processors of fish and coastal products, and subsistence producers such as shell-gatherers, managers, and producers of mangrove resources, and other related producers” (Government of the Philippines, 2009).

A 2006 study on socio-economics, poverty and gender aspects of aquaculture in the Philippines38 revealed that women were involved in aquaculture mainly because it provided them with better income earning opportunities than other sectors, or their

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37 Interviews with direct project beneficiaries, held in the Province of Aklan, in October 2017.
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families owned the farms where they had to share work, or due to lack of other employment options. Women are involved in various stages of aquaculture (pond preparation, seed collection and hatcheries, feeding and guarding, accounting and book-keeping, seafood processing, marketing, and research and development), and their role is growing significantly in certain areas such as the fish processing industry (Sekhar, 2006).

A more recent 2017 study observed that most interventions have become limited to basic skills training of women fishers, and that these interventions have not successfully translated into viable alternative livelihood opportunities. There is a need to change this approach and make technology transfer activities for fisheries more effective, sustainable and appropriate to the status and needs of communities, especially women (Yap, et al, 2017).

Both women and men from various CGA FGDs conducted identified the following as the most pressing concerns of the industry:

- deteriorating water quality (because of blocked waterways and pollution brought about by growing industrialization);
- risks due to natural calamities (brought about by climate-change);
- access to feeds and other inputs; and
- threats from disease outbreaks.

**Gender and climate change**

Both the UN Commission on the Status of Women (CSW) and PCW agree that climate change is not a gender-neutral phenomenon, meaning that it impacts men and women differently. This is due to the domestic and other unpaid care work that most rural women perform. For example, women’s role in the home, i.e. utilization of gas or wood for cooking, recycling and waste management, etc. make them important agents for the reduction of greenhouse gas (GHG) emission and resource depletion that contribute to environmental degradation.

The Philippines initiated a ground-breaking resolution entitled Mainstreaming Gender Equality and Promoting Empowerment of Women in Climate Policies and Strategies during the 55th CSW session in March 2011. This resolution underscores that gender equality and the effective participation of women and indigenous peoples are important for effective action on all aspects of climate change. Furthermore, it calls upon governments, in their efforts in dealing with climate change, to support and empower rural women who are engaged in agricultural production and play a vital role in providing food security threatened by climate change, including land tenure and other property rights, by enhancing their access to and control over resources (ECOSOC, 2011).

Efforts are also being made to ensure that climate data are accessible to both women and men farmers. For example, in the Municipality of Minalin in the Province of Pampanga, FAO Philippines has installed an Automatic Weather Station, which can measure wind speed and direction, air temperature, air humidity, air pressure, rainfall including, duration and intensity. Data are posted on Facebook and sent via text message to women and men farmers and fishers.

**Gender and disaster management**

Existing gender inequalities are often aggravated when disaster strikes. A World Bank review (Abarquez and Parreno, 2014) of gender-based issues in disasters and disaster risk reduction and management (DRRM) in the Philippines looked at four related areas: disaster prevention and mitigation, disaster preparedness, disaster response and disaster rehabilitation and recovery.

The review found that Filipino women and girls in evacuation centres often experienced sexual and other gender-based violence, and poor access to clean and private spaces. However, it also found that disasters affected the mental health of lesbian, gay, bisexual and transgender (LGBT) people because of discrimination, and affected the mental health of men because of stereotypes of the ‘toughness’ of men, which may deter them from seeking psychosocial support.

In terms of disaster prevention, mitigation and preparedness, it was found that men had better

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32 The study conducted a farm-level survey of 285 farms covering different aquaculture systems including brackish water ponds and cages, fresh water ponds and cages and marine cage systems. It was primarily conducted in Laguna and Batangas (Region III), and Cavite, Zambales and Pampanga (Region IVA). The farms/respondents were selected by stratified random sampling based on the size of the farm, type of farming system (intensive, semi-intensive, extensive), main species grown (tilapia, shrimp, seaweed and milkfish) and ecosystem (fresh water, marine or brackish).
access to early warning mechanisms because they were engaged in more activities outside the home as compared to women. And while the review observed increasing participation of women in disaster preparedness training, the main reason for this stemmed from social norms that such training is part of women’s community work and is the extension of their unpaid care work.

The review also found Filipino women generally resilient to disasters, many of them providing moral support to the family and seeking paid work to help meet the family’s daily needs after a disaster.

**Gender, food security and nutrition**

The MCW provides for rural women’s right to adequate food that is culturally acceptable and free from unsafe substances. In a survey carried out by Centro Saka Inc. with 1,194 female respondents, it was found that 60 percent has sole decision-making responsibility in their households over food preparation for the family (PAKISAMA, 2015). Furthermore, women make these important decisions under conditions of limited access to resources and services. Only one-third of the total respondents of the Centro Saka Inc. research reported having access to production services; less than one-fourth having access to seeds, calamity assistance, training and extension services; and less than 10 percent having access to production capital (PAKISAMA, 2015).

According to the 2013 National Nutrition Survey (NNS)\(^{39}\), the proportion of households that were considered food secure increased only slightly from 30.7 percent in 2011 to 34.1 percent in 2013. The ARMM was the least food-secure region (11.5 percent) and also had the least varied food intake. It was followed by Eastern Visayas and other provinces in Mindanao. On the other hand, NCR was considered the most food secure (51.3 percent) (FNRI, 2013).

In terms of malnutrition, women between the age of 13 and 59 years face significantly higher prevalence of anaemia\(^{40}\) than men in the same age group (Figure 6). The prevalence of anaemia among women is from 1.5 times (age group of 40-59 years) up to 3 times (age group of 20-39 years) higher than that of men in 2013. The prevalence of anaemia is particularly acute among pregnant and lactating women (25.2 and 16.6 percent respectively) based on data from the 2013 Philippine National Nutrition Survey (FNRI, 2013).\(^{41}\)

![Figure 6: Prevalence of anaemia by age group and sex, 2013 (in percentage)](image)

Source: Food and Nutrition Research Institute, 2013

\(^{39}\) The NNS uses this definition of food security: Households are considered food secure when at all times they have access to sufficient, safe, nutritious food to maintain a healthy and active life (World Food Summit, 1990). Food security greatly affects the nutritional and health status of the household members. It also serves as a proxy indicator of poverty and households’ inability to access food.

\(^{40}\) Anaemia is an indicator of poor nutrition and health. Anaemia in women of productive age also puts at risk the nutrition and health of children (FAO, 2017d).

\(^{41}\) The prevalence of anaemia in infants aged under one year was 39.4 percent in 2013, gendered information for this age group was not provided.
Women aged 20 years and older are also more concerned by overweight and obesity than men (34.4 percent compared to 27.6 percent) in 2013 (FNRI, 2013). Furthermore, the prevalence of high waist circumference, an indicator of health risk associated with excess fat around the waist, is remarkably higher for women aged 20 years and older than men from the same age group (Figure 7). This is especially the case for women aged between 30-39, 60-69, and 70 and older where the prevalence of high waist circumference is between 6.5 to 7.3 times higher for women than men. It is also worth mentioning that the prevalence of high waist circumference for women increased more than that of men between 1998 and 2013 (ranging from 10.7 to 23.1 percent in 1998 compared to ranging from 2.7 to 3.8 percent in 2013) (FNRI, 2013). This illustrates a widening gap between women and men nutritional status in terms of high waist circumference since 2000.

In the Philippines, close to one in four (24.8 percent) pregnant women were found to be nutritionally at risk (underweight, overweight and obese) in 2013 (FNRI, 2013). It is worth mentioning that the prevalence of nutritionally at-risk pregnant women in the Philippines in 2013 remains close to that of 2003 at 26.6 percent. The sharpest decrease in the share of nutritionally at-risk pregnant women occurred between 1998 (30.7 percent) and 2003 (26.6 percent) (FNRI, 2013). Data from 2013 reveals that prevalence of nutritionally at-risk pregnant women is particularly high for pregnant teenage girls (below 20 years of age) while it is lowest for the 30-39 age group (Figure 8).

**Figure 7: Prevalence of high waist circumference by age group and sex, 2013 (in percentage)**

![Figure 7: Prevalence of high waist circumference by age group and sex, 2013 (in percentage)](image)

- **Mean WC:** Male 80.4% and female 79.3%
- **High WC:** Male ≥ 102 cm and female ≥ 88 cm

*Source: Food and Nutrition Research Institute, 2013*
Similar to the trend in the prevalence of nutritionally at-risk pregnant women, the prevalence of malnutrition among lactating mothers remained high at 34.2 percent in 2013. In particular, overweight among lactating mothers was more widespread in 2013 than it was in 1998 (Figure 9). In the meantime, underweight remained constant over the period 1998-2013, resulting in an overall decrease in the nutritional status of lactating mothers in the Philippines since the beginning of 2000. In addition to underweight and overweight, 4.2 percent of lactating mothers were obese in 2013 (FNRI, 2013).

In terms of health and nutrition of children, about 35 percent of children in the Philippines are stunted or short for their age, due to poor nutrition and bad habits in childcare. Boys were found to have higher rates of underweight and stunting compared to girls during their younger years, but the rates are similar for both by the time they reach 4 to 5 years of age (FNRI, 2013).

Through the efforts of FAO Philippines and NNC, nutrition-sensitive programming in agriculture has intensified in recent years. This is mainly due to an increased focus on good nutrition for women and children. In September 2017, the ABS-CBN Lingkod Kapamilya Foundation, Inc. (ALKFI) and the NNC launched *Dok Ricky, Pedia (Pedia ng Barangay)*, a television show that aims to educate mothers on proper nutrition and childcare. Malnutrition can be prevented in the first 1 000 days of the child’s life, a period when parents are best able to bring out their child’s full potential (FNRI, 2013).
Gender and social protection

The Social Protection Operational Framework and Strategy of the Philippines, which was adopted in 2012, has four components: labour market interventions, social insurance, social welfare, and social safety nets. Collectively, these components seek to address social risks and vulnerabilities at the individual, economic, environmental and political/governance level through preventive, mitigating, coping and adapting responses (Villar, 2013).

The Philippines social protection system remains riddled with gaps, despite some progress in recent years mainly due to heavy government subsidies, such as the conditional cash transfer programme (social welfare) and the expansion of PhilHealth, (social insurance), and the country’s universal health insurance programme, which now benefits over 44 million Filipinos. The system has, however, demonstrated potential to support women’s empowerment. For example, the Philippine conditional cash transfer programme gives cash grants to women (mothers) of eligible households. Cash is transferred directly to the bank accounts of the women beneficiaries. The conditional cash transfer programme is a key component of the Social Protection Support Project (SPSP) of the ADB to assist the Government of the Philippines to implement and expand its social protection programme, Pantawid Pamilyang Pilipino Programme (or 4Ps). Apart from cash transfers, the programme also helps build confidence, self-esteem, knowledge and skills through increased social interaction and family development sessions. It also encourages women to invest in livelihood activities. Thus, the 4Ps increases women’s access to financial resources (in the form of cash grants) in exchange for their compliance to certain conditions, for example ensuring that their children are attending school 85 percent of the time, bringing their children to health centres for check-ups and attending family development sessions (ADB, 2015).

In rural areas of the Philippines, many women and men are employed in the informal sector, where minimum wage and social protection do not apply. This leaves informal workers, especially women (who often receive lower wages and work longer hours), vulnerable with regard to health, childcare and income security. Government support through skills development, self-employment support, vocational training, scholarships and labour market assistance coordinated by agencies such as DOLE, TESDA and the Public Employment Service Offices (PESO) helps to ensure that the livelihoods and employment of Filipino women and men are promoted and protected (ILO, 2015b).

Other gender concerns

The Philippine Plan for Gender Responsive Governance (1995-2025) calls for a holistic approach in addressing the concerns of women for equality and development across six spheres: individual, family, socio-cultural, economic, political and legal.

Women’s access to agrarian justice

Inaccessible courts, complex processes and language barriers are some of the obstacles faced by women seeking agrarian justice. While agrarian reform policies provide that women’s desks and community-based dispute resolution mechanisms be created where rural women can register their complaints and grievances, very few women victims pursue legal action as most are economically dependent on their husbands who are often the perpetrator of such abuse (Corral, 2015).

Gender-based violence

Gender-based violence constitutes a breach of the fundamental right to life, liberty, security, dignity, non-discrimination and physical and mental integrity. It reinforces gender inequality and limits the participation of women in peace building and meaningful development. Compared with men, women in conflict-affected areas in Mindanao or Bangsamoro region are disadvantaged in terms of standards of living, educational attainment and life expectancy. A number of Muslim women have left home to work in foreign countries to help support their families. Like other migrant workers, they are subjected to or face the risk of exploitation and physical abuse, and the situation is often exacerbated by their having little education and lacking awareness of their rights. In the Bangsamoro area, most cases of gender-based violence against women and girls go unreported because of a culture of silence (BDA, 2015).

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42 Orbeta (2011) provides data that shows disparities in health insurance coverage between rich and poor income groups; for urban and rural areas, there is a 14 percent coverage difference.
Addressing socio-cultural factors

Customary practices and traditional patriarchal relations in families and communities prevent women from accessing land, education, information and other productive resources. The husband, as the traditional head of the family, is first to apply for a land title, and it is only when there is no male adult in the family, that a woman will be considered as the “farmer” or “landholder”. Many families still favour sons over daughters and after the death of the husband, land titles are usually given to the eldest son and not to his widow (Corral, 2015).
This section includes details on other stakeholders whom FAO Philippines may consider engaging with to strengthen gender equality and rural women’s empowerment in the agriculture and rural sector.

**The United Nations Country Team**
The United Nations Country Team (UNCT) in the Philippines consists of ten resident funds, associated programmes and specialized agencies (FAO, ILO, IOM, UNDP, UNFPA, UNHCR, UNICEF, UNIDO, WFP and WHO), six project offices (IFAD, UN Habitat, UN Women, UNAIDS, UNOPS and UNV) and two secretariat offices (OCHA and UNDSS). Standing invitees are ADB, IMF and the World Bank. From 2012 to 2016, the UN System channelled grant assistance contributing USD 2.07 billion into the Philippines.

Gender equality and women’s empowerment have always been cornerstones of the United Nations’ work. Women’s rights are human rights and have been affirmed by various international United Nations conferences, conventions and treaties, such as CEDAW, the Agenda 21, the Cairo Declaration on Population and Development, and the Beijing Platform for Action. The United Nations Gender Strategy Framework in the Philippines 2005-2009 contains a summary of policy mandates of specific United Nations agencies in relation to GAD, which are still true and relevant today (UN, 2004).

**Official Development Assistance – Gender and Development Network**
The Official Development Assistance – Gender and Development Network (ODA-GAD Network) is a working group composed of the gender focal persons of bilateral and multilateral development agencies in the country. It was organized in 2001 with the aim of improving coordination of GAD efforts in the Philippines. It meets regularly to discuss, share lessons and harmonize approaches to gender equality-related issues with key Philippine government partners and international NGOs.

The Philippines Government is represented in the ODA-GAD Network with the participation of PCW and NEDA, which are the entities overseeing and monitoring the implementation of the ODA and local GAD budget of all government agencies.

The ODA-GAD Network members meet every two months in order to exchange information and resources towards enhancing and advancing GAD policies, programmes and strategies. Discussions have focused on monitoring the implementation of RA 7192 (Women in Development and Nation Building Act) and the MCW, and the sharing of best practices in gender integration in programmes and projects, among other things.  

**Asian Development Bank (ADB)**
ADB recognizes that helping women and girls must be a priority if poverty is to be reduced. Guided by its *Policy on Gender and Development and Gender and Development Plan of Action 2008–2012*, ADB promotes gender equality and women’s empowerment across the full range of its operations – from country partnership strategies to the design and implementation of gender-inclusive projects and programmes.

ADB also manages the multi-donor Gender and Development Cooperation Fund (GDCF), which was established in May 2003 to promote gender equality and women’s empowerment in the Asia-Pacific region.

**Japan International Cooperation Agency (JICA)**
The Government of Japan formulated a National Action Plan (NAP) on Women, Peace and Security in September 2015. Many of the objectives and measures stipulated in the NAP are linked to JICA’s operations.

In 2016, JICA supported a Paper Series on Women, Peace and Security, which included two case studies that featured the Philippines: 1) Case Study on the Philippines and Sri Lanka: Transforming Gender Relations in Disaster Risk Reduction, and 2) Case Study on Mindanao the Philippines: Women’s Participation and Leadership in Peacebuilding.

**Australian Government – Department of Foreign Affairs and Trade (DFAT)**
Australia’s Gender Equality Fund promotes gender equality and women’s empowerment in the Pacific and Southeast Asia.

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43 The body mass index is expressed as the ratio of weight in kilograms to the square of height in meters. A body mass index below 18.5 indicates thinness or acute undernutrition (MoHP, 2012).
DFAT is currently financing the Investing in Women Initiative – a US$46 million, four-year programme which commenced in April 2016, that promotes economic growth, business development and gender equality in Southeast Asia (particularly Philippines, Viet Nam, Myanmar and Indonesia) by strengthening employment practices for women, and increasing investment in women-led small and medium enterprises.

In the Philippines, gender equality is also a focus for DFAT’s education programmes, which support the increased inclusion of boys, who record a higher drop-out rate than girls, in schools.

**Gender and Development Resource Pool**

Formed and accredited by the PCW, the GAD Resource Pool provides technical assistance, monitoring and evaluation, and conduct of gender-related researches and studies. The members are selected from national government agencies, LGUs, academia, civil society organizations and independent gender consultants. GAD Resource Pool members come from all across the country and can be tapped by various organizations needing assistance in their gender and development initiatives.

**Gender and Development Focal Point System of agricultural training and extension service providers**

It is critical that agricultural extension service providers and workers, who are on the frontline when it comes to delivering knowledge, resources and technology to women and men farmers and fishers across the country, are capacitated on gender and development. As per Joint Circular 2012-01, these regional providers have designated Gender Focal Points:

- Network of Training Centres including the DOST – PCAARRD.
- Regional consortia are usually headed and hosted by a state university or college that have designated Gender Focal Points. GAD-related activities of the consortia are usually reported by the state university or college, and not DOST–PCAARRD.
- The DA, including bureaus and attached agencies with agricultural extension and training activities. These include the Agriculture Training Institute (ATI), Bureau of Animal Industry (BAI), Bureau of Plant Industry (BPI), Bureau of Fisheries and Aquatic Resources (BFAR), Philippine Center for Postharvest Development and Mechanization (PHilMech), Bureau of Soils and Water Management (BSWM), Cotton Development Authority (CODA), Fiber Development Authority (FIDA), National Tobacco Administration (NTA), Philippine Coconut Authority (PCA), Philippine Carabao Center (PCC), Philippine Rice Research Institute (PhilRice) and the Sugar Regulatory Authority (SRA).

GAD Focal Persons interviewed as part of this Assessment expressed the need to be continuously capacitated in using gender analysis tools and guidelines so that they can spearhead and monitor the gender mainstreaming efforts of their respective departments or organizations. They also suggest that GAD capacity building should spill over to the technical and operating units of their organizations so that there will be a collective effort in making programmes, projects and activities gender responsive.

Table 4 presents information on main areas of work of key networks and organizations with a focus on GAD and women’s empowerment.

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64 The GAD Resource Pool database can be accessed at: http://grpd.pcw.gov.ph
65 The Network of training centres can be accessed at: http://ati.da.gov.ph/about/ati-network-training-centers
66 Regional consortia can be accessed at: http://opendbs.pcaarrd.dost.gov.ph/consortia
Table 4: Agriculture and rural development networks/organizations with a focus on GAD and women’s empowerment

<table>
<thead>
<tr>
<th>Agency/organization</th>
<th>Main areas of GAD-related work and possible areas/topics for FAO collaboration</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Coalition of Rural Women (Pambansang Koalisyon ng Kababaihan sa Kanayunan or PKKK)</td>
<td>First convened in 2003, PKKK is a national coalition of 426 organizations in 42 provinces in the Philippines, composed of organizations of women small farmers, fishers, indigenous peoples, and formal and informal workers in the rural areas. The PKKK was instrumental in ensuring the passage of the MCW, (originally the Magna Carta for Rural Women) and the extension of the agrarian reform programme, CARPER. PKKK member organizations may be sought out by FAO projects on the ground as community partners and possible capacity-building providers of GAD.</td>
</tr>
<tr>
<td>Pambansang Kilusan ng mga Samahang Magsasaka (PAKISAMA)</td>
<td>Established in 1986, PAKISAMA is a national peasant confederation, composed of 30 local peasant federations with a combined reach of 100 000 small farmers, fishers and rural women in 28 provinces nationwide. Two of these are national sectoral federations of rural women and fishers, namely the LAKAMBINI and the MAMAMAYAN. PAKISAMA members may be considered for FGDs, consultations and/or surveys that aim to understand the perspective of smallholder farmers and fishers on certain agriculture and rural development issues.</td>
</tr>
<tr>
<td>Women and Gender Institute (WAGI)</td>
<td>WAGI means “win” in Filipino and “sister” in Ibanag, a Philippine language. WAGI is Miriam College’s centre for research, training and advocacy on women’s rights and gender equality. The centre may be tapped to conduct surveys, research and studies. They also have experience and expertise in gender, peace and development, which may be useful for FAO’s work in Mindanao.</td>
</tr>
<tr>
<td>National Network on Women in Fisheries in the Philippines, Inc. (WINFISH)</td>
<td>WINFISH is a network of professionals and individuals interested in improving the status of women especially in the fisheries industry. It works to increase awareness of women’s role in fisheries, and to enhance gender sensitivity among fisheries-involved individuals and institutions, especially in government. WINFISH conducts regular Women in Fisheries conferences which FAO may want to support or participate in.</td>
</tr>
<tr>
<td>Women’s Action Network for Development (WAND)</td>
<td>WAND is a national and multi-sectoral network of women NGOs and producer organizations that provide gender-sensitivity training, livelihood projects for women and advocacy programmes affirming the need to mainstream gender concerns in development agenda, and building the capacity of grassroots’ women in particular. WAND’s area of expertise, which FAO may tap, includes gender-responsive and results-based budgeting at the local level, GAD planning, gender-sensitivity training related to micro-finance, sustainable agriculture, ending violence against women and children, women in governance, gender analysis, advocacy and campaign management.</td>
</tr>
<tr>
<td>Women Organizing for Change in Agriculture and Natural Resource Management (WOCAN)</td>
<td>Established in 2004, WOCAN is a women-led international membership network of women and men professionals and women’s associations. It focuses on addressing policy gaps and other barriers to women’s leadership roles in the agricultural and natural resource management sector. WOCAN implemented a Rural Women’s Leadership Project in the Philippines between 2010-2012, and may possibly be interested in co-funding or partnering with FAO for new projects.</td>
</tr>
</tbody>
</table>
### Stakeholders Analysis

<table>
<thead>
<tr>
<th>Agency/organization</th>
<th>Main areas of GAD-related work and possible areas/topics for FAO collaboration</th>
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<tbody>
<tr>
<td><strong>The Asian Partnership for the Development of Human Resources in Rural Asia (AsiaDHRRA)</strong></td>
<td>AsiaDHRRA is a regional partnership of 12 social development networks and organizations from 11 Asian nations: Cambodia, Indonesia, Japan, Lao People’s Democratic Republic, Malaysia, Myanmar, the Philippines, Republic of Korea, Taiwan-ROC, Thailand, and Viet Nam. Both networks may be tapped for their experience and expertise in implementing large-scale projects in the region/country. For example, AsiaDHRRA is currently implementing a seven-year project, Farmers Fighting Poverty (2012-2019), funded by AgriCord.</td>
</tr>
<tr>
<td><strong>Philippine Development of Human Resources in Rural Asia (PhilDHRRA)</strong></td>
<td>PhilDHRRA, a national network composed of 75 member NGOs, provides services to rural communities in 71 provinces nationwide. For example, AsiaDHRRA is currently implementing a seven-year project, Farmers Fighting Poverty (2012-2019), funded by AgriCord.</td>
</tr>
</tbody>
</table>
MAIN FINDINGS AND RECOMMENDATIONS
5.1 Major findings

Key findings (and some of their implications) emerging from the Assessment are summarized below:

At the macro/policy level:

• By the 1960s, the direct share of agriculture to the country’s GDP had fallen below one-third, and by 1981, the sector’s share had decreased to only 23 percent. In 2016, agriculture in the Philippines employed almost one-third of the Filipino workforce or about 11 million people, yet only accounted for about 7.3 percent of the country’s GDP (2016 data). This implies that the role of agriculture as an economic driver of the country has diminished.

• While both Filipino women and men agricultural producers remain poor because of the underperformance of the agricultural sector, women farmers are at an even greater disadvantage. For example, studies reviewed by this CGA show that Filipino women have significantly less access to irrigation; fertilizers, seeds and other agricultural inputs; and credit or financial assistance compared to men.

• Numerous enabling policies, guidelines and mechanisms to close the country’s gender gap have been enacted and institutionalized such as the Magna Carta of Women, Philippine Plan for Gender-Responsive Development 1995-2025, Women in Development and Nation Building Act, to name a few.

At the meso/institutional level:

• While existing policies, guidelines and mechanisms have helped create an enabling environment and basic guidelines for women’s empowerment in the agriculture and rural sector, social and political institutional dynamics as well as cultural norms continue to exacerbate gender inequalities.

• There is no dedicated national inter-institutional mechanism for the advancement of rural women and promotion of gender equality in general. This is a substantial gap in terms of GE/RWE elevation for policy, strategic and programmatic design as well as implementation. There are potential institutions such as NEDA that could serve as inter-institutional mechanisms for the promotion of GE/RWE across the different sectors.

• Gaps in the knowledge and capacities of designated Gender Focal Points, especially among institutional providers of agricultural research, training and extension services, remain a barrier to the effective enforcement and implementation of such policies.

At the micro/community level:

• Despite women’s key contributions to agriculture and fisheries, Filipino rural women are often described as ‘invisible’. About three-quarters of employed persons in agriculture, hunting, forestry and fishing are men, while only one quarter are women. However, these statistics do not take into account the various unpaid care roles that rural women perform on a near-continuous basis. This results in an inaccurate measurement of rural women’s contribution to the sector. Rural women are underutilized in productive work; very few of them own land, and they lack access to credit, technology and other productive resources. Women are also less likely to be targeted for extension services, as many extension agents still do not recognize women as agricultural producers.

• These gender inequalities are mainly brought about by societal and cultural norms regarding the role of women and men, which are still very much prevalent in agriculture and in the rural sector. It is assumed, for example, that the husband, as the traditional head of the family, gets the first chance to apply for a land title. Women are often considered the ‘farmer’ or ‘agricultural holder’ only when there is no male adult in the family. The majority of care work, such as cleaning, cooking and caring for children or elderly, is usually performed by women and girls, and is usually unpaid. This undermines women and girls’ rights, and limits their opportunities.

• Men are often excluded from discussions and efforts that address food security and (mal) nutrition. This only perpetuates the accepted norm that the preparation of nutritious food for the family is the responsibility of women.
5.2 Recommendations

The following recommendations highlight specific areas of work that require attention and action from FAO and the Government of the Philippines to maximize their impact for the promotion of rural women’s empowerment and enhancement of gender equality in the Philippines agricultural and rural sectors.

1. Policy recommendations: National government agencies

The Government of the Philippines may suggest the following collaborative actions to key national stakeholders and development partners in the agricultural and rural sector:

- convene an inter-agency mechanism (with equal representation of women and men) that will coordinate with the PCW and ensure a more systematic integration, and monitoring and reporting of the positive impact of mainstreaming gender equality and rural women’s empowerment into relevant policy, strategic and planning processes;
- facilitate a more purposive inclusion of GAD principles in agri-related legislation and regulative (existing and planned);
- ensure that all agri-related curricula and training materials are gender-sensitive and context-appropriate;
- strengthen gender sensitivity among government officials and policy makers, particularly in agricultural line ministries, and encourage the support of the private sector and civil society for gender-sensitive agriculture and agrarian reforms.

In line with this, FAO can support the Government in the promotion of GE/RWE policies:

- provide technical support related to the formulation and revision of ARD policies, strategies and plans;
- promote knowledge generation and dissemination of GE/RWE and gender-sensitive ARD approaches in the Philippines;
- support the demonstration/modelling of gender-sensitive ARD approaches in selected sites, and support the Government in terms of strategy development for expanding the adoption of tried and tested models nationwide.

2. Institutional-level recommendations: FAO and national government agencies

- support the functioning of the inter-institutional coordination mechanisms related to GE/RWE and ARD policy and strategic development (i.e. NEDA or the DA-DAR-DENR-DILG National Convergence Initiative for Sustainable Rural Development);
- conduct gender analysis during the project design phase and explicitly integrate gender results in project objectives, indicators and budgets to ensure that GE/RWE targets are met;
- stimulate a deeper understanding of GAD for gender focal points, project development and management teams, as well as project personnel of agriculture line ministries;
- identify the training needs of technical and extension services staff of DA, DAR, DENR and LGUs at provincial and district levels, as well as the training needs of commune/village councils, RICs and other local leaders;
- develop gender-responsive training materials, checklists and guidelines for agriculture-line ministries, including DA and DAR, and other institutions, including PCW, NEDA, DOLE and DENR, to focus on effective and practical strategies to assist technical and extension staff to address women’s needs in relation to their specific activities in the agricultural production, including in agricultural value chains;
- prioritize the capacity of DA, BFAR and DOST-PCAARRD technical staff to provide information, technical assistance and training to strengthen women’s capacities to adapt to emerging issues, in particular climate-smart strategies in aquaculture, livestock production and agro-forestry as well as crop production;
- build the gender analysis skills of the NNC to enable them to develop and implement food security and nutrition programmes and projects that advocate for and equally harness the productive roles of women and men;
- engage external expertise to ensure GAD integration in project design, implementation, monitoring, evaluation and reporting. Promote the utilization of GAD funds for enhancement of GAD organizational awareness and capacities, in particular the GAD FPS.
3. Local/community level: Partner communities and project beneficiaries

Below are some strategies that FAO and the Government can adopt to reduce gender disparities and increase gender equality at the community level. These are organized along the selected government priorities as stipulated in the PDP 2017-2022. The corresponding FAO regional priorities are also indicated.

**PDP Country Outcome 1: Improved nutrition for all**

**FAO Regional Priority: Strengthening food security and nutrition; Zero Hunger Challenge Initiative.**

- invest in efforts to assess food and nutrition security-related knowledge, attitudes and practices of women and men, and incorporate a gender analysis as part of the regular nutrition situation analysis in order to gain a better understanding of the needs, priorities and roles of men and women;
- support women’s and men’s important role in family health, food security and nutrition (i.e. improved food preparation practices, nutrition education and access to safe drinking water), taking care not to promote stereotypes and societal and cultural norms that undervalue women and girls;
- explicitly address and integrate shared home responsibilities, shared parenting, shared decision-making, improving/transforming gender relations in the home, and more balanced gender division of labour in FAO interventions, and encourage partners to follow the example.

**PDP Country Outcome 2: Expanded economic opportunities in agriculture, fishery, and forestry; and ensured ecological integrity and a clean and healthy environment**

**FAO Regional Priority: Fostering agriculture production and rural development; Enhancing equitable, productive and sustainable natural resource management and utilization; Blue Growth Initiative**

- continue to enhance the capacity of men and women agricultural producers, entrepreneurs and other stakeholders to access and incorporate weather and climate information in their business or community development strategies;
- develop specific measures for women farmers’ participation in decision-making at all levels, including in the formulation of agricultural policies;
- promote rural women’s and men’s leadership by investing in participatory capacity-building efforts that train women in business skills, accounting and financial administration, information technology, planning and management as well as organizational leadership;
- build social institutions and platforms where women and men farmers can continually define and articulate their issues among one another and with people from outside their community. The continuous organizing of agricultural cooperatives or farmers’ organizations, with a strong mechanism and enabling policy for women farmers participation, has been found to be effective in strengthening the voice of small farmers in agricultural policy formulation supportive of sustainable rural development;
- document on-the-ground initiatives of rural women, especially on the agricultural productivity side. The documentation should focus on a detailed description of the strategies, processes, policies and mechanisms so as to serve as a useful guide for field workers and women leaders as they innovate and explore better ways of ensuring women’s participation not only in policy making but also in the implementation of development projects that are responsive to their needs.

**PDP Country Outcome 3: Reduced vulnerabilities of individuals and families, and just and lasting peace achieved**

**FAO Regional Priority: Improving capacity to respond to food and agricultural threats and emergencies; Coping with the impact of climate change on agriculture and food security and nutrition; Initiatives on one health and climate smart agriculture.**

- promote rural women’s and men’s leadership by investing in participatory capacity-building efforts that train women in business skills, accounting and financial administration, information technology, planning and management as well as organizational leadership;
- build social institutions and platforms where women and men farmers can continually define and articulate their issues among one another and with people from outside their community. The continuous organizing of agricultural cooperatives or farmers’ organizations, with a strong mechanism and enabling policy for women farmers participation, has been found to be effective in strengthening the voice of small farmers in agricultural policy formulation supportive of sustainable rural development;
- document on-the-ground initiatives of rural women, especially on the agricultural productivity side. The documentation should focus on a detailed description of the strategies, processes, policies and mechanisms so as to serve as a useful guide for field workers and women leaders as they innovate and explore better ways of ensuring women’s participation not only in policy making but also in the implementation of development projects that are responsive to their needs.
• equally highlight the roles that rural women and men play in achieving environmental impacts (intended and unintended) in project reports, such as technical missions and annual project reports;
• align FAO’s work in Mindanao to the Philippines National Action Plan on Women, Peace and Security (NAPWPS) by consistently applying a gender, peace and development lens;
• explore collaboration with existing programmes, such as the Women in Especially Difficult Circumstances (WEDC) and Women Friendly Spaces of the Department of Social Welfare and Development (DSWD), which can be further strengthened to assist rural women in conflict-affected areas/complex emergency situations (i.e. conflict-affected/vulnerable communities affected by natural disasters).
REFERENCES


REFERENCES


REFERENCES


REFERENCES


ANNEXES

Annex 1: CGA key informant interviews/focus group discussions

FAO Philippines
Key informant interviews with Gender Focal Points:
1. Jasmine Magtibay, Gender Focal Point
2. Juan Fidel Rodriguez, Alternate Gender Focal Point

National government agencies

<table>
<thead>
<tr>
<th>Government agency</th>
<th>Title of contact person</th>
</tr>
</thead>
<tbody>
<tr>
<td>Philippine Commission on Women</td>
<td>Gender Focal Point (Agriculture)</td>
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<tr>
<td>Department of Agriculture*</td>
<td>Gender Focal Point</td>
</tr>
<tr>
<td>Department of Agrarian Reform</td>
<td>Gender Focal Point and GAD TWG</td>
</tr>
<tr>
<td>Department of Environment and Natural Resources*</td>
<td>Gender Focal Point</td>
</tr>
<tr>
<td>Department of Science and Technology – Philippine Council for Agriculture, Aquatic and Natural Resources Research and Development (DOST-PCAARRD)</td>
<td>Gender Focal Point and GAD TWG Chairperson</td>
</tr>
<tr>
<td>Department of Social Welfare and Development*</td>
<td>GAD Secretariat</td>
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<tr>
<td>National Nutrition Council</td>
<td>GAD Secretariat</td>
</tr>
</tbody>
</table>

* Due to conflict in schedules, these agencies provided responses via email only
## Key informant interviews/FGDs with selected FAO projects

<table>
<thead>
<tr>
<th>Project title</th>
<th>Staff and partners interviewed</th>
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</thead>
</table>
| **Building Capacities for a Climate Resilient Tilapia Farming in the Philippines (January 2015–March 2017)** | • BFAR Region 3 GAD Focal Point  
• FGD with Municipal Agriculturist, Agriculture Office staff, BFAR Region 3 GAD and technical staff and fish pond operators                                                                                                                                 |
| **Early Warning System for Food and Nutrition Security (EWS-FNS) (October 2014–December 2016)** | FAO project team  
Partners/beneficiaries:  
• Five LGU focal point of Altavas and Tapaz  
• FGD with MAO/LGU GAD Focal Points, Municipal Social Welfare and Development Officer (MSWDO), Municipal Health Staff and Disaster Risk Reduction and Management Officer of Altavas  
• Interaction with beneficiaries (three men and five women) of a water impounding project in Altavas  
• FGD with the MAO, LGU GAD Focal Point, SB on Agriculture and Municipal Planning and Development Officer of Tapaz  
• Informal discussion with five rural women from two barangays in Tapaz, Capiz where duck-raising livelihood/food security projects were implemented |
| **Restoring Agricultural Livelihoods in Conflict-Affected Areas in Maguindanao Province of the Autonomous Region of Muslim Mindanao (June 2011-September 2014)**  
**Restoring Agricultural Livelihoods in Conflict-Affected Communities in Cotabato Province, Region XII (July 2016-November 2017)** | FAO project team  
Partners/beneficiaries:  
• Municipal Agriculturist, Datu Saudi Ampatuan  
• Nine rural women involved in livelihood activities such as pandan mat weaving, mushroom production, dried fish processing and water hyacinth craft making (Datu Saudi Ampatuan)  
• Seven men and two women fishers from Lake Tuminggay managing tilapia ponds/enterprises  
• Farmer Business School facilitators and beneficiaries (five men and three women) in Barangay San Mateo, Aleosan, North Cotabato  
• Rural women attending a hands-on training on fish processing/value adding in Pikit, North Cotabato |
### Annex 2: GAD tools relevant to the agricultural and rural sector in the Philippines

<table>
<thead>
<tr>
<th>Tool</th>
<th>Source</th>
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<tbody>
<tr>
<td><strong>Harmonized Gender and Development Guidelines</strong></td>
<td>Philippine Commission on Women (PCW)</td>
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<tr>
<td><strong>GAD Checklists</strong> most relevant for FAO:</td>
<td></td>
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<tr>
<td>• Agricultural and Agrarian Reform</td>
<td><a href="http://w3.neda.gov.ph/hgdg">http://w3.neda.gov.ph/hgdg</a></td>
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<tr>
<td>• Health</td>
<td></td>
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<tr>
<td>• Women in Areas Under Armed Conflict</td>
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<tr>
<td>• Disaster Risk Reduction</td>
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<tr>
<td>• Fisheries</td>
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<tr>
<td><strong>Evidence and Data for Global Equality (EDGE)</strong></td>
<td>United Nations Statistics Division and UN Women</td>
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<tr>
<td>evidence-based policies. EDGE has established an online gender</td>
<td><a href="https://genderstats.un.org/#/home">https://genderstats.un.org/#/home</a></td>
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<tr>
<td>data portal to share existing statistics on education, health,</td>
<td></td>
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<tr>
<td>and employment. Read more at <a href="http://www.adb.org/news/features/power-data-">www.adb.org/news/features/power-data-</a></td>
<td></td>
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<tr>
<td>women-girls.</td>
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<tr>
<td><strong>Minimum Dietary Diversity—Women (MDD-W)</strong></td>
<td>The Food and Agriculture Organization of the United Nations (FAO), with funding from the European Union and the USAID-funded Food and Nutrition Technical Assistance Project (FANTA)</td>
</tr>
<tr>
<td>MDD-W is a powerful tool to track progress and raise awareness</td>
<td><a href="http://www.fao.org/3/a-i5486e.pdf">www.fao.org/3/a-i5486e.pdf</a></td>
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<tr>
<td>on gender-specific needs. It fosters the message of the important</td>
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<tr>
<td>links between food production (agriculture) and individual</td>
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<td>consumption (nutrition).</td>
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<tr>
<td><strong>Integrating Gender into Community-Based Disaster Risk Management</strong></td>
<td>CBDRM Training and Learning Circle-Philippines Center for Disaster Preparedness</td>
</tr>
</tbody>
</table>
## Annexes

<table>
<thead>
<tr>
<th>Tool</th>
<th>Source</th>
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<tbody>
<tr>
<td><strong>Gender and Climate Change – Thematic Issue Briefs and Training Modules (revised September 2017)</strong>&lt;br&gt;UNDP presents updated versions of 12 training modules and issue briefs on gender dimensions of climate change covering a range of themes and sectors. These resources include a general overview and discussions on adaptation and disaster risk reduction, agriculture and food security, sustainable energy, climate finance and REDD+ under the new development and climate change frameworks, such as the 2030 Agenda and the Paris Agreement.</td>
<td>United Nations Development Programme (UNDP)&lt;br&gt;<a href="http://www.undp.org/content/undp/en/home/librarypage/womens-empowerment/gender-and-climate-change.html">http://www.undp.org/content/undp/en/home/librarypage/womens-empowerment/gender-and-climate-change.html</a></td>
</tr>
<tr>
<td><strong>Gender and Inclusion Toolbox: Participatory Research in Climate Change and Agriculture</strong>&lt;br&gt;This manual introduces a wide range of participatory strategies and tools for research to guide the implementation of climate smart agriculture and efforts to achieve food security in rural communities. It is intended for NGO practitioners and programme designers interested in diagnostic and action research for gender-sensitive and socially inclusive climate change programmes.</td>
<td>CGIAR Research Program on Climate Change, Agriculture and Food Security (CCAFS), CARE International and the World Agroforestry Centre (ICRAF)&lt;br&gt;<a href="https://cgspace.cgiar.org/bitstream/handle/10568/45955/CCAFS_Gender_Toolbox.pdf">https://cgspace.cgiar.org/bitstream/handle/10568/45955/CCAFS_Gender_Toolbox.pdf</a></td>
</tr>
<tr>
<td><strong>A Handbook of Khutba on Gender and Reproductive Health Rights</strong>&lt;br&gt;This handbook is a compilation of 15 khutba (sermons) and is the major output on the Promotion of Gender Equality in the Context of Islam in the Autonomous Region of Muslim Mindanao (ARMM). It tackles various issues on gender and reproductive health that have been considered contentious in the context of Islamic traditions.</td>
<td>Assembly of the Darul Ifta of the Philippines, with support from Agencia de Cooperación Internacional para el Desarrollo (AECID) and UNFPA&lt;br&gt;www.scribd.com/document/48682388/A-Handbook-of-Khutba-on-Gender-and-Reproductive-Health-English</td>
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