

Security Council Resolution 1325:
Civil Society Monitoring Report

The Philippines



A Project of the Global Network of Women Peacebuilders

Republic of the Philippines

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I. Women, Peace and Security Profile

A. Nature of the conflict

Since the 1960s, armed conflicts have persisted in the Philippines. Since 1969, more than 40,000 have died in the armed conflict between the government and the Communist Party of the Philippines- a conflict running for 40 years now¹. In Mindanao, the estimated number of casualties since the 1970s adds up to 120,000.² The communist-led insurgency in the country and the Bangsamoro armed struggle in Southern Philippines have displaced millions of people over the years. The World Refugee Survey for 2003 indicates that there were approximately 13 million refugees and 21.8 million IDPs in Mindanao at the end of 2002.³ In the most recent war that broke out in Mindanao, Philippines, over 600,000 people fled their homes for fear.⁴

Salvatore Schiavo-Campo and Mary Judd in 2005 estimated the direct output loss in Mindanao

1 Nario-Galace, J (February 2009). Consequences of irresponsible arms transfers. Paper presented at the Asia-Pacific Regional Conference on the Arms Trade Treaty sponsored by the Ministry of Foreign Affairs, Japan and Oxfam Great Britain.

2 Schiavo-Campo, S. & Judd, M. (February 2005). The Mindanao conflict in the Philippines: Roots, costs and potential dividend. In World Bank (series publisher), Social development papers. Conflict prevention & reconstruction. (Paper No. 24). Retrieved August 31, 2007 from http://siteresources.worldbank.org/INTCPR/214578-1111996036679/20482477/WP24_Web.pdf www.nscb.gov.ph

3 Nario-Galace, J (February 2009). Consequences of irresponsible arms transfers. Paper presented at the Asia-Pacific Regional Conference on the Arms Trade Treaty sponsored by the Ministry of Foreign Affairs, Japan and Oxfam Great Britain.

4 Ibid

at the range of \$2- 3 billion⁵.

Government agencies, civil society organizations and sectoral groups throughout the country were consulted from August to October 2009 by a Preparatory Committee that led the formulation of a National Action Plan to implement UNSCRs 1325 and 1820 on what they perceived as the root causes and effects of these armed conflicts in the country. The dominant perceived causes of armed conflicts by those consulted are resource-based. Many armed conflicts are waged because of land-related issues such as encroachment, boundary conflicts, illegal titling on ancestral domains and lands, mining, logging, dispossession and displacement. Another identified cause of armed conflict is political rivalry rooted in powerful political dynasties. The security of communities is threatened because of conflicts between political families who have private armies and bodyguards. Warlordism has contributed to the proliferation of small arms that are used to intimidate, threaten and harm members of communities.

Other perceived causes of armed conflict are poverty, lack of education and lack of basic social services. In the Philippines, the National Statistical Coordination Board (NSCB) placed the poverty rate at 27.0% in the year 2006.⁶ The gap between the rich and the poor in the country is also considered tragic. For instance, the Philippine Human Development Report (2008-2009) wrote that in the year 2006, the poverty incidence, depth and severity in the province of Sulu was 93.8% while it was only 8.5% in the National Capital Region; life expectancy rate in Tawi-tawi was only 53.4 years while it was 72.6 years in Cebu; and percentage of high school graduates in Sulu was 23.1% while it was 81.1% in the National Capital Region.⁷ It is not surprising that the poorest region in the country is besieged by armed conflict for nearly 50 years now as poverty fuels armed conflict and armed conflict, in turn, breeds poverty.

Armed conflicts are also fueled by experiences of discrimination and marginalization from minority groups including indigenous peoples, the Moros and women. This emanates from biases, stereotypes and prejudices formed due to misinformation, fear, and lack of communication, among other factors. Poor governance, injustice, activities of armed groups and cultural and religious differences are also pointed out as causes of armed conflicts in the country. In some regions, clan wars, increasing number of syndicated armed groups and increasing number of youth gangs are additional factors that aggravate the situation of violence. This situation is made worse by the widespread availability of and easy access to weapons.

B. Impact of conflict on women

In Mindanao, a total of 456 barangays (communities) with more than a million people were affected by hostilities, displacing half a million women and children in the year 2000. As a result of ongoing conflicts in the country, the Internal Displacement Monitoring Center estimates that almost 2 million people were displaced from 2000 to 2006.⁸ On the other hand, more than 40,000 men and women have perished in the armed conflict between the government and the Communist Party of the Philippines since 1969 (Ploughshares, 2009).⁹

Worldwide, it is recognized that armed conflicts have serious consequences especially since the means and methods of warfare have changed. Indiscriminate weapons such as nuclear

5 Schiavo-Campo, S. & Judd, M. (February 2005). The Mindanao conflict in the Philippines: Roots, costs and potential dividend. In World Bank (series publisher), Social development papers. Conflict prevention & reconstruction. (Paper No. 24). Retrieved August 31, 2007 from http://siteresources.worldbank.org/INTCPR/214578-1111996036679/20482477/WP24_Web.pdf

6 www.nscb.gov.ph

7 Philippine Human Development Report, 2004.

8 Asian Development Bank, 2008.

9 <http://www.ploughshares.ca/libraries/ACRText/ACR-PhilippinesN.html>

arms, cluster munitions and landmines are increasingly being used in armed conflicts. Small arms, on the other hand, facilitate a vast spectrum of human rights violations, including killing and maiming, rape and other forms of sexual violence and forced recruitment of children by armed groups or forces.¹⁰ Small arms are directly linked to women's death, injuries, rape and forced displacement during conflict and post conflict situations (IANSA Women, 2009).¹¹ In the Philippines, women are intimidated, threatened, harmed and violated with the aid of small arms (UN1325 and 1820 NAP consultations).¹² Civilians, particularly the vulnerable sectors of women and children, are increasingly becoming the casualties of war. Globally, 75% of those killed in armed conflicts are civilians.¹³

Apart from these, armed conflicts disrupt economic activities, displace communities, threaten community and personal security, worsen poverty, disrupt schooling, create fear and trauma and annihilate lives. Moreover, violence against women including harassment and rape are committed in situations of armed conflict. There are also reports that the breakdown of law and order in conflict areas has also resulted in increased gender-based violence due to the culture of impunity.

In view of the effects of armed conflict on the population, particularly on women and girls, consulted organizations shared their initiatives, particularly women's roles, in addressing peace and conflict issues. Some examples of these peacekeeping and peacebuilding initiatives by government and civil society organizations are dialogues, negotiation and mediation efforts between and among groups in conflict, delivery of basic social services, humanitarian assistance, psychosocial interventions, peace education and advocacy, and skills and capability trainings, among others.

In the midst of armed conflicts, people yearn for peace in both inner and outer structures. Consulted groups expressed that central to this is their quest for justice including land for the landless. Peace can be attained if there is cultural integrity, respect for differences, protection and promotion of human rights such as right to education and gender rights, good governance, absence of war, sustainable development and delivery of basic social services.

Women play a significant role in addressing peace and conflict issues. They serve as negotiators and mediators between and among parties in conflict. They play roles as diverse and as broad as values formators, healers and reconcilers, evacuation center managers, and relief operations coordinators. Such roles, if recognized, sustained, strengthened and expanded can make a significant impact in the building of a culture of peace in larger areas of human interaction beyond the local community.

C. Relevant policies

Former President Gloria Macapagal-Arroyo, on March 1, 2010, signed Executive Order No. 865 entitled "Creation of a National Steering Committee on Women, Peace and Security (NSCWPS)" to Implement UN Security Council Resolutions 1325 and 1820. It was launched in Miriam College, Quezon City on March 25, 2010. The National Action Plan on Women, Peace and Security has four goals:

- **PROTECTION AND PREVENTION:** To ensure the protection and prevention of violations of women's human rights in armed conflict and post-conflict situations
- **EMPOWERMENT AND PARTICIPATION:** To empower women and ensure their active and

10 UN Secretary General Ban Ki-moon, Report to the Security Council (S/2008/258)

11 International Action Network on Small Arms-Women, 2009.

12 UN SCRs 1325 and 1820 NAP regional consultations, August-October, 2009.

13 Smith, Dan. Penguin Atlas of War and Peace, 2003.

meaningful participation in areas of peace building, peacekeeping, conflict prevention, conflict resolution and post-conflict reconstruction

- PROMOTION AND MAINSTREAMING: To promote and mainstream gender perspective in all aspects of conflict prevention, conflict resolution, and peacebuilding
- CAPACITY DEVELOPMENT AND MONITORING AND REPORTING: To institutionalize a monitoring and reporting system to monitor, evaluate and report in order to enhance accountability for the successful implementation of the NAP and of its goals.

The NAP of the Philippines was formulated through active government-civil society collaboration. The lead agency tasked to implement the NAP is the Office of the Presidential Adviser on the Peace Process (OPAPP), the government's peace agency. Many of its provisions are currently being implemented particularly by civil society groups that were able to acquire funding from OPAPP's Peace Projects and NGOs who were part of the NAP formulation.

The Magna Carta of Women (MCW) enacted on August 14, 2009, also provides with increased participation of women in peace building processes and the protection from gender-based violence in situations of armed conflicts. The MCW strengthened the National Commission on the Role of Filipino Women from a policy advisory body to a policy-making agency. It has been renamed the Philippine Commission on Women. The country has several laws and policies that protect women's rights and promote their participation in peace and development. Republic Act (RA) 7192, enacted in 1991, also known as the Women in Development and Nation-building provides guidance and measures that will mobilize and enhance participation of women in the development process. The Philippine Plan for Gender-Responsive Development (PPGD), 1995-2025, devotes substantive discussion on women and peace-related issues. In succeeding years, landmark laws on women, such as RA 8353 or the Anti-Rape Act of 1997, RA 8505 or Rape Victim Assistance and Protection Act of 1998, RA 9208 or the Anti-trafficking in Persons Act of 2003, and RA 9262 or the Anti-Violence against Women and their Children Act of 2004 were enacted to address violence against women in Philippine society.

Several peace-related policies have also been adopted at the national level. One of these is the National Peace Plan adopted in the year 2004 which aims to end hostilities between government and rebel groups, enhance human security in conflict-affected communities, broaden the peace constituency and strengthen citizens' participation in the peace process, and enhance policy environment conducive to peace and human security. In 2001,

EO No. 3 was adopted, which aimed to prevent and resolve internal armed conflicts and social unrests as well as their root causes through the pursuit of a comprehensive peace process which consists of six pathways: implementation of reforms; consensus-building and empowerment for peace; negotiated settlement with rebel groups; rehabilitation and reintegration of former rebels into society; addressing immediate concerns in areas affected by hostilities; and building and nurturing a climate conducive to peace. These pathways were defined as early as in the 1990s by the National Unification Commission (NUC) during the administration of former President Fidel Ramos, following the creation of the Office of the Presidential Adviser on the Peace Process (OPAPP) by virtue of Executive Order (EO) No.125, signed on September 15, 1993.

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II. Data Presentation and Analysis

A. Participation

Indicator 1 - Index of women's participation in governance (% women in senior positions in cabinet/council of ministers, parliament, local governance)

Table 1: Women's Participation in Governance

	Women	Men
Cabinet	29.2%	70.8%
Parliament	20.9%	79.1%
Local Government	16%	84%
Foreign Relations	33%	67%

Sources: Philippine Service Commission, Department of Foreign Affairs, Senate of the Philippines, House of Representatives and League of the Provinces of the Philippines websites, as of April 2010

Women's participation in senior levels of governance, towards the end of the term of former President Gloria Macapagal Arroyo (PGMA) in mid-2010 was at 24.8% - almost similar to women's participation in 1999. Although there is a growing percentage of women filling up cabinet positions, it is evident that their distribution is only concentrated on very few fields. With the exception of science and technology, education, social work and health are stereotypical fields associated with women.

In the field of foreign relations and international representation, there is relatively a higher percentage of female participation. However, the data does not show if they are career or non-career diplomats. Non-career diplomats are appointees of the President mostly coming from notable families and having no formal foreign service training.

The legislative branch of the government, both the Upper and Lower Houses during PGMA's term, lacked female representation despite improvement compared to the previous congresses. It can be observed, nevertheless, that some women lawmakers stand out among their male counterparts with regard to media visibility and public approval. Senators Miriam Defensor Santiago, Pia Cayetano (principal sponsor of the Magna Carta for Women), and Jamby Madrigal (principal author of Magna Carta for Women) have served many terms in the Senate. The likes of activist-Representatives Risa Hontiveros and Liza Masa, meanwhile, have also spearheaded several initiatives and bills in the lower house of the Congress. Compared to the women's representations in the Lower House in 1999, the number of representatives has doubled from 27 to 57 – a huge increase in number but still a meager percentage as juxtaposed to the overwhelming number of male representatives.

A similar trend is also seen in the local government where women's participation is at 16.07%. The data does not capture the percentage of re-electionists, members of existing political clans, or spouses replacing their husbands who have reached maximum number of terms – all of which are prevalent political trends in the country.

Indicator 2 - Percentage of women in peace negotiating team

Table 2: Percentage of Women in Negotiating Teams

	Women	Men
Government of the Republic of the Philippines (GRP) and National Democratic Front (NDF) Panels (2001-2010)	46.7%	53.3%
Government and Moro Islamic Liberation Front Panels (1996-2008)	17.4%	82.6%

Source: OPAPP

Women representation in the GRP and NDF peace panel from the year 2001 to mid-2010 saw higher women participation compared to that in the GRP-MILF Panel where men representation was extremely high at 82.6% covering the years 1996 to mid 2010. Representation of women became higher on both GRP and NDF panels in the year 2010. The knowledge of GRP on the calls of UNSCR 1325, the strong lobby work of women's groups, and the appointment of a woman Presidential Adviser on the Peace Process (PAPP) during the last months of the administration of former President Arroyo may have contributed to the increase of women's representation in the GRP panel talking to the NDF. The government also appointed female members to the GRP panel on the GRP-MILF talks beginning 1997. However, the MILF has not heeded the call from civil society to include women in the peace panels, for reasons many assume as cultural.

According to Ms. Paulynn Sicam, a longtime peace panel consultant, and Director Carla Villarta of the OPAPP, women's participation in the peace talks created a more personal and livelier environment despite the formality of issues being tackled. The women introduced a lighter way of engaging, that gradually reduced the machoism (intimidation) and girian (rivalry) between the groups. Ms. Sicam noted, as well, that women's rights and other gender issues weren't fully addressed as initial talks were concentrated on laying the foundation of the peace process. Women representatives raised similar issues that were being pointed out by men.

Indicator 3 - Index of Women's Participation in the Justice & Security Sector (% women in military, police, judiciary, at all levels)

Table 3: Women's Participation in Justice and Security Sector

	Women	Men
Military (as of June 2010)	8.7%	91.3%
Police (as of May 2010)	9.6%	90.4%
Judiciary (Dec. 31, 2004)	35.5%	64.5%

Sources: Armed Forces of the Philippines TAG Office as of 1st quarter 2010; Philippine National Police Personnel and Records Management Division (April 2010); Supreme Court of the Philippines (2007); Sandiganbayan and Office of the Ombudsman (April 2004), and Philippine Commission on Women 2009 Annual Report

From data gathered in mid-2010, there was a low percentage of women occupying commanding positions in the AFP and PNP. According to Adjutant General Ramona Go, the highest ranking female officer in the Armed Forces, the AFP only began accepting women recruits in 1994. This is a contributing factor to the small number of women in senior positions as the AFP consistently follows the 'chain of command' for rank promotion. Another factor she cited was the general perception that women are weak. Female soldiers are restricted to participate in operations in conflict areas because of the fear that they were susceptible to kidnapping. Currently, there are efforts from the AFP to increase the number of female personnel in the organization. It adheres to the government's Gender and Development (GAD) model and has started promoting women soldiers as platoon leaders to enhance their leadership skills.

The Judiciary, on the other hand, has the highest percentage of women's participation in the three branches of the government at 35.5%. The percentage is higher compared to the 20% women's participation in 2001. This is probably due to the increasing number of women in the legal profession. The Philippine Commission on Women has reported the decreasing disparity of male and female lawyers since 2001 from 21.2 % to 5.2% disparity in 2005.

Indicator 4 - Percentage of women in peacekeeping missions, disaggregated at all levels

Table 4: Percentage of Women in Peacekeeping Missions

Women	Men
6.7%	93.3%

Source: UN DPKO (June 2010)

The UN DPKO reported in June 2010 that the Philippines contributed 1,011 women to peacekeeping operations. The country ranked 26th in the deployment of personnel to the United Nations – that is more than 40% increase in number compared to peacekeeping deployments in 2009. Despite this, women's participation in UN peace keeping missions is only at 6.7% with majority of them having non-leadership positions.

Indicator 5 - Number and percentage of women participating in each type of constitutional or legislative review

There have been no official legislative and constitutional reviews in the Philippines since the year 2000. One related initiative that has been introduced by the Philippine Commission on Women (PCW), in line with the implementations of the CEDAW, is the Women Priority Legislative Agenda (WPLA). According to PCW, WPLA is a sustained legislative advocacy that seeks to “repeal the discriminatory provisions of existing laws and formulate and adopt new legislations that promote women’s empowerment and gender equality.” WPLA aims to pass pro-women bills in the congress such as the anti-prostitution bill, reproductive health bill, marital infidelity bill, and the local sectoral representation bill among others. Currently, PCW is reviewing the Magna Carta for Women for any discriminatory provisions.

Indicator 6 - Percentage of CSOs in Task Forces on SCR 1325 and 1820 (out of total TF members)

Table 5: Percentage of CSOs in Task Forces on SCR 1325 and 1820

Government Offices Represented in the Preparatory Committee to Formulate NAP	14.3%
CSOS Represented in the Preparatory Committee to Formulate NAP	85.7%

Source: Center for Peace Education, Miriam College

Note: The processes around the development and adoption of the Philippine NAP on 1325 and 1820 started in December 2007 and concluded in March 2010.

Before the creation of a National Action Plan on 1325 led by a Preparatory Committee (PrepCom), there were initiatives by various groups to popularize UNSCR 1325. Some of these were those of the International Women’s Tribune Center, the National Commission on the Role of the Filipino Women (now Philippine Commission on Women), Isis International, Initiatives for International Dialogue, Women and Gender Institute (WAGI), Philippine Council for Islam and Democracy, and Inside Mindanao Online. However, during and after the consultation workshops towards the formulation of the NAP, more initiatives have become known to the PrepCom towards UNSCR 1325’s popularization and the National Action Plan’s implementation. Initiatives known to us are those of the Mindanao Peoples’ Caucus, Sulong CARHRIHL, AKKAPKA, Mindanao Peaceweavers, Mindanao Commission on Women, Center for Peace Education (CPE), and Gaston Zavalla Ortigas Peace Institute (GZO).

B. Prevention and protection

Indicator 7 - Number of SGBV cases reported, % investigated, referred, prosecuted, & penalized

There is no available data on the number of SGBV cases investigated, referred, prosecuted, and penalized. An inter-agency council on Violence against Women and Children (VAWC) was formed to monitor VAWC in the country in which the Department of Justice is a member. Such data should be available from the inter-agency council. However, no information on these was obtained from the agency. Data on VAWC has been limited to the number of cases reported. Even gender assessment reports such as that of the Asian Development Bank have been limited to reported SGBV cases.

Table 6: Percentage of SGBV cases reported

Type of SGBV Case	Number of Cases Reported
Rape	9234
Acts of Lasciviousness	5138
Physical Injuries/Battery	30191
Sexual Harassment	564
RA9262	8397 (2004-08 only)
Threats	3109
Seduction	310
Trafficking	150
Abduction	334
Unjust Vexation	842
Political Killings	119
TOTAL	58,388

Source: Philippine Commission on Women Annual Reports (2001-2008)

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Reported cases, from 2001-2008, though, totaled 58,388 or an average of 23 cases reported per day. Reported cases on sex and gender-based violence increased from 5,819 in 1999 to 9,132 in 2001. This, according to Lea Astrera of the Philippine Commission on Women, may be due to vigorous campaigns made on the issue of violence against women such as published and displayed contact information where violations could be reported. This may also be due to the enactment of laws on violence against women; the establishment of women's desks in the police and barangay (communities) and the rising number of non-government organizations working for women's rights and protection. ¹⁴However, SGBV cases are still generally underreported as they are considered domestic problems or "private matters" that should be resolved at home. ¹⁵ It could also be because of a poor understanding of their rights, as well as limited access to legal and social services. ¹⁶

14 <http://www.adb.org/Documents/Reports/Country-Gender-Assessments/cga-phi-2008.pdf>

15 <http://www.adb.org/documents/Reports/CGA/Phi-Ctry-Gender-Assesmt.pdf>

16 <http://www.adb.org/Documents/Reports/Country-Gender-Assessments/cga-phi-2008.pdf>

According to the Philippine Commission on Women, the National Capital Region (NCR) posted the highest number of SGBV cases while the Autonomous Region of Muslim Mindanao had the lowest number of reported SGBV cases in 2008. Considering that ARMM is the poorest region in the country and has the lowest literacy rate, it is possible that such low reportage could be due to women's poorer understanding of their rights as well as their limited access to legal and social services. Considering, too, that SGBV cases are usually subject to gender-insensitive investigation, sensational media reporting and social stigmatization¹⁷, Moro women are all the more discouraged to report SGBVs as they are prohibited to "dishonor" their husbands and families.¹⁸ The Asian Development Bank (2008) also reported that fewer cases of gender-based violence are filed in the Autonomous Region of Muslim Mindanao (as) violence within the family (in this area) is considered a private matter to be settled between families or clans within the community. Prof. Rufa Cagoco-Guam of the Mindanao State University - General Santos City said that "one plausible explanation is that any form of sexual exploitation or violence against women is not tolerated in Islam. But it doesn't mean it doesn't happen. While the ideal is that women should be shielded from all forms of sex-related violence, things like verbal abuse, sexual harassment and even rape happen in evacuation centers where there is a lack of privacy for women. The perpetrators are both from the military and the armed groups. It is possible that such cases are unreported. Another explanation is the usual or traditional advice of male relatives of a victim of sexual molestation or rape for the woman to just consent to get married to the perpetrator, so there will be no conflict between the two families where the victim and the perpetrator come from. In this case, the sex-related violence no longer becomes a criminal incident to report, since the victim has become part of the family of the husband. She would then be pressured to preserve the family's honor and dignity by not reporting the rape or molestation before the marriage."

Indicator 8 - Number and quality of gender-responsive laws and policies

Table 7: Number and Quality of Gender-Responsive Laws and Policies
(including laws on arms control)

Year	Law/Policy	Mixed	Pure
1998	Rape Victim Assistance and Protection Act		AN ACT PROVIDING ASSISTANCE AND PROTECTION FOR RAPE VICTIMS, ESTABLISHING FOR THE PURPOSE A RAPE CRISIS CENTER IN EVERY PROVINCE AND CITY, AUTHORIZING THE APPROPRIATION OF FUNDS THEREFOR, AND FOR OTHER PURPOSES"
2000	General Appropriations Act	An Act providing that a certain percentage of the appropriation for government agencies shall be earmarked for gender and development.	
2000	Solo Parents Welfare Act	"AN ACT PROVIDING FOR BENEFITS AND PRIVILEGES TO SOLO PARENTS AND THEIR CHILDREN, APPROPRIATING FUNDS THEREFOR AND FOR OTHER PURPOSES"	
2003	Anti-Trafficking in Persons Act	The Law considers the trafficked person as a victim and is thus accorded protection by the State.	
2004	The Anti-Violence against Women and their Children Act		RA 9262 penalizes the commission of violence against women their children (VAWC) in the context of domestic violence or violence in intimate relationships.

17 ibid

18 Centre for Humanitarian Dialogue's Publication Review Meeting for the Report "Milicias and Armed Violence in Mindanao", July 27, 2010.

2009	The Magna Carta for Women		The Magna Carta of Women also spells out every woman's right to: Protection from all forms of violence, including those committed by the State, Protection and security in times of disaster, calamities and other crisis situations, Participation and representation, Equal treatment before the law, Equal access and elimination of discrimination against women in education, scholarships and training. Equal participation in sports, Non-discrimination in employment in the field of military, police and other similar services, Non-discriminatory and non-derogatory portrayal of women in media and film, Comprehensive health services and health information and education, Leave benefits, and Equal rights in all matters relating to marriage and family relations."
2010	National Action Plan on Women, Peace and Security		The Philippine NAP has four goals: Protection and Prevention: To ensure the protection and prevention of violations of women's human rights in armed conflict and post-conflict situations; Empowerment and Participation: To empower women and ensure their active and meaningful participation in areas of peace building, peacekeeping, conflict prevention, conflict resolution and post-conflict reconstruction; Promotion and Mainstreaming: To promote and mainstream gender perspectives in all aspects of conflict prevention, conflict resolution, and peace building; -Capacity Development and Monitoring and Reporting: To institutionalize a monitoring and reporting system to monitor, evaluate and report in order to enhance accountability for the successful implementation of the NAP and achievement of its goals.

Source: Philippine Commission on Women

Seven major laws and policies concerning women were passed since 2000 adding to the growing number of gender-responsive laws and policies in the country. The challenge lies on their implementation as well as the mass awareness for such existing laws. Based from the data of the Philippine Commission on Women, the number of reported cases of gender-based violence per year has an erratic trend. An increase on the number of reported cases probably reflects the increasing awareness of women about these laws and consequently, their rights.

No policies and laws particularly protect women from small arms violence even if these weapons are known to kill 22 Filipinos on a daily basis (PhilANSA, 2009). There is also no sex-disaggregated data in regard to this. The Ampatuan massacre committed in November 2009 killed 21 women by guns "whose private parts were slashed and shot at". Many women and peace organizations have called for the disbanding and disarming of private armies throughout the country as a result of the massacre. This also prompted the creation of the Zenarosa Commission tasked to make policy recommendations to eliminate private armies. One of its recommendations released in May 2010 was to have an effective gun control program that would codify all existing laws and measures that would regulate the possession, manufacture, smuggling, importation and exportation of arms and ammunitions in the country. As of 2010, the Philippines ranks 10th among countries with the highest gun homicide rates.

Indicator 9 - Number and nature of provisions/recommendations in the TRC and other transitional justice reports on women's rights

This indicator is not applicable in the Philippines because the armed conflicts are localized –they take place in certain geographic areas only. The government's judicial system is functioning "normally".

However, the government has a Social Integration Program (SIP) that applies to rebels who are willing to integrate themselves back to the society. It collaborates with other government agencies and civil society organizations to provide different kinds of assistance to ex-combatants such as:

- Legal Assistance
- Job Placement
- Educational Assistance
- Health Services (Philhealth)
- Balik-Probinsya (Back to the Province)
- Program for women and children
- Assistance in accessing Land Tenure Program

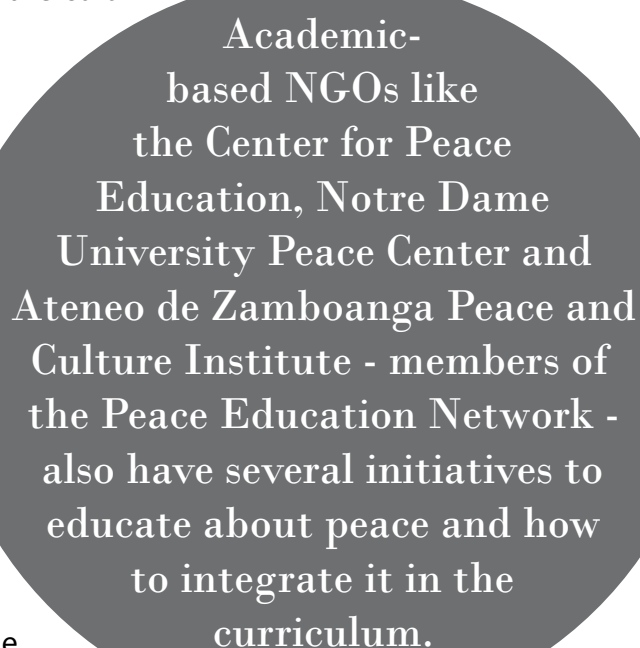
According to Maria Carmela Hadap of the Office of the Presidential Adviser on the Peace Process which handles the SIP, there are no concrete provisions in place in the SIP that address women's rights although there are training sessions for social workers to be more gender-sensitive when handling ex-combatants. Since 2009 there have been ongoing processes to train social workers nationwide about gender sensitivity and in dealing with ex-combatants when conducting interviews. Also in progress is the strengthening of the linkages with organizations that have the capacity and capability to address the needs of ceasing combatants. A women's desk, in compliance to the Gender and Development Program, is also a work in progress.

Indicator 10 – Extent to which gender and peace education are integrated in the curriculum of formal and informal education

An executive order mandating the institutionalization of peace education in basic education and teacher education was signed in 2006. The Department of Education is mandated to mainstream peace education in the basic formal and non-formal education curriculum, and enhance the knowledge and capability of supervisors, teachers and non-teaching personnel on peace education through the conduct of in-service trainings. The Commission on Higher Education (CHED) was designated to introduce and mainstream peace education in teacher education. The Center for Peace Education of Miriam College partners with OPAPP's Peace Education Program Office and the Commission on Higher Education to strengthen peace education within the teacher education curriculum. It brought about the addition of a Peace Education Chapter in the textbooks of the said course.

Gender education, meanwhile, has yet to be institutionalized. The Philippine Commission on Women once collaborated with the Department of Education in the integration of VAW, reproductive health, and sexuality issues in the general curriculum. However, the Catholic Church disagreed with the inclusion of sexuality issues, resulting in the shelving of the project.

NGOs like the Women and Gender Institute (WAGI) has a strong Gender Education program that it brings to different formal and non-formal settings. Academic-based NGOs like the Center for Peace Education, Notre Dame



Academic-based NGOs like the Center for Peace Education, Notre Dame University Peace Center and Ateneo de Zamboanga Peace and Culture Institute - members of the Peace Education Network - also have several initiatives to educate about peace and how to integrate it in the curriculum.

University Peace Center and Ateneo de Zamboanga Peace and Culture Institute - members of the Peace Education Network - also have several initiatives to educate about peace and how to integrate it in the curriculum. This has had ripple effects in many schools in the country with their establishing peace centers, declaring their schools zones of peace and integrating peace in their teaching-learning process. A key theme of peace education is gender equality which aims to promote the right of women to enjoy equal opportunities with men, to be free from abuse, exploitation and violence and to be active agents of conflict prevention, resolution and peacebuilding.

C. Promotion of a gender perspective

Indicator 11 - Percentage of women (versus men) who receive economic packages in conflict resolution and reconstruction processes

Currently, there is no organized and consolidated data on women receiving economic packages in conflict resolution and reconstruction processes. "Economic packages" are relief goods distributed at evacuation centers during and after a war. According to Ms. Esther Gerladoy of DSWD, relief goods are given per family. Most DSWD assistance in conflict areas is in the form of food assistance and cash exchanges.

Liza Ugay of the Mindanao Solidarity Network and Atty. Mary Anne Arnado of the Mindanao Peoples' Caucus both shared that women are always at the receiving end of relief packages in rehabilitation centers as they are almost always the ones left in relocation sites with their children.

Conversely, OPAPP has provided economic packages to rebel returnees even prior to the Social Integration Program. According to Former Assistant Secretary Bong Montesa of OPAPP, the SIP is a general program and is given to anyone who is willing to be reintegrated to the mainstream society. It doesn't discriminate applicants by sex and social background. However, the office could not provide sex-disaggregated data on the matter.

Indicator 12 - Detailed breakdown of gender issues addressed in peace agreements

According to Carla Villarta of OPAPP, "agreements and joint statements that have been forged with the NDF, numbering over ten, are mostly procedural in nature except for the CARHRIHL". The CARHRIHL, she says, is the first substantive agreement in the peace talks and contains certain provisions on women's rights. The agreement stipulates that it is applicable to all persons affected by armed conflict, without distinction of any kind based on sex, among others (Part II, Art. 5). The agreement seeks to ...promote human rights, including:

Part III, Art 2, Par 7: The right not to be subjected to...rape and sexual abuse...

Part III, Art 2, Par 10: The right to equal protection of the law and against any form of discrimination on the basis of...gender...

Part III, Art 2, Par 17: The right to universal suffrage irrespective of sex...

Part III, Art 2, Par 19: The right to gainful employment, humane working and living conditions, livelihood and job security, to work and equal pay, to form unions, to strike and participate in the policy and decision-making processes affecting their rights and interests, and the right not to be denied these rights due to nationality, creed, minority status, gender or sexual preference, or civil status.

Part III, Art 2, Par23: The equal right of women in all fields of endeavor and in all spheres of political, economic, cultural, social and domestic life and to their emancipation

Part III, Art. 10: The Parties shall promote the basic collective and individual rights of...women... and shall take concrete steps to stop and prevent the violations of human rights, ensure that those found guilty are punished, and provide for the indemnification, rehabilitation and restitution of the victims

Part III, Art.11: The GRP shall guarantee the...right of women workers to maternity benefits and against discrimination vis-à-vis male workers...

The agreement also stipulates adherence to accepted principles and standards of international humanitarian law including:

Part 4, Art. 4, No. 1: Persons hors de combat and those who do not take a direct part in hostilities are entitled to respect for their lives, dignity, human rights, political convictions and their moral and physical integrity and shall be protected in all circumstances and treated humanely without an adverse distinction founded on... sex...

Part 4, Art. 10: The Parties shall provide special attention to women and children to ensure their physical and moral integrity...

Currently, the Government of the Philippines and the National Democratic Front has exchanged ideas with regard to a Comprehensive Agreement on Socio-Economic Reforms (CASER). The CASER draft is said to contain different types of socio-economic development plans including provisions for women (considered as a marginalized sector).

The MILF and the Government have also signed an agreement reaffirming their responsibilities under International Humanitarian Law and Human Rights.

Women's issues addressed in agreements either between GRP and NDF or GRP and MILF are usually under the clause of Human Rights and International Humanitarian Law. There is no specific agreement as of the moment that exclusively recognizes women's issues in times of conflict and insecurity.

However, a big group of women and peace organizations in Mindanao submitted for the consideration of the GRP-MILF panels in September 2009 a Mindanao Women's Framework for Civilian Protection, invoking, among others, the UNSCR 1325 as a term of reference. It proposed, among others, the establishment of a Joint Civilian Protection Authority where women membership should be at 70%.

Indicator 13 - Number and percentage of pre-deployment and post-deployment programs for military and police incorporating SCR 1325, SCR 1820, international human rights instruments and international humanitarian law

There are seminars for gender-sensitivity and human rights that are being undertaken by military personnel, but there is no official pre-deployment and post-deployment program and training related to UNSCRs 1325 and 1820. The UN Commissioned Peacekeepers from the AFP and PNP, however, are required to attend seminars on human rights and international humanitarian law with the integration of UNSCRs 1325 and 1820 according to Ms. Elisha Natividad of the Department of National Defense. Such workshops are conducted by either AFP or PNP personnel but modules and training materials are provided by the UN.

Indicator 14 - Allocated and disbursed funding to CSOs (including women's groups) marked for WPS projects and programs.

As of September 2010, OPAPP has released a total of 8,724,179 pesos (approximately USD 194,000) for Women, Peace and Security Projects under their Projects for Peace, according to Ms. Vanessa Sorongon of OPAPP. Projects for Peace promote collaboration among government agencies, local government units, and civil society organizations by strengthening partnerships in project implementation. Projects to be funded falls under different categories such as: social justice, civilian protection in armed conflict, promotion of a culture of peace, peace, conflict and the environment, and women, peace and security. Eleven peace and women CSOs with WPS projects are, to date, recipients of this funding.

Indicator 15 - Allocated and disbursed funding to governments marked for WPS projects and programs

All national government agencies and local government units are mandated to allocate 5% of total government agency budget for Gender and Development (GAD). This has been so since 1992. Section 7 of Executive Order 865, creating a National Steering Committee (NSC) on Women, Peace and Security (NSCWPS) to Implement UN Security Resolutions 1325 and 1820, also provided that the NSC should be given an initial allocation of 5 million pesos to be drawn from the President's Contingency Fund and that regular funds for the succeeding years should be sourced from the OPAPP budget. Additional funds necessary for the implementation of the NAP on UNSCRs 1325 and 1820, according to EO 865, may be taken by government agencies from their GAD budget.

Indicator 16 - Percentage of women's representation as peace-builders and decision-makers in media content

The data collected for indicator 16 do not provide the exact information that the indicator calls for which is "Percentage of women's representation in political power & decision-making in media content." GNWP hopes to integrate this indicator again in the next phase of the project and focus on the portrayal of women and men in the media particularly in the coverage of armed conflict.

III. Conclusions and Recommendations

In the Philippines, there have been some developments in women's participation in the areas of peace and security ten years after UNSCR 1325 was passed by the UN Security Council. The resolution was meant to address the impact of war on women, and women's contribution to conflict prevention, conflict resolution and peacebuilding.

Participation

By June 2010, women occupying senior positions in the executive branch of government stood at 24.8%. Those occupying senior positions in civil service stood at 33%. In the Parliament, the number of women lawmakers has doubled from 27 in 1999 to 57 in 2010. In local government, women occupying senior positions stood at 16%. In peace negotiating teams of both the government and the National Democratic Front, women's participation from 2001-2010 was at 52.6%. In the government-Moro Islamic Liberation Front negotiating teams, women's participation was at 26.83%. In the Armed Forces of the Philippines (AFP), there are currently 8.7% women occupying senior positions. In the Philippine National Police (PNP), 9.6% of commissioned officers are women. In the judicial branch, 35.5% of those holding senior positions are women. In peacekeeping missions, a meager 4.6% are women. In a task force that formulated the national action plan to implement UNSCR 1325, 85.7% were from civil society all of whom were women.

Because of this, the following are recommended:

- Women and peace civil society organizations should actively lobby the government to implement UN Security Council Resolution 1325 beginning with the appointment of more women in the executive branch of government, in the GRP Panel doing talks with the Moro Islamic Liberation Front, the AFP and the PNP;
- Women and peace civil society organizations should actively urge the Moro Islamic Liberation Front to include women members to its negotiating panel;
- Civil society organizations should do a massive voters' education campaign that is focused on the need to elect more women in the Parliament and in local government;
- The UN Security Council should mandate member-states to report on the inclusion and increased participation of women in peacekeeping missions; and
- Civil society organizations should initiate programs and activities that will raise consciousness of women in governance on the UNSCRs as well as on conflict, peace and security issues at home and the role of women in addressing these issues.

Prevention and Protection

A good number of major laws and policies to protect women were passed since 2000, including a Magna Carta for Women and a National Action Plan to implement UN Security Council Resolutions 1325 and 1820. However, there are no policies and laws that particularly stipulate the protection of women from small arms violence even if these weapons are known to kill 22 Filipinos on a daily basis and are used to intimidate, threaten and harm women in situations of armed conflict and non-armed conflict. In the country's Social Integration Program, there are no concrete provisions that address women's rights. An executive order to integrate peace education in basic education and teacher education has been made. Civil society organizations have partnered with the Department of Education, Commission on Higher Education and the

OPAPP to implement the EO. There are no such developments as of date on gender education, although there have been efforts by the Philippine Commission on Women to partner with the Department of Education to integrate gender perspectives in the curriculum. Civil society organizations like the Women and Gender Institute (WAGI) are known to train teachers and students, among others, on gender-fair education. There is no organized data on women receiving economic packages in conflict resolution and reconstruction processes.

Because of these findings, the following are recommended:

- Government, particularly the Philippine Commission on Women, the Philippine National Police, the Judiciary and the Department of Justice should keep track of, record, and make available data on SGBV cases investigated, referred, prosecuted and penalized;
- Government should consider the recommendations of the Zenarosa Commission to have an effective gun control program that would codify all existing laws and measures that would regulate the possession, manufacture, smuggling, importation and exportation of arms and ammunitions in the country. Small arms are the weapons of choice during armed conflict and non-armed conflict situations and are largely used to commit violations against women, including sexual violations;
- Government, particularly the OPAPP, should formulate policies under the Social Integration Program that would address women's rights in situations of armed conflict in accordance to what is stipulated in the CARHRIHL; and
- Government should pass an Executive Order institutionalizing gender education into the basic education and teacher education curricula.

Promotion of a Gender Perspective

There is no data found on women receiving economic packages in conflict resolution and reconstruction processes. There are seminars for gender-sensitivity and human rights undertaken by military personnel, but there are no official pre-deployment and post-deployment programs and trainings that relate to UNSCRs 1325 and 1820.

The Office of the Presidential Adviser on the Peace Process recently allocated funds to civil society organizations under the Projects for Peace. 12% of these projects were focused on women. The government has also mandated its agencies and local government units to allocate 5% of its budget for gender and development. The latter has been in effect since 1992.

Because of these findings, the following are recommended:

- The Social Integration Program of the OPAPP should have a distinct economic package for women ex-combatants as some of their needs differ from men;
- The armed combatants, specifically the NDF and the GRP should report on their compliance to gender issues addressed in the CARHRIHL;
- Peace and women's groups should undertake regular research on violations of gender issues addressed in the CARHRIHL and report findings to the public;
- Civil society should lobby the GRP-NDF negotiating panels to integrate gender perspectives in the CASER;
- Civil society should lobby GRP and MILF negotiating panels to adopt the proposed Mindanao Women's Framework or Civilian Protection;

- UN and Security Council should require Foreign Ministry offices to report on states' compliance to UNSCRs 1325 and 1820, specifically on the provision of official pre-deployment and post-deployment programs and trainings given to peacekeepers, which relate to UNSCRs 1325 and 1820;
- The OPAPP should continue supporting projects on an annual basis to implement the NAP on UNSCR 1325 through the Projects for Peace; and
- Government agencies should be required to submit an annual report to the PCW and OPAPP on how the GAD budget was allocated and spent.

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Congress of the Philippines: <http://www.congress.gov.ph/members/>

Department of Agrarian Reform: http://www.dar.gov.ph/dar_officials.html

Department of Agriculture: <http://www.da.gov.ph/newindex2.php?pass=about/officials.html>

Department of Budget and Management: <http://www.dbm.gov.ph/index.php?pid=6&id=159>

Department of Education: <http://www.deped.gov.ph/directory.asp>

Department of Energy: <http://www.doe.gov.ph/About%20DOE/Directory%20of%20Officials.htm>

Department of Environment and Natural Resources: <http://www.denr.gov.ph/directory-osec>

Department of Finance: <http://www.dof.gov.ph/profile.asp?sec=estruc>

Department of Health: http://www.doh.gov.ph/directory_dohcentral

Department of Interior and Local Government: http://www.dilg.gov.ph/about_us/officials

Department of Justice: <http://www.doj.gov.ph/index.php?id1=3&id2=1&id3=0>

Department of Labor and Employment: http://www.dole.gov.ph/contact/dole_contacts.php

Department of Public Works and Highways: http://www.dole.gov.ph/contact/dole_contacts.php

Department of Social Welfare and Development: <http://www.dswd.gov.ph/index.php/about-us>

Department of Tourism: <http://www.tourism.gov.ph/SitePages/orgchart.aspx>

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V. Appendix

LIST OF PEOPLE MET/ INTERVIEWED/ INTERACTED WITH

Government Agencies

Armed Forces of the Philippines

General Rod Garcia
Adjutant General Ramona Go
Colonel Gomez
General Victor Ibrado

Department of Education

Thelma Cruz

Department of Foreign Affairs

Mr. Louie Belleza
Mr. Ryan Gener

Department of National Defense

Ms. Elisha Natividad

Department of Social Welfare and Development

Ms. Esher Geraldoy RSW IV

Office of the Presidential Adviser on the Peace Process

Ms. Maria Carmela Hadap
Ms. Emily Lambio
Asec. Bong Montesa
Mr. Wendel Orbeso
Ms. Paulynn Sicam
Ms. Vanessa Sorongon
Dir. Carla Villarta

Philippine Commission on Women

Ms. Lea Astrera
Ms. Vichel Juguilon
Ms. Jeanette Kindipan

Philippine National Police

Abner Cabalquinto, CEO VI
Sgt. Sibayan

Civil Society Organizations

Balay Rehabilitation Center

Ms. Analiza Ugay

ISIS Manila

Ms. Marion Cabrera

Mindanao People's Caucus

Atty. Mary Anne Arnado