



**UN JOINT PROGRAMME TO FACILITATE THE  
IMPLEMENTATION OF THE CEDAW CONCLUDING COMMENTS  
(JP-CEDAW)  
2007–2010  
PHILIPPINES**

# Evaluation Report

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**UNIFEM  
Managing Agent**

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Interest in CEDAW in the Philippines has intensified in the past years, especially because the Philippine women's movement has been in the forefront of advocacy and action for its implementation for many decades. This evaluation came together with the assistance of many focused individuals in various settings of the movement. Many people helped directly or indirectly in making it possible to complete this report.

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## The JP-CEDAW Evaluation Team

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The composition of the evaluation team ensured that there were adequate qualifications and years of experience in each of the two competencies required for the conduct of this assignment: programme evaluation and gender and development, with the Team Leader, Ms. Canlas providing the first and Evaluation Associate Ms. Rivera providing the second.

# Acronyms

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ADU	Ateneo de Davao University
AFP	Armed Forces of the Philippines
AMDFI	Al-Mujadilah Development Foundation Incorporated
ARRM	Autonomous Region of Muslim Mindanao
ASPAP	Association of Schools in Public Administration
CALABARZON	Cavite, Laguna, Batangas, Rizal, Quezon Region
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CPAP	Country Programme Action Plan
DILG	Department of Interior and Local Government
DOLE	Department of Labor and Employment
FGD	Focus Group Discussion
FHH	Female Headed Household
FPS	Family Planning Survey
GAD	Gender and Development
GDI	Gender Development Index
GDP	Gross Domestic Product
GMC	Gender Mainstreaming Committee
GO	Government Organization
GOP	Government of the Philippines
HDI	Human Development Index
HDR	Human Development Report
HGDG	Harmonized Gender and Development Goals
HRBA	Human Rights Based Approach
IDP	Internally Displaced Peoples
ILO	International Labour Organization
IP	Indigenous Peoples
IPRA	Indigenous Peoples Rights Act
JP-CEDAW	Joint Programme to Facilitate the Implementation of the CEDAW Concluding Comments
JPSC	Joint Programme Steering Committee
KII	Key informant Interview
LFPR	Labor Force Participation Rate
LFS	Labor Force Survey
LGU	Local Government Unit
MCW	Magna Carta of Women
MDG	Millennium Development Goals
MILF	Moro Islamic Liberation Front
MIMAROPA	Mindoro Marinduque Romblon Palawan
MNLF	Moro Nationalist Liberation Front
MOA-AD	Memorandum of Agreement- Ancestral Domain
MoU	Memorandum of Understanding
MTPDP	Medium Term Philippine Development Plan

NCIP	National Commission on Indigenous Peoples
NCRFW	National Commission on the Role of Filipino Women
NDHS	National Demographic Household Survey
NEDA	National Economic Development Authority
NGO	Non government organization
NSCB	National Statistical Coordination Board
NSO	National Statistics Office
OEHR	Office of Empowerment and Human Rights (NCIP)
OFW	Overseas Filipino Workers
PANTHER	Participation, Accountability, Non Discrimination, Transparency, Human Dignity, Empowerment and Rule of Law
PCW	Philippine Commission on Women
PGA	Participatory Gender Audit
PKKK	<i>Pambansang Kongreso ng Kababaihan sa Kanayunan</i> (National Rural Women's Coalition)
PME	Planning, Monitoring and Evaluation
POEA	Philippine Overseas Employment Agency
POPCEN	Population Census
PPGRD	Philippine Plan for Gender Responsive Development
SOCCKSARGEN	South Cotabato, Cotabato City, Sultan Kudarat, Saranggani, General Santos Region
SPPI	<i>Sentro ha Pagpauuswag ha Panginabuh</i> (Center for Local Economy Development)
TLWOI	Teduray-Lambangian Women's Organization Incorporated
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCT	United Nations Country Team
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDEF	United Nations Democracy Fund
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNGMC	United Nations Gender Mainstreaming Committee
UN-HABITAT	United Nations Human Settlements Programme
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UP	University of the Philippines
UPCWS	University of the Philippines Center for Women's Studies
VAWC	Violence Against Women and Children
WAGI	Women and Gender Institute

# Executive Summary

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The External Evaluation of the Joint Programme to Facilitate the Implementation of CEDAW has been conducted for the following purposes:

- ❑ Determine to what extent the programme has achieved its stated objectives and explain reasons for success or lack of success;
- ❑ To assess the preliminary sustainability of the knowledge and skills developed among program partners in terms of gender-responsive programming of UN agencies and their implementing partners using CEDAW
- ❑ Provide recommendations on how to build on the achievements of the programme and ensure that these can be further sustained by the relevant stakeholders;
- ❑ Document lessons learned success stories and good practices in order to maximize the experiences gained. The evaluation should take into consideration the programme duration, existing resources and political, environmental and other constraints;
- ❑ Examine the joint programming management model, mainly the coordination among the five participating UN agencies (UNDP, UNFPA, UNICEF, UNIFEM and ILO)

The Managing Agent, UNIFEM, commissioned the final evaluation to assess the overall performance of the joint programme in terms of its: 1) achievement and effectiveness; 2) relevance and strategic fit; 3) effectiveness of management arrangements and efficiency of resource use; 4) coherence and validity of programme design, and 5) sustainability. The evaluation also examines the joint programming management model among the UN agencies involved, puts forth recommendations for building on achievements, and documents lessons learned and good practices.

The evaluation covers the period February 2007 to December 2010 of programme implementation and provides a retrospective view of progress and accomplishments by five UN agencies<sup>1</sup> and ten implementing partners based on the CEDAW Concluding Comments 2006 addressed to the Government of the Philippines. The following are the two outcomes of the programme:

*Outcome 1. Enhanced capabilities of selected national stakeholders in implementing the 2006 Concluding Comments of the CEDAW Committee in the areas of: policy advocacy for the enactment of laws and policies that comply with CEDAW; monitoring and documenting policy and program implementation at the national and local level to inform policy advocacy; sectoral and local application of CEDAW to the rights of*

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<sup>1</sup> The collective initially included United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), the United Nations Development Fund for Women (UN Women), the United Nations Population Fund (UNFPA), and the United Nations Human Settlement Programme (UN-Habitat), and was later on joined by the International Labor Organization (ILO) and Joint United Nations Programme on HIV/AIDS (UNAIDS).

*indigenous, rural and Muslim women; and (d) mainstreaming gender and human rights in UN agencies and programs; and*

*Outcome 2. Positive progress in women's human rights in most areas specified by the Concluding Comments will be reported in the next Philippine periodic reports on the Millennium Development Goals (MDG), the Beijing Platform for Action and CEDAW.*

The programme had five main output statements that addressed the outcomes stated above: harmonization of legal system with CEDAW; capacity building of national machinery on women and women NGOs to monitor and report on CEDAW compliance and women's situation; sectoral and local application on the rights of indigenous, rural and Muslim women particularly in the Autonomous Region of Muslim Mindanao; capacity building of UN agencies in gender mainstreaming and programming; and increased resource mobilization for the JP CEDAW.

The review processes were conducted in a participative manner and used a combination of research methods for data collection. The evaluation team reviewed project documents and related literature, and conducted field visits in five programme areas in Metro Manila, Quezon Province, Northern Samar, Davao City and Maguindanao Province. A validation workshop was conducted on October 13, 2010 involving the participating UN agencies and implementing partners.

## **Summary of Findings**

**1. Results Related to Output 1 – Lobby and support for Magna Carta of Women and amendments to Constitution and other laws:** The most significant contribution of the programme is in facilitating the enactment of the Magna Carta of Women as well as its Implementing Rules and Regulations which advances the compliance of the Philippine government to its commitment to CEDAW. The Women's Priority Legislative Agenda, which seeks to promote new legislation promoting women's empowerment and gender equality, as well as to repeal discriminatory provisions in existing laws anchored on the provisions of the CEDAW, were filed in the 14<sup>th</sup> Congress. The programme catalysed the cooperation of government and civil society organizations in legislative and policy advocacy at national, regional and local levels. It consolidated a broad constituency for the MCW among allies in Congress, media, academe, women's organizations, local government units, and local communities.

**2. Results Related to Output 2 – Capacity Building of National Machinery on Women and Women NGOs:**

Limited results were achieved in improving the capacity of the National Commission on the Role of Filipino Women (NCRFW), particularly in influencing government agencies in generating CEDAW-framed gender data needed to monitor CEDAW implementation. Although CEDAW monitoring frameworks were developed and trainings were conducted, adoption by target agencies did not materialize.



At the meso regional level in Region 9, capacity building of local government units in integrating gender and human rights in local development planning indicated some positive results in local governance mechanisms where local government and women NGOs are present.

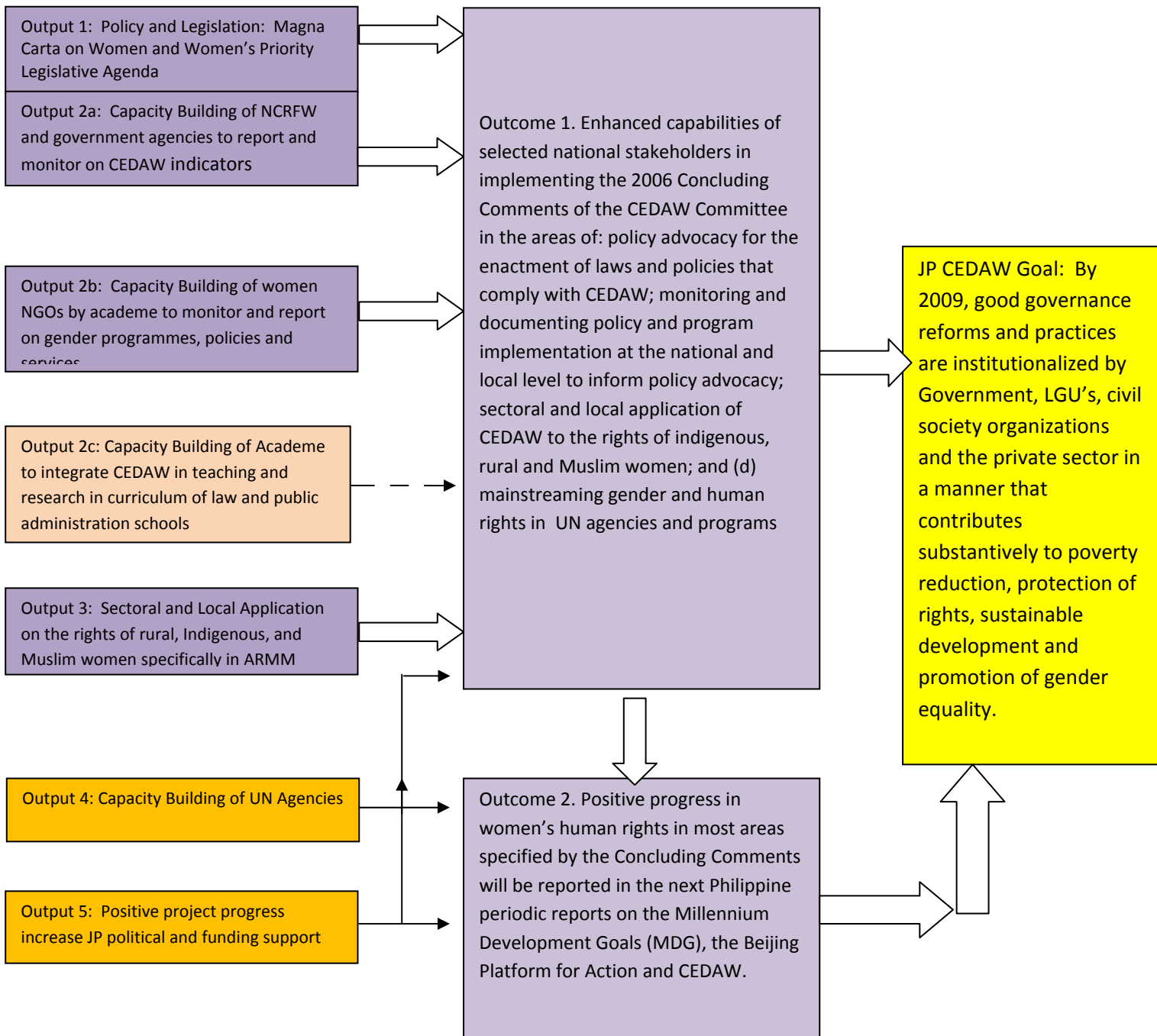
CEDAW monitoring tools and academic syllabi developed by the academe had limited results. Trainings were conducted on the monitoring tools but its applicability and use were limited. Modules on CEDAW-based gender and human rights were likewise developed but its integration into the academic curricula was not institutionalized.

- 3. Results Related to Output 3 – Sectoral and Local Application on the rights of Indigenous, rural and Muslim women:** The programme significantly contributed to the formation of a public constituency for rural, IP and Muslim women in ARMM. Programme partners successfully explored specific arenas for engagement by rights holders with duty bearers – LGUs, GAD committees, local development councils, community-based resource management bodies, and electoral processes. Though limited, the programme activities opened up the space for dialogues in ARMM, with indigenous peoples (IPs) and Muslim women who encounter multiple layers of discrimination.
- 4. Results Related to Output 4- Gender Mainstreaming and Programming in UN agencies:** The JP CEDAW facilitated the capacity building of six UN agencies through training and mentoring on gender mainstreaming and the conduct of participatory gender audits (PGA). Positive progress are indicated in terms of agencies able to define baselines and monitoring framework for gender mainstreaming, incorporating gender in capacity building agenda for staff & partners, addition of gender targets and indicators in programme and staff work plans and the creation of a resource pool on gender and PGA. Integration of CEDAW-based outcomes and outputs still remain to be integrated in the UNDAF and CPAP.
- 5. Results Related to Output 5 – Increase resource mobilization for JP CEDAW:** The total JP-CEDAW funding for three years \$ 735,261 US, representing only 49% of the \$ 1.5M USD target budget. Out of this, 41% pooled funds and 59% parallel funds. The joint programme did not generate the targeted financial support due wrong assumptions about how financial support can be generated and the lack of staff support to ‘market’ the programme to other donors, and constraints in the institutional mandates of participating agencies.
- 6. Outcomes: Progress in Addressing Identified Issues in the Concluding Comments**

The core references in describing the scope of the final outcomes are the six Concluding Comments on which the two JP CEDAW outcomes sought to address. In the results chain, outputs are orientated towards the realization of the defined outcomes and are linked to activities and strategies. In the JP, outcome 2 (Positive progress in human rights in most

areas specified by the Concluding Comments will be reported in the next Philippine periodic report to CEDAW in 2010) can only be effectively addressed with some level of attainment of outcome 1 (Capacity building of selected stakeholders in implementing the 2006 Concluding Comments of the CEDAW Committee). There are no specific indicators identified for each of the outcomes.

### RESULTS CHAIN: Joint Program on CEDAW



The evaluation therefore surfaced formative and forward-looking results culled from diverse experiences, best practices and lessons learned as documented by various programme partners. This is based on the relationship between the outputs and users of outputs as well as the quality of the relationship (i.e. sphere and level of influence) expressed in strategies and achievements towards the six areas of the Concluding Comments.

**Table 1: JP-CEDAW Output-Outcome Matrix and the Concluding Comments**

Concluding Comments	Related JP Output to address CC	Evidence based Results	Assessment
<p><b>1</b></p> <p>Clarify the status of the Convention in the national legal system, including which provisions would prevail in case of a conflict between the Convention and a national law;</p> <p>To ensure that the Convention becomes fully applicable in the national legal system and that a definition of discrimination in line with article 1 of the Convention is included in national law.</p>	<p>Output 1</p> <p>Output 1</p>	<p>Magna Carta of Women and its Implementing Rules and Regulations</p> <p>Magna Carta of Women and its Implementing Rules and Regulations</p>	<p>High</p> <p>High</p>
<p><b>2</b></p> <p>Undertake a systematic review of all legislation and initiate all necessary revisions to achieve full compliance with the provisions of the Convention;</p> <p>Intensify dialogue with the Muslim community in order to remove discriminatory provisions from the Code of Muslim Personal Laws;</p> <p>Sensitize parliamentarians and public opinion regarding the importance of these reforms.</p>	<p>Outputs 1, 2a, 2b</p> <p>Outputs 1, 3</p> <p>Outputs 1, 2a, 2b</p>	<p>Filing of 6 bills from WPLA in 14th Congress</p> <p>Evidence-based advocacy for CPML; Constituencies among Muslim community (Ulamas, LGU, women's organizations)</p> <p>Identified allies in the 14<sup>th</sup> Congress (House of Representatives and Senate)</p>	<p>Medium</p> <p>High</p> <p>Medium</p>

Concluding Comments	Related JP Output to address CC	Evidence based Results	Assessment
<p>3</p> <p>Give urgent priority to strengthening the national machinery for the advancement of women and to provide it with the authority, decision-making power, and human and financial resources necessary to work effectively for the promotion of gender equality and the enjoyment of women's human rights.</p> <p>The Committee recommended that the national machinery take a more proactive role in formulating laws, policies, and programmes for the effective implementation of the Convention, as well as in monitoring the Philippine Plan for Gender- Responsive Development and the use of the gender mainstreaming strategy in all sectoral departments to realize the equality of women with men.</p>	<p>Outputs 1</p> <p>Output 1, 2a</p>	<p>Magna Carta of Women: Change in the mandate of NCRFW with oversight function</p> <p>Magna Carta of Women: Change in the mandate of NCRFW with oversight function</p> <p>Monitoring framework developed but not adopted by sectoral departments</p>	<p>Medium</p> <p>Medium</p> <p>Low</p>
<p>4</p> <p>Establish concrete goals and timetables and take sustained measures, including temporary special measures, in accordance with article 4, paragraph 1, of the Convention and the Committee's general recommendation 25 on temporary special measures, to accelerate women's equal participation in political and public life and ensure that the representation of women in political and public bodies reflects the full diversity of the population, particularly indigenous women and Muslim women.</p>	<p>Outputs 1, 2a, 3</p>	<p>Magna Carta of Women and IRR incorporating temporary special measures in accordance with CEDAW</p> <p>Capacities of women NGOs and local women's groups among IP and Muslim women developed:</p> <ul style="list-style-type: none"> <li>a) to propose temporary special measures</li> <li>b) explore specific arena for engagement by rights holders with duty bearers – LGUs, GAD committees, local development council, and community-based resource management bodies, electoral processes</li> </ul> <p>Evidence-based situation of IP and Muslim women in ARMM</p>	<p>Medium</p> <p>High</p> <p>High</p>
<p>5</p> <p>Pay special attention to the needs of rural women, indigenous women and Muslim women living in the autonomous region of Muslim Mindanao, ensuring that they have access to health care, social security, education, clean water and sanitation services, fertile land, income-generation opportunities and participation in decision-making processes.</p>	<p>Outputs 1, 2a, 2b, 3</p>	<p>National IP agency, NCIP, knowledge on CEDAW, gender and human rights, and GAD planning and budgeting</p> <p>Capacity building of women NGOs by academe produced monitoring tool but not tailored to needs of diverse contexts</p> <p>Capacity building of women NGOs to develop local and sectoral application for IP, rural and Muslim Women in ARMM (In Pilot areas: Situationer on rural, IP, and Muslim women; CEDAW-based Gender</p>	<p>Medium</p> <p>Low</p> <p>High</p>

Concluding Comments	Related JP Output to address CC	Evidence based Results	Assessment
		framework and indicators for rural and IP women; Evidence based research on early and arranged marriage for IPs in ARMM; Constituency among Muslim institutions (ulamas, LGUs, women's organizations) for reforming CMPL provisions on marriage and dowry; Consolidation of public constituency for rural, IP and Muslim women in ARMM; Local ordinances in ARMM legislated setting age for marriage and regulating dowry for IP women; Participation of IP and Muslim women in local mechanisms for GAD Plans and budgets).	
6 Integrate gender perspective and reflect explicitly the provisions of CEDAW in the MDG reporting.	Output 2a, 4	<p>CEDAW monitoring tools developed by NCRFW not officially adopted by agencies and LGUs</p> <p>Gender mainstreaming adopted in UN agency programming (targets, monitoring indicators, staff performance indicators, staff development agenda, partner selection, etc.) UNFPA, UNDP, UNAIDS, UNICEF, UNHABITAT</p> <p>Defined baselines and monitoring framework for gender mainstreaming progress on gender in UN agencies; gender incorporated in capacity building agenda for staff &amp; partners; addition of gender targets and indicators in programme and staff work plans</p> <p>Creation of resource pool on gender and PGA in UN agencies</p> <p>Submission of report on GAD harmonized guidelines to NEDA by UN agencies</p>	<p>Low</p> <p>Medium</p> <p>Medium</p> <p>Medium</p> <p>Medium</p>

**Assessment Criteria:** Low (Activity implemented, output not utilized by target group); Medium (Activity implemented, output utilized by the target group); High (Activity implemented, output are utilized by target group, multiplier and downstream utilization by other stakeholders, affected change in development context)

The table above provides a picture of the overall contribution of the JP CEDAW towards the realization of the relevant CEDAW Concluding Comments. The programme has been generally effective in the delivery of its outputs and outcomes. It has partially but strategically achieved most of its outputs that directly respond to the Concluding Comments: partial, considering that the problems addressed by the programme goals were complex and structural in nature; and strategic in the sense that initial gains can provide the basis for pursuing further work e.g. policy, successful modelling and piloting. One output where significant gap remains is in monitoring policy implementation by government and CSOs, a function that is also crucial for tracking overall progress in CEDAW implementation.

The JP-CEDAW responded to the UN Development Assistance Framework outcome statement on good governance and the CPAP strategy for fostering democratic governance. JP CEDAW's contributions in opening up the spaces for policy collaboration between duty-bearers and rights holders are positive steps for improvement in accountability, gender-sensitivity and participatory

governance. The local partnerships generated from the programme points to the potential to pursue innovative strategies and partnerships in diverse contexts.

### ***Lessons Learned***

The evaluation identified the following lessons learned on mainly two areas: on the implementation of a joint programme such as JP-CEDAW and on strategies and key actions used to facilitate CEDAW implementation:

#### ***1. Joint Programming***

A programme like JP-CEDAW provides an opportunity and incentive to share complementary knowledge and experience among CSOs and between CSOs and government, who historically would differ on their position and strategies to address various social issues, towards fulfilling women's human rights. It has the potential to mobilize resources to support a common activity through a flexible combination of pooled & parallel funding modalities as an alternative to the conventional pooled funding. It requires a clear commitment of funding support to be able to generate and sustain momentum towards fulfilling its goals.

It is imperative for a programme like JP-CEDAW to have a sound programme design that clearly reflects the harmonized and logical goals and priorities of multi-partners from diverse institutional contexts at different levels within a realistic time frame and budget.

#### ***2. Strategies and Key Actions***

***Capacity building*** is effective when its use is supported by sound assumptions which articulates its meaning, its expected institutional and human behavioural output, and the availability of resources and positive conditions needed to realize the output. Effective capacity building considers the capacity of the participants, cultural and political sensitivities in designing the modality, and the practical value or applicability of its messages. It is a long process whose goal cannot be achieved with a single intervention.

***Partnering with CSOs*** is effective in the areas of legislative and policy advocacy and community mobilization because of their relevant experience, links with other similar groups and a constituency that gives them mandate.

***Partnering with government*** is facilitated when institutional formal agreements are secured. When several government agencies are involved in the delivery of project outputs, an endorsement directly from the government agency that has the appropriate mandate and authority over these agencies, i.e. the National Economic Development Authority (NEDA) and the Department of Interior and Local Government (DILG), must be prioritized. Government collaboration in legislative work on CEDAW is effective because of its access to legislative and other government decision-making processes.

***On legislative advocacy***, the key elements that help ensure success in this area of work are: sustained advocacy that includes continuously mobilizing allies in the legislature and forging cross-sectoral alliances; the development of local constituencies coming from the concerned sectors who can pressure their respective representatives to support laws that benefit them; employment of

campaign strategies for media and the public focusing on local and national audiences across multiple sectors and; having long term projections and planning that takes into account the long process of law making.

***On implementing CEDAW in specific sectors and local settings***, good and effective approaches include: packaging CEDAW in a way that resonates with local struggles by linking with the local context and using language that stakeholders can relate to, i.e. ancestral land rights for IP women, land reform for women in farming; when the implementing party comes from the target sector and therefore has empathy and credibility. Action research is an effective way to surface local issues and problems around which an agenda for advocacy and action on women’s human rights is built.

### **Main Findings, Conclusions and Recommendations**

The overall performance of the JP-CEDAW is positive, and has contributed significantly to efforts that respond to the CEDAW Concluding Comments on the national, regional and local levels, particularly in the areas of legislative and policy advocacy and in the application of CEDAW in the local contexts of rural women in fishing and farming communities and IP and Muslim women in ARMM.

The main findings and conclusion of the evaluation based on the five assessment criteria are presented below in summary form. The recommendations are made to enhance future joint programming of the UN, NCRFW (now PCW) and government agencies, and CSO partners and consider the contextual factors at play which continue to influence gender and development programming. Foremost among these factors include the political environment and stability, the challenges brought by climate change and extreme events, and the economic and social challenges causing poverty.

<b>Assessment Criteria</b>	<b>Main Findings</b>	<b>Analysis</b>	<b>Recommendations</b>
1. Effectiveness	Groundbreaking contribution in policy legislation through the Magna Carta of Women	Strategies and approaches in lobby and legislative work on MCW based on collaboration and joint actions between government and women NGOs in policy work were effective	Intensify advocacy towards government institutions (including DOJ, Police, LGUs) for the operationalization and enforcement of MCW with the following key elements: Information campaign at national and local levels; improved capacities for monitoring and reporting; and governance mechanisms and processes for women’s participation.
	Advocacy for the harmonization of other laws with CEDAW embodied in the Women’s Priority legislative agenda	All the bills in the WPLA were filed in the 14 <sup>th</sup> Congress. Context specific factors such as a highly politicized Congress and lack of legislative champions necessitated that MCW is prioritized in the campaign.	Build on the constituency of the MCW among legislative committees, women NGOs, government agencies, and local government units and communities for the policy advocacy to harmonize existing laws with the MCW. Of urgent priority is the filing of the WPLA bills in the new Congress.
	Limited capacities for monitoring and reporting on	Institutional mandates and bureaucratic procedures	With its new and expanded mandate, NCRFW (now the

Assessment Criteria	Main Findings	Analysis	Recommendations
	CEDAW-based indicators in government	limited the forging of formal agreements between NCRFW and government agencies. Assumptions and risks should be made on project proponent's capacity to influence other parties critical to the delivery of outputs.	Philippine Commission on Women or PCW) should seriously take stock of its organizational resources and issues (i.e. organizational and programme management, leadership, technical and human resource development) and formulate a comprehensive plan on how to address these in collaboration with diverse partner organizations, specifically CSOs.  Formulate a comprehensive framework for monitoring the implementation of the MCW, identifying support and other requirements.
	Capacity building of NGOs by academe on CEDAW monitoring tools was not applied. Capacity building for the academe on the integration of CEDAW into law and public administration schools was not institutionalized.	Capacity building failed to deliver results due to wrong assumptions on: Applicability of CEDAW monitoring tool prescribed by the training and lack of official endorsement by academic schools.	Formulate a comprehensive framework for monitoring the implementation of the MCW, identifying support and other requirements. Build on the collaboration mechanisms between government and CSOs for monitoring and reporting. Prioritize assistance and facilitation for the institutionalization of national efforts to monitor the implementation of the MCW and CEDAW to aid preparation of CEDAW reports.
	Increased capacity among women NGOs on Sectoral and Local Application for Indigenous, rural and Muslim Women particularly in ARMM	Positive delivery of this output related may be linked to: relevant experience and good standing of selected national and local CSO partners among target sectors in target areas and their ability of project implementers to translate CEDAW into the language and context of rural, IP and Muslim women, aided by the results of the action researches in their areas.	Consolidate the lessons and other achievements in the piloting of the local and sectoral application of CEDAW. This should apply in the contexts of rural women in fishing and farming communities, of IP and Muslim women in ARMM, and the MWG engagement of the peace process in other parts of Mindanao for possible packaging and distribution of 'knowledge products.' These tasks should be conducted with the strategic intent of scaling up the initiatives.
	Gender mainstreaming adopted in agency	Facilitated the participation of UN agencies in the joint	Build on the human and institutional capacities



Assessment Criteria	Main Findings	Analysis	Recommendations
	<p>programming (targets, monitoring indicators, staff performance indicators, staff development agenda, partner selection, gender incorporated in capacity building agenda for staff &amp; partners; etc.)</p> <p>Submission of report on GAD harmonized guidelines to NEDA</p> <p>Creation of resource pool on gender and PGA</p>	<p>programme.</p> <p>Individual PGAs did not lead formulation of common gender mainstreaming strategy among UN agencies as envisaged in M &amp; E matrix.</p> <p>Overall capacity building of UN agencies did not lead to increased funding for JP-CEDAW.</p>	<p>initiated by the JP towards developing common standards in gender programming among UN agencies in “delivering as one.”</p>
	<p>Positive Progress in JP Implementation did not generate increased political and funding Support for JP. The combination of pooled and parallel funding modality, though limited, delivered results in the JP</p>	<p>Institutional mandates that posed constraints to ability to contribute to pooled funding were not adequately considered.</p>	<p>Ensure adequate funding and technical support for joint programmes to effectively achieve its outcomes and goals. Resources should be ensured and committed to meet the requirements of the programme.</p>
2. Relevance and Strategic Fit	<p>☑ Built on the government’s efforts to fulfil its international HR obligations and development priorities</p> <p>☑ Concretely &amp; urgently addresses obstacles to women’s rights and participation in development;</p> <p>☑ Respond to MA / UNIFEM’s corporate mandate &amp; priorities in enhancing its role in the promotion of gender equality and partnerships among various stakeholders in government and civil society.</p>	<p>Expanded the enabling environment for gender equality and human rights and fits well with the MDG target and the Philippine MTPDP. Gender equality and women’s human rights has equally reached government and civil society organizations at national and local levels through JP’s partnership with state and non-state actors. Provides valuable learning from experiences in complex settings on the ground and insights on joint programming to strengthen actions on gender mainstreaming in programming.</p>	<p>Sustain support for CEDAW as an anchor for gender policy and programming in the Philippines within the partnership setting between state and non-state actors to ensure a balance of power conducive to joint programming and to take advantage of a robust and active women’s movement.</p>
3. Management Arrangements and Efficiency of Resource Use	<p>Generally effective: strong in terms of facilitating project development / implementation; weak in consolidation of gains on programme level.</p> <p>Clear roles and responsibilities in overall management (Managing Agent, JPSC) but did not include more substantive contributions by the latter e.g. joint mission; Heavy workload of Managing Agent being limited to one person.</p>	<p>The Memorandum of Understanding among the five UN agencies defined specific roles and responsibilities of the Managing Agent being UNIFEM but did not specify the same level for the Joint Programme Steering Committee. It has been observed that the JP CEDAW project document was not signed.</p> <p>The management of fifteen JP-CEDAW projects implemented by 10 partners</p>	<p>Ensure adequate allocation of resources to support requirements for management arrangements especially the coordination function.</p> <p>Identify and implement a more proactive role for participating UN agencies throughout the project cycle, exploring the possibility of having the parallel funding modality support an entire component or portions of the programme.</p>

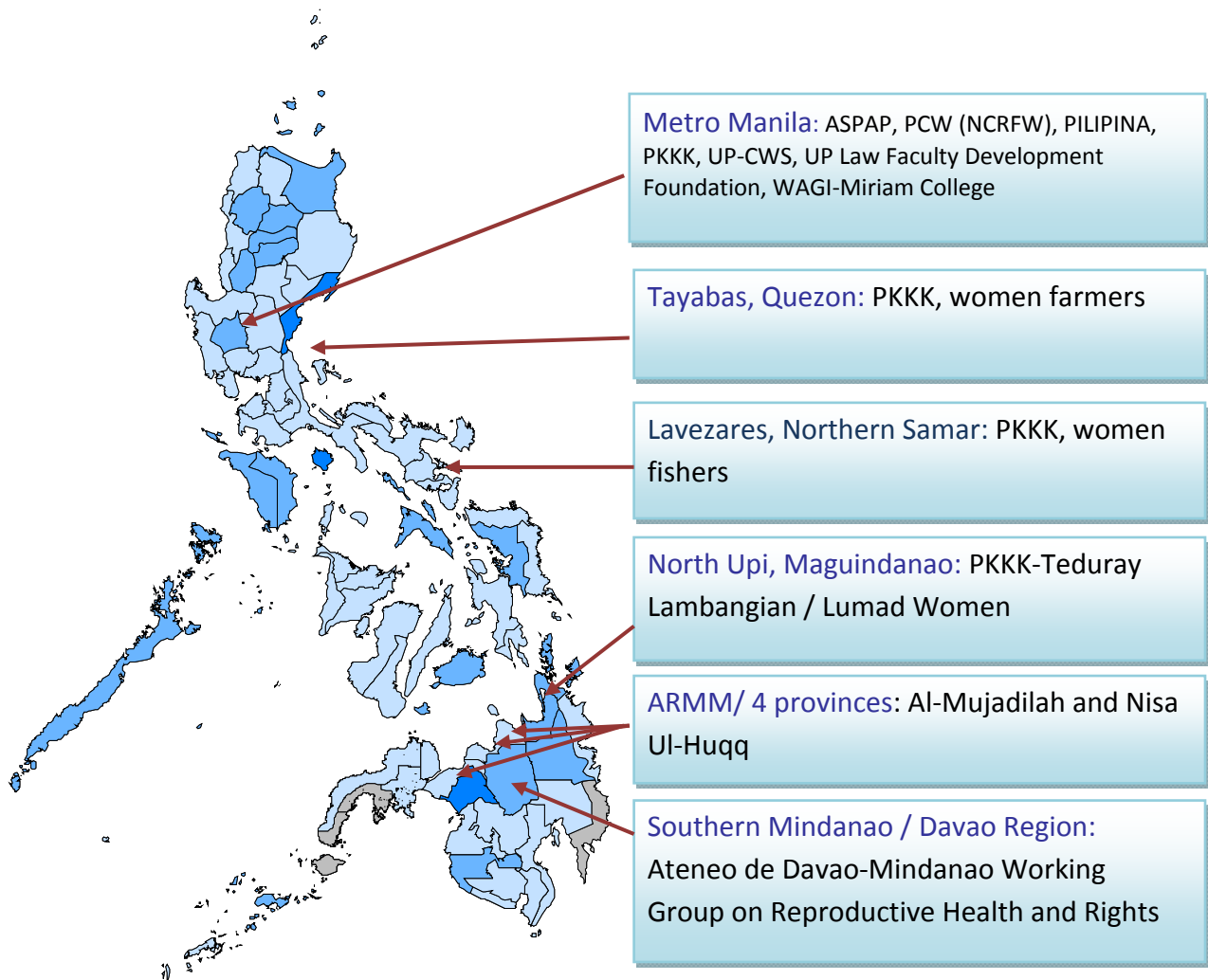
Assessment Criteria	Main Findings	Analysis	Recommendations
	<p>National participation and ownership of programme management not realize.</p> <p>Fund Management: Both pooled and parallel funding modalities showed potential for supporting programme delivery</p> <p>Efficiency of Resource Use: Cost efficiency ensured through a mapping of CEDAW-related initiatives</p>	<p>and the conduct of PGAs were too heavy for one person representing the Managing Agent leading to inadequate attention given to some management functions. With limited funding resources, the programme optimized its partnerships to decide on the best use of joint resources, facilitated the complementary use of resources, maximized synergies among national partners and avoided duplication of efforts.</p> <p>National participation and ownership of programme management was weakened by the inability of JP-CEDAW and NCRFW to formulate and carry out institutional plans to follow through with programme mechanisms and achievements.</p>	<p>Forge formal agreements with national partners based on shared goals and outcomes involving them in programme formulation and monitoring.</p>
<p>4. Validity and Coherence of Programme Design</p>	<p>Strategies and Approaches: facilitated successful programme delivery:</p> <ul style="list-style-type: none"> <li>▪ Joint programming</li> <li>▪ Building Synergy</li> <li>▪ Selection of Partners</li> <li>▪ Forging Partnerships</li> </ul> <p>The approach used in capacity building resulted in uneven success due to limited modality (mainly training), diversity of institutional setting of partners and to a certain extent the short-time frame and limited funding to translate individual learning to an institutional level. However, weakness in programme design made it difficult to track progress and measure impact.</p>	<p>The JP involved a range of initiatives implemented by different groups, a challenge to capture in one logical framework. The coherence of the programme design in terms of the hierarchical relationship between inputs, activities, outputs, and outcomes is not always logical. The output of academic institutions and the PGAs of UN agencies cannot be directly linked to the outcomes or the CEDAW Concluding Comments in the same way as the others. The M&amp;E matrix which guided the JP defined milestone indicator tended to be stated as activities or qualitative indicators which were not measurable and with no verifiable meaning. The use of the strategies and approaches helped make the JP “come together,” optimizing the track record and experiences of its partners.</p>	<p>Continue the use of strategies on partnerships and building synergy, capacity building and specific lessons learned in legislative advocacy and the local and sectoral application of CEDAW.</p> <p>Forge formal agreements with national partners based on shared goals and outcomes involving them in programme formulation and monitoring.</p> <p>Formulate monitoring templates for reporting of progress of outputs and outcomes that would allow comparability among partners contributing to the same results, and along sectoral lines, geographic areas and policy themes.</p> <p>Given the rich policies mandating the monitoring of gender responsive development measures in</p>

Assessment Criteria	Main Findings	Analysis	Recommendations
			<p>aids particularly in the UN, and considering the depth of knowledge in implementing results-based monitoring by UN agencies, future joint programmes may consider formulating and implementing management measures for gender equality results that will be guided by well defined gender equality results-chains and competent RBM systems.</p>
<p>5. Sustainability</p>	<p>JP-CEDAW's strategies on building synergy, partner selection and forging partnerships ensured the likelihood that programme initiatives be continued through partners' own programmes.</p> <p>Capacity building activities and PGA for the UN facilitated the process of institutionalizing gender mainstreaming within the UN.</p> <p>The programme was unable to ensure that its achievements or its processes are sustained and fed into national processes in CEDAW reporting through NCRFW.</p>	<p>The integration of national gender and human rights standards into the international commitment of the Philippines to CEDAW through the Magna Carta of Women is the defining achievement of the JP in terms of sustainability. The programme's strategy of selecting CSO partners and building on their priorities and resources may have better ensured sustainability through partners' own programmes and initiatives. Two other strategies that were used to ensure sustainability, capacity building and networking, also delivered results.</p> <p>The role of NCRFW as the lead government institution to monitor and report on CEDAW was supported by the JP. Further, NCRFW is part of the JPSC and envisioned to be the lead implementing agency. No deliberate measures were taken by the government partner to follow through with programme achievements, whether as a mechanism for coordination and monitoring of CEDAW-related efforts by various stakeholders or just to continue activities they initiated. No institutional plans were put in place by the programme that would</p>	<p>Ensure participation of national partners in joint programming formulation and monitoring to strengthen national ownership and improve accountability. Partner selection based on credibility and commitment to shared goals is a key area of sustainability.</p> <p>At the initial stage of the programme development, sustainability issues have to be addressed by addressing gaps in human and financial resources through capacity building and networking.</p>

Assessment Criteria	Main Findings	Analysis	Recommendations
		<p>have facilitated the process of programme achievements feeding into national processes in CEDAW reporting.</p> <p>Capacity building activities of UN agencies were designed so participants can apply the skills to the processes in UNDAF and individual agency programming, ensuring that gender mainstreaming is institutionalized and therefore sustained.</p> <p>The programme demonstrated how UN agencies can embark on a joint programming process, combining pooled and parallel modalities. With positive programme progress, it showed how limited internal funds can be leveraged through networking which enhances sustainability as it was conducted to help address funding gaps, and delivered results. Through networking, the Managing Agent was able to raise additional funds to support the continuation of two JP-CEDAW projects.</p>	

# JP-CEDAW Project Sites and Partners

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# Introduction

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On 15 August 2006, the GOP held a dialogue with the CEDAW Committee on the status of women's human rights in the country. Two reports were accepted by the Committee- the official CEDAW report of the government and the NGO shadow report on persisting women's rights violations and government's limited response to gender issues. The Committee released its Concluding Comments in August 2006.

In February, 2007, five UN agencies, UNDP, UNICEF, UNFPA, UN Habitat and UNIFEM signed a Memorandum of Understanding (MOU) for a Joint Programme to Facilitate the Implementation of the CEDAW Concluding Comments (JP-CEDAW).

The rationale of the Joint Programme on CEDAW is anchored on the key development areas based on the Concluding Comments which basically calls attention to: aligning national laws with the country's commitment to CEDAW; making governance mechanisms effective for the promotion of gender equality and the advancement of women's rights; and, addressing the conditions of inequalities affecting rural, indigenous and Muslim women living in the ARMM<sup>2</sup>. These key development issues raised by the concluding comments are to be addressed based on a deepened appreciation of the gender and development issues and measures carried out by the state and non-state parties in the country.

For the UN System in the Philippines, JP CEDAW was also designed to demonstrate how an international convention can be mainstreamed by UN agencies in programming, in the context of *delivering as one*, to assist the Philippines in meeting its international commitments.

UNIFEM was designated the Managing Agent of the JP-CEDAW while the GMC was designated as the coordination mechanism or the "Joint Programme Steering Committee" (JPSC). The programme was implemented from March 2007 to December 2009 with two projects extended up to September 2010. Support for the JP-CEDAW consisted of pooled funds amounting to \$303,796 USD from UNDP, UNICEF, UNFPA, UN Habitat and UNIFEM-CIDA and parallel activity contributions equivalent to \$431,465 USD from ILO, UNAIDS, UN Habitat, UNIFEM / UNDEF grant, UNFPA and UNICEF.

At the culmination of the joint programme, a summative and forward looking evaluation utilizing 5 results-oriented criteria (effectiveness, relevance, efficiency, coherence and sustainability) was carried from August 2010 to February 2011.

The evaluation aims to: determine programme achievements based on the stated objectives; assess the preliminary sustainability of the knowledge and skills developed in terms of gender-responsive programming of UN agencies and other implementing partners; formulate recommendations on how to build on the achievements of the programme; document lessons

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<sup>2</sup> These key development issues are contained in the Programme Document of JP CEDAW, May 31, 2007.

learned, success stories and good practices; and examine the joint programming management model, mainly the coordination among the five UN agencies (UNDP, UNFPA, UNICEF, UNIFEM and ILO).

This report presents the results of the evaluation and is organized in 7 sections:

Part 1 describes the contexts that situates JP-CEDAW and the attributes to which the intended contributions of the programme are geared. This section presents the gender issues and country gender policies as well as measures to address them by both government, non-state, and the UN System in the Philippines.

Part 2 presents the Joint Programme on CEDAW- how it emerged, its components, intended outputs and outcomes, as well as the management of the joint programme.

Part 3 describes the evaluation design and methodology.

Part 4 presents the evaluation findings highlighting the five criteria specified in the Terms of Reference: Effectiveness; Relevance; Validity and Coherence; Effectiveness of Management Arrangements and Efficiency of Resource Use; and, Sustainability.

Part 5 states the lessons learned in the area of joint programming and facilitating the implementation of CEDAW in the Philippines.

Part 6 states the conclusions drawn out from the evaluation.

Part 7 presents the recommendations.

Best practices are distinguished and presented as boxed insets and embedded in the sections where they are descriptively relevant.

# 1. Context

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## Gender Equality Issues in the Philippines

The Philippines scores high on global gender equality measures and indices indicating good performance on gender equality.<sup>3</sup> The 2009 Human Development Report (HDR)<sup>4</sup> reveals that the country's Gender related Development Index (GDI) was 99.6 % of its Human Development Index (HDI) value.<sup>5</sup> The Philippines ranked the 9th out of 134 countries globally since 2008 in the Global Gender Gap Report<sup>6</sup> and alongside New Zealand, has consistently held its ranking among the top 10 countries.<sup>7</sup>

However, according to the Joint Country Gender Assessment (2008),<sup>8</sup> the official poverty incidence of the Philippines increased from 30% in 2003 to 33% of the population in 2006. The same report cited the 2007 Philippines Midterm Progress Report on the MDG which assesses "a low probability of achieving the targets for universal primary education, improving maternal mortality, and increasing access to reproductive health care by 2015."<sup>9</sup> The maternal mortality rate (MMR) remains alarmingly high. For every 100,000 live births, 162 women die during pregnancy and childbirth, or shortly after childbirth, according to the 2006 Family Planning Survey. With an average of about 2 million births per year, this means eight women die every day.

Population growth, at 2.28%, has increased the pressure on the country's land and natural resources. Half of the country's population is composed of women and their role and contributions to the economy have grown in recent years alongside the burden that comes with

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<sup>3</sup> Complementary Country Analysis: Synthesis Paper (unpublished, 2010)

<sup>4</sup> [http://hdrstats.undp.org/en/countries/country\\_fact\\_sheets/cty\\_fs\\_PHL.html](http://hdrstats.undp.org/en/countries/country_fact_sheets/cty_fs_PHL.html) accessed Oct 24,2010

<sup>5</sup> It must be noted that only 41 countries in the world had percentages equal or greater than this, ranking the Philippines as 86th out of 155 countries/areas [compared to its HDI rank (105th out of 182)]

<sup>6</sup> The Gender Gap Report 2010, World Economic Forum. For the past five years, the *Global Gender Gap Reports* of the World Economic Forum has been quantifying the magnitude of gender-based disparities and tracking their progress over time. It examines the gaps between men and women in four basic categories: participation and opportunity; educational attainment, health and survival; political empowerment. By providing a comprehensive framework for benchmarking global gender gaps, the *Report* reveals those countries that are role models in dividing resources equitably between women and men, regardless of their level of resources.

<sup>7</sup> In all the four fundamentals, the Philippines scored high in educational attainment (ranking 1<sup>st</sup> and a score of 1.00) and in health and survival (ranking 1<sup>st</sup> and a score of 0.9796). It scored on the top 20<sup>th</sup> in economic participation and opportunity (ranking 13<sup>th</sup> and a score of 0.7611) and political empowerment (ranking 17<sup>th</sup> and a score of 0.3212).

<sup>8</sup> Paradox and Promise in the Philippines, A Joint Country Gender Assessment (2008) by Asian Development Bank, Canadian International Development Agency, European Commission, National Commission on the Role of Filipino Women, United Nations Children's Fund, United Nations Development Fund for Women, United Nations Population Fund

<sup>9</sup> Ibid, p.26



it. Around 17% of households are headed by women and female-headed households are often found to be poorer than male-headed households.

The configuration of the country's labor force has been changing with the Philippine economy transitioning from one based on agriculture to services and manufacturing. The Labor Force Survey (LFS) in October 2009 showed an increase in the Labor Force Participation Rate (LFPR) for females at 49.3% (from 48.6% in 2008), and a very slight decrease for males at 78.8% (from 78.9% in 2008).<sup>10</sup> The service sector is known to be dominated by women.

The Philippines is among the 10 countries in the world whose remittance-to-GDP ratio registers at more than 10 percent according to the Central Bank of the Philippines, making the economy heavily reliant on remittances. In 2008, remittances reached a record high of US\$18,643 million or more than three times the remittances eight years before.<sup>11</sup> Overseas migration is a gendered phenomenon with Filipino women as the most vulnerable. The jobs available to female OFWs in the global market is high for care work, which covers service work in various sectors, specifically, domestic work. Persistent violations of women's legal and human rights occur among women crossing borders through regular or irregular<sup>12</sup> channels. The Philippines is a source, transit, and destination country for human trafficking. The number of Philippine and foreign child victims in the Philippines range from 20,000 to 100,000.<sup>13</sup>

The 2008 NDHS explores women's empowerment in terms of employment, type of earnings, control over cash and earnings, and freedom of movement.<sup>14</sup> The survey shows that women's decision-making and their freedom of movement are influenced by their educational status, the income they generate for their families, and where they are located (urban/rural).

One in five women (20%) experienced violence since the age of 15. Over one-third (37%) of divorced, separated or widowed women report having experienced physical violence since age 15, compared with 22% of married women and 11% of those who have never been married.

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<sup>10</sup> <http://www.ncrfw.gov.ph/index.php/statistics-on-filipino-women/14-factsheets-on-filipino-women/70-statistics-fs-filipino-women-labor-employment>

<sup>11</sup> Source: World Bank Migration and Development Brief

<sup>12</sup> **"Irregular migrants** – These are migrants whose stay abroad is not properly documented. They also do not have valid residence and work permits; they may also be overstaying workers or tourists in a foreign country. Migrants belonging to this category shall have been in such status for six months or more. A related label to these migrants is "undocumented migrants". In Filipino parlance, these migrants are called "TNTs" (tago ng tago, or 'always in hiding')."[http://almanac.ofwphilanthropy.org/component?option=com\\_frontpage/Itemid,1/limit,2/limitstart,2/](http://almanac.ofwphilanthropy.org/component?option=com_frontpage/Itemid,1/limit,2/limitstart,2/)

<sup>13</sup> The United Nations Children's Fund (UNICEF) estimated around 60,000 to 100,000 children in the Philippines has been victimized by prostitution rings. It reported further that four million children were trafficked into slavery and an undetermined number of children were forced into exploitive labor operations.

<sup>14</sup> The 2008 National Demographic and Health Survey (2008 NDHS) is a nationally representative survey of 13,594 women age 15-49 from 12,469 households successfully interviewed. The survey obtained detailed information on fertility levels, marriage, fertility preferences, awareness and use of family planning methods, breastfeeding practices, nutritional status of women and young children, childhood mortality, maternal and child health, and knowledge and attitudes regarding HIV/AIDS and tuberculosis and for the first time, information on violence against women.

Women in SOCCSKSARGEN are most likely to have experienced violence since age 15 (35%), followed by women in Central Visayas and Northern Mindanao (28%); women in CALABARZON region are least likely to have experienced violence (13%).

Since 1995, migration towards urban areas has become more pronounced. The loss of agricultural lands results in loss of livelihoods which trigger movement of peoples from rural to urban areas. It is expected that the rural poor men as well as women would be attracted to opportunities available in urban areas.

While no exact gender data is available on the latest count, women are known to have a strong presence in the “informal sector”<sup>15</sup> whose contribution to GDP range from 30% to as much as 43% which are not officially recorded. Data also reveals that the ranks of formal workers are progressively decreasing. Informality is linked to poverty because the “working poor” are those who are working but cannot work their way out of poverty (on less than US\$1 a day).

Rural poverty incidence was estimated at 41.5% in 2006, accounting for about 75% of total poverty in the country. High poverty incidence is noted among those engaged in agriculture and fisheries: 61% households in agriculture and 1.3 million municipal fishers have an average annual household income below the poverty line. Women register a significant presence in the rice and corn-sub-sector (64%) and in the fisheries sector (60%).<sup>16</sup> In 2006, poverty among fishers and farmers was highest among the basic sectors (NSCB 2006). Among the causes of rural poverty are a decline in the productivity and profitability of farming and unsustainable practices that have led to deforestation and depleted fishing waters.

Philippines is identified as one among the top 20 countries highly vulnerable to climate change, and its impact is already being felt all over the country affecting food security, water resources, human health, public infrastructure, energy, and human settlements. The country is ranked highest in the world in terms of vulnerability to tropical cyclone occurrence, and third in terms of people exposed to such seasonal events.<sup>17</sup> The Intergovernmental Panel on Climate Change in 2001 already recognized that “the impacts of climate change will be differently distributed among different regions, generations, ages, classes, income groups, occupations and sexes.” Women, due to their social roles, discrimination and poverty, are affected differently by the impacts of climate change, often, severely.

IPs living in highly fragile and vulnerable ecosystems, people in the uplands of the Cordillera highlands and on Mindanao Island are among the poorest in the country. There is no accurate count of IPs in the Philippines. The 1990 Census of Population was the last census that indicated demographic mix by mother tongue. Succeeding census data, for example, would no longer

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<sup>15</sup> Source: NSO Labor Force Surveys; Annual Surveys of Philippine Business and Industry as interpreted by the Employer’s Confederation of the Philippines (ECOP), 2008.

<sup>16</sup> Presentation by Oxfam on “why Women are Vulnerable, December 10, 2009, Institute of Social Order, Ateneo De Manila University.

<sup>17</sup> 2004 UNDP Global Report on Disasters

indicate the existence of the Teduray, an indigenous tribe in Central Mindanao.<sup>18</sup> Estimates put the indigenous and Muslim Filipinos at 15% of the total population. The NCIP (2003) on the other hand, records 110 ethno-linguistic groups all over the country with an estimated population of 13.5 million.<sup>19</sup> In Mindanao, as of 1990, the various Lumad groups numbered around 700,000 persons or 5 percent of the Mindanao population.<sup>20</sup>

Currently, both the Constitution and IPRA (1997) recognize the IP's rights not only to the integrity of their cultures but also to their right to self-governance and their ancestral domains.

In Mindanao, the Moro people represented by the MNLF and MILF continue to claim the whole island as their ancestral domain based on their pre-Hispanic possession and control of territory. Poverty, inequity, economic and political marginalization as well as cultural prejudices have been the driving force of conflict which in its various forms has often caused displacement of civilians and insecurity of homes and livelihoods. According to the Internal Displacement Monitoring Center, armed conflict in the Philippines caused the displacement of nearly two million people from 2000 and 2006<sup>21</sup>. As in most countries affected by displacement, women and children make up the great majority of the displaced population in the Philippines. Most IDPs in the ARMM are Muslim women and children who suffer from the lack of food aid, food blockades, insensitive or inadequate service delivery, diseases, lack of potable water and medical relief. In this context it is the women in the family who are burdened with caring, making their reproductive role even more burdensome as it is performed in extremely difficult circumstances.<sup>22</sup>

The situation of IPs in ARMM needs to be understood given the autonomous character of the regional government and its territories. Indigenous Peoples inside and within the periphery of Muslim areas fall within the omnibus AD territorial claim of the Moro people as articulated by the MILF. Women in ARMM confront a high level of violence brought about by the conflict and lately the occurrence of disasters.<sup>23</sup> LGU's in ARMM have relatively weak capacity for the protection of women victims.<sup>24</sup> At the same time, the region is one of the poorest in terms of poverty and access to health, education and potable water.

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<sup>18</sup> Input by Prof. Rudy Rodil during a research validation workshop, March 24, 2003, Waterfront Hotel, Davao City.

<sup>19</sup> NCIP website. Quoted by the Philippine Daily Inquirer (February 11, 2003), Former NCIP Chair Reuben Dasay Lingating claims that there are 13.5 million indigenous peoples throughout the country.

<sup>20</sup> During the same census year, the Moro groups numbered around 2.7 million or 18.98 percent of Mindanao's 14.1 million population.

<sup>21</sup> Armed conflicts include clashes between the Armed Forces of the Philippines (AFP), the Moro Islamic Liberation Front, The Moro National Liberation Front, and the New People's Army

<sup>22</sup> Presentation of Atty. Laisa Masuhod Alamia, Program Manager, Nisa Ul-Huqq Fi Bangsamoro, Consultation on the Maguindanao Province Gender and Development Code, Sardonyx Hotel, Cotabato City. September 27, 2010.

<sup>23</sup> Interview with ALMAKKA, a community-based organization of Muslim women composed of widows, September 2010.

<sup>24</sup> [http://www.pcco.org.ph/downloadables/GEForum07/3\\_LGSPA%20Gender%20Initiatives%20CIDA%20Forum%20final.pdf](http://www.pcco.org.ph/downloadables/GEForum07/3_LGSPA%20Gender%20Initiatives%20CIDA%20Forum%20final.pdf)

## Country Gender Policies: An Overview

Gender equality and women's participation is a cross-cutting theme in the Philippines' Medium-Term Philippine Development Plan (2004-2010). The gender equality dimension of the plan is guided by the Philippine Plan for Gender Responsive Development (PPGRD) and provides the strategic vision and action to address women's rights and attain gender equality.

The Philippine commitment to the Beijing Platform for Action, the MDG, and CEDAW also strengthen the policy basis for women's economic empowerment, human rights and gender-responsive governance in the country. The Philippines is also signatory to eight core international Human Rights Treaties: (1) the International Covenant on Civil and Political Rights (ICCPR) signed in 1966 but ratified in 1987, (2) International Covenant on Economic, Social, and Cultural Rights (ICESCR) in 1966, (3) Convention against Torture (CST), (4) Convention on the Rights of the Child (CRC), (5) CEDAW, (6) Convention on the Rights of Migrant Workers (CMW), (7) Convention against Racial Discrimination (CERD), (8) Convention on the Rights of Disabled Persons (CRPD).

The policy environment for the promotion of gender equality is generally enabling given the number of laws enacted to address women's rights.

The Women in Development and Nation –Building Act (Republic Act 7192) which was enacted into law in 2002 provided the structure and mechanisms to pursue women empowerment and allocate resources for programmes and services geared to increase women participation in development processes.

In 2004, the Philippines passed *Republic Act 9262, the Anti-Violence Against Women and Their Children Act* expanding the coverage of violence against women from physical harm to emotional and psychological injuries mandating as well the involvement of the citizenry in addressing domestic violence. The law also addresses discrimination in work places.

With the support and assistance of JP CEDAW, Republic Act 9710 also known as the Magna Carta on Women was enacted along with the swift approval of its IRR, and now provides a more fertile environment to advance the Women's Priority Legislative Agenda which was formulated as one of JP CEDAW's legislative platform. The agenda lists policy reforms in reproductive health and provides positive prospects for civil society engagement, collaborations and joint actions with government on enforcement of laws on VAWC and reporting mechanisms for violations of women's and human rights. Given the decentralized public administration feature, GAD advocacies and claim-making of local women's organizations is now expected to advance with the localization of the MCW.

Decentralization and democratic governance is relatively advanced in the Philippines. Since decentralization in 1991, significant powers have been delegated from national to sub-national and LGU levels: 81 Provinces, 136 Cities, 1,494 Municipalities and 41,995 Barangays or villages.

Two autonomous regions (the CAR and the ARMM) have been established with variegated levels of autonomy.

The Philippines scores well in some governance indicators such as rule of law, voice and accountability, regulatory quality, and government effectiveness, but it scores poorly in political stability and absence of violence, and corruption.<sup>25</sup> While the Philippines is a signatory to the UN Convention against Corruption, the country placed 141th of 180 countries in control of corruption.<sup>26</sup>

Civil society organizations in the Philippines have catalyzed the realization of democratic governance through their participation in accountability spaces such as the local special bodies and consultative bodies called for by the Constitution and the Local Government Code. Campaigns on expanding the policy environment have been bannered by civil society organizations such as the Comprehensive Agrarian Reform Program, Fisheries Code, the Indigenous Peoples Rights Act (IPRA), Violence Against Women and Children (VAWC), Anti Rape Law, the Climate Change Act of 2009 and of late, the MCW. Civil society organizations have also been active in the monitoring and reporting of VAWC and human trafficking at sub-national levels by energizing accountability mechanisms and working with local government towards the enforcement of laws.

At the national level, the leadership of the NCRFW (now the PCW), is important in its role as policy making and coordinating body. Its initial mandate, during its establishment in 1975, was to advise the President and the Executive Branch on plans and programs for the advancement of women. With the enactment of the Magna Carta on Women, a stronger mandate has been established for PCW to move beyond its coordination and implementation role to becoming one that plays a critical role in policy formulation. Now the oversight body, the PCW is the main authority on women's concerns and lead advocate of women's empowerment and gender equality in the country in its relationship with the national government agencies and other governmental mechanisms.

At sub-national levels, decentralization of powers and national resources has hastened the localization of national laws and local development plans including ordinances protecting and promoting women's rights and gender equality. Local women's groups and communities have been active through the implementation of GAD Codes energizing the LGUs and government services particularly on education, nutrition, health, water and sanitation. However, the implementation and enforcement of these laws remains a major challenge. One example is the GAD Code of 1997 which requires all public offices to allocate 5% of their budget appropriation for projects that promote the participation of women in development, PCW reported that only 40% of national agencies complied with the GAD budget policy and that the total amount is less than 1 percent of the total government budget.

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<sup>25</sup> <http://info.worldbank.org/governance/wgi/index.asp>

<sup>26</sup> 2008 Transparency International Corruption Index

While the policy environment in the Philippines has much potential in addressing issues of gender equality, these policies do not yet easily translate into actual resources and services for women particularly those coming from the marginalized rural and the vulnerable IPs and Muslims, nor do they fully ensure their participation in public and political spheres. Still, reforms in policies and mechanisms need to be implemented to open up more opportunities and innovative ways to advance women's human rights in all aspects of development.

### **The UN Gender Mainstreaming Committee: “Delivering as One” in the Philippines**

At about the time when the state and shadow reports on CEDAW was being developed; the UN was gearing its internal system to respond to the OECD 2005 Paris Declaration on harmonization and alignment. An agreed strategy was to adopt the ‘joint programming approach’ in the countries where UN operates. This strategy entailed, among others, the conduct of common country assessments and formulation of UNDAF as well as building inter-agency structures and ‘working groups’ on the different development sector with the participation of ministries of host governments and their CSO/NGO partners. A logical path will lead to designing and implementation of joint programmes.

In 2006, the UN Gender Mainstreaming Committee was established in the Philippines as the gender entity with the mandate to provide technical support to the UNCT and the UNDAF Working Groups to ensure that gender equality and women's empowerment are prioritized in the UN supported programmes and projects. The GMC is composed of the gender focal persons of the different UN agencies in the Philippines together with a representative of then NCRFW. The leadership of the GMC, through UNICEF and ILO, has been instrumental in the promotion of a collaborative approach in gender mainstreaming.

The ‘joint programming approach,’ is defined by the United Nations Development Group's Guidance Note on Joint Programming (19 December 2003) as:

*“the collective effort through which the UN organizations and national partners work together to prepare, implement, monitor and evaluate the activities aimed at effectively and efficiently achieving the MDG and other international commitments arising from UN conferences, summits, conventions and human rights instruments.”*

The release of the Concluding Comments in August 2006 by the CEDAW Committee provided the opportunity to design and implement a joint programme. Consistent with the mandated joint programming approach, the JP-CEDAW was developed to align and link responses to the gender equality gaps identified by the CCA and the UNDAF and most importantly poised to assist the Philippine government to address gaps in the responding to CEDAW.

## 2. The Joint Programme on CEDAW

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### Programme History

The JP-CEDAW came about as a result of the different involvement of UN GMC member agencies in the CEDAW reporting process. UNIFEM, through its CEDAW South East Asia Programme, supported the national women's machinery and women's NGO networks in the preparation of the state and shadow reports to CEDAW in the 2006 reporting cycle.

The GMC took the lead in the preparation of the shadow report- officially known as the *UNCT Confidential Report to the CEDAW Committee 2006*, and was appreciated as a good practice of UN coordination by the CEDAW Committee members. UN agencies such as UNDP, UNICEF, UNFPA and ILO contributed to the UN Country Team (UNCT) Confidential Report to CEDAW and participated in the mock session preparatory to the dialogue with CEDAW. These agencies also supported the travel of some members of the government and NGO delegations to the CEDAW session in New York and organized feedback sessions on the CEDAW Concluding Observations upon the return of the Philippine delegation.

The presentation of the Philippine Report and the NGO/CSO Shadow Report during the UN CEDAW Committee Session in New York in 2006 concluded with the following observations:

1. Clarify the status of the Convention in the national legal system, including which provisions would prevail in case of a conflict between the Convention and a national law; to ensure that the Convention becomes fully applicable in the national legal system, and that a definition of discrimination in line with article 1 of the Convention is included in national law.
2. Undertake a systematic review of all legislation and initiate all necessary revisions to achieve full compliance with the provisions of the Convention; intensify dialogue with the Muslim community in order to remove discriminatory provisions from the Code of Muslim Personal Laws; sensitize parliamentarians and public opinion regarding the importance of these reforms.
3. Give urgent priority to strengthening the national machinery for the advancement of women and to provide it with the authority, decision-making power, and human and financial resources necessary to work effectively for the promotion of gender equality and the enjoyment of women's human rights. The Committee recommended that the national machinery take a more proactive role in formulating laws, policies, and programmes for the effective implementation of the Convention, as well as in monitoring the Philippine Plan for Gender- Responsive Development and the use of the gender mainstreaming strategy in all sectoral departments to realize the equality of women with men.
4. Establish concrete goals and timetables and take sustained measures, including temporary special measures, in accordance with article 4, paragraph 1, of the

Convention and the Committee's general recommendation 25 on temporary special measures, to accelerate women's equal participation in political and public life and ensure that the representation of women in political and public bodies reflects the full diversity of the population, particularly indigenous women and Muslim women.

5. Pay special attention to the needs of rural women, indigenous women and Muslim women living in the ARMM, ensuring that they have access to health care, social security, education, clean water and sanitation services, fertile land, income-generation opportunities and participation in decision-making processes.
6. Integrate gender perspective and reflect explicitly the provisions of CEDAW in the MDG reporting.

It logically developed that the GMC members considered the CEDAW Concluding Observations as a basis for development programming and a way to continue supporting the government and non-state parties to fulfill their obligations to the convention.

In February 23, 2007, five UN agencies - UNDP, UNICEF, UNFPA, UN Habitat and UNIFEM signed a Memorandum of Understanding (MOU) for a Joint United Nations Programme to Facilitate the Implementation of the CEDAW Concluding Comments (hereinafter referred to as the JP-CEDAW).

The programme was started in February 2007 designed to run until December 2009 with some activities extended with no additional cost until September 2010. Support for the JP-CEDAW consisted of pooled funds as seed funds for year 1 amounting to \$303,796 US from UNDP, UNICEF, UNFPA, UN Habitat and UNIFEM-CIDA and parallel activity contributions for the next 2 years equivalent to \$405,465 US from ILO, UNAIDS, UN Habitat, UNIFEM / UNDEF grant, UNFPA and UNICEF.

### **Policy Basis**

As a state party to CEDAW, the Philippine government is duty bound to progressively realise the human rights of its women citizens. The UN and the Philippine commitments to the Beijing Platform for Action, the Millennium Declaration and its eight development goals also provide impetus to this project.

The United Nations Development Assistance Framework (UNDAF) is a common operational framework for development activities upon which UN Agencies, Funds and Programmes formulate their individual and joint actions with government and non-state partners. Thus, this joint programme responds to the UNDAF Outcome Statement on good governance that which states that *'By 2009, good governance reforms and practices are institutionalised by Government, LGUs, civil society organisations and the private sector in a manner that contributes substantively to poverty reduction, protection of rights, sustainable development and promotion of gender equality.'*



Also, the strategies outlined in this joint programme support the Country Programme Action Plan (CPAP) for 2005 - 2009 between the GOP and the UNDP. The approach for democratic governance adopts *rights and reforms* to respond to gaps in the areas of policies, structures, programmes, and processes towards achieving more accountable, transparent, gender-sensitive, and participatory governance institutions and processes.

This programme also supports the Women in Development and Nation Building Act (Republic Act 7192 of 2002) which stipulates increasing support of official development assistance projects to gender-responsive programmes and directly responds to the Framework Plan for Women and the PPGD.

### **Programme Outcomes, Components and Outputs**

Within the UNDAF context, the JP-CEDAW identified the following outcomes:

*Outcome 1. Enhanced capabilities of selected national stakeholders in implementing the 2006 Concluding Comments of the CEDAW Committee in the areas of:*

- *policy advocacy for the enactment of laws and policies that comply with CEDAW;*
- *monitoring and documenting policy and program implementation at the national and local level to inform policy advocacy;*
- *sectoral and local application of CEDAW to the rights of indigenous, rural and Muslim women; and (d) mainstreaming gender and human rights in UN agencies and programs; and*

*Outcome 2. Positive progress in women's human rights in most areas specified by the Concluding Comments will be reported in the next Philippine periodic reports on the Millennium Development Goals (MDG), the Beijing Platform for Action and CEDAW.*

The JP-CEDAW works at three levels:

- at the UN level with the collaboration of the participating UN agencies to contribute in the effective and efficient collaboration with the Philippine government towards improving the implementation of the 2006 CEDAW Concluding Comments;
- at the level of the Philippine national and local government as duty bearers, to enhance both the enabling environment and institutional capacities towards the implementation of its obligation to CEDAW and the Concluding Comments; and,
- at the sectoral and local levels to understand and initiate actions addressing the social, economic and cultural barriers impeding the most excluded groups of women to claim their rights.

The programme was organized into three main components with a fourth support component addressing resource mobilization. Each component was designed to address specific gaps in the CEDAW reporting. Under each component, specific outputs were targeted. Aside from these

outputs that address the components, the project document includes two additional outputs that pertain to capacity building of UN agencies. See Table 1.

The individual projects were developed following the programme outcomes and outputs outlined in year 1 which was further refined into a results matrix in year 2.

**Table 1: JP-CEDAW Programme Components and Outputs**

Component	Output
<p>Component 1: Harmonisation of the National Legal System with CEDAW</p> <p>This component addresses the CEDAW recommendation to clarify the status of the Convention in the national legal system, ensure that the Convention becomes fully applicable in the national legal system, and include a definition of discrimination in national law. It also recognises that the government’s Philippine Progress Report to CEDAW recommended the enactment of the draft bill on the Magna Carta for Women.</p>	<p>1. Broadened public support and lobby for the enactment of non-discrimination provision in national legislation such as the Magna Carta of Women, and/or in the amendments to the Constitution and other laws;</p>
<p>Component 2: Strengthening Institutional Capacities and Partnerships for Women’s Human Rights</p> <p>This component responds to the Concluding Comments on strengthening capacities of government agencies, especially the national women’s machinery, on monitoring compliance, progress in women’s situation, and major gaps in achieving women’s rights.</p>	<p>2a Monitoring, Evaluation and Reporting systems of selected government agencies generate updated sex-disaggregated data, gender statistics, and gender analysis that track progress on priority issues of: violence against women; trafficking of women; access to reproductive health services ; maternal mortality rate; unpaid work of women; wage gap between women and men; rural, indigenous, and Muslim women;</p> <p>2b Strengthened capacity of national networks of women NGOs to mentor member organisations and monitor policies, programmes and services;</p> <p>2c CEDAW is integrated in the teaching, research, and faculty development of the schools of law and public administration;</p>
<p>Component 3. Sectoral and Local Application of CEDAW on the Rights of Indigenous, Muslim, and Rural Women</p> <p>This component supports the Concluding Comments’ highlight on the needs of rural women, indigenous women, and Muslim women, ensuring that they have access to health care, social security, education, clean water and sanitation services, fertile land, income-generation opportunities, and participation in decision-making processes. After 25 years of CEDAW implementation, it is very important to demonstrate how CEDAW can work in local communities through a coordinated plan and implementation of national government, local governments, civil society groups, and donor agencies. Lessons derived from this experience can inform policies and scale up implementation in more</p>	<p>3. Local and sectoral application of CEDAW on the rights of indigenous, Muslim, and rural women in at least 6 local communities in Luzon, Visayas, and Mindanao informs national policies and programme implementation;</p>

Component	Output
communities. Convergence areas or local communities where two or more UN agencies have done some development work will be prioritised sites for sectoral and local application of CEDAW.	
	<p>4.1 Enhanced capacity in gender and human rights mainstreaming in at least six UN agencies;</p> <p>4.2 Gender and Human Rights Audit of agencies and programmes; Positive project progress generates increased political and financial support for the UN joint programme in 2007-2009.</p>
<p>Component 4. Social Marketing and Resource Mobilization</p> <p>This component generates support for the continuous implementation and expansion of program activities for at least another two years. Funding support for the program is for year 1 only and there is a huge funding gap to be met so that additional contributions from UN agencies and from non-UN sources will be generated.</p>	<p>5. Positive project progress generate increased political and financial support for the UN joint programme in 2007-2009</p>

## Management Structure, Roles and Responsibilities

The UN GMC was designated by the UN Country Team as the JPSC with the NCRFW as member. UN GMC is composed of representatives from International Labour Organization (ILO), Joint United Nations Programme on HIV/AIDS (UNAIDS), United Nations Human Settlements Programme (UN Habitat), UNDP, UNFPA, United Nations Children's Fund (UNICEF), United Nations Resident Coordinator Office (UNRC), World Bank (WB), the World Health Organization (WHO) and the UNIFEM CEDAW-South East Asia Program. The responsibility of chairperson is rotated among the agencies. Technical support is provided by the Resident Coordinator's Office (RCO). Each UN agency designates a permanent representative and alternate to the GMC. UNICEF chaired the GMC at the time when the JP-CEDAW was conceptualized while ILO took over the responsibility at the time of its implementation and completion. As JPSC, the GMC is expected to:

- provide overall policy and strategic direction to the joint programme;
- review and approve the overall programme work and financial plan, and ensure consistency and compliance of implementation with official policy framework;
- convene an executive committee that will review and comment on the mid-year progress report on programme implementation;
- review and comment on the annual report on joint programme implementation;
- provide inputs and develop recommendations to address strategic issues and concerns that may arise in the course of implementation and;
- oversee the work of the Managing Agent and its implementing partners;

UNIFEM was appointed as the Managing Agent who will take on the programmatic responsibilities and financial accountability for the funds. More specific tasks included:

- secretariat support to JPSC;
- administration of funds and supplies;
- project development and management of JP projects
- coordination and technical assistance to national partners and implementing partners
- M & E - narrative and financial
- coordinate technical inputs by all participating UN Organizations; and,
- in case of funding gaps, raise funds.

NCRFW was also selected to be the Lead Implementing Partner (LIP) who was given substantive responsibility for all activities whether implemented directly, or by another organization. This substantive responsibility was elaborated as, with the support of UNIFEM:

- Ensure the adequacy of the overall supervision and management of the activities under the UN Joint Programme
- Receive and disburse funds on selected program components it will directly implement, and/or direct UNIFEM to pay identified responsible parties for specific program components delegated to them. It shall submit reports to the Managing Agent on these program components that they will implement. The lead implementing partner is not financially responsible for funds it does not actually receive.
- Identify and contract Responsible Parties for the implementation of selected program components that are best suited to the expertise and capacity of Responsible Parties.
- Evaluate and approve proposals, budgets and work plans submitted by Responsible Parties and recommend to UNIFEM direct payment based on the approved and signed annual work plan. It shall monitor and give feedback to the progress and terminal reports submitted by the responsible parties.

## Partners

Partners were identified, selected and approved by the JPSC, many of whom were pre-selected based on prior experience with the UN, competencies, institutional positioning and potential contribution to the programme and track record<sup>27</sup>.

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<sup>27</sup>The pre-selection process was guided by the UNDP Programme Manual (Chapter 6) which provides that pre-selection of a specific NGO as the designated implementing partner in the project document before consideration and approval by the PAC is applied when one NGO is clearly the most suitable to manage a project (or other NGOs are not interested). The selection of implementing partners followed UN rules and regulations requiring an assessment of the following: technical capacity, defined as the ability to monitor the technical aspects of the programme or project; managerial capacity as the ability to plan, monitor and co-ordinate activities; administrative capacity being the ability to procure goods services and works on a transparent and competitive basis and financial capacity as the ability to produce programme and project budgets; ability to ensure physical security of

A total of 10 implementing partners were provided funding to implement the various project components which would contribute to the achievement of the programme purposes. UNIFEM through its National Programme Coordinator, approached each organization for participation in the Joint Programme. After which several activities were initiated, including partners' orientation and field visits to facilitate the process of programme development. UNIFEM also provided technical advice in the formulation of the project documents which was crucial for partners to get on board and to sharpen their project ideas along the lines the Concluding Comments.

The Joint Programme projects built on the ongoing work of the programme partners. Their diversity sets the context of the complementarities of organizations as implementing partners of JP CEDAW. The implementing partners of the joint programme were the following:

- The **National Commission on the Role of Filipino Women (NCRFW)**, now renamed PCW was the lead implementing partner. As the national machinery of the Philippines which was established in 1974, NCRFW has a direct and explicit mandate to promote CEDAW implementation, monitoring and reporting. The NCRFW worked with national and sub national government agencies on CEDAW integration in government policies, plans, programs, service delivery, monitoring, evaluation and reporting.
- The **Pambansang Koalisyon ng Kababaihang sa Kanayunan (PKKK)** or the National Coalition of Rural Women is a coalition of barangay and municipal level organizations and associations of women peasants, fishers, farm workers and IP. Organized in 2003, it has members in 50 provinces of the country. As a federation, PKKK's main agenda is focused on the improvement of the conditions of rural women who are in farming and fishing and among IPs through advocacy and capacity building activities. PKKK was the anchor of the component on the sectoral and local application to indigenous and rural women.
- **PILIPINA, Inc.** or Ang Kilusan ng Kababaihang Pilipino is a national organization of mass based feminist organizations with chapters in ten cities/provinces in the Philippines. PILIPINA focuses on women and public power as the key area of intervention and seeks to build a women's constituency through organizing and mobilization. PILIPINA spearheaded the component on constituency building among women NGO and civil society organizations to lobby for gender equality and anti-discrimination in law.
- The **Women and Gender Institute (WAGI) of Miriam College** is a specialized center for advocacy on women's rights, gender equality and non sexist learning in support of the leadership of young women and students. It offers a cross disciplinary perspective on women's empowerment justice and value formation. WAGI is the secretariat to CEDAW Watch—a forum network of women leaders from civil society that work together to ensure systematic implementation of the CEDAW Convention. WAGI was the resource

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advances, cash and records, ability to disburse funds in a timely and effective manner and ability to ensure financial recording and reporting





institution for coaching and mentoring the UN program staff on GAD and HR mainstreaming.

- The **University of the Philippines Center for Women's Studies (UCWS)** is a system-wide unit under the Office of the Vice President for Academic Affairs of the University of the Philippines (UP). Its mission includes raising the status of women in Philippine society through programs on and for women; promoting gender equality, upholding and protecting the rights of women and young girls. It serves as the secretariat to a network of nine region based Gender Resource Centers (GRCs) by developing the modules used for training the members of its pool of local GAD experts. UCWS spearheaded the component on capacity building for women NGOs on monitoring CEDAW implementation.
- The **UP College of Law** is a premier institution of legal education committed to transforming the state's legal institutions, developments in legal education as well as innovation in the study and teaching of law. It is one of the very few law schools that teach gender and law as an elective and has a core of gender sensitive male and female faculty who can model the integration of law in its core courses. UP College of Law developed, tested and documented model syllabi to disseminate to other leading law schools in the country.
- The **Association of Schools of Public Administration in the Philippines, Incorporated (ASPAP)** is a non stock national organization of eighty colleges and universities in the Philippines offering public administration/management education programs. It spearheads programs geared toward the development and improvement of public administration/management education and the professionalization of the Philippine bureaucracy. ASPAP integrated CEDAW in the curriculum, research and training agenda of schools of public administration to be part of a system of gender and rights based education for national and local governments.
- The **Mindanao Working Group on Reproductive Health, Gender and Sexuality (MWG)** is based at The Social Research, Training and Development Office (SRTDO) of the School of Arts and Science of ADU located in the city center of Davao City. The MWG has a track record in gender mainstreaming work in the Regional Development Council through the Gender and Development Coordinating Committee (RGADCC). MWG spearheaded the action research on integrating gender and human rights equality in local development planning processes in Region 9.
- The **Al-Mujadilah Development Foundation, Inc. (AMDFI)** is a non stock, nonprofit organization of Muslim women based in Marawi City. AMDF primary thrusts are women's rights, peace-building and good governance with gender equality and community empowerment as cross cutting themes. Among its legal literacy activities are the popularization of laws which involve the translations of Muslim laws into five (5) Moro ethno-linguistic groups such as Maguindanao, Maranao, Samal, Tausug and Yakan. AMDFI facilitated the CEDAW consultations and advocacy in ARMM.

- **Nisa-Ul Haqq** is a network of Muslim women leaders advocating for gender, reproductive health and women’s rights within the context of Islam and human rights. Its forerunners are feminist lawyers from various Mindanao provinces. NISA undertook the evidence-based research on the situation of Muslim women in ARMM and led the UNDEF-supported project on gender mainstreaming in governance processes in ARMM.
- The **Teduray Lambangian Women’ Organization (TLWOI)** incorporates 35 grassroots based Teduray and Lambangian organizations in the ARRM. The organization strives to achieve environmental and sustainable development with respect to their indigenous culture. They have a track record of being champion for the basic rights of tribal women in terms of decision making, community development projects and promotion of peace and justice. In partnership with PKKK, TLWOI implemented the evidence-based research on IP women in ARMM and local advocacy on CEDAW.

Although the implementation of the JP-CEDAW covered a 3- year period commencing in 2007, the individual projects were implemented at different times and with different durations. See Table 2.

**Table 2: Implementing Partners, Implementation Timeline and Funding**

Partner	Project Title	2007	2008	2009	2010	Budget
NCRFW	Policy Dialogue/Advocacy on Women’s Priority Legislative Agenda and Multi-Stakeholder Consultations on Monitoring & Evaluation with National Government Agencies on Priority Themes of CEDAW, <b>08/07 to 06/08</b>					10,000 USD
	Mentoring and Monitoring with the Regional Commission on Bangsamoro Women’s and the National Commission for Indigenous Peoples on Lumad and Moro Women’s Rights in ARMM, <b>November 2008 to April 2010</b>					12,536 USD
<b>Sub-total (GO)</b>						<b>22, 536 USD (9%)</b>
PILIPINA	Constituency Building for the Legislative Lobby for the Magna Carta of Women, <b>08/07 to 05/08</b>					15,679 USD
	Stepping Up the Public Campaign on the Magna Carta of Women and Gender-Responsive Local Legislation, <b>07/08 – 01/09</b>					29,011 USD

Partner	Project Title	2007	2008	2009	2010	Budget
Pambansang Kongreso ng Kababaihan sa Kanayunan (PKKK)/ National Rural Women's Coalition;	Sectoral Application of CEDAW on the Rights of Indigenous and Rural Women through Localization in Farmers, Fishers and Indigenous Communities", <i>08/07 to 04/08</i>					10,700 USD
	Baseline Research and Advocacy for Lumad Women's Rights among the Teduray-Lambangian Tribe in Maguindanao, in collaboration with the Teduray Lambangian Women's Organization Inc. (TLWOI) through the Pambansang Kongreso ng Kababaihan sa Kanayunan, <i>11/08 – 10/09</i>					24,846 USD
	Promoting Gender Responsive Governance for Rural, Indigenous and Muslim Women in the Philippines, <i>10/08 – 11/10</i>					163,200 USD
<b>Sub-total (National NGOs)</b>						<b>80,236 USD (34%)</b>
Al-Mujadilah Development Foundation, Inc (AMDFI);	Women through Local Consultations on CEDAW among Muslim Women in the Provinces of Maguindanao and Lanao del Sur, Autonomous Region in Muslim Mindanao (ARMM), <i>07/07 to 06/08</i>					6,692 USD
	CEDAW-based Action Research and Advocacy on Early Marriage Among Moro Women in the Autonomous Region in Muslim Mindanao (ARMM), <i>07/08 to 01/09</i>					30,000 USD
Nisa Ul-Haqq Fi-Bangsamoro (in collaboration with PKKK)	Promoting Gender Responsive Governance for Rural, Indigenous and Muslim Women in the Philippines, <i>10/08 – 11/10</i>					104,800 USD
<b>Sub-total (Local NGOs)</b>						<b>36,692 USD (15%)</b>
Ateneo de Davao University	Monitoring the Implementation of Rights-based and Gender-responsive Local Development Plans in Region XI / Davao Region, <i>08/09 – 07/10</i>					29,638 USD
University of the Philippines - Center for Women's Studies	Enhancing the Capacities of Women NGOs and Networks to Monitor the Implementation of CEDAW, <i>07/07 –04/08</i>					29,000 USD
University of the Philippines College of Law Faculty Foundation	CEDAW-Legal Education and Gender Integrated Syllabus, <i>07/07 to 06/08</i>					10,000 USD
Association of Schools in Public Administration	Mainstreaming Women's Human Rights in the Curriculum of Public Administration and Governance using CEDAW, <i>07/07-04/08</i>					10,000 USD



Partner	Project Title	2007	2008	2009	2010	Budget
(ASPAP)						
Women and Gender Institute of Miriam College	Coaching and Mentoring Program for UN Program Officers on Gender and Human Rights Audit , <i>06/07-07/08</i>					21,000 USD
<b>Sub-total (Academe)</b>						<b>99,638 USD (42%)</b>
<b>TOTAL</b>						<b>239,102</b>

# 3. Evaluation Design and Methodology

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## Objectives

With the completion of JP CEDAW in 2010, UNIFEM as the Managing Agent contracted two external consultants in August 2010 to do the final programme evaluation. The evaluation was intended to be summative and forward looking while serving the following purposes:

- Determine to what extent the programme has achieved its stated objectives and explain reasons for success or lack of success;
- To assess the preliminary sustainability of the knowledge and skills developed among program partners in terms of gender-responsive programming of UN agencies and their implementing partners using CEDAW
- Provide recommendations on how to build on the achievements of the programme and ensure that these can be further sustained by the relevant stakeholders;
- Document lessons learned success stories and good practices in order to maximize the experiences gained. The evaluation should take into consideration the programme duration, existing resources and political, environmental and other constraints;
- Examine the joint programming management model, mainly the coordination among the five UN agencies (UNDP, UNFPA, UNICEF, UNIFEM and ILO)

For the review, the GMC/JPSC wanted the following criteria to be addressed: *effectiveness, relevance, efficiency, coherence and sustainability*. The evaluation is also required to provide lessons on policy issues, programmatic approaches and cooperation modalities within the country by participating UN organizations and UNCT and to inform and enhance future programmes particularly on gender-responsive programming for the next cycle of the UN Development Assistance Framework (UNDAF)

## Evaluation Framework

An evaluation framework was developed to guide the evaluation process based on the purpose and criteria prescribed by the Terms of Reference (Annex 1). The framework also elaborated on the information needs, data collection methods, data sources and suggested sampling procedures. Field guides and guide questions were prepared for the different stakeholder groups. The full evaluation framework and accompanying data collection instruments can be found in Annex 2.

## Scope of the Evaluation

The evaluation looks at the entire programme duration (February 2007-December 2009) and includes activities that are part of the extension of two projects up to July 2010. The 15 projects implemented by 10 partners were reviewed including the parallel activities of participating UN

agencies, and the 6 Participatory Gender Audits (PGAs). It also examined the progress of implementation of the UNDEF project as it connects with the JP CEDAW.

This evaluation also covered the three levels of the JP-CEDAW programme structure: the level of UN cooperating agencies in implementing the joint programme and the steering and management mechanisms; the level of the Philippine national agencies with particular focus on the Philippine Commission on Women (PCW); and the various project-level partners among government, women's organizations, and academe.

The primary stakeholders include the seven UN agencies as participating organizations, and ten (10) implementing partners. The evaluation likewise included the stakeholders and partners which were targeted by the implementing partners, such as the local government units (LGUs), national government agencies and bodies, community-based organizations, schools and NGOs.

Geographic coverage included specific areas located in the provinces of Quezon, Northern Samar, the Autonomous Region of Muslim Mindanao (ARMM) selected based on concentration of projects, presence of sub-sectors prioritized in the CEDAW Concluding Comments i.e. indigenous groups, Muslim and rural women, assurance of safety and security during travel. Other factors like accessibility, weather conditions were taken into account. Selected offices of partners in Metro Manila from among government and non-government organizations were visited to ensure a balance in the perspectives of duty bearers and rights holders.

## **Methodology**

***Evaluation Process*** - The evaluation was managed by UNIFEM Philippines through a Task Manager with support of a Reference Committee composed of the UN GMC. Members of the GMC shared information and written reports to the evaluation team and communication were open through verbal and written form. UNIFEM regional office reviewed and provided substantial feedback on the draft reports. The evaluation team's overall approach was consultative and inclusive ensuring that the various stakeholders of the programme are reached and have the space to register their experiences and reflections.

***Methods of Data Collection*** - Data was collected by way of the following methods:

- **Desk Review** - Secondary data review or desk review of documents was undertaken by the evaluators.
- **Key Informant Interview** - face-to-face interactions were carried out and augmented by email exchanges and telephone interviews.
- **Individual Interviews** – were also conducted based on the list provided in the evaluation ToR and in consultation with the Task Manager.
- **Site and Field Visits** – project site visits was done to get an ocular glimpse of the specific context and conditions of the rural, indigenous and Moro women including the local governance conditions in the villages and municipalities where the projects were implemented.

- **Focus Group Discussions** – or FGDs were conducted during the site visits with stakeholders and project partners based on their mandates and knowledge of the sector and area covered. Respondents from among the target groups were selected in consultation with the implementing partners.

**Data Analysis** - The organization and consolidation of data was guided by the programme M & E matrix (Annex 5). Using the prescribed standard criteria, descriptive content and comparative approaches were utilized given the mostly qualitative data made available and gathered from the field. Outcome mapping was utilized to understand the multiple influences on various stakeholders particularly with the local women’s organizations and the communities. This analysis focuses on “contributions” rather than “attributions” to significant change (or no change).

Triangulation of data from different sources was used to ensure rigor and consistency. Evaluation findings and recommendations were drawn from this analysis.

**Validation of Findings** – The initial findings was presented to the partners on October 13, 2010 attended by UNICEF, UN-AIDS, UNFPA, UNIFEM, ILO, PCW, PKKK, TLWOI, Nisa UI-Haqq, WAGI, UCWS, Mindanao Working Group, and PILIPINA. Comments and suggestions to substantiate the findings and clarify the recommendations were raised. Data collection was extended to fill data gaps and generate information from other implementing partners such as NCIP.

## **Data Sources**

**Secondary Data** - The secondary data for the evaluation was derived from programme documents, reports, publications and documentations. The following were the key programme documents that were reviewed:

- The MOU on UNJP CEDAW, February 2007
- JP CEDAW Project Documents (22 pages), with a section on indicative outputs, milestone indicators, budget and timeline
- JP CEDAW Annual Reports for 2007, 2008, 2009
- Annual work plans, approved project proposals, contracts with implementing partners, progress reports, terminal reports (narrative and financial)
- Minutes of UN-GMC meetings and proceedings of annual workshops
- CCA-UNDAF, 2005 -2009
- 5<sup>th</sup> and 6<sup>th</sup> Philippine Progress Report
- CEDAW Concluding Comments
- PGA Reports of UNAIDS (2008) , UN-Habitat (2009) and UNDP (2009)
- National Human Rights Plan of the Philippines 2010-2014, Philippine National Action Plan on Women, Peace and Security
- Knowledge Products – Magna Carta of Women (MCW), completed researches, curricular modules, publications, audio-visual productions

Data from the desk review gave a portrait of the participating organizations and was used to sift through information needed to identify the most important gaps and nodes of the study. Key information was gathered about the target groups of implementing partners, especially from the sub-sectors identified in the CEDAW Concluding Comments i.e. indigenous, Moro and rural women from farming and fishing communities. The desk review also sought to look at the achievements (or non achievement) of outputs at the project level; the reasons for these; as well as problems and issues that were identified, how these were resolved; and overall, the project contexts and policy issues and gaps (refer to the partner framework analysis in Annex 2).

**Primary Data** - Individual interviews, key informant interviews (KIIs) and focus group discussions (FGDs) were done with key stakeholders involving members of the UN GMC, UNIFEM as the managing organization, and nine (9) out of the ten (10) implementing partners composed of one national government agency (then the NCRFW now renamed as PCW, four academic partners (the Association of Schools of Public Administration of the Philippines, the ADU – Mindanao Working Group, the UP-Center for Women’s Studies and the WAGI and four women’s NGOs (PILIPINA, National Rural Women’s Congress/ PKKK, AMDFI and the Nisa Ul-Haqq Fi Bangsamoro).

Field work was done in three sites: Northern Samar (10-12 September); Dolores, Quezon (17-19 September) and Maguindanao, ARMM (24-30 September). A total of 115 persons participated during these activities (94 women; 21 men).

Purposive sampling was used to ensure that various stakeholders of the programme were covered by the review and diverse viewpoints were captured. The sampling took into account the specific attributes of the respondents based on their institutional positioning vis-à-vis governance, gender, ethnicity, and social-cultural role. Disadvantaged groups of poor rural, indigenous, and Moro peoples were prioritized. The evaluation team covered the various stakeholders of the program with varying level of intensity given their position in the programme.

Interviews were conducted with two Mayors and one Vice Mayor (Dolores, Northern Upi, Lavezares); staff of the Regional DSWD of ARMM; staff of the Provincial GAD Office of Quezon; staff of the Municipal LGUs in Quezon, Samar and Maguindanao; one Executive Director of a non-partner NGO; and officers of the Teduray Tribal Council and a non-partner Muslim Women’s organization. Interviews were also conducted with barangay officials and members of the legislative council in Dolores and Lavezares at the municipal and barangay levels. Seven focused group discussions involving 65 persons (5 males and 60 women) were conducted with fishers, farmers, indigenous peoples (IP), and Muslim communities and organizations in the three provincial field sites. (see Annex 3)

## **Limitations of the Study**

The evaluation proceeded during a period of considerable time lag from the actual implementation of the project, resulting in some difficulties related to memory recall of attribution to the JP CEDAW project among some of the respondents. There was also lack of response from some partners for interviews during the planned timeline of primary data gathering. Follow up appointments were done in October 2010 for face-to-face meetings or telephone interviews.

The M & E framework of the programme inadequately defined some of the indicators. The evaluation team derived formative and forward looking results based on evidences from the field, best practices and lessons learned.

Another reality confronted by the evaluation team was the fact of re-deployment of staff/re-organization of respondents' offices. Lack of documentation of project activities and the staff turnover constrained the identification of proper respondents.

Efforts to reach out to some of the key persons in ARMM were unsuccessful. The security situation in ARRM presented a serious obstacle to data collection. The team could not visit target communities of IP and Muslim women because of concerns on the team's safety and security in Cotabato City. Instead, respondents came to the city center to discuss with and be interviewed by the team.

## 4. Achievement of Outputs

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The presentation of the achievements uses as reference the M&E matrix of JP-CEDAW<sup>28</sup> which outlines the five main outputs. In order to be able to capture the essence of the programme's achievement, this section is presented according to the programme's expected outputs in a descriptive manner elaborating on the specific contexts within which the actions were carried out.

### **Output 1: Broadened public support and lobby for the enactment of non-discrimination provision in national legislation such as the MCW, and/or in the amendments to the Constitution and other laws.**

The key actors for this output are the NCRFW, representing the government; and PILIPINA a national network constituting of women's organizations and NGOs. The work of both NCRFW and PILIPINA, although distinct in thrusts, was guided by a common framework, the Women's Priority Legislative Agenda (WPLA), which seeks to promote new legislation promoting women's empowerment and gender equality, as well as to repeal discriminatory provisions in existing laws anchored on the provisions of the CEDAW.

*The work of NCRFW and PILIPINA led to the passage of the MCW, a defining achievement of the JP CEDAW. The MCW is a comprehensive women's rights law which concretely defines discrimination in line with Article 1 of CEDAW. JP-CEDAW support was crucial in sustaining NCRFW's legislative work during this period.*

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The approval of MCW in August 2009 came after seven years of lobbying by women's groups and NCRFW and before three Congresses, where it faced opposition from various conservative lobbyists. JP-CEDAW contributed to enhance the MCW provisions in accordance with CEDAW Concluding Comments and brought together disjointed efforts among NCRFW and women's organizations which had previously lobbied for separate bills.<sup>29</sup> The approval of the Implementing Rules and Regulations (IRR) for the MCW soon after its legislation is also an important achievement.

NCRFW was primarily involved in legislative advocacy and partnered with local legislators, technical staff of elected officials and legislative leagues of various levels of Philippines government which included provincial, city and municipal levels of the public sector.

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<sup>28</sup> A copy of the M&E Matrix is provided in the Annexes.

<sup>29</sup> In 2007, PILIPINA cites a total of 9 bills filed in the Senate and 5 bills filed in the Lower House on the Magna Carta on Women. The Study Action Core Group (SACG), together with NCRFW, played a major role in the consolidation of various versions into one bill.

PILIPINA spearheaded two activities (1) constituency building for the legislative lobby for the Magna Carta on women (MCW) and; (2) stepping up the public campaign on the MCW and Gender Responsive Local Legislation.

Six (6) other legislative bills included in the Women's Priority Legislative Agenda (WPLA) were filed in Congress on the following: a) Anti-Prostitution; b) Marital Infidelity; c) Reproductive Health (RH); d) *Kasambahay* or Domestic Household Worker; e) Local Sectoral Representation; f) Magna Carta for Workers in the Informal Economy. Also included is the Revision of the Anti-Rape Law.

The WPLA of the 14<sup>th</sup> Congress uses as basis the Philippine Plan for Gender-Responsive Development (PPGD) and Framework Plan for Women (FPW) and applies the norms and

### Box 1. Women's Priority Legislative Agenda

**A Law on Marital Infidelity** - Central in legislative advocacy is the revision of Arts. 333 and 334 of the Revised Penal Code. The revised legislation seeks to define those guilty of marital infidelity as any married person who shall have carnal knowledge of a person not his or her spouse. Marital Infidelity is also committed by the person with whom the guilty spouse has had carnal knowledge, provided that this person knew of the married status of the guilty spouse even if their marriage be subsequently declared void. The bill imposes the same penalties for offending parties for the same gravity of offense. The bill also apply to Muslims and members of indigenous communities whose cultures allow for multiple spouses, and who shall engage in sexual intercourse with any person other than their official spouses recognized by their respective faiths and traditions. There shall be higher penalties for public officers and employees, including but not limited to military personnel, government-owned and controlled corporations, those nominated by the government as members of the Board of Directors of GOCCs, and Philippine representatives to international organizations.

**A Law on Anti Prostitution** - The existing Philippine law defines prostitutes as "women who, for money or profit, habitually indulge in sexual intercourse or lasciviousness. Article 202 of the Revised Penal Code penalizes prostituted women and girls. It defines prostitution as a crime committed by prostituted women and girls, and does not penalize those who run prostitution houses and guard or manage the prostituted women, or customers, or even the pimps unless the latter are always seen in the company of prostituted women. Several bills addressing prostitution which were filed shifted the definition of prostitution as a crime committed by prostitutes to a crime committed by recruiters, pimps, bar owners and customers.

**A Law for Domestic Workers** - Legislative advocacy stress that it is vital to (1) recognize the special vulnerability of household workers to various kinds of abuse, as their workplaces are the private homes of their employers, and their work are hidden from public view, thus the need for special protection beyond those accorded to workers in other sectors; (2) revise the definition of the Labor Code concerning household service from "services in the employer's home which are ... desirable for the maintenance and enjoyment thereof and includes ministering to the personal comfort and convenience of the members of the employer's household." to "tasks ascribed as normal household chores within a specific household."



standards set out by CEDAW focusing on specific concerns of women such the revisions/amendments of the Revised Penal Code (RPC), the Family Code of the Philippines, and the Labor Code.

NCRFW undertook an intensive campaign among legislators through series of briefings and policy discussions, production of briefing kits and updating a handbook on “How to be a Gender Responsive Legislator”, and an aggressive public information campaign. NCRFW was able to reach out to key committees in Congress through the meetings and dialogues including the Committees on Higher and Technical Education; Women; Human Rights; Justice; Constitutional Amendments; Rural Development and; MDGs.

PILIPINA, on the other hand, led and coordinated a Study and Action Group (SAG) composed of NGO representatives to draft and strategize on the then legislative bill of the Magna Carta on Women. With JP support, it undertook a national campaign to build a constituency among civil society organizations, government advocates and the media. This campaign translated into specific actions such as support for petition letters and pressure on the legislators to support the bill. Production of briefing papers and the launch of a multi-media campaign facilitated reaching out to a broad public, including schools and youth organizations. The NGO network was able to localize their campaigns by holding eleven public fora in nine cities around the country where participants also came from surrounding provinces. This initiative allowed an expansion of outreach beyond their usual constituencies, successfully involving LGUs, regional offices of government departments, local NGOs and people’s organizations (POs). Local media covered all fora held in the various cities, further generating public interest on the issues.

Aside from the SAG meeting, PILIPINA spearheaded various educational fora to build strong constituencies for the MCW. Among these were (1) round table discussions (RTDs) on the various versions of the MCW in the upper and lower house as well as RTDs on the proposed bill in both the Senate and Congress, (2) national conferences on “Making Gender Equality a Reality in the Lives of Filipino women through the MCW” (3) forums on making CEDAW a reality in Filipino women’s lives in relation to pending bills in Congress. Diverse themes related to proposed sections of the MCW were also tackled in several workshops initiated by PILIPINA during the span of the JP-CEDAW. Such themes included (1) rights and empowerment (2) the marginalized sectors (3) media, information and education, institutional mechanisms, monitoring and compliance mechanisms. Legislative advocacy and lobbying were also taken up during these activities.

JP-CEDAW was also able to take advantage of the implementing partners’ many years of experience in legislative advocacy and constituency building. The well established and respected track record of NCRFW and PILIPINA in this area of work, made it possible for JP-CEDAW to realize the successful consolidation of support from Congress and other concerned stakeholders and the resulting passage of the MCW during the programme’s three year duration. In addition, partnership and collaboration between strategic entities were very important in the achievement of this output: NCRFW partnering with local legislators, technical

staff of elected officials and legislative leagues at various levels while PILIPINA worked closely with PKKK and other NGO formations, media and academic institutions.

At least twelve major women NGO networks and stakeholders around the country were represented in the Study and -Action Core Group (SACG) which took the lead in pushing for MCW. Aside from PILIPINA, other groups included PKKK, CEDAW Watch, Alternative Law Groups, Muslim women (Al-Mujadilah and Nisa Ul-Haqq) and Abanse! Pinay women's political party.

JP-CEDAW partner PKKK with its presence in 52 provinces was an active member of the Study and Action Group organized by PILIPINA. PKKK being active in lobbying for its own Magna Carta of Rural Women four years earlier used this experience in parallel lobbying for the MCW. Since CEDAW as a framework connects with the aspirations of rural women, the orientation and discussion on CEDAW and the process by which members of PKKK engaged have energized the members of local organizations on gender issues and HR. This framework has also clarified the institutions of power where policy and claim making engagements are targeted.

**Output 2: Capacity Building among key national government agencies to implement and monitor CEDAW implementation; and among civil society partners to mentor and mobilize partners for monitoring CEDAW implementation in policies, programs and service delivery**

This output acknowledges the need to build capacities of government, CSO and the academe, addressing them through three sub-outputs:

- Output 2A: Monitoring, Evaluation and Reporting systems of selected government agencies generate updated sex-disaggregated data, gender statistics, and gender analysis that track progress on priority issues of: violence against women; trafficking of women; access to reproductive health services ; maternal mortality rate ; unpaid work of women; wage gap between women and men ; rural, indigenous, and Muslim women
- Output 2B: Strengthened capacity of national networks of women NGOs to mentor member organisations and monitor policies, programmes and services.
- Output 2C: CEDAW is integrated in the teaching, research, and faculty development of the schools of law and public administration

The work involves partnering with four different sectors: state institutions; national women's networks and NGOs; a local women's network working with a meso-level inter-governmental planning mechanism (Regional Development Council), and the academe.

The activities under this output were implemented by NCRFW, UCWS of UP, the Mindanao Working Group/Ateneo de Davao, ASPAP the Association of Schools of Public Administration in the Philippines (ASPAP) and the UP College of Law Faculty Development Foundation, Inc. (UPCLDFDI).

**Output 2A: Monitoring, Evaluation and Reporting systems of selected government agencies generate updated sex-disaggregated data, gender statistics, and gender analysis that track progress on priority issues of: violence against women; trafficking of women; access to reproductive health services ; maternal mortality rate ; unpaid work of women; wage gap between women and men ; rural, indigenous, and Muslim women**

Two projects were implemented to achieve this sub-output:

- The first project implemented by NCRFW, is related to the generation of updated gender data relevant to CEDAW.
- The second project also implemented by NCRFW, sought to develop the capacity of two key state institutions initially believed to have the mandate to respond to the needs of IP and Muslim women located in ARMM: the NCIP and Regional Commission on Bangsa Moro Women (RCBMW).

### **CEDAW Themes on M&E Frameworks**

The first project with NCRFW as the lead implementing agency dealt with developing the capacity of selected government institutions, including NCRFW staff, to generate relevant data on themes prioritized by CEDAW and to be able to integrate the priority themes in their M & E frameworks.

NCRFW implemented multi-stakeholder consultations and network with national and sub-national agencies to update sex disaggregated data on priority CEDAW themes. The project organized an interagency forum on rights and results-based M & E on CEDAW; interagency meetings on indicators and data generation for VAW, trafficking and reproductive health with two LGUs (Masbate and Ifugao); and three batches of trainings on CEDAW monitoring tools with 109 participants coming from the academe and NGOs. More than a hundred participants representing at least eleven government institutions attended the interagency forum, with men and women from National Economic Development Authority or NEDA, Department of Interior and Local Government or DILG, Commission on Audit or COA, Department of Budget and Management or DBM and National Statistics Office or NSO and others. The project studied existing data of various government agencies and started the process of transforming them into CEDAW-specific indicators which would focus on monitoring the implementation of government policies on VAWC, trafficking, reproductive health, women's work and gender differential in wages. The enhanced monitoring tool was presented and discussed with the target government agencies in order to provide a gender responsive orientation for key representatives of various government agencies to appreciate the need to align the selected agencies' M & E systems with rights-based and results-oriented approach.

NCRFW staff were also trained by the NSO on their census and survey processing system using official data on wage gaps, unpaid work and employment of IPs and Muslim women as generated by the proper agencies. Many gaps were revealed during the process of sharing.

Disaggregated data remains to be systematized to develop an aggregate national CEDAW-specific monitoring data set. NCRFW likewise encountered staff turnover which made it difficult to sustain the initiative.

As a strategy to capture local gender data, the GAD guideline was enhanced to include generation of CEDAW-based indicators and a tool on Gender Analysis for the Comprehensive Development Plan of LGUs was crafted by NCRFW. Later, NCRFW and DILG, in consultation with different LGUs, improved an existing joint memorandum circular (JMC) which requires LGUs to comply more strictly with the enhanced GAD policy and guidelines.

### **CEDAW Themes in Sub Regional Bodies: the NCIP**

The second project implemented by NCRFW sought to develop the capacity of two key state institutions initially believed to have the mandate to respond to the needs of IP and Muslim women located in ARMM: the NCIP and Regional Commission on Bangsa Moro Women (RCBMW). NCRFW encountered serious challenges in implementing activities under this project because of two key assumptions: that the mandate of NCIP included ARMM and that the RCBMW being NCRFW's counterpart would facilitate project implementation in the autonomous region. Both assumptions turned out to be inaccurate.

NCRFW revised the thrust of their project to non-ARMM areas with significant IP population.<sup>30</sup> In partnership with NCIP, NCRFW organized three batches of an orientation colloquium attended by ninety-five NCIP staff from its central and three regional offices (Regions 4B, 10 and 11), on the MCW, CEDAW, the concluding comments especially those that give reference to the sectoral and local application on IP and Muslim women. The activity also added a focus on the UN Convention on the Elimination of Racial Discrimination (CERD), a subject directly related to the NCIP mandate. As an outcome of the training activity, local action plans were also formulated by the participating regional offices for implementation.<sup>31</sup> The Office of Empowerment and Human Rights (OEHR) at the central office of NCIP has also developed a GAD Action Plan designed to be updated annually, with the technical assistance of NCRFW. The agency has committed to allocate resources for its implementation to ensure the continuing work on gender. NCIP-OEHR also indicated their interest in undertaking a research on the situation of IP women, noting that this may become a possible partnership between the two agencies in the future. Negotiations between the NCRFW and NCIP continue to include other NCIP regional offices indicating the latter's receptiveness and interest.<sup>32</sup>

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<sup>30</sup> Interview with the Technical Services Division, NCRFW (now PCW).

<sup>31</sup> Interview with PCW Technical Services Division and NCIP. As of the J-CEDAW period, these have not been integrated into the NCIP budget, thus, have not been implemented.

<sup>32</sup> At the time of NCIP interview, ongoing training and orientation on CEDAW and the MCW were being conducted supported by internal NCIP funds with NCRFW technical assistance in terms of resource persons and facilitation.

While the JP-CEDAW project of NCRFW which focused on ARMM achieved limited results due to several constraints, initiatives of other partners in other areas in southern Philippines (Mindanao) had more promising results. JP CEDAW supported another project for parallel capacity building of a sub-national state planning mechanism, the Regional Development Council of Region XI. This was implemented by the Mindanao Working Group on Reproductive Health, Gender and Sexuality/Ateneo de Davao (MWG) to improve the monitoring of gender-responsive and rights-based regional and local development plans in Region XI. The MWG project came up with a baseline research to identify the gender agenda within the region. This process also allowed a review of the gender and human rights concerns in the regional and local development plans of Region XI covering the four provinces of Davao Norte, Compostela Valley, Davao Sur and Davao Oriental and six cities, Mati, Digos, Tagum, Davao, Samal, and Panabo.

The MWG, with the endorsement of the RDC, undertook an extensive review of the plans of the RDC, the Comprehensive Development Plans and GAD Plans of the LGUs, related budgets

#### **Box 2. GAD Code and GAD Plan**

One positive outcome of this project may be demonstrated by the case of the province of Davao del Norte which formulated and adopted the Implementing Rules and Regulations for its GAD Code, and its ripple effect in one of its municipalities, Sto. Tomas, which made its GAD plan for 2011 that included such objectives as: to eradicate VAWC by 2011 in all 19 barangays (villages); for 150 LGU personnel and officials to undergo gender sensitivity training; and establish a gender-based data and information system with a corresponding P50,000 allocation for that purpose. Davao Norte indeed was able to provide a model at the province level and sets the benchmark for the region with an active GAD focal person who has not been replaced despite the change in administration.

(Annual Investment Plan and the GAD budget), and development indicators and targets for the RDC. The study facilitated the orientation of the membership of the RDC on HRBA and the process of integrating gender and human rights indicators in the local development plans (Provincial Physical Development Framework Plan, the Comprehensive Development Plan, and the Comprehensive Land Use Development Plan)

and in the local planning and budgeting based on the PANTHER. Some of the key findings identified by the study and were addressed in the plans included: the need for LGUs to foster basic awareness on human rights and gender equality and carry out a gender analysis of the problems addressed by their plans; the lack of a human rights perspective in the plans; gaps in sex-disaggregated data and their use in monitoring plans; minimal participation of local women in GAD planning and budgeting; and the need to engender traditional livelihood projects for women.

In this undertaking, the Mindanao Working Group partnered with the Gender Resource Network (Calomonan Gender resource network) based in the UP. The project was also closely coordinated with the Regional GAD Committee – also part of RDC whose main function is to mainstream gender in the Regional Development Council (RDC). This accorded the project strategic position to influence the development plans and policies of LGUs. Part of this institutional arrangement was being able to get the support of the regional NEDA chief in her

role as chair of the RDC. This facilitated the issuing of a policy directive by NEDA for specific tools incorporating HRB and gender-specific elements developed by the project to be adopted in the planning processes of the LGUs as well as minimize resistance by some parties to these new initiatives.

**Output 2B: Strengthened capacity of national networks of women NGOs to mentor member organisations and monitor policies, programmes and services.**

The capacity building activities under this sub-output were carried out by the UCWS for national and regional NGOs, grassroots women's and community organizations and gender resource centers (GRC) which are based in different campuses of UP and whose mandate include research, training and extension work.

UCWS developed a comprehensive training module on the monitoring of CEDAW implementation for trainers. The module promotes the use of a monitoring tool that incorporates a human rights-based approach and gender equality. This training was conducted by the UCWS in three batches (Manila, the Visayas and Luzon). Participants to this activity came from various women's rights advocate groups (PILIPINA, PKKK, Reproductive Rights Resources Group or 3RG, the Women's Legal Bureau, the Alternative Law Group) and GRCs from seven regions: one region in the Northern Philippines or Luzon; 3 in the Central Philippines or the Visayas and three in the Southern Philippines or Mindanao<sup>33</sup>.

The project also intended to produce ten case studies illustrating human rights violations of women and good practices in the reporting and resolving such cases. Only seven cases were produced, all dealing with violations i.e. non-enforcement of laws, corruption, collusion between a mining company and government. The evaluation found one case where these case studies were appreciated and utilized in the field, by the GRC in Davao city. UCWS also reported using these case studies in their own training in different UP campuses.

In addition to the conduct of the main training by UCWS, downstream activities were reported in GRC areas not in the original priorities (Region 3 and 8) attended by local civil society organizations; and in Region 9 where the GRC promoted the use of the monitoring tool in peace building activities by the Mindanao Working Group where they are also an active member.

Beyond these two reported cases of a multiplier effect, the project did not have adequate resources to further cascade the use of these tools by civil society organizations and other relevant stakeholders at the local level. Lack of details on the documentation of the activity made it difficult to identify issues related to the design and use of the tool. UCWS has not been able to report or measure impacts of these trainings and the extent to which the monitoring tools have been utilized by the participants. The project organized an e-group from among the participants to be able to track the use of the tool. Feedback gathered by the evaluation from

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<sup>33</sup> Regions 1, 6, 7, 8, 9, 10 and 11

some training participants indicated that the monitoring tools, although technically good, were not able to adequately consider the local context. For example, the technical terms (e.g. indivisibility, equity) used by the tool are not easily understood by local organizations even after being trained. In addition, these concepts take on a different meaning in the context of IP or Muslim women.

**Output 2C: CEDAW is integrated in the teaching, research, and faculty development of the schools of law and public administration**

The JP-CEDAW recognized the important role that formal education and academic institutions play in the promotion of CEDAW and demonstrated this by seeking to influence the teaching and practice of two academic fields of study, public administration and governance and law. Towards this end, the joint programme supported two projects which were implemented by leading faculty associations, the Association of Schools of Public Administration in the Philippines, Inc. (ASPAP) and the UP College of Law Faculty Development Foundation, Inc.

The ASPAP project aimed to develop faculty capacity, teaching resources and training modules towards mainstreaming CEDAW in the Public Administration and Governance curriculum. A course syllabus on Special Problems and Trends in Public Administration and Governance (Women's Rights as Human Rights) was developed and piloted in the two member schools in Holy Angel University in Angeles City and Cebu Normal College in Cebu City. The syllabus was likewise shared in a workshop of ASPAP attended by member schools from four regions (Regions VII, VIII, II and Cordillera Administrative Region).

The UP College of Law Faculty Development Foundation, Inc. developed a model syllabi and teaching materials for core and elective courses in the law curriculum (Gender and Law; Persons and Family Relations and; Human Rights) in the Philippine Law School curriculum. These syllabi were piloted and disseminated as part of the UP College of Law's faculty development.

A limited number of trainers from ASPAP member schools were developed but the project did not provide support for further work as it originally intended. The lack of buy-in of the syllabus from member schools, including those where the materials were piloted, did not result in the mainstreaming of the syllabus in the schools. The design of the project did not prioritize the need to lobby school officials to support the adoption and utilization of these materials.

The UP College of Law Faculty Development Foundation, Inc. developed model syllabi and teaching materials for core and elective courses in the law curriculum (Gender and Law; Persons and Family Relations and; Human Rights) in the Philippine Law School curriculum. These syllabi were piloted and disseminated as part of the UP College of Law's faculty development. The faculty association realized however that official acceptance and adoption of any proposed curriculum changes in legal education in the Philippines requires involvement by

the Supreme Court, entailing processes that go beyond the time frame of the JP CEDAW programme.

**Output 3: Local and sectoral application of CEDAW on the rights of indigenous, Muslim, and rural women in at least 6 local communities in Luzon, Visayas and Mindanao informs national policies and programme implementation.**

The JP-CEDAW embarked on two types of partnership to achieve this output: first, with a national women's network in partnership with their member organizations in rural and IP communities; the second, with two local Muslim women's organizations operating in ARMM region.

The Pambansang Koalisyon ng Kababaihan sa Kanayunan (National Rural Women's Coalition-PKKK) and their member organizations in Quezon province (PKKK Quezon chapter), in Northern Samar (Visayas), and in Maguindanao (Teduray-Lambangian Women's Organization, Inc. or TLWOI), implemented a project on rural and indigenous women to generate updated and sectoral information on rural and IP women in six pilot areas which was implemented in 2007-2008. A second project expanding the research on IP women on ARMM was implemented on the conduct of a baseline research and advocacy for IP women's rights.

On Muslim women, the JP CEDAW partnered with two local Muslim women organizations, Al-Mujadilah Development Foundation, Inc. (AMDFI), Nisa Ul-Haqq Fi-Bangsamoro (NISA). AMDFI implemented their activities in two provinces (Maguindanao and Lanao Sur) of ARMM to determine the application of CEDAW on Muslim women through consultations during the period 2007-2008. In 2008, NISA in cooperation with AMDFI, undertook the baseline research on early marriage among Muslim women, covering five provinces of ARMM.

To help sustain support for the initiatives on rural, IP and Muslim women after JP-CEDAW funds had run out, UNIFEM as the Managing Agent sourced additional funds from UNDEF for the project "Promoting Gender Responsive Governance for Rural, Indigenous and Muslim Women in the Philippines targeting provincial level capacity building of women's organizations and sub-national government units towards the development of special and temporary measures to increase women's participation in governance." This project enabled two implementing partners, PKKK and NISA Ul Haqq. PKKK continue their work for the rural and indigenous women and Muslim women, respectively, in twelve provincial sites.<sup>34</sup>

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<sup>34</sup> The project document identified 12 provincial sites for the project: 6 for farming, fishing and IP women and 6 for Muslim women. The ARMM region previously included Sharif Kabunsuan as a Province based on a legislation of the Regional (ARMM) Legislative Assembly. A Supreme Court ruling ordered this was not legal and brought back Sharif Kabunsuan to the Province of Maguindanao.



## Sectoral application: Rural Women

*Through a series of community consultations in three provinces, PKKK was able to produce three community case studies that identified women's situation and specific rights issues in fishing, agriculture and IP communities, from which was developed a framework for rural women's agenda.*

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Using various articles in CEDAW as reference, PKKK elaborated on the conditions of rural women which was used for policy engagement and campaigns: women in fisheries (for the Comprehensive National Fishery Industry Development Plan); women in agriculture (for the Agriculture and Fisheries Modernization Act); women and IP; and sectoral adaptation strategy and action plan on climate change for agriculture and fisheries.

The results of the research were presented at local and national levels with the participation of

### Box 3. Voices of Women in the Communities

*"We have 2249 households in Barangay Labungan. There it is 50-50 Muslim and Teduray. The people in the community are thirsty for information. They ask the leaders who attended seminars to please re echo to them what they earned in the seminars. Women and girls are very careful now if their parents marry them off to people they do not know. There is such thing as a human right to refuse. Before we did not know these things. Before, I was scared to study. Now, we are not tied anymore. ..This is going to be very difficult for women who do not belong to organizations. For the unorganized, this is very hard." Teduray woman leader of a local organization in Dos municipality, South Upi, ARRM shared during FGD 23 September 2010*

"We adopted the Gender Code of our province here in our municipality in 2006. We are depending on other organization's resources to provide us with information and training. We have very little budget in the municipality. With the little budget that we have, we start. We pilot. We provide information on rights as well as the provision of services. We have local ordinances like penalties for those caught doing lewd shows and another, on trafficking. We make sure policy is followed—we wrote letters to all barangay captains that without a gender plan or a gender budget, your barangay development plan will not be approved." **Tita Adriatico, Sanggunian Bayan Member, Chair of Committee on Women and Family, Municipality of Lavezares, Northern Samar; interview, 09 September 2010**

"Because of CEDAW, the rights of women in the fishing villages which were never brought up are now being discussed here. There is now recognition of the value of the roles of women in fishing. Husbands used to tell women that you just stay at home since you do not have any work or earnings. Before, illegal fishing was rampant. Then women discouraged their husbands from such illegal practices until these dangerous practices were altogether stopped. The women learned how to be involved in the preservation of the sanctuary. This also led to the regular coastal cleanup activities with women's organizations taking an active role. This activity is linked up with the solid waste management of the LGU. Women are now talking about how we can all cooperate." **Florita S. Cadlit, leader of local women's association, Barangay Barobaybay, Municipality of Lavezares, Northern Samar; interview 12 September 2010**

CSO partners working in the rural areas. Local consultations produced a draft tool for monitoring community-based indicators on women's human rights based on the six (6)

prioritized areas of concern or indicators identified for each sector of farming, fishing and IP women.<sup>35</sup> The community-based indicators were finalized through UNDEF's support and utilized by local women's organizations for monitoring the local government policies and services. Reports on local women's participation and claim-making from the areas have been generated and provide data and information for national NGOs and the PCW. Parallel efforts are being done at the Inter-Agency Committee on Rural Women, which is convened by the PCW, to bring the indicators and monitoring tools at the national level.<sup>36</sup>

Aside from its intention to update local sectoral situationers on women, the consultations also helped popularize CEDAW principles and the Concluding Comments, generating local support and actions by women NGOs and community-based organizations towards fulfilment of women's rights. Reports indicate improved women's participation in GAD committees at barangay and municipal levels and local development councils,<sup>37</sup> recognition and appointment of local PKKK members to key governance mechanisms such as the Municipal Fisheries and Aquatic Resource Management Councils and in the Municipal Development Councils.<sup>38</sup> Expanded advocacy on GAD planning and budgeting at the barangay and municipal levels in Northern Samar, Quezon and Maguindanao provinces were attributed by PKKK leaders to the networks' constituency building activities. This new awareness also galvanized a local women's organization to demand for women-centered reproductive health services in the villages despite strong opposition from the conservative provincial government.<sup>39</sup>

The impact of these new and joint initiatives taken by the women members also further strengthened and consolidated their organizations leading to stronger legitimacy in the wider community. Concrete evidence of growing capacities of target women in rural areas includes negotiation skills and drafting of ordinances, anti-VAWC paralegal skills, and trainers' skills for gender sensitivity.

**Box 4. Changes the past 2-3 years (2008-2010)**

1. We do not waste 30 minutes to an hour anymore, trekking up to the mountain where the water source is, to wash our clothes
2. We are now able to get loans at 3% interest per annum
3. Many young girls are now in school. Many used to migrate to Manila to work.

Members of local women's association, Barangay Maravilla, Lavezares, Northern Samar

<sup>35</sup> These indicators were defined based on the sector: for women in fisheries (water and sanitation, livelihood, health, violence against women and trafficking, governance, and how society perceives women); for women in farming (livelihood, security, water, violence against women and children, personal development, environment and governance; and for IP women in ARMM (education, health, environment, peace, governance and water).

<sup>36</sup> Report on the UNDEF project, December 2010.

<sup>37</sup> In the Municipality of Dolores, Quezon, women leaders are active in 3 barangay development councils and GAD committees

<sup>38</sup> The Municipal Fisheries and Aquatic Resource Management Councils and the Municipal Development Councils are mandated bodies at the local level which require community-based organizations as members.

<sup>39</sup> Field visits in three barangays in Northern Samar and interviews with municipal, barangay officials and local women leaders.

### Box 5: Changes the past 2 – 3 years

The 3 main problems of women here in our fishing village are they do not have income. Many young girls cannot go to college. Food. We do not have permanent source of income. Work is not sufficient. We used to sell before but now, not anymore. We do not have land to grow our food. On the other hand, there are also good changes. I can proudly share that there are more active members in our organization now. 2 to 3 years ago we were only 27. Now, we are 54. Both men and women are jointly more responsible about the size of their family. Women are now more in control of their bodies in that they practice birth control. I don't know what CEDAW is.

Local women leader, Barangay Bani Women's Association, Northern Samar  
Interview, 09 September 2010

Temporary special measures to address issues of discrimination and exclusion of women have been identified including the proposed fisheries registration of women, reproductive justice, and social protection and which has been presented to the Inter-Agency Committee on Rural Women for endorsement.<sup>40</sup> A key factor in the success of this project may be attributed to processes internal to PKKK as a network. In selecting the pilot areas and local member organization to partner with, PKKK ensured that there was local capacity and track record on the relevant sector (fishing and farming). The existence of established or working alliances with LGUs on GAD and sectoral issues yielded positive results. Most importantly, partners in the target area saw how CEDAW and the rights-based approach resonated with their own needs and

demands as rural women in terms of poverty, lack of voice and participation in decision making at home, in the community, and natural resource use rights.

### Sectoral application: Indigenous Peoples

*The sectoral situationer on the human rights of IP women in ARMM carried out by PKKK catalyzed IP women in ARMM to strengthen their organization and become more active in local governance processes.*

The national orientation on CEDAW organized by PKKK included sixty women from its member organization, the Teduray and Lambangian Women's Organization, Inc. (TLWOI)<sup>41</sup>, a local group active in three municipalities of Maguindanao province. Organization leaders estimate the dramatic increase in the active membership of their organization after attending the PKKK activity – from ten to ninety percent. They reported that practically all the women of the tribes, estimated at about 2500 in all three municipalities, have signified interest in joining TLWOI.<sup>42</sup>

The first project that PKKK implemented resulted in the identification of general issues faced by IP women: the negative consequences of the practice of early and arranged marriage;

<sup>40</sup> UNDEF Project Report, December 2010.

<sup>41</sup> The Teduray and the Lambangian are only two of one hundred ten IP groups found in the island of Mindanao, Philippines

<sup>42</sup> Terminal report of PKKK and information gathered from the FGDs with the tribal women leaders of TLWOI.

widespread illiteracy; poor quality of health; lack of access to potable water; inadequate livelihood; environment degradation; and the impact of the prevailing armed conflicts.

To further study these issues, PKKK trained and mobilized 82 TLWOI members to conduct a research in order “to deepen understanding of the Teduray women’s situation and generate learning in order to enhance development strategies with other IP or Lumad groups.” The scope of the study was expanded to include five barangays or villages in South Upi and eight barangays or villages in North Upi, Maguindanao.

The results of the research confirmed and validated the earlier findings on the situation of IP women in ARMM: low literacy; poor socio-economic conditions; dependence on subsistence farming; weak political participation; situation of conflict; inferior position of women in traditional structures; prevalence of early and arranged marriage and dowries; and practice of customary laws that discriminate against women.

Research results were widely shared with the whole organization, LGUs, NGOs, the municipal legislative council and the ARMM regional government. The activity not only developed the participants’ skills to communicate but also triggered the policy engagement by TLWOI with the concerned authorities on the amendment of prescribed age for marriage and provision of counselling by elders on marital duties and responsibilities, prohibition of child marriage and regulation of the dowry practice. IP women members were able to lobby for the passage of barangay ordinances which increased the age of marriage from 14 years old to 18 years old and called for equal amount of dowry for all social classes.<sup>43</sup>

TLWOI provided support to members in selected barangays where they negotiated with local authorities for delivery of basic services on health and water and for more transparency and public participation in the GAD planning and budgeting process at the barangay and municipal level. These efforts yielded positive results with the local organization receiving the 5% GAD budget in eleven barangays (out of 23) in the Municipality of North Upi and seven barangays (out of 11) in the Municipality of South Upi.<sup>44</sup> TLWOI leaders also reported mustering more confidence to participate in barangay elections thereby expanding IP women’s participation in political and public life at the local level.<sup>45</sup> According to the Vice Mayor of North Upi, “the LGUs have been made more inclined to listen because of the assertiveness that women have developed.” He also noted that more IP women came out and exercised their right to vote in the 2010 national elections and were very visible in campaigning for their candidates.

PKKK organized a series of capacity building activities for women leaders to complement the research and address the other felt needs of the organization’s members. These included

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<sup>43</sup> According to the tribal women who were interviewed, incremental successes on their advocacy agenda is acceptable. If they had their choice, they would opt for the elimination of dowry.

<sup>44</sup> Interview with TLWOI leaders and attested by the Vice Mayor of North Upi.

<sup>45</sup> Based on the PKKK Terminal Report, 4 out of 10 women leaders won in the 2007 barangay elections. During the evaluation mission in September, 2010, preparations were underway for another 10 women leaders to run for various positions in the October 25 local elections.

training on human rights advocacy, on communications and radio advocacy which IP women leaders utilized to run a local daily radio program (North Upi) popularizing the results of the research on early and arranged marriage. IP women radio hosts said they were able to overcome their shyness and lack of confidence so they could share their stories on important issues confronting them, such as domestic violence and rape.<sup>46</sup> The outpouring of public interest, queries and other responses from various IP groups, and from among Muslim and Christian migrants into their area to the programme's two-month run surprised even the TLWOI. No provisions however were made to sustain the programme beyond the initial two-month plan despite its success.

In the course of project implementation, more practical needs of the membership were expressed in terms of livelihood and agricultural sustainability. After undergoing a training on sustainable farming, a 3-hectare organic vegetable farm was established which is being managed by a committee of TLWOI and

#### **Box 6. Some Background Information**

According to the Organization of the Council of Elders of the Tedurays, the Tedurays are the largest IP group in Maguindanao province but their needs e.g. basic services, land rights through ancestral domain, and overall development as IPs, have been neglected by the relevant ARMM office, the OSCC. The regional government also cannot even provide official data on the overall situation of IPs in their territory; the only reliable data have to be accessed from development agencies who implement programmes in the area. The 1990 Population Census (POPCEN) was the last to keep track of the variable "mother tongue" under which 'Tedurays', were counted. Succeeding census would no longer indicate the existence of the Teduray, an indigenous tribe in Central Mindanao. This has consequences on their claiming of entitlements from the government.

which has successfully tapped the local government for agricultural inputs (seeds). The farm also raises livestock for distribution to members of the organization and serves as a training center for 47 women in producing organic fertilizers and herbal medicine processing.

PKKK, through the UNDEF support, continued with the elaboration of the IP women's agenda on tribal justice and governance, which targets the mainstreaming of the tribal governance system and supporting the role of women in peace-keeping in the context of self-determination. PKKK's successful delivery on the output involving IPs may be attributed to the credibility they have

developed from a long history of working with the Tedurays. Since 1994, a member organization of PKKK support the Tedurays in their claim for ancestral domain in North and South Upi involving 54,000 hectares, which unfortunately was unsuccessful because of a lack of an enabling policy for IP land rights in ARMM.

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<sup>46</sup> Interview with leaders of TLWOI who hosted the radio program.

## Sectoral Application: Muslim Women

*For the first time, CEDAW was localized among Muslim People. The documentation of consultations offers insights on the status and conditions of Muslim women and on the nodes of divide and reforms on gender and human rights within the Muslim community. Evidence based research on the situation of Muslim women, specifically on early and arranged marriage, polygyny, and child brides, was also carried out.*

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The organization AMDFI conducted two sectoral consultations (one in Maguindanao and one in Lanao Sur) on CEDAW, with a total of 105 participants coming from government agencies, LGUs, NGOs, academe, media, and grassroots organizations and where a mapping of rights initiatives in the ARMM region was jointly undertaken.<sup>47</sup>

Efforts to re-echo the CEDAW orientation to government officials however failed and was considered “traumatic” as resistance from Muslim men defended the status quo: no violence against women, women should stay at the home, early marriage is a tradition.<sup>48</sup>

The women leaders then decided to go on a different track, which is to conduct evidence-based research on the status of Muslim women. Recognizing the limitations of AMDFI which operated only in Lanao and Maguindanao, a partnership with NISA which operates in the ARMM’s island provinces of Sulu, Tawi-tawi and Basilan, was forged for the evidence based research on the situation of Muslim women.<sup>49</sup>

The Nisa Al Haqq led the research on early marriage of Muslim Women covering all 5 provinces in ARMM. For the first time, the research surfaced lived realities of Muslim women covering the major ethnic groups among the Muslims in the ARMM areas notably the Maguindanaoans, Maranaos, Yakan, Tausug, and Samals. The survey targeted 600 respondents and reached 593 respondents. Systematic documentation of early and arranged marriage, polygyny, and child brides provided the most concrete evidence of violation of CEDAW. The activity was the first organizational project for Nisa and opened up its organizational links with grassroots Muslim women in the covered areas.<sup>50</sup> It likewise transformed professional Muslim women involved in the research to become advocates for CEDAW among Muslim women.

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<sup>47</sup> Terminal Report of the AMDFI.

<sup>48</sup> Interview conducted with AMDFI researcher Ms. Farida Lango.

<sup>49</sup> Interview with Atty. Laisa Masuhud-Alamia Programme Coordinator, NISA.

<sup>50</sup> According to Nisa Ul-Huqq Program Manager, Nisa operates mainly in the island Provinces of Tawi-tawi, Sulu and Basilan. The research activity opened up opportunity to work with Muslim women communities in the mainland Provinces of Lanao del Sur and Maguindanao. She elaborated that among Muslim people, there are distinct ethno linguistic groups such as Maguindanao, Maranao, Tausug, and Yakan.

Innovative strategies and approaches in the targeting of Muslim institutions emerged during the project implementation of the research with distinct advocacies towards Muslim religious leaders, LGUs, Muslim women organizations, and the Muslim academic institutions. The research output was utilized for advocacy and constituency building. The popularization of the research was calibrated depending on the target audience. For example, presentations made to the Association of Ulama (Muslim Religious leaders) were hewed to Qur'an teachings on the rights of individuals and the duty of "leaders" towards them. The presentations for government institutions showed comparisons on existing laws on marriage in other Muslim countries such as Saudi Arabia and Turkey.

In Maguindanao, local government officials from various offices such as the Department of Social Work and Development and the Department of Agriculture are working in partnership with NISA for the enactment of the Provincial GAD Code that is more responsive to the situation of Muslim women as informed by the research.

Nisa and AMDFI advocacy on the GAD Code was expanded through the UNDEF and successfully produced the Regional Gender and Development (GAD) Code submitted to the Regional Legislative Assembly of the ARMM regional government and draft GAD codes for the provinces

#### Box 7

*"I worked as a researcher in the AMDFI study on early marriage. I went to different barangays to carefully talk to, listen and interview women to capture the lived realities of early and arranged marriages. Just imagine 12 years old, already with a child. There was no threat when I entered the homes of the young women. Because they knew me. Maranaos are very hospitable but cautious. They are suspicious if they do not know you. I was involved in organizing the teen club in the communities, a youth organization which raised consciousness about election issues. We also had gender sensitivity in schools. We talked about equality between men and women and understanding human rights. First, we met with all women. Then next, we also involved men. The **alimas** (female Muslim teachers) attended. One **ulama** (male Muslim priests) came. I notice that most of the time, the problem is that the interpretation of the Koran is usually very linear. I myself I married very young and our parents arranged our marriage. I have 2 children, a 6 year old and a 5 year old. My husband, 9 years older than me, is very supportive of my work, my involvement in education on human rights. Times are changing now. Marrying age is changing. One can also be empowered to refuse arranged marriage. Before in 2005, you have to wear **koombong** (headscarf). Now, you can go outside without headscarf. It's the culture, not the religion."*

Faridah D. Alango, Psychology Teacher in a local college in Marawi City; member of AMDF Marawi City, Interview 28 September 2010

of Basilan, Maguindanao, Sulu and Tawi-Tawi and Marawi City. CEDAW Watch teams in five provinces of ARMM consisting of Muslim women's organizations and LGU staff at the provincial levels have been organized and involved in GAD advocacies. These alliances are targeting the Code of Muslim Personal Law (CMPL) through an information and education campaign to a broad audience among Muslim groups and institutions.

Learning from the previous project, NISA focused its activities at the provincial level rather than just the ARMM regional government where the space for engagement was more opened. This strategy ensured the balance and the spread of the activities reaching the Island Provinces of Sulu,

### Box 8

"We adopted the Gender Code of our province here in our municipality in 2006. We are depending on other organization's resources to provide us with information and training. We have very little budget in the municipality. With the little budget that we have, we start. We pilot. We provide information on rights as well as the provision of services. We have local ordinances like penalties for those caught doing lewd shows and another, on trafficking. We make sure policy is followed—we wrote letters to all barangay captains that without a gender plan or a gender budget, your barangay development plan will not be approved."

Tita Adriatico, *Sanggunian Bayan* Member, Chair of Committee on Women and Family, Municipality of Lavezares, Northern Samar, Interview, 09 September 2010

Tawi-tawi and Basilan and ensuring the inclusion of various Muslim ethno linguistic groups other than those that were previously reached.<sup>51</sup>

Among the IP, Muslim and rural women's organizations, the widespread effects of conflict and war is magnified as existing burden towards family and community and give rise to an increased number of internally displaced peoples (IDPs). The research conducted by NISA and AMDFI surfaced new issues in camps and shelters of IDPs. Early marriages and girl brides have increased among IDPs triggered by the practice of distributing food stamps to families.<sup>52</sup>

It should be noted that the categories of women used in this section (rural, IP and Muslim) are not, in reality, mutually exclusive. For example, all the women referred to by these labels are located outside Metro Manila and other urbanized centers and may therefore be considered 'rural women.' Some IP women, especially in ARMM have converted to Islam faith and may therefore be considered both IP and Muslim. Further distinction of rural women to fishers and farmers also intersect with being IP and/or Muslim. Not any one of these categories can adequately capture the complex and multi-layered nature of women's burden. It should therefore be borne in mind that the issues and problems identified for each category used here, constitute only a part of that particular group's lived reality.

#### **Output 4A: Enhanced capacity in gender and human rights mainstreaming in at least six UN agencies**

*Capacity building activities prioritizing the UN agencies in the country were conducted which included various trainings followed by coaching and mentoring to support application of skills in specific agency contexts. Participatory Gender Audits of UNAIDS, UN-HABITAT, UNDP, UNICEF, UNFPA and POEA were conducted by UN Staff as a result of the trainings and mentoring activities.*

WAGI was contracted to facilitate two trainings: a training workshop on "Mainstreaming Gender and Human Rights in the UNDAF and CPAP," another workshop on "Harmonized

<sup>51</sup> Interview with Atty. Laisa Masuhud-Alamia, Programme Coordinator, Nisa Ul-Huqq.

<sup>52</sup> According to Atty. Laisa Masuhud-Alamia of NISA, information on the internally displaced peoples emerged during the conduct of the research.



Gender and Development on Project Design, Implementation, Monitoring and Evaluation. A series of mentoring sessions with specific agencies (UNFPA, UNICEF and UNDP) was also done to address their specific concerns. A total of 52 people participated in these various activities: majority coming from UN agencies (UNICEF, UNDP, UNFPA, UN-Habitat, UNAIDS, WHO, ILO, UNIFEM and UNRC) and ten came from government and civil society organizations.

Also under this output, ILO introduced the PGA through two batches of training held in 2007 and in 2009 in preparation for the actual conduct of the audit. The PGA was promoted as a tool that assesses the extent to which gender is mainstreamed and institutionalized in the organization; identifies good practices in technical work; and make recommendations on the most effective and efficient ways to address the gaps in all areas of work. Its output is organized into five main clusters: policy and programmes, partnerships, technical expertise/capacity, organizational culture and accountability based on an examination of twelve key areas of analysis<sup>53</sup>

There were a total of ten GMC members (ILO, UNICEF, UNDP, UNIFEM, UNFPA, and UN-Habitat) who trained in PGA and advocated to conduct it with their respective agencies, although three of these have already left the UN<sup>54</sup>

Actual programmes and projects were used in the first workshop to facilitate the revision process of CPAP and annual work plans of UNDP, UNICEF, UNFPA and ILO. It was also intended that training participants would use this gender and human rights approach in the preparation for the next UNDAF, the processes of which were intensified only in 2010, more than two years after the conduct of the trainings. The data collection for this evaluation took place around the same time when the UNDAF related meetings were organized, so there was no means to verify if the participants were able to utilize the framework in the UNDAF processes.

The training on harmonized GAD on project design, implementation and M & E was expected to improve compliance with a NEDA directive on the implementation of the Harmonized GAD Guidelines<sup>55</sup>. In 2009, UNDP, UNICEF, UNFPA were reported by NEDA as having complied and submitted their GAD monitoring reports.<sup>56</sup>

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<sup>53</sup> 1)Current national/international gender issues and gender debate affecting the audited unit ; and unit's interaction with national gender machineries and women's organizations; 2) Organization's mainstreamed strategy on gender equality as reflected in the work unit's objectives, programme and budget; 3) Mainstreaming of gender equality in the implementation of programmes and technical cooperation activities; 4) Existing gender expertise and strategy for building gender competence; 5) Information and knowledge management; 6) Systems and instruments in use for M and E; 7) Choice of partner organizations; 8) Products and public image; 9) Decision-making on gender mainstreaming; 10) Staffing and human resources; 11) Organisational culture and; 12) Perception of achievement on gender equality.

<sup>54</sup> Interview with Grace Agcaoli, UNICEF.

<sup>55</sup> The Harmonized GAD Guidelines is a framework developed by the ODA-GAD Network that harmonizes the gender checklists for project development in different sectors that are part of the development assistance of different donor agencies. It is used in preparing, reviewing and monitoring gender-responsiveness of project

Although the training workshops were well received by many participants, the follow-on coaching and mentoring sessions were not always well attended due to difficulties of UN programme officers to find time from their multiple priorities and muster interest in gender sensitizing their work plans.<sup>57</sup> It was also difficult to measure the results from the coaching and mentoring because these were essentially informal and open to anyone who had questions or concerns about the topics. The trainings were described by respondents from UN agencies to have enhanced their appreciation and knowledge on gender and human rights and have influenced practices at individual (work plans) and programme levels. However, these were reportedly only sustained if and when a gender focal person with a strong commitment to gender provided encouragement and reinforcement.

#### **Output 4B: Gender and Human Rights Audit of agencies and programmes**

Five UN agencies conducted the PGA (UNAIDS, UN-HABITAT, UNICEF, UNFPA and UNDP). Facilitation of the audit was contracted out to different teams composed of technical experts. UNIFEM, as Managing Agent provided direct technical support in three and acted as team leader in the PGA of UNDP.

Although the PGA was already incorporated in the results matrix of the programme, its conduct still entailed a long process of negotiations with key agency officials on whether to allow the audit; the appointment or selection of staff needed; the allocation of resources for the exercise and; the timing to match with the facilitators' availability. Even the first two agencies who agreed to be the pilot cases, were only able to be audited in 2008 (UN-AIDS) and 2009 (UN-Habitat) even though they had relatively small portfolios. This was followed by UNDP 2008-2009, UNICEF 2009-2010 and UNFPA in 2010.

The PGA provided an opportunity for involved UN agencies to critically look at the gender and human rights responsiveness of their plans, programs and activities based on practice, and was bound to expose some internal weaknesses and gaps – a fact that made sharing of audit results not easy. Nevertheless, the audited agencies reported many benefits resulting from the exercise, including: the identification of GAD-specific targets and indicators in the monitoring framework of programme portfolio and staff performance appraisals; the addition of GAD into the UN agencies' and partners' capacity building agenda; the establishment of a gender focal group instead of an individual.

Beyond, the participating UN agencies in the JP-CEDAW, there was also demand created for the PGA from the Philippine Overseas Employment Agency (POEA), one of ILO's strategic partners because of their involvement on the issue of migration. The request for assistance was coursed through the GMC and was eventually addressed and supported by ILO itself by contracting

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designs. NEDA required the submission of annual GAD monitoring reports that rate the gender-responsiveness of projects at design and implementation stages by different donor agencies.

<sup>56</sup> Acting Together: An Assessment of the Philippine Official Development Assistance – GAD Network, 31 July 2010

<sup>57</sup> "Going CEDAW in the Philippines, UNIFEM CEDAW South East Asia Programme 2005-2008", p. 160.

external consultants to conduct it (October 2009-April 2010). Follow up on action points recommended by the audit has not been undertaken by ILO in respect to the confidentiality of the results.

While widely acknowledged to have had positive impact on the programming of audited agencies, the PGA and its overall results and benefits have not been subjected to a thorough review and analysis at the GMC level towards developing a common organizational and programme strategy on gender and human rights, as was intended in the M & E matrix. Within the GMC and among other relevant stakeholders, there were contrasting views regarding the PGA’s relevance to the Convention, an issue that could have been partly addressed based on concrete evidence from consolidated lessons in conducting the audit in UN agencies.

While there is evidence that the various capacity building activities under Output 4 have enhanced gender programming and reporting among individual agencies, this impact did not translate to an increase in resources allocated for the UN joint programme as assumed in the JP-CEDAW’s M & E framework. This aspect in the design of the joint programme failed to take into account the other apparently stronger factors that determine ability of the partner UN agencies to make contributions to the joint programme, i.e. agency mandate.

**Output 5: Positive project progress generate increased political and financial support for the UN joint programme in 2007-2009**

*The joint programme was able to mobilize 735,261 USD during the three-year programme period, representing only 49% of the projected budget of 1,508,161 USD at the start of the programme in May, 2007<sup>58</sup>. The total resources consisted of 41% channeled through pooled funds and 59% contributed as parallel funds and activities.*

Figure 1: Total Funds Mobilized by UNJP-CEDAW, Breakdown by Funding Modality, 2007-2009

Pooled Funds	Parallel Funding / Activities	TOTAL
303,796 USD (41%)	431,465USD	735,261 USD

Pooled funds were raised during the three years of the programme, with more than half (56%) contributed during the first year, consistently tapering off to 23% during the second year and down to 21% on the third year. In contrast, parallel funds increased during the same period, as this modality offered a creative and alternative way by which participating UN agencies constrained by their institutional mandates could make a contribution to the programme. Actual contributions of UN agencies to pooled and parallel funding are reflected in Table 3 below.

<sup>58</sup> Three-year budget taken from document dated 8/23/2007

**Table 3: Contributions of UN Agencies to JP-CEDAW Pooled and Parallel Funds, 2007-2009<sup>59</sup>**

	2007	2008	2009	Total Pooled	Activity	Total Parallel
UNDP	98,796		33,000	131,796		
UNICEF	20,000	20,000		40,000	PGA	20,000
UNFPA	20,000	20,000		40,000	PGA	26,000
					Magna Carta of Women - IRR	13,465
UN-Habitat	2,000			2,000	PGA	3000
Unifem/ CIDA	30,000	30,000	30,000	90,000	Promoting Gender-Responsive Governance for Rural, Indigenous and Muslim Women in the Philippines (with UNDEF Round 2 grant) <sup>60</sup>	300,000
					MCW IRR	14,000
ILO					Participatory Gender Audit, Facilitators' Training Batch 1 Jul 2007	20,000
					Participatory Gender Audit, Batch 2 and Follow up Workshop,	25,000
					MCW IRR	5000
UNAIDS				PGA	5000	
Sub-Total	170,796	70,000	63,000	303,796		431,465*

The joint programme was unable to generate adequate political and financial support due to constraints in the institutional mandates of some participating agencies, wrong assumptions about how financial support can be generated and the lack of staff support to 'market' the programme to other donors.

<sup>59</sup> Source: 2009 Annual Report of "Joint United Nations Programme to Facilitate the Implementation of the CEDAW Concluding Comments" and request for extension of the programme. NB. This sub-total of parallel funds differs from the one given in the three-year report because it includes the budget of UNFPA for its PGA, which was not yet reflected when the 3-year report was issued.

<sup>60</sup> United Nations Democracy Fund (UNDEF) was established by the UN Secretary-General in 2005 as a United Nations General Trust Fund to support democratization efforts around the world. UNDEF supports projects that strengthen the voice of civil society, promote human rights, and encourage the participation of all groups in democratic processes. The large majority of UNDEF funds go to local civil society organizations -- both in the transition and consolidation phases of democratization. In this way, UNDEF plays a novel and unique role in complementing the UN's traditional work -- the work with Governments -- to strengthen democratic governance around the world. UNDEF subsists entirely on voluntary contributions from Governments; in 2010, it surpassed 110 million dollars in contributions and now counts 39 countries as donors, including many middle- and low-income States in Africa, Asia and Latin America. ([http://www.un.org/democracyfund/About\\_Us/about\\_us\\_index.html](http://www.un.org/democracyfund/About_Us/about_us_index.html))

Overall, positive progress in the project was envisaged to lead to increased financial support but given the complex nature of JP-CEDAW's activity components i.e. legislative reform, capacity building and application of CEDAW in local and sectoral settings, it was unrealistic to expect any major achievements on these outputs after the first year that would lead to increased funding allocations.

On the third year when projects have had a chance to show results, a total of \$32,465 USD were contributed by different UN agencies for MCW-related expenses and \$300,000 USD was sourced through the efforts of the Managing Agent from elsewhere in the UN system as a way to continue support for projects showing positive results during the first two years, all under the parallel funding modality. Both contributions suggest that there was still support and commitment to JP-CEDAW, but just not through pooled funding. If there was a longer time provided for projects to play out and more human resource support in packaging the programme's knowledge products, there would have been more resources mobilized for the JP-CEDAW.

Capacity building of UN personnel and agencies through training, mentoring and the conduct of the PGA was also expected to generate funding support for the JP-CEDAW as indicated in the M & E matrix, but did not materialize. A review and examination of JP-CEDAW's implied assumptions on capacity building would point to the following: first, is that capacity building takes place in a short period of time; second, is that learning on the individual level may be equated with learning on the institutional level and; third is that project officers (who were trained) can make institutional decisions about funding allocations to an initiative like the JP-CEDAW. If these assumptions had been made explicit and challenged earlier in the programme, adjustments or revisions in targets could have been made.

It has already been pointed out internally in programme reports that this funding issue "may indicate gaps in harmonized programming across agencies and how gender may still be at the periphery of development programming" (JP-CEDAW Annual Report 2009), and the evaluation supports this observation with the intent of calling the attention of the decision makers to discuss and further assess its merit. It also has to be emphasized that to develop a project that involves many issues and a range of stakeholders, it is necessary to do long-range programming and to make explicit assumptions when setting goals and objectives.

## 5. Lessons Learned

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This section discusses lessons culled from the implementation of JP-CEDAW. It starts off with the lessons based on the overall implementation of the joint programme. This is followed by the lessons on the strategies and key actions conducted in the course of implementation.

### Joint Programming

Overall, reflections and lessons on JP-CEDAW, as a joint programme designed to facilitate responses to gaps in the implementation of CEDAW would indicate the following:

1. Having built on previous initiatives of different organizations, ***the JP-CEDAW demonstrated its potential to generate interest and support in regular and creative ways***, among UN agencies for collaboration in implementing their respective mandates related to CEDAW; its potential to sustain momentum and generate incentives for collaboration in advocating for legislative reform based on CEDAW.
2. ***Joint programming that uses the CEDAW Concluding Comments as basis provided an opportunity and incentive to share complementary knowledge and experience among CSOs and between CSOs and government***, who historically would be on opposing sides on various social issues, and jointly work together towards a common legislative agenda.
3. ***The implementation of JP-CEDAW demonstrated its potential to mobilize resources under the parallel funding modality*** (as a response to the restriction by institutional mandate to making contributions to pooled funding) to support a common activity (MCW and IRR reproduction), no matter how small. If there was more time given for the implementation of the programme, projects would have had a chance to show more positive results and generate interest and additional allocations.
4. ***A programme such as JP-CEDAW, involves a combination of different interventions by many stakeholders, implying a higher level of complexity.*** This makes imperative a number of things.
  - a. First, the process of designing the project should consider the different levels of goals, prioritization of interventions and the monitoring framework and putting these together into a coherent concept. The project document should serve as the point of convergence for the different partners and should be updated regularly to accommodate major shifts in the context. It should be treated as a working, living document through which the various partners' priorities and goals are 'joined' or harmonized and from where lessons are learned and addressed. It is also important that in the overall design, long-term goals are matched with corresponding resources and time frame. Resources should be invested to ensure there is adequate and appropriate support technical expertise to ensure that problems and issues to be addressed are properly addressed by the project.

- b. Secondly, a programme like JP-CEDAW requires a clear commitment of support by concerned agencies to allow long range programming and pro-active strategies and approaches and; generate and sustain momentum for change towards the fulfillment of long-term goals. This will also address uncertainties that unsecure funding may cause among implementing partners, which does not create an environment conducive for long-term planning on their part.
- c. Third, for joint programmes to ‘come together,’ provisions for adequate human, time and financial resources are necessary to ensure smooth coordination, administration, proactive communication, monitoring and overall smooth functioning. A special case needs to be made on communication. Given the many stakeholders involved in a joint programme, proactive communication, that is multi-directional, lateral, vertical; formal and informal helps foster a ‘joint’ and concerted approach as a programme and not just as individual projects implemented in the name of a joint programme. It can also promote cross learning and provide opportunities for mutual support especially among prioritized sectors that are historically marginalized e.g. Muslim and IP women in ARMM.

The need to allocate time and other resources is also applicable to whatever body or party is designated to be responsible for overall coordination, e.g. JPSC/GMC of the programme. Making a programme with multiple interventions and different stakeholders come together and be coherent takes time and such a responsibility cannot be made a simple add-on responsibility to be done properly.

- d. Fourth, it is important to be able to identify explicitly the contributions that participating partners will be making in a joint programme. Contributions should not just be limited to funding but also in terms of provision of substantive technical inputs throughout the project cycle as a way of engaging the joint programming process. The joint programming approach is relatively new in the Philippines, so there are few experiences to get lessons and insights by, therefore it is important that even these processes, especially the deliberations conducted to reach decisions, should be carefully documented and used in improving the guidelines on joint programming.

## Strategies and Key Actions

The JP-CEDAW also surfaced valuable lessons in terms of facilitating the implementation of the CEDAW Concluding Comments in the areas of capacity building, partnerships, legislative advocacy and sectoral and local application of the Convention.

1. **Capacity building:** Capacity building is commonly used in many development projects and is also referred to interchangeably as an activity, an approach, a strategy, an output or outcome in itself. When it is undertaken to lead to a specific behavioral change,

assumptions should be clearly articulated as to what other resources or conditions in the overall context are needed to get from one point to the desired change, e.g. willingness on the part of the learner to change, availability of capital to start a business.

When the desired change is to come not just from the individual level but from an institution, the situation can be more complicated. Government staff training participants, for example who are trained to do a task that is to become part of their official jobs may not be able to fulfill that expectation because of a lack of institutional endorsement or approval from their superior or because it is not in the job description of the person to do that task. Enhanced capacity on the personal level does not automatically translate into institutional action without additional inputs.

Since people are the first point of contact for any capacity building activity, there is always a concern as to how to institutionalize benefits from it. Individuals move up, down or out of the organization, so there is a need for concrete and deliberate measures to translate immediate capacity building output to a 'product' that is readily used by the host agency. An example that illustrates a positive lesson is how the trainings for UN staff used actual projects as part of the teaching material to be worked on during the training, hence having an output that has practical use for the organization after the training. With this approach, the benefits are not lost even if and when staff decides to move elsewhere.

Capacity building activities may be considered successful when the participant is able to apply or make practical use of what s/he has learned, but for this to happen, the message of the activity has to make sense to the person. The materials and methods used in conducting capacity building should therefore take into account the needs and baseline capacity of the target group, i.e. their level of competence in the language, education level, literacy level, their professional training, etc. The forms and format in which capacity building is delivered are also important. Choosing an approach that ignores cultural and political sensitivities in a given context will only waste the resources allocated for the purpose. For example, the strategy of coaching and mentoring may be successful if there are no great power differentials between the implementers and the target groups i.e. academic institution and UN staff. However the exact same approach will not be appropriate for predominantly Christian staff from the national government to do this with Muslim women from ARMM, who feel very strongly about their autonomous status from the capital.

Capacity building is a complex, dynamic and iterative process that engages learners on their own experiences, ideas, attitudes and skills developed through constant trial and experimentation in the course of people's lives (and work). As a process, it is not achieved through a single activity and should be reviewed, reinforced or expanded on throughout the project cycle.



2. **Partnerships:** Partnership with CSOs and government demonstrated different types of results and surfaced different lessons.

Partnering with CSOs is very effective in the areas of legislative and policy advocacy and community mobilization. CSOs in the Philippines, especially NGO networks have a long history in this kind of work, often in collaboration with other networks or community-based organizations, according them credibility in their target areas or sectors. Often, NGO networks have established links with other similar formations, consult with and get their mandate from a defined constituency (individual and/or institutional members, target sectors), have their own national and local leaders who have credibility to the relevant sectors. These general characteristics are especially useful when there is a need to mobilize a support base for national initiatives or building a constituency and support for specific legal reforms.

Partnering with government entails generally slow and inflexible bureaucratic processes but once key decisions are made by the relevant authorities, it can help facilitate cooperation and support by staff, subordinate offices or agencies. One way to ensure support is to have an institutional arrangement supported by a MoA and signed by the person with the highest authority in the concerned agency. When several government agencies are involved in the delivery of project outputs, it is best to get agreement and endorsement from the government agency that has the appropriate mandate and authority over these agencies, i.e. NEDA for line departments and DILG for LGUs. Government collaboration in legislative work involving CEDAW has proven effective, its comparative advantage being access to legislative and other government decision-making processes.

3. **On Legislative Advocacy:** The successful delivery of the outputs on legislative advocacy and local / sectoral application of CEDAW surfaced the following valuable lessons that need to be taken into account in continuing to lobby for the WPLA and other related initiatives:
  - a. Sustained advocacy which incorporates the tasks of continuously mobilizing allies in the legislature and forging cross-sectoral alliances is very important to help ensure the successful passage of a law. Local constituencies also play a crucial role in pressuring their respective representatives in Congress to support a law that benefits them. Public and Congressional support especially from the relevant sector are key when pushing for a law, therefore advocates need to make long term investments in forging alliances, identifying and developing champions in the legislature and building constituencies among the relevant sectors, i.e. having Muslim support for CPML.
  - b. Different strategies are also necessary for a campaign to pass a law, to be used inside and outside congress, using different media, i.e. TV, print, radio, jingle song, focused on local and national audiences across multiple sectors. Extensive media coverage and high profile methods, though expensive, do deliver results.

- c. Overall, planning for legislative advocacy needs to take into account how much time it takes in making laws, so long term projections have to be made in terms of funding, support for broad mobilization, etc.
4. **Local and Sectoral Application of CEDAW:** There is no doubt that CEDAW is relevant to the lives of all women in different sectors but it has to be presented in a way that resonates with their own struggles. Awareness, knowledge on and support for CEDAW is promoted when linked with the local context and realities and using language best suited to respective stakeholders, i.e. ancestral land rights for IP women, land reform for women in farming. Conducting an action research is an effective way to surface local issues and problems around which an agenda for advocacy and action on human rights is built. In Muslim communities, concrete findings from action research, and not literal CEDAW provisions were effectively used for constituency building on the proposed revisions of the CMPL. Framing discussions on women's rights by using the Quran also facilitated acceptability of CEDAW by key Muslim institutions. It also helped that the facilitators for these different activities were part of the sector themselves ensuring sympathy and understanding of the local context.

## 6. Conclusions

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The conclusions presented here have been drawn out from the JP output-level achievements as well as from the challenges and lessons gained during the implementation the joint programme projects and activities with different partners. These conclusions are presented according to the parameters of programme evaluation: Effectiveness; Relevance; Validity and Coherence; Effectiveness of Management Arrangements and Efficiency of Resource Use; and, Sustainability.

### Effectiveness

**Outcome 1: Enhanced capabilities of selected national stakeholders in implementing the 2006 Concluding Comments of the CEDAW Committee in the areas of: policy advocacy for the enactment of laws and policies that comply with CEDAW; monitoring and documenting policy and program implementation at the national and local level to inform policy advocacy; sectoral and local application of CEDAW to the rights of indigenous, rural and Muslim women and; mainstreaming gender and human rights in UN agencies and programs;**

*Based on the meanings of capacity and capacity building implied in the project document and on a definition offered by UNDP<sup>61</sup>, JP-CEDAW has effectively achieved enhancement of the institutional capacities of selected stakeholders by helping to create an enabling environment characterized by conditions under three dimensions: policy environment, institutional level and human resource level.*

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Since the overall JP-CEDAW was intended to strengthen the capacities of government and women's NGOs in responding to the CEDAW Concluding Comments of 2006 as stated in its project document, it may be deduced that 'capacity building' is associated with all activities implemented under the programme's three components (not just with the activities referred to as capacity building activities in Output 2) and how they provide avenues to develop and enhance capacities through 'learning by doing.'

In the context of the JP-CEDAW, capacity is enhanced with the creation of an enabling environment for the implementation of the Convention and Concluding Comments. This enabling environment may be characterized by:

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<sup>61</sup> UNDP defines capacity building as "the creation of an enabling environment with appropriate policy and legal frameworks, institutional development, including community participation (of women in particular), human resources development and strengthening of managerial systems, adding that, UNDP recognizes that capacity building is a long-term, continuing process, in which all stakeholders participate (ministries, local authorities, non-governmental organizations and water user groups, professional associations, academics and others."

- An enabling policy and legal environment supportive of and conducive to the implementation of the Convention and Concluding Comments;
- Enhanced institutional capacities to develop gender sensitive and responsive functional structures, processes and procedures that are applied internally and externally with other organizations and sectors; and,
- Human resources who have the information and skills to perform tasks that help fulfill the mandate of their organizations towards responding to the CEDAW concluding comments and gender equality.

Based on this framework, it can be said that JP-CEDAW has made positive progress towards creating this enabling environment through the following:

***Enabling Policy and Legal Environment*** - A greatly improved and more supportive policy and legal environment for the implementation of the Convention and CCs made possible by JP-CEDAW's successful facilitation of the passage of the MCW and IRR, the filing of specific bills that are part of the WPLA. The MCW may be only one among many items in the WPLA, but it provides the key legal framework for stakeholders to continue advocating for a legal and policy reform that promotes and upholds women's human rights; to demand enforcement and compliance and state accountability and; to monitor implementation of the different provisions of CEDAW and the Concluding Comments. Another notable aspect of this improved policy environment achieved is the amendment and expansion of the mandate of NCRFW to becoming PCW becoming the lead agency to officially promote CEDAW, encourage its implementation, render oversight functions as well as taking on a more active role in law formulation. This development is expected to ensure more financial, technical, programmatic and organization support for PCW and strengthen its institutional positioning in relation to specialized government agencies to improve the monitoring of CEDAW.

***Enhanced Institutional Capacities*** - Institutional capacities of concerned government and CSO stakeholders have been enhanced to carry out respective mandates in relation to CEDAW implementation, monitoring and legislative advocacy. NCRFW and women's NGO networks have enhanced their institutional capacities through their successful delivery of legislative advocacy on the MCW and the WPLA; employment of strategies to help push for the MCW; through their experience of collaboration with sectors other than their own (government with CSOs and vice versa), with NCRFW using their access and official government position in accessing legislative processes and NGOs mobilizing their constituency nationwide, establishing allies on different levels of the legislature; harnessing strengths and building synergy with others CSO networks and media.

National and local women's NGOs have elaborated on their national and regional decision-making structures, organizational and programming processes and procedures with their positive experience in piloting the application of the Convention to the context of rural women in target fishing and farming communities and IP and Muslim women in ARMM. In particular, they have developed a stronger, more directed evidenced-based advocacy agenda focusing on local policies and practices that discriminate against women. The women's groups have also

successfully influenced local policy to include women in natural resource management bodies, local development councils and GAD mechanisms. Different duty bearers have been influenced to provide IP women health services and opportunities for sustainable livelihood through organic farming; have convinced authorities to increase the allowable age at marriage to 18 years for IP women. NGO networks and their partner community-based organizations may have well established track records in advocacy and community mobilization in their respective sub-sectors prior to the programme but doing this with a human rights and CEDAW perspective further strengthened their capacity to attain their goals and objectives.

Partners from the academe, as producer of future lawyers and public administrators and as professional resource in technical areas have further developed these competencies by being able to incorporate CEDAW perspective in the curriculum and by training faculty on the new materials.

The UN, in its work with the government as donor and partner in development developed their institutional capacities in mainstreaming gender in their programming and in advocating for policies and measures that effectively mainstream gender in their respective organizations. UN agencies that underwent the PGA used different methods to convince agency management and leadership to adopt recommendations on partner selection, capacity building approach, programming, by using concrete findings and recommendations from the audit. The GMC has also been enabled to take on the role as an in-house resource pool on gender mainstreaming and the PGA.

**Human Resources** - In the area of human resource development, interventions and results were delivered successfully, which prioritized government, national and local CSO staff, UN officers, members of local organizations to enable them to help fulfill the mandates of their respective organizations. Staff and members of the different organizations were the immediate subjects of these interventions with the intention that they will be able to help translated key messages to the level of institutional practices.

Overall, there has been very positive progress towards enhancement of the institutional capacities of the different stakeholders but this impact tends to favor the side of the CSOs. Historically, Philippine CSOs have been an active and strong player in different levels of governance in the Philippines. In recognition of their contribution, government has welcomed their various inputs to different government undertakings. With the opportunity provided by CEDAW in framing their advocacy and community mobilization work, they have further enhanced their capacities in these areas.

While progress has been significant and strategic, it should be emphasized that this is only in a preliminary way, considering the level of complexity of the problems being addressed. As the UN definition describes capacity building, 'it is a continuing process,' and whatever results have been achieved are only as good as how much they are sustained and expanded.

In contrast to these gains, the institutional capacities of specialized government agencies and CSOs in monitoring and documenting policy and program implementation at the national and local level have not been effectively addressed. On the part of CSOs especially at the local level, this gap was linked to a lack of an appropriate monitoring framework that they themselves can apply in their context. On the government side, there has been a lack of buy-in and participation from line agencies for the use of the monitoring framework because they have to wait for an order from offices with a more appropriate mandate. The challenge that remains is how to monitor the implementation Convention in a systematic and sustained way.

**Outcome 2: Positive progress in women’s human rights in most areas specified by the Concluding Comments will be reported in the next Philippine periodic report to CEDAW in 2010.**

*There has been significant achievement in the promotion of women’s human rights as specified in the six Concluding Comments. JP-CEDAW was able to address most of these comments effectively through closely interrelated activities and interventions, also reflecting how the Concluding Comments were not independent of each other and were in fact mutually reinforcing.*

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In addressing the CEDAW recommendation, ‘to clarify the status of the Convention in the national legal system, ensure that the Convention becomes fully applicable in the national legal system, and include a definition of discrimination in national law,’ JP-CEDAW achieved a strategic victory by facilitating the incorporation of substantive elements in the MCW and seeing the proposed legislation through its final passage and approval through sustained advocacy, inter-sectoral partnership and collaboration and the use of a variety of campaign methods and other strategies e.g. building on synergy of partners' previous work.

As recommended by the CEDAW Committee to “undertake a systematic review of all legislation and initiate all necessary revisions to achieve full compliance with the provisions of the Convention; intensify dialogue with the Muslim community in order to remove discriminatory provisions from the Code of Muslim Personal Laws; sensitize parliamentarians and public opinion regarding the importance of these reforms,” the joint programme has put together and consistently pushed for the WPLA as the guiding framework for legislative reform, including the Code of Muslim Personal Laws. Most of the ground work and social preparation in pushing for the MCW have been laid out and tested and can be utilized for future work, even with a new congress. Stronger and more targeted evidence-based legislative advocacies can be made possible because of research data generated by JP-CEDAW on gender issues confronting Muslim and IP women in ARMM.

Integral to the MCW is the expansion or amendment of the mandate of the national machinery on women, changing its name from NCRFW to PCW, with its new functions to include oversight, monitoring and implementation and a more active role in legislation work. This effectively addresses the CEDAW comment “Give urgent priority to strengthening the national machinery

*for the advancement of women and to provide it with the authority, decision-making power, and human and financial resources necessary to work effectively for the promotion of gender equality and the enjoyment of women's human rights. The Committee recommended that the national machinery take a more proactive role in formulating laws, policies, and programmes for the effective implementation of the Convention, as well as in monitoring the Philippine Plan for Gender- Responsive Development and the use of the gender mainstreaming strategy in all sectoral departments to realize the equality of women with men."*

Through this expanded mandate, the institutional positioning of NCRFW has been strengthened and is now assured. This new mandate will enable the national machinery to adopt proactive measures to address the reasons for the inadequate response given to the CEDAW recommendation on the need to "strengthen capacities of government agencies, especially the national women's machinery, on monitoring compliance, progress in women's situation, and major gaps in achieving women's rights.

The joint programme was also able to effectively respond to, albeit on a pilot scale, the CEDAW comments calling attention to *"the need to prioritize the rights and access to basic services of IP and Muslim women in ARMM and rural women, and women's political and public participation particularly among IP and Muslim women"* and *"to the needs of rural women, indigenous women and Muslim women living in the ARMM, ensuring that they have access to health care, social security, education, clean water and sanitation services, fertile land, income -generation opportunities and participation in decision - making processes"* through the following:

- Linking with and strengthening a mass base and leadership of rural, IP and Muslim women in the target areas to claim and demand for their human rights including access to health services, opportunities for sustainable livelihoods;
- The generation of concrete data on the situation of rural, IP and Muslim women as concrete basis for advocating specific changes in traditional practices, local ordinances, policies and plans with their traditional leaders, LGUs and the regional government (ARMM) and line agencies.
- Facilitating the process of testing specific arena for engagement by IP and Muslim women in ARMM and rural women in target areas as rights holders, with duty bearers i.e. LGUs, GAD committees or local GAD mechanisms, local development councils, community-based resource management bodies, electoral processes, regional development council on the peace process
- Identification of different ways of engaging duty bearers at the appropriate and most responsive level (i.e. regional ARMM vs. provincial; regional ARMM vs. national)
- Capacity building of and engagement with NCIP on their GAD policy, planning and budgeting as a step towards reaching the estimated IP population of 700,000 nationwide (as of 1993)
- MWG engagement of the MWG of the Regional Development Council on the peace process in non-ARMM Mindanao

Efforts to address the comment on monitoring and reporting on national development (MDGs) goals were not successful.

Overall, JP-CEDAW has contributed significantly to efforts that respond to the CEDAW Concluding Comments on the national, meso and local levels, particularly in the areas of legislative and policy advocacy and in the application of CEDAW in the local contexts of rural women in fishing and farming communities and IP and Muslim women in ARMM.

The programme has been generally effective in the delivery of its outputs and outcomes. It has partially but strategically achieved most of its outputs that directly respond to the Concluding Comments: partial, considering that the problems addressed by the programme goals were complex and structural in nature, and strategic in the sense that initial gains can provide the basis for pursuing further work e.g. policy, successful modeling / piloting. One output where significant gap remains is in monitoring of policy implementation by government and CSOs, a function that is also crucial for tracking overall progress in CEDAW implementation.

The JP-CEDAW responded to the UN Development Assistance Framework outcome statement on good governance and the CPAP strategy for fostering democratic governance. JP CEDAW's contributions in opening up the spaces for policy collaboration between duty-bearers and rights holders are positive steps for improvement in accountability, gender-sensitivity and participatory governance. There are varying local contexts, particularly, in ARMM which are relatively constrained. The local partnerships generated from the programme points to the potential to develop innovative strategies and partnerships in these diverse contexts.

### **Relevance and Strategic Fit**

*JP-CEDAW was implemented within a highly complex context that posed structural, cultural, religious and institutional challenges to the achievement of programme goals. The programme was highly relevant and has a strong strategic fit based on how it was designed to respond to the gaps in one of the country's international human rights obligations, CEDAW.*

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JP-CEDAW fits well with the Philippine government's MTPDP priority on mainstreaming GAD which covers gender responsive components on poverty alleviation, job creation, and gender equality. With the integration of the MDGs into the MTPDP, the continuing relevance of gender equality and women's human rights in development and governance remains a core priority.

By tailoring its design to the CEDAW Concluding Comments addressed to the State, the JP-CEDAW was able to support and build on the Philippine government's efforts to fulfill their international human rights obligations and development priorities. The legislation of the Magna Carta on Women enshrines women's human rights in alignment with the international commitment of the Philippines specifically to CEDAW. The passing of the MCW provides the handle to address the inconsistencies of other laws which have been identified in the Women's Priority Legislative Agenda (WPLA).



The support given by the JP CEDAW to develop the capacity of the national government machinery and national networks of women organizations provided a platform for interaction and sustained engagement of government and civil society organizations. Collaborative participation is noteworthy in legislative lobbying, networking for policy advocacy on gender and human rights, enforcement of laws, and prioritization of vulnerable sectors among fishers, farmers, indigenous and Muslim women. An increased awareness among partner national government agencies on gender and human rights as a result of the programme sharpened the responsibilities of state institutions for the enforcement of existing laws promoting gender equality and protecting women's human rights.

The situation of women in farming and fishing communities and among indigenous and Muslim women have been accentuated and brought to the fore. The programme surfaced specific issues to be able to better understand the vulnerabilities of women in diverse local contexts.

The JP-CEDAW recognized and responded to the national government's development priorities by allocating resources and providing a focus on the situation of women in rural, IP and Muslim communities. These groups are identified as the most disadvantaged among the Philippine population and are located in the central and southern section of the country. The sites of a number of the JP-CEDAW's projects (Visayas and Mindanao) were in areas described by the recent MDG report as the sites where a higher proportion of the populations live below the subsistence threshold relative to the national estimate."<sup>62</sup> Mindanao is ironically the richest in natural resources yet the most poverty-stricken island, a situation brought about by years of armed conflict and historical exploitation of these resources by big multinational corporations. ARMM, a project site of the JP-CEDAW, is one of the regions with the highest subsistence incidence. The position of IP and Muslim women, while being culturally defined, is also politically constrained given the specific norms and values espoused by their traditional cultures. As such, women's responses to seek institutional reforms in local power structures both in government and traditional structures continue to need serious support. Their efforts to overcome local challenges in ensuring the protection and promotion of their rights, participating in local governance processes, and initiating community-based efforts for improved and sustainable livelihoods require the sustained support of national government and international agencies.

CEDAW remains as an anchor for NCRFW in terms of establishing its leadership on gender policy and programming in the Philippines as now established by the MCW. A remaining precondition for effective horizontal and vertical collaboration is for NCRFW to pursue its effort to work with NEDA on the harmonization of monitoring indicators on gender and with DILG on the guidelines for a gender and human rights based GAD planning and monitoring.

The emergence of recent issues such as climate change and its impact on women and the persistence of obstacles such as poverty and conflicts reinforce the need for innovative strategies on how international conventions such as CEDAW can facilitate appropriate responses to urgent local women's issues. Women in farming and fishing communities who live in disaster-prone areas and whose livelihoods are dependent on natural resources and affected by disasters have developed their advocacies and have expanded their advocacies at the national level to integrate gender dimensions in the National Climate Change Action Plan.

JP CEDAW responds to the corporate mandate and priorities of UNIFEM and remains relevant in terms of its purpose of promoting gender equality and enhancing its catalytic and innovative role in promoting gender equality and partnerships among various stakeholders in government and civil society. JP CEDAW implementation connects with key actors at the national and local level who continue to promote gender equality and gender rights as a cross-cutting concern in development and governance expanding the constituencies and network of partners of UNIFEM and the UN-GMC.

Finally, The JP CEDAW implementation provided valuable learnings from experiences in complex settings on the ground and insights on joint programming among UN agencies to strengthen action on gender equality, women's rights and gender mainstreaming in planning and programming. The combination of programme actions among UN agencies and the development partners in government and civil society organizations cultivated both individual advocates and organizational commitments in key institutions.

## Validity and Coherence of Programme Design

### Programme Design

*As a pioneering effort, JP-CEDAW was put together following only general UN guidelines on joint programming and did not really benefit from expert guidance that could only have come from actual experience. It was therefore also a process of learning and discovery for the GMC members.<sup>63</sup>*

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Responding to the CEDAW Concluding Comments will entail a diverse range of initiatives by different groups, a challenge to capture in one logical framework. After JP-CEDAW was launched in May 2007, its project document underwent a number of changes and refinements.

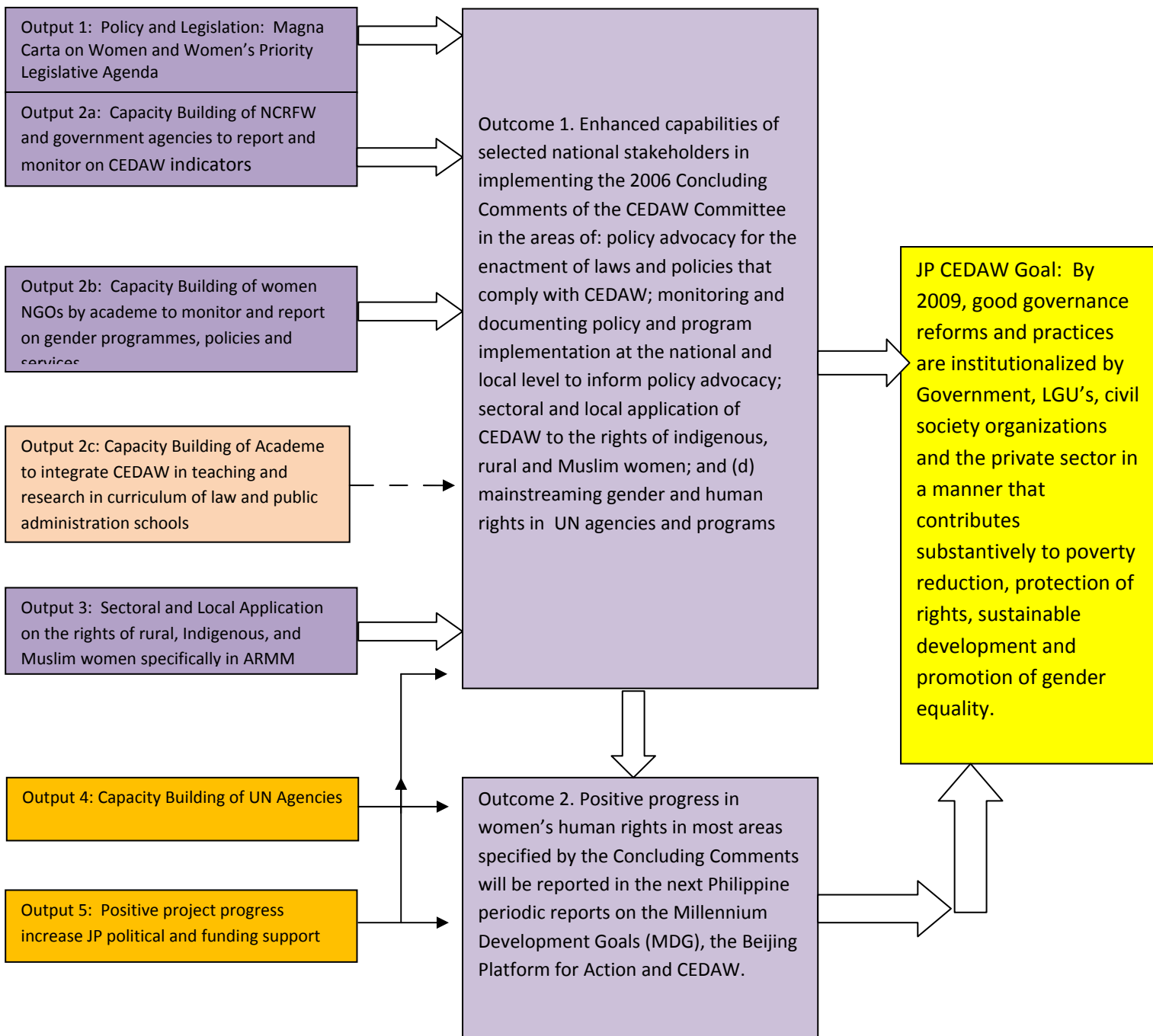
In the results chain, outputs are orientated towards the realization of the defined outcomes and are linked to activities and strategies. The challenge confronting the achievement of the two programme outcomes is that it cannot be achieved simultaneously. The capacities of selected stakeholders in implementing the 2006 Concluding Comments of the CEDAW Committee would have to be built at a level that will allow attainment of the second outcome - *positive progress in women's human rights in most areas specified by the Concluding Comments*

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<sup>63</sup> Interview with Luz Rodriguez, National Coordinator of UNIFEM Project Office, Philippines

will be reported in the next Philippine periodic report to CEDAW in 2010. No specific outputs were identified for these outcomes.

### RESULTS CHAIN: Joint Program on CEDAW



The results chain above illustrates the output-outcome-goal relationship. All the five outputs do not have the same direct relationship with outcome 1. Specifically, the outputs involving the revision of academic curricula and the capacity building and the conduct of the PGA in UN agencies cannot be linked to the outcome or the CEDAW Concluding Comments in the same way as Outputs 1, 2a, 2b and 3. To illustrate, the work undertaken to incorporate the CEDAW perspective in the law and public administration curricula, although completed, were not mainstreamed and maximized in the schools, nor were they 'picked up spontaneously' by the other JP-CEDAW stakeholders involved in capacity building and advocacy. While this was good way of utilizing the strengths of university-based faculty associations, their output did not directly address gaps in the implementation of the Convention.

Similarly, the outputs that sought to enhance the capacity of UN staff and agencies in gender mainstreaming may have positively impacted on the respective agencies' and some of their partners' programming processes, but these would still require a number of major interventions to link these results more directly to addressing the CEDAW Concluding Comments. Notwithstanding the lack of direct links with the outcomes, it should be emphasized that all the UN-focused activities, i.e. capacity building, PGA, resource mobilization, played a crucial role in the successful implementation of the programme because they were intended to generate increased political and funding support for the programme, and thus had an enabling effect.

The monitoring and evaluation of JP-CEDAW is guided by its M & E matrix, which was only fully developed during the programme's second year when all the partners had been finalized. Milestone indicators were provided on a yearly basis for each of the outputs which tended to be stated as tasks or activities themselves or indicators of specific activities. To cite two of many examples, indicators used for Output 1 on legislative advocacy and Output 4.1 on capacity building of UN staff were: "follow up technical notes supplied to legislators and technical staff on the application of CEDAW and gender-responsive provisions to the amendments to the Constitution by women CSOs and allies in Congress: and "intensive training of UN programme staff as in-house coaches and mentors on mainstreaming gender and human rights," respectively. The more appropriate output indicators were qualitative in nature with no clear definition as to their standard or verifiable meaning, as shown in this sample indicator for Output 3 on the local and sectoral application of CEDAW in specific contexts, which states: "LGU and CSO progress / accomplishment reports indicate positive progress in gender and HR situation." For the higher level objectives (outcomes), no indicators were identified at all.

Some of the groups given the responsibility for specific outputs in the M & E matrix were not even party to JP-CEDAW directly and therefore had no obligation or accountability to the programme, even though these groups, the women's committees of the House of Representatives and the Senate, local legislative leagues and CEDAW Watch, may be considered as important stakeholders in the broader picture of national monitoring of CEDAW implementation. In general these gaps made tracking progress and measuring impact of the programme difficult.

The M & E matrix also did not identify and state any assumptions as to what would constitute a favorable environment to achieve targets or the opposite, risks, given the numerous and overwhelming structural constraints posed by the national and local contexts and the broad range of stakeholders with a large potential for differences in perspectives on key issues. The timely consideration of certain assumptions in the overall context e.g. socio-political and security situation in of ARMM, cultural and political sensitivities between Muslims and non-Muslims, between ARMM and the national government, the existence of tension between line agencies in the bureaucracy, would have allowed a more realistic setting of objectives, etc. A careful examination of official mandates and project performance records would also have helped JP-CEDAW in selecting a combination of complementary partners from government and the academe. The successful promotion of gender equality and fulfillment of human rights in a highly politicized context such as the one in the Philippines is necessarily a long-term process and one that requires a critical mass of champions in key positions and not just in one government agency.

The JP-CEDAW had clearly defined and working mechanisms set up for monitoring and evaluation on different levels. On the programme level, the main mechanisms for monitoring of JP-CEDAW were the annual narrative and financial report prepared and submitted by the Managing Agent to the JPSC, who takes up these reports together with all its other activities and plans, during its annual retreat. Verbal and informal updating was also done during the bi-monthly meetings of the GMC where UNIFEM is also a member. The annual narrative as prepared following the format of the M & E matrix. The baseline document for the project was partly anchored on the 2006 Concluding Comments to the Philippine Progress Report to CEDAW, the 5<sup>th</sup> and 6<sup>th</sup> Philippine Progress Report to CEDAW, the NGO Shadow Reports, and the Gender in Governance Proposal submitted to UNDP in August 2006.

Project monitoring was done through multi-level meetings and interactive fora, written documentation and periodic visits to major activities of implementing partners. UNIFEM as the Managing Agent convened three partners' meeting three times during the programme, an orientation at the start of the project, mid-term sharing and a synthesis meeting towards the end of the programme. Implementing partners also submitted written reports at least two times, at mid-term and end-of-contract, to coincide with fund tranche releases. Unfortunately, these reports mostly consisted of accounts of activities undertaken for the period without reflecting the goals and objectives of the overall programme, suggesting a lack of awareness or appreciation of the overall programme concept and joint approach.

The outcome-level link of JP CEDAW to UNDAF requires the programme to be accountable and compliant to the UNDAF Monitoring Framework as well as to the UNCT Monitoring Procedures. On the other hand, as partners of JP CEDAW, the participating UN Agencies, especially those that contributed to the pooled funds are expected to link the JP M& E to the results-based monitoring of their respective agencies. JP CEDAW was also designed to respond to the Rights and Reform Outcome of UNDP CPAP particularly in delivering on gender equality results viz good governance. The UNDEF assistance was anchored on this. Given this web of reporting requirements, a sound M&E system could have helped JP CEDAW communicate its results and

gains within the UN System and the ODA GAD Network and could have very well supported the marketing/resource mobilization aspects (Output 5) of the joint programme.

Despite concerns in the programme design and logic, the use of a number of implementation strategies however helped make the programme ‘come together’ and be more coherent.

### **Programming Approaches and Strategies**

*After the JP-CEDAW was developed collectively by the GMC, its ‘joint character’ was further elaborated on by the MOU entered into by the different participating agencies. Synergy with other UN programmes and strategic partnership building are among its core programming approach.*

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The MoU tended to emphasize the role of the participating agencies as fund contributors. The project document also may have discussed the role of the GMC as the JPSC, but the MoU did not clearly identify what other substantive contributions the members could make in other areas, such as in provision of technical assistance and taking part in joint monitoring missions and in ways that maximize the use of members’ technical expertise, accommodate their limited time availability and promote collective learning.

JP-CEDAW also utilized a number of programming strategies in its implementation. During the initial phase of the project, JP-CEDAW benefited from two closely related strategies. The first was to build synergy with other related initiatives within the UN e.g. the UNIFEM Programme Facilitating CEDAW Implementation in Southeast Asia (CEDAW SEAP), the UNDP project on mainstreaming HRB. There was also synergy with CSOs which was facilitated by the conduct of a rapid inventory of CEDAW-related initiatives, allowing GMC to identify the key actors (and their respective contributions) that they could work with. This synergy of resources and different interventions was a major factor in the successful delivery of the programme that could not have been achieved by JP-CEDAW alone, especially considering its limited funding and short duration.

The second implementation strategy used by JP-CEDAW was partnership, in terms of its selection of partners and the forging of partnerships. Much of the success of the JP-CEDAW may be attributed to the various partners it selected. Partnerships with national NGO networks enabled the programme to effectively tap on these organizations’ established experience in their respective fields, their leadership and broad membership which are crucial in social preparation for JP-CEDAW projects. Selection of partners based in the target areas, such as the Muslim women’s groups was also strategic as they provided ready access and credibility to the targeted sector, facilitating the acceptability of JP-CEDAW projects and the achievement of its targets.

The combination of national and local partners as exhibited by JP-CEDAW is crucial to the success of UN-JPs as it strengthens constituencies and open up spaces at sub-national levels

and provide the link to GAD mechanisms and processes at the provincial, municipal and barangay levels. This partnership strategy responded to the need to strengthen women's participation in sub-regional and local government mechanisms ensuring women's access to basic government services, especially among the poor and vulnerable.

The choice of NCRFW as the main government partner was already described to be a given, considering that it is the state machinery charged with oversight of CEDAW. Although NCRFW was able to implement its share in pushing for the WPLA especially the MCW, its success may be largely attributed to the partnership that was forged with CSOs active in women's rights advocacy. The difficulties faced by NCRFW to deliver outputs they were responsible for suggests that there is a need to explore other approaches in partnering with government that takes into consideration all mandates relevant to CEDAW implementation and monitoring, such as those of NEDA and DILG. Even with NCRFW's new mandate as PCW, it will still need support and time to address its organizational management issues before it can take on project responsibilities.

The other item on partnerships is how JP-CEDAW facilitated the forging of partnerships with government and a national women's NGO network and successfully harnessed the comparative advantage each had to offer, the government with its access to legislators and the NGO network with its skills in advocacy and mobilization of public and media support.

Capacity building as a strategy by JP-CEDAW was implemented across all three components (legislative advocacy, capacity building and local / sectoral application of CEDAW). It was delivered in different formats, mostly structured trainings, but also included study action groups, on-the-job mentoring and coaching, technical advice, action research, round table discussions and other similar events. JP-CEDAW also defined areas of CEDAW implementation around which capacities were developed, in monitoring, local application, and legislative advocacy. Capacity building of UN staff and agencies was intended to make programming processes more gender responsive. The activities were designed to help generate specific behavior change output: generate CEDAW-framed official data to aid CEDAW monitoring; sensitized academic syllabi with CEDAW principles and provisions; monitoring CEDAW implementation; and apply mainstream gender in UN programming.

Achievements in legislative advocacy and local / sectoral implementation of CEDAW demonstrate the useful role capacity building can play in mobilizing support to target reforms and calling attention to gender discrimination in local situations that need to be addressed. The various capacity building activities organized for these components responded directly to the need to push for gender responsive laws or concrete changes in their immediate environment and were also organized by people who were familiar, credible and also drew from local contexts in delivering their messages. Most importantly, they were designed to bring about behavioral changes that were within their purview to deliver and were relevant to the participants i.e. changing the allowable age at marriage, signing up for the enactment of laws that enshrine women's human rights e.g. rights to reproductive health, livelihoods, freedom from violence, participation in local decision making processes. In contrast, the capacity

building carried out for the output on capacity building on monitoring of policy and CEDAW implementation was not as successful because first, the expected institutional behavior output aimed at, required formal bureaucratic endorsement that the project implementer was unable to secure in advance. Second, the material used for the training was not adapted to the context of the participants (examples, language, etc.) making practical application and use of materials (standard monitoring tools for CEDAW) after the training difficult if not impossible. Third, is that the specific format of capacity building touched on the cultural and political sensitivities of the target participants, so that the activity could not anymore be effectively implemented.

The programme also discussed implementing its projects by phase: the first phase being capacity building, followed by implementation of CEDAW in local and sectoral contexts and finally by the consolidation phase (of progress and gains). The rationale for the phasing was that the capacity building phase will first develop the skills needed to implement the next phase. Based on programme records however, this phasing strategy was not followed because projects on legislative advocacy CEDAW local / sectoral application started on the first year. However, this did not seem to have any negative implications on the projects implemented by CSO partners, suggesting that they already had the necessary competency to implement their own projects.

### **Effectiveness of Management Arrangements and Efficiency of Resource Use**

*Management arrangements were generally effective, strong in terms of facilitating project development and implementation but with weaknesses in activities related to consolidation of gains and other related tasks on the programme level.*

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Management arrangements were clearly defined in all aspects of operation for the Managing Agent but not as much for the JPSC, especially in the area of more substantive monitoring. Meaningful national participation (leading to ownership) was provided for but did not materialize because of organizational challenges confronting the national machinery. Management arrangements were generally effective, strong in some aspects with weaknesses in a few areas. It put a heavy workload on the Managing Agent that included tasks and functions required under the parallel and pooled funding modalities, resulting in inadequate attention given to a number of both substantive and support functions. The pooled and parallel approach to fund management were able to provide substantive support to projects and activities that directly responded to the Concluding Comments, demonstrating the potential for the two approaches to support programme delivery directly. Cost efficiency was kept to a minimum but may have sacrificed the provision of other crucial management functions.

### **Responsibilities in Overall Management**

*The MoU and the project document defined the responsibilities of the Managing Agent in great detail but did not do the same for the other UN organizations.*

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The JP-CEDAW was covered by an MoU from among five UN agencies, UNDP, UNICEF, UNFPA, UN-Habitat and UNIFEM, that defined the specific roles and responsibilities of the managing agent, being UNIFEM and the participating UN agencies. The UNCT designated the UN GMC as the JPSC to coordinate and facilitate the effective and efficient collaboration between the Participating UN Organizations and the GOP for the implementation of the Joint Programme. The UNCT did not have a direct role in the programme but was regularly appraised on the progress of the joint programme at its regular meetings by the GMC chair.

UNIFEM as Managing Agent appointed its national coordinator to carry out the broad range of tasks identified in the MoU covering programmatic, financial and administrative responsibilities as well fund raising on top of her other duties related to the UNIFEM portfolio in the Philippines. Although administrative and finance support from the project office in Manila and the sub-regional office in Bangkok were provided, the JP-CEDAW workload involving 15 projects and 10 partners (plus the five PGAs) may just have been too much. While the selection and approval of projects was the joint responsibility of the JPSC and the Managing Agent, the task of providing and technical assistance required a lot of resources that took away attention from other important tasks, which could have helped improve the joint programme's coherence and sustainability. Some of those substantive tasks that would have benefited the programme include: the packaging of the programme's 'knowledge products,' e.g. research on IP and Muslim women, a case study on the collaboration between the Mindanao Working Group and the Regional Development Council, generated by some of the projects, as a way to raise funds from different donors more proactively; organizing and conducting JP-CEDAW-dedicated activities (as opposed to 'ride-ones' in the GMC programme) that would facilitate reflection and culling of lessons from common activities like the PGA; organizing more activities among implementing partners to foster dialogue and a sense of collaboration and ownership of their joint efforts. Support tasks that were no less important but could have been addressed were: ensuring better quality of reporting by partners and the programme (i.e. consistent and accurate alignment with the M & E framework, clarity of data sources, accuracy / consistency in accounting of funds, documentation of activities, etc.); ensuring efficient and accurate knowledge & information management (that would guarantee access and availability and clearly indicate various versions of programme document, M & E framework, budget, individual project proposals).

The MoU and the project document defined the responsibilities of the Managing Agent in great detail but did not do the same for the other UN organizations except as members of the JPSC, for them to participate in bi-monthly meetings, a task some members of the GMC opined could have been made more engaged and substantive. It was noted that the JP CEDAW Project Document was not signed by the participating agencies and by its national partner NCRFW.

## **National Participation**

*NCRFW, being the national machinery for CEDAW, was brought in as a part of the JPSC, and in addition, was designated as the lead implementing agency. JP-*

*CEDAW directly supported NCRFW in its mandate to monitor CEDAW implementation, this being intended to promote national ownership.*

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The project document supports this in stating that the accomplishment of the programme was meant to be synthesized and incorporated into the CEDAW reporting process (Project Document, 31 May 2007). Despite these provisions for support and promotion of national ownership of the programme, no institutional plans were put in place by the government agency to follow through with programme achievements. National ownership was greatly constrained by the organizational concerns of NCRFW including its inability to take part in the JPSC / GMC meetings regularly.

## **Fund Management**

*JP-CEDAW utilized both pooled and parallel funding mechanisms, the former accounting for 41% of the total funds.*

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As has already been mentioned, funding support decreased heavily after the first year despite having already projected a budget, thereby affecting the follow up of projects that showed initial success. This gap however also provided the impetus to source other funding sources, i.e. UNDEF. The agencies that were constrained by their mandates to contribute to the pooled funds opted to do parallel activities.

Pooled funds were used to support projects implemented by external partners with the exception of the resources used for the UNDP PGA. On the other hand, parallel funds were used for three main activities: the first was the conduct of trainings and PGAs (23% of the parallel resources); the second was the support provided to the reproduction of the MCW and its IRR (7% of parallel funds) and third is the continuation of earlier projects on the local and sectoral application of CEDAW for rural, Muslim and IP women by Nisa Ul-Haqq and PKKK, a project on “Democratizing Governance through Special Measures to Realize Rural Women's Rights and Economic Entitlements,” (70%).

Both approaches provided funds that directly responded to the CEDAW Concluding Comments (Output 1, 2a, 2b, 3): 89% of the pooled and 77% of the parallel funds. The successful delivery of the above output, though in varying degrees, demonstrates that both funding modalities have the capacity to support programme delivery directly.

Considering the amount of resources used on the PGA, the overall contribution of parallel funds would even have been greater if management exerted deliberate efforts to link more directly the benefits derived from the individual PGAs to addressing the CEDAW Concluding Comments. The timing of the PGAs, being a function of the participating UN agencies’ processes and procedures, also had a bearing on the overall outcome of the programme. The PGAs were intended to build capacity in and create an internal demand for gender mainstreaming within

the participating agencies and their partners and to increase political support and funding commitments for the joint programme. For this to happen, the audits should have been conducted at the beginning of the joint programme. However, most of the audits were done only on the second and last years of the programme when corresponding human and financial resources for the activity was made available. Because of this, benefit from the parallel resources (at least the resources used for the PGA) was not maximized.

### **Efficiency of Resource Use**

*JP-CEDAW helped ensure cost efficiency by implementing certain activities and strategies. The conduct of a mapping of CEDAW-related initiatives on law reform, capacity building, etc. at the beginning of the project allowed the programme to identify and locate the most qualified partners. It not just ensured the best use of joint resources but it also ensured the complementary use of resources and maximized synergies among national partners and UN agencies. This process also helped avoid possible duplication of efforts by different groups resulting in waste of resources.*

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One strategy that was not so helpful in attaining efficiency was the priority given to partnership with government institutions, which are, by their nature, bureaucratic and tend to have hierarchical and slow decision-making processes. JP-CEDAW's experience in working with government agencies directly or indirectly caused delays in project start up and consequently, in project completion because of slow decision making related to the formalization of cooperation between agencies and lack of skills in contingency planning in prioritizing the most appropriate targets groups and areas.

The seven percent management fee taken from the participating agencies' contributions also represented a relatively small amount from the total pooled fund in relation to the volume of work that the Managing Agent had to provide not just to activities supported by pooled funds but also to parallel activities, especially in conducting the PGAs. While this arrangement may have kept operating and management costs to a minimum, this may have also sacrificed certain services and output mentioned earlier.

### **Sustainability**

*JP-CEDAW addressed the need for sustainability in its project concept and design and through certain approaches and strategies. As an initiative to support government efforts fulfill an international obligation and to support NCRFW to carry out its mandate in coordinating and monitoring CEDAW implementation.*

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The programme however was unable to ensure that its achievements or its processes are sustained and fed into national processes in CEDAW reporting. The programme's strategy of selecting CSO partners and building on their priorities and resources may have better ensured

sustainability through partners' own programmes and initiatives. Two other strategies that were used deliberately to ensure sustainability, capacity building and networking, also delivered results.

Elements in the concept and design of the programme may be viewed as efforts to promote if not ensure sustainability. Having been conceptualized to respond to the CEDAW Concluding Comments also meant building on government's own efforts to fulfill an official obligation or supporting NCRFW in its mandate to monitor and coordinate CEDAW implementation. This intent was further strengthened with the decisions to have NCRFW be part of the JPSC and be the lead implementing agency. As has already been mentioned however, no institutional plans were put in place by the programme that would have facilitated the process of programme achievements feeding into national processes in CEDAW reporting. No deliberate measures were also taken by the government partner to follow through with programme achievements, whether as a mechanism for coordination and monitoring of CEDAW-related efforts by various stakeholders or just to continue activities they initiated as part of their project under JP-CEDAW.

Sustainability in the sense of promoting national ownership may then be described to be not fully realized because of the national machinery's inability to make concrete plans to continue or build on the achievements of the programme.

JP-CEDAW's strategies on selection of CSO partners and building on their relevant experiences, priorities, resources and capacities may also have increased the likelihood that programme initiatives will be continued, replicated or expanded through the partners' own programmes, although this is also dependent on the ability of different partners to get financial support from other sources.

Although the project document makes no explicit provisions for sustainability, the GMC considered this a serious issue and discussed ways on addressing it. One of these was through capacity building of UN agencies and staff. Capacity building activities were designed and so participants can apply the skills to the processes in UNDAF and individual agency programming, ensuring that gender mainstreaming is institutionalized and therefore sustained. The PGA also complemented this through a systematic process of diagnosing gaps and suggesting concrete measures on how to address these on the institutional level.

Also as an outcome of the series of capacity building activities organized for UN staff was the development of the capacities of in-house resource pool on gender and the PGA who is expected to sustain momentum in overall gender mainstreaming efforts of the UN even after JP-CEDAW.

Aside from capacity building, the Managing Agent representative also discussed how networking may have enhanced sustainability as it was conducted to help address funding gaps, and delivered results. Through networking they were able to raise additional funds to support

the continuation of two JP-CEDAW projects. It may be said that networking was an effective strategy in ensuring project continuity.

# 7. Recommendations

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This section presents specific recommendations based on the findings and analysis of the evaluation report. The recommendations are clustered according to the 5 evaluation criteria.

As a continuation of the UN thrust on "Delivering as One" and based on the positive achievements of JP-CEDAW, it is generally recommended that the GMC/JSPC continue to support the CEDAW reporting process using the joint programming approach. In recognition of the preliminary but strategic achievements of JP-CEDAW outputs and outcomes, it is recommended that specific initiatives of the programme be continued in a way that builds upon the gains from the previous period. Specifically, it is recommended to:

## 1. Effectiveness

- a. Intensify advocacy towards government institutions (including DOJ, Police, LGUs) for the operationalization and enforcement of MCW with the following key elements: Information campaign at national and local levels; improved capacities for monitoring and reporting; and governance mechanisms and processes for women's participation.
- b. Build on the constituency of the MCW among legislative committees, women NGOs, government agencies, and local government units and communities for the policy advocacy to harmonize existing laws with the MCW. Of urgent priority is the filing of the WPLA bills in the new Congress.
- c. With its new and expanded mandate, NCRFW (now the Philippine Commission on Women or PCW) should seriously take stock of its organizational resources and issues (i.e. organizational and programme management, leadership, technical and human resource development) and formulate a comprehensive plan on how to address these in collaboration with diverse partner organizations, specifically CSOs.
- d. Formulate a comprehensive framework for monitoring the implementation of the MCW, identifying support and other requirements. Build on the collaboration mechanisms between government and CSOs for monitoring and reporting.
- e. Prioritize assistance and facilitation for the institutionalization of national efforts to monitor the implementation of the MCW and CEDAW to aid preparation of CEDAW reports.
- f. Consolidate the lessons and other achievements in the piloting of the local and sectoral application of CEDAW. This should apply in the contexts of rural women in fishing and farming communities, of IP and Muslim women in ARMM, and the MWG engagement of the peace process in other parts of Mindanao for possible packaging and distribution of 'knowledge products.' These tasks should be conducted with the strategic intent of scaling up the initiatives.

- g. Build on the human and institutional capacities initiated by the JP towards developing common standards in gender programming among UN agencies in “delivering as one.”

## **2. Relevance and Strategic Fit**

- a. Sustain support for CEDAW as an anchor for gender policy and programming in the Philippines within the partnership setting between state and non-state actors to ensure a balance of power conducive to joint programming and to take advantage of a robust and active women’s movement.

## **3. Management Arrangements and Efficiency of Resource Use**

- a. Ensure adequate allocation of resources to support requirements for management arrangements especially the coordination function.
- b. Identify and implement a more proactive role for participating UN agencies throughout the project cycle, exploring the possibility of having the parallel funding modality support an entire component or portions of the programme.
- c. Forge formal agreements with national partners based on shared goals and outcomes involving them in programme formulation and monitoring.

## **4. Validity and Coherence of Programme Design**

- a. Continue the use of strategies on partnerships and building synergy, capacity building and specific lessons learned in legislative advocacy and the local and sectoral application of CEDAW.
- b. Forge formal agreements with national partners based on shared goals and outcomes involving them in programme formulation and monitoring.
- c. Formulate monitoring templates for reporting of progress of outputs and outcomes that would allow comparability among partners contributing to the same results, and along sectoral lines, geographic areas and policy themes.
- d. Given the rich policies mandating the monitoring of gender responsive development measures in aids particularly in the UN, and considering the depth of knowledge in implementing results-based monitoring by UN agencies, future joint programmes may consider formulating and implementing management measures for gender equality results that will be guided by well defined gender equality results-chains and competent RBM systems.

## **5. Sustainability**

- a. Ensure participation of national partners in joint programming formulation and monitoring to strengthen national ownership and improve accountability. Partner selection based on credibility and commitment to shared goals is a key area of sustainability.

- b. At the initial stage of the programme development, sustainability issues have to be addressed by addressing gaps in human and financial resources through capacity building and networking.



# Annexes

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## Annex 1: Terms of Reference

### EVALUATION TERMS OF REFERENCE

#### Final Programme Evaluation of UN Joint Programme to Facilitate the Implementation of the CEDAW Concluding Comments (JP-CEDAW) 2007 – 2010

##### 1.0 Background

The Government of the Philippines (GOP) ratified the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) in 1981 and the Optional Protocol to CEDAW in 2003. Since then, the GOP has actively engaged in implementing the treaty and had a dialogue with the CEDAW Committee for its Combined Fifth and Sixth Progress Report in August 2006. A major outcome of such dialogue is the CEDAW Committee Concluding Comments issued on 25 August 2006.

UN agencies (the United Nations Development Programme (UNDP), United Nations Population Fund (UNFPA), United Nations Children’s Fund (UNICEF), UNIFEM, and the International Labor Organization (ILO) which are members of the UN Gender Mainstreaming Committee (GMC) supported the CEDAW reporting process in various ways. UNIFEM, through its CEDAW South East Asia Programme, supported the national women’s machinery and women’s NGO networks in the preparation of the state and shadow reports to CEDAW in the 2006 reporting cycle. Other UN agencies (UNDP, UNICEF, UNFPA and ILO) contributed to the UN Country Team (UNCT) Confidential Report to CEDAW; some agency representatives participated in the mock session preparatory to the dialogue with CEDAW; they supported the travel of some members of the government and NGO delegations to the CEDAW session in New York; and they organized feedback sessions on the CEDAW Concluding Observations upon the return of the Philippine delegation.

It logically developed that the GMC members considered the CEDAW Concluding Observations as a basis for development programming. In February 23, 2007, five UN agencies - UNDP, UNICEF, UNFPA, United Nations Human Settlements Programme (UN Habitat) and UNIFEM signed a Memorandum of Understanding (MOU) for a Joint United Nations Programme to Facilitate the Implementation of the CEDAW Concluding Comments (hereinafter referred to as the JP-CEDAW) pooling in seed funds for year 1. In the next 2 years, parallel activity contributions were brought in by ILO and the UN Joint Programme on HIV/AIDS (UNAIDS) and the Participating Organizations (UNICEF, UNFPA and UN Habitat) on top of the pooled funds already contributed.

UNIFEM was designated the Managing Agent of the JP-CEDAW. The UNCT also designated the UN Gender Mainstreaming Committee (GMC) as the coordination mechanism (also referred to as the “Joint Programme Steering Committee” or the JP-SC) to facilitate the effective and efficient collaboration between the Participating UN Organizations and the Government of the Philippines for the implementation of the Joint Programme.

*The programme was started in February 2007 designed to run until December 2009. Some activities however were granted an extension with no additional cost until September 2010. Support for the JP-CEDAW consisted of pooled funds amounting to \$303,796 US from UNDP, UNICEF, UNFPA, UN Habitat and UNIFEM-CIDA and parallel activity contributions equivalent to \$405,465 US from ILO, UNAIDS, UN Habitat, UNIFEM / UNDEF grant, UNFPA and UNICEF. This evaluation is in accordance with the joint programme document which states that “The Joint Programme will utilise UNIFEM’s national monitoring and evaluation framework. An evaluation of the Joint Programme will be done upon completion. The Joint Programme will be audited using government and UN auditing rules and regulations”.*

## **2.0 Purpose of the Evaluation**

The evaluation will review the performance of the programme with regards to effectiveness, relevance, efficiency, coherence and sustainability.<sup>64</sup>

The purposes of the final evaluation are the following:

- Determine to what extent the programme has achieved its stated objectives and explain reasons for success or lack of success;
- To assess the preliminary sustainability of the knowledge and skills developed among program partners in terms of gender-responsive programming of UN agencies and their implementing partners using CEDAW
- Provide recommendations on how to build on the achievements of the programme and ensure that these can be further sustained by the relevant stakeholders;
- Document lessons learned, success stories and good practices in order to maximize the experiences gained. The evaluation should take into consideration the programme duration, existing resources and political, environmental and other constraints;
- Examine the joint programming management model, mainly the coordination among the five UN agencies (UNDP, UNFPA, UNICEF, UNIFEM and ILO)

### Use of the Evaluation

*This external evaluation is strategic because it hopes to provide lessons on policy issues, programmatic approaches and cooperation modalities within the country by participating UN organizations and the UNCT. The findings and recommendations can inform and enhance ongoing and future programmes particularly on gender-responsive approaches to joint development programming for the next cycle of the UN Development Assistance Framework (UNDAF). The results may contribute to the benchmark for collaborative programming in the context of the Paris Principles national ownership, harmonization, alignment and managing for results and mutual accountability. This external evaluation is proposed to have both summative and forward looking lessons that will be brought up to CCA-UNDAF programming.*

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<sup>64</sup> The UNJP-CEDAW was a joint programme designed to address gaps in the response of the Philippine government to CEDAW, and as such, went through a process of project development which needed to take into account alignment with or links with the Common Country Assessment (CCA), the UN Development Assistance Framework (UNDAF) and the Philippine development frameworks. It is only logical therefore to include ‘coherence’ as one of the evaluation criteria. ‘Impact,’ on the other hand was not included as a criterion since the programme only sought to respond to the gaps identified in the CEDAW Concluding Comments characterized by needs in many sectors and areas of work simultaneously.

### 3.0 Context of the Programme

This joint programme responds to the UNDAF Outcome Statement on good governance that states ...`By 2009, good governance reforms and practices are institutionalized by Government, local government units (LGUs), civil society organizations and the private sector in a manner that contributes substantively to poverty reduction, protection of rights, sustainable development and promotion of gender equality.'

*The JP-CEDAW is directly aligned with the Philippine government's Framework Plan for Women (2005 - 2010), specifically with its goals on women's human rights and gender-responsive governance. It therefore engaged the national women's machinery as its lead implementing partner and is represented in the Joint Programme Steering Committee. Considering that the JP CEDAW programme was set-up at the heels of the latest reporting cycle of the Philippines to CEDAW, it strengthens the capacities of the government and women's NGOs in responding to major gaps in the implementation of CEDAW as listed in the 2006 Concluding Comments:*

1. Clarify the status of the Convention in the national legal system, including which provisions would prevail in case of a conflict between the Convention and a national law; to ensure that the Convention becomes fully applicable in the national legal system, and that a definition of discrimination in line with article 1 of the Convention is included in national law.
2. Undertake a systematic review of all legislation and initiate all necessary revisions to achieve full compliance with the provisions of the Convention; intensify dialogue with the Muslim community in order to remove discriminatory provisions from the Code of Muslim Personal Laws; sensitize parliamentarians and public opinion regarding the importance of these reforms.
3. Give urgent priority to strengthening the national machinery for the advancement of women and to provide it with the authority, decision-making power, and human and financial resources necessary to work effectively for the promotion of gender equality and the enjoyment of women's human rights. The Committee recommended that the national machinery take a more proactive role in formulating laws, policies, and programmes for the effective implementation of the Convention, as well as in monitoring the Philippine Plan for Gender- Responsive Development and the use of the gender mainstreaming strategy in all sectoral departments to realize the equality of women with men.
4. Establish concrete goals and timetables and take sustained measures, including temporary special measures, in accordance with article 4, paragraph 1, of the Convention and the Committee's general recommendation 25 on temporary special measures, to accelerate women's equal participation in political and public life and ensure that the representation of women in political and public bodies reflects the full diversity of the population, particularly indigenous women and Muslim women.
5. Pay special attention to the needs of rural women, indigenous women and Muslim women living in the autonomous region of Muslim Mindanao, ensuring that they have access to health care, social security, education, clean water and sanitation services, fertile land, income -generation opportunities and participation in decision - making processes.
6. Integrate gender perspective and reflect explicitly the provisions of CEDAW in the MDG reporting.

*Given the last item, the JP CEDAW also responds to the MDG campaign of UN agencies and various GO and NGO partners, specifically in reiterating that gender equality is a cross-cutting concern across all MDGs. It becomes even more relevant in the wake of the mid-term report of 2007 which flags that among those least achieved are gender-related issues of high maternal mortality rate and low access to reproductive health information and contraceptives.*

#### 4.0 Description of the UNJP-CEDAW Programme

This final programme evaluation will be conducted on the process and results of JP-CEDAW Concluding Comments.

##### a. Logic and Structure of the Programme

Within the UNDAF context, the JP-CEDAW identified its niche in terms of targeting the following outcomes:

1. Enhanced capabilities of selected national stakeholders in implementing the 2006 Concluding Comments of the CEDAW Committee in the areas of:
  - a. policy advocacy for the enactment of laws and policies that comply with CEDAW;
  - b. monitoring and documenting policy and program implementation at the national and local level to inform policy advocacy;
  - c. sectoral and local application of CEDAW to the rights of indigenous, rural and Muslim women; and (d) mainstreaming gender and human rights in UN agencies and programs; and
2. Positive progress in women's human rights in most areas specified by the Concluding Comments will be reported in the next Philippine periodic reports on the Millennium Development Goals, the Beijing Platform for Action and CEDAW".

Towards these outcomes, the following outputs were targeted by JP-CEDAW:

1. Broadened public support and lobby for the enactment of non-discrimination provision in national legislation such as the Magna Carta of Women, and/or in the amendments to the Constitution and other discriminatory laws;
2. Draft legislation/s filed in Congress that includes the legal definition of discrimination against women and enacting temporary measures that accelerate the elimination of discriminatory policies and practices against women in the economic, political and socio-cultural areas of life;
3. Capacities and mechanisms within key national government agencies in implementing policies and programs affecting women's human rights are strengthened with CEDAW framework and tools of non-discrimination and substantive equality;
4. Capacities and mechanisms among civil society partners engaging in women's rights advocacy are strengthened to monitor CEDAW implementation as per concluding comments;
5. Capacities and mechanisms among UN programme staff to mainstream gender and human rights in organizational practices and development programming, monitoring and reporting of results;
6. Mechanisms and processes for CEDAW implementation on the rights of indigenous, rural and women are demonstrated in selected local communities;

##### b. Programme Partners and site location of projects

A total of 10 implementing partners were provided funding to implement the various project components towards the programme goals:

Implementing Partner / Year	Project Title	Year
1) Al-Mujadilah Development Foundation, Inc (AMDFI);	1. Application of CEDAW to the Rights of Muslim Women through Local Consultations on CEDAW among Muslim Women in the Provinces of Maguindanao and Lanao del Sur, Autonomous Region in Muslim Mindanao (ARMM)	July 2007 to June 2008
	2. CEDAW-based Action Research and Advocacy on Early Marriage Among Moro Women in the Autonomous Region in Muslim Mindanao (ARMM)	July 2008 to January 2009
2) Ateneo de Davao University	3. Monitoring the Implementation of Rights-based and Gender-responsive Local Development Plans in Region XI / Davao Region	Aug 2009 – July 2010
3) NCRFW;	4. Policy Dialogue/Advocacy on Women’s Priority Legislative Agenda and Multi-Stakeholder Consultations on Monitoring & Evaluation with National Government Agencies on Priority Themes of CEDAW’	August 2007 to June 30, 2008
	5. Mentoring and Monitoring with the Regional Commission on Bangsamoro Women’s and the National Commission for Indigenous Peoples on Lumad and Moro Women’s Rights in ARMM’	November 2008 to April 2010
4) PILIPINA	6. Constituency Building for the Legislative Lobby for the Magna Carta of Women	August 2007 to May 2008
	7. <i>Stepping Up the Public Campaign on the Magna Carta of Women</i> and Gender-Responsive Local Legislation	July 2008 – January 2009
5) Pambansang Kongreso ng Kababaihan sa Kanayunan (PKKK)/ National Rural Women’s Coalition;	8. Sectoral Application of CEDAW on the Rights of Indigenous and Rural Women through Localization in Farmers, Fishers and Indigenous Communities”	August 2007 to April 2008
	9. Baseline Research and Advocacy for Lumad Women’s Rights among the Teduray-Lambangian Tribe in Maguindanao, in collaboration with the Teduray Lambangian Women’s Organization Inc. (TLWOI) through the Pambansang Kongreso ng Kababaihan sa Kanayunan	Nov 2008 – Oct 2009

6) Nisa Ul-Haqq Fi-Bangsamoro (in collaboration with PKKK)	10. Promoting Gender Responsive Governance for Rural, Indigenous and Muslim Women in the Philippines	Oct. 2008 – Nov 2010
7) University of the Philippines - Center for Women's Studies	11. Enhancing the Capacities of Women NGOs and Networks to Monitor the Implementation of CEDAW	July 2007 to April 2008
8) University of the Philippines College of Law Faculty Foundation	12. CEDAW-Legal Education and Gender Integrated Syllabus	July 2007 to June 2008.
9) Association of Schools in Public Administration (ASPAP)	13. Mainstreaming Women's Human Rights in the Curriculum of Public Administration and Governance using CEDAW	July 2007 to April 2008.
10) Women and Gender Institute of Miriam College	14. Coaching and Mentoring Program for UN Program Officers on Gender and Human Rights Audit	June 2007 to July 2008
UNIFEM and UN-GMC with external consultants in the PGA Facilitation Team	15. Participatory Gender Audit of UNAIDS 16. Participatory Gender Audit of UN-Habitat 17. Participatory Gender Audit of UNDP 18. Participatory Gender Audit of UNICEF 19. Participatory Gender Audit of POEA 20. Participatory Gender Audit of UNFPA	2008 2009 2009 2009-2010 2009-2010 2010

Most of the partners are based in Manila except three which are based in Mindanao. The rural women have modeling sites in Luzon, Visayas and Mindanao while the Muslim women are concentrated in the ARMM region.

### c. Project Management

UNIFEM is the designated Managing Agent of the JP-CEDAW. The UNIFEM National Coordinator is the field manager and reports to UNIFEM-East and South East Asia Regional Office (EASERO) on the details of operations. UN GMC was designated by the UNCT to act as the "Joint Programme Steering

Committee” (JPSC) to facilitate the effective and efficient collaboration between the Participating UN Organizations and the Government of the Philippines for the implementation of the Joint Programme. The national women’s machinery was eventually invited to join the JPSC to represent the government partners.

UNIFEM submits the annual narrative and financial report to the JPSC. Since the UNIFEM national coordinator sits in the UN-GMC, she verbally confers and updates the UN-GMC during its bi-monthly meetings throughout the year. The UN-GMC also discusses the annual report during its annual retreat to review and updates its plans, including those under the JP-CEDAW.

There was no explicit evaluation scheme outlined at the start but there was a matrix of broad milestone indicators outlined in February 2007 (see appended draft of ‘Indicative Outputs and Budget’). The baseline document for the project is partly anchored on the 2006 Concluding Comments to the Philippine Progress Report to CEDAW, the 5<sup>th</sup> and 6<sup>th</sup> Philippine Progress Report to CEDAW, the NGO Shadow Reports, and the Gender in Governance Proposal submitted to UNDP in August 2006.

Monitoring was done through multi-level meetings and interactive fora, written documentation and periodic visits to major activities of implementing partners. The UN-GMC have been meeting for annual assessment and planning sessions of the UN-GMC, bi-monthly progress meetings. UNIFEM convened annual partners’ orientation meeting at the start of the project and mid-term sharing sessions across projects. Written reports were required of implementing partners at least twice, at mid-term and end-of-contract, to coincide with fund tranche releases. Documentation of these activities and outputs are on file for the evaluators to review.

## **5.0 Scope of the Evaluation**

The evaluation will look at the entire programme duration (February 2007-December 2009) but will also include activities that are part of the extension of two projects up to July 2010. It will examine the results of a total number of 13 projects as implemented by 10 implementing partners as listed in *Section 4. Description of the UNJP-CEDAW Programme*.

Contributions to the JP-CEDAW in the form of parallel activities by participating UN agencies, including the conduct of 6 Participatory Gender Audits (PGAs) using different schemes, will also be included but not necessarily subject to the same set of evaluation questions and will instead focus more on synergy and the enabling effect they had on the overall programme.

The key stakeholders involved include seven UN agencies as participating organizations, ten (10) implementing partners composed of one national government agency (then the National Commission on the Role of Filipino Women now renamed as Philippine Commission on Women / PCW), five academic partners (the Association of Schools of Public Administration of the Philippines, the Ateneo de Davao University – Mindanao Working Group, the UP Law Faculty Development Foundation, the UP-Center for Women’s Studies and the Women and Gender Institute- Miriam College) and four women’s NGOs (PILIPINA, National Rural Women’s Congress/ PKKK, Al-Mujadilah Development Foundation and the Nisa Ul-Haq Fi Bangsamoro).

Projects will be chosen based on representation of responses to each of the six CEDAW Concluding Comments. Sites for data collection will be prioritized from among the provinces of Quezon, Northern

Samar, the Autonomous Region of Muslim Mindanao (ARMM) based on concentration of projects, presence of as many priority sub-sectors (prioritized in the CEDAW Concluding Comments) i.e. indigenous groups, Moslem and rural women, assurance of safety and security during travel. Other factors like accessibility, weather conditions will also be taken into account once the sites have been prioritized. Selected offices of partners in Metro Manila and other centers will also be visited.

The evaluation will identify respondents from members of implementing partners (government, academe and women's NGOs), other relevant offices and target groups or communities to ensure a balance in the perspectives of duty bearers and rights holders.

Attention will also be given to the role of UNJP constituents in the implementation of the programme, the integration of the gender dimension and human rights based approach.

The evaluation will be undertaken within a period of three months, at the maximum, starting on 17 August 2010. A budget of has been allocated for this activity the details and breakdown of which are attached.

## **6.0 Evaluation Questions**

The evaluation will probe the following questions clustered into the key criteria:

1. Achievements (implementation and effectiveness)
  - 1.1 What has been the progress made towards achievement of the expected results?
  - 1.2 What evidence exists to support claims that UNJP programme portfolio is contributing to gender equality and making an impact on the advancement of women's rights?
  - 1.3 What are the reasons for the achievement or non-achievement?
  - 1.4 What are the good practices, lessons and challenges?
2. Relevance and strategic fit
  - 2.1 How does the Philippines' political, economic, ecological, technological, social and institutional context affect UNJP-CEDAW work and the achievement of expected results?
  - 2.2 To what extent do the programme objectives address the identified rights and needs of the target group(s) in national and (Philippine) regional contexts?
  - 2.3 How much does the programme respond to the national government's priorities in development programming?
  - 2.4 To what extent does the programme respond to the UNDAF provisions on women's human rights?
3. Effectiveness of management arrangements and efficiency of resource use
  - 3.1 To what extent have the roles and responsibilities of participating UN agencies in decision-making, management and coordination arrangement of the JP-CEDAW been clear and effective in supporting the delivery of the programme?
  - 3.2 To what extent has the funding mechanism (mix of pooled and parallel funding) of the JP-CEDAW been effective in supporting the delivery of the programme?
  - 3.3 To what extent have the different procedures and planning cycles of the participating UN agencies had an effect on the delivery of the programme?
  - 3.4 What support have the UNCT and participating UN organizations provided to its partners working on JP-CEDAW? To what extent has the national ownership of UNJP-CEDAW initiatives been achieved?



- 3.5 What measures did the JP-CEDAW put in place to ensure and improve cost efficiency of its program and what was the impact? Were these carried out in the most efficient way compared to alternatives?
- 3.6 What did JP-CEDAW do to ensure accountability, transparency and risk management and what was the impact?
- 3.7 Was expertise from the UN to partners provided adequately in a timely manner?
- 3.8 Were objectives achieved on time?
4. Validity and Coherence of the Programme design
  - 4.1 Is the programme design articulated in a coherent structure? Is the definition of goal, outcomes and outputs clearly articulated? What key indicators, processes and variables are strategic for tracking and measuring progress in joint programme implementation processes?
  - 4.2 Were the objectives clear, realistic and were they stated according to the human rights-based approach and did they take into consideration the human rights principles (Participation, Accountability, Non-discrimination, Transparency, Human Dignity, Empowerment and Rule of Law or PANTHER)?
  - 4.3 What approaches does the JP-CEDAW deploy in programming and what underlying assumptions, risks and theories support these approaches?
  - 4.4 Does the programme have effective monitoring and evaluation mechanisms in place?
5. Sustainability
  - 5.1 How potentially sustainable are approaches used in JP programming? To what extent were lessons identified and addressed? What mechanisms were put in place and implemented to ensure this would happen?
  - 5.2 What is the likelihood that the benefits from the programme will be maintained for a reasonably long period of time if the programme were to cease?
  - 5.3 Is the programme supported by local institutions? Do these institutions demonstrate leadership commitment and technical capacity to continue to work with the programme or replicate it?
  - 5.4 How does the programme utilize existing local capacities of right-bearers and duty-holders to achieve its outcomes?
  - 5.5 What operational capacity of national partners, also known as capacity resources, such as technology, finance, and staffing, has been strengthened?
  - 5.6 What adaptive or management capacities of national partners, such as learning, leadership, programme and process management, networking and linkages have been supported?
  - 5.7 How and what measures have been adopted to protect net benefits from the programme from possible risks e.g. staff turnover, loss of financial support, withdrawal of official support.

## **7.0 Existing Information Sources**

The existing information sources are the following key documents:

1. The Memorandum of Understanding on UNJP CEDAW, February 2007
2. JP CEDAW Project Documents (22 pages), with a section on indicative outputs, milestone indicators, budget and timeline
3. JP CEDAW Annual Reports for 2007, 2008, 2009
4. Annual work plans, approved project proposals, contracts with implementing partners, progress reports, terminal reports (narrative and financial)
5. Minutes of UN-GMC meetings and proceedings of annual workshops

6. Knowledge Products – Magna Carta of Women, completed researches, curricular modules, publications, audio-visual productions
7. CCA-UNDAF, 2005 -2009
8. 5<sup>th</sup> and 6<sup>th</sup> Philippine Progress Report
9. CEDAW Concluding Comments
10. Participatory Gender Audit Reports of UNAIDS (2008) , UN-Habitat (2009) and UNDP (2009)

## 8.0 Elements of an Approach

It is recommended that a participatory evaluation approach will be used for this external evaluation. It will be carried out for three months involving a mix of at least three methods. First, a preliminary desk review of the UNJP-CEDAW documents will provide the detailed background on the programme. Second, interviews with key respondents and focus group discussions will focus on processes and results at programme and project levels. Third, site visit to sample field sites may be done to get the view of local community partners and to highlight case studies that will be illustrative of programme results. Fourth, a feedback forum with all partners may be convened to comment on and enhance the draft evaluation report prior to final printing and dissemination.

The evaluation will entail the following activity components and indicative schedule:

Activity	Estimated dates / 2010
Desk Review of Programme Documents; Refinement of Methodology including the formulation of guide questions	August 17-25, 2010
Workshop with UN-GMC, project partners and individual interviews; Conduct interviews with sample respondents (Manila)	August 30 – September 3 2010
Visit to sample field sites (ARMM, Quezon or Samar ): Workshop and interviews with key respondents among partners	September 06 -17, 2010
Report consolidation and Write-Up	Sept 20 – Oct 5
Presentation of draft executive summary to UN-GMC	Oct 15, 2010
Report Revision and Submission of Final Report	Oct 28, 2010

## 9.0 Expected Products

The evaluation consultants are expected to submit the following products.

Deliverables	Submitted to	Date Due
1. An inception report which contains evaluation objectives and scope, description of evaluation framework, methodology/methodological approach, data collection tools, data analysis methods, key informants/agencies, evaluation questions,	UN-GMC / JPSC Chairperson	Aug 27, 2010

performance criteria, issues to be studied, work plan and reporting requirements.	UNIFEM – Bangkok & Phil coordinator	
<b>2.</b> Power point presentation of preliminary findings to key stakeholders - the UN-GMC, UNIFEM, the implementing partners. The comments made by key stakeholders should inform the draft report.	UN – GMC / JPSC UNIFEM – Bangkok & Phil coordinator JP-CEDAW implementing partners	Sept 30, 2010
<b>3.</b> Draft evaluation report in print and electronic copies	UN – GMC / JPSC Chairperson UNIFEM – Bangkok & Phil coordinator	Oct 5, 2010
<b>4.</b> Presentation of draft executive summary to UN-GMC	UN-GMC / JPSC Chair Unifem BKK	Oct 15
<b>5.</b> Final evaluation report – in print and electronic copies	UN – GMC / JPSC Chairperson UNIFEM – Bangkok & Phil coordinator	Oct 28

The Final evaluation report should be written in English and structured as follows:

1. Executive Summary (maximum five pages)
2. Acronyms
3. Programme description (including purpose, logic, history, organization and stakeholders)
4. Rationale and Purpose of the Evaluation
5. Evaluation methodology (Including a description of stakeholder participation)
6. Limitations of the Study (if any)
7. Findings
8. Lessons learnt (including immediate and broader development context, where it may be applied and by whom, and key intended users)
9. Conclusions and Recommendations
10. Annexes (including interview list, data collection instruments, key documents consulted, Terms of Reference).

#### **10.0 Composition, skills and experience of the evaluation team**

It is assumed that there is enough national expertise to conduct this evaluation. In the interest of cost-effectiveness, an evaluation team of two national consultants will be contracted to undertake the participatory evaluation of the program.

The Evaluation Team Leader (ETL) should be more senior in qualifications and years of experience in the areas of programme evaluation and gender and development. S/he will take lead responsibility for the

evaluation design, implementation and ensuring the efficient completion of quality evaluation report. The following qualifications are required:

1. Relevant background in gender and human rights programmes.
2. At least 7 years experience in the design, management and evaluation of development projects, in particular with a focus on gender and human rights.
3. Experience in conducting participatory evaluation and address cross-cutting issues
4. Experience in evaluations in the UN system, preferably as team leader
5. Relevant regional experience preferably prior working experience in the Philippines.
6. Familiarity with UN joint programming procedures.
7. Experience in the UN system or similar international development experience
8. Fluency in spoken and written English and knowledge of Tagalog would be appreciated
9. Experience facilitating workshops for evaluation findings

The second consultant will be an evaluation research associate who will complement and support the team leader in conducting the desk review, focus group discussions and other interviews as well as in the contribute to the draft write –up of the report. The following qualifications are expected:

1. Relevant background in gender and human rights programmes.
2. At least 3 years of experience in evaluation research, gender and development.
3. Experience in evaluating development programmes and/or organizations
4. Fluency in spoken and written English and knowledge of Tagalog would be appreciated
5. Experience facilitating workshops for evaluation findings

The evaluators are required to submit two examples of evaluation reports recently completed when responding to the Terms of Reference.

#### Delineation of Tasks:

Evaluation Team Leader (ETL)	Evaluation Associate
Finalize the research design and questions based on the feedback from the reference group <sup>65</sup>	Assists the ETL in the collation and desk review of programme document.
Presents the inception report to the Reference Group and incorporates their comments in the revision	Based on the approved inception report, assists in the coordination of data-gathering activities, including focused group discussions with clusters of respondents
Leads the coordination and conduct of data-gathering activities: desk review, focus group discussions and survey	Assist in data gathering: Field interviews and focus group discussions; Assists in the conduct and follow-up of survey questionnaire.
Data analysis, final report consolidation and packaging	Data analysis and drafting of report ;
Present the draft final report to the Reference Group and submit final revision	Co-present the final report and document comments.

<sup>65</sup> The UN-GMC as Joint Programme Steering Committee and a representative of the Philippine Commission on Women (PCW) will constitute the reference group for this evaluation. Please see *Section 11. Management of Evaluation* for Reference Group’s detailed tasks.

## **11.0 Management of Evaluation**

### Task Manager

UNIFEM Philippines will hire a Task Manager to manage this programme evaluation process. The specific tasks of the Task Manager will be:

1. Draft and finalize the TOR for evaluation and present to the UNCT and participating organization.
2. Upon approval by the UN-GMC, receive the funds for evaluation and advertise for the evaluator post.
3. Upon receipt of funds from participating organizations, screen and recruit the evaluators.
4. Provide timely updates on the progress of the evaluation to the Reference Group, GMC and the UNIFEM Regional Office in Bangkok
5. Compile print and electronic copies of all programme documents for easy access of the consultants
6. Provide logistics support to consultants such as use of conference space, facilitate communication with implementing partners and participating organizations, arrange travel for site visits; set up meeting and workshops.
7. Facilitate the release of professional fees and operational expenses attendant to the evaluation.

### Reference Group

The UN-GMC, as Joint Programme Steering Committee, and a representative of the Philippine Commission on Women (PCW) will be the Reference Group to:

1. Serve as advisory panel to comment on the proposed TOR and budget for evaluation;
2. Provide access to relevant data and documents;
3. Provide written comments to the draft evaluation report.

The Evaluation Team will:

1. commonly be responsible for logistics - office space, administrative and secretarial support, telecommunications, printing of documentation, etc. which are indicated in the approved budget;
2. responsible for reproduction and dissemination of draft documents during major meetings and workshops; and
3. ensure the professional, ethical and efficient conduct of the evaluation; especially the prompt completion of the report.

## **12.0 Ethical Code of Conduct for Evaluation in the United Nations System**

**Independence:** Evaluators shall ensure that independence of judgment is maintained and that evaluation findings and recommendations are independently presented.

**Impartiality:** Evaluators shall operate in an impartial and unbiased manner and give a balanced presentation of strengths and weaknesses of the policy, program, project or organizational unit being evaluated.

**Conflict of Interest:** Evaluators are required to disclose in writing any past experience, of themselves or their immediate family, which may give rise to a potential conflict of interest, and to deal honestly in resolving any conflict of interest which may arise. Before undertaking evaluation work within the UN system, each evaluator will complete a declaration of interest form.

**Honesty and Integrity:** Evaluators shall show honesty and integrity in their own behaviour, negotiating honestly the evaluation costs, tasks, limitations, scope of results likely to be obtained, while accurately presenting their procedures, data and findings and highlighting any limitations or uncertainties of interpretation within the evaluation.

**Competence:** Evaluators shall accurately represent their level of skills and knowledge and work only within the limits of their professional training and abilities in evaluation, declining assignments for which they do not have the skills and experience to complete successfully.

**Accountability:** Evaluators are accountable for the completion of the agreed evaluation deliverables within the timeframe and budget agreed, while operating in a cost effective manner.

**Obligations to participants:** Evaluators shall respect and protect the rights and welfare of human subjects and communities, in accordance with the UN Universal Declaration of Human Rights and other human rights conventions. Evaluators shall respect differences in culture, local customs, religious beliefs and practices, personal interaction, gender roles, disability, age and ethnicity, while using evaluation instruments appropriate to the cultural setting. Evaluators shall ensure prospective participants are treated as autonomous agents, free to choose whether to participate in the evaluation, while ensuring that the relatively powerless are represented. Evaluators shall make themselves aware of and comply with legal codes (whether international or national) governing, for example, interviewing children and young people.

**Confidentiality:** Evaluators shall respect people's right to provide information in confidence and make participants aware of the scope and limits of confidentiality, while ensuring that sensitive information cannot be traced to its source.

**Avoidance of Harm:** Evaluators shall act to minimise risks and harms to, and burdens on, those participating in the evaluation, without compromising the integrity of the evaluation findings.

**Accuracy, Completeness and Reliability:** Evaluators have an obligation to ensure that evaluation reports and presentations are accurate, complete and reliable. Evaluators shall explicitly justify judgments, findings and conclusions and show their underlying rationale, so that stakeholders are in a position to assess them.

**Transparency:** Evaluators shall clearly communicate to stakeholders the purpose of the evaluation, the criteria applied and the intended use of findings. Evaluators shall ensure that stakeholders have a say in shaping the evaluation and shall ensure that all documentation is readily available to and understood by stakeholders.

**Omissions and wrongdoing:** Where evaluators find evidence of wrong-doing or unethical conduct, they are obliged to report it to the proper oversight authority.

### 13.0 Annexes

The following documents are appended to the TOR when provided to the evaluator(s):

- JP-CEDAW Programme Document including the monitoring and evaluation matrix (Indicative outputs, activities and milestone indicators)
- UNJP-CEDAW Budget (April 16, 2007)
- Evaluation Budget
- Quality Criteria for Selection of Proposals
- UNEG norms and standards for evaluation
- UNEG Handbook for Integrating Human Rights and Gender Equality Perspectives in Evaluation in the UN System

United Nations Development Group Guidance Note on Joint Programming

## Annex 2: Evaluation Framework

### Summary of Evaluation Methodology

Evaluation Question	Indicator(s) Data	Collection method(s)	Data Source	Sampling	Remarks
<p>1. <i>Achievements (implementation and effectiveness)</i></p> <ul style="list-style-type: none"> <li>• What has been the progress made towards achievement of the expected results?</li> <li>• What evidence exists to support claims that UNJP programme portfolio is contributing to gender equality and making an impact on the advancement of women's rights?</li> <li>• What are the reasons for the achievement or non-achievement?</li> <li>• What are the good practices, lessons and challenges?</li> </ul>					
<p><i>Output 1: Legislation Constituency Building</i></p>	National level: number of laws and policies passed	Secondary Data: Desk Review	Annual Programme Reports, Project Document of Implementing Partners, Reports of Implementing Partners, Policy Briefs,		
	New Constituencies	Key Informant Interviews	Implementing Partners	NCRFW: Technical Services Division Pilipina	Interview with the Executive Director of NCRFW did not push through.
<p><i>Output 2a: Capacities of selected government agencies to generate sex-disaggregated data</i></p>	Monitoring Tools	Secondary Data: Desk Review	Annual Programme Reports, Project Document of Implementing Partners, Reports of Implementing Partners, Policy Briefs,		
	Users of Monitoring tools	KII	Implementing partners	NCRFW: Technical Services Division	Interview with trained staff could not happen due to resignation.



					Lack of handover by resigned staff did not provide for smooth transition for present staff to be able to arrange appointments with partners.
		KII	Partner agency	NCIP	
		Observation	Orientation Workshop on MCW and GAD	NCRFW and NCIP	
<i>Output 2b: Capacities of national women NGOs to monitor</i>	Monitoring Tools	Secondary Data: Desk Review	Annual Programme Reports, Project Document of Implementing Partners, Reports of Implementing Partners		
	Users of Monitoring tools	Key Informant Interview	Implementing partner	UCWS	No interviews with GRC except the one in Davao City
	Documentation of Cases	KII	Participants in Monitoring training	PKKK, Pilipina,	
<i>Output 2c: CEDAW integrated in teaching, research and faculty development of law and public administration schools</i>	Modules and teaching materials	Secondary Data: Desk Review	Annual Programme Reports, Project Document of Implementing Partners, Reports of Implementing Partners		
		Key Informant Interview	Implementing Partner	ASPAP	Meeting with the ASPAP member teachers involved in module development did not push through.  The UP Law College Foundation could not be contacted.
<i>Output 3: Sectoral and Local Application</i>	Situationer on rural and IP women	Secondary Data: Desk Review	Annual Programme Reports, Project Document of Implementing Partners, Reports of Implementing Partners		Area visits to IP and Muslim communities were limited due to insecure situation in Cotabato City and its

	CEDAW-based Gender framework and indicators for rural and IP women in 6 local areas  Evidence based research on early and arranged marriage for IPs in ARMM  Local ordinances setting age for marriage and regulating dowry for IP women/GAD Plans and budgets	Key Informant Interview	Implementing Partners	PKKK and TLWOI	surroundings.
		Focused Group Discussions	Farmers, Fishers and IP Women in 3 pilot areas of Quezon, Northern Samar and Maguindanao	PKKK Provincial Chapters in Northern Samar, Quezon, and Maguindanao (TLWOI for the latter)  Municipal and barangay level women's organizations in Lavezares, Northern Samar; Dolores, Quezon; and North Upi, Maguindanao  Unorganized IP women	
		Individual Interviews	GO subnational	Provincial GAD office of Quezon  Two Mayors (Dolores and Lavezares); Members of Legislative Council (Dolores and North Upi)  8 Barangay Officials including 3 women (Dolores, Lavezares and Maguindanao)	
Local application for Muslim women  Situationer for Muslim Women		KII	Implementing partners	AMDFI and Nisa Ul-Haqq	Contacts in ARMM government, including the Bangsa Moro Commission on Women could not be made.
		FGD	Organized Muslim women organizations	3 members of Almakka	
		II	NGO operating in ARMM  GO sub national	Dev Con Inc.  DSWD ARMM	

	Evidenced Based Research on Early Marriage	Observations	Workshop for the formulation of the Maguindanao GAD Code	Nisa Ul-Haqq, AMDFI	
	Constituency for reforming CMPL provisions on marriage and dowry			Maguindanao provincial legislative members and ARMM regional staff	
	Evidence based research on application of HR and Gender-based indicators in Local Development Planning	Secondary Data: Desk Review	Annual Programme Reports, Project Document of Implementing Partner, Reports of Implementing Partner, Monitoring tool, Process documentation		
		KII	Implementing Partner	Mindanao Working Group/Ateneo de Davao	
		KII	Partner GO-subnational	Provincial Planning and Development Officer of Davao Norte	
<i>Output 4a: Enhanced Capacities on Gender Mainstreaming in UN agencies</i>	Engendered plans and programs in UN agencies	Secondary Data: Desk Review	Annual Programme Reports, Reports of Implementing Partner, Process documentation, ODA-GAD report, UN documents (UNDAF learnings)		
	Use of Harmonized GAD reporting	KII	Implementing partner	WAGI	
	Integration to UNDAF	KII	Participating UN agencies	ILO, UNICEF, UNDP	
<i>Output 4b: Gender and HR audit of 6 agencies</i>	Internal Resource pool	Secondary Data: Desk Review	Annual Programme Reports, Reports of Implementing Partner, PGA Reports		

	for PGA  Engendered plans and programs	KII	Implementing/Participating UN Agencies	WAGI  ILO, UNICEF, UNAIDS, UNDP	
<i>Output 5: Finance and Political Support</i>	Finance support generated for JP CEDAW	Secondary Data: Desk Review	Annual Programme Reports, Terminal Reports of Implementing Partners, UN Documents		
	Annual reports on the JP CEDAW	KII	Managing Agent	UNIFEM	
2. Effectiveness of management arrangements and efficiency of resource use  <ul style="list-style-type: none"> <li>To what extent have the roles and responsibilities of participating UN agencies in decision-making, management and coordination arrangement of the JP-CEDAW been clear and effective in supporting the delivery of the programme?</li> <li>To what extent has the funding mechanism (mix of pooled and parallel funding) of the JP-CEDAW been effective in supporting the delivery of the programme?</li> <li>To what extent have the different procedures and planning cycles of the participating UN agencies had an effect on the delivery of the programme?</li> <li>What support have the UNCT and participating UN organizations</li> </ul>	Timely financial reporting	Secondary Data: Desk Review	Annual Programme Reports, Terminal Reports of Implementing Partners, UN Documents		
	Functioning communication and feedback mechanisms	KII	GMC representatives	ILO, UNICEF, UNDP	
	Regularity of UNGM meeting and sharing/exchanges-  Low Budget variances	Telephone Interview and email		UNIFEM	
		KII	Implementing partners	Technical Services Division, NCRFW: Pilipina, UCWS, ASPAP, WAGI, MWG-Ateneo de Davao; PKKK, AMDFI, NISA	

<p>provided to its partners working on JP-CEDAW? To what extent has the national ownership of UNJP-CEDAW initiatives been achieved?</p> <ul style="list-style-type: none"> <li>• What measures did the JP-CEDAW put in place to improve cost efficiency of its program and what was the impact?</li> <li>• What did JP-CEDAW do to ensure accountability, transparency and risk management and what was the impact?</li> <li>• Were activities cost-efficient?</li> <li>• Was expertise provided adequately in a timely manner?</li> <li>• Were objectives achieved on time?</li> <li>• Was the programme or project under it implemented in the most efficient way compared to alternatives?</li> </ul>					
<p>3. Relevance and strategic fit</p> <ul style="list-style-type: none"> <li>• How does the Philippines' political, economic, ecological, technological, social and institutional context affect UNJP-CEDAW work and the achievement of expected results?</li> <li>• To what extent does the programme objective address the identified rights and needs of the target group(s) in national and (Philippine) regional contexts?</li> <li>• How much does the programme respond to the national government's priorities in development programming?</li> <li>• To what extent does the programme respond to the UNDAF</li> </ul>	<p>Context specific factors considered in analysis and actions (ethnicity, identities, gender, poverty, institutional capacity)</p>	<p>Secondary Data: Desk Review</p>	<p>Annual Programme Reports, Reports of Implementing partners, unpublished local reports, Policy Documents and reports, UN Documents</p>		<p>Assumptions and risks of the project are further elaborated as they affect the performance of the project.</p>
		<p>KII</p>	<p>Implementing partners</p>	<p>Technical Services Division, NCRFW: Pilipina, UCWS, ASPAP, WAGI, MWG-Ateneo de Davao; PKKK, AMDFI, NISA</p>	

provisions on women's human rights?		KII	GMC	ILO, UNICEF, UNDP  KII Telephone: UNIFEM  Email: UNAIDS	
		FGDs	Farmers, fishers, IP, and Muslim Women organizations at provincial, municipal and barangay levels	PKKK Provincial Chapters in Northern Samar, Quezon, and Maguindanao (TLWOI for the latter)  Municipal and barangay level women's organizations in Lavezares, Northern Samar; Dolores, Quezon; and North Upi, Maguindanao	

		II	Local NGO, Tribal Council  Local Chief Executive and LGU staff	Dev Con Inc.  Otlec  Provincial GAD office of Quezon  Two Mayors (Dolores and Lavezares); Members of Legislative Council (Dolores and North Upi)  8 Barangay Officials including 3 women (Dolores, Lavezares and Maguindanao)  DSWD in ARMM  Provincial Planning and Development Office of Davao Norte (partner of MWG in RDC)  NCIP – partner of NCRFW  PPDO, Davao Norte-partner of MWG	
<p>4. Validity and Coherence of the Programme design</p> <ul style="list-style-type: none"> <li>Is the programme design articulated in a coherent structure? Is the definition of goal, outcomes and outputs clearly articulated? What key indicators, processes and variables are strategic for tracking and measuring progress in joint</li> </ul>	<p>Identified key programme processes and mechanisms in accordance with the principles embodied in PANTHER</p>	<p>Secondary Data: Desk Review</p>	<p>Annual Programme Reports, Reports of Implementing partners, Documentation of partner meeting, unpublished local reports</p>		
		<p>Key Informant Interviews</p>	<p>GMC representatives</p>	<p>ILO, UNICEF, UNDP  KII Telephone: UNIFEM</p>	

<p>programme implementation processes?</p> <ul style="list-style-type: none"> <li>• Were the objectives clear, realistic and were they stated according to the human rights-based approach and did they take into consideration the human rights principles (Participation, Accountability, Non-discrimination, Transparency, Human Dignity, Empowerment and Rule of Law or PANTHER)?</li> <li>• What approaches does the JP-CEDAW deploy in programming and what underlying assumptions, risks and theories support these approaches?</li> <li>• Does the programme have effective monitoring and evaluation mechanisms in place?</li> </ul>	<p>Agreement on division of responsibilities among UN participating agencies and modalities for coordination and reporting</p>	<p>KII</p>	<p>Implementing partners</p>	<p>Technical Services Division, NCRFW: Pilipina, UCWS, ASPAP, WAGI, MWG-Ateneo de Davao; PKKK, AMDFI, NISA</p> <p>NCIP – partner of NCRFW</p> <p>PPDO, Davao Norte-partner of MWG</p>	
<p>5. Sustainability</p> <ul style="list-style-type: none"> <li>• How potentially sustainable are approaches used in JP programming? To what extent were lessons identified and addressed? What mechanisms were put in place and implemented to ensure this would happen?</li> <li>• What is the likelihood that the benefits from the programme will be maintained for a reasonably long period of time if the programme were to cease?</li> <li>• Is the programme supported by local institutions? Do these institutions demonstrate leadership commitment and technical capacity to continue to work with the programme or replicate it?</li> <li>• How does the programme utilize</li> </ul>	<p>Enabled policy environment</p> <p>Sustained platform for engagement and discourse with diverse and vulnerable communities of rural, IP and Muslim women</p> <p>Institutionalization of mechanisms and processes for dialogues, consultations with vulnerable communities of marginalized women</p>	<p>Secondary Data: Desk Review</p>	<p>Annual Programme Reports, Reports of Implementing partners, documentation of partners' meeting, LGU ordinances, Monitoring tools, policy documents,</p> <p>unpublished local reports</p>		
		<p>Key Informant Interviews</p>	<p>Participating UN agencies</p>	<p>ILO, UNICEF, UNDP</p> <p>KII Telephone: UNIFEM</p> <p>Email: UNAIDS</p>	
		<p>KII</p>	<p>Implementing Partners</p>	<p>Technical Services Division, NCRFW: Pilipina, UCWS, ASPAP, WAGI, MWG-Ateneo de Davao; PKKK, AMDFI, NISA</p>	



<p>existing local capacities of right-bearers and duty-holders to achieve its outcomes?</p> <ul style="list-style-type: none"> <li>• What operational capacity of national partners, also known as capacity resources, such as technology, finance, and staffing, has been strengthened?</li> <li>• What adaptive or management capacities of national partners, such as learning, leadership, programme and process management, networking and linkages have been supported?</li> <li>• How and what measures have been adopted to protect net benefits from the programme from possible risks e.g. staff turnover, loss of financial support, withdrawal of official support.</li> </ul>		KII	National partner agency	NCIP	
		II	Local partner agency	PPDO-Davao Norte	
		FGDs	Farmers, fishers, IP, and Muslim Women organizations at provincial, municipal and barangay levels	PKKK Provincial Chapters in Northern Samar, Quezon, and Maguindanao (TLWOI for the latter)  Municipal and barangay level women's organizations in Lavezares, Northern Samar; Dolores, Quezon; and North Upi, Maguindanao	
		Individual Interviews	GO Sub-national levels at pilot areas	Provincial GAD office of Quezon  Two Mayors (Dolores and Lavezares); Members of Legislative Council (Dolores and North Upi)  8 Barangay Officials including 3 women (Dolores, Lavezares and Maguindanao)  DSWD in ARMM	

## B1 For Key Informant Interviews

*We would like to ask you to share your personal views and experiences of your involvement in the UNJP-CEDAW initiatives for the past 3 years.*

*Your sharing will allow a better view of this initiative—We need to learn from your experiences and see more clearly into what transpired for the past 3 years.*

### 1. Context of KII:

Personal history of your involvement in the social change movement

Number of years

- in policy advocacy
- in legislative advocacy
- in NGO/ GO / community exposure

How do you see the UNJP-CEDAW as a unique experience in your work/life?

### 2. ACHIEVEMENTS

What are the main activities and concrete outputs for the project ?

- Your personal take on overall outcomes of your involvement in UNJP-CEDAW. what is unique about all this (GENERAL) vis a vis your other involvements?
- Do you honestly think there was impact on the lives of ordinary women? in what ways? (process and output). Why?
- What do you think of UNJP-CEDAW engagement with “sectors of resistance”?

What are the most important achievements ? What are the contributing factors ?

- 3 Intense Strengths of the UNJP-CEDAW and why you think so? Give specific stories to elucidate these strengths you mention.( Refer to the project document report for strength mentioned)
- 3 Disappointing Weaknesses of the UNJP-CEDAW and why do you think so? Give specific stories to better understand these weaknesses. What lessons can we learn from this type of programme?

Please describe the campaigns and lobby work that have been done through the project. What are the gains from these campaigns ? What are the learnings from these campaigns ?

- Specific experiences in terms of the processes.

High points. Low points. Did you overcome the challenges? Did you hurdle the low points?

- Specific experiences in terms of the contributions

(diversity of constituencies developed; changes/backward linkages/forward linkages of constituencies; involvement of new allies / How not-the-usual allies were won over)

- Can you tell us about your experience w UNJP, focusing on rural, IPs and Moro women
- Given the fact that CEDAW has been there for the past 28 years, what do you think of the UNJP-CEDAW initiative for the past 3 years?

### 3. RELEVANCE:

Share the specific context of your experience. Please mention specific observations in terms of factors (poverty/ethnicity -- geographical/regional representation/level of development/institutional capacity)

### 4. RESOURCE USE: EFFECTIVENESS/EFFICIENCY

- funds/ expertise/time: cost analysis

Your reflections on the tangible and intangible costs of UNJP-CEDAW in terms of its concrete support for women's empowerment (Women's leadership/ Capacities of women's organizations: skill building: negotiation, communication, leadership practice)

- Your reflections on the contributions of women leaders in the UNJP-CEDAW
- Your reflections on financial support for the programme
- Give some specific experiences on resource investments of the UNJP-CEDAW in your context. Do you think the funds have been spent well?
- Your reflections on the ability of women to access and use available networks, resources, and UNJP-CEDAW contacts?
- Your reflections on the participation of marginalized women in existing mechanisms? ( Now as compared to 3 years ago)

### 5. IMPACT

- Are LGUs knowledgeable/ and aware of existing national laws, CEDAW; Has these been translated into local ordinances?
- How do you see the distribution of resources, power and workload of men vs. women?
- What is the picture of women leadership in engaging with official governance mechanisms and structures? Are women leaders in local special bodies and committees? In what structures/venues/locations are women leaders located?
- An important target group of the project are the rural, indigenous and Moro women. How have the activities you implemented contributed to this target group ? Why are these important ?
- How does the Philippines' political, economic, ecological, technological, social and institutional context affect UNJP-CEDAW work and the achievement of expected results?
- To what extent has the project addressed the identified rights and needs of the target group(s) in national and (Philippine) regional contexts?
- What support has the programme provided to you? What was the result of this support?

- What is the nature of the reporting – both narrative and financial – for the project? How is the communication with the UNJP? Did you get feedback and in what way?
- How potentially sustainable are approaches used in JP programming? To what extent were lessons identified and addressed? What mechanisms were put in place and implemented to ensure this would happen?
- What is the likelihood that the benefits from the programme will be maintained for a reasonably long period of time if the programme were to cease?
- Is the programme supported by local institutions? Do these institutions demonstrate leadership commitment and technical capacity to continue to work with the programme or replicate it?
- How does the programme utilize existing local capacities of right-bearers and duty-holders to achieve its outcomes?

#### 6. SOME DETAILS:

- What operational capacity of national partners, also known as capacity resources, such as technology, finance, and staffing, has been strengthened?
- What adaptive or management capacities of national partners, such as learning, leadership, programme and process management, networking and linkages have been supported?
- How and what measures have been adopted to protect net benefits from the programme from possible risks e.g. staff turnover, loss of financial support, withdrawal of official support.

### **B2. Focus Group Discussion Guide**

1. What is the situation of women in your community? What is the position/role of women and men in your community?

(mapping exercise): Interest groups are then assigned a circle – the size of which can be adjusted to illustrate importance. Lines between groups illustrate a relationship strength (according to the thickness of the line), direction\ (shown by arrows), type (with a broken line showing an informal relationship) and whether it has a positive or negative influence.

A discussion on the changes in the opportunities faced by local women in terms of voice/presence, part of a collective/association and negotiation

2. Has there been changes in the position/influence of women and men in your community during the last one or two years? Are these positive or are these negative? What do you see as the source of the changes you mentioned (Also discuss the reform drivers --- change drivers)
3. From your perspective, what is your understanding of CEDAW? How can we ensure its implementation? What are the obstacles in its implementation? How can we overcome these obstacles?

### **B3. Guide Questions for the KII BLGU/MLGU (representatives local government)**

1. Please tell us about the local policies and programmes for women in your LGU, particularly which would impact on the lives of rural, indigenous and Muslim women. How do these policies and programmes address the rights of women? is your experience

Let us take the example of the local GAD code. How has this addressed the practical needs, basic rights and expansion of the rights of poor, disadvantaged and vulnerable women?

Are poor women benefitting from the GAD local policies and programs? How are they benefitting? Can you cite specific experiences of how are Moro women are benefitting from these programmes and policies?

2. Are women actively participating in governance in your LGU? In what ways and through which venue are women visible? Please share with us the specific structures and mechanisms of government where women are visible. In your experience, what do you think are the challenges that women encounter in their participation in governance?
3. Are you familiar with CEDAW? If yes, how is it being applied in your context? What are barriers to implementing CEDAW in your LGU? How do you think these barriers can be overcome?
4. What are the national and local ordinances which focus on the rights of women in your communities?

#### **B4. Focus Group Discussion Guide for Field Work in ARMM:**

1. What is the position/role of women and men in your family? Among your people? With respect to other peoples (settlers, lumad, other Moro groups)?
2. Has there been a change in the position/influence of women in the family? Your community? With respect to other peoples? In the last one or two years? If yes, what factors has positively or negatively contributed to this change/s? Who are the main reform drivers?
3. From your perspective, what is CEDAW? To what extent is CEDAW relevant to your situation? What are the problems/limitations? How can we overcome these problems/limitations?

#### **B5. Guide Questions for the KII for the ARMM GAD focal persons and officials**

1. Understanding the situation in ARMM:
  - a. Who are the poor/vulnerable in ARMM?
  - b. Where are the women found?
  - c. What are the policies and programs targeting women particularly the most vulnerable?
  - d. What are the policies and programs to protect the rights of women and the most vulnerable?
2. Are women in ARMM active in governance? If yes, in what sectors and how? In what structures and mechanisms? What are the problems/limitations encountered by women in their participation in governance?
3. In what ways are human rights protected under regional and customary laws? Are there any specific laws that protect women's rights?
4. From your perspective, what is CEDAW? To what extent is CEDAW relevant to your situation? What are the problems/limitations? How can we overcome these problems/limitations?
5. Are national laws on the protection of women applicable in your situation? Why?
6. What steps are being taken to address the gaps between national and regional/local/customary laws?
7. How can ARMM regional government be more effective in addressing women's rights? Vulnerable groups?

## B6. Guide Questions for the UN-GMC Members

1. What year did you join the GMC? What was your agency's thrust which is being addressed by the Joint Programme?
2. What were your contributions at the different stages of the programme?
3. How would you assess the performance of the programme in terms of the following:
  - a. Pooling resources of UN agencies
  - b. Parallel activities
  - c. Programme management
  - d. Participatory Gender Audits that were undertaken by the programme
4. The Joint Programme is a three year programme and yet the financing commitment is done on a yearly basis. What are your insights on this given your experience in the JP-CEDAW?
5. To what extent has the Joint Programme contributed to your own agency's goals? What indicator does your agency use to measure this?
6. How do you envision the Joint Programme to be continued?

### Analytical Framework Per Partner

Partner :	
Other main donors:	
Beneficiaries:	
Most important 'lobby targets'	
Budget:	
Other relevant information :	
1. Harmonize national and local legislation with CEDAW	
Key Outputs	What changes over time (2007-2010)
	What are the contributing factors (intern and extern)

1. Broadened public support and lobby for the enactment of non-discrimination provision in national legislation such as the Magna Carta of Women, and/or in the amendments to the Constitution and other discriminatory laws
2. Draft legislation/s filed in Congress that includes the legal definition of discrimination against women and enacting temporary measures that accelerate the elimination of discriminatory policies and practices against women in the economic, political and socio-cultural areas of life's

2. Capacity building to implement and monitor policies, plans, and programs	
	What changes over time (2007-2010)
	What are the contributing factors (internal and external)
Which capacities (arrange according to 5Core Competency model)	
Capacity to engage and act -xxx	
Capacity to produce results	

-XX	
Capacity to establish external relations -XX	
Capacity to innovate and adapt -XX	
Capacity to maintain coherence -XX	

1. Capacities and mechanisms within key national government agencies in implementing policies and programs affecting women’s human rights are strengthened with CEDAW framework and tools of non-discrimination and substantive equality;
2. Capacities and mechanisms among civil society partners engaging in women’s rights advocacy are strengthened to monitor CEDAW implementation as per concluding comments;
3. Capacities and mechanisms among UN programme staff to mainstream gender and human rights in organizational practices and development programming, monitoring and reporting of results.

Short description of Campaign / lobbying actions implemented in the context of the JP- CEDAW
<p>Campaign/ action 1</p> <ul style="list-style-type: none"> <li>-relevance / link to actuality</li> <li>-instruments used:</li> <li>-cooperation with other organisations:</li> <li>-appreciation by the beneficiaries (visibility, legitimacy of the partner)</li> <li>-visibility</li> <li>-number of persons with influence that have been reached:</li> <li>-results:</li> </ul>
<p>Campaign/ action 2</p> <ul style="list-style-type: none"> <li>-relevance / link to actuality</li> <li>-instruments used:</li> <li>-cooperation with other organisations:</li> <li>-appreciation by the beneficiaries (visibility, legitimacy of the partner, existing evaluations?)</li> <li>-visibility</li> <li>-number of persons with influence that have been reached:</li> <li>-results:</li> </ul>

Broadened public support and lobby for the enactment of non-discrimination provision in national legislation such as the Magna Carta of Women, and/or in the amendments to the Constitution and other discriminatory laws.

Draft legislation/s filed in Congress that includes the legal definition of discrimination against women and enacting temporary measures that accelerate the elimination of discriminatory policies and practices against women in the economic, political and socio-cultural areas of life;

3. Sectoral and Local Application with Indigenous, Rural and Muslim Women in ARMM	
Key Outputs	What are the contributing factors? (internal and external)

Mechanisms and processes for CEDAW implementation on the rights of indigenous, rural and women are demonstrated in selected local communities;

4. Integrating CEDAW in the curriculum	
Key Outputs	What are the contributing factors? (internal and external)

Mechanisms and processes for CEDAW implementation on the rights of indigenous, rural and women are demonstrated in selected local communities;



### Annex 3: Lists of Institutions Interviewed

Organization	Location
1. Alyansa ng Makabagong Kababaihan para sa Kaunlaran (ALMAKKA, Inc)	Cotabato City and Sultan Kudarat
2. Al-Mujadilah Development Foundation, Inc (AMDF)	Cotabato City
3. Association of School in Public Administration	Metro Manila
4. Barangay Officials, Barangay Barobaybay	Northern Samar
5. Barangay Captain, Barangay Pinagdadayan, Dolores	Quezon Province
6. Barangay Captain, Barangay Sta. Lucia, Municipality of Dolores	Quezon Province
7. Barangay Bani Women's Organization	Northern Samar
8. Barangay Maravilla Island Women's Organization	Northern Samar
9. ILO	Metro Manila
10. Mayor, Local Government Unit of the Municipality of Dolores	Quezon Province
11. Mayor, Local Government Unit of Municipality of Lavezares	Northern Samar
12. Mayor, Local Government Unit of the Municipality of North Upi	Province of Maguindanao
13. Mindanao Working Group on Reproductive Health, Gender and Sexuality (MWG) based at the Social Research, Training and Development Office (SRTDO) of Ateneo de Davao University	Davao City
14. National Commission on Indigenous Peoples	Quezon City
15. National Council Members of the Pambansang Kongreso ng Kababaihan sa Kanayunan (PKKK)	

National Rural Women's Coalition	
16. NGO Development Communications (Devcon)	Cotabato City
17. Nisa Ul-Haqq Fi Bangsamoro	Zamboanga City
18. Office of the Department of Social Work and Development of the Local Government Unit of the Province of Davao Norte	Province of Davao Norte
19. Organization of Teduray Lambangian Conference (OTLAC)	Maguindanao
20. Philippine Commission on Women, Technical Services Division	Metro Manila
21. PILIPINA National Office	Metro Manila
22. PKKK Provincial Council, Quezon Province	Quezon Province
23. PKKK Provincial Council, Northern Samar	Northern Samar
24. Provincial Gender and Development Office/	Province of Quezon
25. Sentro ha Pagpauswag ha Panginabuhi (Center for Local Economy Development)	
26. Teduray-Lambangian Women's Organization Inc. Officers and members ,	North Upi, Maguindanao
27. UN AIDS	Metro Manila
28. United Nations Development Programme	Metro Manila
29. UNICEF Manila	Metro Manila
30. UNIFEM	Metro Manila
31. UN Habitat	Metro Manila
32. University of the Philippines Center for Women's Studies	Metro Manila
33. Women and Gender Institute ( WAGI), Miriam College	Metro Manila

## Annex 4: List of Supporting Documents Reviewed

### A. Programme Documents

1. The Memorandum of Understanding on UNJP CEDAW, February 2007
2. Joint Programme to Facilitate the Implementation of the CEDAW Concluding Comments, 2007-2009, May 31, 2007
3. JP CEDAW Annual Reports for 2007, 2008, 2009
4. Project Proposals of partners, contracts with implementing partners, progress reports, terminal reports (narrative and financial)
5. Minutes of UN-GMC meetings and proceedings of annual workshops
6. CCA-UNDAF, 2005 -2009
7. 5<sup>th</sup> and 6<sup>th</sup> Philippine Progress Report
8. Philippine NGO Shadow Report
9. CEDAW Concluding Comments
10. Participatory Gender Audit Reports of UNAIDS (2008) , UN-Habitat (2009) and UNDP (2009)
11. National Human Rights Plan of the Philippines 2010-2014, Philippine National Action Plan on Women, Peace and Security
12. Progress Reports and Mid-term Progress Report, UNDEF Project
13. Knowledge Products: Magna Carta of Women, Implementing Rules and Regulations; Women's Priority Legislative Agenda, Evidenced based Researches on Early and Arranged Marriage, curricular modules, publications, audio-visual productions, monitoring templates, case studies

### B. Secondary Literature

1. Complementary Country Analysis: Synthesis Paper, 21 August 2010
2. The United Nations Development Assistance Framework (UNDAF) 2005-2009 in the Philippines: Lessons Learned, Final Draft, Manasi Bhattacharyya, Consultant, 22 August 2010
3. The Gender Gap Report 2010, World Economic Forum
4. The 2008 National Demographic and Health Survey
5. Acting Together: An Assessment of the Philippine Official Development Assistance GAD Network, 31 July 2010
6. State of MDG in the Philippines, 2010
7. Harmonized Gender and Development Guidelines for Project Development, Implementation, Monitoring and Evaluation, Second Edition, November 2007.
8. Evaluation of the Regional UNIFEM Programme, Facilitating the CEDAW Implementation in Southeast Asia, 2008.
9. Going CEDAW in the Philippines, The UNIFEM CEDAW South East Asia Programme, 2005-2008
10. NCIP Information Kit
11. Fact Sheet on Filipino Women, Philippine Commission on Women, July 2010
12. PLAN FRAMEWORK of the Philippine Plan for Gender-Responsive Development, 1995-2025

## Annex 5: JP-CEDAW Monitoring & Evaluation Matrix

### Joint Programme to Facilitate the Implementation of the CEDAW Concluding Comments, May 31 2007

Expected Outputs	Major Activities	Milestone Indicators			Means of Verification	Responsible Party
		2007	2008	2009		
1.A. Broadened public support and lobby for the enactment of non-discrimination provision in national legislation such as the Magna Carta of Women, and/or in the amendments to the Constitution and other laws	<p>Policy dialogue with legislators on the:</p> <ul style="list-style-type: none"> <li>• Magna Carta for Women</li> <li>• Repeal of discriminatory provisions of the Revised Penal Code, Family Code, of night work prohibition in the Labour Code</li> </ul>	<ul style="list-style-type: none"> <li>• Policy briefs for legislators and legislative staff on CEDAW and its application to legislative agenda</li> <li>• Statements of support from legislators for anti-discrimination bills</li> <li>• Legislative bills re-filed and co-sponsored by legislators</li> </ul>	<ul style="list-style-type: none"> <li>• Follow-up technical notes supplied to legislators and legislative staff on the application of CEDAW and gender-responsive provisions to the amendments to the Constitution by women CSOs and allies in Congress</li> <li>• Proceedings of legislators' deliberations</li> </ul>	<ul style="list-style-type: none"> <li>• Enacted laws that apply the non-discrimination provision or repeal non-discriminatory provision in law and other legal reforms in compliance with the CEDAW provisions, its General Recommendations and Concluding Observations</li> </ul>	<ul style="list-style-type: none"> <li>• Congress proceedings of bills re-filed and deliberations on bills</li> </ul>	<p>NCRFW, UNIFEM,  Committee on Women of the House of Representatives and Senate, and  Local Legislative leagues</p>
	<p>Constituency- building or building local support among women NGOs/ community-based organisations, CSOs, local government officials through the popularisation of CEDAW principles and</p>	<ul style="list-style-type: none"> <li>• Statements of support and petitions from women NGOs and CSOs received by legislators</li> </ul>	<ul style="list-style-type: none"> <li>• Policy statements from top government officials in support of CEDAW-responsive legislation and programmes</li> </ul>	<ul style="list-style-type: none"> <li>• Policy statements from top government officials to implement and follow-up CEDAW-responsive policies and programmes</li> </ul>	<ul style="list-style-type: none"> <li>• Copies of petitions and advocacy statements received by legislators and published in mass</li> </ul>	<p>CEDAW Watch – WAGI, UNIFEM, and  Legislative leagues</p>

Expected Outputs	Major Activities	Milestone Indicators			Means of Verification	Responsible Party
		2007	2008	2009		
	legislative bills on women's rights	<ul style="list-style-type: none"> <li>Media kit and mass media features on CEDAW and policy issues for the general public</li> </ul>		<ul style="list-style-type: none"> <li>Enacted local ordinances (GAD Codes etc) support the Magna Carta for Women provisions</li> </ul>	<p>media</p> <ul style="list-style-type: none"> <li>Copies of LGU ordinances and GAD codes</li> </ul>	
<p>2.A. Monitoring, Evaluation and Reporting systems of selected government agencies generate updated sex-disaggregated data, gender statistics, and gender analysis that track progress on priority issues of:</p> <ul style="list-style-type: none"> <li>violence against women</li> <li>trafficking of women</li> <li>access to reproductive health services</li> <li>maternal mortality rate</li> <li>unpaid work of women</li> <li>wage gap between women and men</li> <li>rural, indigenous, and</li> </ul>	<ul style="list-style-type: none"> <li>Multi-stakeholder consultations and networking on monitoring and evaluation framework with national and sub-national government agencies with focus on priority themes and agencies: <ul style="list-style-type: none"> <li>✓ Natil. Statistics Office</li> <li>✓ Natl. Statistical Coordination Board</li> <li>✓ Philippine National Police</li> <li>✓ Dept. of Social Welfare and Development</li> <li>✓ Dept. of Justice</li> <li>✓ Philippine Overseas Employment Agency</li> <li>✓ Dept. of Labour</li> <li>✓ Dept. of Health</li> <li>✓ National Commission on Indigenous</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Priority gender indicators approved by inter-agency gender statistical agencies are used by more government agencies in their planning and</li> <li>M &amp; E reporting</li> <li>NCRFW issuance of new guidelines for drafting local GAD Code</li> <li>Tracking reports on progress of policy implementation on VAWC, trafficking, reproductive health, women's work and gender differential</li> </ul>	<ul style="list-style-type: none"> <li>More agencies generate sex- and sector - disaggregated data in annual reports</li> <li>Tracking reports on progress of policy implementation on VAWC, trafficking, reproductive health, and gender differential in wages</li> <li>Gender equality awards documented and recognised good practices in gender and human rights</li> </ul>	<ul style="list-style-type: none"> <li>Annual reports of government agencies are analysed and consolidated for the 7<sup>th</sup> &amp; 8<sup>th</sup> Philippine Progress Report to CEDAW for 2010</li> <li>Gender equality awards documented and recognised good practices in gender and human rights</li> </ul>	<ul style="list-style-type: none"> <li>Copy of Memo Circular from NEDA / NCRFW/ DILG to line agencies and LGUs on gender indicators and tracking reports</li> <li>List of national agencies and LGUs that identify gender issues and use gender indicators</li> <li>Documentation of awarded gender-responsive practices</li> </ul>	NCRFW and UNIFEM

Expected Outputs	Major Activities	Milestone Indicators			Means of Verification	Responsible Party
		2007	2008	2009		
Muslim women	<p>Peoples</p> <p>✓ National Economic Development Authority</p> <ul style="list-style-type: none"> <li>Pilot the monitoring framework and instrument with prioritised CEDAW indicators</li> <li>Coaching and technical assistance to concerned agencies</li> </ul>	<p>in wages</p> <ul style="list-style-type: none"> <li>Search mechanism for gender equality awards launched</li> </ul>				
2.B. Strengthened capacity of national networks of women NGOs to mentor member organisations and monitor policies, programmes and services	<ul style="list-style-type: none"> <li>Training, mentoring and coaching of core trainers and advocates among national and regional networks</li> <li>Annual monitoring reports</li> <li>Documentation of cases of women's human rights violations and good practices</li> </ul>	<ul style="list-style-type: none"> <li>Training of Trainers for CEDAW among gender resource networks, gender resource centres, and sectoral networks of women NGOs</li> <li>Peer mentoring on CEDAW monitoring and case document-tation for NGO partners and affiliates</li> <li>Policy advocacy and</li> </ul>	<ul style="list-style-type: none"> <li>Case studies on women's human rights violations and progressive realisation documented</li> <li>Annual state of the women report produced and disseminated in policy dialogues with government and in mass media</li> </ul>	<ul style="list-style-type: none"> <li>National consolidation of NGO reports into a NGO Shadow Report on the 7<sup>th</sup> and 8<sup>th</sup> Progress Report to CEDAW</li> <li>Publication of state of the women report in mass media and disseminated in policy dialogue with legislators</li> </ul>	<ul style="list-style-type: none"> <li>Directory list of CEDAW-trained GAD experts</li> <li>Copies of petitions and advocacy statements sent and published</li> <li>List of NGOs who signed petitions</li> <li>Copies of annual state of women</li> </ul>	UPCWS and UNIFEM

Expected Outputs	Major Activities	Milestone Indicators			Means of Verification	Responsible Party
		2007	2008	2009		
		petitions on women's rights issues filed with local and national legislators			reports	
2.C. CEDAW is integrated in the teaching, research, and faculty development of the schools of law and public administration	<ul style="list-style-type: none"> <li>Curriculum review, faculty development, and teaching materials development</li> </ul>	<ul style="list-style-type: none"> <li>Dialogue with deans of schools of law and the Supreme Court</li> <li>Dialogue with the Association of Schools of Public Administration in the Philippines</li> </ul>	<ul style="list-style-type: none"> <li>Trainers' workshop with law faculty</li> <li>Curriculum review</li> </ul>	<ul style="list-style-type: none"> <li>Course syllabus and teaching materials development</li> <li>Publication of knowledge products</li> </ul>	<ul style="list-style-type: none"> <li>Statement of cooperation among school officials</li> <li>Compendium of course syllabus and teaching materials</li> </ul>	<ul style="list-style-type: none"> <li>–UP Law, ASPAP?, NCRFW and UNIFEM</li> </ul>
3. Local and sectoral application of CEDAW on the rights of indigenous, Muslim, and rural women in at least 6 local communities in Luzon, Visayas, and Mindanao informs national policies and programme implementation	<ul style="list-style-type: none"> <li>Modelling CEDAW implementation in selected convergence areas with indigenous women's groups</li> <li>Developing/ validating a gender framework for indigenous peoples in local communities through consultations / communication, education</li> </ul>	<ul style="list-style-type: none"> <li>Mapping and review of secondary data on IP women and mapping of convergence areas and programme initiatives towards identification of local community site/s, at least two sites</li> <li>Commitment to</li> </ul>	<ul style="list-style-type: none"> <li>Gender and human rights agenda are indicated in LGU and NGO policies, plans, programmes and service delivery</li> <li>Increased women's participation in local development councils and special bodies</li> </ul>	<ul style="list-style-type: none"> <li>LGU and CSO progress/ accomplishment reports indicate positive progress in gender and HR situation</li> </ul>	<ul style="list-style-type: none"> <li>Copy of local development plans and budgets with gender and human right components</li> <li>Copy of LGU annual accomplishment reports indicating GAD</li> </ul>	<ul style="list-style-type: none"> <li>UNIFEM, UN-GMC, NCRFW, PKKK, Aljamudillah, CEDAW Watch-WAGI, and local IP women's organisations</li> </ul>

Expected Outputs	Major Activities	Milestone Indicators			Means of Verification	Responsible Party
		2007	2008	2009		
	<ul style="list-style-type: none"> <li>Policy feedback on how policies and programmes of trade liberalisation, migration, trafficking, violence against women, reproductive health and political participation affect local women and their community</li> </ul>	<ul style="list-style-type: none"> <li>project cooperation by LGU and women NGO leaders who underwent CEDAW and project orientation</li> <li>Local baseline data analysis, needs assessment and project work plan</li> </ul>	<ul style="list-style-type: none"> <li>Sex-disaggregated and gender indicators are reflected in the annual report on the state of women in the local community</li> <li>Increased and improved services and benefits accessed by women from LGU, GO and CSO programmes and services</li> </ul>	<ul style="list-style-type: none"> <li>Copy of state of the women reports in selected local communities</li> </ul>		
4.1. Enhanced capacity in gender and human rights mainstreaming in at least six UN agencies	<ul style="list-style-type: none"> <li>Intensive training of UN programme staff as in-house coaches and mentors on mainstreaming gender and human rights</li> <li>Design gender/ HR audit and coaching/ mentoring guidelines</li> </ul>	<ul style="list-style-type: none"> <li>Training module on Gender and Human Rights Audit customised for UN Programme Officers</li> <li>Certified technical pool of gender and HR mentors and auditors who can conduct gender and rights-based audit</li> </ul>	<ul style="list-style-type: none"> <li>Annual reports of UN agencies and programme partners indicate mechanisms, budgets, and programmes implemented and results addressing gender and human rights issues</li> </ul>	<ul style="list-style-type: none"> <li>Annual reports of UN agencies and programme partners indicate mechanisms, budgets, and programmes implemented and results addressing gender and human rights issues</li> </ul>	<ul style="list-style-type: none"> <li>List of trained gender and human rights auditors</li> </ul>	UN-GMC Gender Focal Points, UNIFEM, ILO, and CEDAW Watch-WAGI



Expected Outputs	Major Activities	Milestone Indicators			Means of Verification	Responsible Party
		2007	2008	2009		
<p>4.2. Gender and Human Rights Audit of agencies and programmes</p> <p>(one for each of six agencies)</p>	<ul style="list-style-type: none"> <li>Peer audit teams demonstrate conduct of Gender and HR audit on agency and on one sample programme per agency</li> <li>Coaching and mentoring session to peer audit teams</li> <li>Consolidate and review findings among peer audit teams towards developing a gender and HR strategy with organisations and programmes</li> <li>Document coaching and mentoring processes, lessons and best practices</li> </ul>	<ul style="list-style-type: none"> <li>Coaching and mentoring framework and tools on gender and human rights</li> <li>Gender/HR Audit Reports</li> <li>Updated and peer-reviewed gender mainstreaming strategy and work plan</li> <li>Project Terminal Report</li> </ul>		<ul style="list-style-type: none"> <li>Annual gender and HR audit report on to monitoring compliance to gender and human rights standards, and on sustained implementation of gender/HR mainstreaming targets based on approved work plan</li> </ul>	<ul style="list-style-type: none"> <li>Copy of gender and HR audit report</li> <li>Copy of approved gender mainstreaming strategy</li> </ul>	<p>UN-GMC,</p> <p>UNIFEM, and</p> <p>CEDAW Watch-WAGI</p>
<p>5.0</p> <p>Positive project progress generate increased political and</p>	<ul style="list-style-type: none"> <li>Project development to address emerging concerns and developments in the project</li> </ul>	<ul style="list-style-type: none"> <li>Project proposals for follow-up activities are packaged</li> </ul>	<ul style="list-style-type: none"> <li>Additional donors and fund contributions raised</li> </ul>		<ul style="list-style-type: none"> <li>Signed MOA with donors</li> </ul>	<p>UNIFEM and</p> <p>UN-GMC</p>

Expected Outputs	Major Activities	Milestone Indicators			Means of Verification	Responsible Party
		2007	2008	2009		
financial support for the UN joint programme in 2007-2009	<ul style="list-style-type: none"> <li>• Communicating results and challenges to resource organisations for their support</li> <li>• Presentations to UN Heads of Agencies, ODA-GAD network affiliates and private business sector</li> </ul>	<ul style="list-style-type: none"> <li>• Fund contributions are effected by year-end</li> <li>• Annual report to donors and partners on project accomplishments</li> </ul>	<ul style="list-style-type: none"> <li>• Project reports and products circulated</li> <li>• Awards programme</li> </ul>		<ul style="list-style-type: none"> <li>• Amount of funds generated per year</li> </ul>	

## Annex 6: Summary tables of findings, such as tables displaying progress towards outputs, targets, goals relative to established indicators

### Summary of Findings: Joint Programme on CEDAW

Expected Output	Implemented Activities	Achieved	Not Achieved	Issues	Implementing Partner/Key Stakeholders
1. Broadened public support and lobby for the enactment of non-discrimination provision in national legislation such as the Magna Carta of Women, and/or in the amendments to the Constitution and other laws	NCRFW:  1. Orientation for Women members of Congress and representatives from Committees on Higher and Technical Education, Women, Human Rights, Justice Constitutional Amendments, Rural Development and MDGs; Legislative Committee staff of Senate and Lower House (21 participants) 2. Revising of the handbook on How to be a Gender-responsive Legislator	NCRFW  1. Magna Carta of Women (MCW) passed into law; law concretely defined discrimination in line with Article 1 of the Convention.  2. Implementing rules and regulations (IRR) of the MCW approved  3. Six (6) women's priority legislative agenda filed in Congress: <i>Kasambahay</i> <sup>66</sup> Bill, Local Sectoral Representation Bill, Anti-Prostitution Bill, Marital Infidelity Bill, Reproductive Health Bill, Magna Carta for Workers in the Informal Economy Bill	NCRFW  Repeal of discriminatory provisions of the Penal Code, the Code of Muslim Personal law, the Family Code, and night work prohibition in the Labour Code	NCRFW  The three-years of JP and MCW campaign implemented in a period of highly politicized Congress controlled by the Arroyo administration.  The lack of support from Muslim legislators on the repeal of the Code of Muslim Personal Law.  The conflict-ridden situation in Muslim Mindanao which obstructed the efforts to reach out to key regional government offices in ARMM  Assumptions and risks should defined based on	NCRFW  Pilipina  Key Stakeholders include Legislative Staff of relevant Congressional committees;

<sup>66</sup> *Kasambahay* is the Filipino term for household or domestic helper.

		<p>4. Developed constituencies from among key legislative staff in relevant Committees in Congress in collaboration with CSO</p>		<p>concrete assessment of the project proponent capacities' to influence parties critical to the delivery of the output: no Muslim champions for reform in CMPL</p> <p>Time duration of the project was too short for the legislation of the women's legislative priority agenda where priority was given to MCW.</p>	
	<p>Pilipina:</p> <p>1.Enhanced expertise of 12 Study and Action Core Group members</p> <p>2. Improved version of MCW which embodies the concluding comments of CEDAW with more clarity</p> <p>3. Advocacy and Lobbying plans for 7 regional centers jointly prepared, endorsed by all key stakeholders and implemented</p> <p>4. Lobbying strategy developed and implemented at a nationwide scale</p> <p>5. 600 women leaders and supporters</p>	<p>Pilipina:</p> <p>1. Expanded constituencies and sustained action for three years until the passing of MCW</p> <p>2. National and local collaboration in the legislative campaign</p> <p>3. Petition letters with more than 1,000 signatures supporting MCW</p> <p>4. Broad coverage of media through articles and news features</p> <p>5. Partnerships with different stakeholders and use of different strategies in the campaign (inside and</p>			<p>Pilipina</p> <p>Study Action Group composed of NGOs, women's organizations, academe; allies in media; local institutions including some champions from the local government units and local legislative councils, local women's organizations, and local media.</p>

	<p>mobilized in advocacy activities on the MCW</p> <p>6. High profile public debate on the MCW</p> <p>7. Multi-media campaign on MCW</p>	<p>outside Congress; government and CSO collaboration; national and local levels; multi-media (TV, radio and print).</p>			
<p>2A. Monitoring, Evaluation and Reporting systems of selected government agencies generate updated sex-disaggregated data, gender statistics, and gender analysis that track progress on priority issues of:</p> <ul style="list-style-type: none"> <li>• violence against women</li> <li>• trafficking of women</li> <li>• access to reproductive health services</li> <li>• maternal mortality rate</li> <li>• unpaid work of women</li> <li>• wage gap between women and men</li> <li>• rural, indigenous, and Muslim women</li> </ul>	<p>NCRFW:</p> <p>1. Orientation and guidance to partner agencies on how to generate sex-disaggregated data and gender data on the implementation and outcomes of gender-responsive policies, programs and services (DFA, DOLE, POEA, DOH, DOJ, NEDA, NSO, NSCB, PNP, and NCIP) 109 participants</p> <p>2. Orientation training and practicum of 15 technical staff of NCRFW on CS Pro in DOLE (and other select agencies)</p> <p>3. Interagency meeting on Indicators and Data and Data generation for VAW, trafficking, and RH on CEDAW CC (DSWD, DOJ, NBI and provinces of Masbate and Ifugao (where significant numbers of migrant women are vulnerable to trafficking))</p>	<p>NCRFW:</p> <p>1. Tools for monitoring CEDAW enhanced with inputs from select government agencies for women at risk: VAW, trafficking</p> <p>2. Finalization of the Draft Joint Memorandum Circular on guidelines for drafting local GAD Code between NCRFW and DILG</p> <p>3. National Commission on Indigenous Peoples (NCIP) and its field offices in non-ARMM regions capacitated on CEDAW and CERD and developed action plans for IP-responsive policies and programmes.</p>	<p>NCRFW:</p> <p>1. Baseline data on priority indicators of wage gaps, unpaid work, and employment of IPs and Muslim not updated.</p> <p>2. No progress on tracking reports on policy implementation on VAWC, trafficking, reproductive health, women's work and gender differential in wage.</p> <p>3. Joint Memorandum Circular from NEDA / NCRFW/ DILG to line agencies and LGUs on gender indicators and tracking reports was not issued.</p>	<p>NCRFW:</p> <p>Assumptions and risks should defined based on concrete assessment of the project proponent capacities' to influence parties critical to the delivery of the output: agreements with NEDA and DILG are pre-conditions to project implementation</p> <p>Risk: agreements with government partners on improving data generation and indicators need to be formalized and clear about timelines and support from</p> <p>Bureaucratic procedures involved in forging</p>	<p>NCRFW:</p> <p>The most important stakeholders are NEDA and DILG.</p> <p>Other government partners: DFA, DOLE, POEA, DOH, DOJ, NEDA, NSO, NSCB, PNP, and NCIP</p>

	<p>4. Interagency forum on Application of Rights and Results-based Monitoring and Evaluation on CEDAW</p> <p>5. Consultation with LGUs on the draft JMC with the DBM and DILG on integrating GAD in local planning, programming and budgeting, monitoring and evaluation.</p> <p>6. NCIP orientation and workshop on gender responsive and rights-based approach to development for NCIP technical staff (central and regional incl. ARMM service staff)</p> <p>7. Orientation colloquia on HRBA, CEDAW and CERD for NCIP (central, regional, provincial and service center government staff)</p>			<p>agreements and follow up actions between NCRFW and their government agencies</p> <p>NCRFW Staff resignation among those who were trained in CSPro</p> <p>NSO data samples gathered by staff of NCRFW was considered technically “not conclusive”</p> <p>Weak institutional positioning of NCRFW prior to the legislation of MCW.</p>	
	<p>MWG:</p> <p>1. Evidence based research on the integration of GAD in existing development plans and assessment of capacity to integrate gender in LGU planning and programming</p> <p>2.Capacity building</p>	<p>MWG:</p> <p>1.Assessment of RDC LGU members in the following areas: gender responsiveness of CDPs; gender equality analysis of policies, programmes and projects; monitoring tools for integration of rights and gender-based</p>		<p>MWG:</p> <p>Delays in start up of the project due to late issuance of RDC resolution on the project. The resolution facilitated the cooperation of member LGUs in the implementation of</p>	<p>Mindanao Working Group-Ateneo de Davao:</p> <p>The main stakeholder for the MWG is the Regional Development</p>

	<p>activities for LGUs local development planning integrating gender and rights indicators</p> <p>3.Capacity building activities of women NGOs in the region on monitoring</p>	<p>indicators;</p> <p>2. Expanded areas for CEDAW Watch or monitoring body based on monitoring tools developed by the project.</p> <p>3.Province of Davao Norte passed IRR for its GAD Code which incorporates CEDAW and human rights</p> <p>4. Municipality of Sto. Tomas in Davao Norte formulated GAD Plan and Budget with CEDAW-based indicators on gender and human rights. Investment on the LGU's gender data information system was also included in the budget.</p>		<p>activities</p> <p>Assumptions and risks should be defined in the project concept on realistic assessment of the project proponent capacities and mandate to influence parties critical to the delivery of the output</p> <p>The NGO representative is co-chair of the RGAD Committee</p>	<p>Council of Region XI and its members composed of line agencies, LGUs and CSOs</p>
<p>2.B. Strengthened capacity of national networks of women NGOs to mentor member organisations and monitor policies, programmes and services</p>	<p>UCWS</p> <p>1. Meetings and discussion with gender and development experts on the training design and kit</p> <p>2. Guidelines, checklist and templates for documentation of violations on women's</p>	<p>UCWS</p> <p>1. Monitoring tools and templates developed hewed to CEDAW concluding comments</p> <p>2. 7 documentation women's human rights cases were produced but still needs to be finalized.</p>	<p>UCWS</p> <p>1. Three out of the 10 target case studies were not achieved.</p> <p>2. Monitoring tools remain a draft and not widely used by women NGOs to engage government</p> <p>3. No annual state of women report have been</p>	<p>UCWS</p> <p>There was an implicit assumption that after one training the participants could understand the technical terms and use the tools.</p> <p>GRCs are underutilized by</p>	<p>UCWS</p> <p>Key stakeholders were the GRCs based in UP campuses and local women's organizations</p>

	<p>human rights</p> <p>3. Conduct of three trainings in Luzon, Visayas and Mindanao on monitoring tools for women's human rights with 74 participants from NGOs, academe and NCRFW</p>	<p>3. 74 trainees committed to be active in monitoring of women's human rights</p> <p>4. Monitoring tool used in peace initiatives in Mindanao through the GRC in Davao which is a member of the Mindanao Working Group</p>	<p>formulated by women's organizations</p>	<p>women's groups and NGO's for support to monitoring activities on CEDAW CC.</p>	
<p>2.C. CEDAW is integrated in the teaching, research, and faculty development of the schools of law and public administration</p>	<p>ASPAP:</p> <p>1. Organized a core (6) of faculty from member schools who are willing to teach CEDAW and who developed the modules</p> <p>2. A Proposed Course Syllabus on Special Problems and Trends in Public Administration and Governance (Women's Rights as Human Rights)</p> <p>3. Presentation to ASPAP member schools of the modules</p> <p>4. Trainings in Cebu Normal College and Holy Angel University</p>	<p>ASPAP:</p> <p>1. Modules developed on HR and gender rights</p> <p>2. Pilot training of trainers involved in the module development</p>	<p>ASPAP:</p> <p>1. No buy-in by the ASPAP members</p> <p>2. No tracking of trainers who have been involved in the module development</p>	<p>ASPAP</p> <p>Low achievement is due to limited activities of the project which did not follow up the presentations of the module and adoption of schools.</p> <p>Project assumed that ASPAP member schools will mainstream the modules in their curricula.</p> <p>Faculty members involved in the module development of ASPAP will have follow up training as indicated in the project document</p>	<p>ASPAP</p> <p>Main stakeholders are the members of the associations of schools for public administration.</p>



	<p>UP College of Law Faculty Foundation Inc:</p> <p>1. Developed modules and piloted in two teaching courses.</p> <p>1. Consultations with member faculty of law schools on the proposed module</p>	<p>UP College of Law Faculty Foundation, Inc.</p> <p>1. Teaching modules on women's human rights and CEDAW for law schools developed</p> <p>1. Compilation of teaching aids and bibliographies on women's human rights and CEDAW for law courses</p> <p>2. Piloted the modules for one course in the UP College of Law.</p> <p>3. Presentation and dissemination of gender and law modules to a forum of law faculty coming from 3 law schools in Cebu (20 participants)</p>	<p>UP College of Law Faculty Foundation, Inc.</p> <p>No dialogues with members of the faculty association of law schools and also with the Supreme Court.</p>	<p>UP College of Law Faculty Foundation, Inc.</p> <p>Working on the changes in the law curriculum takes a long time and requires intensive work with existing law institutions principally the Supreme Court.</p>	<p>UP College of Law Faculty Development Foundation, Inc.</p> <p>Main stakeholders are faculty members in different law schools</p>
<p>3. Local and sectoral application of CEDAW on the rights of indigenous, Muslim, and rural women in at least 6 local communities in Luzon, Visayas, and Mindanao informs national policies and programme implementation</p>	<p>PKKK:</p> <p>1. Orientation on Cedaw for PKKK members (104 rural women participants)</p> <p>2. Participatory action research and community consultations</p> <p>3. Dialogues with local government and NGO partners</p>	<p>PKKK:</p> <p>1. Proposed Framework for CEDAW implementation for Women in Farming, Fishing and Indigenous Communities.</p> <p>2. 3 community case studies on fisher, farmer</p>		<p>PKKK:</p> <p>Status of IP in the ARMM territories is marginal. Only their traditional practices are recognized. Land rights, gender rights and human rights are not part of ARMM policy for IP.</p>	<p>PKKK and its member Chapters in Quezon, Northern Samar and Maguindanao</p>

		<p>and IP women</p> <p>3. Prioritized 6 indicators for each sector of fisher, farmer, and IP women</p> <p>3. Local women organizations in the 3 provinces of PKKK access 5% GAD at the level of the barangay and municipalities (Dolores in Quezon, Lavezares in Northern Samar and Upi in Maguindanao)</p> <p>4. Local women's organizations are represented in the local development councils in the 3 municipalities and in one municipal FARMC</p> <p>5. Passage of gender-responsive local ordinances in Northern Samar (one on trafficking; another on lewd shows)</p>		<p>Election related tensions in Quezon and Northern Samar affected established relationships of women's organizations with the LGU executives.</p>	
	<p>PKKK-TLWOI:</p> <p>1. Community consultations with Indigenous women covering 5 barangays of South Upi and 8 barangays of North Upi</p>	<p>PKKK-TLWOI:</p> <p>1. Baseline research on early marriage among Teduray people</p> <p>2. Documentation of various activities: conduct of the baseline research, dialogues,</p>		<p>PKKK-TLWOI</p> <p>Status of IP in the ARMM territories is marginal. Only their traditional practices are recognized. Land rights, gender rights and human rights are not</p>	<p>PKKK and TLWOI</p> <p>Main stakeholders are the local women's organizations in</p>

	<p>2. Leadership and advocacy training on cedaw-based framework and tools for advocacy for 50 Teduray wome</p> <p>3. Advocacy and communication through radio program ran by Teduray women</p> <p>4. Development of a 3-hectare model farm managed by TLWOI</p> <p>5. Monitoring and documentation of Teduray women's situation as input to the CEDAW Shadow reporting of 2010.</p>	<p>meetings, community for a, trainings, and activities in the model-farm. (all these are attached in the PKKK report)</p> <p>3. Trained IP women leaders on human rights advocacy (50), radio advocacy (47), organic fertilizer and herbal processing (47), and local research-FGD (82).</p> <p>4. Passage of local ordinances increasing age of marriage to 18 years old and regulating dowry in North Upi.</p>		<p>part of ARMM policy for IP.</p>	<p>three IP municipalities of Maguindanao.</p>
	<p>AMDFI:</p> <p>1. Two consultations on CEDAW and its relevance to Muslim women (105 participants from ARMM offices and NGOs)</p> <p>2. Mapping of Muslim women initiatives on rights</p>	<p>AMDFI</p> <p>1. Identified problem areas in the CEDAW that are not acceptable to Muslim women and other stakeholders</p> <p>2. Developed advocacy strategies to address core issues of Muslim women</p> <p>3. Advocacy actions on CEDAW advocacy in the ARMM context targeting important stakeholders such as the Muslim religious leaders, LGUs, and traditional leaders.</p>		<p>AMDFI:</p> <p>Implementation of the baseline research on early marriage was slowed down by the Ampatuan massacre</p> <p>ARMM government was in disarray immediately after the massacre and planned dialogues could not be implemented</p>	<p>AMDFI</p>

	AMDFI/Nisa  1. FGDs and community consultations covering 5 provinces in ARMM 2. Validation and dialogues with relevant ARMM offices and LGUs	AMDFI/NISA:  1. Evidence based research on early marriage among Muslim women finalized 2. Advocacy strategies to reform CMPL and integrated into the discussions on GAD Code as applied in the Muslim context.			AMDFI  NISA UI-Huqq
UNDEF Outcome 1: Enhanced capacity of rural and indigenous women's organizations to monitor substantive equality results of local and national policies and programmes.	PKKK UNDEF  1. Training on gender-responsive governance for 35 rural women 2. Anti-VAWC paralegal training 3. Benchmarking of selected monitoring indicators	PKKK UNDEF  1. Capacity building of local rural women leaders on concepts, negotiation skills, drafting of ordinances among others 2. Draft documentation guide for affidavit and barangay protection order 3. Development of CEDAW and WHR monitoring indicators and tools which are now being used in the project sites	PKKK UNDEF	PKKK UNDEF  In the six provincial sites, lack of participation of indigenous peoples.	PKKK UNDEF  Partner national agencies including PCW, DENR, DAR, DA at the national level  Partner NGOs involved in rural development at the national level  PKKK local members in 6 sites, local NGO and LGU partners
UNDEF Outcome 2: CEDAW-based proposals that incorporate special and temporary special measures for rural and indigenous women are	1. Conduct of research to assess CEDAW implementation in PKKK areas 2. Dialogue with national government agencies	1. Reactivation of the Inter agency Committee on Rural Women with an expanded role in responding to CEDAW Concluding Comments	Assessment report on CEDAW implementation in PKKK areas		

debated by government and rural development NGOs.	DENR, DA, DAR, PCW 3. Information dissemination on sectoral and thematic issues with national NGOs involved in rural sector	2. Facilitated cooperation of local agencies with local women's organizations 3. NGO linked their advocacies to framework on rural women			
UNDEF Outcome 3: Sub-national/regional government agencies and local government policies, programmes and services are enhanced to accelerate responses to rural and indigenous women's needs and rights.	1. Set up of mechanisms and network for 6 provincial project sites of Aurora, Sorsogon, Bohol, Leyte, Agusan del Sur, and Bukidnon 2. Capacity building activities with local women's organizations' on gender responsive development planning, monitoring, campaigning and organizational strengthening 3. Networking between local women's organizations and LGUs and sub-national government agencies  Monitoring of GAD plans and budgets	1. Participation of women in LGU mechanisms is sustained in the six sites. 2. Accreditation of women's organizations in four sites with the local special bodies 3. Access to LGU projects for anti-VAWC campaign, environment education, and livelihood projects			
UNDEF Outcome 4. Capacity of Muslim women NGOs to advocate and monitor women's human rights and propose anti-discrimination and gender equality measures	NISA UNDEF 1. Training of 50 Muslim women leaders on Gender, Islam and CEDAW 2. Trainors training on harmonized guidelines on	NISA UNDEF 1. Expansion of CEDAW Watch teams in the 5 provinces of ARMM 2. Capacities of trainors developed for	NISA UNDEF	NISA UNDEF Security situation in Maguindanao and Basilan caused delays in	NISA and its partner NGOs who are members of CEDAW Watch, provincial LGUs, and ARMM agencies RCBW,

<p>in the Muslim socio-political context.</p>	<p>gender and development  3. Training on gender responsive governance and workshop on agenda setting and lobbying for five provinces in ARMM  4. Participatory action research and FGDs on womens rights issues and state responses for five provinces in ARMM</p>	<p>provincial LGUs, ARMM agencies and NGOs to enhance application of the harmonized guidelines on gender and development in the ARMM context and for the drafting of the provincial GAD codes.  3. Analysis of gender issues faced by Muslim women and women in general in the ARMM territories  4. Developed constituencies inside the ARMM LGUs and the ARMM agencies for the GAD code drafting</p>		<p>the planned activities.</p> <p>The May elections also cause disruptions with the increased incidents of violence in various areas. Nisa decided to postpone activities until after the elections</p> <p>The observance of Ramadan during August to September also caused the delay in implementation.</p>	<p>RSCGAD and RLA.</p>
<p>UNDEF Outcome 5. Awareness and capacity of key government leaders in the Autonomous Regional Government of Muslim Mindanao (ARMM) enhanced to design and formulate gender-responsive policies, programmes and deliver such services.</p>	<p>NISA UNDEF  1.Training sessions on Gender, Islam and CEDAW for ARMM regional and provincial government units  2.Workshops on policy recommendations and drafting of Provincial GAD in Basilan, Tawi-tawi, Maguindanao and City of Marawi  3.Consultations on the ARMM draft code at the provincial levels with assistance of PCW</p>	<p>NISA UNDEF  1. Capacities of PLGU gender focal point persons, RCBW and RSCGAD are improved to be able to recommend gender just provisions in the DRAFT ARMM Code  2. Provincial DRAFT GAD codes for Maguindanao, Sulu, Tawi-tawi, Basilan and Marawi City.  3. Proposed policy reforms on CMPL and local development planning to ARMM</p>			

		regional government			
4.1. Enhanced capacity in gender and human rights mainstreaming in at least six UN agencies	<p>1. One training on Mainstreaming gender and human rights in development programming with application in UNDAF and CPAP (19 participants-year 1) (42 UN programme officers and 10 from partner agencies and cso-year 2)</p> <p>2. Four coaching and mentoring sessions with UNDP, UNFPA and UNICEF (24 UN staff)</p> <p>3. Training workshop on the Harmonized GAD guidelines (24 participants, 2007)</p>	<p>1. Individual and organizational capacities of UN staff and agencies on gender mainstreaming and GAD are enhanced</p> <p>2. Incorporate gender goals and develop programmatic approach for capacity building of their partners into their Philippine programme.</p> <p>3. UN agencies are able to submit reports to NEDA on the Harmonized GAD guidelines</p>	<p>1. Consolidation and packaging of the resource materials on coaching and mentoring for the first year was not done due to unavailability of UN staff (WAGI report, 2007)</p> <p>2. Training module on Gender and Human Rights Audit was not produced with the adoption of ILO PGA tool</p>	<p>Sustaining the advocacy on gender mainstreaming in UN agencies</p> <p>Tracking of progress in gender mainstreaming of UN agencies</p> <p>UNDAF and CPAP integration</p>	<p>UN-GMC</p> <p>Gender Focal Points,</p> <p>UNIFEM, and</p> <p>CEDAW Watch-WAGI</p>
4.2. Gender and Human Rights Audit of agencies and programmes (one for each of six agencies)	<p>1. Training on ILO PGA (with 8 GMC)+more than 20 reps from govt, women NGOs and academic inst</p> <p>2. Participatory Gender Audit (UNAIDS, UN Habitat, UNDP, UNICEF, ILO and UNFPA)</p> <p>3. PGA for POEA</p>	<p>1. Resource Pool trained</p> <p>2. 5 PGAs: UNAIDS, UNHABITAT, UNDP, UNICEF, and UNFPA.</p> <p>3. PGA established a baseline for participating agencies to track progress of gender mainstreaming in own plans, programs and resource allocation</p> <p>4. Integration of</p>		<p>Pool of trainers in UN agencies and in partner agencies</p>	<p>UN-GMC, ILO</p> <p>UNIFEM, and</p> <p>CEDAW Watch-WAGI</p>

		gender indicators in work plans and programmes of participating UN agencies as part of own M&E system 5. Capacity building plans and programs for partner agencies – downstream effects (UNAIDS)			
5.0 Positive project progress generate increased political and financial support for the UN joint programme in 2007-2009	<ol style="list-style-type: none"> <li>1. Monitoring assistance provided by UNIFEM to implementing partners</li> <li>2. Project development support to PKKK-AMDFI and NISA</li> <li>3. Facilitation support in the conduct of PGAs</li> <li>4. Communicating to UN agencies (GMC members/Unifem Regional) the progress status of the JP CEDAW</li> </ol>	<ol style="list-style-type: none"> <li>1. Progress Reports are annually produced and discussed at the GMC</li> <li>2. Reflections of partners in programme experience shared and documented although limited</li> <li>3. PKKK and NISA project was approved for UNDEF funding (\$300,000)</li> </ol>	<ol style="list-style-type: none"> <li>1. Declining contributions from UN agencies declined over the three years.</li> <li>2. No knowledge products but potential to do further work on the outputs of partners may be explored.</li> <li>3. parallel funding was mostly confined to the conduct of PGAs (without the UNDEF)</li> </ol>	An implicit assumption of the project is that contributions to the JP CEDAW will pour in the second and third years.	GMC  UNIFEM