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STRATEGIA DEVELOPMENT
RESEARCH INSTITUTE, INC.

Gender analysis of Mindanao

Full Report

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07 December 2021

ABBREVIATIONS AND ACRONYMS USED

4Ps	Pantawid Pamilyang Pilipino Program
AECID	Spanish Cooperation Agency
AMS	Administrative Management System
APIS	Annual Poverty Indicators Survey
ARMM	Autonomous Region in Muslim Mindanao
ASEAN	Association of Southeast Asian Nations
AUSAID	Australian Aid
BAEP	Bangsamoro Agri-Enterprise programme
BARMM	Bangsamoro Autonomous Region in Muslim Mindanao
BDA	Bangsamoro Development Agency
BEAM	Basic Education Assistance for Muslim Mindanao
BHRC	Bangsamoro Human Rights Commission
BIFF	Bangsamoro Islamic Freedom Fighters
BMFI	Balay Mindanaw Foundation, Inc.
BM-RAPWPS	Bangsamoro Regional Action Plan on Women, Peace, and Security
BOL	Bangsamoro Organic Law
BPFA	Beijing Platform for Action
BTA	Bangsamoro Transition Authority
BWC	Bangsamoro Women Commission
CARP	Comprehensive Agrarian Reform Program
CDA	Cooperative Development Authority
CDP	Capacity Development Project
CEDAW	1979 Convention on the Elimination of All Forms of Discrimination against Women
CHR	Commission on Human Rights
COVID-19	Novel Coronavirus Disease 2019
CPP-NPA	Communist Party of the Philippines - New People's Army
CSO	Civil Society Organization
DAR	Department of Agrarian Reform
DBM	Department of Budget and Management
DOH	Department of Health
DEVA W	United Nations Declaration on the Elimination of Violence Against Women
DSWD	Department of Social Welfare and Development
DTI	Department of Trade and Industry
EUD	European Union Delegation
EUR	Euro
FAO	Food and Agriculture Organization of the United Nations
FMS	Financial Management System
FSD	Swiss Foundation for Mine Action
FGD	Focus Group Discussion
GAD	Gender and Development
GBV	Gender-Based Violence
GEM	Growth with Equity in Mindanao
GESI	Gender Equality and Social Inclusion
GEWE	Gender Equality and Women's Empowerment
GRDP	Gross Regional Domestic Product
GRDE	Gross Regional Domestic Expenditure

HARVEST	Harnessing Agribusiness Opportunities through Robust and Vibrant Entrepreneurship Supportive of Peaceful Transformation
ICPD	International Conference on Population and Development
IDP	Internally Displaced Person
ILO	International Labour Organization
IOM	International Organization for Migration
J-BIRD	Japan-Bangsamoro Initiatives for Reconstruction and
JICA	Japan International Cooperation Agency
JPY	Japanese Yen
KVAGA	Katipunan Vegetables Aga-Agar Growers Association
LGU	Local Government Unit
LCAT-VAWC	Local Committees on Anti-Trafficking and Violence Against Women and Children
MBHTE	Ministry of Basic, Higher, and Technical Education
MCW	Mindanao Commission on Women
MAFAR	Ministry of Agriculture, Fisheries, and Agrarian Reform
MATNIB	Mine Action for Trust and Normalisation in Bangsamoro
MILF	Moro Islamic Liberation Front
MINDA	Mindanao Development Authority
MINPAD	Mindanao Peace and Development Program
MNLF	Moro National Liberation Front
MSME	Micro Small and Medium Enterprises
MRE	Mine-and Risk Education
MRP	Marawi Response Project
MT	Metric Tons
NAPWPS	National Action Plan on Women, Peace and Security
NDHS	National Demographic and Health Survey
NEDA	National Economic and Development Authority
NGO	Non-governmental organization
OCM	Office of the Chief Minister
ODA	Overseas Development Assistance
OFW	Overseas Filipino Worker
PATHWAYS	Education Pathways to Peace in Mindanao Program
PCW	Philippine Commission on Women
PCAT-VAWC	Provincial Committee Against Trafficking and Violence Against Women and their Children
PD-BARMM	Peace and Development - Bangsamoro Autonomous Region in Muslim Mindanao
PDP	Philippine Development Plan
PHP	Philippine Peso
PIP	Philippine Investment Plan
PRDP	Philippine Rural Development Project
PSA	Philippine Statistics Authority
SRH	Sexual and Reproductive Health
RA	Republic Act
RHCA	Reproductive Healthcare Act
REGION IX	Zamboanga Peninsula
REGION X	Northern Mindanao
REGION XI	Davao Region
REGION XII	SOCCSKSARGEN

REGION XIII	Caraga
SDG	Sustainable Development Goals
SUBATRA	Support to Bangsamoro Transition
TMI	The Moropreneur Inc.
TRAIN	Tax Reform for Acceleration and Inclusion Law
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Programme
UNOPS	United Nations Office for Project Services
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UN WOMEN	United Nations Gender Equality and the Empowerment of Women
USAID	United States Agency for International Development
USD	United States Dollar
UXO	Unexplored Ordinance
VAW/C	Violence Against Women/ and Children
WB	World Bank
WFP	World Food Programme

EXECUTIVE SUMMARY

Gender analysis, according to the European Institute for Gender Equality (2021), is a "critical evaluation of how disparities in gender roles, activities, needs, opportunities, and rights/entitlements influence men, women, girls, and boys in particular situations or contexts." Gender analysis looks at how females and males interact, including their access to and control of resources, as well as the constraints they confront in regard to one another. Gender analysis should be incorporated into all sector assessments or situational analyses to ensure that actions do not perpetuate gender-based injustices and inequalities, and that more equality and justice in gender relations are fostered where possible.

The purpose of this report is to undertake a gender analysis in Mindanao to ensure that the European Union Delegation to the Philippines (EUD) programmes and interventions adopt a gender lens and tackle gender inequalities and discrimination where needed in order to equally benefit girls, women, boys, and men. These development programs recognize that such treatments have distinct effects on men and women, girls and boys. Each group has specific needs that have to be clearly identified and defined to guarantee positive and sustainable outcomes.

There are two sections to this report. The primary part of the paper is a gender analysis of Mindanao as a whole, with the goal of determining if gender inequalities still exist in the Philippines' Mindanao. The second part (Annexes A and B) includes additional contextual analyses for the EU funded programmes.

Data were analysed through themes in Mindanao's policy framework, political setting, conflict and peace process, overall economic situation, socioeconomic situation, socio-cultural context, climate change and disasters. Actors and Program for gender equality were also mapped to reflect local and international organizations' effort in addressing gender gaps in Mindanao.

Women's empowerment and gender equality are not mutually exclusive. These cannot be considered as distinct challenges but must instead be incorporated into development efforts. In order to close gender disparities in Mindanao, numerous socio-cultural and socio-economic imbalances must be addressed, particularly in agricultural communities and conflict-affected areas. Based on the interviews with different sectors and stakeholders, it is recommended to improve the government's gender data collection and reporting, address traditional social norms that result in gender stereotyping, provide opportunities for the economic empowerment of women in agricultural value chains, include women in post-conflict reconstruction and peace-building, increase women's political participation starting from the barangay level, further capacitate and enable gender mainstreaming across all governance levels and develop a multi-sectoral approach to gender equality interventions.

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1. INTRODUCTION

The economic, political, and socio-cultural landscape of Mindanao is shaped by the tapestry created by its population of approximately 23 million consisting of Christians, Muslims, and indigenous (Lumad) peoples. The Mindanao context has long presented challenges and opportunities to both the Philippine State and development stakeholders. Vast parts of Mindanao have long been left underdeveloped due to conflicts, struggles, and resistance to State-sanctioned ways of knowing and doing. Though rich in natural resources, the overall advancement of the second largest island in the Philippines is impeded by a host of factors that generated intersecting forms of social inequalities. The relationship between the Philippine State and a significant number of Mindanao peoples has often been tumultuous, resulting in social problems such as hunger and poverty, limited access to basic services, environmental degradation, armed conflict, terrorist activities, and extreme militarization.

These social problems deprive the Mindanaoan peoples with their fundamental rights to life, liberty, and property. Social categorizations that have separated the Mindanao people on the basis of their ethnicity, religion, sex and gender, age, abilities, and social class, among others, tend to exacerbate existing social inequalities. Of these, one of the most pronounced and entrenched within Mindanao is the cleavage caused by gender inequality, as social norms and values anchored on long-held traditions and beliefs tend to perpetuate attitudes, institutionalized practices, and other social arrangements that are detrimental to development.

It is important to undertake a gender analysis in Mindanao to ensure that the European Union Delegation to the Philippines (EUD) programmes and interventions adopt a gender lens and tackle gender inequalities and discrimination where needed in order to equally benefit girls, women, boys, and men. These development programmes acknowledge that such interventions affect women and men, girls and boys differently. Each group has specific needs that have to be clearly identified and defined to guarantee positive and sustainable outcomes. The processes in implementing these programmes, including consultations, collaborations, and partnerships, should also be monitored for inclusion and gender-sensitivity. Gender should not be a barrier that prevents any social group from the benefits of international development actions. Instead, gender as a variable should be utilized to stir incremental changes and generate inclusive and sustainable impact.

The European Institute for Gender Equality (2021) defines gender analysis as the “critical examination of how differences in gender roles, activities, needs, opportunities and rights/entitlements affect men, women, girls and boys in certain situations or contexts. Gender analysis examines the relationships between females and males and their access to and control of resources and the constraints they face relative to each other. A gender analysis should be integrated into all sector assessments or situational analyses to ensure that gender-based injustices and inequalities are not exacerbated by interventions, and that where possible, greater equality and justice in gender relations are promoted”.

This report is composed of two sections. The main body is composed of a gender analysis of Mindanao as a whole to provide an understanding whether gender inequalities persist in Mindanao, Philippines. This includes its causes, comparison with national figures, how it intersects with other inequalities, how it impacts on human rights enjoyment and/or benefits produced by and access to development efforts as well as an understanding of partner governments’ commitment and capacity to work on GEWE issues. Please refer to the annexes for the methodological note and the specific analyses that fits the needs of each specific program. The second part, located in the annexes, contains EU Delegation in the Philippines specific program analyses.

2. OVERVIEW OF MINDANAO AS A REGION

Mindanao is the second largest and southernmost archipelago island in the Philippines with a total population of around 23 million or twenty-two percent (22%) of the total Philippine population. It is inhabited by multi-ethnic populations including Muslims, Christians, and Indigenous groups (PSA, 2010). It is subdivided into six (6) administrative regions that are further subdivided into twenty-six (26) provinces, thirty-three (33) cities and four hundred twenty-three (423) municipalities.

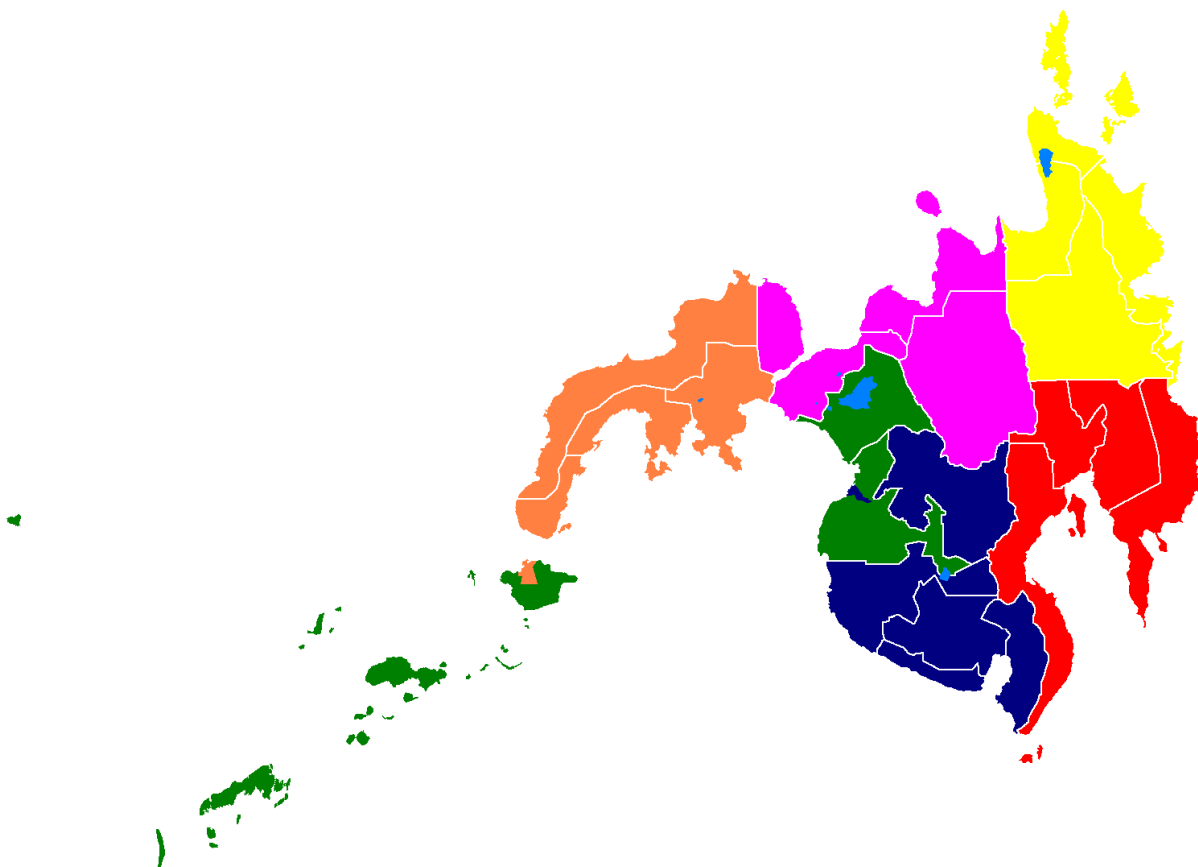


Figure 2.1. Map of Mindanao according to regions¹

Historically, Mindanao has been an enigma and a challenge for the Philippine national government and its attempts at nation building (Abinales, 2020; Abasari and Morados, 2020). The region has always been an attractive national development project mainly due to its rich natural resources and generally hospitable climate. Efforts at assimilation and integration into the national polity and economy have been vigorously pursued prompting resistance from the local populations and their leaders.

Despite these, the Mindanao regions continue to be a political, economic, social, cultural, and developmental challenge that cannot be duly addressed through easy solutions. The presence of significant Islamic and indigenous populations provides a counterpoint to the predominantly Christian and

¹ The six regions are: ORANGE - Region IX (Zamboanga Peninsula); MAGENTA - Region X (Northern Mindanao); RED - Region XI (Davao Region); BLUE - Region XII (SOCCSKSARGEN); YELLOW - Region XIII (Caraga) and GREEN - Bangsamoro Autonomous Region in Muslim Mindanao (BARMM)

modernity-oriented northern and central Philippines (Alamon, 2017; Lara, 2014; Lara, 2020; Lara and Schoofs, 2016). In terms of indigenous people (IP) groups, the following are *Lumad* ethnolinguistic groups recognized by the Philippine government: (1) Bagobo, (2) Banwaon, (3) B'laan, (4) Bukidnon, (5) Dibabawon, (6) Higaonon, (7) Mamanua, (8) Mandaya, (9) Manguangan, (10) Manobo, (11) Mansaka, (12) Subanen, (13) Tagakaolo, (14) Talaandig, (15) T'boli, (16) Tiruray. There are also Muslim ethnic groups viz. Badjao, Ilanun/Iranun, Jumamapun, Kalagan, Maguindanao, Maranao, Molbog, Palawanon, Palibugan, Sama, Sangil, Tausug, and Yakan. What emerges as ethnic categorization in Mindanao reinforces previous studies that highlight locality and language as the two ethnic markers that are used in the vernacular rather than the politico-religious categories of Moro, Lumad, and Christian (Ragsag, 2020).

Mindanao is deeply divided and ethnically ranked (McDoom, 2019). Scholars argue that armed conflict and clan wars have raged in Mindanao for over four decades. Since the 1960s, historic Rido, armed Bangsamoro conflicts, and political schisms between Moro Separatist Groups and government troops have resulted in widespread insecurity and population displacement throughout the island (Chandra et al., 2017). Similarly, in Mindanao, non-Muslim indigenous communities known as lumads have been subjected to decades of violent conflict, with their human rights and fundamental freedoms routinely violated (Espesor, 2019). Predominant rifts and existing insurgencies arising from the conflicts spawned by class, ethnic, and religious differences have been features of Mindanao's history (Abinales, 2020; Alamon, 2017; Cayamodin and Durakoglu, 2020; Chandra et al., 2017; Espesor, 2019; Lara, 2014; McDoom, 2019). Mindanao reveals the existence of social cleavage, as well as predominance of social exclusion and inequalities in the areas of health, education, and other essential services, as well as the lack of economic opportunities and socio-political marginalization that need to be addressed substantially and systematically.

3. AN OVERVIEW GENDER ANALYSIS OF MINDANAO

3.1 Legal and Human Rights Framework

It is recognized that gender equality is at the very heart of human rights. A fundamental principle of the United Nations Charter adopted by world leaders in 1945 is "equal rights of men and women" and protecting and promoting women's human rights as the responsibility of all States. In lived reality, however, millions of women around the world continue to experience discrimination due to the following:

- Laws and policies prohibit women from equal access to land, property, and housing
- Economic and social discrimination results in fewer and poorer life choices for women, rendering them vulnerable to trafficking
- Gender-based violence affects at least 30% of women globally
- Women are denied their sexual and reproductive health rights
- Women human rights defenders are ostracized by their communities and seen as a threat to religion, honour, or culture
- Women's crucial role in peace and security is often overlooked, as are the particular risks they face in conflict situations
- Existing laws meant to protect women (e.g., the Anti-Violence against Women and their Children Act of 2004) prevent access to disaggregated and longitudinal data making it difficult to conduct deeper evidence-based analysis on the causes and violent conditions that women face

Some groups of women face compounded forms of discrimination -- due to factors such as their age, ethnicity, disability, or socio-economic status -- in addition to their gender. Effectively ensuring women's

human rights requires, first and foremost, a comprehensive understanding of the social structures and power relations that frame not only laws and politics but also the economy, social dynamics and family and community life.

Harmful gender stereotypes embedded in the norms and cultural practices in the country, especially in Mindanao is viewed as a major barrier in fully achieving a gender fair nation. The continued prevalence of discriminatory attitudes and practices put women in subordinate status to men in the family and community and prevent them from gaining equal access with men to economic resources and opportunities in the social and political spheres.

3.1.1 The Philippines' Adherence to International Laws

The Philippines has always strived to be a rules-based international system. As a nation, it has experienced liberating itself from dictatorial rule which proves its commitment to human security, dignity and more importantly, its core values of democracy. The Philippines has proven, on several occasions, its respect and adherence to international law as seen in its pursuit for peace and resolution of conflicts. Adherence to the following international instrumentalities influence/ shaped Philippine laws and policies towards engendering its governance, as follows:

1979 Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). The Convention on the Elimination of all Forms of Discrimination Against Women is an international treaty adopted in 1979 by the United Nations General Assembly. Described as an international bill of rights for women, it was instituted on 3 September 1981 and has been ratified by 189 states. The focus of CEDAW is elevating the status of women to that of men in the area of human rights. Countries that agree to follow human rights principles contained in CEDAW recognize that the “full and complete development of a country, the welfare of the world, and the cause of peace require the maximum participation of women on equal terms with men in all fields” (United Nations, 1981, preamble). Over fifty countries that have ratified the Convention have done so subject to certain declarations, reservations, and objections, including 38 countries who rejected the enforcement of article 29, which addresses means of settlement for disputes concerning the interpretation or application of the Convention. Oversight of the Convention is the task of the Committee on the Elimination of Discrimination against Women, a group of 23 independent experts on women's rights from different States that have ratified the Convention. Countries that are parties to the Convention must submit reports detailing their compliance with its provisions every four years. The Committee (the treaty body) reviews those reports and may also hear claims of violations and inquire into situations of grave or systemic contraventions of women's rights.

United Nations Declaration on the Elimination of Violence Against Women (DEVAW). Defines violence against women (VAW) as any act of gender-based violence that results in or likely to result in physical, sexual, and psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty whether occurring in public or private life.

Beijing Declaration and Platform for Action (BPfA). The Beijing Declaration and Platform for Action, adopted at the United Nations Fourth World Conference on Women in Beijing in 1995, calls on all parties to implement affirmative action for the equal participation of women and men in decision-making in order to strengthen democracy and promote its proper functioning.

United Nations Sustainable Development Goals. The United Nations (UN) Sustainable Development Goals (SDG), particularly Goal No. 5 on achieving Gender Equality, targets women's full and effective

participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.

The Special Rapporteur on violence against women. In 1994, the United Nations resolved to appoint a Special Rapporteur - an independent expert -- on the causes and consequences of violence against women. The Special Rapporteur investigates and monitors violence against women and recommends and promotes solutions for its elimination.

The Working Group. In 2010, the Human Rights Council established a Working Group on the issue of discrimination against women in law and in practice to promote the elimination of laws that discriminate against women and/or have a discriminatory impact on them.

2002 UN Protocol to Prevent, Suppress and Punish Trafficking in Persons. Protection and assistance for trafficked persons are spelled out in this Protocol, specifically the following: a) protecting the privacy and identity of trafficked persons; b) making legal proceedings confidential; c) informing trafficked persons of relevant court and administrative proceedings; d) enabling victims to present views and concerns; e) implementing measures to provide for the physical, psychological and social recovery of victims; f) physical safety; and g) providing measures for obtaining compensation for damages suffered.

Declaration on the Elimination of Violence against Women in the ASEAN Region. The declaration ensures that victims are treated humanely and provided with essential medical and other forms of assistance deemed appropriate by the receiving country.

Despite controversial human rights related issues raised against the incumbent administration, the Government of the Republic of the Philippines, affirms the universality, indivisibility, interdependence, and interrelatedness of all human rights, respectful of its unique national and regional particularities borne by its diverse historical, cultural, and religious backgrounds.

The Philippines is one of the 189 countries that ratified the CEDAW and described it as a landmark international bill of rights for women. Philippine laws and national mandates are aligned to CEDAW, which directs State Parties to take all appropriate measures to eliminate discrimination against women in the political and public life of the country and, in particular, to ensure the rights of women to participate in the formulation of government policy and the implementation thereof, and to hold public office and perform all public functions at all levels of government, on equal terms with men. They also set the Philippine government's pledge of commitment to the CEDAW Committee in its 36th Session in 2006 and to the UN Human Rights Council on its first Universal Periodic Review in 2009. It is the local translation of the provisions of the CEDAW, particularly in defining gender discrimination, state obligations, substantive equality, and temporary special measures. It also recognizes human rights guaranteed by the International Covenant on Economic, Social and Cultural Rights.

Toward this end, strengthening the implementation of the CEDAW in the country is seen as a viable take-off point for engendering governance, particularly on the provision of 'substantive equality' between men and women. However, there are no specific provisions in CEDAW that recognise women's intersectional identity, including women living in poverty. Due to this gap, CEDAW has been criticized for its inability to protect women against intersectional discrimination. Hence, the CEDAW framework should be complemented by other key documents such as the BPfA and the International Conference on Population and Development which can advance the rights of women in sexual and reproductive rights and promote improved standard of living.

Moreover, the Philippines is also one of the UN member countries that adopted the Beijing Platform for Action, the resulting document of the Fourth World Conference on Women in Beijing, China in 1995. In fact, the Philippines played a vital role in crafting the BPfA as it was a Filipina who chaired the Main Committee that negotiated the Platform. The BPfA flagged 12 key areas where urgent action was needed to ensure greater equality and opportunities for women and men, girls and boys by laying out concrete ways for countries to bring about change. The country continues to actively participate in the succeeding sessions that assess BPfA implementation every 5 years.

In September 2015, the Philippines, together with other UN member states adopted the 2030 Agenda for Sustainable Development, replacing the eight (8) Millennium Development Goals which concluded that year. Seventeen (17) goals, which include Goal 5 to “Achieve gender equality and empower all women and girls”, were adopted as a universal call to action to end poverty, protect the planet and improve the lives and prospects of everyone, everywhere.

3.1.2 National Laws

As a proof of its adherence to international conventions, human rights is enshrined in the Philippine Constitution and ratified or signed, with some exceptions, all major human rights treaties. Section 2, Article II of the 1987 Constitution states: “The Philippines renounces war as an instrument of national policy and adopts the generally accepted principles of international law as part of the law of the land, and adheres to the policy of peace, equality, justice, freedom and cooperation and amity with all nations.” These international instruments should be used for project design and implementation that aim to engender governance in all its spheres. Training, capability-building and awareness campaigns for key national and local officials on these instruments and how they can be incorporated in planning and policymaking can be significant areas for intervention.

The Philippine Constitution also goes beyond the statement of principles by incorporating Article XIII, entitled “Human Rights and Social Justice, which states that, “Congress shall give the highest priority to the enactment of measures that protect and enhance the rights of all the people to human dignity, reduce social, economic, and political inequalities, and remove cultural inequities by equitably diffusing wealth and political power for the common good.” As a manifestation of this commitment, the Commission on Human Rights was established in 1987, with the primary function of investigating all forms of human rights violations involving civil and political rights in the Philippines.

Nevertheless, as a participant to various international conferences on women and signatory to their outcome documents, the Philippine government has made significant strides in enacting legislation that ensures the rights of women in recent years. Over-all, the Philippines has had an active and aggressive legislative agenda to protect women’s rights and ensure gender equality. Efforts to make governance gender responsive are promoted through legislation, such as the Magna Carta of Women, which promotes women’s participation in policymaking and program development across various levels. The law also mandates the allotment of at least 5 percent of the budget of all agencies to gender and development.

Much has been happening in the country in terms of gender equality. The modern family planning programme continues to be implemented since it was established in 2017. There are also recently passed bills to improve maternity benefits such as the extension of women’s leave period to at least 100 days in both public service and private sector. The Philippines has also achieved the Millennium Development Goal on gender parity in education at all levels. Based on the Philippine Statistics Authority (PSA 2015),

females' functional literacy in the Philippines in 2013 became even higher than that of males. This trend persisted in recent years as evidenced by the 2019 Functional Literacy, Education and Mass Media Survey.

Specifically, Philippine laws and policies that are reflective of international instruments in upholding the rights and welfare of women and advance gender development include the following:

1987 Constitution. The 1987 Constitution upholds the fundamental equality before the law of women and men and recognizes the essential role of women in nation building. It guarantees citizens' equal access to opportunities for public service. In addition, it provides for sectoral representation, which includes women, at the local level.

Republic Act 9262. The Anti-Violence Against Women and Their Children (VAWC) Act of 2004 criminalizes acts of physical, sexual, economic and psychological abuse and violence committed against a woman or her child by any person and provides for protective measures. By virtue of this Act, the Inter-Agency Council on Violence Against Women and their Children (IAC-VAWC) was established to serve as the monitoring body for all VAW initiatives. The Council is composed of representatives from 12 national agencies tasked to formulate programs and projects to eliminate VAW based on their mandates as well as develop capability programs for their employees to become more sensitive to the needs of their clients. These include: Department of Social Welfare and Development (DSWD), National Commission on the Role of Filipino Women (NCRFW), Civil Service Commission (CSC), Commission on Human Rights (CHR), Council for the Welfare of Children (CWC), Department of Justice (DOJ), Department of the Interior and Local Government (DILG), Philippine National Police (PNP), Department of Health (DOH), Department of Education (DepEd), Department of Labor and Employment (DOLE), and National Bureau of Investigation (NBI).

Republic Act 8551. The Women and Children Protection Desk (WCPD) was created under the Philippine National Police Reform and Reorganization Act of 1998 to address cases involving crimes against chastity, sexual harassment, and abuses committed against women and children, including gender-based violence (GBV). The Act stipulates the investigation of GBV cases as under the jurisdiction of the WCPD. Confidentiality is strictly observed, and all cases are handled by trained WCPD investigators. As such, the Act provides that the Philippine National Police shall reserve 10% of its annual recruitment, training and education quota for women who shall serve in the women's desk. The PNP has established WCPDs in almost all police stations throughout the country.

Republic Act 9710. The Magna Carta of Women (Magna Carta) of 2009 is the encompassing Act that operationalizes the country's commitment to the CEDAW. The Magna Carta is the overall framework that guides and continues to guide efforts to legislate, implement, support, and program the gender equality efforts of government, civil society, and other stakeholders. It sets out the State's obligations in promoting and protecting gender equality, women's rights, and the promotion of female empowerment across all sectors of society.

Essential features of RA 9710 include:

- Increasing the number of women in third level positions in government to achieve a fifty-fifty (50-50) gender balance within the next five years while the composition of women in all levels of development planning and program implementation will be at least 40 percent;

- Leave benefits of two (2) months with full pay based on gross monthly compensation for women employees who undergo surgery caused by gynaecological disorders, provided that they have rendered continuous aggregate employment service of at least six (6) months for the last twelve (12) months;
- Non-discrimination in employment in the field of military, police and other similar services that include according the same promotional privileges and opportunities as their men counterpart, including pay increases, additional benefits, and awards based on competency and quality of performance;
- Provision for equal access and elimination of discrimination in education, scholarships, and training. Thus, expulsion, non-readmission, prohibiting enrolment, and other related discrimination of women students and faculty due to pregnancy out of marriage shall be outlawed;
- Non-discriminatory and non-derogatory portrayal of women in media and film to raise the consciousness of the general public in recognizing the dignity of women and the role and contribution of women in family, community, and the society through the strategic use of mass media; and,
- Equal status given to men and women on the titling of land and issuance of stewardship contracts and patents.

In addition to guaranteeing substantive rights, the Mindanao Commission on Women (MCW) establishes the responsibility of the government to take actions in order to end discrimination against women. It provides that the Philippine government must “ensure the substantive equality of men and women” and mandates the State to take steps to review, amend or repeal existing laws that are discriminatory towards women. Its implementing rules provide for a governance structure for the monitoring of gender equality goals, i.e., the Philippine Commission on Women (PCW) and the enforcement and governance of gender and women protection and participation across all levels of government.

The representation of women in legislative bodies is provided under Section 41(c) of the **Local Government Code**; as well as under **Republic Act 7941 or the Party-List System Act**, which includes women in the list of marginalized sectors that may form a political party and vie for representation under the party-list system.

Republic Act 8042 as amended by Republic Act No. 10002. Focuses on the protection of migrant workers through the one-country team approach in the Philippine Embassies/Consulates, the creation of the Office of the Undersecretary for Migrant Workers Affairs and availability of Assistance to Nationals funds for displaced, abused and exploited migrant workers including victims of human trafficking managed by the Department of Foreign Affairs.

Revised Penal Code specifically article 341. Penalizes white slavery trade resulting in prostitution and other similar abuses and exploitation.

Republic Act 11313 or the Safe Spaces Act defines gender-based sexual harassment in streets, public spaces, online, workplaces, and educational and training institutions. The law penalizes all forms of sexual harassment in public spaces as well as online platforms. It also strengthens the administrative mechanisms against sexual harassment in workplaces and in educational and training institutions. Another salient feature of the law is that it recognizes that sexual harassment may be committed even between peers, by a student to a teacher, or a trainee to a trainer.

Senate Bill No. 1373, which seeks to prohibit and declare child marriage as illegal, is an important measure that aims to promote the empowerment of women and girls by abolishing unequal structures and practices that support discrimination and inequality against women and children. This bill considers the act of child marriage a public crime and penalizes any person who facilitates and solemnizes this union. Being conscious of existing cultural practices, the bill introduces a culturally appropriate program and services that will be responsive to the needs of those who will be affected by this law.

A report from the Philippine Commission of Women shows that the Philippines has made leaps in advancing gender equality and promoting the empowerment of women and girls. While it dropped to 17th rank in the 2021 Global Gender Gap Index from 8th in 2018, the Philippines has maintained its position as the most gender equal country in Asia. The 2021 Global Gender Gap Report of the World Economic Forum affirms that the country has closed 78.4 percent of its gender gap particularly in education attainment, economic participation and opportunity, and health and survival. However, the country still has a long way to go in terms of political empowerment, particularly in terms of women in ministerial positions (ranked 113th).

The UNDP Gender Inequality Index (GII) showed that the Philippines has a GII value of 0.430, ranking it 104 out of 162 countries in the 2019 index. This ranking is based on the following: Only 28.0 percent of parliamentary seats are held by women, and 75.6 percent of adult women have reached at least a secondary level of education compared to 72.4 percent of their male counterparts. For every 100,000 live births, 121.0 women die from pregnancy related causes; and the adolescent birth rate is 54.2 births per 1,000 women of ages 15-19. Female participation in the labour market is 46.1 percent compared to 73.3 for men

As far as laws are concerned, the Philippines performs better than its neighbouring countries, although enforcement and implementation of these laws remains understudied. Enforcement of the laws and regulations require major considerations including: who is the responsible enforcing agency? are there adequate resources or personnel to enforce the law? violations is unknown, or if known, are not deemed serious enough to address. The Philippines can boast of having relatively progressive laws intended to promote gender equality. The legal environment is also favourable to SDG5, although ground conditions and the extent to which the laws are properly interpreted and supported by the offices responsible, largely local government units (LGUs), requires monitoring and evaluation. For areas such as access to education, access to employment, and participation in government the figures suggest close to equality conditions, in some cases with even higher participation of women than men, such as in education and the civil service. However, these national-level averages hide some important inequalities in certain industries, sectors, leadership positions, and vulnerabilities. For instance, in 2017, the Department of Education issued a gender-responsive basic education policy that calls for an end to discrimination based on gender, sexual orientation and gender identity in schools. The policy is an important step toward providing equal rights for all students—however, DepEd has not developed actionable strategies to combat discrimination against and exclusion of LGBT youth. And it has not ensured that teachers and students are aware of best practices and have meaningful redress when their rights are violated. To be more specific, what DepEd can do to enforce the policy is to issue a standardized policy prohibiting discrimination on the basis of sexual orientation and gender identity in all public and private schools, and train school personnel to enforce it. It should develop LGBT training for school counsellors, issue print and web resources on LGBT issues, and foster LGBT peer support groups in secondary schools. And instead of merely affirming the value of inclusive curricula, it should incorporate LGBT-inclusive materials into the sexuality education modules that educators use.

3.1.3 Translation at the Local Level in Mindanao

The Mindanao Commission on Women (MCW) was established on December 8, 2001 by Muslim, Christian and indigenous women leaders of Mindanao as a vehicle to influence public policy and public opinion on peace and development. It has become a significant voice in articulating a Mindanao peace and development agenda from a woman's perspective. MCW has mobilised, educated, persuaded and lobbied to make women's issues central to decisions about peace, believing that no peace agreement can be implemented or sustained without the leadership of women. To help in the building of peaceful and prosperous communities for Mindanao families, the MCW chose three inter-linked areas of work: peace and multiculturalism, poverty reduction, and politics and governance.

The commission is composed of women leaders who have many years of experience in peace and development processes in Mindanao. They work with eighteen area core groups composed of women leaders and renowned experts in each area of work. These groups implement advocacy campaigns at the local level. Collectively, these core groups engage in Mindanao-wide campaigns. The Mothers for Peace movement forms the mass base of the Commission.

The question of gender equality is particularly acute in the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM). For instance, the HDI 2019 report revealed that the region ranks lowest in the Philippines (BARMM has a 0.599 vs Philippines 0.718); what is less well known is that they also have the highest Gender Disparity Index, i.e. female labour force comprised 26.06 percent of employed persons and 40.45 percent of unemployed persons; while male labour force are 73.94 percent of employed persons and 59.55 percent of unemployed persons.. In the Philippines, it is only in the BARMM that women have significantly lower literacy and educational levels than men. For instance, in 2018, 31.02 percent of the employed persons in ARMM reached Elementary Undergraduate as their highest grade completed. Majority or 80.42 percent of which are male, while the remaining 19.58 percent are female. Compounding the problem are the domestic roles prescribed by cultural norms, which often constrain Moro women's opportunities to be full participants and beneficiaries in social, political, and economic spheres.

The reality of gender disparity in the BARMM, however, is not only determined by cultural differences but also as a result of the decades-old conflict situation in Mindanao. Concentrated in the Muslim-majority areas of central and southwestern Mindanao, the conflict is one of the world's longest-running violent conflicts. It is rooted in the clash of interests over land and natural resources, and the struggle of Muslims (a minority in the largely Catholic Philippines) to preserve and protect their identity.

Republic Act 11054 or the Bangsamoro Organic Law (BOL) was signed into law by President Rodrigo Duterte on 27 July 2018. The BOL repealed the Act that created the Autonomous Region in Muslim Mindanao (ARMM) and provided for the establishment of the new political entity called the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM). Article IX of the law stipulates that no person in the Bangsamoro Autonomous Region shall be subjected to any form of discrimination on account of creed, religion, ethnic origin, parentage or gender. As such, the law contains several provisions that will benefit women and girls (see Figure 1). Women, youth and indigenous communities each have reserved seats in Parliament, and at least one woman must be appointed to the Cabinet. The law ensures an allocation of at least five per cent of the budget for programmes on gender and development. It calls for addressing the rights of women combating climate change, and for women's needs to be considered in rehabilitation and development programmes for internally displaced people.



Figure 3.1.1 Gender equality and women empowerment platform in the BOL

More specifically, the Comprehensive Agreement on the Bangsamoro, concluding 17 years of negotiations between the Government of the Philippines and the Moro Islamic Liberation Front, was hailed for its strong provisions on women's rights as well as for women's political, social and economic participation. Eight out of the 16 Articles mention some provisions on women's rights, their roles in governance and development, and protection against violence. Among these provisions are:

On women's participation. The Bangsamoro Organic Law, which was just adopted, contains various clauses that promotes the welfare of women and girls. Different ministries realigned their mission to the BOL. The Bangsamoro Women Commission is mandated to coordinate all concerns on women's affairs including linking and networking with regional and national women's networks. The Bangsamoro Council of Leaders, a body composed of Members of Congress, Provincial Governors, Mayors, traditional leaders, and representatives from non-Moro indigenous communities and other sectors in the BARMM, includes women. The Council's key role is to advise the Chief Minister on matters of governance in the BARMM. Women have a right to "meaningful political participation" and "lawful employment." The Bangsamoro

Parliament will enact a law to recognize the important roles of women in nation building, and to ensure women's representation in decision and policymaking. Aside from the reserved seats for women in the Parliament, there should be at least one woman appointed in the Bangsamoro Cabinet. This is composed of fifteen Ministers who head the BARMM Ministries on Agriculture, Fisheries and Agrarian Reform, Basic, Higher and Technical Education, Environment, Natural Resources and Energy, Finance, and Budget and Management, Health, Human Settlements and Development, Indigenous Peoples' Affairs, Labor and Employment, Interior and Local Government, Public Order and Safety, Public Works, Science and Technology, Social Services and Development, Trade, Investment and Tourism and Transportation and Communications.

On women's rights. The Bangsamoro adheres to the principle of enjoining what is right and forbidding what is wrong. The passing of BOL created a system to promote, safeguard, and fulfil women's human rights, such as a women's commission or ministry, is one of the concerns vital to women in the new administration. Access to justice for women, including transitional justice, is also a major challenge. It is critical to guarantee that government officials and workers not only comprehend but also know how to meet women's rights and demands.

On women's programs. Establish appropriate mechanisms for consultations with women, and special development programs and laws for women. The programs which address both practical and strategic requirements for women, such as freedom from abuse and assault, land and property rights, and non-discrimination.

On protecting women and children. Women and children are protected from violence, exploitation, abuse, or discrimination.

On transition. Establish the Bangsamoro Transition Authority (BTA), an interim government during the transition period. Women should have representatives in the BTA.

Moreover, areas for gender mainstreaming (Policies, Budget, Programs and Projects, People) in the BARMM are identified in the Bangsamoro Organic Law. These provisions create a positive environment for women's participation and gender-responsive governance. However, the advocacy and support from communities, NGOs and other actors – and the buy-in and support from government officials – will be vital to guarantee women's rights and gender equality.

3.1.4 Assessment of the Protection and Full Enjoyment of Human Rights

Mindanao has traditionally been considered the country's food-basket, with rich, fertile land and an abundance of natural resources. Despite this, the region remains woefully underdeveloped, with widespread poverty, stark inequalities, natural resource destruction, and violent conflict as chronic characteristics. While the Philippines' articulated legal protections of the rights of the people, their land, and many of their human rights, such as their right to freely pursue their economic, social and cultural development – these are severely challenged. This is particularly true in the case of development of the agricultural business industry where disputes over land tenure can create conflict with businesses and government authorities.

While the voice, mobility, and role of women in conflict resolution have increased, the sector continues to face significant challenges relevant to their meaningful participation in socio-economic development and peacebuilding as these are dependent on factors such as social status, religion, ethnicity, and

socioeconomic class. Though women's participation in Mindanao's peace processes is internationally recognized as a successful example, it is, in truth, limited to a handful of wealthy women from elite families and clans with strong political and social ties to influential men. Support from politically influential men is a key determinant of women's participation in political processes. As such, despite efforts even of Muslim women who have organized themselves and completed higher education to increase their space in the political sphere, decision making continues to rest with influential men. Thus, these women are denied full decision-making and management power due to male-dominant, patriarchal gender norms. Furthermore, division among women from diverse backgrounds also hampers their efforts to effectively raise their voices and influence political peace processes. Grassroots political participation of the majority of Bangsamoro's women has been greatly hampered by the double burden of reproductive and productive labour; lack of access to education, information, and social networks; and limited connections with influential men. Indigenous women in rural communities are especially affected by inaccessible education and the aforementioned double burden.

Female participation in socio-economic development during the peace processes has also been limited to a handful of less economically challenged women. Poor rural women, especially the indigenous, are often unable to participate in socio-economic development activities, faced with the same barriers that restrict their grassroots political participation. Even when able to participate in such activities, mobilized by external actors, their participation often remains passive, being only targets of information dissemination or awareness raising. Government members and development practitioners persistently enforce male-centred views, with women kept at the periphery of livelihood support. Additionally, there are often divisions and disparities among women in a conflict-affected community, with marginalized group members facing additional discrimination and barriers from other women regarding access to resources and effective participation.

The most marginalized in Philippine society are the rural and Indigenous Peoples (IPs). Not only are the latter poor, but they belong to a tribal society considered different from the mainstream Western-“educated” and “civilized” society. They live in far-flung areas where the government's reach is limited in terms of providing education, medical services, and basic necessities. They are frequently caught in the crossfire between insurgents, bandits and the military and are also regularly victims of environmental degradation that affects their health and livelihood. Women in indigenous and ethnic communities have been further marginalized, particularly with regard to land ownership. Indigenous women have been deprived of their rights under customary law to be co-owners of land, because government resettlement projects award land titles and certificates of titles to crops to men as “head of the family”. In many communities, gender disparities with regard to land and other productive resources are linked to assumptions that men, as heads of households, control and manage land – implicitly reflecting ideas that women are incapable of managing productive resources such as land effectively, that productive resources given to women are “lost to another family” in the event of marriage, divorce or (male) death, and that men will provide for women's financial security. Challenging these discriminatory ideas is critical. CEDAW article 14 is devoted to rural women to ensure that they participate and benefit from rural development -- equal treatment in land reform and access to agricultural credit and loans, marketing facilities and technology, and adequate living conditions, especially in relation to housing, sanitation, electricity and water supply, and transport and communications.

3.1.5 Violence Against Women and the Justice System

The Shari'ah court system in the Philippines was a result of the Presidential Decree 1083 issued by then-President Ferdinand Marcos on February 7, 1977, which is also known as the Code of Muslim Personal Laws on the advice of the now-defunct Commission on National Integration. Shari'ah courts are under the administrative supervision of the Supreme Court of the Philippines. Shari'ah in the country only deals with Muslim customary and personal laws and exclude criminal law. Republic Act 6734, which was the Organic Law of the Autonomous Region in Muslim Mindanao recognized the two district courts under the now defunct autonomous region and also provided for the establishment of a Shari'ah Appellate Court, however such court was never established. The Organic Law which served as the foundation of the Bangsamoro Autonomous Region in Muslim Mindanao provides for the formation of a Shari'ah. Through its transformation as a "women's court," the state Shari'ah has provided Filipino Muslim women with an effective option to resolve problems or issues involving members of their family which in turn assist in building trust in and legitimacy of the state institution. Providing effective justice to one of the marginalized sectors in Philippine society likewise assists in empowering women participating in building the peace in their communities. Generating trust and capacity in the state Shari'ah courts is the responsibility of both local stakeholders and central state authorities. Forging cooperative and supportive networks between the secular and Shari'ah court systems and between local justice personnel and central justice authorities can enhance the effectiveness and legitimacy of a formalized legal hybrid (Deinla, n.d.).

The most prevalent human rights violation that cuts across all sectors of society -- even the rich and highly educated -- is violence against women (VAW). The Philippines has enacted several laws protecting women from violence -- Anti-Sexual Harassment, Anti-Rape and Rape Victim Assistance and Protection, Anti-Trafficking in Persons, Anti-Violence against Women and Children with Women's and Children's Desks and Services -- yet the implementation leaves much to be desired. Knowledge of the laws among those who are supposed to enforce them -like the police and judges are scandalously minimal, and much less among those who need them for their own personal protection.

One of the most urgent and widespread of human rights issues is trafficking because of its global reach. Trafficking is the recruitment, transport and transfer of persons with or without their consent or knowledge within or across national borders by means of threat or use of force or other forms of coercion, including abduction, fraud, deception and abuse of power. The poor and undocumented women overseas Filipino workers (OFWs) are particularly vulnerable to being victims of trafficking for forced labour or prostitution.

Sexual harassment in the workplace also remains rampant, despite the Anti Sexual Harassment Law (RA7877). Unfortunately, not even judges are exempt from inflicting this type of VAW on their employees, as reported cases abound. Moreover, each establishment must see to the development of rules and mechanisms for complaints apart from monitoring which is an immense task. Young girls who want desperately to make the grade or be employed are likely victims of their teachers or superiors.

Domestic violence used to be considered a private matter between husband and wife. A woman who ran to the police or the priest was often told to go back to her abuser. She would suffer in silence until she finally worked up the courage to leave for an uncertain future.

Women and Children's Protection Units were set up in police stations and in government hospitals to identify VAW victims. Women usually do not say they were battered when they come for treatment. Government and NGOs provide counselling and shelters for abused women and their children. Hotlines

for these services and shelters need to be widely disseminated. With the Anti-Rape Law (RA 8353) and the Anti-Violence Against Women and Children (RA 9262) Act, neighbours, relatives and others can now report abuse in the home. Until now, women are hesitant to report their situation due to shame and fear. RA 9262 gives respite from harm with protection orders that bar perpetrators from going near the victims. Unfortunately, some barangay officials are still ignorant of this provision, or the order is delayed. Awareness of these laws and their rights must be made known to all.

Among the four most reported cases of violence against women at the national level in 2019 by the Philippine National Police, physical injuries were reported the highest at 16,251 cases. There is no regional disaggregation of the data, which is shown in Table 3.1.1. Women aged 15-49 years old experienced the most physical or sexual violence at 18.5%.

Table 3.1.1. Most reported cases of violence against women, 2019

Case Type	Number
Attempted Rape	363
Acts of Lasciviousness	2,085
Physical Injuries	16,251
Rape	2,162

Source: Philippine National Police

The Department of Social Welfare and Development (DSWD) also caters to victims of gender-based violence. by providing psychosocial counselling, professional health services, referral for medico-legal examination, and coordination with the law enforcement. Table 3.1.2 shows young girls who have been sexually exploited and women victims of trafficking are the most frequent types of victims encountered by social workers.

Table 3.1.2. Top 3 clients served by DSWD

	Number of Women	Children Girls	Boys
Victims of Trafficking	420	336	18
Prostitution/ Emotionally Abused	268		
Sexually Exploited	222	637	7
Neglected		279	305

Source: Department of Social Welfare and Development

Violence against women is part of the 2017 National Demographic and Health Survey. Some of the data tables in the survey are aggregated at the national level and there are a few indicators that have regional disaggregation. Table 3.1.3 indicates that physical or sexual violence is the primary form of violence experienced by women in the Philippines. Region 13 has the highest rates of both physical and sexual violence in Mindanao, as indicated in Table 3.1.4.

Table 3.1.3. Percentage of women aged 15-49 who have ever experienced different forms of violence

Case Type	Percent
Physical Violence	13.3
Sexual Violence	1.7
Physical and Sexual Violence	3.5
Physical or Sexual Violence	18.5

Source: The National Demographic and Health Survey (NDHS) 2017

Table 3.1.4. Percentage of women aged 15-49 who have ever experienced different forms of violence

Region	Percent Physical Violence	Percent Sexual Violence
National Capital Region	11.0	1.5
Cordillera Admin. Region	10.5	2.0
I - Ilocos Region	16.9	5.5
II - Cagayan Valley	15.0	5.9
III - Central Luzon	11.3	3.5
IVA - CALABARZON	16.2	3.3
MIMAROPA Region	17.6	5.2
V - Bicol	29.0	11.0
VI - Western Visayas	21.6	7.4
VII - Central Visayas	19.7	7.0
VIII - Eastern Visayas	25.1	9.5
IX – Zamboanga Peninsula	19.7	9.8
X – Northern Mindanao	13.4	4.5
XI -Davao Region	23.1	6.8
XII – SOCCSKSARGEN	17.8	7.1
XIII – Caraga	27.6	13.8
ARMM	4.9	0.8

Source: The National Demographic and Health Survey (NDHS) 2017

Tables 3.1.5 and 3.1.6 shows that family members are often the perpetrators of violence against women. Married women face sexual and physical abuse from their husbands or partners. Sexual violence is mostly committed by unmarried women's friends or acquaintances, whereas physical violence is usually committed by the mother/stepmother. Figure 3.1.2 illustrates how Region XIII has the highest proportion of women who experienced violence committed by their spouse or partner while ARMM has the lowest.

Table 3.1.5. Top 3 perpetrators of violence against married women ages 15-49

	Sexual Violence (Percent)	Physical Violence (Percent)
Current husband/partner	49.4	47.5
Former husband/partner	32.2	24.7
Mother/Stepmother	7	15.6

Source: The National Demographic and Health Survey (NDHS) 2017

Table 3.1.6. Top 3 perpetrators of violence against unmarried women ages 15-49

	Sexual Violence (Percent)	Physical Violence (Percent)
Own friend/acquaintance	20.2	-
Mother/Stepmother	-	26.1
Father/Stepfather	-	25.3
Sister/Brother	-	19.2
Other relatives	17.6	-
Stranger	16.8	-

Source: Department of Social Welfare and Development

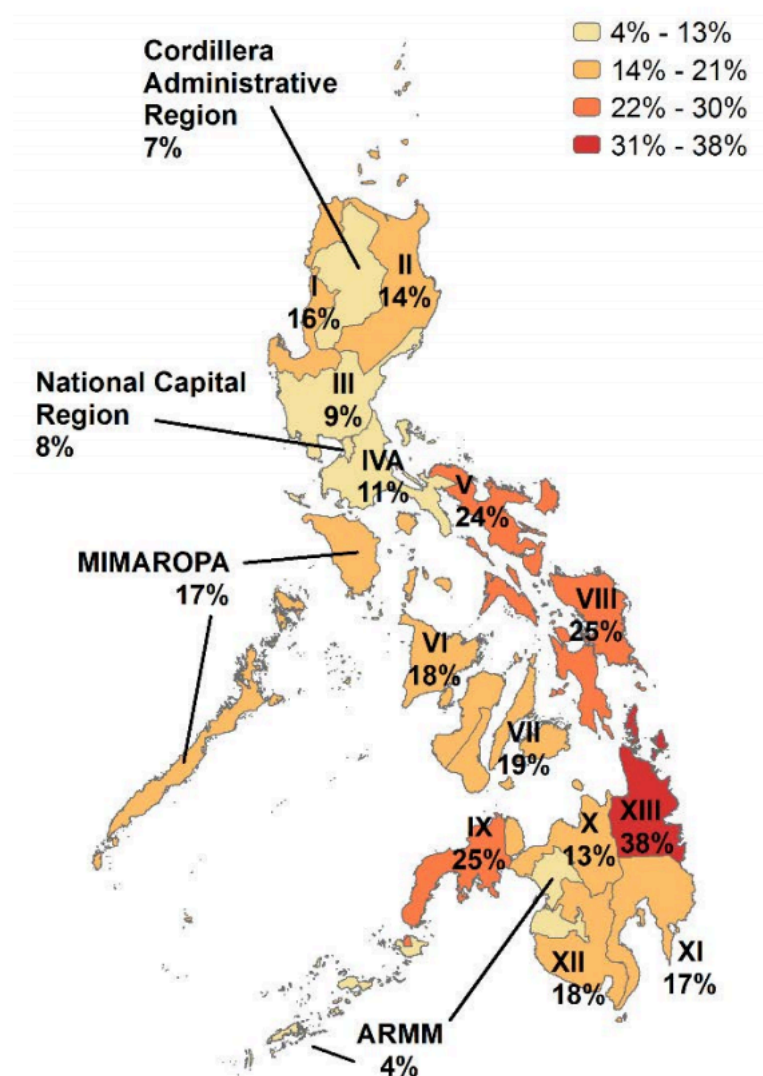


Figure 3.1.2. Percentage of ever-married women age 15-49 in the Philippines who have ever experienced physical, sexual, or emotional violence committed by any husband/partner in the past 12 months

Source: The National Demographic and Health Survey (2017)

While the data depicts that some regions have higher incidences of violence against women, it does not show the complete picture. Many cases may not have been reported because victims do not always tell someone or seek help after experiencing violent acts. A possible explanation for this is that most perpetrators of abuse are closely related to victims, as shown in Table 3.1.5. It is interesting that Region XII, which has the highest incidences of physical and sexual violence and violent acts committed by the husband or partner also had one of the highest percentages of women who sought help or told someone. In contrast, ARMM has lowest incidence rates but almost 75% of women did not seek help or tell someone, which means that either the incidences are really low, or they are left unreported.

Table 3.1.5. Percentage of women aged 15-49 who sought help after experiencing physical or sexual violence

Region	Sought help to stop violence	Never sought help but told someone	Never sought help, never told anyone	Number of women who have ever experienced any physical or sexual violence
National Capital Region	35.3	27.0	37.7	372
Cordillera Admin. Region	34.0	19.9	46.0	34
I - Ilocos Region	50.1	21.1	28.7	158
II - Cagayan Valley	34.4	23.2	42.4	96
III - Central Luzon	30.7	22.2	47.2	219
IVA - CALABARZON	39.7	17.5	42.8	490
MIMAROPA Region	35.5	29.2	35.4	86
V - Bicol	31.2	20.9	39.7	368
VI - Western Visayas	34.6	21.0	44.5	260
VII - Central Visayas	36.7	22.1	41.2	260
VIII - Eastern Visayas	25.7	36.2	38.1	204
IX - Zamboanga Peninsula	27.5	30.3	42.1	131
X - Northern Mindanao	28.7	31.6	39.8	104
XI - Davao	36.6	27.1	36.3	204
XII - SOCCSKSARGEN	31.1	20.7	48.2	155
XIII - Caraga	33.9	29.5	36.7	149
ARMM	12.4	14.7	72.9	29

Source: The National Demographic and Health Survey (NDHS) 2017

Table 3.1.6 shows the crime rates per region. Crimes rates in the other regions are much lower compared to the national capital region. It is interesting to note that ARMM has the lowest crime rate but also the lowest solution efficiency, indicating that many crimes remain unsolved. Table 3.1.7 show the crimes reported by the Philippine National Police (PNP) include index crimes and non-indexed crimes. Index crimes constitute murder, homicide, physical injury, robbery, rape, theft and car theft. Meanwhile, non-index crimes are all other illegal acts, including violations of special laws or local ordinances. SOCCSKSARGEN is the region with the highest crime rate and has the most number of non-index crimes. Davao region has the greatest number of index crimes. However, Caraga is the most efficient in crime clearance among the regions in Mindanao. The data is limited to the total aggregates of the types of crime. No data on the specific index or non-index crime prevalent in Mindanao.

Table 3.1.6 Reported Average Monthly Crime Rate by Regions in Mindanao in 2018

Region	Average Monthly Crime Rate	Total Crime Solved	Crime Solution Efficiency (%)
Philippines	39.15	364,934	74.42
NCR	90.73	114,963	79.25
CAR	33.58	5,285	73.61
I - Ilocos Region	50.04	23,962	76.73
II - Cagayan Valley	27.04	6,767	75.67
III - Central Luzon	30.87	32,428	75.41
IV-A CALABARZON	26.29	35,640	75.74
MIMAROPA	18.47	5,032	74.05
V - Bicol Region	35.34	14,838	58.34
VI - Western Visayas	29.82	21,919	78.56
VII - Central Visayas	70.14	48,539	72.25
VIII - Eastern Visayas	18.65	7,681	74.69
IX - Zamboanga Peninsula	30.48	8,124	59.14
X - Northern Mindanao	23.28	8,823	65.10
XI - Davao Region	22.39	10,130	74.69
XII - SOCCSKSARGEN	31.69	12,560	70.24
XIII - Caraga	28.99	7,240	77.45
ARMM	5.14	1,003	42.52

Source: Philippine National Police

Table 3.1.7. Reported Index and Non-Index Crimes by Region in 2018

Region	Index Crimes			Non-Index Crimes			Total Crime Volume		
	Total	Cleared	Crime Clearance Efficiency (%)	Total	Cleared	Crime Clearance Efficiency (%)	Total	Cleared	Crime Clearance Efficiency (%)
2018	81,413	54,277	66.67	408,980	363,315	88.83	490,393	417,592	85.15
NCR	14,650	11,105	75.80	130,419	120,192	92.16	145,069	131,297	90.51
CAR	1,159	836	72.13	6,021	4,996	82.98	7,180	5,832	81.23
I - Ilocos Region	2,910	2,005	68.90	28,320	26,397	93.21	31,230	28,402	90.94
II - Cagayan Valley	2,389	2,052	85.89	9,197	8,921	97.00	11,586	10,973	94.71
III - Central Luzon	6,688	5,398	80.71	36,315	33,340	91.81	43,003	38,738	90.08
IV-A CALABARZON	8,312	6,350	76.40	38,741	34,492	89.03	47,053	40,842	86.80
MIMAROPA	1,427	1,210	84.79	5,368	4,931	91.86	6,795	6,141	90.38
V - Bicol Region	4,934	2,519	51.05	20,501	16,915	82.51	25,435	19,434	76.41
VI - Western Visayas	5,030	3,783	75.21	22,870	19,277	84.29	27,900	23,060	82.65
VII - Central Visayas	13,637	7,155	52.47	50,780	42,160	83.02	64,417	49,315	76.56
VIII - Eastern Visayas	2,894	2,642	91.29	7,390	6,975	94.38	10,284	9,617	93.51
IX - Zamboanga Peninsula	4,213	1,882	44.67	9,523	7,454	78.27	13,736	9,336	67.97
X - Northern Mindanao	3,266	2,042	62.52	10,287	8,308	80.76	13,553	10,350	76.37
XI - Davao Region	3,791	2,219	58.53	9,772	9,037	92.48	13,563	11,256	82.99
XII - SOCCSKSARGEN	3,331	1,599	48.00	14,551	12,136	83.40	17,882	13,735	76.81
XIII - Caraga	1,856	1,204	64.87	7,492	6,794	90.68	9,348	7,998	85.56
ARMM	926	276	29.81	1,433	990	69.09	2,359	1,266	53.67

Notes:

1. 2018 data were updated as of 29 March 2019.
2. Reported crime incidents were based on PNP blotter only.

Source: Philippine National Police

In the data published by the International Alert in Table 3.1.8, only Region IX, XI, XII and BARMM had reported incidents in Mindanao by gender. There were no reported incidents from other regions in Mindanao. It shows that there were more women involved in the reported incidents in the Davao region while there were more men involved in the Zamboanga Peninsula, SOCCSKSARGEN, and BARMM.

Table 3.1.8. Reported incidents in Mindanao by the involved gender in 2015

Region	Male		Female		Undetermined	
	<i>f</i>	<i>p</i>	<i>f</i>	<i>p</i>	<i>f</i>	<i>p</i>
Region IX - Zamboanga Peninsula	2	40.00%	-	-	3	60.00%
Region XI - Davao Region	3051	34.28%	3150	35.39%	2700	30.33%
Region XII - SOCCSKSARGEN	108	11.56%	36	3.85%	90	38.46%
BARMM	1373	43.99%	938	30.05%	810	25.95%

Source: 2015 Data Covering ARMM (Including Cotabato and Isabela Cities) And Davao Region (Excluding Davao City) from International Alert

Table 3.1.9 shows the data reported by the Commission on Human Rights (CHR) in 2018, where Region IX had the highest number of incidents of alleged human rights violation with 94 cases. Region XII has the lowest reported violations with 33 cases. Sex-disaggregation of this data is not available.

Table 3.1.9. Incidence of alleged human rights violations filed with CHR by regions in Mindanao: 2018

Region	2018
Philippines	1,372
NCR	130
CAR	38
I - Ilocos Region	34
II - Cagayan Valley	69
III - Central Luzon	188
IV-A CALABARZON	346
MIMAROPA	3
V - Bicol Region	36
VI - Western Visayas	81
VII - Central Visayas	53
VIII - Eastern Visayas	34

IX - Zamboanga Peninsula	94
X - Northern Mindanao	83
XI - Davao Region	74
XII - SOCCSKSARGEN	33
XIII - Caraga	76

Note: No data for BARMM

Source: Commission on Human Rights

In November 2018, the CHR launched the gender-based violence observatory (GBVO) , envisioned as a resource hub for gender-based violence (GBV), a repository of GBV data including domestic and international standards, and GBV research, reports, situationers documenting how laws are implemented and how GBV manifests in the lived experiences of women, girls, and members of the lesbian, gay, bisexual, transgender, queer, and intersex (LGBTQI) community. The GBV observatory is dynamic and reflects current challenges, contexts, and realities. It aims to hold not only reports from the CHR but also efforts from other government agencies, the academe, civil society organizations and other partners. It contributes to the fulfilment of the Philippine government to monitor the state's obligations in addressing GBV and in forwarding key policy recommendations. The GBVO aims for a deeper understanding of GBV, enhancing access to justice, and in general, making data work for women, girls, and members of the LGBTQI community. Data from the GBVO alerts duty-bearers on the status of cases so that immediate interventions can be done. The observatory also provides information on whether the anti-GBV laws will need amendments.

A 2020 study commissioned by several UN agencies evaluated different challenges and opportunities for ending violence against women and children. Multiple agency coordination is present through the InterAgency Council on Violence Against Women and their Children, however there is no formal integration of policies or programming. Women and other victims of violence and abuse approach the violence against women and children (VAWC) desks at their barangay and VAWC officers facilitate access to justice and support services primarily through a referral system to the Women and Child Protection Desk at police stations. Municipal or barangay women and child protection units will coordinate with the police and facilitate provision of health and social services such as medico-legal examination, separation of victim from the abuser by transferring the victim to a shelter. Upon an initial examination of the incident report, the police will offer a number of solutions to survivors from taking protection orders, to filing of case, depending on the gravity of offense and whether the victim is willing to file a case. The Public Attorney's Office will provide legal assistance to victims who cannot afford a lawyer. Despite these services, many victims end up withdrawing their cases. It can take months or years to get justice due to the long court process in the Philippines. Victims and families living in far-flung areas find the financial cost of going to the municipality or city for multiple court hearings to be too heavy, so they end up dropping the court case once money runs out. Justice is then elusive for many victims of gender-based violence.

Although guaranteed the same rights as the rest of Filipinos under the constitution, Muslim women are bound by the Code of Muslim Personal Laws, which allows polygamy, early and arranged marriages and inheritance of only half of what male heirs are entitled to.—The Bangsamoro Transition Authority (BTA), through Resolution 56, has already called for the creation of the National Transitional Justice and Reconciliation Commission for the Bangsamoro and the implementation of a Transitional Justice and

Reconciliation Program for the Bangsamoro. The BTA has also adopted Resolution 58 calling for the “Creation of the Transitional Justice and Reconciliation Commission in the BARMM.” This call has been based on the Bangsamoro Organic Law’s provision on the creation of a transitional justice mechanism. Currently, in the absence of such a regional commission, the Bangsamoro Human Rights Commission has been mandated to take on human rights and transitional justice initiatives in the interim. The task now is that of operationalization.

3.1.6 Gender Ombud Referral Pathway

The Commission on Human Rights, as Gender Ombud, under the Magna Carta of Women (RA 9710) and as a National Human Rights Institution (NHRI) is committed to the protection and promotion of the rights of persons with diverse gender. The Gender Ombud Guidelines provide a comprehensive tool kit to address gender-based discrimination and violence in a variety of situations by identifying legal remedies, describing procedures, and creating a case referral mechanism aimed at ensuring that all complaints of gender-based discrimination or violence are heard. The guidelines drive home the point that women’s rights awareness and enforcement is not an exclusive task of women alone but involves the broad spectrum of government and civil society. Hence, the approach must always be inclusive rather than exclusive, selective, and fragmented.

Through the Gender Ombud, the Commission on Human Rights can provide legal assistance to GBV survivors through its regional offices. All regional Commission on Human rights offices have a GAD focal person, who also leads in handling cases involving gender equality issues. Cases investigated and resolved by the Commission as Gender Ombud shall be referred to the appropriate agency for investigation and the imposition of the appropriate sanction. The choice of the agency/office to which the complaint shall be forwarded shall be determined by the jurisdiction of the agency and whether a specific case lies within its power to resolve. Figure 3.2.2 illustrates the referral pathway, which is guided by the expediency of the chosen referral pathway; choice and preference of the complainant; availability of legal aid and services in the chosen referral pathway; safety of the complainant and witnesses; and elimination of allegations of bias.

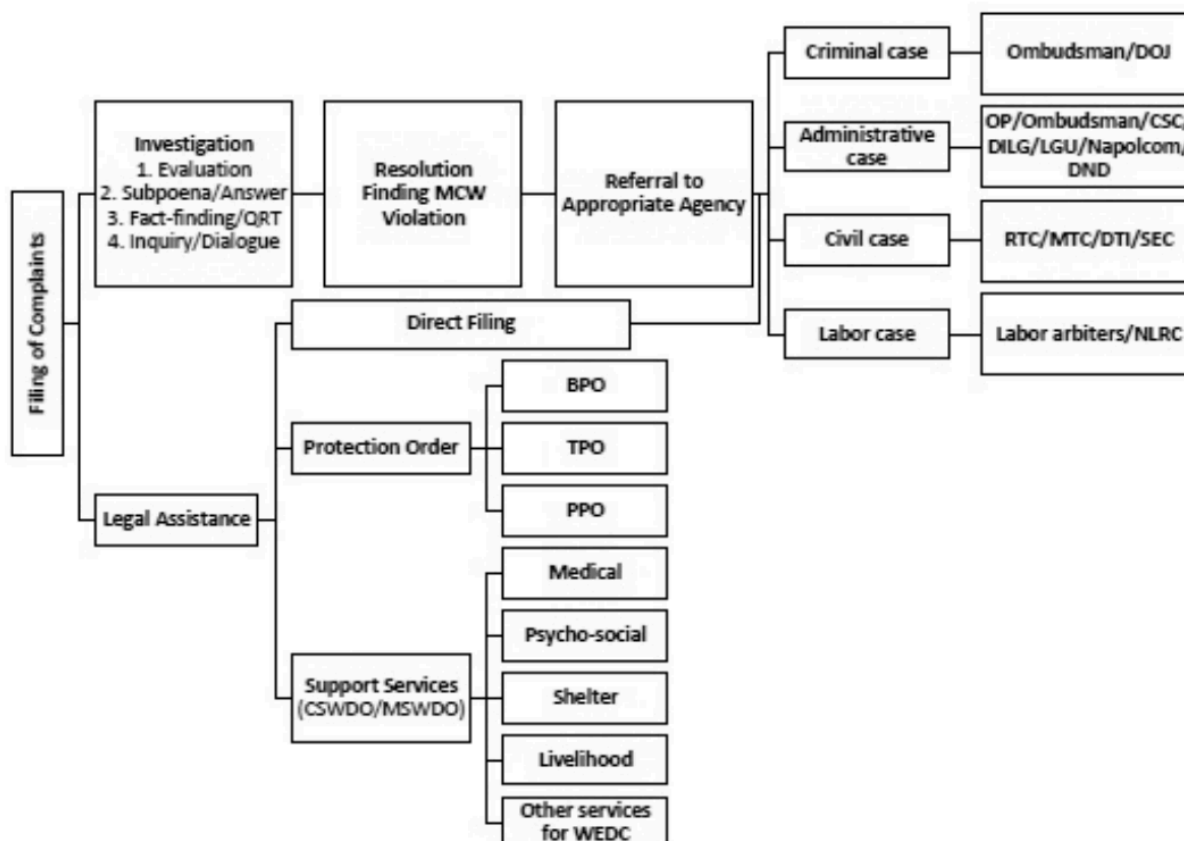


Figure 3.2.2 Gender Ombud referral pathway
Source: Commission on Human Rights

In April 2020, The Commission on Human Rights launched an online system where people can report incidents of gender-based violence occurring while the Philippines is on lockdown due to the coronavirus pandemic. The portal, “e-Report sa Gender Ombud”, can be accessed by going to the gbvcovid.report website.

3.1.7 Summary and Conclusion of Legal and Human Rights Factors

Over-all, there has been a significant shift in approach to women's advancement and empowerment in the Philippines, specifically in Mindanao and in the BARMM. While previously the advancement of women was regarded as important for outcomes such as economic development or population policies, more than ever, consideration has been made for the empowerment and autonomy of women through the improvement of their political, social, economic and health status as important ends in themselves. This shift in approach reflects a human rights approach to issues of concern to women.

By their very nature, international and regional human rights standards require implementation at the national level. They require States parties to take necessary measures of a legislative, administrative or policy nature, and to provide appropriate remedies in case of violations, to ensure enjoyment of the established rights and freedoms. Many of the norms of the UDHR and of other instruments, especially

civil and political rights, are incorporated in the Philippine Constitution, or in domestic legislation, such as:

- The passage of Republic Act (RA) 7192 or the Women in Development and Nation Building Act in 1992 was heralded as the most important achievement in gender advocacy efforts in the country. RA 7192 put forth the indispensable role of women in all aspects of national development and secured the fundamental equality of women and men before the law.
- Republic Act No. 11054 or the Organic Law for the Bangsamoro Autonomous Region in Muslim Mindanao has strong provisions in it wherein women have a reserved seat in Parliament, and at least one woman must be appointed to the Cabinet. The BOL also ensures an allocation of at least five per cent of the budget for programmes on gender and development. Furthermore, it calls for addressing the rights of women combating climate change, and for women's needs to be considered in rehabilitation and development programmes for internally displaced people.

As a result of these and for being one of the early countries to ratify CEDAW, the Philippines has ranked 17th among 156 countries in the Global Gender Gap Report 2021 of the World Economic Forum (WEF). This shows that the country's ranking slipped by one notch from the previous spot. But in Asia Pacific, the Philippines placed second next to New Zealand, ranking fourth globally. Of the four indices, the Philippines ranked 18th in economic participation, 33rd in political empowerment, 34th in health and survival, and 39th in educational attainment².

The challenge remains to achieve the precise content of the legal and human rights framework of gender equality. For instance, many violations of the rights of women occur in situations that remain outside the regulatory framework of the State. Examples include the family, or the existence of religious law, as well as traditional and customary law (example, the Code of Muslim Personal Laws). Likewise, many economic activities performed predominantly by women are not regulated by the State, such as work in family farms or businesses, caring work, and work in the informal sector, and are thus not subject to regulations concerning social security, health and safety standards, minimum pay or protection against exploitation.

Despite ratifying CEDAW, which is considered the universal magna carta for women's rights, it must be pointed out that the country's legal framework is still replete with discriminatory provisions that are founded on cultural and traditional beliefs. These continue to constrain women's full access to social, economic, and political opportunities. And while it appears that the Philippines is faring better than most other countries in gender equality (not only from the World Economic Forum indices, but also among other international assessments), there remain stubborn glass ceilings in representation in high-level decision-making positions and high levels of vulnerabilities to violence and trafficking for certain pockets of the female and girl population.

This is magnified in Mindanao where some groups of women face compounded forms of discrimination - due to factors such as their age, ethnicity, disability, or socio-economic status -- in addition to their gender. The question of gender equality is particularly acute in the BARMM. For instance, the HDI 2019 report revealed that the region ranks lowest in the Philippines (BARMM has a 0.599 vs Philippines 0.718); it has the highest Gender Disparity Index, i.e. female labour force comprised 26.06 percent of employed persons and 40.45 percent of unemployed persons; while male labour force are 73.94 percent of employed persons and 59.55 percent of unemployed persons. BARMM is the only region that women have significantly lower literacy and educational levels than men. For instance, in 2018, 31.02 percent of

² <https://www.pna.gov.ph/articles/1135541>

the employed persons in ARMM reached Elementary Undergraduate as their highest grade completed. Majority or 80.42 percent of which are male, while the remaining 19.58 percent are female. Compounding the problem are the domestic roles prescribed by cultural norms, which often constrain Moro women's opportunities to be full participants and beneficiaries in social, political, and economic spheres.

Furthermore, the National Demographic and Health Survey (2017) shows that BARMM has the lowest incidence rates (4% BARMM vs 18% of Region XII, 23% of IX, and 13% of X in Mindanao) of physical and sexual violence and violent acts committed by the husband or partner but almost 75% of women did not seek help or tell someone, which means that either the incidences are really low, or they are left unreported.

Therefore, there is a need to establish mechanisms to monitor implementation of gender-based laws and policies. In recognition of the fact that gender-based laws and policies implementation is not exclusively a matter of enforcement through law and legal mechanisms, such mechanism should include legal remedies and complaints procedures, the preparation of gender development action plans, and strengthening the Mindanao Women Caucus as well as the Bangsamoro Women Commission mandates to monitor the implementation of these laws. Lastly, there is a need to enhance the participation of civil society with a view to making a difference in the decision-making process. This should include people's broad-based awareness of international gender equality standards to foster social mobilisation and involvement, respect for, and priorities of women, boys, and girls' rights, and the creation of a culture of gender equality.

3.2 Policy Framework

The World Development Report 2012 placed emphasis on Gender Equality and Development, —Gender equality is a core development objective in its own right. It is also smart economics. Greater gender equality can enhance productivity, improve development outcomes for the next generation, and make institutions more representative.

In conformity with world standards, the government of the Philippines recognizes that Gender Equality (GE) and Women Empowerment (WE) is critical to the attainment of Sustainable National Development. The Philippine Government therefore is committed to ensuring Gender Equality and Women empowerment. This is demonstrated in the formulated Philippine Plan for Gender Responsive Development 1995–2025 which defines the policy framework of gender equality.

3.2.1 Formulation and Design of National Gender Equality Policies

At the heart of the policy framework is a matrix that unpacks the complex ways that the national, regional, local, barangay, sectoral, and individual actors exist in the policy environment. As one of the luminaries in Asia with strong advocacy for gender and sustainable development and a signatory of the BPfA and CEDAW, the Philippine government and its national women machinery, the PCW, has adapted and implemented international gender policies and legislated Gender and Development (GAD) mandates and structures.

Gender and Development is a cross-cutting issue in achieving the goals set in the Philippine Development Plan (PDP) and the AmBisyon Natin 2040, the government's 25-year long-term vision to end poverty. Hence, the country has to recognize that women, who comprise 50 percent of the population, have an equal role in steering the country toward the achievement of these goals.

The government's concern for women is embodied in the Philippine Plan for Gender Responsive Development 1995–2025. GAD has been embedded in the bureaucracy as national governments have established GAD units and policies. Through different legal mandates, with decentralized government, even local government units (LGUs) have integrated GAD in their mandates. In fact, the GAD Budget Policy is part of the process of decentralization as cities and municipalities, even the barangays are expected to integrate this as part of their gender budget compliance.

Experience and lessons learned by government agencies in implementing the earlier framework plans and their own GAD plans informed the identification of priorities and strategies. Agencies spent more time and effort at the front end of planning to be more specific about the gender issues that need to be addressed, ensuring that they are matched by appropriate results, indicators, targets and strategies. Having a National GAD Plan anchored on international instrumentalities makes it easier for agencies to meaningfully comply with the provisions of the law and contribute to inclusive growth and development. By prioritizing the strategic actions contained in the GAD Plan, government agencies and instrumentalities ensure that their collective efforts result in more meaningful and strategic outcomes that will significantly contribute to the desired positive changes in the status and condition of Filipino women, particularly the poor and marginalized among them. To facilitate its use as a key reference for agency GAD planning and budgeting, the Plan is aligned with existing government planning, implementation, and monitoring structures such as the development planning and Cabinet clusters.

In Mindanao, especially in the BARMM, the Bangsamoro Women Commission is the lead agency mandated to promote the welfare of and empower the Bangsamoro women and their families, protect their rights and prevent abuses thereof. The Muslim women in the BARMM are another economically and politically marginalized group. Against a backdrop of protracted armed conflict, displacement, and poverty, Muslim women face various forms of discrimination. As a result of traditional practices and formal regulations, they are susceptible to early and/or forced marriage, polygyny, inequality and gender-based discrimination in the family, inequality with respect to inheritance rights and control over land and other resources. In addition, due to their minority status, Muslim women in the Philippines are very protective of their culture and religion, and reluctant to seek changes or debate about the interpretation of many religious tenets. By virtue of Presidential Decree 1083, the Code of Muslim Personal Law is in the legislation, determining relations within the Muslim community. This law follows provisions of Islamic law, Shari'a, as well as establishing Shari'a courts. The law also follows the traditional norms on early and forced marriages in detriment of internationally established human rights principles, in particular the age of consent for marriage.

3.2.2 Public Expenditures

The Philippines has reached a milestone by institutionalizing gender and development in the government budgets. Republic Act 7192, or the "Women in Development and Nation-Building Act," set into motion the allocation of a certain percentage of official development assistance for gender concerns. The law has likewise been the starting point of what is now known as the Gender and Development (GAD) Budget Policy, which was initiated in the 1995 General Appropriations Act, that specifically mandates all government departments, bureaus, offices and agencies to set aside at least 5 percent of their total budget appropriations on gender and development.

A Joint Memorandum Circular issued in 1994 by the National Economic and Development Authority (NEDA), Department of Budget and Management (DBM) and the PCW, has served as a policy framework

for the integration of GAD in the development of programs, activities, and projects that promote gender-responsive governance and women's economic empowerment.

The Philippines has been lauded for making remarkable achievements in gender-responsive budget policy initiatives. All government agencies have provisions for earmarking at least 5 percent of all departmental expenditure on programs for women in national and sub-national budgets. The gender and development (GAD) budget policy require the formulation of annual gender plans and budgets in all government departments, including their attached agencies, bureaus, state universities and colleges, government owned and controlled corporations, and local government units. In most cases, gender-related programs are aligned to the agency's mandate. Each agency is required to publish its GAD plans as well as accomplishment reports in their respective websites.

In 2020, the PWC reported that GAD budget utilization is lower than what is planned or allocated by government agencies. This is because budget allocation at the preparation of the FY 2019 GPB is not necessarily the same as the actual approved budget for the year; thus, the total budget reflected in the FY 2019 GAA could be higher or lower than what is reflected in the FY 2019 GAD AR. Still, agencies with high GAD expenditures implemented client-focused GAD PAPs aligned with their mandate and addressing the gender needs of their clientele, as well as the gender gaps identified within the organization.

In Mindanao, a fundamental issue in accounting for the gender budget is that the projects implemented and reported under the GAD program have not been evaluated for their gender responsiveness. As with other projects of the department, those implemented with GAD funds are inspected for physical accomplishment, that is, if they were built at all; and evaluated for compliance with engineering specifications. However, no GAD specification was introduced into the design during planning and, consequently, none were examined during evaluation. For example, the toilets along highways are not part of the standard design of DPWH road projects. It is, therefore, not covered by the evaluation and audit of the road projects.

The National Economic Development Authority (NEDA) highlighted the differing interpretations of the GAD Budget Policy by NCRFW and the DBM which have affected the accounting for, and auditing of GAD expenditures. On one hand, a separate accounting for the GAD component of infrastructure projects departs from the agency's accounting procedures. In one case, as an attempt to strictly comply with the GAD program, the liquidation of a road project in Mindanao specifically declared expenses for the construction of a toilet along the highway. The toilet was not part of the road project's program of work, making the cost of the toilet an unjustified expense. It, therefore, cannot be liquidated or charged to the road project, not even as a GAD component of the project.

In the case of the BARMM, the 15 ministries shall submit their GAD Plans and Budgets (GPB) to Bangsamoro Women Commission (BWC) for its review and consolidation, in terms of the correctness and alignment of the entries in the GPB form. After review and consolidation, the BWC shall submit the GPBs to the Office of the Chief Minister for approval and submission to PCW for its endorsement to Ministry of Budget Management. As to utilization of fund, as of now, no audit report or official feedback has been submitted by the various ministries and LGUs on GAD Plan and Budget. Sharing of various agencies during the technical working group on women's economic empowerment meeting on March 29, 2021 revealed that many ministries and LGUs do not have strong design of the GAD Plan and Budget. Hence, there is a need to maintain the Commission on Audit GAD database to ensure that plans and programs of the agency are based on data that takes into consideration differential needs of its women and men employees and clients.

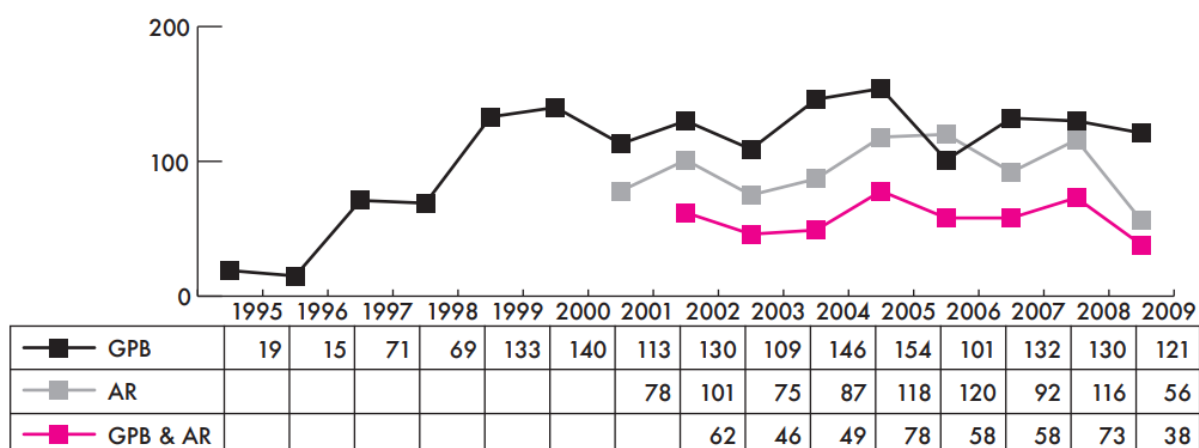


Figure 3.2.1 Number of national government agencies with GAD plans and budgets (GPB), accomplishment reports (AR)

Source: GAD reports, various years

Gender budgeting, however, is just one part of the equation. The more important aspect pertains to the execution or utilization of the budget which the National Commission on the Role of Filipino Women has tracked through annual GAD accomplishment reports. However, this attempt has proven to be feeble, as only about 36 percent of agencies have submitted their accomplishment report (as shown in Figure 1) and these reports indicate that only 55 percent of the gender budgets, on the average, have actually been used.

A more realistic GAD budget utilization rate is probably much lower than 55 percent, as there appears to have been 'over-attributions' of program expenses to GAD, particularly in 2007 and 2008. The low submission of the gender plans and budgets and of accomplishment reports can be attributed to a number of factors. One factor is the low level of understanding and appreciation of the value of gender mainstreaming among agency officials and staff. This has led to a questioning of the wisdom of undertaking gender budgeting and, more generally, gender mainstreaming. In a number of agencies, there are no effective GAD mechanisms that would ensure that gender budgeting takes place. Neither are there incentives or sanctions for preparing, submitting, and properly utilizing gender budgets. Moreover, limited technical skill on gender analysis has constrained gender planning, programming, and budgeting. This is apparent in the quality of GAD plans and budgets that were submitted. Finally, there is a lack of commitment to produce gender equality or women's empowerment results among agency heads, because key result areas of head of agencies rarely include GAD-related deliverables.

3.2.3 Assessment of Policy Implementation

Tracking the results of the GAD Policy and Budget is never easy. In many cases, attribution could not be made and at best, gender projects, activities, and projects (PAPs) have simply contributed to the results. Moreover, while some results were immediate, others have been evident only years after the GAD activity or intervention. For instance, there were indications of results only in a few government agencies but not in most, and of non-sustainability of initial gains.

Nevertheless, the integration of gender and development has resulted in the creation or expansion of an internal GAD network and the development of in-house gender focals or trainers, speakers, or resource persons. The impact of investments in building gender capacities and competencies, however, is linked with each government agency's continuing gender mainstreaming campaign. Without this, skills would be lost, and a second tier of gender advocates not developed.

Furthermore, GAD focal points and technical working groups have become adept at mobilizing their gender plans and budgets to continuously upgrade capacities within the agency to do research, design and monitor projects, and improve services, as well as reward exemplary performance in promoting GAD. Support for the establishment and maintenance of gender databases and for the conduct of gender studies also connote some degree of success of GAD focal points in making their respective organizations appreciate the utility of these initiatives not just for gender programming, but, more importantly, for general programming and policy campaigns.

Results that can be directly linked to GAD programs, projects and activities of early years are reduced sexism and/or improved portrayal of women in commercially produced basic education textbooks or other learning materials. Meanwhile, the increasing number of rescued trafficked women and children, and improved facilities for women, particularly for clients with young children, are more current results. Overall, the impacts have been limited, other key issues not addressed, and, in some agencies, positive results of earlier years not sustained.

3.2.4 Gender Mainstreaming Policies in Peace and Development

Gender Mainstreaming or Gender and Development (GAD) mainstreaming is the major global strategy for ensuring that the government pursues gender equality in all aspects of the development process to achieve the vision of a gender-responsive society where women and men equally contribute to and benefit from development. It endeavours to look more comprehensively at the relationship between men and women in their access to and control over resources, decision making, and benefits and rewards within a particular system—it may be an organization, a government, or an entire society. The process of gender mainstreaming necessitates the transformation of institutional structures, culture, and practices wherein gender concerns become central instead of remaining as peripheral issues and concerns.

The **National Action Plan on Women, Peace and Security (NAPWPS)** serves as the response of the Philippines to various international instruments on women, peace, and security. The Plan adheres to the tenets enshrined in the Philippine Magna Carta of Women (RA9710) in promoting and protecting women's rights particularly in conflict situations. Also, the NAPWPS 2017-2022 serves as the explicit articulation of the incorporation of the gender perspective in the Six-Point Peace and Development Agenda of the Duterte Administration. It supports the implementation of national mandates on women and gender equality as well as peace and development. It is a product of constructive engagement between the government and civil society towards addressing sexual and gender-based violence in the context of conflict and promoting women's participation in peacebuilding.

The first to adopt a national plan on women, peace and security, the Philippines' NAPWPS maximized its gains from decades of gender mainstreaming work in the country as it enabled national government agencies and local government units to identify women, peace, and security interventions to be integrated in their respective GAD plans and budgets and accomplishment reports – a budgetary requirement based on the Magna Carta of Women. The Philippine NAPWPS is composed of two primary outcomes based on United Nations Security Council Resolutions 1325 and 1820 – (1) protection of women's human rights and

prevention of violation of these rights in armed conflict and post-conflict situations, and (2) empower women and ensure their active and meaningful participation in areas of peacekeeping, peace-making, peacebuilding, conflict prevention, conflict resolution, and post-conflict reconstruction.

In Mindanao, as part of its commitment to empower and protect the rights of women and children in the BARMM, the Bangsamoro Women Commission (BWC) recently launched the Bangsamoro Regional Action Plan on Women, Peace, and Security (BM-RAPWPS) 2020-2022. The launch was the highlight of BARMM's celebration of the United Nations Security Council's 20th anniversary, which, according to the Member of the Parliament Bainon Karon, is also a celebration of women's role in contributing to the peace process that gave birth to the BARMM. The formulation of the BM-RAPWPS 2020-2022 was spearheaded by the BWC through the help and support of the United Nations Population Fund, United Nations Entity for Gender Equality and the Empowerment of Women, United Nations Development Programme and The Asia Foundation.

The plan has two sub-topic pillars and two support pillars : 1) to ensure that the Bangsamoro Women and their communities will be protected from violence and abuses; 2) to provide a blazing environment for women, enhance political participation especially in policy and decision making; 3) to promote the BM-RAPWPS, making sure it will be integrated in regular government plans and programs; and 4) to ensure that the implementation experience of BM-RAPWPS, including lessons learned and best practices are documented and shared and that accountability in the implementation is executed.

Bangsamoro Chief Minister Ahod "Al Haj Murad" Ebrahim emphasized that the contribution of women was very instrumental during the peace process between the government of the Philippines and the Moro Islamic Liberation Front (MILF). He also noted the strength of Bangsamoro women under collective ability to make the change. Interim Chief Minister Murad emphasized that the RAPWPS 2020-2022 document shall guide and remind members of the bureaucracy that there can be no genuine peace and development without women's participation.

3.2.5 Gender Mainstreaming Policies in Agriculture and Rural Development

The history of agricultural development would tell us that women, more often than not, have a hard time accessing equal agricultural resources such as land, farm inputs, and loans. As of 2019, the agrarian reform programs of the country have awarded land titles and ownership to majority male farmers, with only around 28% female recipients.

Accordingly, the gender and development (GAD) mainstreaming efforts of the the Department of Agrarian Reform (DAR) covers two levels: the Department-wide operations and the operationalization of Agrarian Reform Beneficiary programs and projects. Its goal is to achieve gender equity in the agrarian reform areas and in DAR which will contribute to fairer and more meaningful implementation of the Comprehensive Agrarian Reform Program (CARP).

Take for instance the case of gender mainstreaming in the implementation of the CARP. DAR is guided by the following laws, issues, and policies in promoting and undertaking Gender Mainstreaming in the implementation of the Comprehensive Agrarian Reform Program.

- The 1987 Philippine Constitution, Article 2 (Declaration of Principles and State Policies) Section 21, states that "The State shall promote comprehensive rural development and agrarian reform"

and Section 14 provides that "The State shall recognize the role of women in nation building and shall ensure the fundamental equality before the law of women and men."

- Republic Act 7192 otherwise known as "Women in Development and Nation Building which mandates all government departments and agencies to review and revise all regulation, circulars, issuances and procedures to remove all gender biases; it further provides that government shall set aside and utilize Overseas Development Assistance (ODAs) for women's programs and activities."
- Republic Act 6657 otherwise known as the Comprehensive Agrarian Reform Law issued on June 15, 1988, more specifically Chapter X, Section 5 which provides that all qualified women members of the agricultural labor force must be guaranteed and assured of equal rights and ownership of land, shares of farm produce and representation in advisory decision-making bodies. Hence, in compliance with the above-cited governing laws, and to pursue the essence of CARP and ensure that women and men have equal access to the benefits of the CARP and other agrarian laws.

See 3.5.6 for a more comprehensive discussion on the agriculture sector in Mindanao

3.2.6 Gender Mainstreaming Policies in Democratic Governance and Political and Institutional Transition

Women in Mindanao, especially those in the context of conflict and emergencies, continue to struggle with key issues along three major categories, as follows: (i) access to basic services, (ii) protection and security of internally displaced populations, and (iii) disarmament, demobilization, and reintegration. In all cases, while the review notes important efforts to address gender concerns around these three sets of issues, there is also a need for greater coordination and a more systematic approach to mainstreaming gender in conflict-affected regions.

1. **Access to Basic Services.** The Department of Social Welfare and Development (DSWD) is the lead government agency in promoting access to basic services among the communities of post-conflict Mindanao. Within this context, basic services include the provision of education, health, and livelihood opportunities. DSWD primarily locates populations in various geographic areas and gathers data for development organizations to plan and implement programs to improve access to basic services. Alongside the provision of basic services, the beneficiaries of these programs venture into entrepreneurship that creates job opportunities in their respective communities. There are also several policy interventions undertaken in Mindanao to improve access to basic services including programs targeting children, and literacy and livelihood programs for Muslim women.
2. **Protection and Security of Internally Displaced Persons (IDPs).** Within the limits of what is feasible in the Philippine setting, government agencies such as DSWD and well-established NGO service providers adopt measures that attempt to improve security for IDPs. Specific measures include: (i) establishing a visible and regular presence in the area, (ii) negotiating with both sides of the conflict to obtain unfettered access to the affected communities, (iii) lobbying all concerned to view the evacuation centres as places of refuge and zones of peace, and (iv) promoting active participation of the affected populations in decision making as well as program design and implementation. In addition, NGO flags and banners are flown to indicate that these are sites of humanitarian and not military activity.

3. **Disarmament, Demobilization and Reintegration.** Efforts to end conflict with separatist groups have involved a number of peace negotiations, amnesties, and “rebel returnee” programs. The demobilization of armed elements is one of the important features of the Government of the Philippines’ peace-building efforts, where combatants who surrender and/or agree to lay down their arms are provided with amnesty and a package of benefits. The amnesty packages of the late 1980s and early 1990s included basic assistance such as skills training, livelihood projects, or employment. Through the 1993 Executive Order No. 125, provisions were added for the reintegration and rehabilitation of former rebel combatants. It guaranteed amnesty and cash payments for each firearm surrendered as initial assistance to ex-combatants during the transition periods of reconciliation and reintegration. However, there is a lack in reference to engendering beneficiaries for this program [i.e., Emergency Livelihood Assistance Program which was funded by the United States Agency for International Development (USAID)]. Other references made were limited to the families of demobilized combatants.

BARMM Policy Framework on Women Economic Empowerment Agenda

From 3 - 29 March 2021, the BWC and The Moropreneur Inc. (TMI) conducted a series of consultations and dialogues with various agencies and key stakeholders in the BARMM. These aimed to amplify advocacy on the creation of an enabling environment that will allow favourable conditions for women to succeed in contributing to the economic development of the region.

To realize this goal, BWC and TMI collaborated to work on approaches that transform legal, policy and social norms to create a sustainable impact on women’s economic empowerment. The partnership will work to support greater investment in gender-responsive infrastructure, the implementation of policies that support equal redistribution of unpaid care and domestic work and equal access to assets and land, and work with the BARMM government to develop gender-responsive economic plans, strategies, policies and social protection programmes. BWC and TMI shall also work to develop jobs and livelihood opportunities for women, reform discriminatory labour policies and attitudes and establish gender-inclusive workplaces where women and men have equal opportunities to contribute, benefit and advance their careers.

On 29 March 2021, a policy stakeholder forum to draft the Women Economic Empowerment Agenda was conducted with support from the Bangsamoro Government and The Asia Foundation and participated in by key stakeholders. The Bangsamoro Women’s Economic Empowerment Agenda aims to mainstream women’s economic empowerment through the formulation of relevant policies and promotion of meaningful participation, innovation, social entrepreneurship, networking/linkages, and human capital development by encouraging each key stakeholder to support the following actions:

1. Institutionalize concrete and measurable actions to address the barriers that impede maximizing women’s full economic potential in the areas of participation, social enterprise, finance, information access, and markets, human capital development and leadership, and innovation and technology;
2. Promote and strengthen women’s participation and skills development in relevant fields such as local industry development, science, technology, engineering, arts and mathematics, including information and communication technologies by creating an enabling environment for women entrepreneurs such as through the provisions of resources, facilities, equipment, tools and incentives for women organizations, innovators, and trailblazers;

3. Invest in programs which provide enabling environments (from production to processing, marketing, promotion, etc.) for women micro, small and medium enterprises (MSMEs) to prosper through ease of doing business initiatives, incentives and favourable tax regulations, helping them participate in inclusive and innovative businesses whether as consumer, seller, supplier, distributor, and worker, and by addressing the constraints that limit their integration in the local, national, international markets, and global value chains;
4. Increase women's representation and leadership in the workforce at the executive and managerial positions by intensifying human capital development and capacity building programs that empower women to bear equal roles in all sectors as men do and, enhance gender equality policies and strategies to close the gender gap pay;
5. Encourage multi-sectoral collaboration for advocacy, networking, and outreach purposes to create more opportunities for women in business;
6. Organize the regional and provincial technical working group on women's economic empowerment led by BWC in coordination with other relevant Bangsamoro ministries and offices, civil society organizations, academe, and private sectors convergence to share good practices, discuss gaps and challenges, and put forward recommendations to achieve women's economic empowerment and gender equality in the region.

3.2.8 Summary and Conclusion of Policy Framework Factors

Women in Mindanao, particularly those living in conflict and emergency situations, continue to face challenges in three areas: (i) access to basic services, (ii) safety and security of internally displaced people, and (iii) disarmament, demobilization, and reintegration. While the assessment recognizes considerable attempts to address gender concerns in relation to these three categories of challenges, it also emphasizes the need for more coordination and a more systematic approach to gender mainstreaming in conflict-affected areas. The initiatives performed and reported under the GAD program in Mindanao have not been examined for their gender responsiveness, which is a major issue in accounting for the gender budget. GAD-funded projects are examined for physical completion, that is, if they were built at all, and appraised for compliance with engineering standards, just like the department's other projects. However, no GAD specifications were included in the design during the planning stage, and hence none were assessed during the evaluation. Toilets along roads, for example, are not included in the typical design of DPWH road projects. As a result, the evaluation and audit are not applicable. Likewise, the technical working group on women's economic empowerment meeting on March 29, 2021 revealed that many ministries and LGUs do not have strong design of the GAD Plan and Budget. Hence, there is a need to maintain the Commission on Audit GAD database to ensure that plans and programs of the agency are based on data that takes into consideration differential needs of its women and men employees and clients.

In order to define a policy as fair from the gender perspective, it is necessary to consider what justice and for whom. In the case of gender, the demands for justice are not made from a single place (see the key contribution by Nancy Fraser on this matter). Gender is not a social class or a status. Gender injustice cannot be attributed to a single factor, and therefore gender demands are based on economic injustice but also injustices of recognition and in relation to the organization of political action and decision-making.

One of the challenges is increasing compliance to the gender and development (GAD) budget policy and fully integrating GAD concerns in the planning and budgeting system of the government.

3.3 Political Setting

3.3.1 Process of Political Transformation

In accordance with the 1987 Philippine Constitution, the Philippines is a republic with a presidential form of government wherein power is equally divided among its three branches: executive, legislative, and judicial. The government seeks to act in the best interests of its citizens through this system of check and balance. Executive power is exercised by the government under the leadership of the president. Legislative power is vested in both the government and the bicameral Congress: the Senate (the upper house) and the House of Representatives (the lower house). Judicial power is vested in the courts with the Supreme Court of the Philippines as the highest judicial body. Local government is produced by local government units from the provinces, cities, municipalities, and barangays. While most regions do not have political power and exist merely for administration purposes, autonomous regions have expanded powers more than the other local government units. While local government units enjoy autonomy, much of their budget is derived from allocations from the national government.

With the ratification of the BOL in 2019, the Bangsamoro Autonomous Region in Muslim Mindanao was established and replaced the Autonomous Region in Muslim Mindanao (ARMM). The creation of the BARMM, the only Muslim-majority region in the country, guaranteed increased autonomy through the devolution of powers from the national government. Between the ratification of the BOL and the inauguration of its first government in 2022, the region will be headed by the Bangsamoro Transition Authority (BTA). Based on the BOL, the region's government is structured as a parliament. Currently, the BARMM government is headed by Chief Minister Murad Ebrahim who was appointed by President Rodrigo Duterte on an interim basis. The Chief Minister has control over all regional executive commissions, agencies, boards, bureaus, and offices and is assisted by Cabinet Members in matters relating to governance. Once the first regular session is organized, the Chief Minister will be elected by Members of the Parliament. The BTA however, has appealed for the extension of its rule and the postponement of elections from 2022 to 2025.

Rodrigo Duterte, the current Philippine President, is the first one hailing from Mindanao. He won on the platform of promoting federalism. For centuries, the concentration of national political power has been concentrated in Metro Manila and Luzon in general. Regional inequalities prevail despite the decentralization of government. Federalism is seen by the Government to offer a more viable alternative premised on the principles of self-rule and shared rule. The Government also sees federalism as a solution to the 'historical injustices' committed against the peoples of Mindanao, particularly the Muslim population. However, with only one year remaining in this administration, and the administration focused on managing the COVID-19 crisis, it is unlikely that federalism will gain any traction soon.

Women in key positions in government have shown that they are as capable and effective as their male counterparts in assuming leadership and decision-making roles. Moro women who have served at the national scale includes Former Senator Santanina Rasul and the newly appointed Associate Justice Judge Anisah Bagul Amanodin-Umpa. The first Muslim woman elected Senator, the only Muslim elected Senator for two terms (1987 and 1992), Senator Rasul authored eight laws as Chairperson of the Senate Committee on Civil Service and Government Recognition and the Committee on Women and Family Relations. She received the Women's Government (GO) and Non-Government Organization (NGO) Network Award, for her comprehensive legislation for the promotion of women empowerment, specifically RA 6949 – making March 8 as National Women's Day; RA 7192 – Women in Development and Nation Building Act which removed vestiges of discrimination against women, opened the doors of the

Philippine Military Academy to women. Judge Anisah Bagul Amanodin-Umpa is the first Moro woman sworn in as Associate Justice in the 84-year-old Court of Appeals (CA).

While men can and do participate in crafting gender-responsive laws and programs, they cannot always nor fully represent the interests of women considering their differentiated needs, issues, socialization, and experiences. Promoting women's representation in elected bodies allows them to contribute to development and nation-building and ensure that governance leads to equal access to resources and to development results and outcomes for both women and men, girls, and boys.

3.3.2 Participation and Access to Power

The Philippines is a democratic country. The citizens are responsible to participate in the elections in its democratic process. Table 3.3.1 indicates that only Region XIII had a voter turnout above 80%. Voter turnout, for the most part, were equal between men and women or minutely higher in women, indicating that women actively participate and exercise their right to vote.

Table 3.3.1 Number of registered voters, voters who actually voted, and voter's turnout by regions in Mindanao in the May 2019 elections

Region	Number of Registered Voters	Voters Who Actually Voted	Voters' Turn-Out (%)
Philippines	61,843,750	21,435,609	82.38
NCR	7,074,603	2,217,969	78.97
CAR	1,013,418	382,601	83.65
I-Ilocos Region	3,331,394	1,246,423	85.62
II-Cagayan Valley	2,194,418	799,129	83.13
III-Central Luzon	6,829,661	2,367,048	82.68
IV-A-CALABARZON	8,674,351	2,735,612	78.29
MIMAROPA	1,831,328	631,765	81.82
V-Bicol Region	3,647,711	1,273,334	85.06
VI-Western Visayas	4,808,839	1,067,499	85.29
VII-Central Visayas	4,946,354	1,458,966	86.23
VIII-Eastern Visayas	3,051,649	1,158,379	85.82
IX-Zamboanga Peninsula	2,193,033	733,576	77.97
X-Northern Mindanao	2,855,792	1,041,445	83.98
XI-Davao Region	3,026,393	1,072,841	81.71
XII-SOCCSKSARGEN	2,431,265	845,929	80.78
XIII-Caraga	1,760,582	659,513	85.47

ARMM	2,172,959	749,409	82.85
Negros Island Region	...	994,171	84.12

Source: Commission on Elections

3.3.3 Representation and Participation at the National Level

The Philippines ranked 16th, compared to one hundred forty-nine (149) countries, in the 2020 Global Gender Gap Report. This can be ascribed to the high number of women dominating leadership professions, professional careers, and senior roles. The PCW (2019) accounts that the country has made considerable accomplishments in promoting and increasing women's political participation which is evident in the increasing percentage of women being elected into public office. From 1998 to 2016, the percentage of women elected to public office increased from sixteen percent (16%) to around twenty-one percent (21%). During the last national and local elections, a little over twenty percent of the candidates were female. Gender equality in terms of representation in political structures however remains to be a challenge more so in Mindanao (Conciliation Resources, 2017; JICA, 2016; Santiago, 2015; Valente and Moreno, 2014; PCW, 2019).

Tables 3.3.1 and 3.3.2 show gender-based participation in government through sex aggregated data for elected officials and the number of government personnel occupying different types of government agencies as of the last election in 2019. The number of women working at national agencies was greater than the number of men. There is no regional disaggregation of data.

Table 3.3.1. Total Number of Elected Officials in the Philippines in 2019, by Sex

Year	Women		Men	
	<i>f</i>	<i>p</i>	<i>f</i>	<i>p</i>
1998	2,810	16.15	14,593	83.85
2001	2,999	17.16	14,480	82.84
2004	2,922	16.63	14,651	83.37
2007	3,040	17.39	14,442	82.61
2010	3,305	18.56	14,498	81.44
2013	3,580	19.99	14,331	80.01
2016	3,849	21.45	14,092	78.55
2019	4,180	23.14	13,887	76.86

Source: Commission on Election Data

Table 3.3.2. Number of Government Personnel, by type of government agency in the Philippines and sex in 2018

Major Subdivision	2018	
	Male	Female
Total	722,643	1,116,389
National Agencies	435,319	837,764
Government Owned & Controlled Corporations	35,771	39,359
Local Government Units	29,713	33,723
State Universities and Colleges	12,863	4,804
Local Water Districts	208,977	200,739

Source: Civil Service Commission

From 1998 to 2019, there was a significant difference in the number of women elected to political positions compared to men. Men made up 81 percent of those elected to positions of power on average. This is in contrast with more females in local government service careers in the Philippines.

Women comprise half of the Philippine population, yet only hold 20% of elected positions. This disproportionate representation of women in government is the primary reason for the slide in the World Economic Forum's gender gap rankings. According to Angel Flores, Donor Coordination and Communications Adviser of the Education Pathways to Peace in Mindanao Program, one of the clear manifestations of women's place in society is their representation in the BARMM parliament (Pathways). Under the Bangsamoro Transition Authority, of the 80 seats, there were only 2-3 women in the parliament at the start of the transition. A possible explanation is that culturally and religiously defined gender roles and power relations reinforce the male-dominated characteristic of the region. If there were women, they were most probably part of influential families.

There is still a long way to go to reach 30% representation, the critical mass for women to collectively influence policy making. The Philippines follows a plurality system where the winner takes it all, which affects the preference of political parties or groups to finance male candidates who are perceived to have higher probabilities of winning the election. The difficulty of women in finding sufficient resources for costly electoral campaigns tends to hinder them from running for elective government positions.

3.3.4 Representation and Participation at the Local Level

Table 3.3.3 shows that political candidates are overwhelmingly male and female candidates only make up an average of 20% of the candidates. This pattern is evident across all positions, with the governor position experiencing the least female representation amongst candidates. Interestingly, the percentage of female elected candidates is slightly larger than the percentage of females running for office, suggesting that women have a good chance of winning seats. Thus, increasing women representation in elected positions requires addressing gender inequality at the candidacy stage.

Table 3.3.3 Number of Candidates and Elected Candidates per Elective Position by Sex in the Philippines, May 2019 Elections

Local Elective Positions	Number of Seats	Candidates		Elected Candidates	
		% Male	% Female	% Male	% Female
Total	17,997	79.75	20.25	76.9	23.1
Member, House of Representative	243	77.05	22.95	72.02	27.98
Provincial Governor	81	88.81	11.19	85.19	14.81
Provincial Vice-Governor	81	85.79	14.21	83.75	16.25
Member, Sangguniang Panlalawigan	780	80.82	19.18	76.41	23.59
City Mayor	145	79.62	20.38	73.1	26.9
City Vice-Mayor	145	84.35	15.65	84.83	15.17
City Councilor	1,628	80.01	19.99	76.04	23.96
Municipal Mayor	1,489	77.8	22.2	74.75	25.25
Municipal Vice-Mayor	1,489	81.64	18.36	80.24	19.76
Municipal Councilor	11,916	79.56	20.44	76.85	23.15

Source: Commission on Election Data

According to research by the Ateneo School of Government, a number of the nation's poorest provinces are located in Mindanao, and they have a high share of “fat dynasties” which are political families whose members simultaneously occupy elected positions. For instance, the father is a governor, the mother is the mayor, and children are board members of the Sanggunian. Figure 3.3.1 tabulates the percentages of elected officials in each region that belong to a particular political family dynasty (dynasty share) in general and the proportion of elected officials who have family members occupying different positions at the same time (share of fat dynasty).


Poorest Provinces are Rich ... in Fat Dynasties				
 ATENEO ATENEO SCHOOL OF GOVERNMENT <small>Forming Leaders. Leading Reforms.</small>				
Rank	Poorest Provinces	Region	Dynasty Share (%)	Share of Fat Dynasties
1	Lanao del Sur	ARMM	57.9	39.2
2	Maguindanao	ARMM	67.3	49.2
3	Northern Samar	EASTERN VISAYAS	65.1	43.1
4	Sarangani	SOCCSKSARGEN	41.5	19.5
5	Sulu	ARMM	35.1	17.9
6	Bukidnon	NORTHERN MINDANAO	56.4	30
7	Siquijor	CENTRAL VISAYAS	52.1	27.3
8	Zamboanga del Norte	ZAMBOANGA PENINSULA	53	22.6
9	Sultan Kudarat	SOCCSKSARGEN	45.7	25.5
10	Agusan del Sur	CARAGA	44.9	29
11	Western Samar	EASTERN VISAYAS	50.2	25.9
12	Eastern Samar	EASTERN VISAYAS	52	23.6
13	Masbate	BICOL	54.5	30.1
14	Negros Oriental	CENTRAL VISAYAS	54.1	31
15	Lanao del Norte	NORTHERN MINDANAO	39.7	17.7

Figure 3.3.1. Poor provinces with large shares of fat dynasties

Source: Ateneo School of Government and Rappler

Figure 3.3.2 maps out the different political clans within and around BARMM. A few historic political clans hold seats in key government positions and maintain a business oligarchy. Clan politics is important because many conflict incidents stem from violent disagreements between warring clans, or "rido."

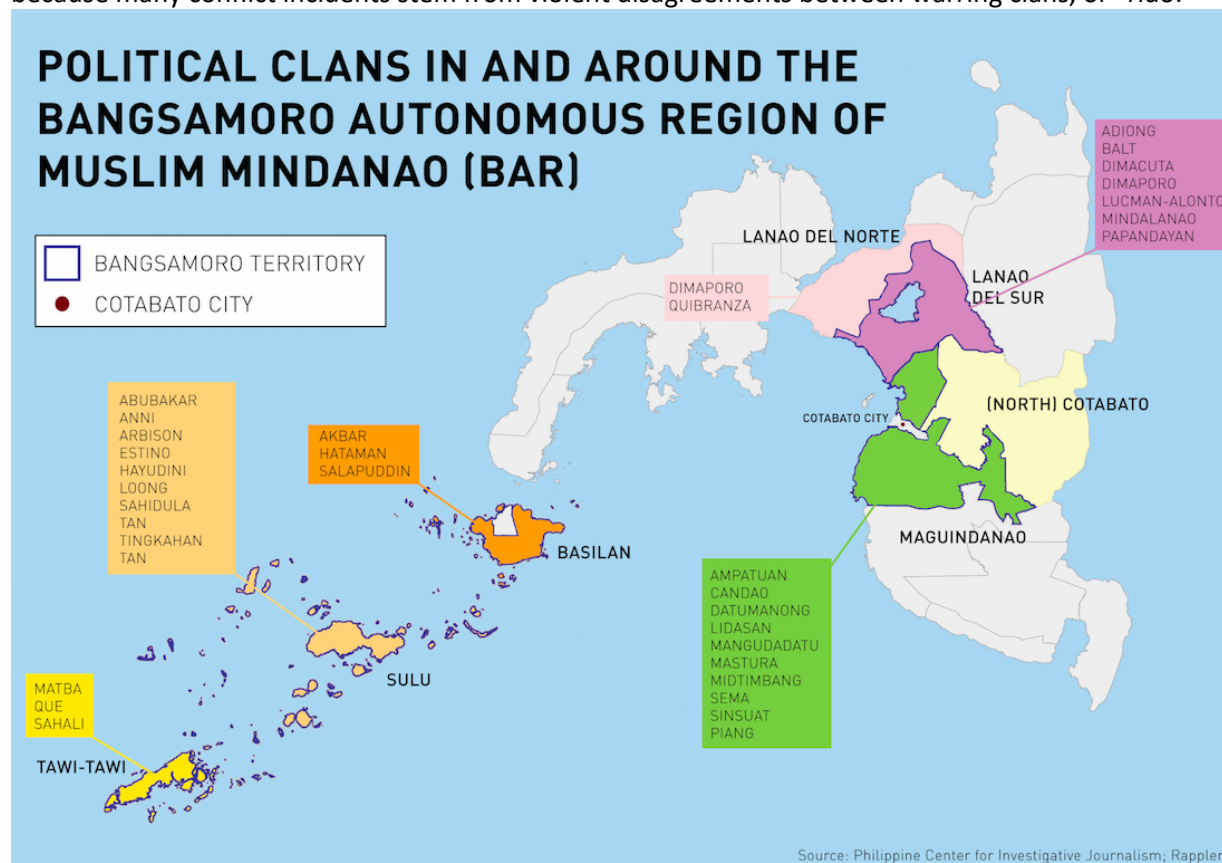


Figure 3.3.2. Political clans in BARMM

Source: Philippine Center for Investigative Journalism and Rappler

In Mindanao, some women assume leadership positions through links to elite clans and families as daughters, sisters, wives, or relatives of politically powerful men. While there are female leaders from both elite and non-elite backgrounds who possess a strong sense of agency and awareness of women's rights issues, their leadership seldom seeks to strongly challenge gender norms and relations, often being limited to preserving and expanding cultural and religious identities, rather than building alliances with diverse communities. It is often women who are not part of political clans who endeavour to address marginalized women's needs and concerns and challenge the unequal social structures and gender norms. They can mobilize women and men of diverse backgrounds in conflict-affected areas to improve their lives, bring justice and equality, and build a resilient community through peace-building processes (JICA, 2016).

In the non-Christian context of Mindanao, indigenous and Muslim women are still marginalized in terms of political participation, especially in wielding power and positions. In the BARMM context, Adiong (2018) attributes this to the Muslim views on the polity which, according to him, represents the understandings of how Muslims relate to citizenry, authority, territoriality, and sovereignty. This, according to him, may emanate from the religious connotation of authority and leadership ascribed to space and domain for the manifestation of operationalized authority based on public welfare envisaged in Shari'ah to the 20th-

century notion as “the will of God” and the Islamic modernist view of simply “to govern”. As Islam is both a religious and political belief system, the primordial role of women is subjugated to that of men. Moreover, in the Islamic context of the family, families play an important role in the political success of women; in certain cases, political positions and resources only pass through political families to women when the term limits of male incumbents are maximized. JICA (2016) reports that the majority of Bangsamoro women’s grassroots political participation has been hampered by the double burden of reproductive and productive labour; a lack of access to education, information, and social networks; and limited connections with influential men. Likewise, inaccessible education and the aforementioned double burden disproportionately affect indigenous women in rural communities. The tenuous position and political participation of women in Mindanao is discussed in the literature (Chandra et al., 2017; Conciliation Resources, 2017; Dwyer and Cagoco-Guiam, 2012; JICA, 2016; Santiago, 2015; Sifris and Tanyag, 2019).

This is further supported by development literature that emphasizes how women’s participation and leadership remain invisible, especially in formal decision-making processes (JICA, 2016). As essential as providing economic opportunities in Mindanao, is women’s political voice. Critical to this goal is promoting and ensuring the political participation of the most marginalized groups which require paying attention to the voices of indigenous and Muslim women in Mindanao. Santiago (2015) discusses that women and other marginalized groups are held back by the grip of disempowering attitudes and notions about behaviours, including participation and leadership in public decision-making. This is supported by a recent report underscoring that the majority of economically and socially vulnerable women in the region, in both Muslim and IP communities, face significant barriers to full and equal participation in public life and political decision-making. These women do not have the time, information, or opportunities to organize and participate in political and socioeconomic peace building activities. (JICA, 2016).

For these reasons, increased political participation among women is critical. The logic is straightforward: women should be represented in the political process because they bear the brunt of conflict-related problems (Chandra et al., 2017). Extant studies present different recommendations to deal with this. According to Santiago (2015), it is essential to: (1) make structural changes to broaden participation by providing more inclusive and more chances for women to participate; (2) support movement-building to expand the pool of women able to participate and influence processes; and (3) popularize the positive aspects of culture/religion in support of women’s participation in public decision-making so that it becomes the norm. Conciliation Resources (2017) recommends that for an increased impact of the work on women’s empowerment, it is necessary to: (1) understand and respond to the diversity of perspectives, needs, and expectations among women; (2) work in partnership with different yet complementary people and organizations; and (3) engage with powerholders at all levels in order to change attitudes and behaviours. JICA (2016) further emphasizes the need for a transformative style of female leadership, then recommends the following: (1) train female leaders in gender-sensitive transformative leadership; and (2) assist female leaders in promoting more dynamic transformational social change. For JICA, the second recommendation involves: (a) promoting women’s leadership at the grassroots level; (b) promoting strategic alliances among diverse female leaders; (c) establishing linkages with key male members; and (d) supporting women in gender-responsive transformative leadership to scale up their initiatives.

3.3.5 Summary and Conclusion of Political Setting Factors

Women’s right to full involvement and representation in all aspects of life is critical to fully achieving their potential as development agents and beneficiaries. Even though women make about half of the country’s population, they only hold roughly one-fifth of government elected seats. Women in high-ranking

government roles have demonstrated that they are just as capable and effective as their male counterparts in assuming responsibility. While males can and do contribute to the development of gender-responsive legislation and initiatives, they cannot always or entirely represent the needs, issues, socialization, and experiences of women. Women's participation in elected bodies helps them to contribute to development and nation-building while also ensuring that governance leads to equal access to resources and opportunities. The slow increase in women's representation in politics may be attributed to prevailing patriarchal norms and values, and gender stereotypes. It has often been said that politics is more the realm of men than women. In Mindanao, some women assume leadership positions through links to elite clans and families as daughters, sisters, wives, or relatives of politically powerful men. Many reports highlighted that the majority of Bangsamoro women's grassroots political participation has been hampered by the double burden of reproductive and productive labour; a lack of access to education, information, and social networks; and limited connections with influential men. Women's political voice is as essential as providing economic opportunities in Mindanao. Therefore, critical to this goal is promoting and ensuring the political participation of the most marginalized groups which require paying attention to the voices of indigenous and Muslim women in Mindanao.

3.4 Conflict and the Peace Process

3.4.1 Background of Conflict in Mindanao

There has been active conflict in Mindanao between state and non-state actors since the 1960s. Mindanao is the arena of many conflicts caused by social exclusion and marginalization, dispossession of land and natural resources, ineffective governance, poor law enforcement and unequal access to basic services. Currently, there are many forms of violent conflict that exist in Mindanao: the communist struggle against the Philippine government; feuds between families and clans (rido); struggle of indigenous communities over rights to ancestral land; ideologically driven violent criminality and banditry; and politically motivated violence. Among these, the decades-old armed struggle of some Muslim groups over the right to self-determination for a Bangsamoro homeland remains the most persistent among the violent conflicts in Mindanao. This has led to widespread displacement, as well as infrastructure and shelter damage.

This conflict has a historical antecedent. Mindanao is the home of various indigenous peoples, some of whom were Islamized centuries ago. The Philippines' minority Muslim community, known as the "Moros," is made up of about 13 Islamized indigenous peoples who make up 10% of the country's population. The Spanish colonizers called them "Moro" after the Moors who invaded Spain. The Moros, who had their own structures of governance under their Sultanates, fiercely resisted the colonizers and were never fully conquered. After their defeat in the Spanish-American war, under the terms of the Treaty of Paris, Spain ceded territories to the United States, which included the Moro Sultanates. Moro resistance continued against the new colonizers. In the early part of the 20th century, the government-initiated settlement programs for migrants, who were largely Christian, from the northern islands of Luzon and the Visayas. Laws that enabled migrants to own and utilize land attracted large numbers of people to Mindanao. These programs however, discriminated against local inhabitants who traditionally owned land communally and had no knowledge of the new laws on ownership.

The Moros insist that this is a "historical injustice" that has resulted in centuries of deprivation and marginalization of Moro and indigenous peoples, and which must be addressed through the formation of the Bangsamoro (Moro homeland). This claim is at the root of the seemingly intractable violent conflict in Mindanao. For decades, the Moros have waged a war against the Philippine government in pursuit of their right to self-determination (Abinales, 2020). The conflict has further been fuelled by systematic

marginalization of the Moros by the national government, in favour of the Catholic Filipinos whose families migrated to Mindanao from other parts of the Philippines as part of a deliberate resettlement policy (Rajendran, et al., n.d.). Decades of armed rebellion and internal conflict led to the internal displacement and emigration of Muslim Mindanaons, alongside an influx of Christian settlers from the neighbouring islands of Luzon and Visayas on account of population pressures. All these factors led to a transformation in the demographics of Mindanao with Muslims now comprising only 18% of the population as compared to 76% at the turn of the 21st century.

3.4.2 Effect of Conflict to Communities

According to the Asia Foundation Report, in many conflict-affected barangays, people are closely linked to their family or clan network, with most depending on local elites for their safety and security. However, the relationship between local people and elites in conflict areas may be more complicated than expected. Local elites may be a critical source of protection, but they are also a source of violence. There are some indications that community members may fear local political and armed actors more than external actors. Community members are also significantly more aware of the threat posed by local elites which may further complicate their relations with these actors. Local residents often trust national officials more than regional, provincial and municipal officials as they see the former as potential mediators of conflict with local elite conflict and/or as a source of protection from local elites.

Mindanao's women have experienced conflict differently based on their social and cultural identities. Mindanao women, especially Muslim women and those who belong to specific ethnic groups, are greatly affected by the conflict among warring groups, as well as armed groups and the national government (Chandra et al., 2017; Dwyer and Cagoco-Guiam, 2012; Espesor, 2017; Santillan, 2015; Ragsag, 2020; Sifris and Tanyag, 2019; Trajano, 2020). Bangsamoro women were particularly affected by both vertical (rebellion related) and horizontal (community level or inter- and intra-group violence) conflict such as "rido". As such many women have experienced the loss of family members, disruption of regular daily life, displacement, and physical attacks in the form of sexual and gender-based violence. Although non-Muslim indigenous women were not directly involved in the Moro struggle for autonomy, they were still affected by displacement and disruption of livelihood activities resulting from armed conflict. Such experiences have driven already economically vulnerable IP households even deeper into poverty. The status of indigenous women in the conflicts was also exacerbated by cultural practices, such as early marriage and domestic violence.

The United Nations Refugee Agency (2019) reported that a total number of 2,043 families (9,873 individuals) were displaced due to armed conflict (960 individuals), clan feuds (6,438 individuals), and crimes and violence (2,475 individuals). Out of 9,873 individuals displaced, 39% (3,843 individuals) have returned to their homes, leaving 61% (6,030 individuals) still displaced in 2019. Based on the statistics, around 49% or 1.8 million of them are children who are vulnerable as they are living in conflict-affected areas in Mindanao and are faced with violence, death, injury, diseases, and psychosocial trauma due to frequent gun battles.

Development research emphasizes the detrimental effects of conflict on women, gender and development in Mindanao (Dwyer and Cagoco-Guiam, 2012; Santillan, 2015; Sifris and Tanyag, 2019). In terms of gender dynamics and women, Dwyer and Gagoco-Guiam (2012) explain the far-reaching impact of conflict on gender mobility, displacement, economic burdens, and psychosocial well-being especially to women and girls because of social norms and predominant values. Furthermore, literature emphasizes overlapping and interconnected forms of sexual and gender-based violence committed during armed

conflicts (Sifris and Tanyag, 2019). Concerns about disruptions in children's education and loss of livelihood were also raised at the micro-level. These vulnerabilities are further exacerbated by the fact that Muslim and indigenous women in Mindanao's conflict zones are frequently unaware of their rights (Collado, 2019).

3.4.3 The Peace Process in Mindanao

For Mindanao, there is a tension between the normative desire for greater equality among ethnic and religious groups in society and the empirical reality that ascendant groups benefit from the unequal social order (Mc Doom, 2019). Even with a peace agreement and the enactment of the BARMM, the peace in Mindanao remains fragile and the situation still volatile. This challenge is further enhanced by enduring armed conflict in the rural and agricultural areas, particularly in ancestral lands, and the persistent violence between rival indigenous people (IP) groups (Abinales, 2020; Alejo, 2018; Candelaria, 2018; Lara, 2020; McDoom, 2019; Ragsag, 2020). Alejo (2018) frames this in terms of “strategic identity”, while Candelaria (2018) highlights the political and legal circumstances surrounding the conflicts. Lara (2020) meanwhile, points out that identity and ethnic conflicts are connected to resource-related violence and rebellion. This indicates that recurring violent conflict is simply not due to institutional weaknesses in the law but is rather embedded in socio-cultural and economic conditions among feuding IP and other ethnic groups in the ancestral domain and other precarious areas (Candelaria, 2018; Espesor, 2017; Lara, 2020; Ochiai, 2016; Stratchan, 2015; Trajano, 2020). While the BARMM is a promise for a better future for the Bangsamoro, Mindanao still faces an uphill battle for a sustainable resolution to this conflict (Regino, 2019).

Arguably the three most important days in the recent history of the peace process are October 15, 2012 (the signing of the Framework Agreement on the Bangsamoro), March 27, 2014 (the signing of the Comprehensive Agreement on the Bangsamoro), and January 25, 2015 (the Mamasapano Incident). It is the events on the latter date, arising from a botched police counterterrorism operation in a remote but highly armed municipality of Maguindanao, that are most responsible for undermining the promises and hopes that had earlier been lodged in the peace process. “The Mamasapano Detour,” does not only examine the events of the day but also place the incident within its broader political context and assess its far-reaching consequences (Hutchcroft, 2021).

The prospects of a peace deal seemed possible after the establishment of the BARMM in March 2019, but violence – related to the exclusion of armed groups from the peace process – continued across Mindanao. Major armed groups such as the New People’s Army (NPA) and Moro National Liberation Front (MNLF) have been present in Mindanao for decades while the Maute Group, Bangsamoro Islamic Freedom Fighters (BIFF), and Ansar Khalifah Philippines have been particularly active since the Bangsamoro Organic Law peace deal.

Scholars agree that development is an essential component for peacebuilding and may help address the situation of conflict in Mindanao (Dwyer and Cagoco-Guiam, 2012; Espesor, 2017; Menz, 2018; Ochiai, 2016; Oxfam, 2019). Moreover, a gendered approach in addressing conflict, post-conflict reconstruction, and peacebuilding is necessary (Dwyer and Cagoco-Guiam, 2012; Oxfam, 2019). This indicates moving beyond consideration of women to acknowledge that both women and men are part of a dynamic cultural system that provides meaning and agency and are subject to gender-specific power dynamics that define their roles and relationships within their families, communities, and societies (Dwyer and Cagoco-Guiam, 2012).

In a United Nations Women report, three (3) barriers to women's participation in the peace process were emphasized viz., Conceptual, Technical and Political (Santiago, 2015). However, Women were able to participate in the Mindanao peace process because peacemaking was not only about ending war but also building peace through the transformation of political, economic, and social structures that perpetuated injustice and deprivation (Santiago, 2015). Dwyer and Cagoco-Guiam (2012) offer a more programmatic response to conflict by accentuating the need to: (1) acknowledge complexity; (2) emphasize the transformative potential of gender; (3) incorporate women's experiences and capacities; and (4) establish space for difficult conversations. Even with differentiated roles and positionalities, women can participate in these efforts in terms of bottom-up peacebuilding (Trajano, 2020), civil society organization (CSO), and non-government organization (NGO) participation (Espesor, 2017), establishing linkages and strategic partnerships (Oxfam, 2019), post-conflict reconstruction through livelihoods (Santillan, 2015), and transitional justice (Sifris and Tanyag, 2019).

An interview with Susan Palad, Manager of the National Reconciliation and Development Program (NRDP) in Mindanao under Pres. Corazon Aquino's administration, gleaned insight towards the deference for a woman in the community and concretized the important role that a woman can have in the peace process in Mindanao. "We were in Tawi-tawi in what appeared to be an abandoned area except for a few women and children. I was the only woman in the group accompanied by men from the Philippine Marines. The local men were in an ambush position, but they held back because of my presence. The local men were thinking, 'If the Marines came to engage us in a battle, why would they bring a woman along?' The local men came out from their hiding places and spoke with us," shared Palad.

"It would be good to bring in women on the peace process table especially in engaging with conflict and geographically isolated and disadvantaged areas. Women are never viewed as enemies. They are perceived to have an advocacy devoid of personal interests," Palad continued. Palad, however, qualified women's role in the peace process by saying that "acceptance in Mindanao is easier if you are among them." "If you are a Muslim woman going in a Maranao or Tausug area, you are accepted. If you are from Metro Manila, you can be met with adversity. I, myself, do not have any qualms about going inside a conflict area because I am a woman and I am a Muslim," said Palad.

Palad related how being a woman eased tension in the NRDP office. Situations that could escalate into an argument or conflict can be taken lightly or with humor if it is a woman involved. "Members of the Moro Islamic Liberation Front (MILF), Moro National Liberation Front (MNLF), and the Communist Party of the Philippines - National People's Army (CPP-NPA) can sometimes be very intimidating, but never was there a time that I was confronted rudely by members of these groups," said Palad.

3.4.4 Summary and Conclusion of Conflict and Peace Process Factors

The current armed conflict in Mindanao underscores the repeated appeal for the realization of the Muslim population's right to self-determination in order to achieve long-term peace in the Philippines. Using established women mediators or networks to make leaders aware of including the entire population can be a useful beginning point for making leaders aware of the importance of empowering women in crisis and conflict. Women in Mindanao have had diverse experiences with conflict depending on their social and cultural identities. The conflict between fighting parties, as well as armed organizations and the national government, has a significant impact on Mindanao women, particularly Muslim women and those who belong to specific ethnic groups. In terms of gender dynamics and women, conflict has a far-reaching impact on gender mobility, displacement, economic burdens, and psychosocial well-being, particularly among women and girls, due to social norms and dominant ideals. Development is an

important component of peacebuilding and may be able to assist in resolving the conflict in Mindanao. It is vital to take a gendered perspective to conflict resolution, post-conflict reconstruction, and peacebuilding. Collaborations that valorize local knowledge and make existing situated peacebuilding practices visible are required for a gendered bottom-up peacebuilding approach.

3.5 Overall Economic Situation

3.5.1 Economic Policies and Reforms

As part of the Philippine Development Plan 2016-2022, President Duterte's ten-point socioeconomic agenda was revealed shortly after he assumed office. The agenda, summarized below, covers priorities to alleviate poverty, take actions to ensure that the Philippines remains attractive to investors, carry out tax reforms to fight corruption, and initiate programs to improve the labour force.

1. Continue and maintain current macroeconomic policies, including fiscal, monetary, and trade policies.
2. Institute progressive tax reforms and more effective tax collection, indexing taxes to inflation.
3. Increase competitiveness and the ease of doing business. This effort will draw upon successful models used to attract business to local cities and pursue the relaxation of the Constitutional restrictions on foreign ownership, except with regard to land ownership, in order to attract foreign direct investment.
4. Accelerate annual infrastructure spending to account for 5% of GDP, with Public-Private Partnerships playing a key role.
5. Promote rural and value chain development towards increasing agricultural and rural enterprise productivity and rural tourism.
6. Ensure security of land tenure to encourage investments and address bottlenecks in land management and titling agencies.
7. Invest in human capital development, including health and education systems, and match skills and training to meet the demand of businesses and the private sector.
8. Promote science, technology, and the creative arts to enhance innovation and creative capacity towards self-sustaining and inclusive development.
9. Improve social protection programs, including the government's Conditional Cash Transfer program, to protect the poor against instability and economic shocks.
10. Strengthen implementation of the Responsible Parenthood and Reproductive Health Law to enable especially poor couples to make informed choices on financial and family planning.

The National Economic and Development Authority (NEDA) is the Philippine's primary socioeconomic planning body. Just like all national policies in the Philippines, this agenda has been cascaded at the regional level through the Regional Development Councils and the equivalent Bangsamoro Economic and Development Council. Regional development planning is necessary to address the uneven economic and social development in the country. Growth and advancement over the years remain unevenly distributed with socio-economic progress being concentrated only in a few regions. These councils set the direction of all economic and social development efforts in the region and serve as fora where local efforts can be related and integrated with regional and national development activities.

The Tax Reform for Acceleration and Inclusion Law (TRAIN Law) is perhaps one of the most significant legislation related to economic reform in recent years. The TRAIN Law, which is implemented nationwide,

introduced changes in personal income tax, estate tax, donor's tax, value added tax, documentary stamp tax and excise taxes on several products.

An assessment of the TRAIN law completed by the Philippine Institute for Development Studies (2018) reveals that while the TRAIN law seeks to improve the country's tax system, actual incremental revenues are much lower than official estimates. Furthermore, the distributional effect of the tax reform places a heavier burden on the poorest households, many of which reside in Mindanao. The reform program also has gender implications since changes in personal income taxes and expanded value added tax on several food and beverages would have corresponding effects on the household budget. Women in the Philippines typically manage the household budget and expenses, and Filipino women are feeling the pressure of making the right decisions on what food to buy, how to distribute food and money to each member of the family, on top of daily chores and other responsibilities. A comparison of tax revenue collections from 2017 (pre-TRAIN) and 2019 (TRAIN, but pre-COVID) shown in Table 3.5.1 shows that most regions in Mindanao, except for Davao Region, saw a decrease in tax collection after the TRAIN law was passed. There is no breakdown of tax collection data so it cannot be ascertained which particular type of tax caused the reduction in revenue.

Table 3.5.1. Comparison of tax revenue collections 2017 and 2019

Region	CY 2019 (million PHP)	CY 2017 (million PHP)
NCR – National Capital Region	1,805,223.75	1,426,373.12
CAR – Cordillera Administrative Region	6,440.32	6,712.03
I – Ilocos Region	14,084.05	14,688.24
II – Cagayan Valley	8,859.75	9,958.76
III – Central Luzon	41,977.43	43,277.51
IV-A - CALABARZON	71,927.88	64,913.55
IV-B - MIMAROPA	6,581.81	6,221.39
V – Bicol Region	9,090.97	10,801.31
VI – Western Visayas	18,962.28	20,848.12
VII – Central Visayas	69,400.25	64,746.73
VIII – Eastern Visayas	7,046.72	9,067.42
IX – Zamboanga Peninsula	5,786.09	6,493.61
X – Northern Mindanao	11,106.46	12,368.62
XI -Davao Region	37,618.48	30,478.21
XII – SOCCSKSARGEN	6,757.15	9,023.34
XIII – Caraga	5,143.11	5,950.19
ARMM	2,664.17	2,165.03

Note: Details may not add up to their respective totals due to rounding.

Data Source: Revenue Accounting Division, Bureau of Internal Revenue

On 26 March 2021, President Duterte signed into law The Corporate Recovery and Tax Incentives for Enterprises Act (CREATE Act), the second economic tax reform after the TRAIN LAW, which grants tax relief for companies in financial need, provide transparent tax provisions, and further increase the competitiveness of the Philippines. The law still needs to be published by the government before it can take effect.

3.5.2 Public Investment

The Philippine Investment Plan (PIP) contains a rolling list of programs and projects to be implemented by different government agencies and offices to contribute to the achievement of societal goals and targets of the Philippine Development Plan. The PIP is composed of big-ticket core investment programs and a three-year rolling infrastructure investment program which are all included in the budget of the national government. Table 3.5.2 summarizes the regional investment targets under the PIP. The largest share of the budget goes to nationwide plans and programs (60%) while region-specific plans and programs are the most numerous. Region XI - Davao Region belongs to the top three regions in terms of investment targets. By law, gender and development concerns should also be incorporated in the preparation of public investment plans

Table 3.5.2. Summary of regional investment targets for the Philippine Investment Plan, 2020

Region	No. of Plans and Programs	Investment Targets (PHP Billion) 2020	Investment Targets (PHP Billion) 2017-2022	Percentage Share of Total
NCR – National Capital Region	900	397.54	905.00	8.21%
CAR – Cordillera Administrative Region	314	16.29	49.14	0.45%
I – Ilocos Region	558	24.49	68.93	0.63%
II – Cagayan Valley	343	23.50	94.07	0.85%
III – Central Luzon	499	95.63	222.74	2.02%
IV-A - CALABARZON	433	54.41	147.96	1.34%
IV-B - MIMAROPA	414	16.58	43.76	0.40%
V – Bicol Region	426	23.74	79.67	0.72%
VI – Western Visayas	605	33.77	117.99	1.07%
VII – Central Visayas	270	14.20	90.27	0.82%
VIII – Eastern Visayas	435	59.94	91.80	0.83%
IX – Zamboanga Peninsula	319	20.42	70.84	0.64%
X – Northern Mindanao	328	45.29	158.19	1.43%
XI -Davao Region	397	53.03	331.18	3.00%
XII – SOCCSKSARGEN	213	16.71	53.25	0.48%
XIII – Caraga	319	26.13	99.63	0.90%
ARMM	1,913	34.72	99.10	0.90%

Source: National Economic Development Authority

3.5.3 Mindanao's Regional Economies

Mindanao has been referred to as the “Land of Promise” due to its rich natural resources and potential for development. The region is large in terms of land area, yet it hasn’t reached its full potential for productivity due in part to neglect from the national government. According to the Mindanao Development Authority 2020 statistics, Mindanao contributes to 40% of national food requirements but only receives 12-16% of the total national budget. Mindanao also only accounts for 13% of the country’s GDP compared to 70% for Luzon and 17% for Visayas. A lack of economic opportunities compounds other development issues and challenges in the region. For instance, conflict in Mindanao is also rooted in a lack of jobs and regional economic development that has resulted in multigenerational poverty.

Table 3.5.3 summarizes the gross regional domestic product (GRDP) and gross regional domestic expenditure (GRDE) statistics for Mindanao. While all regions in the country show growth, the GRDP and GRDE growth rates for Region XI – Davao Region are consistently higher than the national average. BARMM shows potential with numbers higher than the other regions. The statistics for 2020, which would illustrate the effect of the COVID-19 pandemic on regional economies will be released by the last quarter of 2021.

Table 3.5.3. Summary of regional economic accounts for Mindanao

Region in Mindanao	GRDP growth rate 2018-19	GRDP/ capita growth rate 2018-19	GRDE growth rate 2018- 19	GRDE/ capita growth rate 2018-19	Household consumption / capita 2019 (PHP)	Household consumption/ capita growth rate 2018-19 (PHP)
NCR – National Capital Region	7.2%	5.8%	7.2%	5.8%	239,835	5.1%
CAR – Cordillera Administrative Region	4.3%	3.4%	4.3%	3.4%	129,731	3.9%
I – Ilocos Region	6.9%	5.9%	6.9%	5.9%	119,069	4.2%
II – Cagayan Valley	6.7%	5.5%	6.7%	5.5%	92,788	5.9%
III – Central Luzon	5.6%	3.7%	5.6%	3.7%	156,501	3.6%
IV-A - CALABARZON	4.5%	2.3%	4.5%	2.3%	148,586	3.9%
IV-B - MIMAROPA	3.9%	2.6%	3.9%	2.6%	104,960	3.9%
V – Bicol Region	7.4%	6.2%	7.4%	6.2%	98,056	4.9%
VI – Western Visayas	6.4%	5.4%	6.4%	5.4%	105,099	4.4%
VII – Central Visayas	5.9%	4.4%	5.9%	4.4%	110,259	3.7%
VIII – Eastern Visayas	5.3%	3.9%	5.3%	3.9%	87,033	4.3%
IX – Zamboanga Peninsula	4.6%	3.8%	4.6%	3.8%	81,518	6.4%
X – Northern Mindanao	5.9%	4.5%	5.9%	4.5%	97,939	3.8%
XI -Davao Region	7.0%	5.4%	7.0%	5.4%	113,691	4.1%
XII – SOCCSKSARGEN	3.5%	1.9%	3.5%	1.9%	91,480	3.3%
XIII – Caraga	5.0%	3.8%	5.0%	3.8%	84,485	3.6%
BARMM	5.9%	3.9%	5.9%	3.9%	65,407	4.1%
Philippine Average	6.0%	4.5%	6.0%	4.5%	130,743	4.4%

Source: Philippine Statistics Authority Regional Accounts

Table 3.5.4 shows NEDA's estimates on economic losses per month of lockdown due to the pandemic. Region XIII – Caraga experienced the biggest losses as a percentage of GRDP while Region XI – Davao Region experienced the biggest losses in the industry and services sectors - a given since it has the biggest urban area.

Table 3.5.4. Estimated losses per month of lockdown for Mindanao

Region in Mindanao	Agriculture (PHP Million)	Industry (PHP Billion)	Services (PHP Billion)	Total Loses (PHP Billion)	% of GDRP
IX – Zamboanga Peninsula	5.88	1.81	3.09	4.91	1.26%
X – Northern Mindanao	2.56	4.24	5.87	10.11	1.28%
XI -Davao Region	0.91	6.13	7.39	13.52	1.45%
XII – SOCCSKSARGEN	1.52	3.60	4.66	8.27	1.53%
XIII – Caraga	2.73	4.57	2.60	7.17	3.23%
BARMM	1.55	0.34	0.55	0.89	0.61%

Source: Presentation of Dr. Enrico Basilio at the 6th Mindanao Policy Research Forum, 18 September 2020

The service sector accounts for over half of the GRDP for most regions in Mindanao while agriculture typically has the lowest contribution. This is important because women make up more than 60% of the service sector according to ADB (2013) and NEDA (2019). There is higher absorptive capacity of women workers by the services and manufacturing sectors which makes spurring investments in both the manufacturing and services sectors key to eliminating barriers to women's participation in their preferred occupation. The only exception is BARMM, where the service and agriculture sectors have near equal shares. This shows the economic development in BARMM because the region was predominantly agriculture-based in 2018. It also highlights the need to engage more women to participate in the agriculture sector, especially in BARMM.

3.5.4 The Private Sector

Majority of enterprises in Mindanao are classified as microenterprises with less than 10 employees. The Philippine Statistics Authority acknowledges that there is no sex-disaggregated data for the list of establishments in Table 3.5.5. This is verified by one of the interviewees who said that the Department of Trade and Industry provided her with a full list of entrepreneurs for ARMM. While it had names, sex/gender was not specified so female entrepreneurs had to be manually culled out by guesswork.

Table 3.5.5. Numbered of registered establishments in Mindanao in 2019

Region in Mindanao	TOTAL	Micro (1-9 employees)	Small (10 -99 employees)	Medium (100-199 employees)	Large (200 + employees)
Philippines	1,000,506	891,044	99,936	4,765	4,761
NCR – National Capital Region	204,005	168,044	32,163	1,803	1,994
CAR – Cordillera Administrative Region	20,453	18,863	1,488	50	52
I – Ilocos Region	50,848	48,873	3,782	128	65
II – Cagayan Valley	30,724	28,633	1,999	54	38

Region in Mindanao	TOTAL	Micro (1-9 employees)	Small (10 -99 employees)	Medium (100-199 employees)	Large (200 + employees)
III – Central Luzon	116,255	105,281	10,140	456	378
IV-A - CALABARZON	148,794	134,203	13,071	743	777
IV-B - MIMAROPA	23,896	22,016	1,809	38	33
V – Bicol Region	40,463	37,207	3,063	122	71
VI – Western Visayas	61,710	55,697	5,619	197	197
VII – Central Visayas	70,737	61,521	8,273	433	510
VIII – Eastern Visayas	30,717	28,373	2,244	63	37
IX – Zamboanga Peninsula	37,340	33,167	3,885	159	129
X – Northern Mindanao	33,193	30,987	2,073	66	67
XI -Davao Region	58,518	52,593	5,429	248	248
XII – SOCCSKSARGEN	44,876	41,714	2,935	125	102
XIII – Caraga	19,844	18,118	1,603	69	54
ARMM	8,133	7,754	359	11	9

Source: 2019 List of Establishments, Philippine Statistics Authority

Emraida Ali, Program Head of the Masters in Business Administration program, Cotabato City Polytechnic College and Co-manager of Noorul Eilm Academy Foundation Inc., one of the interviewees of this report, analysed the factors that influence the extent of women entrepreneurship in the Bangsamoro Autonomous Region in Muslim Mindanao in 2019. Results of the study revealed that personal entrepreneurial skills and competencies, internal motivation, government programs and interventions, and the broader entrepreneurial environment are significant predictors of women entrepreneurship in ARMM. Women consider their role models, most of whom are relatives, as their main source of motivation while accessing capital is among the top factors that hinder entrepreneurship. Moreover, age and educational attainment did not factor into the equation.

Government programs and interventions can influence the extent of women entrepreneurship whether through financial or non-financial interventions. Financial interventions refer to lending money for capital while non-financial interventions refer to training, seminars, and capacity building provided by agencies such as the DTI. A number of the research respondents (n=?) stated that they could not really feel the assistance and interventions from the government but rather relied on financial assistance from private microfinance financial institutions like ASA Philippines and Center for Agriculture and Rural Development, Inc. In a similar manner, respondents also revealed that they have not benefitted from existing programs and assistance from the government such as providing machinery and equipment, providing consultations and technical assistance, and facilitating connections with business partners, suppliers, and customers.

Also of note is how there are more women micro-entrepreneurs compared to women business owners of bigger companies. A possible explanation for this is that women have full control over the business when it is still small. Husbands start asserting themselves as decision-makers however once the business starts to grow. Some women then voluntarily surrender the management of the business to their husbands because, as shared by participants, increased responsibilities begin affecting their roles as mothers. This illustrates then how women are limited from reaching their full potential by imposed norms and gender roles.

3.5.5 Labour Force Participation and Employment

Table 3.5.6 indicates that in 2019, BARMM had the lowest labour force participation rate although other regions' participation did not significantly differ from each other. BARMM had the highest unemployment rate with 6.3%, while Region IX had the highest employment rate. Unemployment rates were higher in 2020 from job losses due to the pandemic.

Table 3.5.6. Annual Labour Force Participation, Employment, Unemployment and Underemployment Rates by Regions in Mindanao: 2019 and 2020p
(Annual estimates based on the average of the four quarter rounds of 2019 and 2020^p LFS)

Region	Total Population 15 Years Old and Over (in '000)		Annual Estimates							
			Labour Force Participation Rate		Employment Rate		Unemployment Rate		Underemployment Rate	
	2020 ^p	2019	2020 ^p	2019	2020 ^p	2019	2020 ^p	2019	2020 ^p	2019
Philippines	73,733	72,143	59.5	61.3	89.7	94.9	10.3	5.1	16.2	13.8
National Capital Region (NCR)	9,938	9,758	57.5	60.5	88.3	94.0	11.7	6.0	9.2	5.3
Cordillera Administrative Region (CAR)	1,226	1,210	61.4	61.4	89.6	96.5	10.4	3.5	14.5	12.2
Region I (Ilocos Region)	3,545	3,493	62.6	61.6	86.6	94.7	13.4	5.3	17.2	16.8
Region II (Cagayan Valley)	2,442	2,393	61.3	62.9	91.3	96.4	8.7	3.6	16.8	16.1
Region III (Central Luzon)	8,576	8,333	56.9	59.8	86.9	94.9	13.1	5.1	12.1	10.1
Region IV-A (CALABARZON)	11,097	10,737	61.7	64.0	88.4	93.8	11.6	6.2	17.2	11.7
MIMAROPA Region	2,049	2,016	59.6	60.7	92.7	95.7	7.3	4.3	23.9	19.5
Region V (Bicol Region)	3,950	3,886	59.5	60.7	90.5	94.9	9.5	5.1	27.5	27.4
Region VI (Western Visayas)	5,424	5,351	58.7	59.1	92.2	95.3	7.8	4.7	11.7	11.2
Region VII (Central Visayas)	5,433	5,322	58.7	62.1	89.7	94.8	10.3	5.2	15.8	14.7
Region VIII (Eastern Visayas)	3,131	3,084	58.2	60.4	92.0	95.6	8.0	4.4	20.1	20.3
Region IX (Zamboanga Peninsula)	2,511	2,474	57.0	56.3	90.1	96.3	9.9	3.7	17.0	16.4

Region X (Northern Mindanao)	3,372	3,300	66.3	68.7	93.6	95.6	6.4	4.4	23.6	21.8
Region XI (Davao Region)	3,558	3,493	57.5	59.8	90.8	96.2	9.2	3.8	13.0	11.1
Region XII (SOCCSKSARGE N)	3,212	3,135	62.9	63.9	90.9	95.6	9.1	4.4	22.2	19.7
Region XIII (Caraga)	1,804	1,777	63.5	62.4	92.4	95.2	7.6	4.8	23.0	18.2
Bangsamoro Autonomous Region in Muslim Mindanao (BARMM)	2,465	2,380	53.5	53.5	91.0	93.7	9.0	6.3	10.1	8.3

p - preliminary; Source: Philippine Statistics Authority, Annual Labour and Employment Estimates for 2019 and 2020

Table 3.5.7 shows that the labour force participation of men is much higher compared to women despite their almost equal proportion in each region's population. This is because on average, 60% of men residing in Mindanao participate in the labour force while less than 40% of women do so. Region XII and BARMM are particularly noteworthy because more than 70% of women in these two regions are not part of the labour force. While there are fewer women in the labour force, the unemployment rates for women are lower compared to men.

Table 3.5.7. Sex-disaggregated labour force participation in Mindanao, July 2020

Region and Sex		Total Population 15 Years Old and Over (%)	Total Labour Force (%)	Employed (%)	Unemployed (%)	Not in the Labour Force (%)
Philippines						
	Male	50.2	61.0	61.0	61.1	32.6
	Female	49.8	39.0	39.0	38.9	67.4
National Capital Region (NCR)						
	Male	48.5	58.7	57.6	64.4	33.8
	Female	51.5	41.3	42.4	35.6	66.2
Cordillera Administrative Region (CAR)						
	Male	51.5	60.8	61.4	54.5	34.6
	Female	48.5	39.2	38.6	45.5	65.4
Region I (Ilocos Region)						
	Male	50.6	60.3	60.8	56.5	32.6

Female	49.4	39.7	39.2	43.5	67.4
Region II (Cagayan Valley)					
Male	51.6	62.7	63.2	58.2	31.4
Female	48.4	37.3	36.8	41.8	68.6
Region III (Central Luzon)					
Male	49.9	63.3	63.9	58.2	30.9
Female	50.1	36.7	36.1	41.8	69.1
Region IVA (CALABARZON)					
Male	49.3	58.2	57.4	64.5	33.5
Female	50.7	41.8	42.6	35.5	66.5
MIMAROPA Region					
Male	51.1	62.3	62.6	56.1	31.2
Female	48.9	37.7	37.4	43.9	68.8
Region V (Bicol Region)					
Male	50.7	63.1	63.4	60.0	30.4
Female	49.3	36.9	36.6	40.0	69.6
Region VI (Western Visayas)					
Male	50.5	61.8	61.8	62.3	33.0
Female	49.5	38.2	38.2	37.7	67.0
Region VII (Central Visayas)					
Male	50.1	57.9	57.2	63.6	39.4
Female	49.9	42.1	42.8	36.4	60.6
Region VIII (Eastern Visayas)					
Male	51.3	63.0	63.1	61.9	32.9
Female	48.7	37.0	36.9	38.1	67.1
Region IX (Zamboanga Peninsula)					
Male	50.9	63.8	64.2	57.8	31.1
Female	49.1	36.2	35.8	42.2	68.9
Region X (Northern Mindanao)					
Male	51.1	60.2	60.7	52.5	31.2
Female	48.9	39.8	39.3	47.5	68.8
Region XI (Davao Region)					
Male	51.4	65.2	65.2	64.9	31.1
Female	48.6	34.8	34.8	35.1	68.9
Region XII (SOCCSKSARGEN)					

Male	51.5	62.5	63.5	48.9	29.8
Female	48.5	37.5	36.5	51.1	70.2
Region XIII (Caraga)					
Male	51.6	59.5	59.4	61.5	34.3
Female	48.4	40.5	40.6	38.5	65.7
Bangsamoro Autonomous Region in Muslim Mindanao (BARMM)					
Male	50.0	65.3	65.8	50.9	24.7
Female	50.0	34.7	34.2	49.1	75.3

Source: Labor Force Survey, July 2020 Statistical Tables, Philippine Statistics Authority

Women's participation in both the formal and informal economies of Mindanao are dependent on life stages. Some women step back from economic participation when they reach the child-bearing years, especially if their work is not stable. Other women would like to be full-time at home but need to continue working because being a single income household is not enough to sustain the family. The pandemic has also affected women disproportionately- the hardest hit sectors like tourism employ more women than men. Increased demands on childcare, including home schooling, has led to many women quitting work to focus on the needs of their children.

Traditional norms that designate the role of providers to men and homemakers to women continue to persist in Mindanao. Neighbours gossip for example, if a husband takes care of the household instead of working to earn wages. However, the opposite occurs in communities where many families have members who are Overseas Filipino Workers (OFWs). According to one interviewee, it is common in Pikit, Cotabato to have men taking care of the home and the children because the wives are OFWs. Table 3.5.8 shows that only 17.8% of the 2.3 million Filipino OFWs are from Mindanao, with more females than males. For lower-skilled jobs, it is easier for women to find work as domestic helpers in the Middle East, especially if they can speak some Arabic.

Table 3.5.8. Distribution of Overseas Filipino Workers by sex and region, 2018

Region	Both Sexes	Male	Female
Philippines	2,299	1,016	1,284
Number (In thousands)			
National Capital Region (NCR)	9.7%	10.6%	9.0%
Cordillera Administrative Region (CAR)	1.8%	1.0%	2.4%
Region I (Ilocos Region)	9.7%	7.4%	11.6%
Region II (Cagayan Valley)	6.5%	3.8%	8.7%
Region III (Central Luzon)	14.3%	17.6%	11.7%
Region IV-A (CALABARZON)	17.9%	22.3%	14.4%
MIMAROPA Region	1.8%	1.9%	1.7%
Region V (Bicol Region)	3.7%	3.8%	3.7%
Region VI (Western Visayas)	8.9%	9.6%	8.3%
Region VII (Central Visayas)	5.6%	6.8%	4.6%

Region VIII (Eastern Visayas)	2.2%	2.3%	2.0%
Region IX (Zamboanga Peninsula)	2.5%	2.1%	2.8%
Region X (Northern Mindanao)	3.5%	3.6%	3.4%
Region XI (Davao Region)	3.3%	2.0%	4.4%
Region XII (SOCCSKSARGEN)	4.6%	2.3%	6.5%
Region XIII (Caraga)	1.8%	1.7%	1.9%
Autonomous Region in Muslim Mindanao (ARMM)	2.1%	1.2%	2.9%

Source: Philippine Statistics Authority 2018 Survey on Overseas Filipinos

Overseas contract work is seen by many Filipinos as a way out of poverty and as a means to provide for the needs of their families. OFWs earn in foreign currencies and send the money home through remittances or bring the money home with them once their work contract ends. While many OFWs lost their jobs during the pandemic, remittances in 2020 remained stable, dropping less than 1% compared to 2019. OFW remittances reached a record high of USD 30.1 billion in 2019. In contrast, the BPO sector, the largest in the country, reported revenues of USD 26 billion in the same year. While there are more women OFWs than men, women are often employed in lower paying jobs such as domestic work, housekeeping, and restaurant service. This is evident in Table 3.5.9 where total remittances of women OFWs are 30% less than remittance from men at the national level. While total remittance of women living in Mindanao are higher than men from Mindanao, there are more women in Mindanao who become OFWs compared to men. This results in an average remittance per capita that is 33% lower for women compared to men from Mindanao is only two thirds that of men because most of these women are employed in lower-paying jobs.

Table 3.5.9 Total and average remittance in cash and in kind of male and female Overseas Filipino Workers by area, 2018

Sex	Total	Cash Sent Home	Cash Brought Home	In Kind
Both Sexes (Philippines)				
Total remittance (In million PHP)	235,858	169,399	55,229	11,231
Average remittance per OFW (In thousand PHP)	111	83	111	27
Male (Philippines)				
Total remittance (In million PHP)	135,002	99,885	30,522	4,595
Average remittance per OFW (In thousand PHP)	143	110	120	25
Female (Philippines)				
Total remittance (In million PHP)	100,857	69,515	24,706	6,636
Average remittance per OFW (In thousand PHP)	86	61	102	28
Both Sexes (NCR)				
Total remittance (In million PHP)	29,595	20,023	8,391	1,181
Average remittance per OFW (In thousand PHP)	144	104	134	31
Male (NCR)				
Total remittance (In million PHP)	17,206	12,826	3,728	652
Average remittance per OFW (In thousand PHP)	173	139	129	39

Female (NCR)				
Total remittance (In million PHP)	12,390	7,197	4,663	529
Average remittance per OFW (In thousand PHP)	117	71	139	25
Both Sexes (Luzon)				
Total remittance (In million PHP)	118,652	91,106	22,183	5,363
Average remittance per OFW (In thousand PHP)	101	80	84	23
Male (Luzon)				
Total remittance (In million PHP)	70,345	55,368	12,717	2,260
Average remittance per OFW (In thousand PHP)	129	105	101	23
Female (Luzon)				
Total remittance (In million PHP)	48,307	35,738	9,467	3,103
Average remittance per OFW (In thousand PHP)	76	59	68	24
Both Sexes (Visayas)				
Total remittance (In million PHP)	42,480	28,924	11,122	2,434
Average remittance per OFW (In thousand PHP)	118	84	107	24
Male (Visayas)				
Total remittance (In million PHP)	29,068	18,880	8,925	1,263
Average remittance per OFW (In thousand PHP)	165	113	125	25
Female (Visayas)				
Total remittance (In million PHP)	13,412	10,044	2,197	1,171
Average remittance per OFW (In thousand PHP)	73	56	68	24
Both Sexes (Mindanao)				
Total remittance (In million PHP)	45,130	29,346	13,532	2,253
Average remittance per OFW (In thousand PHP)	120	81	205	42
Male (Mindanao)				
Total remittance (In million PHP)	18,383	12,811	5,153	419
Average remittance per OFW (In thousand PHP)	151	109	176	26
Female (Mindanao)				
Total remittance (In million PHP)	26,748	16,535	8,379	1,833
Average remittance per OFW (In thousand PHP)	105	67	227	50

Source: Philippine Statistics Authority 2018 Survey on Overseas Filipinos

The results of the logistic regression analysis explaining labour force participation of Filipino women aged 15 and over suggest that compared to married women living in the NCR, married women residing in 12 regions out of 16 other regions, namely Ilocos, Cagayan Valley, CALABARZON, Bicol, Western Visayas, Central Visayas, Eastern Visayas, Northern Mindanao, Davao Region, SOCCSKSARGEN, Cordillera Administrative Region, and MIMAROPA, are more likely to be part of the labour force. In the Autonomous

Region in Muslim Mindanao, married women are less likely to be in the labour force than their NCR counterparts (PIDS, 2018).

Technical experts shared their experiences on situations of gender inequality in jobs in Mindanao. “Employers prefer males with technical training,” said Jose Felipe Eduardo, Program Area Manager of Plan international. According to him, it is still the status quo in many areas in Mindanao in terms of preference for males in jobs. Rubiya Mustafa, Child Protection Specialist of Plan International, also shared that communities involved in their WASH projects in Mindanao were still not ready to place their trust and confidence in women workers. “Arriving at a 50/50 participation between men and women in the WASH committee was delayed because many questioned the involvement of women who did not have enough knowledge on construction,” shared Mustafa.

Within the government bureaucracy, the percentage of civil service employees in the Mindanao regions indicates a smaller percentage of females than males at the national level in the first-level positions³, whereas in the second-level positions⁴ it is much higher for females except in the ARMM, which produces fewer college graduates. Trade and custodial positions under first level career service are predominantly occupied by men. Many women with college degrees consider nine-to-five second level government jobs as stable career choice because it also allows them to balance work with home responsibilities.

Table 3.5.10. Percentage of National Government Civil Service Employees Who Are Female by Level of Career Service: Philippines, 2016

Region	1st Level Career (%)	2nd Level Career (%)
Philippines	46.8	66.9
NCR – National Capital Region	48.2	60.3
CAR – Cordillera Administrative Region	48.0	64.1
I – Ilocos Region	46.9	67.9
II – Cagayan Valley	46.6	64.2
III – Central Luzon	44.6	70.3
IV – CALABARZON and MIMAROPA	45.0	71.8
V – Bicol Region	45.5	71.9
VI – Western Visayas	51.0	78.4
VII – Central Visayas	46.4	71.3

³ First-level career service positions are clerical, trade, crafts, and custodial positions that require less than a college degree.

⁴ Second-level career service positions include professional, technical, and scientific positions up to division chief level that require at least a four-year college degree.

VIII – Eastern Visayas	47.2	68.3
IX - Zamboanga Peninsula	40.8	55.5
X - Northern Mindanao	46.6	68.7
XI - Davao Region	47.9	64.7
XII - SOCCSKSARGEN	43.8	65.3
ARMM	41.5	49.7

Source: Philippine Institute of Development Studies

3.5.6 Economic Empowerment

According to the interviewees, the economic empowerment of women in Mindanao is primarily enabled by access to and having control over productive resources. Most households in Mindanao still rely on men as the provider. However, women in the family usually make more than their share financially because in lower income families, the men don't earn enough as wage-earners. Women earn more because they take on piecemeal work or have small businesses. There is a smaller number of women participating in the labor force or the formal economy, because there is a large proportion of women who are active in the informal economy. These women are often self-employed in small businesses such as sari-sari stores, home-based sewing, small-scale food production and direct selling. These types of work are done on top of the unpaid labor from taking care of the home full-time and are not acknowledged as a financial contribution since the income did not come from a formal source. At the household level, a woman can be financially independent when she has an income of her own and does not seek approval from her partner in decision-making. This is more common among educated women and also occurs in households where men turn in the majority of wages to their spouses for budgeting, as commonly practiced in most Filipino households. Economic empowerment of women outside the home requires access to financial services in order for women to allocate their finances appropriately.

Ian Fernandez, Program Head of the Tuason Development Foundation Inc., observed that among the Kalagan tribes in Davao, men take charge of earning an income through farming and fishing while women are responsible for household chores. Among the Bisaya tribes, women are recognized for their participation in the labor force, the majority of whom are LGU employees. According to Fernandes, increased access to higher education and technological advancements have introduced more varied entrepreneurial activities and allowed millennial men and women to view each other as partners in business activities among the Kalagan communities that they assist.

3.5.7 Agriculture

The Mindanao Development Authority (MinDA) is mandated to promote, coordinate, and facilitate all efforts toward accelerating the socioeconomic growth and peaceful development of Mindanao. Agriculture and agribusiness is one of the priority areas for the agency. As previously mentioned, the growth of urban centres in Mindanao has a corresponding effect on the decline of agriculture's share of Mindanao's GRDP to 18%. However, this sector is still of utmost importance, not just to Mindanao but the whole country because it covers 40% of the food requirements for Filipinos. Agriculture is also the second

largest employment generator. Region XI, in particular, accounts for a fifth of registered agriculture, forestry and fishing in the Philippines and generates a quarter of the employment for the sector.

Table 3.5.11. Selected statistics and percent share of regions to total for agriculture, forestry and fishing Establishments: Philippines, 2018

Region in Mindanao	Number of Establishments (% share to PH total)	Total Employment (% share to PH total)	Total Revenue (% share to PH total)	Value Added (% share to PH total)
NCR – National Capital Region	1.7	6.5	5.3	-1.6
CAR – Cordillera Administrative Region	1.2	0.2	0.1	0.1
I – Ilocos Region	3.9	1.5	1.5	1.4
II – Cagayan Valley	2.1	0.9	1.2	1.5
III – Central Luzon	17.8	8.4	23.6	24.6
IVA – CALABARZON	11.1	7.2	11.0	9.6
IVB – MIMAROPA	3.0	2.0	0.7	1.2
V – Bicol Region	2.5	0.8	0.4	0.5
VI – Western Visayas	11.0	12.3	4.4	4.4
VII – Central Visayas	7.4	5.2	2.7	2.3
VIII – Eastern Visayas	3.8	1.5	0.7	1.4
IX – Zamboanga Peninsula	2.9	4.3	2.1	2.7
X – Northern Mindanao	10.2	12.3	9.9	12.9
XI - Davao	11.3	26.2	23.8	32.8
XII - SOCCSKSARGEN	5.6	8.3	10.8	3.2
XIII - Caraga	1.8	1.0	0.7	1.2
ARMM	2.7	1.3	0.9	1.7

Source: 2018 Census of Philippine Business and Industry: Agriculture, Forestry and Fishing, Philippine Statistics Authority

The 2012 agriculture survey is the only official survey that offers sex-disaggregated results. There have been no succeeding surveys conducted by the Philippine Statistics Authority. Men outnumbered women across all regions in Mindanao as agricultural operators⁵. In traditional communities, women are in charge of household chores while men concentrate on finding income through farming/fishing.

⁵ Agricultural operators refer to persons who take the technical and administrative responsibility of managing a holding.

Table 3.5.12. Number of Agricultural Operator by Sex and Region, 2012

Region	Male	Female
Philippines	4,649,413	907,692
NCR – National Capital Region	4,649,413	907,692
CAR – Cordillera Administrative Region	140,200	27,232
I – Ilocos Region	278,857	34,200
II – Cagayan Valley	357,543	85,519
III – Central Luzon	308,486	52,023
IVA – CALABARZON	283,278	58,103
IVB – MIMAROPA	220,612	56,317
V – Bicol Region	397,504	88,217
VI – Western Visayas	416,939	99,982
VII – Central Visayas	336,789	90,426
VIII – Eastern Visayas	337,525	75,185
IX – Zamboanga Peninsula	188,387	24,216
X – Northern Mindanao	310,701	60,784
XI - Davao	283,169	54,863
XII - SOCCSKSARGEN	337,404	48,000
XIII - Caraga	162,883	20,545
ARMM	265,712	16,964
TOTAL	1,548,256	225,372

Source: Philippine Statistics Authority

Gender equality is less of an issue with corporate farms and large-scale agribusinesses. Recruitment, wages and benefits, and opportunities for advancement tend to be merit based with a human resources department managing personnel. The scenario is different for small holder farmers and community-based farming practitioners. There are gendered roles in farming primarily based on physical abilities. In the upland farming communities of Mindanao, women keep the records and dictate where to plant while men do the work that requires physical strength. These roles in farming are also based on traditional roles in the family or household. Women tend to grow crops that are meant for household consumption to feed their families while the men grow crops for selling, a reflection of women as caretakers and men as providers.

Women in agriculture are more active in farming associations. Associations serve a similar purpose as cooperatives in organizing small farmers but the two differ in terms of organizational structure. Women farmers have greater participation in associations because they can attend meetings and get elected in some key positions. Thus, women also able to participate in decision-making processes. In some cases, however, women are just sent by their husbands as proxies because the men are working in the fields. The women would then be conduits of information between the association and their husbands, who remain the primary decision makers when it comes to the farm.

Access to credit is contingent on land ownership because land is often used as collateral. It can thus be difficult for women to access credit from formal institutions such as banks because men are typically the only owners in the title. Yet men, perhaps because of their pride, are less inclined to take out a loan. This is why microfinance institutions often target women and access to financial services becomes more equitable because there is social capital involved. For instance, ASA Foundation Philippines Inc., through funding from the Asian Development Bank, provides loans as little as PHP 5,000 for women microentrepreneurs (including agriculture) to help them get better access to credit as working capital for their business. Microfinance is typically used to purchase planting materials and for production related expenses, with repayment reliant on future income from the harvest.

It is also easier for women to negotiate with institutional buyers as a group because gender stereotypes still factor in when women farmers negotiate with wholesale buyers and middlemen rather than the direct consumers - either businesses who need fresh produce or those buying for household consumption. This perception originates from the culture of “hiya” (being shy) which is evident in how most farmers from rural areas tend to be shy and not very assertive. The lack of formal education further results in low self-esteem. Thus, it’s important to build the capacity of both men and women farmers - from basic literacy and numeracy - to build their confidence and prevent them from being taken advantage of.

Women are sent to attend agricultural training programmes by their husbands because the men prefer to remain in the field. Cultural norms also predispose families into gender stereotyping women’s household responsibilities as less valuable and easier to disrupt. Women in agriculture are slower to adapt or adopt farming technology, but when they do, they become the best at using it. They are also better at teaching the technology to their husbands and other farmers. One interviewee related an anecdote about women in a farming community conducting seaweed fertilizer experiments. They built and maintained a container garden and received an award for putting what they learned in training to use. Women gain confidence as a result of technology sharing because they gain knowledge. Men also acknowledge the skills of women farmers and give their wives increased responsibility and decision-making ability with regards to the farm.

The government introduced the Comprehensive Agrarian Reform Law in 1988 to focus land redistribution and selected agrarian reform communities were among the most disadvantaged communities in the Philippines, both in terms of income and quality of living to be the beneficiaries. These communities lacked land ownership, access to farm-to-market roads, clean water, irrigation and post-harvest facilities. Thus, comprehensive agrarian reform also involved the provision of support programmes and services so that these communities will be able to make the land productive. As of 2016, most of the land in Mindanao has been redistributed, with ARMM as the exception as only two-thirds of the land has been distributed. ARMM also had the least number of farmer beneficiaries from 1972 to 2017, which is not sex disaggregated. However, many are still without individual land titles as only 47% of distributed lands have been issued collective land ownership titles to speed up the distribution process. This can be a problem especially when accessing financing since financial institutions may require land titles as part of loan requirements or as collateral.

Table 3.5.13. Selected comprehensive agrarian reform program statistics

Region in Mindanao	Scope (ha.)	Total Net Are Distributed (ha.)	% Accomplished	Number of farmer beneficiaries 1972-2017
Philippines	5,425,343	4,823,037	88.9%	2,841,680
CAR – Cordillera Administrative Region	105,774	102,693	97.1%	81,600
I – Ilocos Region	144,516	143,182	99.1%	119,394
II – Cagayan Valley	417,740	373,562	89.4%	212,163
III – Central Luzon	449,788	437,817	97.3%	284,631
IVA – CALABARZON	218,503	198,302	90.8%	124,739
IVB – MIMAROPA	190,936	187,247	98.1%	130,835
V – Bicol Region	413,545	327,075	79.1%	196,886
VI – Western Visayas	566,852	226,307	87.8%	319,175
VII – Central Visayas	203,204	81,429	96.1%	147,890
VIII – Eastern Visayas	494,005	433,852	87.8%	197,044
IX – Zamboanga Peninsula	238,273	229,414	96.3%	131,348
X – Northern Mindanao	362,166	342,686	94.6%	218,607
XI - Davao	261,517	250,905	95.9%	180,554
XII - SOCCSKSARGEN	731,098	686,773	93.9%	289,955
XIII - Caraga	294,654	277,793	94.3%	136,298
ARMM	332,773	221,624	66.6%	70,561

Source: Philippine Institute for Development Studies (2017) and Philippine Statistics Authority 2018
Agricultural Indicators System

Tadem (2015) asserts that there has been inadequate provision of government support services to agrarian reform beneficiaries which hinders them from making productive use of the distribution. Beneficiaries in Mindanao experience disadvantages in onerous contracts, leaseback and lopsided growership and production arrangements, leading eventually to farmer bankruptcies. Land disputes are also a source of conflict in Mindanao.

An amendment to the Comprehensive Agrarian Reform Law was introduced in 2009 to promote equal rights to ownership of land, equal share of farm's produce and representation services for rural women in order to enable women's economic empowerment. Support services should integrate the specific needs of women beneficiaries, ensure rural women are able to participate in agrarian reform activities, assist women to self-organize into farmer groups and for the Department of Agriculture to maintain a women's desk to develop plans and programmes that would address grievances of women farmers. Despite this amendment that extends land ownership to women and the existence of GAD program, only 27% of land awardees are women. Moreover, women's participation in agrarian reform and land titling remains low. This disparity suggests that the land rights are weakly enforced.

3.5.8 Summary and Conclusion of the Overall Economic Situation Factors

President Duterte's "Build, Build, Build" agenda is an opportunity to leave the Philippines at a much better economic state than before. With one more year to go under his administration, a total 29,264 kilometres of roads (2,025km farm-to-market roads and 95km farm-to-mill roads), 5,950 bridges, 11,340 flood control projects, 222 evacuation centres, and 150,149 classrooms across the Philippines have been built. However, economic growth in the Philippines remains to be unequal, which Metro Manila and neighbouring regions receiving the most opportunities for development. Pursuing the peace process and federalism as a means to improving the situation were unfulfilled promises while the promised Mindanao Railway system has yet to materialize. There is a need to deliberate plan future economic expansions to other parts of the Philippines such as the whole of Mindanao, including BARMM. This means constructing the necessary infrastructures in these areas and developing sectors such as agriculture and services distribute economic activities more widely and somewhat evenly around the country.

Mindanao supplies over 40 percent of the country's food requirements and contributes more than 30 percent to the national food trade. Economic efforts should be concentrated on Mindanao's agriculture and fisheries sector because food security is a basic need and can catalyse recovery of Mindanao following the economic slowdown because of the COVID 19 Pandemic. Value-adding on existing agricultural products can create more job opportunities, increase producers' earnings, and address poverty. It also opens the door to including more women in the agricultural value chain.

Promoting economic development in Mindanao is also linked to resolving issues related to inequality. The people of Mindanao continue to advocate resolution to the unresolved issues such as ancestral domain and agrarian reform, displaced and landless families who have witnessed the destruction of their properties or experienced human right violations and don't have economic opportunities to bring themselves out of poverty, social and cultural discrimination that still exists between people of different historical or religious traditions, gender inequality experienced by women at home, in the workplace, and in society in general.

The lower labour participation rate for women in Mindanao is due stereotyped gender roles of ascribing to women the primary responsibility of taking care of homes and to men, as the provider of the family, undermine the labour force participation of women. The disruption in active economic participation for women occurs when they get married or have children. Rigid gender stereotypes and gender norms are more apparent in the communities as Mindanao is predominantly rural. This low rate could eventually hurt economic development in Mindanao.

Peace and genuine socio-economic development in Mindanao cannot be achieved if gender equality is not upheld. There must be more dialogues followed by concrete actions in policy-making bodies. This includes ensuring the participation of women in public consultations as co-creators of plans and programs that would impact them. Economic recovery programs should also include the redress of women's economic participation by providing them with opportunities to build capacity and exercise agency.

3.6 Socio-Economic Situation

3.6.1 Demographics

According the 2015 census, shown in Table 3.6.1, the average sex ratio in the country is 100 females:102 males. BARMM is the only region in Mindanao with more female than male population. The 2020 census has been completed but that data has yet to be released.

Table 3.6.1. Sex Ratio of Population by Regions in Mindanao: CENSUS YEAR 2015

Region	Male	Female	Males per 100 Females
Philippines	51,069,962	49,909,341	102.3
NCR – National Capital Region	6,368,365	6,508,888	97.8
CAR – Cordillera Administrative Region	879,340	842,666	104.4
I - Ilocos Region	2,536,297	2,489,831	101.9
II - Cagayan Valley	1,758,773	1,692,637	103.9
III - Central Luzon	5,669,379	5,548,798	102.2
IV-A CALABARZON	7,221,488	7,193,286	100.4
IV-B MIMAROPA	1,520,129	1,443,231	105.3
V - Bicol Region	2,951,135	2,845,854	103.7
VI - Western Visayas	3,830,514	3,705,869	103.4
VII - Central Visayas	3,743,601	3,653,297	102.50
Negros Island Region	2,248,983	2,165,148	103.9
VIII - Eastern Visayas	2,285,355	2,154,795	106.1
IX - Zamboanga Peninsula	1,850,878	1,778,905	104.0
X - Northern Mindanao	2,396,000	2,293,302	104.5
XI - Davao Region	2,514,244	2,379,074	105.7
XII - SOCCSKSARGEN	2,323,144	2,222,132	104.5
XIII - Caraga	1,336,340	1,260,369	106.0
ARMM	1,884,980	1,896,407	99.4

a Household population, excludes 2,876 homeless population and 2,336 Filipinos in Philippine embassies, consulates and missions abroad.

Source: Philippine Statistics Authority

3.6.2 Income Distribution, Poverty Situation, and Welfare Subsidies

Based on the 2018 Official Poverty Statistics of the Philippines, (the former) ARMM consistently figured as the region with the highest poverty incidence among families at 53.6%. On the other hand, most regions in Mindanao posted a decrease in their poverty incidences. Region X (Northern Mindanao), in particular, had the largest decrease in poverty incidence from 32% in 2015 to 17.2%. At the provincial level, Lanao

del Sur, Sulu, and Basilan are considered to be the poorest provinces in Mindanao, with poverty incidences above 60%. Figure 3.6.1 and 3.6.2 map out the poverty incidences for Mindanao

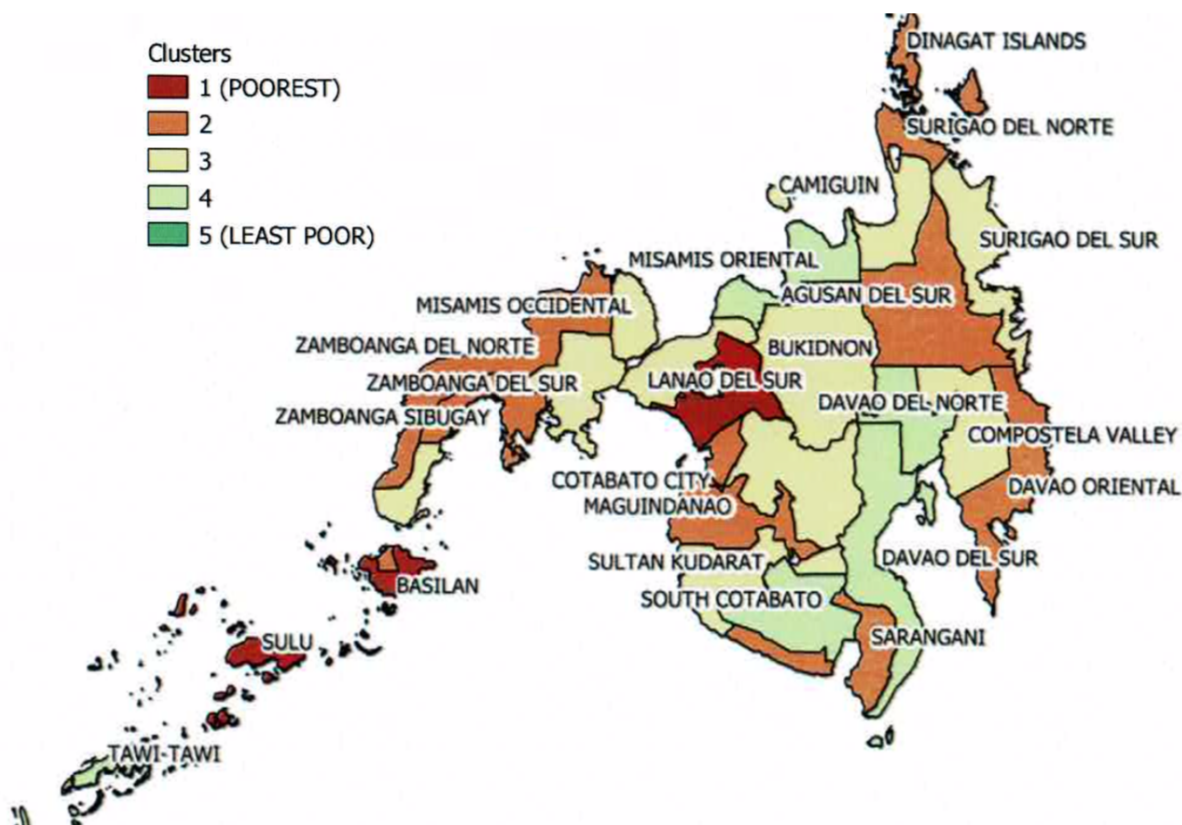


Figure 3.6.1. Poverty map of Mindanao 2018

Source: Full Year 2018 Official Poverty Statistics of the Philippines

Women in BARMM are reported to have the highest poverty incidence rate at 61.7% and the highest number of poor women across Mindanao.

Table 3.6.2. Poverty Incidence and Magnitude of Poor Women, by Regions in 2018

Region	Poverty Incidence among Women (%)	Magnitude of Poor Women ('000)
Philippines	16.6	8,655.7
NCR – National Capital Region	2.3	153.6
CAR – Cordillera Administrative Region	11.9	103.7
I - Ilocos Region	10.1	258.6
II - Cagayan Valley	16.2	284.9
III - Central Luzon	7.0	411.0

IV-A CALABARZON	7.2	558.1
IV-B MIMAROPA	15.2	228.7
V - Bicol Region	26.4	779.6
VI - Western Visayas	16.1	611.8
VII - Central Visayas	17.4	662.3
VIII - Eastern Visayas	30.3	680.0
IX - Zamboanga Peninsula	32.6	593.6
X - Northern Mindanao	22.9	548.1
XI - Davao Region	19.0	474.6
XII - SOCCSKSARGEN	27.9	655.7
XIII - Caraga	30.4	396.2
ARMM	61.7	1,255.2

Source: Philippine Statistics Authority

The Pantawid Pamilyang Pilipino Program (4Ps) is the pioneer conditional cash transfer programme implemented in 2008 by the national government with the Department of Social Welfare and Development (DSWD) as the lead implementing agency. On 17 April 2020, 4Ps became a regular programme of the national government through the passage of Republic Act 11310 or “An Act Institutionalizing the Pantawid Pamilyang Pilipino Program”, or “4Ps Act” for short. The law positions 4Ps as both a human capital development programme and as the national poverty reduction strategy of the national government thru convergence with other pro-poor programmes and services. 4Ps provides cash grants to qualified household beneficiaries based on their compliance with specific conditions linked to school participation, nutrition and health services availability, and family development. Most of the beneficiaries are from Luzon with 41.1% of the total households nationwide, followed by Mindanao with 38.3% of the total and Visayas with 20.6% of the nationwide total. DSWD is also presently implementing a social amelioration programme that provides emergency subsidies to about 18 million low-income households affected by the progressive lockdown due to the COVID-19 pandemic. The data for Mindanao are shown in Tables 3.6.3 and 3.6.4.

Table 3.6.3. Regional Breakdown of the Number of Target and Actual Number of 4Ps Beneficiaries, June 2020

Region	Target	Actual	%
NCR – National Capital Region	227,341	220,583	97.0%
CAR – Cordillera Administrative Region	63,894	60,111	94.1%
I - Ilocos Region	204,742	205,615	100.4%
II - Cagayan Valley	106,212	105,240	99.1%

III - Central Luzon	297,237	293,696	98.8%
IV-A CALABARZON	325,640	317,356	97.5%
IV-B MIMAROPA	200,534	194,124	96.8%
V - Bicol Region	378,232	368,177	97.3%
Luzon	1,803,832	1,764,902	97.8%
VI - Western Visayas	325,411	321,348	98.8%
VII - Central Visayas	294,186	284,627	96.8%
VIII - Eastern Visayas	286,839	279,872	97.6%
Visayas	906,436	885,847	97.7%
IX - Zamboanga Peninsula	323,074	298,697	92.5%
X - Northern Mindanao	272,074	265,717	97.7%
XI- Davao	267,976	256,740	95.8%
XII - SOCCSKSARGEN	255,357	247,184	96.8%
XIII - Caraga	189,279	188,531	99.6%
BARMM	381,972	388,120	101.6%
Mindanao	1,689,732	1,644,989	97.4%

Source: DSWD Monthly Report on the 4Ps Implementation

Majority (72.9%) of the grantees in Mindanao are from Indigenous Peoples households. BARMM has the highest number of IP beneficiaries, accounting for 17.2% of the IP households in the country. 4.7% of the 4Ps households have family members with disabilities. 46% of beneficiary households in Mindanao are engaged in farming, fishing, or forestry. The programme currently has more female grantees (85.3%) than male grantees (14.7%).

Table 3.6.4. Disaggregation of 4Ps Beneficiaries, June 2020

Region in Mindanao	% Female Grantees	% Male Grantees	% Solo Parent Grantees
NCR – National Capital Region	90.3	9.7	11.6
CAR – Cordillera Administrative Region	77.4	22.6	5.4
I - Ilocos Region	83.3	16.7	5.2
II - Cagayan Valley	81.2	18.8	6.2

III - Central Luzon	87.7	12.3	8.2
IV-A CALABARZON	87.4	12.6	6.3
IV-B MIMAROPA	79.9	20.1	5.8
V - Bicol Region	88.1	11.9	6.1
VI - Western Visayas	85.8	14.2	5.4
VII - Central Visayas	86.6	13.4	6.5
VIII - Eastern Visayas	84.3	15.7	5.6
IX – Zamboanga Peninsula	80.1	19.9	5.7
X – Northern Mindanao	87.6	12.4	4.3
XI -Davao Region	81.1	18.9	5.5
XII – SOCCSKSARGEN	87.7	12.3	5.5
XIII – Caraga	81.8	18.2	4.9
BARMM	86.9	13.1	7.4

Source: DSWD Monthly Report on the 4Ps Implementation

3.6.3 Health (including sexual and reproductive health)

In terms of health, the number of government hospitals in BARMM and Caraga is slightly higher than the number of private hospitals, as shown in Table 3.6.5. There are more private hospitals in the Zamboanga Peninsula, Northern Mindanao, Davao region, and Soccsksargen. Caraga has only 683 barangay stations and is the lowest number among the regions in Mindanao.

Table 3.6.5. Number of Hospitals by Type and Barangay Health Stations, by Region

Region	2015		2018
	Type of Hospital		Barangay Health Stations
	Government	Private	
Philippines	423	772	21,546
NCR – National Capital Region	48	112	474
CAR – Cordillera Administrative Region	12	11	706
I - Ilocos Region	36	50	1,379
II - Cagayan Valley	27	32	1,289
III - Central Luzon	49	119	1,916
IV-A CALABARZON	56	152	2,576
IV-B MIMAROPA	13	10	896
V - Bicol Region	22	29	1,435

VI - Western Visayas	34	28	2,038
VII - Central Visayas	21	36	2,241
VIII - Eastern Visayas	22	21	842
IX - Zamboanga Peninsula	13	31	770
X - Northern Mindanao	23	42	1,212
XI - Davao Region	12	42	1,115
XII - SOCCSKSARGEN	12	44	1,148
XIII - Caraga	9	8	683
BARMM	14	5	826

Source: Department of Health

The use of contraceptive methods is summarized in Table 3.6.6. Modern contraceptive methods include female and male sterilization, intrauterine device, injectables, implants, pill, male condom, standard days method, and lactation amenorrhea method. Traditional contraceptive methods include rhythm/periodic abstinence and withdrawal. Majority of women aged 15-49 years old across all regions in Mindanao, in both rural and urban areas, use pills for contraception. BARMM exhibits a significantly lower usage of contraceptive methods.

Table 3.6.6. Percent Distribution of Currently Married Women Aged 15-49 Years by Current Contraceptive Method Used by Selected Background Characteristics: 2017

Background Characteristics	Any Method	Modern Method	Traditional Method	Not Currently Using	Number of Currently Married Women
Philippines	54.3	80.6	28.7	45.7	15,016
a. Residence					
Urban	53.3	76.3	30.6	46.7	6,769
Rural	55.0	84.4	25.6	45.0	8,247
b. By Region					
NCR	54.7	79.8	29.6	45.3	2,133
CAR	50.0	86.9	13.0	50.0	222
I - Ilocos Region	60.1	87.7	32.4	39.9	721
II - Cagayan Valley	62.6	114.0	11.1	37.4	559
III - Central Luzon	53.1	76.4	29.8	46.9	1,509
IV-A CALABARZON	54.0	72.7	35.1	46.0	2,489
IV-B MIMAROPA	50.8	87.0	14.3	49.2	398
V - Bicol Region	51.3	64.5	38.1	48.7	944
VI - Western Visayas	56.9	79.9	33.8	43.1	924

VII - Central Visayas	52.1	73.4	30.8	47.9	939
VIII - Eastern Visayas	58.8	81.7	35.8	41.2	611
IX - Zamboanga Peninsula	49.5	84.0	14.8	50.5	513
X - Northern Mindanao	53.5	89.9	17.2	46.5	634
XI - Davao Region	62.2	97.7	26.5	37.8	822
XII - SOCCSKSARGEN	58.9	101.5	16.0	41.1	719
XIII - Caraga	54.8	93.6	16.0	45.2	425
ARMM	26.3	37.5	15.2	73.7	453

Source: Philippine Statistics Authority

Based on the 2017 National Demographic and Health Survey (NDHS), shown in Table 3.6.7, the proportion of teenagers who have begun childbearing rises rapidly with age, from 1 percent at age 15 to 22 percent at age 19. Rural teenagers start childbearing slightly earlier than urban teenagers (10% and 7% respectively). Teenagers in the highest two wealth quintiles (3-5%) start childbearing later than those in other quintiles (10-15%). Across the country, childbearing among teenagers is highest in Davao (17.9%), Northern Mindanao (14.7%), and SOCCSKSARGEN (14.5%), all within the Mindanao Region.

According to the 2017 NDHS report, the issue of adolescent fertility is important for both health and social reasons. Children born to very young mothers are at an increased risk of sickness and death. Teenage mothers are also more likely to experience adverse pregnancy outcomes and be constrained in their ability to pursue educational opportunities than young women who delay childbearing.

Table 3.6.7. Percentage of Women Age 15-24 Who Have Had a Live Birth or Who Are Pregnant with their First Child, and Percentage Who Have Begun Childbearing, according to region: 2017 NDHS

Region	Percentage who:		Percentage who have begun childbearing
	Have had a live birth	Are pregnant with first child	
NCR – National Capital Region	14.7	2.1	16.8
CAR – Cordillera Administrative Region	14.3	2.4	16.6
I - Ilocos Region	21.6	3.2	24.8
II - Cagayan Valley	30.5	2.1	32.6
III - Central Luzon	25.3	1.9	27.2
IV-A CALABARZON	24.4	2.3	26.7
IV-B MIMAROPA	22.9	2.1	25.1
V - Bicol Region	21.3	2.0	23.3

VI - Western Visayas	19.5	1.9	21.4
VII - Central Visayas	20.3	1.7	22.0
VIII - Eastern Visayas	21.1	2.4	23.5
IX - Zamboanga Peninsula	23.8	0.7	24.5
X - Northern Mindanao	30.6	4.0	34.6
XI - Davao Region	30.9	4.4	35.3
XII - SOCCSKSARGEN	32.8	2.1	34.9
XIII - Caraga	26.7	2.3	29.0
BARMM	21.3	2.2	23.5

Source: 2017 National Demographic Health Survey

According to Rubiya Mustafa, Child Protection Specialist of Plan International, sexual and reproductive health (SRH) as a right of the child is not recognized in the BARMM. To illustrate, appropriate information on SRH is not yet integrated into the curriculum of schools unlike in other areas of the country. The region has a general ruling on what is acceptable to be taught about reproductive health and it is still biased towards married couples. Information available to teenagers is limited due to the area's culture and predominant attitudes towards the SRH. To date, it remains as a sensitive topic in the community. If a woman goes to the Rural Health Unit and asks about reproductive health, she will first be asked if she is married.

Table 3.6.8 shows that infant mortality rate in all regions of Mindanao is significantly higher in both urban (18%) and rural (23%) areas compared to child mortality rate. Infant mortality rate and under-five mortality rate are highest in BARMM compared to other regions in Mindanao.

Table 3.6.8. Early Childhood Mortality Rates by Region and type of residence, 2017

Region	Infant Mortality Rate	Child Mortality Rate	Under-five Mortality Rate
NCR – National Capital Region	8	2	11
CAR – Cordillera Administrative Region	8	3	11
I - Ilocos Region	26	3	29
II - Cagayan Valley	19	6	24
III - Central Luzon	14	5	19
IV-A CALABARZON	18	3	21
IV-B MIMAROPA	28	5	33
V - Bicol Region	30	8	38
VI - Western Visayas	38	9	46
VII - Central Visayas	25	4	29
VIII - Eastern Visayas	27	5	32
IX - Zamboanga	20	7	26

Peninsula			
X - Northern Mindanao	26	6	32
XI - Davao Region	17	7	24
XII - SOCCSKSARGEN	29	19	48
XIII - Caraga	24	4	28
BARMM	37	19	5
Residence			
Urban	18	6	23
Rural	23	7	30

Source: Philippine Statistics Authority, National Demographic and Health Survey

As seen in Table 3.6.9, women outlive men across the Mindanao regions, except in BARMM where men and women, more or less, have the same life expectancy.

Table 3.6.9. Mortality by Age, by Sex, and by Region, 2017

Age Group	Philippines			NCR			CAR			Region I		
	Both Sexes	Male	Female	Both Sexes	Male	Female	Both Sexes	Male	Female	Both Sexes	Male	Female
All Ages	579,237	332,517	246,720	75,187	43,100	32,087	8,176	4,748	3,428	34,427	19,244	15,183
Under 1 year	20,311	11,760	8,551	3,357	1,933	1,424	205	133	72	1,136	668	468
1-4 years	8,573	4,612	3,961	1,034	544	490	68	37	31	396	215	181
5-9 years	5,095	2,895	2,200	603	335	268	64	41	23	260	165	95
10-14 years	4,594	2,713	1,881	532	300	232	65	42	23	246	136	110
15-19 years	8,072	5,362	2,710	934	616	318	123	89	34	460	301	159
20-24 years	11,392	7,903	3,489	1,610	1,124	486	142	107	35	565	405	160
25-29 years	13,174	9,404	3,770	1,934	1,405	529	159	115	44	644	468	176
30-34 years	15,066	10,449	4,617	2,179	1,550	629	169	124	45	721	513	208
35-39 years	18,647	12,566	6,081	2,821	1,946	875	225	159	66	949	650	299
40-44 years	22,693	14,866	7,827	3,325	2,216	1,109	295	193	102	1,175	805	370
45-49 years	30,808	20,277	10,531	4,569	3,014	1,555	321	213	108	1,620	1,098	522
50-54 years	38,570	25,147	13,423	5,582	3,605	1,977	468	322	146	1,985	1,334	651
55-59 years	46,151	29,749	16,402	6,712	4,298	2,414	610	385	225	2,521	1,659	862

60-64 years	55,504	35,433	20,071	7,610	4,781	2,829	729	480	249	2,941	1,882	1,059
65-69 years	57,660	35,939	21,721	7,543	4,658	2,885	735	464	271	3,264	2,075	1,189
70-74 years	56,172	32,299	23,873	6,633	3,701	2,932	734	424	310	3,478	2,018	1,460
75-79 years	55,506	28,651	26,855	6,125	2,978	3,147	934	505	429	3,468	1,765	1,703
80-84 years	51,396	22,408	28,988	5,457	2,159	3,298	890	407	483	3,323	1,410	1,913
85 years & over	59,677	19,954	39,723	6,600	1,920	4,680	1,238	506	732	5,271	1,674	3,597

Age Group	Region II			Region III			Region IV-A			MIMAROPA		
	Both Sexes	Male	Female	Both Sexes	Male	Female	Both Sexes	Male	Female	Both Sexes	Male	Female
All Ages	21,115	12,398	8,717	67,980	38,656	29,324	84,971	48,735	36,236	15,489	9,046	6,443
Under 1 year	590	347	243	2,314	1,346	968	3,546	2,078	1,468	653	378	275
1- 4 years	242	122	120	877	469	408	1,399	765	634	230	113	117
5- 9 years	188	101	87	558	310	248	741	424	317	158	97	61
10-14 years	175	110	65	447	267	180	658	395	263	128	81	47
15-19 years	281	200	81	912	618	294	1,124	733	391	263	167	96
20-24 years	415	298	117	1,288	918	370	1,683	1,150	533	360	266	94
25-29 years	434	318	116	1,388	996	392	1,879	1,318	561	343	228	115
30-34 years	563	414	149	1,670	1,153	517	2,263	1,542	721	412	275	137
35-39 years	697	465	232	2,197	1,457	740	2,952	1,931	1,021	474	308	166
40-44 years	831	577	254	2,588	1,622	966	3,541	2,314	1,227	621	374	247
45-49 years	1,124	781	343	3,724	2,392	1,332	4,794	3,160	1,634	789	537	252
50-54 years	1,412	946	466	4,672	2,997	1,675	6,070	3,961	2,109	980	670	310
55-59 years	1,619	1,082	537	5,619	3,560	2,059	7,295	4,688	2,607	1,157	798	359
60-64 years	2,043	1,340	703	6,795	4,220	2,575	8,710	5,570	3,140	1,397	940	457
65-69 years	2,077	1,349	728	7,180	4,454	2,726	8,662	5,414	3,248	1,427	910	517
70-74 years	1,907	1,097	810	6,919	3,994	2,925	7,987	4,552	3,435	1,519	912	607

75-79 years	1,989	1,042	947	6,319	3,231	3,088	7,435	3,785	3,650	1,429	770	659
80-84 years	2,092	922	1,170	5,587	2,494	3,093	6,625	2,700	3,925	1,524	666	858
85 years & over	2,431	883	1,548	6,897	2,135	4,762	7,569	2,228	5,341	1,623	555	1,068

Age Group	Region V			Region VI			Region VII			Region VIII		
	Both Sexes	Male	Female	Both Sexes	Male	Female	Both Sexes	Male	Female	Both Sexes	Male	Female
All Ages	37,052	21,071	15,981	50,701	29,045	21,656	47,575	26,807	20,768	23,721	13,331	10,390
Under 1 year	1,364	760	604	1,321	773	548	1,632	938	694	547	307	240
1- 4 years	824	436	388	626	343	283	843	448	395	344	180	164
5- 9 years	366	187	179	395	220	175	435	225	210	225	143	82
10-14 years	387	231	156	361	217	144	392	227	165	220	135	85
15-19 years	650	416	234	622	439	183	606	365	241	369	241	128
20-24 years	783	508	275	844	592	252	824	549	275	397	245	152
25-29 years	831	559	272	1,039	763	276	1,083	781	302	501	327	174
30-34 years	927	608	319	1,215	865	350	1,130	766	364	540	353	187
35-39 years	1,106	730	376	1,489	1,073	416	1,373	897	476	602	394	208
40-44 years	1,322	847	475	1,800	1,246	554	1,690	1,114	576	772	480	292
45-49 years	1,777	1,155	622	2,440	1,652	788	2,294	1,502	792	1,099	714	385
50-54 years	2,303	1,492	811	3,071	2,084	987	2,885	1,844	1,041	1,363	870	493
55-59 years	2,670	1,746	924	3,639	2,432	1,207	3,433	2,181	1,252	1,703	1,094	609
60-64 years	3,172	2,123	1,049	4,588	3,014	1,574	4,341	2,731	1,610	2,081	1,339	742
65-69 years	3,587	2,274	1,313	4,905	3,101	1,804	4,604	2,812	1,792	2,370	1,441	929
70-74 years	3,784	2,230	1,554	4,997	2,864	2,133	4,757	2,688	2,069	2,735	1,549	1,186
75-79 years	3,848	2,017	1,831	5,569	2,881	2,688	5,061	2,600	2,461	2,656	1,392	1,264

80-84 years	3,473	1,474	1,999	5,364	2,353	3,011	4,773	2,145	2,628	2,573	1,172	1,401
85 years & over	3,867	1,270	2,597	6,406	2,125	4,281	5,406	1,982	3,424	2,617	950	1,667

Age Group	Region IX		Region X		Region XI		Region XII		Caraga		BARMM	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
All Ages	9,882	7,241	15,055	11,010	17,478	11,937	13,112	8,581	8,590	6,338	1,793	1,243
Under 1 year	289	194	563	396	561	427	369	261	206	180	108	85
1- 4 years	130	121	242	206	245	183	161	137	120	65	42	37
5- 9 years	101	80	139	117	170	106	135	69	81	65	20	16
10-14 years	89	68	149	92	129	112	109	75	78	53	18	9
15-19 years	180	78	281	129	315	145	230	90	135	87	32	20
20-24 years	231	107	404	179	470	184	360	159	226	95	40	13
25-29 years	271	113	491	173	567	223	448	152	273	116	62	31
30-34 years	289	153	535	210	576	264	480	181	311	143	81	37
35-39 years	356	180	549	256	661	323	565	232	328	156	76	57
40-44 years	432	260	615	373	816	445	676	297	406	210	106	64
45-49 years	584	357	879	498	1,044	545	905	448	493	260	122	78
50-54 years	818	409	1,102	627	1,275	757	1,041	558	602	324	145	73
55-59 years	851	508	1,310	823	1,565	871	1,183	604	722	444	156	80
60-64 years	1,027	581	1,647	985	1,866	1,059	1,426	775	817	563	176	108
65-69 years	1,048	673	1,631	1,025	1,859	1,111	1,284	830	936	549	175	115
70-74 years	990	712	1,381	999	1,691	1,157	1,172	819	855	619	147	130
75-79 years	869	779	1,337	1,186	1,485	1,244	1,035	918	807	759	121	86
80-84 years	705	872	983	1,307	1,203	1,301	836	854	680	772	84	91
85 years & over	618	994	815	1,427	977	1,480	694	1,120	514	877	79	112

Source: Philippine Statistics Authority

3.6.4 Education

The 2019 Functional Literacy, Education and Mass Media Survey, summarized in Table 3.6.10, defines basic or simple literacy as the ability of a person to read and write with an understanding of a simple message in any language or dialect. On the other hand, functional literacy is defined as advanced skills in reading, writing, comprehension, and computation. The highest basic literacy rate is observed among men (98.1%) and women (99.1%) at ages 15-19 years. The highest functional literacy rate meanwhile is observed among men (95.1%) and women (96.9%) at ages 20-24 years. In 2019, Northern Mindanao (98.2%) and Davao Region (96.7%) posted a basic literacy rate higher than the rest of the regions in Mindanao. BARMM had the lowest basic literacy rate (83.2%). Similarly, Northern Mindanao (98%)

followed by Davao (96.7%) had the highest functional literacy rates among the regions of Mindanao. BARMM had the lowest functional literacy rate (71.6%).

Table 3.6.10. Basic and functional literacy rate of population 10 years old and over by age group and regions in 2019

Age Group/Region	Basic Literacy Rate		Functional Literacy Rate	
	Male	Female	Male	Female
Philippines	95.9	97.1	90.2	92.9
Age group				
10-14	97.4	98.7	84.3	87.8
15-19	98.1	99.1	93.9	96.1
20-24	97.7	98.6	95.1	96.9
25-29	97.1	98.5	93.5	96.0
30-39	96.5	98	91.9	95.2
40-49	95	96.5	89.4	92.0
50-59	92.9	94.8	84.8	88.7
60 and over	91.2	91.9	84.2	85.3
Region				
Philippines	96.5		91.6	
NCR – National Capital Region	99.3		96.5	
CAR – Cordillera Administrative Region	95.5		92.0	
I - Ilocos Region	98.1		95.1	
II - Cagayan Valley	96.2		93.0	
III - Central Luzon	98.2		94.4	
IV-A CALABARZON	98.1		95.4	
IV-B MIMAROPA	95.7		85.8	
V - Bicol Region	95.2		88.9	
VI - Western Visayas	96.6		91.3	
VII - Central Visayas	95.8		89.1	
VIII - Eastern Visayas	94.7		84.7	
IX - Zamboanga Peninsula	94.7		87.9	
X - Northern Mindanao	98.2		95.4	
XI - Davao Region	96.7		93	
XII - SOCCSKSARGEN	91.9		82.3	
XIII - Caraga	96.3		92.4	
BARMM	83.2		71.6	

Source: Philippine Statistics Authority, 2019 Functional Literacy, Education and Mass Media Survey

Across the Mindanao region, considering the positive population growth rate in the country, less than half of those in the elementary level actually graduate from elementary education. There is also a disparity between junior high school students and those who actually graduated from junior high school, particularly in the Zamboanga Peninsula, SOCCSKSARGEN and the BARMM. The same disparity is seen between those who enter senior high school and those who graduate from senior high school. Across the Mindanao region, success rate is highest at the tertiary level. However, only a small percentage of the population reach this level.

Table 3.6.11. Percent distribution of population 5 years old and over by highest educational attainment and by sex and regions in Mindanao, Philippines: 2019

Sex, Region	Highest Educational Attainment									
	Population 5 years old and over	No grade completed/ Early Childhood Education	Elementary Level	Elementary Graduate	Junior High school level	Junior High school graduate	Senior High school level	Senior High school graduate	College Level	College Graduate or higher
Sex										
Male	48,757	7.4	21.9	10.2	16.9	18.6	1.9	1.4	7.8	9.9
Female	47,993	6.8	18.4	9.6	16.3	19.6	2.1	1.5	8.0	13.8
Region										
NCR – National Capital Region	12,492	5.1	13.3	6.5	13.8	23.0	2.1	1.5	12.0	17.6
CAR – Cordillera Administrative Region	1,615	7.0	19.7	9.1	16.6	15.7	2.3	1.3	9.4	15.5
I - Ilocos Region	4,736	6.1	16.1	10.7	17.3	24.7	1.9	1.4	6.8	11.0
II - Cagayan Valley	3,271	6.8	20.0	13.4	16.7	17.6	1.8	1.2	7.4	12.1
III - Central Luzon	11,044	5.4	17.4	10.6	14.7	24.9	1.8	1.5	7.1	11.5
IV-A CALABARZON	14,331	6.1	15.8	8.8	14.9	23.4	2.1	1.9	8.4	12.8
IV-B MIMAROPA	2,782	9.0	22.6	10.2	19.4	14.9	1.9	1.5	7.0	9.3
V - Bicol Region	5,375	7.3	21.8	15.2	19.6	14.2	2.4	1.8	5.8	8.7
VI - Western Visayas	7,089	6.1	21.2	8.5	17.5	16.2	2.2	1.4	7.1	13.7
VII - Central Visayas	7,072	7.1	24.1	9.7	17.2	17.4	1.8	1.5	7.6	11.8
VIII - Eastern Visayas	4,171	7.4	25.4	10.9	19.2	12.7	2.1	1.7	7.1	12.0

IX - Zamboanga Peninsula	3,343	8.3	26.3	12.5	19.9	12.2	1.9	1.0	6.7	9.2
X - Northern Mindanao	4,438	6.5	24.7	9.7	17.7	17	2.2	1.2	8.7	10.1
XI - Davao Region	4,684	7.4	21.9	12.2	17.7	18.1	1.7	1.3	8.1	8.3
XII - SOCCSKSARGEN	4,333	10.0	24.8	8.8	20.2	14.7	2.0	1.2	6.5	8.9
XIII - Caraga	2,416	7.4	23.9	10.4	17.5	17.4	2.0	1.5	6.9	10.7
BARM	3,556	20.2	33.9	9.3	15.1	8.9	1.5	0.7	4.9	4.9

Source: Philippine Statistics Authority, 2019 Functional Literacy, Education and Mass Media Survey

Based on an interview with Angel Flores, Donor Coordination and Communications Adviser of Education Pathways to Peace in Mindanao Program (Pathways⁶), girls perform better than boys in the K-3 levels, but a gap exists in their participation levels in favor of the boys. Boys are the ones sent to school because they are viewed as the future providers of their families. The traditional mindset that girls / women belong to the home does not encourage school participation. In the areas of Pathways' 33 partner school-less barangays, parents express their desire for their daughters to someday work as a domestic helper overseas.

Box 3.6.1. Girls and Boys School Participation

In 5 out of 17 regions, namely, Bicol, Central Visayas, Eastern Visayas, Southern Mindanao, and Caraga, boys have the advantage in primary school participation, while in a majority of the regions, a bigger proportion of girls attend primary school.

Source: PIDS (2018)

Incidence of conflicts also impedes progress in education in the 33-partner school-less barangays of Pathways, according to Flores. Conflicts displace children and even lead to school closures. Teachers who live outside the conflict areas are also unable to go to school. Girls are the first ones to be pulled out of schools in times of conflict because they are less able to protect themselves from harm. In the area, men are more emotionally conditioned to face external threats while women are expected to care for men who go into the battlefield.

"To mitigate some of the effects of conflict, local learning facilitators are assigned in these areas to ensure continuity of learning as far as it is possible during incidences of conflicts," shared Flores. This structure facilitates continuous learning for both the pupils and their learning facilitators. While many of the learning facilitators are not licensed teachers yet, Pathways links them to the nearest Ministry of Basic, Higher, and Technical Education (MBHTE) schools with licensed teachers who can provide refresher courses and mentoring. Pathways has been doing this for 93 barangays out of 210 school-less barangays in the BARM.

⁶ Education Pathways to Peace in Mindanao (Pathways) is a partnership between the Government of Australia and the Government of the Autonomous Region of Muslim Mindanao (ARMM). Through the partnership, Australia will provide A\$90 million (PHP 3.4 billion) over nine years to support conflict-sensitive quality basic education services in the ARMM.

The high poverty incidence in the BARMM also contributes to education disparities, according to Flores. Families who have less are left with fewer options. In a family of 10 children, the parents can only choose who will go to school because they cannot afford to give all of them an education. This selection process can be based on who among the children will have higher chances of succeeding. According to Rubiya Mustafa, Child Protection Specialist of Plan International, families who cannot afford to send all their children to school tend to let the eldest child finish college first so that he/she can help with the education of his/her other siblings. Otherwise, the eldest child stops his/her schooling after graduating from secondary school to help send the younger siblings to school and finish their primary and secondary education.

Flores adds that cultural views on education impact education outcomes in the BARMM. There is a perception among indigenous cultural communities in Mindanao, especially in the BARMM, that education leads their children away from their tribes and culture. The communities feel that they do not benefit from the education of their children. Although there are good stories of children coming back and contributing to their communities, there are more cases in which children do not return after getting an education.

BARMM has the lowest educational performance in the Philippines at both elementary and secondary levels. A significant variation in terms of educational performance also exists in the divisions and within the region based on contextual factors. In the BARMM, girls show better performance in education compared to boys. Generally, however, girls and boys show low performance in the foundational areas of basic education - basic literacy skills, executive function, mathematics, and socio-emotional skills. It was observed, for instance, through Pathways' programme on school-less barangays, that children were unable to answer the simple question, "What do you see?" after being shown a set of pictures. One of the findings of the programme is that, on the average, a Grade 3 pupil has the capacity of a Grade 1 pupil.

According to Flores, "To elevate a woman's place or broaden her space in society, local ambassadors and champions who come from the same cultural groups can serve to embed inclusion in a manner that does not violate cultural beliefs and practices." In the BARMM, Pathways' inclusion adviser is a Muslim woman. When she speaks about inclusion, she refers to the Quran or her own personal experiences which has been effective because it is not foreign to women in the area.

"It also takes a broad multi stakeholder community engagement to emphasize what education is and what its potential benefits are in the lives of young boys and girls," Flores said. At the same time, it is also key for the children to understand their roles in their own community. Pathways created parent learning groups so that they become a support system in terms of education delivery and a platform for community visioning on the benefits of education in their children's future roles.

In a study on the 33 schools, 50% of the children in the K-3 levels said that they do not like to play with children who are different from them. At an early age, children already have a concept of their difference from others. Pathways looks at peace education with an inclusion lens and promotes this through the addition of 21st century skills (critical thinking, creativity, collaboration) in interactive classroom activities.

While children especially in school-less barangays show low education performance, actors involved in their education tend to report better outcomes. This leads to low validity of education data in the area which in turn hampers evidence-based analysis of gaps in education. It is also not unlikely for the National Achievement Test performance to be better than what it is actually measuring. This is the case whether or not there is conflict in the area. This is one area that needs to be addressed so that education can be

an effective tool in addressing social inequities.

Available data for School Year 2015-2016 and 2016-2017 shows that against total enrollment in DepEd schools, the enrollment of indigenous children in the K-6 levels and in the secondary level is 7 percent and 9 percent respectively.

Table 3.6.12. Indigenous Peoples Enrollment for School Year 2016-2017

	School Year 2015-2016		School Year 2016-2017	
	K-6 Levels	Secondary Level	K-6 Levels	Secondary Level
IP Enrollment			2,251,765	678,072
Total Enrollment	14,894,646	6,012,761		

Source: Tebtebba (2019)

Available data on five DepEd schools with IP enrollment across the country also show that only two schools produced boy and girl graduates, one school produced boy graduates, and two schools did not produce IP primary school graduates.

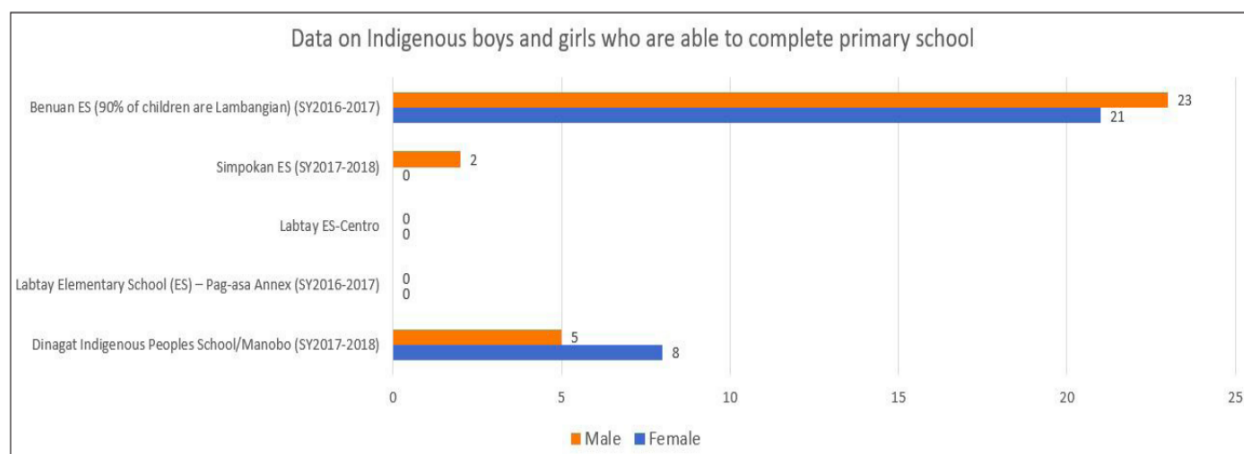


Figure 3.6.2. Number of IPs that completed primary school by gender

Note: Data is only limited to the indigenous sites studied by the Indigenous Peoples' International Centre for Policy Research and Education

Source: Indigenous Peoples and the Sustainable Development Goals from the Indigenous Peoples' International Centre for Policy Research and Education

3.6.5 Women's Migration

Based on the FGD with EU programme beneficiaries held at the Nonviolent Force Field Office in Kabacan, women's migration for overseas employment was one of the more pressing issues faced by local communities. Poverty resulting from the combined impacts of natural hazards, field rats infestation and the COVID-19 pandemic was the major reason for the increasing statistics on women Overseas Filipino Workers (OFWs) from Mindanao.

Statistics on Overseas Filipino Workers by sex and region (2018) show that, except in Northern Mindanao, there are more female than male OFWs in Mindanao. This is more pronounced in three regions in Mindanao where there are significantly more female than male OFWs (in percent): Davao (2.0 male/4.4 female), SOCCSKSARGEN (2.3 male/6.5 female), ARMM (1.2 male/2.9 female).

Box 3.6.2 Does Women Migration Lead to Women Emancipation?

The pivotal role women play in the migration process and the validation they feel from obtaining paid employment (though often flexible and poorly compensated) have only partially contributed to their empowerment, unlike modernization theories would suggest. These state that access to paid employment opened doors of opportunity for women, to 'free' themselves from the reproductive cycle and earn their independence. In fact, many migrant women have become multi-functional maids, docile and hardy 'machine-women', with no mobility and exposed to sexual abuse. By leaving their children to raise those of others, they find themselves isolated and exposed in a detached, disconnected, and segmented private, domestic sphere where their limited role is often reduced to mere subordination. Therefore, inserting women in the foreign labour market has not been a source of emancipation.

Source: Leroy (2017)

3.6.6 Household Income and Expenditure

Another pressing issue faced by women among EU programme participants pertains to household income and expenditure. "As for me, financial budgeting at home is what really affects me as a woman. It's really hard to allot money for your bills and necessities if you don't have enough savings and earnings," shared one participant from Barangay Pagangan in Aleosan. "It is hard to budget everything. I have six children and three of them are still breastfeeding. When we were displaced [due to incidents of conflict], I resorted to doing volunteer work here and there to be able to earn some money," shared another. A single woman from Shariff Aguak said, "Budgeting is a problem in our household since both my parents do not have work. My father sometimes earns from tricycle service."

Table 3.6.14 Average Income, Average Expenditure and Average Savings of Families, at Current Prices, by Region, Philippines: 2015 and 2018

Region	2018 (in thousand pesos)			2015 (in thousand pesos)		
	Income	Expenditure	Savings	Income	Expenditure	Savings
Philippines	313	236	75	268	216	52
Region IX (Zamboanga Peninsula)	228	162	65	190	144	46
Region X (Northern Mindanao)	250	175	76	221	161	60

Region XI (Davao Region)	268	189	78	247	190	57
Region XII (SOCCSKSARGEN)	242	181	61	188	162	26
Region XIII (Caraga)	243	187	56	198	159	39
ARMM	161	127	34	139	111	28

Box 3.6.3 ARMM Registered with the Lowest Annual Average Income

The Autonomous Region in Muslim Mindanao (ARMM) registered the lowest average annual income of Php 161 thousand against the national average of Php 313 thousand. However, this is higher compared to the region's average annual income of Php 139 thousand in 2015.

Among regions, the Autonomous Region in Muslim Mindanao (ARMM) had the lowest income disparity with a Gini coefficient of 0.2819 against the national Gini coefficient estimated at 0.4267.

Source: Philippine Statistics Authority (2018)

3.6.7 Summary and Conclusions of Socio-Economic Situation Factors

If poverty incidence among women is an indicator of gender inequality, this social inequity is experienced by women in the former ARMM region where 61.7% of women are poor, but not by women in other regions, most especially the National Capital region, where only 2.3% of women are poor. All the regions in the island of Mindanao show a poverty incidence rate among women that is higher than the national average of 16.6%. Davao region's poverty incidence among women, however, is not far from the national average at 19.0%.

Among some of the EU programme beneficiaries, poverty was experienced by women in the daily task of budgeting a meager family income. To others, poverty was real in the situation of women migrating for overseas employment. Although it was some of the mothers' dream for their girls to be able work as domestic helpers overseas, the truth of the situation is that it leads to the breakdown of the family unit for married women, or it exposes younger women to risks of abuse.

As a form of poverty alleviation, female grantees are the dominant beneficiaries of conditional cash transfers in the country. This program addresses gender inequality among the poorest of the poor across the regions where mothers commonly bear the brunt of poverty in order to protect their children's wellbeing.

Besides poverty incidence, health status can also be an indicator of gender inequality. For instance, the high percentage of married women (73.7%) in the former ARMM region who are not using any form of contraception can indicate another layer of challenge to the magnitude of poverty among the women. In

other regions of Mindanao, particularly in Northern Mindanao and Davao, the relatively higher incidence of teenage pregnancy can indicate the lack of access to information on the care of one's sexual and reproductive health as part of the cultural bias on the availability of this information to married couples only. Finally, the high incidence of infant mortality, child mortality, and under-five mortality in regions of Mindanao can indicate the lack of attention to women and girls in their reproductive health and childcare concerns.

Primary data indicate that a woman's access to education is influenced by the way she is perceived in society - her role, attributes, social status. In the context of Mindanao, most especially in the BARMM area, girls are the first to be pulled out of school in times of conflict because they are not expected to be able to protect themselves from harm and danger. Also, while girls show good performance in school, boys are prioritized in case a choice of who will be sent to school needs to be made. This is because of society's expectation that it is the boys who will provide for their families in the future. For both boys and girls, the perception among indigenous cultural tribes that education takes their children away from their communities leads parents to discourage their children from going to school.

3.7 Socio-Cultural Context

3.7.1 Ethnic and Tribal Groups

Indigenous peoples roughly constitute 10 - 15 percent of the total population of the Philippines and are present in 65 out of the country's 78 provinces. The majority of indigenous peoples (61%) are found in Mindanao while 33 percent are found in Luzon, and 6 percent in Visayas. Lumad is a generic term used by others to refer to the indigenous peoples of Mindanao. There are 18 major Lumad groups (NCIP, 2009 cited in Carino, 2012).

Non-Muslim, non-IPs dominate the population in all regions of Mindanao, except in BARMM. BARMM is home to most of the Muslim population.

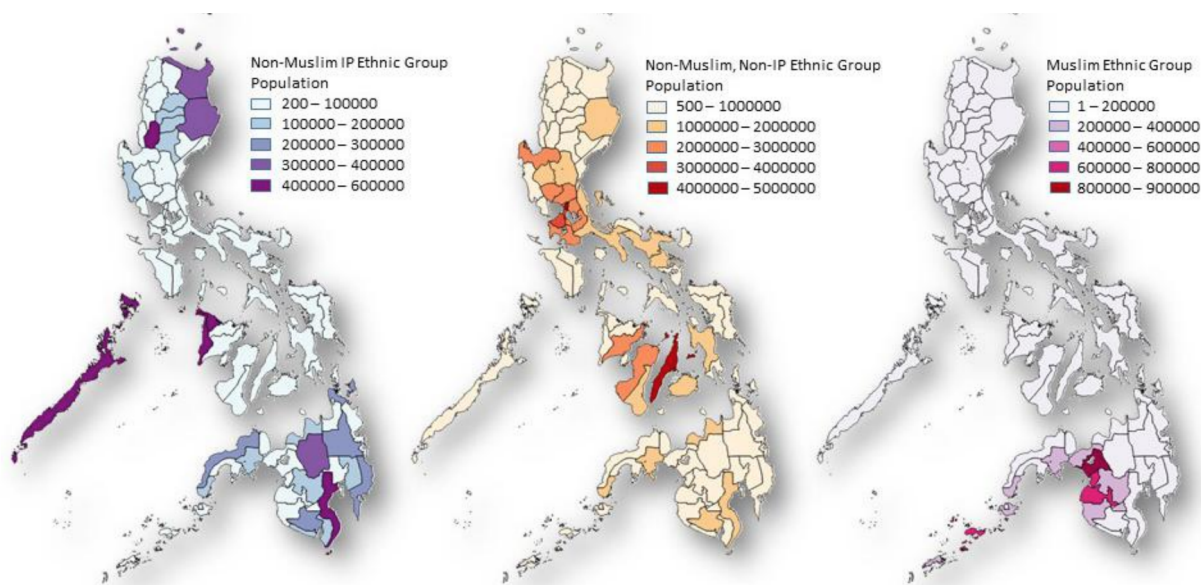


Figure 3.7.1. Map of ethnic groups in the Philippines.

Source: Reyes, Mina and Asis (2017)

Mindanao is ethnically divided and deeply divided (McDoom, 2019). Some groups and classes are privileged and always have an advantage over others in the same peripheral space, while others are more marginalized. (Aguilar, 2018: 3). Morales and Morales (2020) underscore that this is evident in the different tribal customs and social norms exhibited in different contexts.

Scholars highlight the unequal gender power structures that shape culture, kinship, and family relations in Mindanao, especially in highly Islamized settings (UNDP and UN Women, 2020). Social institutions like religion, schools, and the family influence general constructions of gender and masculinity, and in return patriarchal systems shape social relations in such institutions. It is necessary to comprehend how women willingly appropriate patriarchal dominance domains that secure their subordination, and how norms serve as the foundation for asserting agency (Jensen, 2020).

An interview with Susan Palad, Manager of the National Reconciliation and Development Program (NRDP) in Mindanao under Pres. Corazon Aquino's administration provided a fresh perspective on gender equality in Mindanao. "I have Bagobo blood. Among tribal groups, women are widely respected in the community. It is insulting for men to show any form of disrespect for any woman," said Palad. Palad mentioned Dr. Santanina Tillah Rasul as an example of a Muslim woman who is well-accomplished and a champion of her own cause.

Box 3.7.1. Dr. Santanina Tillah Rasul

Dr. Santanina Tillah Rasul is the Founding Chair of the Magbassa Kita Foundation Inc. (MKFI), dedicated to the promotion of literacy, peace and development, and women empowerment. She is one of the convenors of the Friends of Peace, a council of eminent leaders organized by Cardinal Orlando Quevedo to support the peace process.

Dr. Rasul joined government service as a public-school teacher in 1952. She has held various positions in government representing Muslims and Cultural Minorities, including Commissioner of the National Commission on the Role of Filipino Women (NCRFW) from 1976 to 1985, UNESCO Philippine Commission (1986-1989), Member Textbook Board - Ministry of Education, Culture and Sports in 1986. She was elected Senator of the Republic of the Philippines in 1987 and re-elected in 1982. She was the first and only woman Muslim senator elected, and the first Muslim senator re-elected to the Senate.

Source: Philippine Center for Islam and Democracy

"In the 1930s, my grandmother, Carmen Wantz Ballerda, was the first woman Board Member in Davao. In her time, my mother, Elizabeth Ballerda, was a barangay captain. I think women empowerment has always been embedded in the culture of the tribes," said Palad.

JC Espesor, Professor at the Mindanao State University General Santos-Department of Political Science, qualifies the leadership role of women in present-day society. Espesor shared, "In a recent research project that I conducted in Marawi, Lanao Del Sur, BARMM, we asked community members what their thoughts were about women's leadership role in relation to their religion. I gathered the information that

it was acceptable for women to take key positions, but not the highest positions in organizations. This perception can discourage women from aspiring for high positions in government.

3.7.2 Family Structure

According to Lorna Mandin, Acting Chief at the Davao Mayor's Office Integrated Gender and Development Division, the role of the mother is crucial in the child's perception of his/her status and role in society. To a daughter, the concept of a woman's empowerment is concretized by her mother's awareness and assertion of her rights including earning her own income.

Meg Villanueva, a local expert on youth, peacebuilding and security, related an incident that shows women's role in conflict resolution in the community. "A father was killed in a clan war. All his male relatives were preparing for retaliation, but the mother took the courage in asserting her stand not to pursue the clan war. The mother risked her standing in a situation that was frowned upon especially in a culture where rido was deeply rooted. She risked the boundaries of tradition and norms to contribute to the end of clan wars," Villanueva shared.

3.7.3 Children and Youth

"We need to recognize the role of the family in boys' and girls' views of their status and role in society," said Rubiya Mustafa, Child Protection Specialist of Plan International. If in a family, for instance, two goats were slaughtered for a son's celebration and only one goat for a daughter's, this embeds and perpetuates gender inequality in the lives of individuals as well as in the fibre of society, shared Mustafa.

According to Alexandra, Program Manager for Gender Equality and Inclusion of Plan International, the youth is both the source of change in relation to women's desire for positive changes as well as the stronghold of tradition as society emerges into modernization.

3.7.4 Traditional Norms and Beliefs

The Moro culture is greatly influenced by Islam. Women are required to wear long sleeves. The neck of their coat-like blouse should also be cut high and closed. Men are frequently expected to be guardians and providers of the family, while women are expected to be submissive spouses and mothers who keep inside the home setting. The majority of Muslim scholars, on the other hand, agree that wives are not compelled to serve their husbands, conduct housework, or labor at home in any way.

According to Atty. Francesca Sarenas, a lawyer, and the Branch Manager of Sentro ng Alternatibong Lingap Paralegal - Mindanao Office, religious beliefs in Muslim areas can mask and perpetuate political issues such as society's bias for the son in the family. Male dominance is still observed in some areas in Mindanao, for example, in places where women refuse to lead the prayer if there is a man in the room because their religion forbids them to assume such leadership positions.

"We have spent years trying to train and develop women leaders for the transition to BARMM because a quota can be imposed if there are not enough women running for a position in the government. But when you are training women from the grassroot communities, it is very hard to try to bring them from the private reproductive sphere to the more public sphere of governance outside their homes. There is still that mentality that women belong to their homes, and it is there where they must fulfill their duties. Especially in more rural Muslim communities where there is limited access to education, women are

unwilling to take leadership positions because they fear that it might make the men in their community feel less or emasculated,” shared Atty. Sarenas.

The influence of religion on women’s view of themselves as of less stature is regardless of ethnicity or whether one is Moro or Christian, according to Atty. Sarenas. “For instance, the woman who refused to lead the prayer because there was a man in the room was a participant in a training for IP women in the Bukidnon area. This was the response I got after spending a whole day teaching them about women’s rights,” shared Atty Sarenas.

3.7.5 Migration from Ancestral Domains

Individuals and households in conflict-affected areas in Mindanao lived in a “general state of uncertainty and insecurity” in events of forced migration from ancestral domains since the height of the “Muslim-Christian conflict” in the mid-1970s.

Based on an interview with Ysamira Moner, a faculty member at the Mindanao State University Iligan Institute of Technology and acting director of the Institute for Peace and Development, Bangsamoro women bear the burden of displacements because the culture dictates that it is the woman’s role to care for members of the household in incidences of internal displacements. Since the 1970s, there is a common observation that women have to take charge in rebuilding homes and livelihoods when men are called to war. “In my case, we also experienced displacement during the 2000 all-out war President Joseph Estrada declared with the MILF. Maranao men were recruited to join the MILF and fulfill their duty to Jihad to defend the Muslim communities against the persecution of the Christian-led government,” Moner shared.

This led to a general state of social economic uncertainty. We experienced a general state of insecurity. Unemployment was high because Maranao men left their farms and jobs to join their fellow Mujahideen. This political conflict that was waged against the government of the Philippines caused a snowball burden for women. They were considered to be the front line in securing the peace in their respective communities in the absence of their men.

3.7.6 Summary and Conclusion of Socio-cultural Context Factors

Deference to women and women empowerment seem to be embedded in tribal cultures. Disrespect for women is degrading to men and anyone who does not heed a woman’s place in society. This seems most true in earlier years of greater peace and economic prosperity in the island of Mindanao. But even in the present context of conflict and poverty in areas of Mindanao, a woman’s model of empowerment (e.g., earning her own income) and her voice in important family matters (e.g., putting an end to rido) can be a source of wisdom if allowed expression. For both boys and girls, their roles in the family and in society (e.g., decision-maker, follower) are influenced by gender norms in the households they grow up in.

Education and religion are significant influences in forming concepts and norms around gender inequality. For instance, male dominance is stronger in more remote areas where strict observance of religious teachings is central in daily living and where access to education is difficult. The context of conflict in areas of Mindanao also placed upon women the role of frontliners in protecting and securing the needs of their households while the men were away at fights.

3.8 Cross-Cutting Issues on Climate Change, Disasters, and COVID-19

3.8.1 Climate Change in Mindanao

Mindanao experiences three out of the four climate types, with the majority of the regions classified under Type IV, where rainfall is more or less evenly distributed throughout the year.



Figure 3.8.1. Climate types in Mindanao (OML Center, 2018)

The region follows the general trend of a warming climate due to climate change. In 2018, Cotabato (Maguindanao) and Hinatuan (Surigao del Sur) shattered or levelled their respective highest daily temperatures. According to OML Center (2017), the most vulnerable to drought in Mindanao are areas in the following regions:

- Region IX - Zamboanga del Norte and Zamboanga del Sur
- Region X - Bukidnon, Lanao del Norte, and Misamis Oriental
- Region XI - Davao del Sur and Davao Oriental
- Region XII - South Cotabato, General Santos, and Sarangani
- BARMM – Maguindanao

Compared to Luzon and Visayas, a smaller population is affected by tropical storms in Mindanao, mostly residents of Northeastern Mindanao. However, the region is becoming more at risk due to an increasing number of tropical cyclones entering the southern part of the country (OML Center, 2018).

Smallholder farmers in Mindanao are known to be vulnerable to the effects of climate change. Both climate change and conflict significantly increase smallholder vulnerability, resulting in loss of livelihoods, financial assets, agricultural yield, and the worsening of debt problems. There are gender differences on these effects, with women disproportionately disadvantaged because women plant limited varieties of

cash crops in smaller land areas. Climate change can disproportionately affect women farmers because they have fewer assets to sell in the event the harvests are inadequate due to floods or droughts. More women are also borrowers from microfinance institutions, and they are at greater risk of chronic indebtedness due to climate-induced crop failures. Women tend to prioritize the needs of other members of the families over themselves when experiencing food shortages from poor harvest (OML Center, 2017). Extreme climate events in conflict-prone agrarian communities in Mindanao appear to subject women to forced migration, increased discrimination, loss of customary rights to land, resource poverty and food insecurity (Chandra, et al., 2017). According to the interviewees, the gender analysis on the effects of climate change in Mindanao is still in the infancy stage compared to natural disasters. The government has been doing disaster responses and management for the last several decades but have only designed interventions for climate change mitigation and response over the last few years. They are still in the process of identifying gender indicators for climate change effect and developing the data collection process in order for the government to improve on their GAD response to climate change.

3.8.2 Disaster Response and Management

A large area of Mindanao is considered to be low-lying and below sea level, with several municipalities as catch basins. Many municipalities located in coastal areas are prone to coastal flooding. There are a number of active faults in Mindanao, including a traverse fault line and some underwater faults such as the Sulu Trench. The earthquakes in Mindanao in late 2019 affected several regions, resulting in displacement or living in tents.

The Office of Civil Defense, as the implementing arm of the National Disaster Risk Reduction and Management Council, is responsible for coordinating response to emergencies such as natural and human-induced disasters. There are local offices in the regions and provinces. Displacement due to human security and conflict-induced disasters are included in the data collection in recognition that not all disasters are caused by nature. Thus, it is also critical that disaster planning include an understanding of the nature of conflict and how it should be addressed and integrated in post-disaster planning.

Table 3.8.1 shows a data table used by the Office of Civil Defense in counting incidences and affected populations in BARMM. All regions also use this form. Only general figures from family level and individual level are being collected and these are not sex disaggregated. While the Office of Civil Defense is in the process of transitioning into a more robust data collection process, this is not yet incorporated in reporting because there are minimal personnel to go down the field.

Table 3.8.1. Office of Civil Defense BARMM 2020 incident monitoring form

TYPE OF INCIDENT	NO. OF INCEDTS	AFFECTED POPULATION		EVACUATED (Inside + Outside Evacuation Centers)		
		FAMILIES	PERSONS	NO. OF ECs	FAMILIES	PERSONS
GRAND TOTAL	42	57,377	19,037	5	2,694	1,990
A. NATURAL INCIDENTS	20	53,909	0	0	0	0
Flash Flood/Flooding Incident	13	43,162	0	0	0	0
Low Pressure Area	1	126	0	0	0	0
Southwest Monsoon	4	10,621	0	0	0	0
B. HUMAN-INDUCED INCIDENTS	22	3,468	19,037	5	2,694	1,990

Armed Conflict	4	558	1,990	2	300	1,990
Fire Incidents (Structural / Residential)	6	2,910	17,047	3	2,394	0

Source: Office of Civil Defense BARMM

As seen in Table 3.8.1, disaster planning in Mindanao is also concerned with human-induced hazards and the presence of non-state lawless groups in particular. There are areas where there are more human-induced incidents compared to natural ones, which has become a normal trend in BARMM. For instance, 7,000-8,000 families were displaced in a recent encounter between the Bangsamoro Islamic Freedom Fighters (BIFF) and AFP covering several municipalities. However, it's more difficult to manage human-induced disasters because it's impossible to predict when the conflict will end, with some lasting for decades. While predicting when natural disasters will end can also be challenging, the government has enough experience and expertise with natural disasters that is able to respond more efficiently and effectively. Figure 3.8.2 maps out displacement due to natural and human-induced disasters.

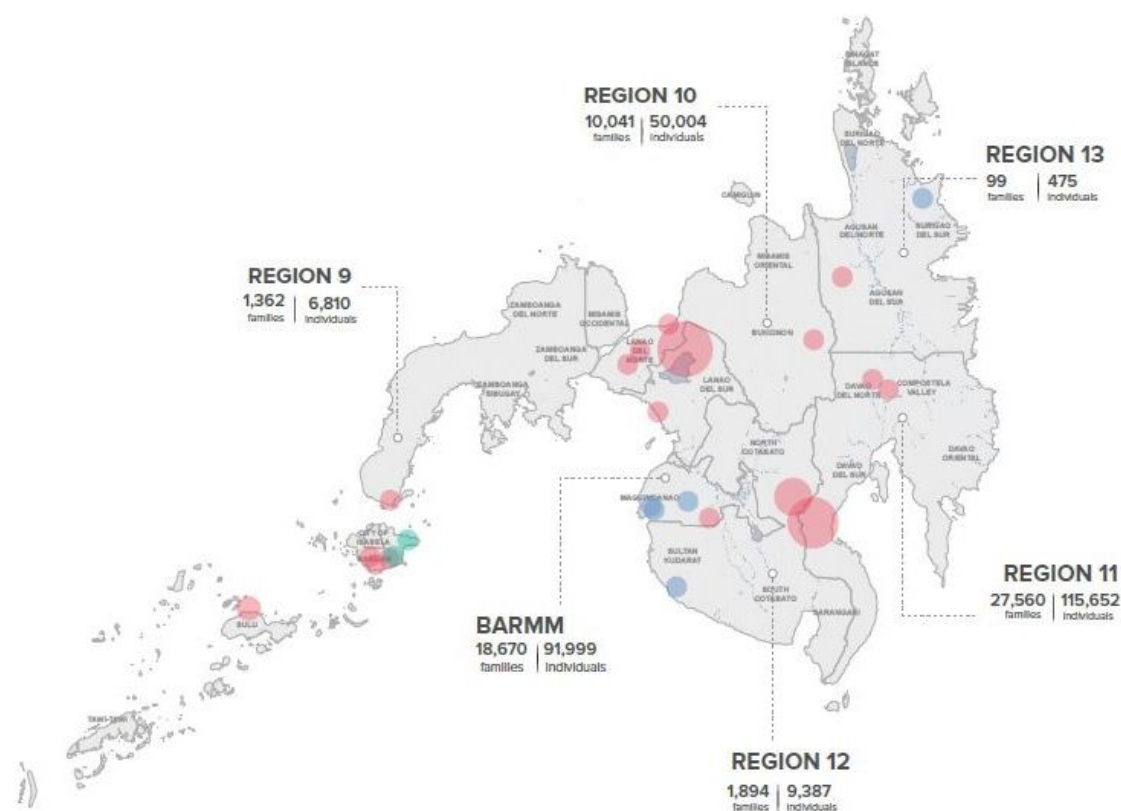


Figure 3.8.2. Disaster map for Mindanao

Source: ACAPS using UNHCR Protection Cluster December 2020

Based on the statistics from the Mindanao Displacement Dashboard of the UNHCR Protection Cluster, as of December 31, 2020, 59,626 families (or 274,327 individuals) are currently displaced in Mindanao, with 90% displaced for more than 180 days. There is no sex-disaggregation of the displacement data. From

these figures, 8,945 families (34,873 individuals) were displaced in Mindanao due to crime & violence (487 individuals), armed conflict (11,298 individuals) and natural disasters (23,088 individuals). Most of the internally displaced persons in Mindanao are concentrated in Davao del Sur due to earthquakes, and Lanao del Sur and Lanao del Norte due to armed conflict, the Marawi Siege in particular.

It is difficult to include vulnerable populations in the disaster risk reduction and management plans because of the absence of disaggregated data. Issues related to women and girls and LGBTQIA populations are also not included in the hazard vulnerability and capacity assessment of these plans. Women are included in organizing community-based response teams, but these continue to be male-dominated due to long-held traditions and beliefs. Any inclusion of women tends to be for compliance purposes only. Rapid gender analysis is made easier by engaging the community from the onset of disaster planning as one organization found out.

A number of gender-based considerations in disaster response emerged from interviews conducted with different organizations. Access to water, sanitation and hygiene in evacuation sites are particular challenges to women because of biological functions. Women also take care of the laundry and food for their family even in evacuation scenarios. Most evacuation sites provide a dignity kit for women which includes sanitary napkins. Family centres also provide maternal care for pregnant evacuees. It's also challenging to manage evacuation centres with a significant number of Muslim evacuees. Their religious beliefs require privacy and separation of men and women in evacuation centres. Dividers and tarpaulins are often set up to ensure that women are able to bathe, dress, and say their prayers in privacy.

The same situation is present in refugee camps for people displaced due to conflict. Access to sexual and reproductive health services during times of crises is mandated by law, the 2009 Magna Carta of Women and the Responsible Parenthood and Reproductive Health Law of 2012 in particular. The Department of Health developed the guidelines for implementing the Minimum Initial Service Package for Reproductive Health (MISP) or the set of priority activities to be implemented during the onset of emergencies due to conflict situations or natural disasters, including when refugee camps are being established. These kits have been distributed in evacuation centres since 2017 according to the interview with the Office of Civil Defense.

Given the geographic context of Mindanao, there are many IP communities living in hard-to-reach areas which can make disaster response more difficult. Pregnant women, people with disabilities, the elderly are vulnerable especially if their area is not accessible. Some communities also refuse relocation. For example, the Badjaos, the dominant ethnic group in the island of Tawi-Tawi, continue to live in hazardous coastal areas even if they are educated on the risks. Offers of relocation from the government are also refused because they cannot leave their source of livelihood and way of life as "sea nomads".

3.8.3 COVID-19

COVID-19 affected everyone but more so in urbanized cities in the Philippines. A large proportion of cases in each region are concentrated in urbanized cities. For instance, Davao City accounts for 67% of the total cases for Region XI and Zamboanga City 60% of Region IX as shown in Table 3.8.2. COVID-19 further exacerbated existing inequalities in communities. With the pandemic's far reaching and long-term effects, CSOs recognize the need for integrated planning. For instance, Plan International is focusing on the nexus between climate change, the pandemic, and armed conflict in their next planning sessions.

Table 3.8.2. COVID-19 cases per region as of June 18, 2021

Region	Total Cases	Total Recovered	Total Deaths
Philippines	1,364,276	1,261,115	23,385
NCR – National Capital Region	519,486	502,788	7,830
CAR – Cordillera Administrative Region	38,313	36,061	675
I - Ilocos Region	26,605	23,831	677
II - Cagayan Valley	50,500	46,856	908
III - Central Luzon	121,802	113,058	3,002
IV-A CALABARZON	233,808	222,285	2,981
IV-B MIMAROPA	13,261	12,048	243
V - Bicol Region	18,491	16,399	325
VI - Western Visayas	62,400	54,286	1,259
VII - Central Visayas	71,622	65,949	2,102
VIII - Eastern Visayas	26,612	23,072	348
IX - Zamboanga Peninsula	22,773	19,874	487
X - Northern Mindanao	29,248	25,965	436
XI -Davao Region	36,619	31,601	1,014
XII - SOCCSKSARGEN	19,029	15,663	331
XIII - Caraga	19,680	16,556	476
BARMM	9,699	8,738	228

Source: Department of Health COVID-19 Tracker

Unfortunately, while sex is reported in individual case logs, there is no available sex disaggregation of reported data at the regional level. The only available sex disaggregation is at the national level. The data shows that there is typically a higher proportion of men contracting COVID-19 and dying from it across age levels compared to women. The only exception is the teenage cohort from ages 15-19 where girls edge out boys by slight margin.

Cases by Demographic

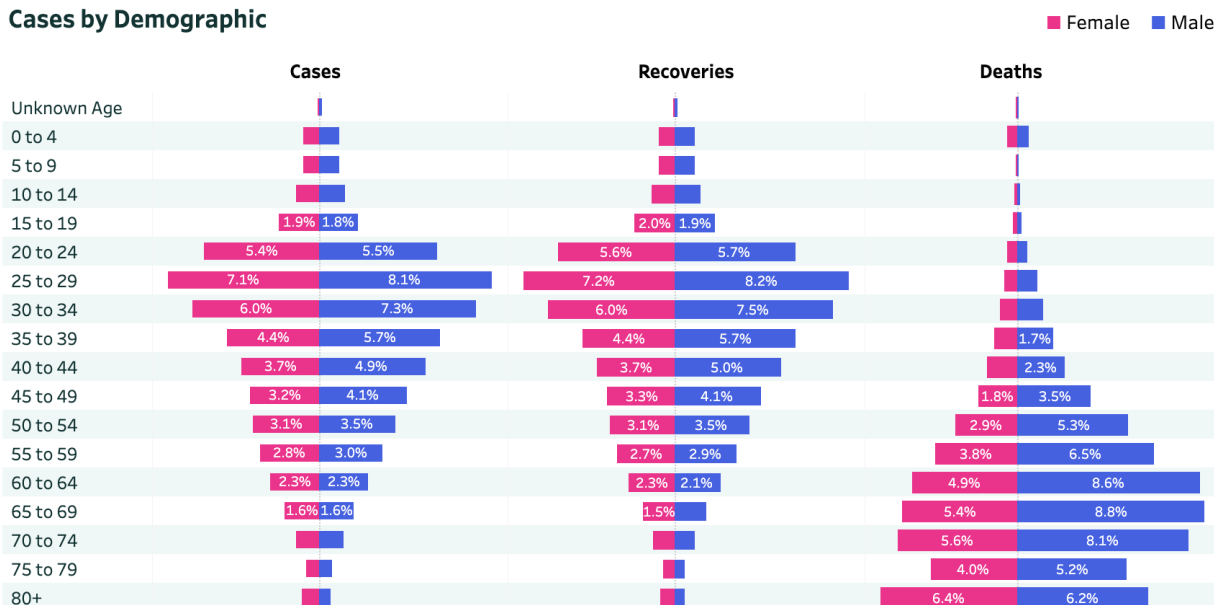


Figure 3.8.3. COVID-19 cases disaggregated by sex and age bracket (national)

Source: Department of Health COVID-19 Tracker

Men and women are both affected by the pandemic, especially when strict lockdowns were implemented. Economic participation then was especially limited given strict restrictions on mobility. The most affected areas in Mindanao are those dependent on sectors that were hit the hardest by COVID-19 such as tourism. For instance, men competed for available jobs in Siargao Island to be able to earn for their families. In contrast, women mainly stayed at home and managed micro enterprises such as a sari-sari store or a small food business. Many of these women ended up as breadwinners instead of providing supplementary income when their spouses lost their jobs. As a result, family nutrition was significantly affected with many eating less than three meals a day and eating root crops as an alternative for rice due to the loss of income. Women also have the added burden of home-schooling the children and making sure that course modules are answered. One interviewee also noticed that as a result of the harder life due to the pandemic, more parents are encouraging their young daughters to be with foreign men in hopes of better prospects for the family.

A Plan International 2020 survey on the effects of COVID-19 on girls and young women in the Philippines included 7.5% of respondents from Mindanao which can be considered an underrepresentation of the region. The results are further analysed at the aggregate level and not separated by region. 71% cited that the quarantine had the biggest effect on education, followed by physical health (62%), emotional health (55%), economic capacity (46%) and mental health (45%) with less effect on the rights of girls and young women (30%) during the quarantine period. The study revealed that limited access to sexual and reproductive health services and information and access to hygiene necessities are among the challenges girls and young women face. There have also been incidences of gender-based violence, domestic violence at home and even online exploitation and harassment during the quarantine.

3.8.4 Summary and Conclusion of Cross-Cutting Issues on Climate Change, Disasters, and COVID-19

Just as climate change and disaster risk reduction and management are cross-cutting issues, so too is gender equality. Both climate change and violent conflict also exacerbate gender inequalities in

Mindanao. The convergence of armed conflict with climate-induced natural disasters heightens the incidence of sexual and gender-based violence. Displacement heightens the health risks that face women and girls. Gender equality is crucial to achieve climate justice, to resolve conflict and to build peace in the different regions of Mindanao. Advancing gender equality must also be part of climate mitigation and adaptation programmes that build resilience of communities to natural and human-induced disasters worldwide.

COVID-19 is another issue that cuts across an already complex gender situation in Mindanao. Just like climate change and armed conflict, the pandemic has slowed down economic growth, leaving more women vulnerable due to loss of income, less access to healthcare, and disruption of education. The pandemic's socioeconomic consequences might exacerbate the existing inequalities among the most at-risk groups, potentially adding to social tensions and the polarization of identity groups, especially in the Mindanao's conflict-affected areas. More women are also experiencing gender-based violence during these times. With COVID-19 case numbers due to increased mobility, many areas in Mindanao are now considered hotspots. Compared to Metro Manila and major cities in Luzon and Visayas, many provinces in Mindanao lack the necessary healthcare facilities to handle a surge. This is especially true for the provinces in BARMM. Given the BARMM's fragile health care system and cramped living conditions, especially in evacuation and transitory sites, coupled with the limited access to water, sanitation, and hygiene facilities as well as to supplies and health care, the displaced, conflict-affected people in the region remain the most at risk.

There is a need for LGUs in Mindanao to be self-reliant, as the country grapples with crossing cutting issues, in order to restart the economy and bolster socioeconomic development in Mindanao. Investing in community infrastructure can help Mindanao respond to COVID-19. Many LGUs still have ample borrowing capacity and can take out a loan from government development banks to finance recovery of their municipality. Including women, young girls and boys, and other vulnerable groups in the investment programme or activity plan required by banks for LGU borrowers is needed to ensure that everyone can benefit from recovery plans.

4. MAPPING OF ACTORS AND PROGRAMMES FOR GENDER EQUALITY

4.1 National Government Agencies

The **Commission on Human Rights (CHR)**, an independent National Human Rights Institution (NHRI) created under the 1987 Philippine Constitution, is committed to deliver prompt, responsive, accessible, and excellent public service for the protection and promotion of human rights in accordance with universal human rights principles and standards. It is mandated to conduct investigations on human rights violations against marginalized and vulnerable sectors of the society, involving civil and political rights.

The Commission defines three major Protocols in the implementation of the Magna Carta of Women and related women's rights laws, specifically on the investigation of cases to protect women's rights. Protocol 1 includes cases involving women from all walks of life, including indigenous women, Moro women, senior women, women with disabilities, and others. Protocol 2 focuses on relevant cases involving girls and general cases involving children; while, Protocol 3 includes cases involving people with various sexual orientations, gender identities, and expressions.

Like all national government agencies, CHR regional offices are present in each region, including the different regions in Mindanao. The CHR regional office is a member of the Social Development Committee, one of the four sectoral committees of the Regional Development Council, the highest planning and policy-making body of each region.

The **Philippine Commission on Women (PCW)** is the primary policy making and coordinating body on women and gender equality concerns. The primary programmes of PCW include: Gender and Development (GAD) seminars and webinars; the GAD Local Learning Hub as a certification procedure for local government units (LGUs) with notable GAD interventions; and the Gender Mainstreaming Monitoring System, an online system for automating the GAD Plan and Budget and GAD Accomplishment Report submission of the government agencies.

The PCW's National Gender and Development Resource Program caters to the: (a) delivery of technical assistance to requesting NGAs and LGUs for capacity development interventions on GAD; (b) setting up of mechanisms for the regular updating and sharing of information and resources as well as a referral mechanism for suitable resource persons, trainers and other technical assistance providers on GAD; and, (c) development and/or updating of tools, learning materials and other knowledge products on GAD and conduct of GAD researches. Following its objectives, the programme has three main components namely: technical assistance packages, GAD research and learning materials development, and GAD resource pool.

Under the guidance of the PCW, national government agencies and their corresponding field offices have established GAD operating units. National government agencies are autonomous units in the Philippine governmental bureaucratic system. As such policies and implementation of GAD mainstreaming and activities are highly dependent on contextual factors as well as leadership and management's strategic direction.

Unlike the CHR, the PCW does not have any regional offices. It oversees gender and development through the Regional Gender and Development Committee, which coordinates gender-related activities in the region and recommends gender-related policies to the Regional Development Councils.

4.2 Regional and Local Government Units (LGU)

Local government units have their GAD units or focal persons as well. PCW has certified several LGUs with notable GAD practices and programmes. Only the Davao City LGU and Misamis Oriental GAD Office currently hold certifications in Mindanao.

Davao City is the first LGU in the country to establish a GAD office in 1999 and the first city to develop a GAD Code. Initiatives include the Davao City Integrated Gender and Development Division (IGDD), Davao City Office of the Special Counsel on VAW, Davao City Child Minding Centers, and the Ray of Hope Village of Davao City under the Bureau of Jail Management and Penology-Region XI. The city is currently holding stakeholder consultations on the proposed Men's Responsibilities in Gender and Development (MR GAD) ordinance. This would be the first ordinance of its kind in the country if it passes. The LGU recognizes that gender and development is a collective commitment of both women and men. It is also cognizant that men must take leadership roles in increasing the understanding of the gains of gender equality for themselves as individuals and as a group, as well as the benefits for society as a whole. MR GAD programmes shall seek to reach out to men in barangays to collectively discuss, learn and initiate activities as men, to promote equality of men and women and to end all forms of discrimination and violence against women, hence promoting peace and harmony in the community.

The **Misamis Oriental GAD Office** leads the provision of GAD-related technical assistance to 14 municipalities and three (3) component cities of the province. This resulted in more city/municipal LGUs with submitted-endorsed GAD Plans and Budgets in the last several years.

Bangsamoro Women Commission (BWC). The BWC is the Bangsamoro Autonomous Region's primary policymaking, coordination, and monitoring body for women, gender, and development. In 2020, the BWC recently launched the Bangsamoro Regional Action Plan on Women, Peace, and Security (BM-RAPWPS) 2020-2022 as part of its commitment to empower and secure the rights of all women and children in the BARMM (See section 3.2.4).

Bangsamoro Human Rights Commission (BHRC). The BHRC was established by the Bangsamoro Autonomy Act No. 4, which was passed by the Bangsamoro Parliament on 20 December 2019 and signed by Chief Minister Murad Ebrahim on 14 January 2020. The BHRC supports the Bangsamoro government and national government's efforts in the promotion of human rights, especially rights for women in the BARMM.

Women's Welfare Programme. Under the BARMM - Ministry of Social Services and Development, the Women's Welfare Programme is one of the regular programmes which aims to promote the welfare of disadvantaged women giving special attention to the prevention, eradication of exploitation of women in any forms as well as promotion of skills for employment and self-actualization. Table 4.2.1 shows the different activities and interventions of its strategic direction. Socially disadvantaged women between the ages of 18 and 59 who need social support services are the target beneficiaries. Women who lack or have restricted access to education, personal, maternal, and child care, livelihood, self-improvement, and community involvement are unable to participate in socio-economic development growth. Target beneficiaries are from the following groups:

- Mothers of children in Day Care Centers
- Women in Especially Difficult Circumstances
- Victims of involuntary/forced prostitution
- Victims of illegal recruitment
- Women in Detention
- Women who are battered or abused
- Victims of Sexual Abuse
- Victims of Armed Conflict
- Distressed Overseas Filipinos
- Women in Emergencies (Evacuation Centers)
- Others (stranded, those tracing relatives)

Table 4.2.1 Components of the Women's Welfare Program

Programme	Description	Activities
Capacity Building Women's Resources, Initiatives and Trainings	Advancement of gender equality and empowerment of women and girls to exercise their rights against discrimination and violence.	<ul style="list-style-type: none"> ● Conduct women's community-based enriched modular package sessions ● Comprehensive interventions against gender-based violence ● Celebration of important events ● Conduct of women leaders conventions ● Practical skills development for women and girls
Livelihood Assistance Women's Opportunities to Micro-enterprise Benefits	Increased options for economic security through technical assistance, access to credit and marketability	<ul style="list-style-type: none"> ● Sustainable livelihood assistance ● Referrals for micro-enterprise development ● Coordination meetings with other financing institutions ● Technical assistance ● Monitoring and evaluation
Protection and Security Women's Access To Comprehensive Help	Strengthening of human rights protection systems and participatory mechanisms.	<ul style="list-style-type: none"> ● Counselling sessions ● Financial assistance to needy clients ● Referral of cases to concerned institutions for important interventions or other support services ● Gender-responsive case management conferences ● Temporary shelter in the women's halfway Home

Source: Women's Welfare Programme

4.3 Multilateral Organizations / Aid Donors

4.3.1 Australia

The Delivery Strategy for Mindanao Conflict-Affected Areas 2012-2017 of then Australian Aid (AusAID) intended to contribute to Philippine national goals to address these development challenges, with a focus on central and western Mindanao, covering ARMM and neighbouring provinces. This sought to address key issues that keep people poor and make others vulnerable to falling into poverty in Mindanao (AusAID, 2012). Australia's support is also evident in the education sector with programmes like **Basic Education Assistance for Muslim Mindanao (BEAM, 2012-2017)**. BEAM comprised four components: (i) Early Childhood and Basic Education, (ii) School Health and Water, Sanitation and Hygiene, (iii) Technical Vocational Education and Training, and (iv) Alternative Delivery Model.

Education Pathways to Peace in Mindanao (Pathways) (2017-2026) aims to improve equitable participation of boys and girls in quality early grade (K-3) education in the BARMM, contributing to greater resilience, stability, peace and prosperity in the region. The programme actively fosters collaboration among stakeholders to improve education policy and delivery in ways that support social cohesion and peacebuilding. In promoting equal access to quality education (Kindergarten up to Grade 3 or K-3) in the BARMM area, Pathways has shifted its focus from increasing access to reducing disparities in education. Attention is given to low-performing areas identified as the school-less barangays. Moreover, peculiarities such as mainland versus island characterize education disparities in the BARMM area. That is, in reducing inequality, the big picture is a girl in Maguindanao vis-à-vis a girl in Sulu and their chances of succeeding. The programme's vision is that both girls have the same opportunities and level of education performance from basic to secondary to tertiary education.

Gender sensitivity in education is still a work-in-progress. Pathways provides assistance in curriculum development that embraces inclusivity. This includes efforts in developing a more holistic curriculum for MBHTE and Madrasah schools. The Bangsamoro organic law has articulated the desire for a balanced education, one that respects diversity in the region and encourages global competitiveness of education. Shifts towards these goals are done through books and multimedia such as animation series. Pathways project "Island Maganda" (beautiful island) is an example of this initiative. Pathways conducts an inclusion workshop in all of its activities. Whether the audience is composed of information officers or director-generals of the education ministry, an inclusive lens is used in the different functions of organizations such as budgeting. In the beginning, it was not easy conceptualizing the inclusive approach, but the organization decided that inclusion should be mainstreamed in all of its thematic areas and programmes.

In addition to Pathways, Australia's efforts include: (1) **Peacebuilding in Conflict-Affected Mindanao** with a 2014-2023 period; (2) **Coalitions for Change** with a 2018-2024 period; (3) **SaferKidsPH** with a 2018-26 period; and (4) **Strengthening Institutions and Empowering Localities against Disasters and Climate Change** with a 2021-2026 period.

4.3.2 Canada

The Supporting Women's Economic Empowerment in the Philippines Project or **GREAT Women Project 2** is a project funded by the Government of Canada that seeks to improve the economic empowerment of women micro entrepreneurs and their workers by (1) improving competitiveness and sustainability of women's micro enterprises and (2) improving the enabling environment for women's economic empowerment. The programme included 129 women micro entrepreneurs from Region IX, 10 from Region X, and 16 from Region XII.

4.3.3 European Union

In the late 1990s, the European Union pivoted to Asia as a significant trading and development partner for the EU. In light of this pivot, the Philippines and Mindanao are critical. The European Union has made a significant contribution to the Mindanao Trust Fund for Reconstruction and Growth, a multi-donor grant facility established in 2005 to integrate international development assistance for the socioeconomic recovery of the island's conflict-affected communities.

The EU has been a strong supporter of the Mindanao Peace Process through a holistic approach since 2008. EU's participation in the Mindanao Peace Process fosters confidence and a mutually beneficial relationship between the EU and the Philippines, as well as demonstrating the EU's external capabilities

and capacities in a far-flung area. This also contributes to its outstanding credibility as a peacekeeping and security force. This will enable potential regional partners to include the EU in their policy on regional security challenges.

It has recently approved funding for several projects in Mindanao. This will help the Philippine government in its ongoing peace building and development efforts in Mindanao with a focus on strengthening the institutions of the newly formed Bangsamoro autonomous government, creating jobs and improving community-based infrastructure in agricultural communities.

The Mindanao Development Authority (MinDA) will implement the **Mindanao Peace and Development Program (MinPAD-RISE)** project, which will be co-financed by the EU with the German government for an estimated grant of EUR 4 million (USD4.48 million) and the World Bank for an estimated loan of USD 130 million (EUR 115.99 million). The total cost of the entire project is EUR 149.5 million (USD 167.56 million). The strengthened capacities of agricultural cooperatives for better service delivery, the development of an enabling environment for the private sector, and the enhancement of community-based socio-economic infrastructure providing basic economic and social services to communities are among the expected outputs of the RISE Mindanao project.

Similarly, the **SUBATRA program**, which has a EUR 25 million grant for five years, aims to “contribute to a stable, unified, prosperous, and inclusively established Bangsamoro,” as well as “create an enabling democratic governance climate for a smooth transition in the BARMM”. Subatra is expected to improve the Bangsamoro executive branch's ability to draft and enforce transitional policies, as well as the legislative, oversight, and representation roles of the BARMM Parliament. It also aims to strengthen BARMM's multifaceted Bangsamoro Justice System's ability to adjudicate legislation that complies with international human rights principles, as well as the role of civil society in the peaceful transition.

The EUR 24.5 million **Peace and Development-BARMM (PD-BARMM) programme** started in August 2020, aims to improve social cohesion and resilience of communities in the Bangsamoro region, in particular to improve capacities and confidence of diverse groups to participate in the peace process mechanisms and confidence building among diverse groups; to expand networks dialogue, early recovery, relief and rehabilitation from immediate effects of conflict. The PD BARMM project will be jointly implemented by the Office of the Presidential Adviser on the Peace Process and the Bangsamoro Transition Authority. Under PD-BARMM, a contribution of EUR 4 million from the EU is foreseen for the multi-donor Bangsamoro Normalisation Trust Fund. Other donors like the World Bank, United Nations, the Australian government and other EU member-states are expected to contribute to this trust fund. The total of EU and trust fund contributions would be about EUR 35.1 million.

The **Bangsamoro Agri-Enterprise Programme (BAEP)** aims to improve the local agricultural production in quality, diversity, consolidation and its response to the needs of the market and to support the BARMM to elaborate a policy and strategy for further development and investment promotion in agri-business.

The European Union also co-funds projects implemented by CSOs in Mindanao in different sectors: green energy, women livelihood opportunities, local governance and social accountability, human rights, IP rights, conflict transformation and peace, CoVID 19 alleviation, mine action. These CSO projects co-funded by the EU are: 1) Clean Energy Living Laboratories (CELLSs): the development of centres excellence on energy access, renewable energy and energy efficiency; 2) Improving the Lives of People in Off-Grid Communities in Mindanao through the Provision of Sustainable Energy; 3) Strengthening Off-grid Lighting with Appropriate Renewable Energy Solutions (SOLARES) Project; 4) Solar Community-Based Island

Tourism and Livelihood Energizer Platform (SMILE); 5) Renewable Energy Technology to Increase Value-Added of Seaweeds in Tawi-Tawi (RETS); 6) Enhancing Women Fishers' Livelihood Opportunities in 34 coastal barangays of Siargao Island Protected Landscape and Seascape (SIPLAS) Women Managed Areas; 7) Community-Based Response in Advancing Human Rights and Corporate Ethical Practices in Mindanao; 8) Protecting indigenous people from armed violence and conflict in BARMM; 9) Indigenous Peoples Champions for the Philippines; 10) Accompanying the Transition, Transformation of conflict, and Advocacy on social cohesion In the Normalisation of Bangsamoro (ATTAIN) Project; 11) Philippine Red Cross' Support to Reduce the Impact of Covid-19 Pandemic and Foster the Public Health System and Socio-economic Development in Mindanao; 12) Mine Action for Trust and Normalisation in Bangsamoro (MATNIB).

The European Union also provides humanitarian aid through NGOs during natural and human induced disasters in Mindanao.

4.3.4 Germany

German bilateral development cooperation through GIZ focuses on two main areas: **Peace and conflict transformation** funded by the German Federal Ministry for Economic Cooperation and Development with a regional focus on Mindanao and projects related to the **environment, climate protection, biodiversity and adaptation to climate change** supported by the Federal Ministry for the Environment, Nature Conservation and Building and Nuclear Safety. The Philippines is one of the focus countries under the International Climate Initiative. Germany is currently assisting the Philippines with ongoing bilateral projects in different fronts. The German Government through the special initiative of the German Federal Ministry for Economic Cooperation and Development has been supporting the **Philippine Development Plan 2017-2022**, the **Strategic Framework for Peace and Development in Mindanao**, as well as the **Caraga Roadmap for Peace**. The three-year project **Strengthening Capacities on Conflict-induced Forced Displacement in Mindanao** has been providing assistance in terms of policies and programmes to improve the prospects of people – especially indigenous peoples and women – displaced by conflicts in the Caraga region. Commissioned by the German Federal Ministry for Economic Cooperation and Development (BMZ), with Office of the Presidential Adviser on the Peace Process (OPAPP) as the Lead Executing Agency, the overall term of the project is slated from 2017-2020 with potential extension with some project components hampered by the COVID-19 pandemic. The project assists the Office of the Presidential Adviser on the Peace Process (OPAPP) and other partners in addressing the impact of forced displacement caused by conflict at the regional and local levels. The goal is to create a unified strategy for coping with forced displacement in violent situations. Small-scale interventions focused at individuals in affected communities of origin and host communities prioritize the needs of particularly vulnerable populations. Simultaneously, these measures are being used to examine ways aimed at improving the lives of those who are affected. In addition, the project is also helping an estimated 130 Muslim families that fled the conflict in Marawi City, about a 6.5-hour drive away, as they are still living with their host families and predominantly Christian host communities.

The GIZ's **Conflict Sensitive Resource and Asset Management (COSERAM) program** developed instruments of peace. The instruments, piloted in the course of the program from 2011 to 2018, were all shared with national and regional government agencies; municipal, provincial, and local government units (LGUs); civil society and people's organisations; indigenous peoples (IPs); and the academe – to urge them to keep using the tools, methods, and approaches to resolve and prevent especially the prevalent land-related conflicts in the region. Conflict Sensitivity and Peace Promotion (CSPP), Do No Harm, and local peace and development agendas were among the instruments; and tools for respecting and promoting the rights of marginalised indigenous peoples, such as recommendations for better implementation of

the Indigenous Peoples' Rights Act, integration of IP practices in barangay justice systems and natural resource management, and income opportunities for IPs; and tools for settling land disputes and promoting cooperation in natural resource management, such as the Joint Administrative Order 01-2012 of various land-titling government agencies to address title overlaps, stronger Protected Area Management Boards (PAMBs), and the use of drones.

The project **Responsible land governance in Mindanao**, commissioned by: German Federal Ministry for Economic Cooperation and Development (BMZ) with the Department of Environment and Natural Resources (DENR) integrates conflict-sensitive principles in order to improve the management of public land and thus creates the basis for long-term sustainable land use. The implementation is slated from 2018 to 2021, the project provides advisory and support services as well as technical assistance to the Department of Environment and Natural Resources (DENR) in the Philippines, the National Commission on Indigenous Peoples, the Housing And Land Use Regulatory Board as well as selected local authorities in the following three (3) fields of activity: (a) Improving institutional frameworks at national level; (b) Developing the capacity of local authorities in the area of land management; and, (c) Increasing the transparency of government activities and enhancing public awareness of land policy.

The **Youth for a Culture of Peace and Non-Violence in Mindanao (YOUCAP)**, with an overall term of 2019-2022, is under OPPAP and was commissioned by the BMZ. YOUCAP intends to strengthen the capacities of selected state and non-state actors to contribute to gender-sensitive and youth-oriented peacebuilding and non-violent conflict transformation in selected areas of Mindanao are strengthened. In three important outputs, YOUCAP penetrates local development plans, academic curricula, and knowledge exchange platforms. The integration of ways to preventing violent extremism into formal and non-formal educational systems, as well as teacher training activities, needs to be fostered. It has established capacity-building and awareness-raising measures such as trainer training and exchange forums for youth and civil society activities. The project also assists local governments and state actors by increasing their capacity to align local development goals with regional and national Philippine strategies that focus on youth development and peace in Mindanao.

4.3.5 Japan

Japan has been the Philippines' largest source of official development assistance for many years, accounting for 41.2 percent of overall funding commitments of USD 14.5 billion in 2018. As more projects were decided upon by the two countries in that year, Japan offered USD 5.98 billion in loans and grants to the Philippines. The Government of Japan's country development cooperation policy on the promotion of peace and development in Mindanao is part of its long-standing commitment to development support in the Philippines. As early as 1997, it has provided **Economic Infrastructure Development** support for major cities like Butuan, Cagayan de Oro, Davao, and the Southern Mindanao coastal zone. It has provided enhancement of connectivity between major cities and the Bangsamoro region as well as provided support for improvement of agricultural connectivity. Grants and technical assistance for **Cooperation for Sustainable Peace and Development** was provided through: (1) Rehabilitation and recovery of Marawi City; (2) Governance support to the Mindanao peace process by Japanese experts since 2003; (3) Support for income generation and community development; and, (4) Socio-economic development through grants and loans.

For more than two decades, JICA has worked in Mindanao to promote peace and development. JICA initiated **the Japan-Bangsamoro Initiatives for Reconstruction and Development (J-BIRD)** in 2006, which resulted in the completion of over 650 small-scale infrastructure projects for the community. In the

combat zones of Mindanao, more than 25,000 people were taught. JICA has also recently financed a project in the Bangsamoro called **HARVEST (Harnessing Agribusiness Opportunities through Robust and Vibrant Entrepreneurship Supportive of Peaceful Transformation)** that aims to increase the financial inclusion of small businesses, farm cooperatives, and agriculture-related industries. JICA also signed a loan agreement worth 202.04 million dollars with the Philippine government for the Road Network Development Project in Conflict-Affected Areas in Mindanao, which would build and rehabilitate about 100 kilometers of highways connecting Mindanao's major cities. In 2019, Japan International Cooperation Agency (JICA) launched its **Capacity Development Project (CDP)** for Bangsamoro to boost capacity building, livelihood in Mindanao during transition to Bangsamoro government. The CDP for Bangsamoro is part of JICA's commitment to sustainable peace and development in Mindanao, where decades of conflict have deprived its people of economic opportunities.

In 2020, Japan earmarked a grant aid of over JPY 147 million (approximately USD 1.35 million, or PHP 68.9 million) through the United Nations Population Fund in the Philippines, for the **Project for the Capacity Building of the Bangsamoro Transition Authority for Supporting Social Reintegration of Former Female Soldiers**. This is intended to consolidate a peace dividend in the historic transition underway in the BARMM by addressing unique needs of women for their protection from violence and reproductive health, as well as livelihoods. This project will be a unique contribution to normalization and peacebuilding in BARMM, as it will empower former female combatants to transform into productive members and women leaders of the society as well as champions of peace and protectors of fellow women and girls.

In August 2021, the Government of Japan reaffirms its support to the ongoing peace building process in the Bangsamoro with the turnover of 16 boom trucks to the National Electrification Administration (NEA) as part of Japan's 771 million yen support to the energy sector in Mindanao's conflict-affected areas. The project, Improvement of Equipment for Power Distribution in Bangsamoro Area, is a partnership between JICA and the Department of Energy (DOE) through NEA as support to peace building in Mindanao. The project will upgrade the power distribution equipment of the six electric cooperatives (ECs) operating in the area. Data from said ECs showed an average of 26% energy loss due to the aging equipment used for energy transmission that have been built in the 70s. The project will benefit ECs in Bangsamoro Autonomous Region in Muslim Mindanao (BARMM), namely Maguindanao Electric Cooperative (MAGELCO), Lanao del Sur Electric Cooperative (LASURECO), Basilan Electric Cooperative (BASELCO), Tawi-Tawi Electric Cooperative (TAWELCO), Sulu Electric Cooperative (SULECO), and Siasi Electric Cooperative (SIASELCO).

4.3.6 Spain

The Agencia Española de Cooperación Internacional para el Desarrollo (AECID) or the Spanish Agency for International Development Cooperation is a Spanish agency responsible for the management of the Government international development cooperation policy. AECID and its programmes have different mechanisms: (a) Bilateral Support: channeling funds directly through the Technical Cooperation Office in the country, directly managing the project or purchasing necessary equipment and supplies, which are donated to the competent Philippine bodies and government agencies; (b) Emergency Agreements with specialized NGOs: AECID currently has four emergency agreements with Spanish NGOs in the Philippines (Action Against Hunger, Spanish Red Cross, Plan International and Caritas Spain), which are activated if necessary. This mechanism allows a prompt mobilization of funds to deal with an emergency; and, (c) Multilateral Support. Another very important part of humanitarian aid is channeled through the relevant UN agencies and the International Committee of the Red Cross, covering both those affected by

natural hazards and vulnerable populations in conflict areas in Mindanao. Table 4.3.1 presents the list of the most recent support provided by AECID for areas in Mindanao.

4.3.7 United Kingdom (UK)

The Philippines and the UK have a long-term bilateral relationship. The Asia Foundation (TAF), under the UK's **Department for International Development**, focused on the department's main component, **Community-level efforts to improve local security in Mindanao**. This espouses supporting hybrid or mixed systems that combine formal and informal approaches to managing conflicts, allowing the different systems to draw strength from one another, strengthening the conflict resolution process, reducing violence, and eventually drawing the informal working systems into the ambit of mainstream formal governance structures. Highly familiar with localized-contexts and complex condition of the conflict in Mindanao, TAF responds immediately to address disputes and conflict situations to further impeded violence.

The **British Council** has implemented the **Bangsamoro Community Policing Project** that supports the introduction of community policing in seven provinces (North Cotabato, Maguindanao, Lanao del Sur, Lanao del Norte, Basilan, Sulu and Tawi-Tawi) of the conflict-affected Bangsamoro region. In addition, with funding from the European Union, the British Council-led consortium has been working with stakeholders from the conflict-affected BARMM to tackle underdevelopment through social enterprise. The **Civil Society in Social Enterprise Education Development**, from 2015 to 2019, has been working with the then Regional Government of the ARMM, civil society organizations and the local business community to build a robust environment in which social enterprises can flourish.

Last year, the BARMM Government, the UK Government and UNICEF launched a partnership to respond to immediate needs in the COVID-19 response and curb secondary impacts for around 3 million Bangsamoro people. UNICEF Philippines is implementing the grant from the UK Government's Foreign and Commonwealth Development Office with the BARMM Government to strengthen the capacity in the region and respond to the pandemic.

4.3.8 United States

Growth with Equity in Mindanao (GEM) was a concerted United States Agency for International Development (USAID) program to address social development challenges in Mindanao. It started in 1995 with GEM and ended with GEM III in 2012 (USAID, 2014). GEM-3's principal objectives are to: (1) accelerate economic growth in Mindanao; (2) assure that as many people as possible participate in and benefit from the growth; and (3) bring about and consolidate peace in Mindanao. There are five major and two supporting components under the program: (1) infrastructure development (67% of the budget); (2) workforce preparation (13% of the budget); (3) governance improvement (5% of the budget); (4) business growth (13% of the budget); (5) former combatant reintegration (included in business growth component); (6) communications and public relations; and (7) logistical and operational support (2% of the budget combined).

Since then, USAID has implemented projects, instead of a portfolio-based approach like GEM, with specific areas of focus and strategic program directions. Starting in 2013, USAID's **MYDev** has partnered with the Education Development Center to link almost 20,000 out-of-school youth to jobs, education, and training, ensuring the youth have opportunities to engage with their communities. MYDev's extension will reach

an additional 8,000 youth living in Balo-i, Saguwaran, and Iligan City. It has also been responsive to the youth needs of Marawi City.

Having started in mid-2015, USAID's **Strengthening Urban Resilience for Growth with Equity Project**, under the Cities Development Initiative is intended to improve economic competitiveness and resilience of second-tier cities outside of Metro Manila in the Philippines. The project is implemented in Cagayan de Oro, General Santos, Zamboanga City, and with a different type of implementation for Marawi City. Among the measures of success are the number of cities with improved urban planning capacity; the number of city regulations and administrative procedures simplified; increases in locally generated revenue sources, private investment, jobs, and new business registrations; overall ranking in sub-national competitiveness indices; number of stakeholders with increased capacity to adapt to the impacts of extreme weather events; improvements in land tenure; reductions in the time and cost of transporting goods between cities and their surrounding areas; and improvements in access to safe drinking water, sanitation facilities, and social services.

USAID seeks to improve peace and stability in focus areas in Central Mindanao and the Sulu Archipelago. A number of activities are implemented to strengthen local governance capacity to provide improved services and enhance the participation of civil society organizations in development planning. Activities are focused on six conflict-affected areas and their surrounding regions: Marawi, Cotabato, Zamboanga, Isabela City in Northern Basilan, Southern Basilan, and the island of Sulu. In addition, USAID focuses on efforts in (1) Enhancing Governance, Accountability, and Engagement; (2) Promoting Peace and Security in Mindanao; (3) Increasing Equitable Access to Quality Education in Crisis and Conflict Environments; (4) Improving Health and Productivity; and, (5) Strengthening Water and Environmental Resiliency.

Recently, with the COVID-19 pandemic, USAID was also active in terms of response, recovery, and rehabilitation. For example, it has provided webinars to women entrepreneurs so that their businesses can be more responsive to the pandemic situation. They were also helpful in building water and sanitation facilities, especially handwashing facilities to prevent COVID-19. Furthermore, they were also able to provide assistance to specific LGUs in drafting their COVID-19 City Recovery and Rehabilitation Plan.

4.3.9 United Nations

For more than seven decades, the United Nations has been a development partner of the Philippine government, assisting state institutions in respecting, upholding, and implementing international treaty commitments and agreed-upon development goals that the Philippines has voluntarily adopted over the years. The UN has contributed normative policy support, technical assistance, and advocacy to this relationship, but most significantly, it has demonstrated its capacity to convene, organize, and mobilize stakeholders from across the political spectrum in support of the country's development agenda. The UN has earned the confidence of claimants and duty-bearers, from both government and non-government, national and foreign, in the Philippines because of the consistency of its technical assistance and its effectiveness and neutrality as convener and coordinator.

Food and Agriculture Organization of the United Nations (FAO). FAO is a United Nations specialized agency in charge of food, nutrition, livestock, fisheries, and forestry. FAO's global vision is a world free of hunger and malnutrition, in which food and agriculture contribute to improving the living conditions of all people, particularly the poorest, in a way that is economically, socially, and environmentally sustainable. In Mindanao, FAO coordinates with the Mindanao Development Authority and works closely with the Department of Agriculture and Fisheries-ARMM, the Bangsamoro Development Agency, Task Force

Bangon Marawi, and the Office of the Presidential Adviser on the Peace Process. To complement interventions more strategically, FAO is also working with non-government organizations, state universities and colleges, community-based organizations, and other UN agencies. FAO assistance in Mindanao reached more than 51 500 farming and fishing households. Ongoing, recent and pipeline projects include:

Table 4.3.1 List of recent assistance for agriculture in Mindanao

Project	Funder	Budget
Agricultural Training for the Establishment of Peace in Mindanao	Government of Japan	USD 1.76 million
Development of Halal Agricultural Production Systems in Mindanao, Philippines	FAO	USD 180,000
Development and piloting of socio-economic model for durable solution in transforming conflict-affected communities into productive agro-economic area	FAO	USD 53,000
Emergency Assistance to Restore the Agricultural Livelihoods of Drought-affected Farmers in Selected Provinces in ARMM and Region XII	FAO	USD 500,000
Emergency assistance to restore food security and enhance agricultural production and resilience in typhoon-affected communities in Lanao del Norte (Region X) and Lanao del Sur (ARMM)	FAO	USD 500,000
Emergency assistance in restoring food security and agricultural production in conflict-affected communities in ARMM - Marawi and Lanao del Sur (July 2017 to June 2018)	FAO- SFERA/Belgium	USD 500,000
Emergency Response to Restore the Livelihoods of ConflictAffected Communities in ARMM and in Region XII	FAO	USD 470 000
Early Warning, Early Action on El Niño initiative in Mindanao	Government of Belgium	USD 400,000
Improving food security through access to food, livelihood restoration and increased agricultural capacities	United Nations Central Emergency Response Fund	USD 850,000
Marawi Livelihood Assistance Project	Australian Government through	AUD 1 million

	Community Family Services International	
Schools and community gardens in Lambayong, Sultan Kudarat (Telefood)	FAO	USD 10,000
Support to Agriculture and Agribusiness Enterprises in Mindanao for Sustainable Development	Government of South Korea	USD 5.8 million
Technical support for the establishment of an Agricultural Economic Zone (AEZ) in Lanao del Sur	FAO	USD 180,000

International Labour Organization (ILO). It is the United Nations’ specialized agency for the world of work. ILO’s overarching goal is to advance social justice and to promote decent work for all. The ILO primarily collaborates with partners in places where poverty and vulnerable types of employment are prevalent. It also operates in conflict-affected areas like BARMM through development cooperation projects. The ILO implements projects on labour inspection, freedom of association, fair recruitment, safe and fair migration, green jobs and climate change, occupational safety and health, as well as improved access to safe and reliable water supply in Mindanao. In addition, the ILO supports peacekeeping, job creation, and local economic growth. ILO programmes reach out to children, women, youth, domestic workers, fishermen, fishers, indigenous peoples, seafarers, migrant workers, and informal economy workers with the help of development partners. In conflict and disaster, the ILO responds through emergency employment, decent work and sustainable livelihood.

International Organization for Migration (IOM). Established in 1951, the IOM is the UN's migration agency committed to the principle that humane and orderly migration benefits migrants and society. Advancing the nexus of humanitarian-development-peace, IOM collaborates with the national government and the Bangsamoro Transition Authority (BTA), the newly formed regional government of the BARMM, to implement programmes aimed at reducing vulnerability, stabilizing communities, and promoting peace in conflict-affected communities. IOM works closely with governments on sustainable social growth and community resilience projects.

United Nations Development Programme (UNDP). The UNDP in the Philippines helps Filipinos achieve safe and fulfilled lives that contribute to a more resilient nation. It is supporting sustainable and inclusive peacebuilding in Mindanao, especially in the BARMM. One of UNDP’s projects is aimed at preventing violent extremism in the BARMM and similarly related areas. Local governments have received technical assistance from UNDP and information channels for stakeholders such as religious leaders, community leaders, scholars, officers, internally displaced persons, indigenous peoples, and the youth have been developed. In addition, the organization has aided the Normalization Process and Peace Process in Mindanao. This intervention is designed for the verification and decommissioning of former combatants of the Moro Islamic Liberation Front and strengthening security and stability in the area.

In other areas in Mindanao, UNDP’s Project Climate Twin Phoenix assessed the disaster vulnerabilities of the affected areas of Regions 10 and 11 in Mindanao to geological, meteorological and meteorologically-induced hazards due to climate change. The results will provide the basis for priority mitigation actions like community-based and -managed early warning systems and integrated contingency planning and mobilization. The project provided funding and technical support for information, education, and communication programs to raise public awareness on climate change and its effects as well as to improve

the competencies of local government units charged with mainstreaming climate/disaster risk management into local land use and growth planning and regulatory processes. The project also facilitated the creation of climate resilient livelihoods and risk sharing/transfer models to help vulnerable communities become more resilient.

United Nations Population Fund (UNFPA). UNFPA is the United Nations sexual and reproductive health agency. Their mission is to deliver a world where every pregnancy is wanted, every childbirth is safe and every young person's potential is fulfilled. UNFPA has launched its new five-year 8th Country Programme 2019-2023 in the Philippines. The Philippines' mid- and long-term development goals, as outlined in the Philippine Development Plan 2017-2022 and Ambisyon Natin 2040, are closely associated with the global Agenda 2030, which includes the SDGs.

UNFPA, by building on learnings and technical expertise of Indonesia through South-South Cooperation, improved health indicators in Mindanao which are now adequately defined and established. Furthermore, it contributed to the UN's Peace Pillar especially in Mindanao with support to youth, as well as to the Planet and Prosperity pillar through its work with the private sector and on disaster risk reduction and mitigation, mainly through mobilizing additional financial resources. At the same time, as the Philippines is going through a historic transition in the BARMM, UNFPA concentrates its sub-national support in the most disadvantaged areas of Mindanao to address the development, humanitarian, and peace-building nexus.

United Nations High Commissioner for Refugees (UNHCR). The UNHCR is mandated by the General Assembly of the United Nations to lead and coordinate international action for the worldwide protection of refugees and the resolution of refugee problems. UNHCR's activities aim to help and strengthen national processes and responses to the needs of, and for the security of, internally displaced persons in Mindanao as part of the Humanitarian Country Team in the Philippines' Protection Strategy in Mindanao. UNHCR co-leads the Protection Working Group with the Ministry of Social Services in the BARMM. It also convenes and facilitates the Protection Forum based in Iligan City, which aims to uphold the rights of the vulnerable population affected by the Marawi conflict and ensure that persons affected by the conflict have access to safe and dignified services which mitigate and respond to rights violations.

United Nations Children's Fund (UNICEF). UNICEF promotes the rights and well-being of every child, everywhere it is working with the Government of the Philippines at National and Subnational level, the Regional Government of BARMM, and with a wide range of development and advocacy partners, and civil society organisations.

United Nations Gender Equality and the Empowerment of Women (UN Women). UN Women is dedicated to gender equality and the empowerment of women. As a global champion for women and girls, UN Women was established to accelerate progress on meeting their needs globally. UN Women in the Philippines is dedicated to helping societies become more inclusive and peaceful. UN Women is assisting decision-makers and Bangsamoro women in delivering gender-responsive governance as part of its continuing support for the BARMM peace process. It also backs gender-sensitive transitional justice initiatives to redress historical injustices, valid grievances, and human rights abuses such as sexual and gender-based abuse, as well as disappearances and dispossession.

World Food Programme (WFP). The WFP is the world's largest humanitarian agency fighting hunger worldwide by delivering food assistance in emergencies and working with communities to improve nutrition and build resilience. WFP operations in the Philippines resolve the crisis-affected people's food

and nutritional needs. Currently, the organization operates throughout the BARMM through a variety of programs, including capacity building in the areas of food protection, education, and school feeding; food assistance for assets and cash-based transfers; and running a homegrown school feeding program and behavioural change activities in the region. WFP's Country Office is based in Manila with a workforce of around thirty-five staff. It has a strong field presence with thirty (30) personnel in its Mindanao sub-offices in Cotabato City and Iligan City. WFP also has two warehouses strategically located in Mabalacat, Pampanga and Polloc Port in Maguindanao to support its operations in the country.

4.3.10 World Bank (WB)

The World Bank has made a substantial contribution to the Philippines' development, including Mindanao. It has provided financial and technical assistance to Mindanao. The World Bank (WB) has been providing social protection to poor families through the conditional cash transfer programme **called Pantawid Pamilyang Pilipino Program or 4Ps**. The World Bank (2019) reported that from a meager budget of PHP 4 million (USD 78,000) in 2007, the program grew to PHP 89.4 billion (USD 1.7 billion) in 2018 to cover 4.2 million households. This WB-funded program is the government's largest programme in Mindanao, reaching 1.43 million household beneficiaries, including more than 370,000 in BARMM in 2018.

From 2005 to 2015, the World Bank has also implemented the multi-donor **Mindanao Trust Fund and Community Driven Development**, with a grant amount of around USD 20 million, as an approach to fostering peace and development in conflict-affected areas. The programme was integrated with its partners in Mindanao to empower communities. WB-funded small-scale community-managed investments supported under the programme's approach help rebuild trust and improve accountability between the local state and conflict-affected communities. This approach is embodied in the ARMM Social Fund of the ARMM Government, the Mindanao Trust Fund being implemented by the Bangsamoro Development Agency, the Mindanao Rural Development Project of the Department of Agriculture, and the KALAHI-CIDSS program of the Department of Social Welfare and Development. The Mindanao Trust Fund has helped promote social cohesion for around 633,212 Muslims, Christians, and Indigenous People in Mindanao – 52 percent of whom are women – since 2006. As of early 2017, 321 conflict-affected communities across Mindanao have benefited from 599 community infrastructure, livelihood, and functional literacy projects.

The World Bank and the United Nations have been providing technical assistance to support the peace process and the establishment of the Bangsamoro through the **Facility for Advisory Support for Transition Capacities**. With this programme, WB and the UN provided the necessary assistance to the Moro Islamic Liberation Front (MILF) and then Philippine Government in building capacity to address key issues for the Bangsamoro such as governance, justice, and economic development policy. The World Bank has earmarked a three-year budget of USD 7 million. Since its inception in April 2013, the Facility has provided technical assistance on key issues in the Bangsamoro transition, including governance, economic growth, public administration, justice, combatant transition, and defence, as decided by the GPH and MILF Peace Negotiating Panels and the Bangsamoro Commission on Transition.

The World Bank has helped in infrastructure development through continued financing of the **National Roads Improvement and Management Project**. The project supports improvement of national arterial roads and related bridges; delivery of a comprehensive road maintenance program through long-term performance-based contracts and preventive, routine, and emergency maintenance; and improved organizational effectiveness and integrity of public road management services in the Department of Public Works and Highways.

Through the **Basic Education Public Expenditure and Institutional Review**, the World Bank seeks to support the further improvement of the quality of education in Mindanao, specifically in BARMM. The **Learning, Equity, and Accountability Program Support Project** provides additional support to education in Mindanao. This WB-funded government program has been giving support for the training of Grades 1 to 3 teachers and school principals in reading and math. In Mindanao, this is implemented in Region IX (Zamboanga Peninsula) and Caraga.

Since 1999, WB has also been supporting farmers and fisherfolk in Mindanao through the **Mindanao Rural Development Program**. Under the Philippine Rural Development Project (PRDP), the program has been promoting more inclusive rural development by helping small farmers and fishers to increase their marketable surplus and their access to markets. The initial implementation, 1999-2004, has a USD 39.57 million project cost. In 2014, World Bank Group scaled-up support to an initial increase of USD 508 million. The World Bank Group provided the government with USD 3.2 billion in development funding and another USD 1 billion in business and industry investments through the International Finance Corporation, the World Bank's private sector arm, under its latest four-year strategy.

4.4 International NGOs

There are several international NGOs in Mindanao. The ones highlighted in this section have been operating in Mindanao for a lengthy duration and have committed significant resources on numerous projects that address development inequalities in Mindanao.

CARE Philippines. Founded in 1945, CARE (Cooperative for Assistance and Relief Everywhere) is a leading global humanitarian and international development organization dedicated to defending dignity and eradicating poverty. CARE has been providing emergency relief and development assistance in the Philippines since 1949. Over the years, the organization has developed strong working relations with local communities and local non-government organizations throughout the country. In Mindanao, CARE Philippines has been involved in: (a) Emergency Response – from relief to long-term recovery; (b) Economic development through the development of value chains; (c) Humanitarian Partnership Platform; (d) Integrated Risk Management; and (e) Advocacy on climate change, governance, as well as women empowerment. CARE Philippines for the “Addressing Noncommunicable Diseases in Humanitarian Settings” project has been implemented in Marawi City and Lanao del Sur is one of its noteworthy projects in Mindanao. Likewise, CARE Philippines has been involved in humanitarian efforts during the 2017 earthquake in Surigao City. Another important involvement is CARE's project on addressing gender-based violence after the Marawi siege, in partnership with the Al Mujadilah Development Foundation (AMDF); AMDF is a Marawi-based women's organisation that advocates for women's rights, empowerment, and the prevention of gender-based violence.

Catholic Relief Services employed a new approach to address the challenge of land conflict in central Mindanao. In the project **Applying the 3Bs to Land Conflict in Mindanao**, Catholic Relief Services used a three-step process — binding, bonding, and bridging — to reconcile conflicts related to land access, use, and ownership within and among identity groups.

International Alert Philippines. International Alert began working in the Philippines in 1988 by doing back-channel work for the peace process between the Philippine government and communist rebels. The Philippines country office was established in 2009. International Alert Philippines resolving vertical and

horizontal conflict in Mindanao through research and analysis, advocacy, capacity building, and multi-stakeholder process facilitation. It encourages local governments, businesses, and communities to engage in 'conflict-sensitive economic governance,' with the goal of reducing the risk of violent conflict and the possible negative effects of company operations in communities where they operate. The following are the organisation's focused areas: (a) Monitoring the Bangsamoro conflict; (b) Shadow economies and conflict; (c) Supporting the peace process in the Philippines; and, (d) Ancestral lands.

Plan International implemented the **Marawi Response Project**, to increase opportunities for individuals and communities affected by the 2017 Marawi Siege. Conducting a women and girls leadership program and training Marawi women weavers are some of the activities of the project. The project's activities are aimed at resuming economic livelihoods and business recovery, as well as strengthening the social contract between residents and local governments and increasing social cohesion. The project applies cross-cutting concepts to all project interventions, including expanding leadership opportunities and encouraging disadvantaged communities to participate actively. Project duration is 2018-2021; it has a USD 25 Million project cost funded by USAID.

Save the Children Philippines has been working in the Philippines for over three decades and is dedicated to helping both boys and girls. The organization calls for the protection of rights of children facing discrimination and social exclusion. In 2021, the organization partnered with Smart Communication for children's learning access in conflict-affected Mindanao. The **School-in-a-Bag** is designed to provide access to technology, connectivity, content, and disaster-resilient learning strategies even for schools in remote areas without electricity.

4.5 CSO Networks, Local NGOs and Academic Institutions

Agong Peace Network, Inc. is a formation of more than thirty-two grassroots-based peace organisations and various peace advocates dedicated to the attainment of a culture of peace in Mindanao.

Balay Alternative Legal Advocates for Development in Mindanaw works with marginalized sectors and communities in Mindanao through alternative lawyering and paralegalism, stressing active non-violence as an integral part thereof in the advancement of justice, gender equality, and resource tenure improvement in the context of active people's participation in governance.

Balay Mindanaw Foundation Inc. or Balay Mindanaw is a non-profit organization which works to transform the poorest and most conflict-torn of the country's region into a 'balay' - a true home for its peoples: Christians, Muslims, and Lumads. The **Balay Mindanaw Peace Center** contributes to everyone's task of seeking and building peace. Its Peace Room offers learning resources for peacebuilders. The Center will also be the venue for various short and long-term peace courses. It serves as a venue for the various activities related to the on-going peace processes especially between the Government of the Republic of the Philippines and the Revolutionary Workers' Party-Mindanao. The Peace Center also serves as the main base of operations of Kab-ot Gahum: Resource Center for Empowerment and Development, Balay Alternative Legal Advocates for Development in Mindanaw and Balay Mindanaw Foundation, Inc (BMFI) – three of independent development NGOs that believe in the same vision.

Balay Integrated Rehabilitation Center for Total Human Development is a non-stock, non-profit human rights institution that provides psychosocial intervention to victims of armed conflict and survivors of other forms of disaster particularly on emotional recovery and livelihood assistance through capability building. A psychosocial organisation working in Lanao del Norte and Mindanao as a whole, this NGO

focuses on emotional recovery works, promotion of sustainable livelihood and capacity development of valuable groups to reduce impacts of disaster.

Bangsamoro Development Agency (BDA) was created by virtue of the GRP-MILF Tripoli agreement on Peace of June 22, 2001. As agreed by both parties, the MILF through a Central Committee Resolution on June 2, 2002, created the BDA and asked the officers of the Bangsamoro Development Council, a civil society organization to run it. The BDA derives its authority and legitimacy from the Tripoli Agreement on Peace of June 22, 2001. It is mandated to determine, lead, and manage relief, rehabilitation, and development programs in the conflict-affected areas in Mindanao. For the last eleven years, BDA has grown in terms of structure and programs. There are 183 staff members from the executive director down to the Regional Managers and its personnel. There are also around 4,750 development catalysts that are ready to implement programs through its organized local groups. All these volunteers are spread over conflict-affected areas and are willing to work full time if they are given project responsibilities to fulfill. The common understanding of these groups is to continuously train other people within the conflict-affected areas on values transformation and social preparation towards more functional, and well-organized local groups

Bangsamoro Youth Initiatives for Development is a Bangsamoro Youth platform that allows aspiring young leaders to get involved in social development projects. This program taps into the power of young people to serve as partners in a variety of programs aimed at preserving Mindanao's peace and development gains. This initiative thrives on pursuing initiatives that enable young people to generate ideas for turning obstacles into opportunities for positive change.

Civil Society Organization Forum for Peace is a network organization composed of at least 20 member-partner organisations of non-governmental organizations, people's organizations and other sectoral organisations and individuals based in the Lanao del Norte and Lanao del Sur advocating for peace. It was organised at first into a movement on February 15, 2003, with a nucleus of 10 organizations and individuals after the Middle East crisis started in 2002 and into a full-blown conflict that erupted in 2003. The purpose of the movement is to utilize a pro-active, creative, and participatory way of promoting peace at a network level. The Civil Society Organization Forum for Peace believes that the areas of concern between poverty, as the worst multi-faceted form of violence, and lasting peace, practically cover much of the locus of peace building. Participation by consensus and consultation is the basis for membership to jointly implement peace building initiatives with strong system of collaboration and coordination.

Founded in 2002, the **Consortium of Bangsamoro Civil Society** is a solidarity network of Bangsamoro NGOs, and other civil society organizations committed to a more sustainable advocacy for peace, human rights, good governance, and development. It is a network that engenders cooperation, collaboration, and coordination among Moro civil society organizations in facing the challenges of creating a peaceful and just society.

Established in 2000, the **Kab-ot Gahum: Resource Center for Empowerment & Development** is an NGO doing peace and development work with partner communities and like-minded NGOs in Mindanao and other parts of the country. It is also engaged in consultancy work delivering professional and technical services using community-based capacity building, training and research technologies developed through and in the course of its long years of experience working with partner communities, NGOs and LGUs. The barangay-based development work and continued leadership in the various Mindanao-wide coalitions and campaigns are viewed as rich sources of learnings, insights, and even new appropriate technologies and these are shared through various publications, conferences, and training seminars.

Maranao People Development Center Inc. is a non-stock, non-profit service-oriented institution catering to the needs of the Moro People in their quest for socio economic advancement and to struggle for peace and development. It adopts a people-based, community based, integrated and sustainable development framework that creatively reflects the aspirations of one Moro People. The centre's mandate is focused on the issues and situations of the "deprived" and the "neglected" around the urban and rural communities of Marawi City and Lanao del Sur. It primarily works towards addressing the plight of internally displaced persons as aggravated by the peace, order, and development landscape around Mindanao. While most of its continuing programmes are focused on the promotion of welfare of women and children primarily in the sectors of health, sanitation, education and peace building, a clear manifestation of the participation of the marginalised in development.

The **Mindanao Coalition of Development NGO Networks** is the largest coalition of Mindanao-based NGOs, people's organizations, and cooperatives. The Coalition effectively consolidates and directs support and interventions for poverty reduction and peace and development work in Mindanao.

The **Mindanao Peacebuilding Institute** is an Asian training institute based in Davao and provides a space for people of diverse backgrounds to gather, share and learn in a safe environment where all viewpoints are encouraged and respected. The institute is a resource for peacebuilders and offers field-based courses on Indigenous Peoples' Culture-Based Conflict Resolution Practices and Bottom-Up Transformation of Grassroots Peacebuilding in Mindanao. For the 2019 program, male participants had a slightly higher representation with 52% of the total number of participants, compared to 48% for female participants.

Mindanao Organisation for Social and Economic Progress, Inc. is a non-stock, nonprofit formed by selected individuals with common interest and commitment towards the uplifting of Mindanao people from the clasp of poverty. The main areas of focus are on health, water, sanitation and hygiene, advocacy, and protection of people impacted by violence and natural disasters are the main areas of focus. There is an ongoing partnership with the World Health Organization in the Philippines to organize communities to form a health referral team that will be responsible for case finding, referring sick people to health units, supervising their treatments, and ensuring that communities are educated on specific diseases such as tuberculosis, infant and young childhood diseases, reproductive health issues, and lifestyle issues. The team provides training and health awareness workshops to various organized organisations in the communities they serve.

Saligan is a legal resource NGO based in Quezon City with a branch in Davao City. Saligan has programs for children, on gender equality and people's participation in local governance. The organization has partnered with the International Organization on Migration on issues of women trafficking in Mindanao.

State universities and colleges, as government funded institutions, are also required to comply with GAD requirements. For instance, **Mindanao State University's GAD Center** integrates the GAD in the delivery of extension services in the community. The university's **Institute for Peace and Development in Mindanao** conducts peacebuilding initiatives outside the university, primarily capacity building for women on leadership development and rights-based approach to peacebuilding. **University of the Philippines Mindanao** works on gender in relation to areas of importance to Mindanao such as agricultural value chains, as well as violent extremism. One project, the UP Mindanao Growing and Developing Enterprises, also features the journeys of thriving women entrepreneurs in Davao Region. Among private universities, **Ateneo de Davao University's Al Qalam Institute for Islamic Identities and Dialogue in Southeast Asia**

focuses on understanding Islam, the Muslims and peoples of Mindanao that are culturally linked to other Southeast Asian communities.

Young Advocates of Peace and Development Network is a group of young men and women from Mindanao's marginalized and vulnerable communities. The group was established in 2011 with leadership and technical expertise to increase people's capacity and freedom for sustainable development. It believes that youths have recognized the need to participate in revitalizing their communities and, perhaps, putting an end to the vicious cycles that affect them. It works to intervene in disaster affected communities in Mindanao for sustainable development, which has suffered serious social, political, economic and ecological problems; economic marginalisation and poverty are prevalent in Mindanao.

Founded in 2000, the **Young Moro Professionals Network** is a non-stock, non-profit, non-partisan organization, composed of young Moros, whose primary purpose is to serve the common interests of the Bangsamoro people. The network has been instrumental in empowering young Moros to use nonviolent means to uplift themselves since its inception. It has emphasized the peaceful and humble nature of Islamic practice. The core members have developed and introduced a leadership training curriculum for the next generation of members, based on an Islamic structure. These core members are the lecturers in most engagements, and they readily serve as role models for their audience by advocating for peaceful means.

4.6 Farmer's Organizations / Cooperatives

Agro-Eco Philippines, established in 2004, is farmer-led national network-organization with three hundred five (305) active people's organizations, eighteen (18) partner LGUs, twenty-eight (28) partner NGOs, fourteen (14) partner universities and colleges, and more than one hundred fifty (150) young agriculturists. The organization continues to serve the poor and vulnerable farming communities in the twenty-three (23) provinces and fifteen (15) cities in Mindanao, through partnership with farmers' groups, dioceses, and social action centres, LGUs, national and international development organizations. In order to support local initiatives of poor farmers and to support their political and social empowerment, the organization implements a bottom-up approach, farmer-scientist partnerships, farmer-led research and development, farmer-to-farmer mode of transfer, and advocacy for farmer's rights.

The **Foundation for Agrarian Reform Cooperatives in Mindanao** is a grassroots not-for-profit organization engaged in organizing and providing support services to farmers' cooperatives. It envisions to build resilient communities through sustainable agri-based enterprise and cooperative effort. Since 1995, the organization has served over 6,000 farmers in more than twenty cooperatives and associations of agrarian reform beneficiaries, small-scale farmers, and indigenous peoples. They own more than 10,000 hectares of land in Mindanao where they produce various fresh or processed agricultural products for the local and global markets.

The **Philippine Family Farmers' Agriculture Fishery Forestry Cooperatives Federation** is a national federation of agri-fishery-forestry cooperatives whose members are small-scale family farmers. These cooperatives are engaged in various agro-industrial commodities. The Federation assists these cooperatives in capacity building in governance and enterprise development, access to finance, farm inputs, agricultural machinery, technology, and markets including partnerships with government and agribusiness companies.

4.7 Women's Organizations

Al Mujadilah Development Foundation, Inc. has taken the challenge of achieving in these contemporary times what was achieved several centuries ago by the "woman who seeketh" Allah's acceptance of her prayer for the condemnation and eradication of all factors (social, economic, cultural, etc.) that degrade the position and status of women. The foundation's main thrust is on peace building through interfaith dialogue and has participated in the provision of emergency relief assistance to the IDPs in the evacuation centers of Marawi City. This included, among others, the construction of latrines and provision of hygiene kits under the emergency health programme. The relief assistance was later followed by rehabilitation assistance including the construction of core shelters for the IDPs, provision of agricultural inputs and construction of water systems. In recent years, the foundation has broadened its advocacy to include community-based services for participatory governance and peacebuilding, as well as community mobilization and legal literacy as resources. The foundation is also recognized as a gender and women's rights organization because it places a heavy emphasis on gender equality and women's leadership in all of its programs and activities. The once lean organization with very few volunteers has grown into quite big organization thus requiring a well-developed, efficient and effective organization structure, management, operations and internal systems

In 2001, the **Mindanao Commission on Women (MCW)** was established by women leaders of Mindanao to act as a vehicle to influence public policy and public opinion about peace and development. It was founded by Muslim, Christian, and indigenous women leaders of Mindanao as a vehicle to influence public policy and public opinion about peace and development. To help in the building of peaceful and prosperous communities for Mindanao families, the MCW chose three inter-linked areas of work: peace and multiculturalism, poverty reduction, and politics and governance.

Mindanao Tri-People Women Resource Center, founded in 2000, works to strengthen the role of Tri-people women as partners for peace and development. The center works to strengthen the role of Tri-people women as partners for peace and development by working in collaboration with Lumad, Moro and 'Majority Settler' women from across Mindanao. The group's mission is to empower the grassroots tri-people women to know and exercise their rights and prevent them from any forms of violence or discrimination.

The **Moro People's Community Organisation for Reform and Empowerment** is a non-profit organization working for community empowerment and peace through education, organization, and mobilization. Its main purpose is to contribute to the resolution of conflict between warring parties: the rebels and the military. It empowers communities to stave off violence. It also responds to conflict between or among the Moro, ethnic tribes, and Christians. The mistrust and conflict among these groups is deeply rooted. Founded in 2011, the organization consists of ten community organizations with around five hundred members. To date, it has provided literacy and numeracy training for around two hundred women, leadership development for almost nine hundred women, youth, and men, as well as capacity building on livelihood and handicrafts for around two hundred women-beneficiaries.

Ranao Women & Children resource Center, Inc. is a non-stock, non-profit private institution based in Iligan City established in April 1991 with the aim to empower women and children in the remote areas of Iligan City and Lanao del Norte through education and facilitation of their needs in order to conduct massive campaigns on issues that affect the lives of women and children in the area. The organization is committed to the development of women and children through creating support networks that enable women and their communities advocate for their own right

Women Empowerment Movement-Rural Improvement Club, Inc. is a community-based women's organization established in 2013. The club is an advocate of the integrated rice-duck farming system and its related enterprises along the value chain and facilitates technical assistance for farmers interested to learn and adopt the technology in their family or group farms.

Founded in 1982, the **Women Studies and Resource Center** is a Davao-based non-stock, non-profit non-governmental institution that aims to empower the tri-people (lumads, Moro, and settlers) women of Mindanao through research, education and training and advocacy work.

4.8 Private Sector

The **Philippine Chamber of Commerce and Industry** has a network of one hundred twenty-three local chambers nationwide. These local chambers provide support in terms of advocacy for policy reforms, business services and networking including advocating for gender equality in the private sector. There are more than 40 local chambers of commerce located in Mindanao organized into several clusters led by a regional governor: BARMM, Western Mindanao, Northern Mindanao, Southwestern Mindanao, Southeastern Mindanao, Eastern Mindanao and Central Mindanao.

Corporate foundations of large agricultural companies based in Mindanao often have programs for communities, including women and children. **Tuason Development Foundation Inc.** has programs on education, environment, and social enterprise development in Regions XI and XIII. The **Alcantara Foundation** also has programs along similar themes in Region XII. **Mahintana Foundation**, a non-profit spun off from the corporate social responsibility of Dole Philippines, has initiatives in the areas of industry and employment creation, environmental protection and forest restoration, education, livelihood support, employee benefits, and health and safety. These three are corporate foundations of agricultural companies.

Social enterprises also bridge the gap between profit generation and community development. **Hineleban Foundation** focuses on the restoration of the environment and sustainable livelihood for the Lumads and the Bangsamoro through Transformational Business Partnerships, with the objective of fostering peace through inclusive development. **Coffee for Peace** is a community of peacebuilders, business owners, and farmers who are practicing and advocating inclusive development principles in the coffee industry and see social entrepreneurship as a business approach to achieve social justice.

5. MAPPING OF KNOWLEDGE AND INFORMATION GAPS

In an ideal setting, appropriate literature and updated data would be available to support field-collected information for this gender analysis. However, looking at the Philippines—especially the context of Mindanao, statistics and related data tend to be insufficient and not entirely updated. For example, population data is largely based on the census, the latest of which was conducted in 2020. With the COVID-19 pandemic, collation and analysis have not been fully done by the Philippine Statistics Authority. Government agency data on education, health, industry, labour, and workforce, as well as their corresponding regional, provincial, city/municipality are not updated and/or inconsistent with information presented by government agencies. Consequently, cross-analysis of these datasets may not be possible as the comparison is based on different years or periods. This may be ascribed to a lack of

quality assurance in terms of government data and the general tendency of government agencies to under-report.

In addition, with gender analysis, critical gaps are very much evident. There are challenges in collecting, analysing, and using reliable, sex-disaggregated data at the national level, especially at the lower governance levels (regional, provincial, city/municipality, district, and barangay)—and more so in some areas in Mindanao. In terms of challenges, missing or incomplete data on women's and girls' outcomes across sectors, inadequate representative data collected at the individual level targeted towards women and girls — across health, education, economic opportunities, political participation, human security, well-being, and other essential areas. Even institutions and actors have inadequate gender-based and gender-related data for programmatic support for women, girls and gender-related interventions in areas like social protection and safety net programs, special COVID-19 relief programs, humanitarian aid, response and rehabilitation, as well as areas women are prioritizing like livelihoods, food, mental health, and gender-based violence.

The aforementioned are at the level of existence of data; however, translating data to useful gender-related actionable information is still insufficient and is being done piecemeal by specific organizations with gender-related programs. Moreover, intersectional aspects of gender, looking at access, class, empowerment, ethnicity and diversity, gender inequality, as well as religion and restrictive gender norms and their intersection with other factors that shape men, women, and children's lives in Mindanao are relatively missing. It is worth highlighting the crucial importance of gaining a deeper grasp of religious norms and other facets of culture that foster women's apparent invisibility and lack of participation in certain aspects of the project. Even at the level of interviews and FGDs a detailed and comprehensive description of how culture, specifically norms affect women, and their interplay to help to promote gender equality and improvement of women's and girl's lives may seem limited.

This does not even venture to discuss data quality and reliability of statistics and information provided by government agencies across governance levels, as well as local government units. Closing data gaps is necessary for countries like the Philippines, especially in areas like Mindanao, as the struggle to even provide simple, fundamental sex-disaggregated information is very much evident. This not only unpacks the various dimensions that influence the capacity to quality gender statistics but also highlights the general need for a comprehensive and holistic approach to further develop the government's capacity and support system to produce and communicate quality gender statistics and information which meet user needs.

6. CONCLUSIONS AND RECOMMENDATIONS

6.1 Conclusions

Mindanao, made up of six administrative regions, is very diverse. Each region has a different profile, especially from a demographic, socio-cultural and socio-economic standpoint. But despite these differences, gender gaps exist in Mindanao across different sectors of society and in the different key indicators of human development. The gender dynamics in Mindanao is affected by deep-rooted socio-cultural norms that dictate the roles and obligations of men and women in society and can hinder agency and self-determination. Many communities in Mindanao experience inequalities through higher poverty incidences, land ownership issues, the lack of access to basic services such as education, health care and social welfare, and disparities in economic opportunities, which further exacerbates existing gender gaps.

From a policy standpoint, it has been assessed that the Philippines has a robust set of policies and legislation that promotes gender equality and women's empowerment. The gender and development budget process, in particular, has been lauded in institutionalizing gender programming in government services. However, many women continue to experience discrimination and violence, signifying that the execution down to the smallest government units, still requires improvement. This may be caused by limited female participation in government, especially at the barangay level. This lack of equitable representation can lead to GAD initiatives being conceptualized for compliance purposes, rather than be truly gender-transformative for communities.

Extreme events such as natural and human-induced disasters threaten to undo any progress made on promoting gender equality in Mindanao. Conflict has a multiplier effect on gender imbalances. Decades of conflict in Mindanao has resulted in a large number of families being displaced. Conflict leads to women taking on additional burdens of keeping families and communities together due to the aforementioned gender stereotypical roles. Women in conflict-affected areas also experience higher incidences of gender-based violence. With COVID-19 restricting mobility and slowing down the delivery of government services as well as civil society programs and interventions, the prevailing gender gaps have worsened. While some communities already include women in the peace-building process, the majority continue to ignore the potential roles of women in rebuilding.

Gender equality and women's empowerment do not exist in silos. These cannot be treated as separate issues but rather integrated into development initiatives. Addressing gender gaps in Mindanao requires tackling various socio-cultural and socio-economic inequalities already present in Mindanawon society, especially in agricultural communities and conflict-affected areas.

6.2 Recommendations

6.2.1 Improve the government's gender data collection and reporting.

Gender statistics capture the different realities in the lives of women and men in Mindanao. Efforts to collect sex-disaggregated data for this report has been challenging due to the lack of reliable and up-to-date data sets. Even the Philippine Statistics Authority, the government central repository for statistics, has not fully institutionalized sex-disaggregation. Navigating the national statistics database yielded mixed results as there is a lack of uniformity in the data. There are some data that do not have any sex disaggregation. There are times when sex-disaggregated data is only available in national statistics but not at the regional level. In some cases, the data was available at the regional offices but not at the national level.

Robust and reliable sex-disaggregated data are critical in the measurement of the differences between women and men on various social and economic dimensions. This kind of data is necessary for contextualizing the gender landscape of Mindanao and the different component regions. Understanding gaps in different human development indicators and designing corresponding truly gender-transformative interventions can only occur if the data is disaggregated by gender, age group, and other demographic characteristics. The absence of sex-disaggregated information on critical developmental issues can undermine policies to support women. Achieving better development outcomes for all requires analysis on the basis of demographic characteristics, including gender.

Improving on sex-disaggregated data requires investments to change procedures, processes, and increase resources on data collection on the ground. Data collection templates and survey questionnaires have to be revised to require collection of more detailed data. There are a number of indicators (e.g. income) collected at the household level; there is a chance the survey will miss important data on women living in male-headed households which is typically the case for the majority of women. Shifting to individual level data collection would capture demographic characteristics of each member, which can then be aggregated at the household level. Capacity-building is also necessary to equip government line agencies as well as local governments in properly carrying out data collection, processing and analysis. Data should also be published already with the disaggregation so that it's readily available. Finally, disaggregated data should be required when justifying proposed plans and programs during government budget calls.

Specific strategies include:

- Developing a centralized repository of available gender disaggregated data. While government statistical databases provide what they call “gender snapshot” it does not into deep detail. Programmes need barangay and household level data at the very least and it would be helpful if data can be retrieved from a central database rather than combing different databases and websites to piece together gender baselines.
- Advocating and building the awareness of statisticians and representatives of line ministries of gender issues through information campaigns and trainings. Many EU countries have good practices on gender data collection and that can be shared with different government stakeholders.
- Capacity-building for EUD programme partners and implementers on collecting gender-disaggregated data and outcomes in monitoring and evaluation plans. These stakeholders can be equipped with additional tools that can help them close gender data gaps in program design, implementation, and monitoring. Examples include the Methodological Experiment on Measuring Asset Ownership (MEXA) from a Gender Perspective, Integrated Surveys on Agriculture (LSMS-ISA) to analyse agricultural gender gaps and constraints for programme beneficiaries, and Crisis Recovery Surveys which gather information from internally displaced males and females. The use of these tools should be deliberate and consciously included in programme plans rather than as an afterthought.
- Capacity-building on making the most out of existing data is also needed. Gender data often exist in silos and programme implementers lack the ability to process gender data as a cross-cutting issue. For instance, ethnicity and cultural affiliation can affect girls’ ability to complete their education. Intersectional data around women in politics can help understand the issues of women’s participation in politics in Mindanao.
- Programme implementers need to learn more sophisticated gender data analysis aside from mere reporting of statistics. Systemic data analysis allows programmes to have more useful information that can be used to guide action.
- Citizen generated data can also be helpful in gathering gender data in hard-to-reach locations. Implementing organizations and grassroots NGOs can work with their target communities and equip locals to be owners and sources of data in a mutually beneficial relationship.

6.2.2 Address traditional social norms that result in gender stereotyping.

Religion and kinship power relations permeate family life and gender relations in the everyday life of women in Mindanao. Women attempt to deal with relationships between family, gender relations, and

other predefined roles and responsibilities within specific socio-cultural and institutional contexts. There is a need to develop women's capabilities to creatively negotiate their opportunities and engage in mutually beneficial exchanges within their social worlds to deal with their precarious everyday lives. Creating a conducive environment through policy and community engagement that intends to transform the role and practices of men and women should also be prioritised. EU programmes and similar interventions should venture to foster increased participation of girls and women in education, gaining more control over resources, and expanding their voice in the household and communities which may help in partially changing gender norms. In addition, the government and other organisations can venture into providing gender sensitivity training and gender-fair behaviour modification for men, families, households, and communities to gradually introduce behavioural and practice changes.

Women in these contexts are often economically dependent on their husbands because of their lack of education, opportunities, or restrictions to work. After a conflict, widowed women become the only breadwinners. In order to take on the role of income earners, women must overcome a number of obstacles. Discrimination and restrictions on women's activities must be eradicated through policy advocacy or development of the economic environment to achieve economic empowerment for women and help them transcend gender stereotypes. Enhancement of business and management skills, provision of social support mechanisms, promotion of equal property rights, and education promotion could all help small-scale businesses and gain access to loans. Women's income-generating opportunities are critical not only for developing local economies in conflict or post-conflict settings but also for contributing to long-term economic development and peace.

The agency of women in Mindanao can be promoted by:

- Raising awareness of women's roles in the socioeconomic development of their countries and communities. Value-based community workshops can help marginalized women in rural communities realize their self-worth and their importance in the success of the programme being implemented in their locality.
- Developing women's leadership and organizational capabilities and competencies. Private sector companies and public organizations can provide mentorship opportunities to young girls by matching women role models with students. Skills development programs for young people can also build confidence as they enter the workplace. Leadership academies can prepare women already in the workplace to take on more responsibilities at work.
- Involving men and boys at the local level as partners in the promotion of women's empowerment. He-for-she capacity-building programs can equip men and boys to champion and stand in solidarity with women. By embedding this in programme implementation, men and women participate side-by-side in the different activities.
- Developing and using non-sexist learning materials at school and consumer media to shift social norms. These learning materials should be localized, culture sensitive and highlight the importance of women in their culture. This must be coupled with female representation in school administration and bolstered by classroom management techniques that ensure girls also have opportunities to be class leaders and developing female interest in male stereotyped disciplines like math and science. Programmes for the parents-teachers association can also equip parents with ability to reinforce the teachings at home. Investments in gender-sensitive education can shape identities of young people and help them develop to their full potential.
- Promoting women's participation in local decision-making and service delivery. While GAD is institutionalized in local government units, it is merely considered an item to check off. Equipping

local governments and local citizens with design and system thinking tools can co-creation of public programmes and solutions.

6.2.3 Provide opportunities for the economic empowerment of women in agricultural value chains.

With the average age of the Filipino farmer at 57, agricultural skills should be taught to both boys and girls at a young age to ensure that there is a next generation of farmers. Many communities survive by subsistence farming but that is not enough. Building capacities on improving yields, using the most appropriate farming techniques and basic financial skills for trading can help make agriculture a viable livelihood.

Women have a vital role to play in agricultural communities. Yet, gender disparities are often felt the most in rural areas and agricultural value chains. With Mindanao as the food basket of the Philippines, increasing the participation of women can increase their income, develop a stable rural livelihood, and make the country's food system more secure and more sustainable. Women in agriculture can be supported through capacity-building, improving land governance to be more gender equitable, provision of access to capital, and making technology work for the needs of women. Equipping women with the means to process their harvests into high-value products and bridging their access to markets can also improve economic outcomes. The production of high-value-added agricultural products spurs the formalization of the production process to improve on product quality, which enables the monetization of female labour and improves working conditions for workers.

Women have more control over harvested crops compared to land ownership and can therefore benefit from the higher yields of agroforestry. Regenerative agroforestry can also be a source of wood and water for farming communities and women will use less time and effort in collecting these two resources. This will lessen women's time poverty and allow them to pursue more economically productive activities.

Specific measures include:

- Designing a framework for empowering women in economic opportunities, peace building and lobbying. The right level for empowerment could be at the farmers organisations and cooperatives level which is often the only existing community organization that has the outreach with the rural people.
- Developing a community based agricultural field school that would equip every household with the ability farm. Participants will learn both the latest agricultural techniques and the business side of farming. Provision of funding is used to establish barangay-level model farms, with the field school graduates acting as multipliers by capacitating other families. This can also be used to scale up garden programmes in DepED schools.
- Matching farming communities with restaurants and supermarkets to move products directly from the farm to the consumer. Businesses can specify their exact requirements and communities are able to lock-in commitments on volume and price.
- Providing women with access to game-changing innovations so they can farm and make agriculture work for their strengths and limitations. Ramp up agricultural extension programs to ensure that women farmers know what these technologies are and that they know how to use them. Provide funding to cover capital expenditure to implement these innovations.
- Engaging banks and financial institutions to establish financing facilities to address women entrepreneurs' lack of access to agribusiness finance. The Bangko Sentral ng Pilipinas has recently expanded the type of loans counted as compliance with the mandatory credit allocation for

agriculture and agrarian reform (agri-agra) activities. Loans for activities involved in the agricultural value chain from farming, fishing, as well as other processes involved in converting an agricultural product from raw material to its consumption form will now be counted as agri-agra credit. This means even loans to businesses related to input production, farm and fishery operations and management, equipment and supplies manufacturing, food processing, trading, and retailing will also be qualified as compliance with the Agri-Agra law. A viable business plan is a requirement for bank loan approval. A business plan development program can equip women agri-entrepreneurs with the ability to prepare sound business plans for banks to consider.

6.2.4 Include women in post-conflict reconstruction and peacebuilding.

The data and literature indicate that Mindanao, especially Muslim women, and those who belong to specific ethnic groups, are greatly affected by the conflict among warring groups, as well as the conflict between armed groups and the military. It is essential to formulate a gendered approach in addressing conflict, post-conflict reconstruction, and peacebuilding. This points to the recognition that both women and men are part of a dynamic cultural system that provides meaning and agency and are subject to gender-specific power dynamics that define their roles and relationships within their families, communities, and societies.

There is a need to increase women's participation in the process by helping change policy and the environment through the transformation of the political, economic, and social structures that perpetuated injustice and deprivation. Women's experiences, skills, and capacities are overlooked in reconstruction initiatives, which fail to address gender-based disparities. Engaging in gender-focused efforts would enable the restoration of gender identity that had been harmed by the conflict. Gender role awareness must be raised at both the development practitioner, local, and community levels to highlight the huge potential of women's involvement in post-conflict activities. This identification could help increase the success of post-conflict reconstruction development efforts.

Women can be engaged in different settings in terms of post conflict reconstruction and peacebuilding. The establishment of peace is approached from the ground up: women's traditional socio-cultural position has an impact on the community and family. Women's roles as mothers, wives, sisters, and daughters contribute to the re-building of social networks, the revitalization of local economies, the dissemination of the nation's cultural legacy, and the promotion of family values. They advocate for the reintegration of ex-combatants and refugees into society. The ability of women to persuade their husbands or male relatives to seek more peaceful conflict resolution should not be underestimated. As a result, women cannot be kept out of the formal peace process. Other roles can also be considered as women can help in terms of bottom-up peacebuilding, civil society organization and non-government organization participation, facilitating the establishment of linkages and strategic partnerships at the provincial, city/municipality, and local levels, post-conflict reconstruction through livelihoods, and transitional justice.

- Broaden the participation in the peace process by making it open to civil society organizations rather than just the government and militant groups. Form groups that tackle different thematic areas that converge with peace and development.
- Training women to become mediators in their communities to ensure that conflict negotiations and the peace process consider women's perspectives. Gender balanced peace negotiations require any resolutions or agreements to include women's needs.

6.2.5 Increase women's political participation starting from the barangay level.

Political participation of women is perhaps the greatest weakness to closing the gender gap in the Philippines. In the non-Christian context of Mindanao, indigenous women and Muslim women are still marginalized in terms of political participation, especially in wielding power and positions. Greater political participation for women is crucial. Initially, enabling women to have leadership positions in the project and their respective communities can be good starting point for women to have a voice and a place in the decision table. Women should not just be considered as placeholders for men reaching their term limits but active participants and influencers in decision-making. By broadening the opportunities for women to participate in governance and policymaking, the perspectives of women will be included alongside that of their male counterparts. This requires using positive aspects of culture and engaging powerholders to promote women in government.

For example, in the case of BARMM, a pressing issue for women is to ensure that in the new political structure, the rights guaranteed to them by the provisional constitution are protected. In addition, systematic and representative inclusion of women in the Parliament and the Ministries should be ensured. This platform should enable them to promote meaningful change rather than serve as mere token representations and participation. Incumbent female leaders should also be supported by providing resources for them to implement and scale their programs. Women leaders should be provided with leadership training, capacity building activities in politics, policy, and advocacy, as well as mentoring and similar competency development support interventions. Providing women leaders with linkages and networks for them to connect with fellow women leaders and male champions will be crucial as well.

Specific interventions include:

- Programme implementers recruiting participants and beneficiaries that are not currently active in community groups. This perspective allows implementers to understand how to better engage with those who may not yet be active citizens.
- Providing capacity-building programs on gender-responsive governance to empower women community leaders to form women coalitions.
- Academy for developing women leaders in the Bangsamoro government so there would always be well-qualified women in the pipeline for the mandatory sectoral seats in the Bangsamoro Parliament and cabinet for women.
- Sharing of best practices in women's political participation with other Islamic countries.

6.2.6 Further capacitate and enable gender mainstreaming across all governance levels.

Even with existing national laws that aim to protect and promote women's rights, the policy environment is still not conducive to the inclusion and meaningful participation of women, especially those in Mindanao. Gender dimension of policies is expected because the policy environment reflects commitments to gender equity and priority of socio-political elements that challenge the status quo and women's rights. There is a need to enable the government - through lobbying, information dissemination and advocacy, development of capacity of leaders and primary actors, as well as formulation of incentives - across governance levels and other institutions to further support implementation of Philippine gender laws and policies and support gender mainstreaming. For partner institutions of the EU, it is important to consider how to further engage them in integrating gender-responsive laws. Doing so will prompt them to have a contextual interpretation and appreciation of policies and gender mainstreaming which, in turn,

may result in an improved gender-responsive organizational culture and climate that enables partners to embed and apply these in programme implementation.

For example, the Bangsamoro Women Commission, should be encouraged to consult different women's groups and other stakeholders on how it can be more responsive to women's needs. The Commission can start solidifying a legislative and legal framework that would emphasise women's rights in different facets of personal and institutional settings (i.e., personal well-being, education, health, family and household, political economy, and socio-cultural contexts). They can also venture towards the identification of key discriminatory legal provisions and other factors that hamper gender equality and highlight good practices and actions taken by governments, business, and civil society to overcome – or work around – existing legislative barriers to advance women's empowerment in Muslim Mindanao. They can also ensure that the parliament would pass egalitarian legislations and foster a gender equal or gender fair legislative agenda. Legislation and the legislative agenda can be designed to: (a) recognize the different roles and responsibilities of men and women, which provide them with different but complementary perspectives, needs, interests, roles, and responsibilities; (b) respond to women's specific needs, interests, vulnerabilities, and capacities; and (c) identify and address barriers that prevent women from realizing their full potential.

6.2.7 Develop a multi-sectoral approach to gender equality interventions.

Gender interventions and reforms cannot exist in silos. Culture, conflict and peace, and socio-economic dimensions all have corresponding effects on gender imbalances. The road to gender equality requires addressing inequalities across multiple streams and this cannot be accomplished by a single person or organization. There is a need to work with partners and organizations to holistically tackle systemic causes of gender inequality. In this case, different sectors and stakeholder segments should be consulted, mobilized, and engaged to develop gender equality interventions. The government (national, regional, provincial, local and barangay), with the support of development partners like NGOs and CSOs, the private sector and the academe, should foster to introduce gender equality changes in different settings into a more inclusive and just society, with the goal of reorganizing existing power relations to secure the rights of all citizens, independent of ethnicity or ethnic group affiliation, religion, gender, region, age, or class, especially in the context of conflicts and crises. In addition, excluded and vulnerable groups should also be tapped for this purpose and to ensure inclusiveness.

ANNEX A
ADDITIONAL CONTEXTUAL ANALYSIS FOR PD-BARMM AND SUBATRA:
Analysis of the role of women and men in the legal, political, economic, social, and civil protection
context in BARMM

This section contains an analysis of the role of women and men in the legal, political, economic, social, and civil protection context in BARMM. It discusses the role of men and women in the executive, legislative and judicial branches. The analysis also focuses on the civil society sector, particularly women, indigenous people, youth and other vulnerable groups, and in Moro Islamic Liberation Front (MILF) camps.

Respondents of the KIIs include representatives from international non-governmental organizations, specifically the Swiss Foundation for Mine Action (FSD), Spanish Red Cross, and Non-Violent Peace Force, and their partner implementers. These are international non-government organizations that are part of health and protection sectors that are involved in capacity building programs to improve security, health, livelihood, and social cohesion and to support the implementation of Comprehensive Agreement on the Bangsamoro between the Philippine Government and the Moro Islamic Liberation Front, particularly the security and socio-economic components on the Annex on Normalization. The FSD is focused primarily on risk education and non-technical survey related to mines such as unexploded ordnance or improvised explosive device while the Spanish Red Cross and Non-Violent Peace Force organizations are engaged in disaster risk reduction and management, early warning and early response, civilian protection, grassroots monitoring of basic human rights, emergency relief, livelihood, including gender sensitivity training, among others. Focus groups discussions with program beneficiaries and target beneficiaries were also conducted.

A.1 Women and Men in the Legal Context in BARMM

The enactment of the Magna Carta of Women (RA 9710) has been regarded as a significant milestone in the empowerment of Filipino women in the Philippines as it provides and entrenches women's rights particularly among those who are marginalized, underserved, and discriminated against. In the BARMM, which is a new political entity, the Bangsamoro Organic Law (BOL) ensures the access of women to opportunities and benefits. Specifically, the BOL provides women participation in the political process by assuring the inclusion of women's agenda and women involvement in the electoral nominating process of the political parties. The said law also articulates that the BARMM Parliament would be composed of 80 members and that ten percent of this is for reserved seats and sectoral representatives for women, among others while committing transparency through performance reporting of various efforts covering intergovernmental matters, part of which is the inclusion of women. As per the BOL, there shall be at least one female member in the Bangsamoro Cabinet.

There have also been various efforts to advance the situation of women in the BARMM, which includes the creation of the Bangsamoro Women Commission that specifically looks into the concerns of women in the region. The BOL ensures an allocation of at least five per cent of the budget for programmes on gender and development to address the rights of women in combating climate change, and for women's distinctive needs to be considered in rehabilitation and development programmes especially for those who are internally displaced.

A.2 Women and Men in the Political Context in BARMM

Periodic and fiercely contested local elections often turn violent in the Moro areas in Mindanao. Political conditions in their communities are often “bloody” while there is a prevalence of vote-buying and flying and dead voters. Cases of clan feuding that lead to political killings of rival candidates are common as clan feud becomes a consequence of political rivalries, and the innocent people end up as collateral to these feuds.

The Bangsamoro peace process is known for the meaningful participation of women both in the formal peace process and through organized actions led by women’s groups. In the formal peace process, the MILF negotiating team, while historically were all men, took women in to be part of their delegation in the peace talks as well as in many of their peace initiatives to build public support for the peace agreement. At the grassroots level, the women’s civil society groups in the BARMM, guided by the National Action Plan for Women, Peace, and Security, were able to engage politically as they organized around peace issues providing recommendations to the Track One process.

Hailed for its strong provisions on upholding women’s rights and for women’s political, social, and economic participation in decision-making processes, the BOL stipulates that the Bangsamoro Government should set aside a budget for gender and development programs and recognize the need to uphold women’s rights. In 2020, the BARMM has adopted the Regional Action Plan on Women, Peace, and Security (RAP-WPS) which was a significant step towards fulfilling the provisions in the BOL that commit to pursuing gender-responsiveness and gender equality. Given the rich diversity of CSOs led by women in the BARMM, the RAP-WPS offers the civic space for an enriching engagement with the BARMM Government on the issues affecting the Bangsamoro women and the prospects for strengthening their participation in the social, economic, and political processes under the new government.

In terms of political positions, Table A.1 indicates the numbers of women holding the highest position from Municipalities to the Provinces.

Table A.1 Women in elected positions in BARMM

Political Structure	Total Number	No. of Women Elected LCEs	No. of Men Elected LCEs	Percentage of Women Political Leaders
Province	5	1	4	20%
Cities	3	2	1	66.7%
Municipalities	116	24 5/36 (Maguindanao) 10/39 (LDS) 3/11 (Basilan) 2/19 (Sulu) 4/11 (Tawi-Tawi)	92	20.6%

A.2.1 Women and Men in the Executive Branches

At present, most of the Bangsamoro Cabinet and other offices in the executive branch are composed of men with only a few women occupying cabinet positions. Though minimal in number, the presence of women Ministers signifies hope that women's concerns are raised and provided with appropriate attention.

Specifically, there are only 2 women ministers out of the 15 ministries of the BARMM. These are:

1. Atty. Raissa Jajurie, Minister of the Ministry of Social Welfare and Development and Member of the Parliament
2. Engr. Aida Silongan, Minister of the Ministry of Science and Technology and Member of the Parliament

Another senior woman leader in the BARMM is Bainon Karon, Chairperson of the Bangsamoro Women Commission (BWC), also a Member of Parliament. In the Office of Chief Minister (OCM), there is only one woman among the top level of management, that being Attorney General, Atty. Sha Elijah B. Dumama-Alba. However, 10 of 18 positions in the OCM are women in senior management positions. It is notable that all critical management positions (known as 'OCM proper') are filled by women. These include:

- Administrative Management Services
- Financial Management Services
- Internal Audit Office
- Procurement Office

A.2.2 Women and Men in the Legislative Branches

There are still a limited number of women in the BARMM Parliament. At present, there are 13 women in the Bangsamoro parliament out of 80 parliamentarians (16%), which is a good starting point to harness women's strength inside the BARMM Parliament. This is still below the recommended 30 percent representation of women for meaningful influence, and well below gender parity. In October 2020, a Women's Caucus Bill was already filed to increase women's impact in political decisions and promote a gender-sensitivity in policy and legislative agenda.

A.2.3 Women and Men in the Judiciary

Based on the BOL, the Bangsamoro justice system is tailored to the unique cultural and historical heritage of the Bangsamoro. Thus, the dispensation of justice is primarily in accordance with the Constitution, Shari'ah, and other traditional laws. Shari'ah courts, which form part of the Philippine judicial system, remain under the supervision of the Supreme Court. The Bangsamoro Parliament is tasked to enact laws relating to Shari'ah that covers personal, property, and family relations, including laws pertaining to commercial and civil action not covered by the Code of Muslim Personal Laws of the Philippines as well as criminal jurisdiction over minors under certain conditions.

In many discussions, the job of enforcing the law and justice is often seen by many Bangsamoro women as only for the men. Hence, women lawyers and judges in the formal Bangsamoro justice system are still

minimal. Women who are Muslim traditional leaders that can serve as mediators are also often left behind or ignored by their male counterparts.

Women play an important role in settling Rido or clan feuds. Women in BARMM bring considerable capacity to the work of grassroots conflict resolution. Study of Dr. Ruffa Guiam suggests that women's experiences mediating not only small-scale family disputes, but major clan conflicts and troubled relationships between communities and armed groups, point to their underutilized potential as a force for change in Mindanao. Greater recognition of women's capacities is warranted, as is support for the enhancement of their skills. Increased opportunities to link women's success at grassroots-level conflict resolution with regional and national-level peace-building processes may not only empower women but lead to more inclusive and sustainable resolutions.

Nevertheless, there should be further research done to document cases where women have become instrumental in settling Rido.

A.3 Women and Men in the Economic Context in BARMM

Economic conditions in BARMM particularly in conflict-affected communities are poor. In particular, the BARMM often ranks lowest in the Human Development Index. Opportunities for livelihood and other sources of income are not available, if not rare. While there are noted economic deprivations in livelihood, there are enterprises and cooperatives that become the source of livelihood for community members. Recurring armed conflict between armed groups and government forces results in frequent internal displacement and has also made it difficult for trade and businesses to resume and restore economic activities.

Women and men provide varying degrees of participation to the economic development processes in the region. Decades of instability contribute to the loss of employment and livelihood in the BARMM. Natural disasters have also repeatedly displaced many communities leaving many families derailing the sustainability of livelihood while keeping those who are in temporary evacuation shelters in acute poverty. Facing volatile peace and security conditions, the regional economy remains fragile post political transition in 2022 with its high dependence on public spending and agriculture given that around 58.9 percent of the Gross Regional Domestic Product is generated by agriculture (UNDP, 2021). On one hand, majority of men in rural communities are into farming or fishing activities while those who live in nearby urban areas are usually engaged as tricycle drivers, barbers, mechanics, or welders, as some of them underwent skills-related training provided by the government. On the other hand, women, aside from being homemakers, are engaged in livelihood activities that require specific skills such as weaving, baking and pastry production, and tailoring or dressmaking. To generate additional income and support the family, women usually assist their spouses by engaging in trade and marketing, agriculture or vegetable production and rural enterprises. During periods of armed conflict, the traditional notion of gender roles is disrupted, reinforcing gender disparity as economic deprivation creates pressures on women for providing for the household since the mobility of men who are the principal breadwinners becomes constrained due to threats to their security. While women, whose economic role is often perceived to be secondary, may have expressed satisfaction at their capacities to perform a dual role in the absence of male support to generate income for the households, they are also emotionally exhausted from performing additional tasks as they cope with new forms of risk, vulnerability, and fear.

Struggling with economic problems such as the sudden surge in the price of basic commodities, the absence of livelihood opportunities, and the scarcity of income-generating activities, there has been a growing number of unemployed men and women in the households since 2008. At that time, the labour force participation rate (LFPR) was highest in Northern Mindanao at 69.5 percent, while lowest in Autonomous Region in Muslim Mindanao (ARMM) at 57.1 percent. Based on the report of Philippine Statistics Authority in 2020, the BARMM further decrease or has a lower labour force participation rate at 55.64 percent than the national estimate, with an unemployment rate of 29.78%. This is exacerbated by the COVID-19 pandemic and the ensuing policies and the response measures that are undertaken such as increased military presence, rigid travel restrictions, and border lockdowns resulting in trade and business-related closures due to quarantines and shutdowns hampering a broad range of normal economic and social activities.

Poverty resulting in economic deprivation or financial hardship has also constrained women to actively participate in community-related activities including training conducted by INGOs. In the interview, one respondent stated: *“The challenge is that women, especially those with a lot of children, do not know that they can participate in things like this. Their kids are still small so they cannot leave them. Most of them do not have a sustainable livelihood. So even if they want to help, they can’t do anything because their resources are rather limited.”*

Referencing the capacity of women to earn a higher income than men as an ongoing trend, a female respondent from the business industry stated that “in terms of culture, in our belief as Muslim-Tausug, men should dominate and make the decisions although this doesn’t have to be the case. The culture itself limits us women but women [when empowered] can go the extra mile to contribute in uplifting our status in the society.” Gender egalitarianism, which is the beliefs about whether members’ biological sex should determine the roles that they play in their homes, business organizations, and communities is also constricted such that the emergence of women leaders is challenged by cultural norms. The same respondent conveyed that “there are still families [in Moro society] who believe that men are superior when compared to women [as a leader] because they think that this is embedded in Islamic culture. A belief that a woman can never be a president/head of state still exists...[because] men are better leaders.”

Similarly, almost all respondents in the FGDs stated that the COVID-19 pandemic and the ensuing policies taken in response and the economic and social consequences that follow these measures such as increased military presence, travel restrictions, border lockdowns, and trade and business-related closures and shutdowns have worsened their situation by hampering a broad range of normal economic and social activities.

A.4 Women and Men in the Social and Civil Protection Context in BARMM

The creation of the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM) provides hopes for sustained peace and development although it poses various uncertainties. In the focus group discussions (FGDs), results showed that social disintegration, patronage politics, extreme poverty, and insecurity caused by prolonged internal displacement and trauma brought about by intermittent armed conflict are some of the challenges that BARMM continues to face. Marred by social problems, conflict-affected communities in the BARMM have been suffering from endemic clan feuding (rido), occasional flashpoints caused by animosity between ethnic groups (for example, Yakan vs. Sama), land dispute that can morph into large-scale violence, illicit drug trade and drug use, as well as serious crimes as in theft, robberies, and killings. Decades of instability contribute to the loss of employment and livelihood have engendered other social issues such as teenage marriages and teenage pregnancies, women or young girls leaving for

overseas work to support their family, and gender-based violence. Political problems that are associated with election-related rivalries often resulted in a cycle of revenge killings among clans or families.

The BARMM's conflict landscape is aggravated by poor governance. While a decentralization law guarantees and promotes the autonomy of the local government units (LGUs) specifically outlines several services that LGUs should deliver to their constituents, many in the BARMM have remained an ineffective provider of basic resources and services to their respective communities. Despite this apparent failure in public service, citizens often find it difficult to hold the LGUs accountable for not delivering results, which makes the abuse of authority dominate most of the decision-making process in the government. Because of protracted armed conflict, BARMM hosts the highest number of internally displaced persons, many of whom have yet to return from their place of origin.

Apart from governance problems, *rido* or clan feuding is the most common source of insecurity in Moro communities. The tendency for clans or family feuds to erupt into violent confrontation is aggravated by the availability of loose firearms in many Moro communities. Men in the families often become the subjects or targets for revenge killings. Conflicts within their communities such as *rido* are usually settled within their families. Men, usually the elders, who are associated with rival families serve as mediators. Informed by cultural norms, women are still largely perceived in passive terms and are often used as grounds for clan conflict in cases of adultery, elopement, or sexual harassment while men are generally associated with bravery and are generally viewed and allowed to have justified use of violence if only to protect the life and preserve the family honor in cases of clan conflict.

During an interview, a representative from the Non-Violent Peace Force raised those discussions on gender remain a sensitive topic especially when it touched on Islamic belief:

Some certain rules and laws can appear to have some contradiction with the Islamic point-of-view. For example, we once had an orientation on gender. There was a statement issued about the appropriate age for marriage. It gets contradictory especially when there are Islamic scholars in the audience.....The good thing is that before we conducted that orientation, we first consulted the Mufti because we do not have the authority to conduct lectures on Islamic belief since we are not Islamic scholars. We were able to back our statements from the UN with Islamic verses from the Qur'an and we can also reference what the Mufti said. The discussion on gender is such a sensitive topic especially when it touches on Islamic belief.

Taking off from this narrative, women in Muslim societies and communities face gender-based inequalities associated with the so-called "patriarchal gender system." And yet, this is also observed in non-Muslim communities all over Mindanao and the Philippines. The system, regardless of religion, features kin-based extended families, male domination, early marriage (and consequent high fertility), restrictive codes of female behavior, the linkage of family honor with female virtue, and occasionally, polygamous family structure. In Muslim areas, veiling and sex-segregation form part of the gender system.

While there is heavy militarization especially in temporary shelters, men's mobility has been significantly affected as they are either suspected as members of armed groups or spies or assets for the government forces. This has forcibly enabled men to stay at home, which makes women to be confronted with additional responsibility to provide for the household. During *rido*, men are especially vulnerable as the primary targets for revenge, and it is common for them to respond by drastically limiting their social movements to avoid attacks. Women are far less frequently targeted for *rido* killings, which means that they often must go out to undertake the activities traditionally performed by men. Women are often

required to take on new livelihood or leadership responsibilities outside of the home. Common tasks include tending fields and livestock, bringing goods to market, escorting children to school, searching out wage labour, or working to help identify and resolve community concerns. In cases of armed violence between rival combatant groups, women also may take on the roles of emergency medics and rescue agents, risking crossfire or interrogation by armed forces to retrieve the dead and wounded. Since women are seen as less likely to be physical threats, they may also be tasked with negotiating with occupying forces for access to subsistence needs during conflict.

Women in the BARMM suffer from emotional trauma, mental health issues, and psychological distress. This is more pronounced among women in evacuation sites or temporary shelters where existing economic hardships are compounded by the lack of access to basic services such as safe potable drinking water imposing health risks especially for pregnant and lactating women.

Women's agency relating to women's ability to make choices or their capacity to change their situation does not always mean or translate into women's empowerment. The resilience when conflict arises, which is demonstrated by internally displaced women, for example, represents a vital resource for the well-being of the community but this also amplifies their vulnerabilities such that when young women or girls face the risks of becoming overseas workers rather than to remain in the distressing confines of temporary shelters, or when women put their health at risk by feeding their children first rather than herself. This brings attention to the unintended negative effects of programs focusing on women's agency and women's participation, that in the absence of structural reforms and societal changes, well-intentioned programs can also reinforce women's disempowerment.

The ability of women to make decisions or choices especially in areas that are within the ambit of the peace process is also raised. One respondent pointed out that *“when it comes to decision making, the members of the Bangsamoro Islamic Women Auxiliary Brigade still have to consult with Bangsamoro Islamic Armed Fighters even though they are already capacitated...because they have to follow the chain of command. You have to follow proper coordination protocols, or they will not entertain you.”*

On the incidence of violence against women (VAW), Bangsamoro Women Commission notes that there was a decrease in the number of reported VAW from 2016 to 2018 – from 109 in 2016 to 95 in 2017 and then to 67 in 2018. There could be several factors attributed to the decline including the result of the 2017 National Demographic and Health Survey (NDHS) which shows that majority or 41% of women including in ARMM had never sought help or told anyone of the violence. And yet, this may also be attributed to the ARMM Reproductive Health Care Act (RHCA) of 2012 which ‘recognizes and guarantees the universal basic human right to reproductive health by all persons, particularly of parents and legally married couples consistent with their religious convictions, cultural beliefs and the demands of responsible parenthood.’ The 2012 RHCA further prohibits the ‘discrimination against any person on grounds of sex, age, religion, sexual orientation, disabilities, political affiliation and ethnicity.’ It states that the promotion of ‘Natural Family Planning Methods must be fully guaranteed by the regional government, and that the provision of reproductive health care information is the joint responsibility of the Regional Government, LGUs, and the DOH.

In November 2015, a Fatwa on the ‘Model Family in Islam’ was issued by Islamic leaders in Mindanao, which, according to UNFPA, “conveys a loud and clear message that reproductive health is not at odds with Islam. Over time, there has been an increase in the number of local mechanisms that respond to VAWC cases. As of 2019, 87 percent of all cities and 83 percent of all municipalities have established Local Committees on Anti-Trafficking and Violence Against Women and Children (LCAT-VAWCs). At the

provincial level, 70percent of all provinces of the country have already established their Provincial Committee Against Trafficking and Violence Against Women and their Children (PCAT-VAWC). The DOH's Women and Children Protection Program reported that as of 2019 there were a total of 120 women and children protection units operating in 57 provinces and 10 chartered cities in the country.

A.4.1 Issues Affecting Young Boys and Girls

One of the most pressing issues being faced by boys and girls in conflict-affected communities is in acquiring access to formal education that is valuable to transform their futures. Economic hardship such as lack of financial support for education has been cited as the primary cause of the non-attendance of girls and boys to school, which often pushes children into employment, early marriage, or pregnancies. Some young boys who were out-of-school were said to have been implicated in petty crimes or the use or trade of illicit drugs while there are expressed concerns for these young boys to be recruited by violent extremist groups. Young girls were also left to do or assist their parents to do household chores and they are expected to tend to their younger siblings when their parents need to work in the farm or in their small businesses. In several instances too, girls are subjected to early or forced marriage. The 2016 Annual Poverty Indicators Survey (APIS) shows that marriage resulting to early pregnancy was the main reason for not attending school with 59.3 percent.

Respondents also explained that school interruptions due to violent conflict that forced many families to be displaced also serve as barriers to education among girls and boys. In cases where boys and girls were able to return to school, the impact of prolonged displacement and recurring emotional and psychological disturbances have also led to disrupted educational progress, which explains a generation of youth with increased risk for low or limited educational attainment. Because of the COVID-19 pandemic that temporarily restricts face-to-face classroom teaching instructions, families cited their financial struggles to keep up with the necessary technical requirements that are needed for the online/modular learning of their children.

ANNEX B

ADDITIONAL ANALYSIS FOR MINPAD RISE AND BAEP:

Analysis of the role of women in the local agriculture production and agri-business as a means of rural development in BARMM and Northern Mindanao

This section contains an analysis of the role of women in the local agriculture production and agri-business as a means of rural development in BARMM and Northern Mindanao. These areas have been chosen to be the focus of the study as they are the areas covered by the EU-supported programs. The analysis also highlights agriculture in areas of conflict. The sex-disaggregated baseline survey data in this annex aims to provide possible indicators for the implementation of the MinPAD RISE and BAEP Programmes. This will later lead to gender mainstreaming of the programmes with eventual identification of targeted support to women and other special groups to enable them to access project benefits.

B.1 Overview of Local Agricultural Production and Agri-Business in BARMM and Northern Mindanao

According to the Philippine Statistics Authority, the economy of the region declined by 5.2 percent in 2020 which translated to an economic loss of PhP 44.9 billion and was third among the 17 regions in terms of the slowest contraction of the regional economy. Despite the challenges with COVID-19, the region's agriculture sector actually grew by 1.5% between 2019-2020.

B.1.1. Crop Production

The total production of selected major crops in Region X - Northern Mindanao reached 3.377 million metric tons (MT) in the first quarter of 2020, a 0.4% growth from its production volume in the same quarter of 2019. The total production of selected major fruit crops was registered at 872,943 MT, a 0.2% percent decrease from 2019. Production of vegetables and root crops was recorded at 191,856 MT, equivalent to a 0.03% growth from the same quarter of 2019. Also, production of non-food and industrial crops, such as coffee, rubber, sugarcane, and cacao in the region reached 2.312 million MT, an increase of 0.7% from the same period in 2019. Note that among the three crop groups, non-food and industrial crops dominated the production with 68.5 percent share to total production.

The economic performance of BARMM, on the other hand, dropped by 1.9 percent in 2020 and recorded the lowest decline among all regions. The agriculture, forestry, and fishing sector grew by 2.7% and was one of the few sectors that registered growth in 2020. This is significant because much of the BARMM's economy is the most agriculture dependent among the regions.

Table B.1 shows the differences in the crop production between Region X and BARMM. Northern Mindanao is responsible for the majority of the pineapple production in the country and a significant share in other crops such as banana, corn, cattle, sugarcane and coconut. Given that a number of BARMM's provinces are bordered by the sea, it is not surprising that fish is the most significant product of the region followed by coffee and corn for the major crops.

Table B.1 Percentage Distribution of Crop Production of Region X and BARMM to the Philippine Total for 2019

Product	Mindanao	Region X Northern Mindanao	BARMM
Major Crops			
Palay (Rice)	22.3%	4.0%	3.6%
Corn	51.4%	16.5%	14.0%
Coconut	59.5%	12.4%	9.0%
Sugarcane	17.5%	13.2%	0.4%
Pineapple	88.3%	57.6%	-
Banana	84.3%	21.4%	6.5%
Mango	36.4%	7.1%	2.0%
Coffee	83.4%	9.7%	17.8%
Livestock			
Carabao	37.0%	6.9%	5.9%
Cattle	35.2%	14.6%	4.3%
Hog	26.8%	8.8%	0.5%
Goat	36.5%	10.1%	6.6%
Chicken	19.4%	8.8%	0.3%
Fisheries			
Marine	51.1%	3.9%	10.5%
Inland	32.0%	3.0%	15.8%
Aquaculture	44.5%	3.2%	30.2%

Source: Crop Statistics of the Philippines 2020

In terms of value of agricultural production, Region X - Northern Mindanao leads the Mindanao regions. Compared to other regions in Mindanao, Region X is one of the best performers in terms of agricultural crop diversification. It is also the top producer of cattle and the third largest poultry producer in the country.

B.1.2 Agribusiness

The Department of Agriculture is optimistic that the BARMM will become a major food producer for the country in the next half decade. The department has worked with the Ministry of Agriculture, Fisheries, and Agrarian Reform (MAFAR) to formulate a 10-year Agriculture Master plan to help develop BARMM's agriculture and fisheries industries. The region is thought to be rich in these resources but suffers from high levels of poverty incidence, which the 10-year plan hopes to moderate by developing a hundred

thousand hectares of land for planting high value crops. On May 6-7, 2021, MAFAR held its second Bangsamoro Food Security Summit and conducted a series of parallel workshops and laid out the legislative agenda for the agriculture sector. The end goal is to craft the BARMM's strategic action plans in addressing emerging challenges and prospects for the agriculture and fisheries industries.

Table B.2 shows the number of registered agri-based enterprises in Region X and BARMM. Region X shows significantly more entrepreneurial activity compared to BARMM. Its strategic location in Northern Mindanao and rich agricultural resources have made it the preferred site of major agribusiness companies such as Del Monte Philippines, Nestle Philippines, and many other agricultural companies. Given the socio-economic background of BARMM, which was discussed in the first part of this gender analysis, it is not surprising that there is a lower level of agri-entrepreneurial activity in the region. While the BARMM is primarily agricultural in nature, most are agricultural operators rather than agri-business owners. It is also important to note that a number of agricultural businesses that operate in BARMM are registered or headquartered in other regions in Mindanao but have expanded to BARMM. For instance, Unifrutti is based in Davao City but has farms in Maguindanao.

Table B.2 Number of Registered Agri-based Enterprises by Province in Region X and BARMM

Region X - Northern Mindanao		BARMM	
Provinces	No. of Registered Agribusiness Enterprises (2019)	Provinces	No. of Registered Agribusiness Enterprises (2017)
Bukidnon	98	Basilan	8
Camiguin	6	Lanao del Sur	59
Lanao del Norte	25	Maguindanao	5
Misamis Occidental	40	Sulu	5
Misamis Oriental	170	Tawi-Tawi	2
Total	339	Total	79

Source: Philippine Statistics Authority Regional Trends Report for Region X (2020) and BARMM (2019)

The interview with the Cooperative Development Authority (CDA) in Region X also shed light on the low number of registered agri-businesses with the Department of Trade and Industry (DTI). Many agribusinesses legally exist as cooperatives, which are registered with the CDA and not with DTI. The CDA registration is already equivalent to a business permit and gives the cooperatives the ability to do business transactions. Financial institutions recognize the registration with CDA.

B.2. General Challenges in the Agricultural Sector in BARMM and Northern Mindanao

The saying that farmers and fisherfolk are amongst the poorest of the poor in the Philippines continues to apply to these two regions. Despite Northern Mindanao having one of the highest agricultural outputs in the country and a large proportion of the population in BARMM working in the agricultural sector, those who produce food are poor. Inadequate knowledge on advanced farming techniques and the lack of

modern technology have continued to set farmers back and unable to compete with bigger, better organized players and corporate farms. Small-holder farmers continue to earn lesser income, and in a bad harvest season, would even end up at a loss or in debt.

Agriculture is a knowledge-intensive sector requiring farmers to quickly adapt to the changing environment. Global trends such as climate smart agriculture and precision farming are being driven by artificial intelligence and automation and result in higher yields and better-quality produce that sell at higher prices. Sadly, that is far from reality for small-holder and community-based farmers in Northern Mindanao and BARMM. There is insufficient access to agricultural information systems that relay financial, climactic, technical, and entrepreneurial information to local farmers. The lack of access to research and innovation support means that most farmers continue to toil manually on their farms.

Most small-holder farms have limited knowledge on agricultural processing that adds even more value to their agricultural harvest. Combined with the lack of farm-to-market roads in many rural areas, especially those in remote and upland communities, farmers remain as poor farmers for generations, and are unable to transform themselves into becoming agri-entrepreneurs.

The Food Security and Nutrition Roadmap for BARMM was released in October 2020 and the document identifies the key challenges being experienced by the agricultural sector in the region. BARMM has an abundance of arable lands and centuries of traditional farming activities has resulted in a significant number of farming households and communities. However, the growth of farmer communities had been on a decline. An aging pool of farmers means there is a need for a new generation of young farmers to sustain the sector but young people in BARMM look for jobs in sectors other than farming. These youth have seen the toll farming has taken on their parents due to the lack of resources such as capital and safety nets.

BARMM has the highest fishery production yet also the highest poverty rates among its fisherfolk. However, the region's fresh and marine waters are also in an environmental crisis. Climate change, compounded by coastal and habitat degradation and illegal fishing and overfishing, are among the culprits of reduced catch.

B.3 Gender Indicators in Agricultural Value Chains in BARMM and Northern Mindanao

B.3.1 Distribution of Farmers

The Department of Agriculture in Region X provided sex-disaggregated data for the different provinces in Northern Mindanao. Table B.3 shows that there is a significant population of female farmers in Northern Mindanao although they are still outnumbered by their male counterparts. Labour participation in BARMM is generally low among females and very disproportionate to men so even if women farmers make up 40% of female labour, the absolute numbers will still be low. One of the reasons in the disparity of numbers between women and men farmers is because farming requires too much physical strength. A greatest equalizer would be to equip women with the right technology to make farming work for women. The data is also broken down by crop type, with the biggest proportion of farmers planting corn. Unfortunately, there are no gender statistics per crop type.

Table B.3 Distribution of farmers in Region X - Northern Mindanao in 2021

Province	By Sex		By Crop						
	Male	Female	Palay	Corn	Coconut	Banana	Livestock	Poultry	Others
Bukidnon	39,231	32,218	12,356	52,393	3,535	5,696	18,664	14,668	37,178
Camiguin	1,621	648	351	65	886	636	480	615	2,086
Lanao del Norte	19,761	14,009	11,021	15,108	6,432	5,827	12,193	12,679	15,601
Misamis Occidental	9,483	8,650	4,011	9,282	4,501	4,702	8,059	8,493	10,840
Misamis Oriental	11,066	10,090	1,529	7,281	6,300	6,982	7,380	6,799	19,670
Total	81,162	65,615	29,268	84,129	21,654	23,843	46,776	43,254	85,375

Source: Department of Agriculture - Region X

The research team was also able to obtain a list of farmers from the Ministry of Agriculture, Fisheries, and Agrarian Reform (MAFAR) but it was only a list of 41,254 farmer names with no field for sex-disaggregation. This number is only a fraction of the 133,672 farmers in BARMM as provided by MAFAR in a separate file. This indicates that the agriculture database of BARMM is still quite limited with only 30% of farmers having been entered into the system. The data has been summarized in Table B.4.

Table B.4 Distribution of farmers in BARMM 2021

Province	Number of Farmers	By Crop / Product					
		Palay	Corn	Halal	Organic	Livestock	High Value Crops Development
Basilan	125						66
Lanao del Sur	44,697	6,090	88	37	37	55	156
Maguindanao	88,180	32,785	127	76	97	108	347
North Cotabato	-		31	53	333	32	122
Sulu	500						26
Tawi-Tawi	170						52
Total	133,672	38,875	246	166	467	195	769

Source: MAFAR - BARMM

B.3.2 Labour and Employment in Agriculture

Table B.5 shows standardized gender indicators for the agriculture sector, which are reported in the Agricultural Indicators System report. BARMM exhibits the biggest proportion of agricultural workers amongst the different regions at 57.8%. For the female agricultural workers in the country, the highest numbers have been recorded in Northern Mindanao with 250,000. BARMM has the biggest share of 65.4% of the region's total male employment who are working in agriculture, which emphasizes the role of agriculture in the economic development of the region. As compared to 2018, the numbers of male employment in agriculture in 2019 are declining in all regions, except in BARMM. Female agricultural workers in BARMM accounts for the highest share of 39.1% of the region's total female employment in 2019. However, due to the low labour participation of women in BARMM, this means that the number of female farmers will still be low compared to men. Likewise, the numbers of female agricultural workers have dropped, except in a few regions including Northern Mindanao. Northern Mindanao continues to record the most number of children aged 5 to 17 years old who are working in agriculture and the number has increased to 122,000 in 2019.

Table B.5 Gender-based indicators of labor and employment in agriculture in 2019

Indicators	Region X Northern Mindanao	BARMM
Number of employed persons in agriculture ('000 persons)	776	697
Proportion of employed persons in agriculture (%)	34.8	57.8
Number of employed males in agriculture ('000 persons)	526	560
Number of employed males in agriculture ('000 persons)	250	137
Proportion of employed males in agriculture to total male employment (%)	39.6	65.4
Proportion of employed females in agriculture to total female employment (%)	27.8	39.1
Number of working children 5-17 years old in agriculture ('000 persons)	122	21
Proportion of working children 5-17 years old in agriculture to total working children 5-17 years old (%)	56.3	74.6

Source: Philippine Statistics Authority Agricultural Indicators System 2020

According to the Philippine Statistics Authority, by type of farms, workers in rice farms got the highest wage rate while the corn farm laborers received the least. Gender inequality also continues to persist in the Philippines' agriculture sector, with male farm workers receiving higher pay than their female counterparts in 2018. According to the interview with the Cooperative Development Authority in Region X, there is a hiring preference for men in the farms and plantations in the region, which could explain the gender wage gap. Pregnancy and maternity leaves are factors being considered when recruiting women. However, it should also be noted that the rates for the same gender also differs from region to region with Northern Mindanao consistently having the lowest wages for male agricultural workers in the entire

country. Based on Table B.6, both male and female agricultural workers in BARMM earn 10-12% higher wages compared to their counterparts in Region X while men also outearn women in both regions.

Table B.6. Gender-based indicators of wages of agricultural workers in 2018

Indicators	Region X Northern Mindanao	ARMM
Daily nominal wage rate of male agricultural workers (in PHP)	260.77	290.66
Daily nominal wage rate of female agricultural workers (in PHP)	241.27	270.04
Daily real wage rate of male agricultural workers (in PHP)	225.77	251.22
Daily real wage rate of female agricultural workers (in PHP)	208.89	233.40

Source: Philippine Statistics Authority Agricultural Indicators System 2019

Table B.7 details the agrarian reform beneficiaries (ARBs) statistics for BARMM. There is a much lower number of female ARBs compared to men, indicating that land ownership continues to be predominantly male. Agrarian Reform Beneficiaries tend to be in households and men are often the de facto head of the family, which translates to being the de facto name on land titles. The table also show inconsistencies in the data collection because some provinces, such as Sulu and Tawi-Tawi are unable to report sex-disaggregated data. In the case of Region X, their regional socio-economic trend report does not have any sex-disaggregated data at all pertaining to agrarian reform beneficiaries.

Table B.7 Agrarian Reform Beneficiary Statistics in BARMM as of July 2019

Provinces	Number of ARBs Emancipation Patents Issued		Number of ARBs Certificate of Landowners Award Issued	
	Male	Female	Male	Female
Basilan	79	11	6,856	1,138
Lanao del Sur	856	92	27,932	5,877
Maguindanao	4,748	577	2,363	442
Sulu	-	-	2,244	1,264
Tawi-Tawi	-	-	-	-
Total	5,683	680	39,395	8,721

Source: Philippine Statistics Authority Regional Socio-Economic Trends Report for BARMM (2019)

B.4 The Role of Cooperatives in Agriculture, Agri-business, and Rural Development in BARMM and Northern Mindanao

B.4.1 Overview of Cooperatives in BARMM and Northern Mindanao

B.4.1.1 Region X – Northern Mindanao

A cooperative is a social infrastructure in the agriculture sector since government intervention in the Philippines focuses on the redistribution of land. The Philippine Development Plan considers cooperatives to significantly contribute to the country's economic growth through provision of financial inclusion and reduction of poverty. Cooperatives have the ability to mobilize savings and capital which can serve as inputs in the production of goods and services of those within the cooperative that have a more difficult time accessing resources.

Table B.8 is a snapshot of the agriculture sector in Region X as provided by the Department of Agriculture. Compared to BARMM, there are fewer agrarian reform beneficiaries in Region X. And while cooperatives and associations outnumber registered agribusinesses by about five times, only a fraction of registered farmers are members of these cooperatives and associations. This is because a large proportion of farmers in the region are either employed by large corporate farms such as Del Monte and Nestle or have a grower contract with these companies. Hence, they don't form cooperatives.

Table B.8. Snapshot of Agricultural Cooperatives in Region X - Northern Mindanao as of April 2021

Indicator	2021 Numbers
Number of registered farmers	146,777
Average age of farmers	49
Number of registered agrarian reform beneficiaries	2,813
Number of farms, cooperatives, and associations	2,054
Number of farmers who are members of farms, cooperatives, and associations	32,290

Source: Department of Agriculture - Region X

There are differences in the numbers provided by the Cooperative Development Authority (CDA) compared to the Department of Agriculture in Region X because the CDA covers all types of cooperatives and not just agriculture related ones. The reporting format is different. These cooperatives are mostly concentrated in Lanao del Norte and Misamis Oriental, as shown in Table B.9. Amongst the different types of cooperatives, those identified in Table B.10 are the ones that typically have agriculture related activities. There is a trend to register a cooperative as a multi-purpose type so that it can cover several kinds of business activities and not just be limited to agriculture.

Table B.9 Operating Cooperatives in Region X - Northern Mindanao as of December 2020

Province	New	Non-Reporting	Reporting	Total
Bukidnon	13	72	186	271
Camiguin	1	19	16	36
Lanao del Norte	186	81	176	443
Misamis Occidental	7	12	80	99
Misamis Oriental	39	162	340	541
Total	246	346	798	1390

Source: Cooperative Development Authority - Central Office

Note: This table accounts for all types of cooperatives including agricultural

Table B.10 Number of Selected Types of Operating Cooperatives in Region X - Northern Mindanao as of December 2020

Province	Agrarian Reform	Agriculture	Dairy	Fishermen	Multi-purpose	Producer
Bukidnon	27	19	3		154	8
Camiguin					22	4
Lanao del Norte	9	165		3	123	8
Misamis Occidental	5	5			61	2
Misamis Oriental	9	15	3	1	235	36
Total Per Type	50	204	6	4	595	58

Source: Cooperative Development Authority - Central Office

Note: Multi-purpose cooperatives combine two or more different business activities. Producer cooperatives are created by producers and owned & operated by producers, including agricultural producers

B.4.1.1 BARMM

Interestingly, as shown in Table B.11, BARMM has significantly more cooperatives compared to Region X. Producer cooperatives also outnumber the other types. However, cooperatives in Region X tend to be bigger with more membership. Some cooperatives in Northern Mindanao have hundreds or even thousands of members, compared to cooperatives in BARMM, which often have an average of 30-50 members. Cooperatives only need fifteen members at the minimum.

Table B.11 Number of Selected Types of Registered Cooperatives in the BARMM as of April 2021

Province	Agrarian Reform	Agriculture	Dairy	Fishermen	Multi-purpose	Producer
Basilan		21		93	10	58
Lanao del Sur	5	482	1	28	146	1,930
Maguindanao	8	871		91	424	1,355
Sulu		113		177	89	452
Tawi-Tawi				27	43	311
Total Per Type	13	1,487	1	416	712	4,106

Source: Cooperative and Social Enterprise Authority- BARMM

Note: Multi-purpose cooperatives combine two or more different business activities. Producer cooperatives are created by producers and owned & operated by producers, including agricultural producers

A number of cooperatives in the BARMM are nationally recognized and are awardees for being competitive, improved, empowered and self-sustaining. These include the Fish Farm Cooperative in Datu Odin Sinsuat, Maguindanao; Community Fish Landing Center Cooperative in Parang, Maguindanao; Ittihadun-Nisa Foundation-Bangsamoro Women Skills Training Center in Sultan Kudarat, Maguindanao; and the Ar-Rahman Farmers Multi-Purpose Cooperative in Mamasapano, Maguindanao. These can be potential partners in programme implementation.

B.4.2 Gender Mainstreaming in Cooperatives

Like any government agency, the CDA is mandated to allocate 5% of its budget for Gender and Development. The CDA has issued “Guidelines on Mainstreaming GAD in Cooperatives” that seeks to ensure the promotion of gender equality, the institutionalization of GAD policies, programs, and activities in each and every cooperative, and to monitor the progress of GAD programs and activities towards achieving gender equality.

Interestingly, when looking at sex-disaggregated data of the cooperatives in Region X, there are actually more female members than male, as seen in Table B.12. And women are also well-represented amongst officers and employees for the agriculture cluster of cooperatives, which is shown in Table B.13. Some cooperatives also started as rural improvement clubs that were organized by the Department of Agriculture to help homemakers in rural areas, who are predominantly women, earn a livelihood. Some of these clubs are later registered with the CDA as cooperative to attain a legal entity. In an interview with CDA - Region X, the respondents cited a lack of data and insight on gender at the field level. While the region collects sex-disaggregated data on cooperative membership, it often stops there.

Table B.12 Sex-disaggregation of Reporting Cooperative Membership in Region X - Northern Mindanao as of December 2020

Province	Reporting Cooperatives	Total Members	Male	Female
Bukidnon	186	121,297	62,975	58,322
Camiguin	16	21,554	8,402	13,152
Lanao del Norte	176	132,929	40,382	92,547
Misamis Occidental	80	208,959	59,198	149,761
Misamis Oriental	340	623,537	220,782	402,755
Total	798	1,108,276	391,739	716,537

Source: Cooperative Development Authority - Central Office

Note: This table accounts for all types of cooperatives including agricultural

Table B.13. Sex-disaggregation of Agriculture Cluster Cooperatives in Region X - Northern Mindanao as of December 2020

Province	Membership		Officers		Employees	
	Male	Female	Male	Female	Male	Female
Bukidnon	6,582	5,255	423	323	160	84
Camiguin	181	206	37	57	18	32
Lanao del Norte	1,052	1,075	270	207	13	16
Misamis Occidental	374	475	48	54	19	14
Misamis Oriental	2,089	7,272	171	176	30	20
Total	10,278	14,283	949	817	240	166

Source: Cooperative Development Authority - Region X

Note: Includes agriculture, agrarian reform, aquaculture farmers, dairy, and fisherfolk

The opposite trend can be found in BARMM, where men outnumber women in terms of membership numbers, at least for Maguindanao. Maguindanao is the only province in BARMM which has data on the sex-disaggregation of members. Many members of the cooperatives in the region are former combatants of two Moro fronts -- the Moro National Liberation Front and the Moro Islamic Liberation Front -- that

have both inked a comprehensive peace deal with the government. Based on the conversation with one of the coordinators of the Cooperative and Social Enterprise Authority, the equivalent of CDA in BARMM, there are no extended personnel in the other provinces which can collect that level of data. This is echoed in a group discussion with respondents from CDA and the Ministry of Trade Investment and Tourism in Tawi-Tawi who both said that in reality there is really no operational plan that is aligned to a GAD agenda. For them, gender is not a priority because the government focuses on poverty alleviation programs but without considering gender that much.

The interview with CDA Region X revealed that they are still on the sensitization of cooperatives to pursue the advocacy of gender and development. The advocacy started as early as the 1980s but the government sector was not able to adapt immediately compared to the private sector. While CDA provides GAD training for cooperatives, GAD is really not being prioritized by micro and small cooperatives because of the limited time and budget. Not all cooperatives have functioning GAD committees or a GAD focal person for coordination. GAD activities tend to be limited to joining the Women's Month, assigning male and female to the bathrooms and breastfeeding room. Some have partnerships with organizations that cater to the capacity-building needs of women.

According to the respondents nothing has changed that much despite the work on gender mainstreaming. The board of directors of cooperatives tend to be male dominated in Region X. It is easier for men to be elected to positions despite the general assembly, which votes, being predominantly female. Women in leadership positions are often pigeonholed into the treasurer or secretary positions. There is a perceived multiple burden which is why women don't want to assume responsibilities outside since they have a home to manage. Big cooperatives are advocating gender balance in their electoral policies where women are equally represented.

It is often the women who avail of the loan programs offered to cooperative members because women are stereotyped as having the patience to deal with paperwork and other application requirements. However, it is the men who decide how the money is going to be used in farming-related activities.

B.4.3 Challenges for Cooperatives

The interview with CDA Region X revealed some of the challenges for smaller cooperatives. It can be difficult for smaller cooperatives to reach a wider market base. Smaller cooperatives tend to rely on their repeat buyers from their locality to make them sustainable. While the CDA helps in the marketing of the products from smaller cooperatives, this is still a work in progress. And even if the demand for their products grows, it can be difficult for smaller producers to upscale their operations to meet the demand. Bigger cooperatives form a federation and invest in processing equipment that can turn agricultural outputs into high-value products. An example would be the Northern Mindanao Federation of Dairy Cooperatives which obtains raw milk from federation members and processes the milk into cheese, frozen milk bars, yogurt and bottled fresh milk. The Federation has been awarded by the National Dairy Authority as the highest income generating milk processing plant operator in the country. Federations work if there is a high cost of capital needed for equipment and facilities. Farmers can act as suppliers of raw materials without significant additional costs. The federation will also work with farmers and build their capacities to ensure that quality standards are being met.

Finally, it can be more difficult for smaller cooperatives to engage women in their activities because of domestic responsibilities. Cooperatives need more technical skills training with farm equipment and

programs that focus on optimizing the value chain so that producers can add more value and earn more income. This is important for gender equality because women are underrepresented in higher value-added tasks and activities, which limits their ability to capture benefits along the value chain. Providing opportunities for female farmers results in diversified farming systems, value-added production, and commitment to the environment. The interviews with CDA also gleaned that women tend to be marginalized in agricultural cooperatives despite their significant numbers. It has been observed that in farming communities, women are not visible even if they contribute to farming activities. While physically heavy activities are accomplished by men, women and younger people are responsible for maintaining the plants and other prolonged activities in the farm such as weeding. However, it is mostly the men who represent the household in government programs as the de facto head of the family. Husbands are often named in the land title. The activities that are being mechanized are the ones being done by men and not the ones being done by women. However, the CDA sees the greatest potential for women to be involved in processing agriculture products to higher valued products. This is already evident in the processing of corn coffee, coco sugar, and fruit wines.

B.5 Agriculture in Areas of Conflict

The nature of conflict in BARMM, combined with years of limited investment and geographical remoteness, has resulted in a vicious cycle of injustice, conflict and insecurity, poverty, militarization, marginalization and deprivation, and underdevelopment.

A focus group discussion with eight respondents was conducted in Datu Piang, Maguindanao. Respondents shared the effect of conflict on their farming community, which was compounded by the weather. Over the last few months, torrential rains caused the water level to go up, so the community was unable to farm. They also cannot go upland because these are sites that are declared as under the control of the armed groups.

“We have a farm in Datu Hoffer Ampatuan. Our farm there isn’t affected by conflict, so we are able to get support from there for our livelihood. But we can’t really rely on our farm near where the armed conflict is. For instance, we can’t even harvest the coconuts of my mother-in-law since it has been declared that there are armed groups there. We prefer to be safe, so we just stay at home. In terms of humanitarian assistance to civilians affected by conflict, as per our experience, the supplies that we get are not consistent because we are not from the affected areas, which are the priority of the line agencies.”

Armed conflict also affects fisherfolk in the BARMM area as it prevents them from going to their fishponds. However, it is easier for them to adapt since they can use their boat to travel to areas that are not conflict-ridden and are fishy.

Agricultural cooperatives also play a role in peace and development as part of The Regional Task Force to End Local Communist Armed Conflict. Cooperatives are encouraged to help stop insurgency as part of the collaboration effort with the Department of Interior and Local Government (DILG). DILG prepares the list of former combatant beneficiaries and CDA comes in when communities in the capacity development area are ready and have decided to form a cooperative. CDA helps community members organize and assists them in the registration process. Other civil society organizations, which may have started as purely agriculture-focused, realized that there is a nexus between agriculture and conflict. To be able to better cater to communities, they expanded their programs to include peace and development, as with the case of Balay Mindanaw Foundation, Inc. and Coffee for Peace

Box B.1 Balay Mindanaw Foundation, Inc. (BMFI)

The Balay Mindanaw is a group of NGOs that are aligned in terms of values and are collaborative partners on programs related to peace and development. BMFI started as a farmer's group through its "Yuta" program, the Cebuano term for land, which lobbied agrarian reform policies to the government. Since BMFI's programs were often in areas of conflict, it was inevitable that the organization became a venue for opening dialogues between conflicting parties, whether they were state or non-state combatants. Today, BMFI's programs center on socio-economic interventions such as social enterprise programs to transform lives. At the barangay level, BMFI engages in actual community organizing activities and facilitates the forging of community-based and area-focused partnership among the development players through the institutionalization of mechanisms for democratic participation in governance. It also utilizes participatory rural appraisal and barangay development planning using the sustainable integrated area development approach both in the lowlands and the uplands. BMFI has also started a Community-Based Peace-Building Program as its key intervention at the village level. Here, BMFI is committed to strengthening the community peace builders and advocates under the local peace movement called the Lawig Kalinaw.

Box B.2 Coffee for Peace

Coffee for Peace Café is a micro enterprise which was established in 2008 and sells world class quality coffee with a vision of promoting the culture of peace, protecting the environment, and contributing to the social economy of farmers in the region. The idea began when the founders helped to facilitate an informal conflict mediation, with their whole Mindanao-based peacebuilding network, between certain Migrant and Bangsamoro farming communities. The two groups were involved in an armed conflict for the ownership of several rice fields ready for harvest, regardless of who planted the rice or who really owned the land. The leaders of the two parties-in-conflict were invited for a dialogue over coffee. Since then, the two communities have avoided fighting each other. They started inviting other surrounding communities to have coffee together — for peace. The organization also trains indigenous communities on how to become coffee suppliers and to practice good agricultural standards. Farmers are trained to plant, grow, and process the Arabica coffee and civet coffee in accordance with world-class standards. Coffee for Peace then buys their green beans at a fair-traded price. Coffee for Peace is creating a system for the indigenous people to succeed and to help them achieve things that they would not be able to do without the training that they receive from the company. They help people solve their own personal disputes with others while also helping them to earn a livelihood to provide for their families. Of the more than 600 farmers given training by Coffee for Peace, 100 have already been integrated into the company's value chain. There are plans to train 500 more by 2021 and integrate all these farmers into the company's value chain.

The Food and Agriculture Organization and the International Fund for Agricultural Development conducted a rapid assessment that revealed that the COVID-19 pandemic and related restrictions measures have contributed to aggravating existing challenges in the Philippines' agri-food system – both short-term stresses and long-term issues. This includes the weak growth and low income of producers,

farm labor shortages, lack of producers' access to inputs and financing, high costs of logistics and storage, a disconnected value chain, high cost of nutritious food, vulnerability of the agriculture sector to environmental hazards, and reliance of the existing food system on concentrated distribution points such as urban centres. The COVID-19 containment measures also contributed to reduced productivity and disruptions in the supply chain of essential items, particularly for small and medium agribusinesses in the food-manufacturing sector. These impacts are more severe in the fragile context of BARMM.

In a focus group discussion conducted in Aleosan, Cotabato, most of the respondents were farmers. Since the time of pandemic and lockdowns commenced in March 2020, the most pressing problem is not having enough money to fund their buying of seeds and fertilizers for their farm. The local government helps by providing seeds to farmers. The respondents are referring to the Ministry of Agriculture, Fisheries, and Agrarian Reform's (MAFAR) Basic Integration of Harmonized Intervention program, which supports farmers by providing seeds, fertilizers, and farming equipment, as well as training and access to markets. The program is a vehicle to enjoin former combatants and their families towards sustainable vegetable farming. While some of the Aleosan residents received relief assistance because a number were members of the MILF and some were under the Ligwasan Province Political Committee, it was not enough to cover the daily needs of their families and fund the farm at the same time. *"We try to borrow money. We pay our debts, and we earn so little that makes it still insufficient to sustain our needs. Also, our farm doesn't have proper water irrigation. Our farm is really affected."*

The pandemic has also affected the residents of Datu Paglas, Maguindanao, once the lauded success story of doing business in areas of conflict. La Frutera Inc. worked with the local government to provide employment opportunities for former combatants in its 1,200-hectare banana plantation, becoming the model of an "Arms-to-Farms" success story in peace and development. The banana industry helped a lot of families get out of poverty. However, the pandemic caused the plantation to temporarily close its doors, leaving more than 2,000 residents without a job. A Bangsamoro Islamic Freedom Fighters (BIFF) faction is taking advantage of the hopelessness, disgruntlement, and poverty of those who lost their jobs. These new unemployed and their family members are vulnerable to recruitment by the BIFF. Recently, the town was put in the spotlight once more, when members of the BIFF, including child combatants, briefly occupied the town market in the poblacion on May 8. Without economic activity, the residents of Datu Paglas are afraid that their town would once more return to become an area of conflict. The experience in Datu Paglas underscored the importance of agriculture as a tool for peace and how tenuous that peace can be in times of crisis.

B.6 The Role of Women and Men in Agriculture, Agri-business and Rural Development in BARMM and Northern Mindanao

According to the FAO Regional Gender Strategy for Asia and the Pacific 2017–2019, one of the reasons that agriculture is underperforming is that women in rural areas lack resources and opportunities to become more productive. Even though women are working in different parts of the agricultural chain as farmers and agri-entrepreneurs, they often face more challenges compared to men in accessing productive resources, markets, and capacity-building opportunities.

Women in BARMM continue to suffer from marginalization and gender inequality that include child and forced marriage, gender-based violence and discrimination, gender-biased policies, and barriers in education and employment participation. Insights from a gender study conducted for the World Bank's Mindanao Inclusive Agriculture Development Project reveals male dominance and gender division in farm work. It also stresses that many women would rather leave the farm work to their husbands and instead

focus on other productive works in agricultural value chains that could make the most out of women's potential to increase incomes. The study also confirms women's limited access to various resources in the agricultural sector, such as land ownership, capital, information, technical knowledge, and skills. It also argues that women's dual responsibilities in productive and reproductive/care work results in time poverty, hampering women's ability to pursue economically productive endeavours. Finally, women's participation in decision-making in the agriculture sector remains limited in producer groups. These insights are verified by the different interviews and focus groups conducted for this analysis.

B.6.1 Women in Agricultural Value Chains

Alexandra, Program Manager for Gender Equality and Inclusion of Plan International, shared a different perspective from Marawi farming communities based on her experience with the Marawi Response Project (MRP). *"It is the norm for women to stay on the ancillary side of the supply chain. They do not have any voice in farm and production planning for horticulture and aquaculture. Leadership and decision-making is male-dominated. Women remain on the support side,"* shared Mustafa.

The women are involved in selling the products. Through the MRP, women were provided with capacity-building in managing community-based economic activities. *"While men felt ashamed to borrow money, women willingly accessed small loans that did not require collateral to support their business activities. Women were usually engaged in direct selling (Avon and Human Nature products) and online selling."*

Menchie Clar-Florida, Dean of College of Agriculture and Forestry at the Mindanao State University Nawaan, Misamis Oriental, shared that women were also active in LGU-based cooperatives and associations that were engaged in entrepreneurial activities such as wine and soap making. These are usually participated in by married women.

The high incidence of poverty in Northern Mindanao reflects the vulnerability of most people living in rural areas. Many are landless, and some depend on tenant farming or agricultural work for a livelihood. There is a lack of social infrastructure and government support services, and poor people have virtually no access to credit. Indigenous communities in remote areas are particularly vulnerable and women, in particular, suffer from a low level of social and economic development. Unless the community is matriarchal, which are few, indigenous women typically have limited access and control over resources, and limited participation and representation in decision-making within their tribal council. The isolation of many communities has led to a gender gap caused by high levels of poverty, low levels of education, illiteracy, and limited access to health facilities.

In a focus group discussion with the Simandagit Women's Organization which is part of the fishing community in Tawi-Tawi, there are defined roles in the Badjao community, a primarily fishing community. Traditionally men fish and women sell the men's catch or men work while the women stay at home. However, there are now women who are fishing and diving. Simandagit has sixty members, all women, half are fisherfolk while half are vendors. The change has been prompted by economic needs. Many husbands lost their jobs due to the pandemic, so women also have to participate in the economy in order to provide for the family. Government assistance is present but limited to basic training and the provision of fishing equipment such as nylon thread and fishing nets.

B.6.2 Building Capacity of Women Farmers

Based on our interview with Anne Shangrila-Fuentes, Senior Lecturer at the University of the Philippines Mindanao Department of Social Sciences, Muslim communities are mainly engaged in small scale farming on small landholdings that are based on a certificate of rights to the land and not ownership through a land title. Farming communities are challenged by the low level of income derived from farming activities. LGUs and NGOs provide assistance in organizing farmers into associations for representation, providing training in technology, and assisting with farm inputs and equipment. The Katipunan Vegetables Aga-Agar Growers Association (KVAGA) is a farmers' association that has been led by women. In partnership with government agencies (Department of Science and Technology, Bureau of Farming and Agrarian Reform, Municipal Environment and Natural Resources Office) and NGOs, the association provides capacity-building in farming technology as well as in financial literacy and forming community savings groups among its women members. While it is known among Muslim communities that women remain silent when there are men during community meetings, it is not so in the case of this association. Women are empowered to speak up and assert themselves.

“Women may be slow in adapting to technology, but when they embrace it, they are the best at it. The new knowledge and the ability to apply and share new knowledge with other members of KVAGA build the women’s confidence. Some of the women have also gone into conducting experiments on seaweed fertilizers as an application of what they have learned in their training,” shared Fuentes.

The roles of men and women in KVAGA are task-based. For the seaweed industry, women do the sorting, tying, and other tasks that do not require them to go out into the sea. Men are tasked to go to the sea to plant and harvest the seaweed. Women are also the ones who attend regular meetings of the association. The division of labor allows women to take care of their households while they work which supports the local culture of family life. The women’s empowerment from these varied tasks in the association have gained others’ respect in involving women in conflict resolution in community matters.

In upland farming communities popular for corn production, women dictate where to plant and keep a record of this, according to Fuentes. Men do the work that needs physical strength. Since it is also the women who attend training programs on farming, husbands listen to their wives. According to the husbands, they do not mind listening to the advice of the women as long as it is for the good of their families.

“Sex disaggregated data is required in monitoring and evaluating the gender responsiveness of projects in farming communities, but this is difficult in more remote areas,” said Fuentes. Academic institutions provide assistance in collecting data for basic profiling by gathering purok leaders, for instance. The Ministry of Indigenous People Affairs in the BARMM is also developing a survey tool to collect sex disaggregated data in the whole BARMM.

ANNEX C

LIST OF KEY INFORMANTS INTERVIEWED AND FOCUS GROUP DISCUSSION PARTICIPANTS

List of Individual Key Informant Interviews

Emraida C. Ali, Program Head of the MBA program, Cotabato City Polytechnic College and Co-manager of Noorul Eilm Academy Foundation Inc

Myrna Jane Angot, Chief on Disaster Risk Reduction for BARMM, Office of Civil Defense

Namra Bagundang, Explosive Ordnance Risk Education Officer, Swiss Foundation for Mine Action

Kamansa Balaiman, Field Team Leader in Datu Piang, Maguindanao, Nonviolent Peace Force

Luis Cesar Carrasco, Head of Delegation in the Philippines, Spanish Red Cross

Mechie Clar-Florida, Dean, College of Agriculture and Forestry, Mindanao State University-Naawan

Selma Dasal, Founder and President, Motherhood Ilaw ng Tahanan Association

Craig Deghorn, MATNIB PD-BARMM Focal Person, Swiss Foundation for Mine Action

JC Espesor, Professor, Department of Political Science and Director for Research, Mindanao State University - General Santos

Ian Fernandez, Program Head, Tuason Development Foundation Incorporated

Maria Angela Flores, Donor Coordination and Communications Advisor, Education Pathways to Peace in Mindanao Program

Anne Shangrila Fuentes, Senior Lecturer, Department of Social Sciences in UP Mindanao and consultant for the Australian Center for International Agricultural Research

Ghani, National Civilian Protection Officer in Lamitan City, Basilan, Nonviolent Peace Force

Luis Antonio Hualda, Adjunct Professor, School of Management of the University of the Philippines Mindanao

Samcia Ibrahim, Designate Administrator CDS-II, 1st District, Maguindanao, Cooperative and Social Enterprise Authority - BARMM

Luciano Jiménez, Livelihood Specialist, Spanish Red Cross

Elaysa Latiban, Head of Field Office, Kabacan, North Cotabato, Nonviolent Peace Force

Lorna Mandin, Acting Chief, Integrated Gender and Development Division of the City Mayor's Office of Davao

Sonja Meyer, GIZ Focal Person for MinPAD RISE

Yasmira Moner, Faculty Member, Political Science Department, Mindanao State University - Iligan Institute of Technology and Acting Director, Institute for Peace and Development

Keith Morgan, Public Administration Expert on the Technical Assistance for SUBATRA

Susan Palad, National Reconciliation and Development Program Manager, Mindanao Office, Pres. Corazon Aquino Administration

Maria Theresa Quinones, PDRP Focal Person, The World Bank

Maverick Juvel Pedrosa, Head of Operations Service, Office of Civil Defense BARMM

Francesca Sarenas, Branch Coordinator in Mindanao office and Lawyer, Sentro ng Alternatibong Lingap Panglegal (SALIGAN)

Iciar Santamaría, Livelihood Delegate, Spanish Red Cross

Meg Villanueva, Independent Consultant working with GIZ Philippines, local expert on youth, peace building and security

List of Focus Group Discussion Participants

FGD with Aleosan, Cotabato Residents

- Five female and three male participants

FGD with Balay Mindanaw and Agricultural Cooperative Members

- Four female and two male participants

FGD with Boganga Transitory Site, Marawi City Residents

- Four female and four male participants

FGD with Cooperative Development Authority - BARMM and Ministry of Trade, Investments and Tourism

- Fatima Neyyar Hassan, Chief Trade and Industry Development Specialist
- Marilyn Davis, CDA Coordinator

FGD with Cooperative Development Authority - Region X

- Marissa Catubig, Acting Supervisor and Planning Officer
- Mary Grace Rapor, Cooperative Specialist

FGD with Datu Piang, Maguindanao Residents

- Six male and two female participants

FGD with Kabacan, North Cotabato Residents

- Four male and three female participants

FGD 1 with Lamitan, Basilan Residents

- Four male and two female participants

FGD 2 with Lamitan, Basilan Residents

- Three male and three female participants

FGD with Nonviolent Peace Force

- Rexal Kaalim
- Muamar Sharif Alim
- Aldrin Norio
- Daphne Macatimbol

FGD with Plan International Staff

- Jose Felipe Eduardo, Program Area Manager
- Rubiya Mustafa, Child Protection Specialist
- Alexandra Pura, Program Manager for gender equality and inclusion

FGD with Shariff Aguak, Maguindanao Residents

- Six female and two male participants

FGD with Simandagit Women's Organization, Tawi-Tawi Members

- Three female participants

FGD with Sagonsongan, Marawi Temporary Shelter Residents

- Five male and four female participants

ANNEX D

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ANNEX E

INSTRUMENTS AND GUIDES USED

The KIIs and FGDs gathered qualitative information for the analysis of the roles of women and men in different sectors in Mindanao and the corresponding gender balance or imbalance in the following aspects:

- Policy framework
- Legal and human rights framework
- Political setting
- Overall economic and socio-economic situation
- Socio-cultural situation
- Relevant actions taken by key actors to address GEWE issues in the area

Furthermore, the different questions gathered specific information requested by the different EU programs, including:

- The role of women and men in the agriculture sector and rural development, particularly in zones of conflict
- The role of women and men in the local agriculture production and agri-business
- The role of women and men in the legal, political, economic, social, and civil protection context, in particular the civil society sector including women, indigenous people, youth and other vulnerable groups, and in Moro Islamic Liberation Front (MILF) camps,

Key Informant Interview Guide Per Thematic Area

Guide Questions on the Policy Framework for Gender and Development in Mindanao

- How does gender inclusion and equality fit into legally protecting and upholding human rights? What is the current situation in relation to full enjoyment of all human rights by women, girls, men and boys in the country?
- What are the different overarching laws and policies regarding gender equality – national and local? Are there specific laws related to gender that are specific to your area in Mindanao?
- What are some efforts to mainstream gender equality into policymaking in Mindanao?
- To what extent do the different policies from these thematic areas consider gender inclusion and development? How do these policies affect gender dynamics?
 - Peace and development policies
 - Agriculture and rural development
 - Agribusiness and entrepreneurship
 - Civil protection
 - Democratic governance
 - Institutional transition
- To what extent does governance take an active role in gender equality?
- Identify the different governance-related challenges in gender equality and women's empowerment? How are these being addressed?

- From a policy standpoint, what laws or policies regarding gender inclusion and equality would you like to be revised, added, or removed? How would that change the gender balance / imbalance situation in Mindanao? (recommendations)

Guide Questions on the Political Setting in Mindanao

- Please describe the political setting in Mindanao as a whole and the different regional / provincial contexts.
- To what extent does the political setting influence gender equality or inequality among the constituents of the different regions in Mindanao?
- What are the different political transformations / reforms that have occurred to contribute to gender inclusion?
- What are the key political issues that exacerbate gender imbalances among men and women?
- To what extent are women represented in politics and governance in Mindanao? What are the factors that enable / hinder women from participation and access to power?
- How does that safety and security situation of Mindanao affect gender equality and women's participation in society?
- What kind of political reforms are still needed to advance gender equality in Mindanao (recommendations)?

Guide Questions on the Socio-Cultural Aspects of Gender in Mindanao

- To what extent does culture play a role in how women are viewed by society? Are traditional beliefs regarding the role of men and women in the family, work and in society still prevalent in Mindanao (urban vs rural areas)?
- What cultural /societal aspects contribute to gender imbalances in Mindanao and prevent women from being empowered? On the other hand, what cultural /societal aspects promote gender equality?
- To what extent does ethnicity / religion influence gender roles among men and women in Mindanao?
- In general, are boys perceived to perform better in school than girls? Why or why not?
- Are girls/women in Mindanao generally encouraged to become homemakers rather than workers/ employees? Why or why not?
- What kinds of community or leadership roles have women traditionally played in this community? What qualities characterize a woman who is thought to have power or influence within this community? Have women been able to move beyond their traditional roles to take up new positions of power or influence within the community? Are these qualities that derive from her social status (membership in family/clan, marriage, age) or are they qualities any woman can develop?
- Are women in Mindanao perceived to be less qualified than men in terms of work, including leadership?
- Are women in Mindanao perceived to be less competent than men to establish successful enterprises?
- Socio-cultural beliefs can persist for a long time? What can be done to change some of negative aspects of traditional beliefs and values to improve the balance between men and women in Mindanao?

Guide Questions on the Socio-Economic Situation in Mindanao

- Are there gender differences in the socio-economic effect of poverty?
- What is the status of participation of men and women in the economy – both in the formal and informal sector?
- In general, what hinders women compared to men from participating in the economy?
- Are there any differences in the ability of boys/men and girls/women to access resources that can contribute to their productivity and participation in economic activities (e.g., education, healthcare, etc.)?
- Are women in Mindanao perceived to be less competent than men to participate in the economy? Occupy management and leadership positions? Establish successful enterprises? Why or why not?
- Are there differences between girls/women and boys/men in the ability to choose the kind of career/profession that they want to pursue? What are the reasons for these differences?
- Are there differences between women and men in opportunities to take on positions of leadership or authority (e.g., supervisors, managers) in an organization? What are the reasons for these differences?
- Are there differences between women and men in the ability to get credit and loans from financial institutions such as banks under their own name? How about the ability to own (put under their name) assets (e.g., land) and properties (e.g. house and car) and the ability to make major decisions regarding the use and sale of productive assets or properties under their names?
- Are there any differences between women and men in the ability to travel to pursue economic opportunities on their own?
- Are there any differences between women and men in Mindanao in the ability to make their own decisions as to how they will spend their own incomes? How about making decisions regarding daily household expenditures and savings?
- What actions can be taken to improve women's participation in the labour force and in the economy?

Guide Questions on the Conflict and the Peace Process in Mindanao

- How do you see the dynamics of conflict in your community? What are the main factors causing conflict in your community?
- What are the major ways that conflicts in your community impact girls/women? How is this different from the impact on boys/men? Do you think that men and women see the causes and effects of conflict in the same or different ways?
- Do you think that conflict has changed the roles of men and women in your community, in terms of their everyday social practices, their identity and how men and women relate to each other? Can you give examples of this?
- Have women left the community because of conflict? If they are not in evacuation centres, where have they gone? What happens to women who are displaced? [Potential links to trafficking and to women migrant workers' issues]
- What kinds of physical or mental health problems have women and men suffered because of conflict? How do women and their families usually address these problems?
- Has women's poverty increased because of conflict in this community? Has it become more difficult for women to acquire food, water, healthcare, education, or other basic needs?

- Does an increased sense of insecurity or fear have an impact on women's lives in this community? How is this different from men's experiences?
- Has women's mobility or ability to engage in social/economic/religious activities been restricted? Is this different from the ways that men's mobility has been restricted?
- Is sexual violence against women or harassment an issue in this community? Has this increased? Do you see this as connected to conflict? How? Examples?
- How has conflict affected other vulnerable groups such as youth, elderly, ethnic and religious minorities?
- How has the conflict affected communities near MILF camps?
 - What has been done to support the peace process in the Philippines? Please cite specific programs that your organization has implemented. What do you think the effects of your interventions have been for both men and women in the community?
- To what extent do women play a role in peacebuilding/conflict transformation? How similar / different is it to the role of men?
- What kinds of local peace-building practices are you aware of that involve women?
- How are women mediators identified within a community? How do women learn mediation skills? Are these skills that are possible to teach?
- Do women ever disagree with the resolutions to conflict negotiated by men? What happens if women disagree?
- What are the major challenges you face in involving women in the peace process or your programming? How are these different from the challenges you face involving men?
- Are conflict NGOs in Mindanao familiar with the United Nations Security Council Resolutions 1325 and 1820 calling for gender balance in peacebuilding and the protection of women from sexual violence in conflict areas? Are they familiar with Arroyo's Executive Order (3/2010) to create a National Steering Committee on Women, Peace and Security? Do you think such international and national resolutions have a potential for helping you in your work, or are they distant from local concerns?

Guide Questions on Cross-Cutting Issues that Interplay and Affect GEWE

- To what extent does climate change minimize or exacerbate gender inequality in Mindanao? Can you give concrete examples?
- How has COVID-19 affected men and women in Mindanao? Is there any gender-based differences in the impact? To what extent does COVID-19 aggravate gender imbalances in Mindanao?
- What happens to gender balance / imbalance if conflict occurs in areas that are already vulnerable to climate change and COVID-19?

Guide Questions on Governance for Local Government Units

Gender and Development

- What are the root causes of gender inequality, discrimination, and violence against women in the community and at work?
- What key factors can drive women out of marginalization? How can women access these factors?
- How can barriers to these factors be eliminated?

- What are the specific GAD programs that you have implemented? How have these programs helped address gender inequality in your community?
- What are some of the gaps in the programming of gender equality?
- How can the GAD programme help women face the challenges of the COVID-19 pandemic?
- How can women's economic empowerment be mainstreamed in local plans and infrastructure?
- Are laws and policies pertaining to GAD and GAD budget sufficiently observed? How much is the actual allocation? How is the GAD budget utilized? What are the key programs and activities that utilize the GAD budget? What are your ways to effectively and efficiently allocate the GAD budget?
- How is the monitoring and auditing of the GAD budget?
- How participative is the budget proposal process?
- What are some immediate results of gender programs? What are their indicators?
- Ask if they can share GAD data with the team.

VAWC

- How are women informed about their rights against domestic violence?
- What is the level of acceptance among women of R.A. 9262 or the Anti-Violence Against Women and Their Children Act of 2004?
- How are incidents of violence against women reported and addressed?
- How do social norms promote or limit gender equality and women empowerment at home and in the community?
- What sex-disaggregated data do you use to measure results and outcomes? What are the key insights that you have generated from these data? (Ask if they can share it with the team.)

DRRMO

- Are there any differences in how disaster affects women compared to men in Mindanao? What could be the reasons for these differences?
- In case of natural disasters and other hazards in Mindanao, how are women/girls' rights protected during evacuation, relief distribution, and rehabilitation?
- How are men and women in Mindanao taught to respond to disasters and conflicts?
- Are there gender roles in responding to disasters and conflicts?
- What sex-disaggregated data do you use to measure results and outcomes? What are the key insights that you have generated from these data? (Ask if they can share it with the team.)

Guide Questions for Key Actors

For Education Key Actors

- How does basic education promote gender equality in Mindanao?
 - in the curriculum
 - through practices and behaviours in school premises
 - through school-home collaborations
- How do cultural factors / social norms promote or limit education on gender equality and women empowerment? Can you give examples specific to the Mindanao setting?
- How are young/adolescent girls and boys taught to respond to disasters and conflicts? Are there gender roles in responding to disasters and conflicts?
- How is female leadership in education viewed by stakeholders in Mindanao?

- What factors promote / hinder gender equality in the education sector in Mindanao? How can hindrances to gender equality be addressed?
- How can a comprehensive and integrated approach to the elimination of gender inequality in Mindanao be achieved?
- What sex-disaggregated data do you use to measure results and outcomes? What are the key insights that you have generated from these data? (Ask if they can share it with the team.)

For Labor Key Actors

- According to the PSA Gender Quickstat (4th Quarter, 2017), the labour force participation rate of men was 75% while that of women was 45%. Specific to the Mindanao region, what is the reason for the imbalance and how are the barriers to women's participation in labour being addressed?
- Is the labor market for managerial and professional positions sought by women? If not, what hinders women from seeking high-level occupations? How can these hindrances be addressed? What occupations are dominated by women?
- How can a comprehensive and integrated approach to the elimination of gender inequality be achieved?
- What sex-disaggregated data do you use to measure results and outcomes? What are the key insights that you have generated from these data? (Ask if they can share it with the team.)

For Justice / Legal Key Actors

- According to the PSA Gender Quickstat (4th Quarter, 2017), 77% of women were widowed (23% for men) and 61% of women were separated or divorced (39% for men). Specific to the Mindanao region, how are mechanisms and support systems made accessible to this vulnerable group of women most especially when they are left to the care of young children?
- What factors hinder women from seeking justice against unfair practices at home and at work? How can these factors be addressed?
- How can a comprehensive and integrated approach to the elimination of gender inequality be achieved?
- What sex-disaggregated data do you use to measure results and outcomes? What are the key insights that you have generated from these data? (Ask if they can share it with the team.)

For Business and Industry Key Actors

- The PSA Gender Quickstat (4th Quarter, 2017) did not have sex disaggregated data on business and industry. If this is so, how is gender equality measured in this sector?
- How can women's economic empowerment be mainstreamed in business and industry?
- How is female leadership viewed by stakeholders in business and industry?
- How do business regulations and mechanisms promote or limit gender equality and women empowerment in business and industry?
- How do cultural factors and social norms promote or limit gender equality and women empowerment in business and industry?
- How can a comprehensive and integrated approach to the elimination of gender inequality be achieved?
- What programs do you have to address gender imbalances in recruitment, promotion, salaries and career advancement in private businesses?
- How can CSR programmes support women empowerment?
- Are there existing programs that assist women to establish businesses? Please describe these.

For Civic Organizations / NGOs

- What are the causes of gender inequality in the communities that you serve? What are the different factors that contribute to this?
- What is the role of civic organizations in eliminating discrimination and violence against women and empowering women in the community?
- What are the programs that have worked and why did they work?
- Correspondingly, what are the different actions that have little to no effect on correcting gender inequality and what is the reason for that?
- How do you integrate gender equality into your programs and activities?
- What kinds of sex-disaggregated data do you collect for monitoring and evaluation (Ask if they can share it with the team).

For Aid Donors / International Organizations

- What are the strategic investment areas in gender equality in Mindanao?
- How do you integrate a gender component into your different interventions?
- What kinds of action should be prioritised to advance gender equality and women's empowerment?
 - In Mindanao?
 - In the city/municipality you serve?
 - In specific localities, areas and communities you serve?
- What actions should be prioritised in Mindanao (as well as BARMM and Northern Mindanao in particular) that could be expected to have the greatest impact in:
 - Fighting against gender stereotypes and discriminatory social norms?
 - Advancing girls' and women's leadership and participation
 - Advancing social rights
 - Advancing economic rights
 - Advancing sexual and reproductive health and rights,
 - Eliminating all forms of sexual and gender-based violence and harassment,
 - Addressing migration and forced displacement from a perspective of gender equality and women's empowerment
 - Ensuring women are not disproportionately affected by climate change, disasters, COVID-19 and other similar crises.

For Those with Knowledge on the EU GAP III (if present)

- Which actions have the greatest impact to contribute to gender equality and women's rights and empowerment in the short to medium term to accelerate the implementation of the EU policy framework on Women, Peace and Security,
- What types of actions should the EU support to mitigate the gender-differentiated impact of global crisis notably affecting health such as the COVID-19 pandemic?
- How should intersectionality be addressed in the implementation of the GAP III?
 - Which concrete actions could the GAP III include to strengthen gender mainstreaming in EU external action?
 - What could make GAP III more relevant, and would maximise its impact, at country /local level at the partner countries?

- How could the EU improve its reporting and in better communication on the GAP III and its results?

Guide Questions on Gender Equality / Inequality in Agricultural Value Chains, Cooperatives and Agricultural Enterprises in BARMM / Northern Mindanao

- What is the role of women vis-a-vis the role of men in agriculture in BARMM / Northern Mindanao today?
- What happens to the role of women and men in the agriculture sector if conflict is present in the area?
- To what extent are gender inequalities present in land ownership and control over productive resources in BARMM / Northern Mindanao?
- What have we done to make the value chain work for women?
- How does economic empowerment in agricultural value chains affect other aspects of women's lives, both positively and negatively?
- How do you link institutions (like women's associations, cooperatives) with the market/business model?
- What is the relationship between collective strength, economic transformation, and social transformation?
- To what extent do women participate in the different activities of cooperatives? And what programs do cooperatives have to increase women's participation.
- What degree of social and economic transformation have these women experienced by participating in agriculture / agribusinesses?
- Are women perceived to be less competent than men to establish successful agribusiness enterprises?
- What are the different challenges faced by women agribusiness entrepreneurs? To what extent is this different from men?
- How have efforts to engage men (and other family members) influenced the effectiveness of the agricultural programmes and enterprises in Mindanao?
- What is needed to close the gender gap in agriculture and agribusiness in Mindanao?

Checklist / Guide Questions for Assessing the EU Programmes Implementers and Partner Organizations

- Please describe your organization, and the programme / project that you are implementing in Mindanao.
- How is gender equality in programmes/projects/activities integrated in your organisation?
 - Does your organisation/programme have a written policy that affirms a commitment to gender equality?
 - Does your organisation/programme have an operational plan that includes clear allocation of responsibilities in relation to gender equality?
 - Does your organisation/programme have an operational plan that includes clear allocation of funds for gender equality?
 - Does your organisation/programme have an operational plan that includes clear allocation of resources for Monitoring and Evaluation (M&E) of gender outcomes?
- How is gender equality promoted among programme leadership, consultant, and staff?

- Do you have a gender focal person or department/unit in your organisation?
- Is a gender expert/consultant working with you?
- Are men and women equally represented in leadership positions?
- Are there proactive strategies implemented in your organisation to ensure gender balance in the recruitment and promotion of staff?
- Are potential employees routinely asked at the time of recruitment/interviews whether they conform to the gender equality principles of the organisation?
- Are there staff responsible for gender awareness/mainstreaming in your organization? How many?
- Are all the staff sufficiently capable to carry out their work with gender awareness/mainstreaming regarding their knowledge, skills and attitudes?
- How does your programme maintain a reputation of integrity and competence on gender issues among leaders in the field of gender and development?
- In what ways does your programme encourage gender transformative behaviour?
- How are gender issues discussed in your organisation?
- How does your organisation address the gap between how staff of different genders view gender issues?
 - Do you conduct gender sensitivity training and similar capacity building activities?
 - How often is training undertaken on gender competencies?
- How does your organisation factor in gender issues in terms of activities and programming?
 - Does your organisation implement focused programmes for the women and girls?
 - Does your organisation implement focused programmes for the men and boys?
- Prior to being funded by the EU, is the collection of sex-/gender-disaggregated data for your organisation's projects and programmes an existing practice?
 - When did you start this practice?
 - How did you address challenges?
- Prior to being funded by the EU, does your organisation collect data on specific indicators that include a sex/gender dimensions?
 - Why or why not?
 - When did this started, and how was this sustained?
 - How did you address challenges?
- Over the past two years, has your organisation made significant progress in mainstreaming gender into your operations and programmes? How did you accomplish that?
- Over the past two years, has your organisation experienced any successes in integrating gender in programming or other aspects of work?
 - What contributed to this?
 - What activities and efforts are part of this?
- Over the past two years, has your organisation experienced any challenges in integrating gender in programming or other aspects of work?
 - What contributed to this?
 - How did you manage the challenges?
- In your opinion, what do you think your organisation can/should do more of to mainstream gender equality?

Guide Questions for FGDs with Programme Beneficiaries / Target Beneficiaries

- What is the situation in your area?
 - What prevalent problems are being experienced in your communities?
 - How do you deal with these problems?
 - Is the situation different from men and women? How is this different?
 - What predominant problems affect men in your community?
 - What predominant problems affect women in your community?
 - What predominant problems affect boys in your community?
 - What predominant problems affect girls in your community?
 - What is the economic condition in your area?
 - What is the political condition in your area?
 - How is governance in your area?
 - What are the most predominant social problems in your area?
 - What are the most predominant economic problems in your area?
 - What are the most predominant political problems in your area?
- Tell us about an average workday for you.
 - What are your activities and work from the time you wake up until the time you go to bed?
 - How does this vary by season?
 - Are you involved in additional agricultural activities? What is the nature of your involvement?
 - What other livelihood and income generating activities are you involved with?
 - How do you divide the work among family members? Who does what?

For Women Beneficiaries (for EU programmes that have started implementation and have participants)

- Why are you part of this programme?
 - What drives you to take part in this programme?
 - What benefits are you getting from your participation?
 - What changes are you expecting from this programme? What significant changes have you seen from your participation in this programme? (Skills, income, exposure, awareness, confidence?)
 - Have these changes translated into increased decision making? Changes in your notions about yourself? Others' notions about you? Your social status?
- What activities are you engaged in through the organisation?
- What tasks do you need men to perform?
 - What problems/constraints does this pose for you?
- What tasks would you like to do but can't because you are a woman?
- What is your husband's opinion of your new role? (if woman is married)
 - How has it changed?
 - Why?
 - What about the other women in your family?
 - How did you come into this role as _____?
 - Would you like to continue your life in this area? Why/why not?
- What kind of future do you want for your family?

- For your daughter/s? (Marry someone like your husband?)
- For your son/s?
- How would you like the programme to help you achieve your desired future for your children?

For Men Beneficiaries (for EU programmes that have started implementation and have participants)

- Why are you part of this programme?
 - What drives you to take part in this programme?
 - What benefits are you getting from your participation?
 - What changes are you expecting from this programme? What significant changes have you seen from your participation in this programme? (skills, income, exposure, awareness, confidence?)
 - Have these changes translated into increased decision making? Changes in your notions about yourself? Others' notions about you? Your social status?
- What activities are you engaged in through the organisation?
- What were your initial thoughts about your wife participating in the programme?
- How have they changed? Why did they change?
- What benefits are you or your family seeing from your wife's participation?
- What kind of future do you want for your family?
 - For your daughter/s?
 - For your son/s?
- How would you like the programme to help you achieve your desired future for your children?