

WOMEN COUNT: Security Council Resolution 1325

CIVIL SOCIETY MONITORING REPORT - PHILIPPINES

Country: Philippines

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List of acronyms

ABB	Alex Boncayao Brigade
AFP	Armed Forces of the Philippines
AIDSOTF	Anti-Illegal Drugs Special Operations Task Force
AO	Administrative Order
ARMM	Autonomous Region of Muslim Mindanao
ARMM-RCHR	Autonomous Region of Muslim Mindanao Regional-Commission on Human Rights
ASG	Abu Sayyaf Group
ATN	Assistance to Nationals
ATR	Army Transformation Roadmap
AWLFI	Association of Women's Legislators, Foundation, Inc.
BLA	Bungkatol Liberation Army
BAF	<i>Bangsamoro</i> Armed Forces
BBL	<i>Bangsamoro</i> Basic Law
BIAF	<i>Bangsamoro</i> Islamic Armed Forces
BIFF	<i>Bangsamoro</i> Islamic Freedom Fighters
BIR	Bureau of Internal Revenue
BJMP	Bureau of Jail Management and Penology
BTC	<i>Bangsamoro</i> Transition Commission
CAB	Comprehensive Agreement on the <i>Bangsamoro</i>
CAR	Cordillera Administrative Region
CAT	Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment
CBA	Cordillera <i>Bodong</i> Administration
CARHRIHL	Comprehensive Agreement on the Respect of Human Rights and International Humanitarian Law
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CHEd	Commission on Higher Education
CHR	Commission on Human Rights
COA	Commission on Audit

COMELEC	Commission on Elections
CLIP	Comprehensive Local Integration Program
CPLA	Cordillera Peoples Liberation Army
CPP	Communist Party of the Philippines
CSO	Civil society organizations
DA	Department of Agriculture
DAP	Disbursement Acceleration Program
DAR	Department of Agrarian Reform
DBM	Department of Budget and Management
DepEd	Department of Education
DENR	Department of Environment and Natural Resources
DFA	Department of Foreign Affairs
DILG	Department of Interior and Local Government
DND	Department of National Defense
DOJ	Department of Justice
DOLE	Department of Labor and Employment
DPCR	Directorate for Police Community Relations
D-Staffs	Directorial Staff
DSWD	Department of Social Welfare and Development
EO	Executive Order
FAB	Framework Agreement on the <i>Bangsamoro</i>
FGD	Focus-group discussion
FHSU	Force Headquarters Support Unit
FPA	Final Peace Agreement
FSO	Foreign Service Officers
GAA	General Appropriations Act
GAD	Gender and Development
GAD ARs	Gender and Development Accomplishment Reports
GADFPS	Gender and Development Focal Point System
GBV	Gender-based violence
GCST	Gender and Conflict Sensitivity Training
GE	General Education
GHQ	General Headquarters
GNWP	Global Network of Women Peacebuilders
GPB	Gender and Development Plans and Budget
GPH	Government of the Philippines
GST	Gender Sensitivity Training
GR	General Recommendation
GRP	Government of the Republic of the Philippines
HEI	Higher Education Institutions
HGDG	Harmonized Gender and Development Guidelines
HR	Human rights
HRVCB	Human Rights Violations Compensation Board
ICC	International Criminal Court
ICCPR	International Covenant on Civil and Political Rights
ICERD	International Convention on the Elimination of All Forms of Racial Discrimination
ICESCR	International Covenant on Economic, Social and Cultural Rights
IDP	Internally displaced peoples
IHL	International humanitarian law
IID	Initiatives for International Dialogue

IMT	International Monitoring Team
IP	Indigenous peoples
IPFA	Indigenous People's Federal Army
IPSP	Internal Peace and Security Plan
IPU	Inter-Parliamentary Union
IAWJ	International Association of Women Judges
IRR	Implementing Rules and Regulations
JMC	Joint Memorandum Circular
Kalahi-CIDSS	<i>Kapit-Bisig Laban sa Kahirapan</i> -Comprehensive and Integrated Delivery of Social Services
LEDAC	Legislative Executive Development Advisory Council
LGU	Local Government Units
MC	Memorandum Circular
MCTC	Municipal Circuit Trial Courts
MeTC	Metropolitan Trial Courts
M & E	Monitoring & Evaluation
MILF	Moro Islamic Liberation Front
MINUSTAH	United Nations Stabilization Mission in Haiti
MLPP-RHB	Marxist-Leninist Party of the Philippines- <i>Rebolusyonaryong Hukbong Bayan</i>
MNLF	Moro National Liberation Front
MOA-AD	Memorandum of Agreement on Ancestral Domains
MOVE	Men Opposed to Violence Against Women Everywhere
MTC	Municipal Trial Courts
MTCC	Municipal Trial Courts in Cities
NAP	National Action Plan
NAP WPS	National Action Plan on Women, Peace and Security
NBOO	National Barangay Operations Office
NCIP	National Commission on Indigenous Peoples
NCMF	National Commission on Muslim Filipinos
NCR	National Capital Region
NCSB	National Statistical Coordination Board
NDF	National Democratic Front
NDFP	National Democratic Front of the Philippines
NEDA	National Economic and Development Authority
NGP	National Greening Program
NPA	New Peoples Army
NSU	National Support Unit
NUC	National Unification Commission
ODA	Official Development Assistance
OIC	Organization of Islamic States
OPAPP	Office of the Presidential Adviser on the Peace Process
PA	Philippine Army
PAF	Philippine Air Force
PAMANA	<i>PAyapa at MASaganang PamayaNAn</i>
PAMANA-SLP	<i>PAyapa at MASaganang PamayaNAn</i> -Sustainable Livelihood Program
PAP	Programs, Activities and Projects
PARR	Presidential Assistant for Rehabilitation and Reconstruction
PCOO	Presidential Communications Operations Office
PCR	Police community relations
PCHR	Presidential Committee on Human Rights

PCW	Philippine Commission on Women
PDAF	Priority Development Assistance Fund
PDF	Peace and Development Fund
PDP	Philippine Development Plan
PHILINDO	Philippines-Indonesia
PGH	Philippine General Hospital
PHQ	Philippine Army Headquarters
PKF	Peacekeeping Force
PKO	Peacekeeping Operations
PMLP	<i>Partido Marxista-Leninista ng Pilipinas</i>
PMP-APP	<i>Partido ng Manggagawang Pilipino-Armadong Partisano ng Paggawa</i>
PMA	Philippine Military Academy
PMS	Presidential Management Staff
PN	Philippine Navy
PNP	Philippine National Police
PNPA	Philippine National Police Academy
PPSC	Philippine Public Safety College
PRBS	Philippine National Police Retirement & Benefits Administration Service
PRO	Police Regional Office
PWJA	Philippine Women Judges Association
RA	Republic Act
RH	Reproductive Health
RNE	Royal Norwegian Embassy
RO	Regional Office
RoL	Rule of Law
RPA	Revolutionary Proletarian Army
RPMM-RPA	Revolutionary Worker's Party of Mindanao-Revolutionary People's Army
RPMP	<i>Rebolusyonaryong Partido ng Manggagawa ng Pilipinas</i>
RTC	Regional Trial Courts
RSM	Rajah Solaiman Movement
SAF	Special Action Force
SRN	Senate Resolution Number
SGBV	Sexual and gender-based violence
TC	Transition Commission
TPG	Tabara-Paduan Group
TWG	Technical Working Group
UDHR	Universal Declaration on Human Rights
UN	United Nations
UNAMA	United Nations Assistance Mission in Afghanistan
UNDOF	United Nations Disengagement Observer Force
UNFPA	United Nations Populations Fund
UNISFA	United Nations Interim Security Force for Abyei
UNMIL	United Nations Mission in Liberia
UNMISS	United Nations Mission in the Republic of South Sudan
UNMOGIP	United Nations Military Observer Group in India and Pakistan
UNOCI	United Nations Operation in Côte d'Ivoire
UNSCR UN	Security Council Resolutions
VAW	Violence against Women
WAGI	Women and Gender Institute

WCPC-DIDM	Women and Children Protection Center-Directorate for Investigation and Detective Management
WE Act 1325	Women Engaged in Action on UNSCR 1325
Women's EDGE	Women's Empowerment, Development and Gender Equality
WPS	Women, Peace and Security

I. Women, peace and security profile

A. Nature of the conflict

Armed conflict exists in the Philippines as struggles are tied with discourses and manifestations of ideology, historic-cultural marginalization and discrimination, and rights claims. According to Corpus (1989), the communist insurgency is the “longest running Maoist struggle in the world” partaking of the strategy of a “protracted peoples war” intending to take power from the government and establish a “national democratic system” along the lines of a socialist framework.¹ This struggle has been waged by the Communist Party of the Philippines and New Peoples Army (CPP-NPA) since the late 1960s, taking its base in the country-side and flourishing during the period of Martial Law with an armed strength of 30,000.² From the perspective of the CPP-NPA and subsequently, the National Democratic Front of the Philippines (NDFP) as its umbrella mass organization, their people’s struggle is rooted to combat feudalism (land for the landless), imperialism (US intervention), and bureaucrat capitalism (political and economic power of the elite).³ In the 1993 Report of the National Unification Commission (NUC), the cited root causes of conflict were widespread injustice, poverty, inequality, exploitation, marginalization of indigenous peoples.⁴ In recent years, it was claimed that the estimate of their strength had dwindled between 4,000 to 5,000 members.⁵

Although the Government of the Philippines (GPH) has been engaged with intermittent peace talks with the Communist Party of the Philippines-New Peoples Army-National Democratic Front (CPP-NPA-NDF) since 1986 and even signed the Comprehensive Agreement on the Respect of Human Rights and International Humanitarian Law (CARHRIHL) in 1998, the formal negotiations hit an impasse in April 2013.⁶ During the first quarter of 2013, attacks of the NPAs against agricultural and mining companies, indigenous peoples (IP) communities, police stations, and military detachments have been quite active. In fact, from March to August 2014, NPA attacks took place in

¹ Victor Corpus, *Silent War* (Quezon City: VNC Press, 1989P), 27.

² Alvin Bernstein and Armando Heredia, “Communist Insurgency in the Philippines,” *Comparative Study* 8 no.3 (1989): 279-295.

³ Paz Verdades Santos, “The Communist Front: Protracted Peoples War and Counter-Insurgency in the Philippines (Overview)” in *Primed and Purposeful: Armed Groups and Human Security Efforts in the Philippines*, ed. Diana Rodriguez (Quezon City, Philippines: South-South Network for Non-State Armed Group Engagement and the Small Arms Survey, 2010), 19.

⁴ National Unification Commission, *NUC Report to President Fidel V. Ramos in Pursuit of a Comprehensive Peace Process*. (Quezon City, Philippines. 1993), 27.

⁵ Refer to Office of the Coordinator for Counter-terrorism, “Foreign Terrorist Organizations” in *Country Reports on Terrorism*, (United States, 2012), accessed September 2, 2014, <http://www.state.gov/j/ct/rls/crt/2011/195553.htm#cpp> and Office of the Presidential Adviser on the Peace Process, *The Armed Struggle*, (Philippines, 2011), accessed September 3, 2014, <http://www.opapp.gov.ph/cpp-npa-ndf/armed-struggle>.

⁶ “Philippine Government Ends Formal Talks with Communist Rebels,” *GMA News online*, April 27, 2013, accessed September 3, 2014, <http://www.gmanetwork.com/news/story/305850/news/nation/phl-govt-ends-formal-peace-talks-with-communist-rebels>.

various areas in Davao del Sur, Compostela Valley, Agusan del Sur, Surigao del Norte, South Cotabato, and Agusan del Norte.⁷

On the other hand, the struggle of the *Moros* has its roots on the so called ‘clash of imagined nations’ where the *Moros* fight for *Bangsamoro* (land of the *Moros*) while the Philippine government defend territorial integrity and Filipino nationalism.⁸ For the *Moros*, their homeland was forcibly annexed to the Philippines under the 1898 Treaty of Paris, that the government financed and encouraged migration/settlement of non-Muslims to Mindanao, and that the lands were confiscated and taken away from them. Additionally, they were politically marginalized and economically disenfranchised and their culture and identity undermined. At the forefront of the Muslim struggle was the *Moro* National Liberation Front (MNLF) established in 1968. When the Tripoli Agreement was signed in 1976 between the MNLF and the Philippine government, the claims’ discourse of the MNLF shifted from independence to that of autonomy.⁹ The shift in discourse, to some extent, paved the way for division within the MNLF with one faction remaining on the side of the struggle for independence while the other, chose the side of autonomy. The breakaway group called themselves The New MNLF Leadership in 1977 but changed it to the *Moro* Islamic Liberation Front (MILF) in 1984 – the term ‘Islamic’ was included to distinguish itself as carrying an Islamic revivalist ideology and orientation compared to MNLF’s secular-nationalist ideological orientation.¹⁰

In 1996, the Government of the Republic of the Philippines (GRP), under the Presidency of Fidel V. Ramos, signed the Final Peace Agreement (FPA) on the Implementation of the 1976 Tripoli Agreement with the MNLF; the following year, the government also signed the Agreement for the Cessation of General Hostilities with the MILF --- both of which, to a large extent, reflected the intent of the Philippine Government to actively engage both armed groups in peace talks. On the part of continuously engaging the MNLF, a third actor, namely, the Organization of Islamic States (OIC) was involved in monitoring the implementation of the FPA. Since 2007, several Tripartite Meetings (between the Government of the Philippines or GPH, MNLF, and OIC) were held including the establishment of the review process of the FPA. On 16 September 2013, a formal meeting between the GPH-MNLF-OIC Review Process was supposed to have taken place in Indonesia but

⁷ Jaime Sinapit, “Twelve Killed as NPAs Attack Police Station, Ambush Pursuing Troops,” *Interaksyon*, March 10, 2014, accessed September 3, 2014, <http://www.interaksyon.com/article/82357/4-killed-3-wounded-as-npa-rebels-raid-police-station-in-davao-del-sur>.

“NPA Attacks IP Community in Prosperidad,” *DWDD*, July 15, 2014, accessed September 3, 2014, <http://www.dwdd.com.ph/2014/07/npa-attacks-ip-community-in-prosperidad/>.

Edith Regalado, “Seven Soldiers Hurt in NPA Attacks in Compostela,” *Philstar*, July 17, 2014 accessed September 3, 2014, <http://www.philstar.com/nation/2014/07/17/1346959/7-soldiers-hurt-npa-attacks-compostela>.

Francisco Tuyay, “NPAs attacks Surigao Town, Four Policemen taken hostage,” *Manila Standard*, July 12, 2014 accessed September 3, 2014, <http://manilastandardtoday.com/2014/07/12/npa-attacks-surigao-town-four-policemen-taken-hostage/>.

“NPA Rebels attack Plantation, Crop-Dusting Firm Saturday,” *GMA News Online*, August 24, 2014, accessed September 3, 2014, <http://www.gmanetwork.com/news/story/376189/news/regions/npa-rebels-attack-plantation-crop-dusting-firm-on-saturday-military>.

⁸ Soliman Santos Jr., *Evolution of the Armed Conflict on the Moro Front*. (Human Development Foundation, Inc., 2005), 1.

⁹ *Ibid*, 7.

¹⁰ Soliman Santos Jr., “War and Peace on the Moro Front: Three Standard Bearers, Three Forms of Struggle, Three Tracks (Overview),” in *Primed and Purposeful: Armed Groups and Human Security Efforts in the Philippines*, ed. Diana Rodriguez (Quezon City, Philippines: South-South Network for Non-State Armed Group Engagement and the Small Arms Survey, 2010), 64.

was halted when the MNLF tried to take control of Zamboanga City a week before. This so called 'Zamboanga Siege' not only broke the fragile peace with the MNLF but also affected thousands of civilians living in the City.

In 2012, the historic Framework Agreement on the *Bangsamoro* (FAB) with the MILF was signed followed by the signing of Annexes on Transitional Arrangements and Modalities, Revenue Generation and Wealth Sharing, and Power Sharing in 2013; the final Annex on Normalization was signed in January 2014 and finally, the Comprehensive Agreement on the *Bangsamoro* (CAB) in March 27, 2014. On September 10, 2014, after the consultation and promotion work of the *Bangsamoro* Transition Commission (BTC), the draft of the *Bangsamoro* Basic Law (BBL) was turned over to the Philippine Legislature and deliberations began on September 23, 2014.

Of late, armed groups multiplied as a result of fractures in the armed movements and consequently, many areas in the country, especially remote ones, still experience armed conflict and militarization. The 2010 publication entitled ***Primed and Purposeful: Armed Groups and Human Security Efforts in the Philippines***, listed seven armed groups waging the communist struggle and ten involved in armed contestations in the area of Muslim Mindanao.¹¹ Of these groups, the GPH has been/is engaged in peace talks with only five --- CPP-NPA-NDF, MNLF, MILF, Cordillera *Bodong* Administration-Cordillera Peoples Liberation Army (CBA-CPLA),¹² and *Rebolusyonaryong Partido ng Manggagawa ng Pilipinas*-Revolutionary Proletarian Army-Alex Boncayao Brigade (RPMP-RPA-ABB).¹³

Fairly recently, the *Bangsamoro* Islamic Freedom Fighters (BIFF), a breakaway group from the MILF established after the failed Memorandum of Agreement on Ancestral Domains (MOA-AD) in 2008, has been engaged in armed attacks against government forces and civilians, particularly during the period when peace agreements were being negotiated between the GPH and MILF. According to Chalk (2013), the BIFF is emerging to be a huge threat to peace in Mindanao, particularly, because of its potential links with another armed group, the Abu Sayyaf Group (ASG).¹⁴ One of the most recent attack of the BIFF took place on September 11, 2014 against the 40th Infantry Battalion in Barangay Polomogen, Misayap, North Cotabato which displaced more than a

¹¹ In the so called communist front, these groups are: Communist Party of the Philippines-National People's Army (CPP-NPA), Revolutionary Worker's Party-Revolutionary Proletarian Army-Alex Boncayao Brigade (RPM-RPA-ABB), Revolutionary Worker's Party of Mindanao-Revolutionary People's Army (RPMM-RPA), *Partido ng Manggagawang Pilipino-Armadong Partisano ng Paggawa* (PMP-APP), *Partido Marxista-Leninista ng Pilipinas-Partisano* (PMLP-Partisano), Marxist-Leninist Party of the Philippines-*Rebolusyonaryong Hukbong Bayan* (MLPP-RHB), and Cordillera People's Liberation Army (CPLA). While in the Muslim front, these are: Moro National Liberation Front-*Bangsamoro* Armed Forces (MNLF-BAF), Moro Islamic Liberation Front-*Bangsamoro* Islamic Armed Forces (MILF-BIAF), *Al-Harakatul Al-Islamiyya*, aka *Abu Sayyaf* Group (ASG), Rajah Solaiman Movement (RSM), Pentagon Gang, Abu Sofia, Al-Khobar Gang, Indigenous People's Federal Army (IPFA), Bungkatol Liberation Army (BLA), and Lumad Armed Groups.

¹² There are also other factions in the CPLA and the GPH is engaged in talks with the Humiding Group --- of which as Memorandum of Agreement entitled "Towards the Final Disposition of Arms and Forces of the CBA-CPLA and its Transformation into a Potent Socio-economic Unarmed Force" was signed in July 2011.

¹³ The GPH is engaged in a closure agreement with the Tabara-Paduan Group (TPG) of the RPMP-RPA-ABB mainly based in the Negros Island.

¹⁴ Peter Chalk, "The Bangsamoro Islamic Freedom Fighters: The Newest Obstacle to Peace in Southern Philippines," *CTC Sentinel* 6, no. 11-12, (2013): 15, accessed September 2, 2014, <https://www.ctc.usma.edu/v2/wp-content/uploads/2013/11/CTCSentinel-Vol6Iss11-12.pdf>.

thousand families in the area as well as killed two Moro soldiers who were sons of former MNLF rebels.¹⁵

B. Impact of conflict on women

The over four decades long armed conflict in the Philippines has taken its toll not just in the political, economic, and social development of the country --- most importantly, it has impacted on the everyday lives of several generations of the civilian population, particularly, women and girls.

Conflict-related violence and impact of armed conflict affect women and men differently. Foremost, in terms of victimization and vulnerabilities, women and girls comprise a majority of internally displaced peoples (IDPs). For example, during the Zamboanga siege in September 2013, an estimated 225, 558 people coming from fifteen barangays were said to have been affected --- where 81,806 were displaced from their homes.¹⁶ According to a presentation during the 18 November 2013 Women's Round Table Discussion on the Zamboanga Crisis held in Grand Orchid Hotel, Zamboanga City, some of the observable factors that increased women and girls vulnerabilities in evacuation camps were unsecure tents, inadequate lighting facilities, lack of security measures. The first case of sexual violence reported was that of the rape of a five-year old girl by her uncle in their make-shift tent inside the Joaquin Enriquez Sports Complex evacuation camp.¹⁷ Subsequent reports of sexual violence included the emergence of prostitution and trafficking victimizing largely women and sexual assault against girl children.¹⁸ Such cases of sexual and gender-based violence (SGBV) are not unique --- in general, women and girls are more prone to SGBV particularly in situations of displacement. In a 2013 study by Dwyer and Guiam,¹⁹ it was also observed that:

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

¹⁵ John Unson, “Military to Honor Fallen Soldiers in BIFF Attack,” *philstar.com*, September 12, 2014, accessed on September 13, 2014, <http://www.philstar.com/nation/2014/09/12/1368268/military-honor-fallen-soldiers-biff-attack>.

¹⁶ Infograph of Protection Cluster of Mindanao, Philippines. September 16, 2013.

¹⁷ “Girl Raped inside Zamboanga Evacuation Center,” *ABS CBN News*, September 22, 2013, accessed August 31, 2014, <http://www.abs-cbnnews.com/nation/regions/09/21/13/girl-raped-inside-zambo-evacuation-center>.

¹⁸ See for example “Brothels Operate in Zamboanga Shelters,” *Philippine Daily Inquirer*, April 4, 2014, accessed August 31, 2014, <http://newsinfo.inquirer.net/591612/brothels-operate-in-zamboanga-shelters#ixzz2xsXVgcJw> and “Child Rape seen symptom of bigger Zamboanga City crisis,” *Philippine Daily Inquirer*, July 5, 2014, accessed August 31, 2014, <http://newsinfo.inquirer.net/617064/child-rape-seen-symptom-of-bigger-zamboanga-city-crisis>.

¹⁹ The study entitled “Gender and Conflict in Mindanao” by Leslie Dwyer and Rufa Cagoco-Guam was conducted in **August-September** 2010 in mainly in three ARMM provinces, mainly, Lanao del Sur (Marawi City; Barangay Basak, Binidayan; Barangay Pagalungan, Ditsaan-Ramain); Cotabato (Barangays Damatulan, Sambulawan and Nes, Midsayap; Sitio Margues, Brgy. Bulucaon; and Bulucaon Proper); and Maguindanao (Talayan; and evacuees from Barangays Nimao, Dapiawan, Reina Regiente, Ilian, Ambadao, Liong, Magaslong, Dasawao, Alanganen, and Ambolodto).

could count members – especially young, undereducated women – who had migrated from rural to urban areas in Mindanao, to the capital of Manila, or overseas.”²⁰

Aside from the increase of vulnerabilities and victimization, the long term impact of armed conflict also cause embedded psychosocial trauma among women. For example, as cited during the consultation cum capacity-building training for women in Mindanao, psychological and emotional distress leads women to lose their self-esteem:

“Conflicts contribute to broken homes, the deaths of many fathers, placing multiple burdens on women, and in some cases resulting in prostitution as a means of sustenance for the women’s families. Additionally, conflict also results in early marriage for young girls, further resulting in their low educational attainment.”²¹

In a 2013 civil society monitoring published research,²² a key informant from the Autonomous Region of Muslim Mindanao Regional-Commission on Human Rights (ARMM-RCHR) explained that the gendered impact of armed conflict has been particularly pronounced in IDP camps in connection with the issues of forced marriages and trafficking. According to her, when displaced families stay in evacuation camps for a prolonged period of time, parents of families (of usually nine members) are forced to marry off their children in order to create another nuclear family that would be qualified to get additional food stub from a government agency. The difficult situation of young women and girls and IDP camps was confirmed by a former United Nations Populations Fund (UNFPA) staff when she shared a story about girl children participating in an FGD for married women and mothers:

“I was really surprised that she was in the group of married women but what surprised me even more was when she stood up – she was pregnant and according to her, her second child. I mean it is already a form of violence that she was married off as a child and now there is more violence committed against her because she became pregnant. There was another young girl, 13-years old and also pregnant who cried during the FGD because she said that she is always reprimanded by her family for not knowing to take care of her baby – how can a child, still a baby, take care of her baby?!”²³

But beyond experiences of vulnerabilities and victimization, women also have the potential to exercise agency. For example, as shared during the consultation cum capacity-building project of the Women Engaged in Action on UNSCR 1325 (WE Act 1325) conducted among various women in Mindanao, women themselves recognize their role in early warning and conflict prevention, mediation, conflict management and resolution; the importance of participating in consultations and dialogues with different stakeholders; the significance of advocacy work in building the culture of peace.²⁴

²⁰ Leslie Dwyer and Rufa Cagoco-Guiam, “Gender and Conflict in Mindanao,” (The Asia Foundation, 2013), 12. accessed August 31, 2014, <http://asiafoundation.org/resources/pdfs/GenderConflictinMindanao.pdf>.

²¹ Ana Natividad, Iverly Viar, and Jasmin Nario-Galace., *Women Speak: Perspectives on Normalization*, ed. Loreta Castro (Quezon City, Philippines. 2014), 17.

²² Ma. Lourdes Veneracion-Rallonza, “Services and Programs for Women in Conflict-Affected Areas,” in *Implementing the Philippine National Action Plan on UN Security Council Resolutions 1325 and 1820: A Civil Society Monitoring Report – March 2010 to January 2013*. (WE Act 1325: Quezon City, 2013), 55.

²³ Quoted from Veneracion-Rallonza (2013), footnote 29, p. 55.

²⁴ Natividad et al. 2014. Pp. 19-20.

C. Relevant legal and policy framework

According to Article II, Section 2 of the 1987 Philippine Constitution, the Republic “adopts the generally accepted principles of international law as part of the law of the land.” This essentially means that we recognize, uphold and operationalize international law in our country. Within the framework of international human rights law, the Philippines is a state party to the following treaties and conventions: (1) International Convention on the Elimination of All Forms of Racial Discrimination (ICERD); (2) International Covenant on Economic, Social and Cultural Rights (ICESCR); (3) the International Covenant on Civil and Political Rights (ICCPR); (4) Optional Protocol to the International Covenant on Civil and Political Rights; (5) Slavery Convention as Amended; (6) Convention on the Prevention and Punishment of the Crime of Genocide; (7) Convention Relating to the Status of Refugees; (8) Protocol Relating to the Status of Refugees; (9) the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW); (10) Optional Protocol to the Convention on the Elimination of All Forms of Discrimination Against Women; (11) Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT); (12) Convention on the Rights of the Child (CRC); (13) Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict; (14) Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Pornography; (15) International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families; and the (16) Rome Statute of the International Criminal Court. Additionally, the Philippines is also bound by the Universal Declaration on Human Rights (UDHR). In November 2009, the 14th Congress passed Republic Act (RA) 9745 or the “Anti-Torture Act” that criminalizes the use of torture by state authorities on people under their custody.

With regard to international humanitarian law (IHL), the Philippines a state party to: (1) 1949 Geneva Conventions; (2) Additional Protocol II to the 1949 Geneva Conventions; (3) Convention on the Non-Applicability of Statutory Limitations to War Crimes and Crimes Against Humanity; (4) Convention on the Prohibition, Development, Production and Stockpiling of Bacteriological and Toxin Weapons and on Their Destruction; (5) Convention on the Prohibition, Development, Production and Stockpiling and Use of Chemical Weapons and on Their Destruction; (6) Convention on the Safety of United Nations and Associated Personnel; and (7) Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction. The national law that ‘fleshes’ out all these international humanitarian law instruments came in December 2009 with the signing of RA 9851 or the “Philippine Act on Crimes Against International Humanitarian Law, Genocide, and Other Crimes Against Humanity.” Congruently, the Philippines also ratified the Rome Statute of the International Criminal Court (ICC) in August 2011.

The Philippines has also been committed to women’s human rights. Foremost, Article XIII of the 1987 Philippine Constitution has a specific provision on women in Section 19. Subsequent legislations or Republic Acts (RAs) have also highlighted women’s concerns such as:

- RA 7192, Women in Development and Nation Building Act (1992)
- RA 8353, Anti-Rape Law (1997)
- RA 8505, Rape Victim and Assistance Act (1998)
- RA 8972, Solo Parent’s Welfare Act (2000)
- RA 9208, Anti-Trafficking in Persons Act (2003)
- RA 9262, Anti-Violence Against Women and Children (2004)
- RA 9710, Magna Carta of Women (2009)

- RA 10354, Responsible Parenthood and Reproductive Health Act (2012)
- RA 10361, Domestic Workers Act (2013)

Of all these national laws, the one that specifically touches on women's concerns in the context of armed conflict is the Magna Carta of Women as provided for in Chapter IV (Rights and Empowerment), Sections 9b (protection from violence), 10 (women affected by disasters, calamities, and other crisis situations), and 15 (women in the military). At the same time, by virtue of Article 25 of the United Nations (UN) Charter;²⁵ the Philippines is also obligated to comply with UN Security Council Resolutions (UNSCRs) 1325, 1820, 1888, 1889, 1960, 2106, and 2122. Additionally, as a State Party to CEDAW, the Philippines is also obligated to comply with CEDAW General Recommendations (GRs) such as GR 30 of 2013 on women in conflict prevention, conflict and post-conflict situations. Furthermore, in September 2013, the Philippines was among the 113 States that initially endorsed the UN Declaration of Commitment to End Sexual Violence in Conflict. To further concretize the country's commitment to women, peace and security, the Philippines is launched its amended/enhanced Philippine National Action Plan on Women, Peace and Security in 2014. The 2014 NAP WPS builds on the text of the 2010 launched NAP by further enhancing measurability of the indicators of implementation.

II. Data presentation and analysis

A. Participation

Indicator 1 – Index of women's participation in governance

Table 1.1. Index of women's participation in governance in 2014			
	Number of women	Number of men	Percentage of women
NATIONAL GOVERNMENT (TOTAL)	152	381	28.52%
Executive (subtotal)	67	152	30.59%
Office of the President (Officials with cabinet rank level ²⁶)	2	12	14.3
Cabinet Secretaries (19 Departments)	3	16	15.8
Cabinet Under Secretaries (19 Departments)	25	63	28.4
Cabinet Assistant Secretaries (19 Departments)	37	61	37.8
Legislative²⁷ (subtotal)	85	229	27.07%

²⁵ As stated in Article 25, Chapter V of the United Nations Charter, "The Members of the United Nations agree to accept and carry out the decisions of the Security Council in accordance with the present Charter."

²⁶ Offices included were based on the present listing of non-Department Secretary heads listed under the heading "Cabinet" in the Office of the President directory:

Presidential Communications Operations Office (PCOO), *Directory for the Office of the President*, accessed August 27, 2014, <http://www.pcoo.gov.ph/dir-op.htm>.

²⁷ Data drawn from the websites of the Philippine Senate and the Philippine House of Representatives:

Senate of the Philippines, *16th Congress Senators*, accessed August 26, 2014, <https://www.senate.gov.ph/>.

House of Representatives of the Philippines, *Congressional Profile*, accessed August 26, 2014, <http://www.congress.gov.ph/>.

Senators	6	18	25.0
Representatives	79	211	27.2
LOCAL GOVERNMENT (TOTAL)²⁸	88,305	257,457	25.54%
Executive (subtotal)	8,153	36,362	18.32%
Governors	18	62	22.5
Vice Governors	11	69	13.8
Mayors (cities and municipalities)	332	1,259	20.9
Vice Mayors (cities and municipalities)	265	1,325	16.7
<i>Punong Barangay</i>	7,527	33,647	18.3
Legislative (subtotal)	80,152	221, 185	26.6%
Councillors (city and municipal)	2,668	10,498	20.3
<i>Barangay Kagawad</i>	77,484	210,687	26.9
FOREIGN SERVICE (TOTAL)²⁹	32	88	26.7%
Ambassadors	21	37	36.2
Consul Generals	11	51	17.7

1.2. Percentage of women's participation in governance (4-year comparison; data every two years)			
	2010	2012	2014
National government	31.2%	29.6%	28.5%
Local government	16%	16.4%	25.5%

In the Philippines, national government officials in the Executive Branch are appointed while those in the Legislative Branch are elected. Those in local government units (LGUs) are elected. According to the Commission on Elections (COMELEC), during the 13 May 2013 elections, only 907 out of a total of 4,678 candidates for Senator, District Representative, Governor, City and Municipal Mayor were women.

Under the Presidency of Benigno Simeon Cojuangco Aquino III, there are several women members of the Cabinet as head of their respective Offices/Departments such as the Presidential Management Staff (PMS), Office of the Presidential Adviser on the Peace Process (OPAPP), Department of Justice (DOJ), Department of Labor and Employment (DOLE), and Department of Social Welfare and Development (DSWD). Other Cabinet offices also have the presence of women as Deputies, Undersecretaries, and Assistant Secretaries such as the Office of the Cabinet Secretary, Presidential

²⁸ Data for Governors, Vice Governors, Mayors, Vice Mayors and Councillors drawn from: National Statistical Coordination Board (NSCB), *Factsheet on women and men in the Philippines* (Philippine Statistics Authority: Makati, 2014), accessed August 26, 2014, http://www.nscb.gov.ph/gender/PSA-NSCB_2014%20Factsheet%20on%20WAM.pdf.

Data for *barangay* captains and *barangay kagawad* received from the Records and Statistics Division, ERSD, Commission on Elections.

Data provided (as of 29 August 2014) by the National Barangay Operations Office (NBOO) of the Department of Interior and Local Government (DILG) distinguished the number of Punong Barangays based on the Profile submitted by Regional Offices (ROs). In their data, 28,918 of Punong Barangays are men while 5,446 are women (accounting for 15.8%).

²⁹ Included in this count are those with the title Consul General, *ad honorem*. Data drawn from the listing provided by the DFA website:

Department of Foreign Affairs (DFA), *PHL Embassies and Consulates General*, last modified, August 26, 2014, accessed Aug. 27, 2014, <http://www.dfa.gov.ph/index.php/articles/2013-03-22-05-09-29/phl-embassies-and-consulates>.

Legal Counsel, and Presidential Assistant for Rehabilitation and Reconstruction (PARR). Additionally, other government agencies, such as the Commission on Higher Education (CHED), Commission on Human Rights (CHR), Philippine Commission on Women (PCW), National Commission on Indigenous Peoples (NCIP), National Commission on Muslim Filipinos (NCMF), and the Bureau of Internal Revenue (BIR) are headed by women. Comparing this profile with the 2014 portfolio held by women ministers in 189 countries, it can be inferred that some of these Filipino women head government agencies that are not usually held by women.³⁰ However, for 2014, 30.5% of women in the national executive branch, is still a bit far from achieving gender balance in this area of government.

On the side of the Legislature, the results of the 2013 elections placed three additional women in the Senate --- six women Senators out of 24 in the 16th Congress (2013-16) as opposed to the 15th Congress (2010-13) where only three out of 24 were women. These women Senators chair multiple committees in the Senate such as: Agriculture and Food; Government Corporations and Public Enterprise; Climate Change; Cultural Communities; Energy and Natural Resources; Finance Subcommittee; Constitutional Amendments and Revision of Codes; Education, Arts and Culture; Foreign Affairs; Women, Family Relations and Gender Equality; Public Information and Mass Media; Public Order and Dangerous Drugs; and Social Justice, Welfare and Rural Development. In the case of the women members of the House of Representatives, the number of women district and party-list representatives have yet to break the 30 percentage mark. Nonetheless, there are some notable developments. For example, we now have one woman Deputy Speaker of the House (out of six); women in Congress who also chair seven out of 58 Congressional Standing Committees (i.e. Basic Education and Culture, Constitutional Amendment, Metro Manila Development, National Cultural Communities, Revision of Law, Women and Gender Equality, and Welfare of Children) and two out of eleven Special Committees (Bases Conversion, Reforestation).

At the local executive level, although there is a slight increase in the election of women from 16.4% in 2010 to 18.32% in the 2013 elections, this level alone has not reached the 20% mark. In contrast, there is more progress in the local legislative level with 26.6% of women winning elective posts.

As regards the area of women in the Foreign Service, it is interesting to note the decline of women as ambassadors and consul generals. In 2012, there were 36.9% women ambassadors compared to 36.2% in 2014; while 30% of consul generals were women in 2012 in contrast to the current 17.7%.

In analyzing the over-all data on women's participation in governance, there is no question that women are present in the national and local government structures. In terms of percentage, women seems to be more in appointive positions; however, in the context of elective positions, although the percentage are lower, there are more women in terms of raw numbers since there are more posts available in this area. Nonetheless, it is important to note that the number of women over-all is far lower than that of men in the area of governance. There are some nuances that must be highlighted: first, in a four-year comparative data (refer to Table 1.2), it can be observed that women are declining in numbers at the national level (deterioration in numbers) but are increasing at the local level (significant progress in numbers) --- particularly during the 2013 elections; and second, beyond these numbers, it is also important to look at where the women are, how they could

³⁰ In the 2014 Women in Politics released by the Inter-Parliamentary Union (IPU), the top five portfolio of women ministers are Social Affairs, Family/Youth/Elderly/Disabled, Environment/Natural Resources/Energy, Education, and Trade/Industry. Refer to IPU infograph http://www.ipu.org/pdf/publications/wmnmap14_en.pdf.

possibly attain substantive gender balance, and what their contributions have and could be. On this last note, it must be highlighted that women --- whichever position they may occupy --- must champion the cause of other women and seek to improve their lives. For example, Senator Loren Legarda filed on December 2013 Senate Resolution No. (SRN) 407 “Urging the Committee on Women, Family Relations and Gender Equality and the Committee on Peace, Unification and Reconciliation to look into the Implementation of the National Action Plan on Women, Peace and Security in light of the Country’s Commitments to the United Nations Security Council Resolution 1325, thus Strengthening the Role of Women in Conflict Resolution and the Peace-Building Process.” This is a progressive step in the right direction --- unfortunately, to date, SNR 407 is still pending in the committees headed by Senator Pia Cayetano (a staunch supporter of women’s human rights) and Senator Teofisto Guingona III.³¹

Rating: Slight progress

Indicator 2 – Percentage of women in peace negotiating teams and detailed breakdown of gender issues addressed in peace agreements

2.1. Number and percentage of women in formal peace negotiating teams			
Formal Peace Panels	Number of women	Number of men	Percentage of women
GPH-MILF Peace Table Negotiators (2013-14)			
GPH	2	2	50.0
MILF	0	5	0.0
GPH-CPP-NPA-NDF Peace Negotiators³² (2013)			
GPH	2	3	40.0
CPP-NPA-NDF	2	3	40.0
Subtotal	6	13	31.6%
Relevant Technical Working Groups (TWG) on FAB Annexes³³			
GPH TWGs (2013-14)			
Normalization	2	1	66.7
Wealth Sharing	2	1	66.7
Power Sharing	0	3	0.0
MILF TWGs (2013-14)			
Normalization	0	3	0.0
Wealth Sharing	0	3	0.0
Power Sharing	0	3	0.0

³¹ Senator Pia Cayetano heads the Committee on Women, Family Relations, and Gender Equality while Senator Teofisto Guingona III leads the Committee on Peace, Unification, and Reconciliation.

³² Based on the number til April 2013 or when negotiations hit an impasse.

³³ Office of the Presidential Adviser on the Peace Process (OPAPP), *Technical Working Groups on Wealth, Power Sharing and Normalization Take Center Stage in KL*, (Philippines, 2012), accessed September 11, 2014, <http://www.opapp.gov.ph/milf/news/technical-working-groups-wealth-power-sharing-and-normalization-take-center-stage-kl-peace>.

Subtotal	4	14	22.2%
GRAND TOTAL	10	27	27.0%

2.2. Gender issues addressed in peace agreements		
Annexes to the Framework Agreement on the <i>Bangsamoro</i> (FAB)		
Agreement	Program/ Population	Provision
Annex on Revenue and Wealth Sharing (2013)	Gender and Development	XII. "In the utilization of public funds, the <i>Bangsamoro</i> shall ensure that the needs of women and men are addressed. For this purpose, the <i>Bangsamoro</i> shall set aside at least 5% of the official development funds that it receives for support programs and activities for women in accordance with a gender and development plan."
Annex on Power Sharing (2013)	Governance Structure: <i>Bangsamoro</i> Ministerial Government	"2. The <i>Bangsamoro</i> assembly shall be representative of the <i>Bangsamoro's</i> constituent political units, as well as non-Moro indigenous communities, women, settler communities, and other sectors. The <i>Bangsamoro</i> Basic Law shall ensure that the representation in the assembly reflects the diversity of the <i>Bangsamoro</i> ."
		"7. There shall be a <i>Bangsamoro</i> council of leaders composed of the Chief Minister, provincial governors, mayors of chartered cities, and a representative each of the non-Moro indigenous communities, women, settler communities, and other sectors. The <i>Bangsamoro</i> council of leaders shall be chaired by the Chief Minister."
Annex on Normalization (2014)	Socio-Economic Development	"3. Special socio-economic programs will be provided to the decommissioned women auxiliary forces of the MILF."
		"5. The Parties recognize the need to attract multi-donor country support, assistance and pledges to the normalization process. For this purpose, a Trust Fund shall be established through which urgent support, recurrent and investment budget cost will be released with efficiency, transparency and accountability. The parties agree to adopt criteria for eligible financing schemes, such as, priority areas of capacity building, institutional strengthening, impact programs to address imbalances in development and infrastructures, and economic facilitation for return to normal life affecting combatant and non-combatant elements of the MILF, indigenous peoples, women, children, and internally displaced persons."

2.3. Percentage of women in peace negotiating teams from 2011-14				
	2011	2012	2013	2014
GPH-MILF Peace Table				
GPH	33.33	40	50	50
MILF	0	0	0	0
GPH-CPP-NPA-NDF Peace Table				
GPH	40	40	40	Not applicable
CPP-NPA-NDF	40	40	40	Not applicable

After the signing of the FAB in the last quarter of 2012, the *Bangsamoro* peace process has taken the center stage in the discourse and practice of peace negotiations. Integral to the substance and

process of this particular peace table is the presence of women in various fronts. Foremost, the head of the OPAPP under which GPH peace panels belong to, is a woman, namely Secretary Teresita Quintos-Deles. Secretary Deles is the first woman to have taken the helm of OPAPP from 2003-2005 and then again from 2010 to present. Secondly, taking over the function of chief negotiator for GPH towards the latter part of 2012 and still seeing the whole process through in 2014 Prof. Miriam Coronel-Ferrer, professor of Political Science at the University of the Philippines. Just like Secretary Deles, Chair Coronel-Ferrer is the first woman in the history of peace negotiations in the Philippines to be appointed as chief negotiator and the first woman chief negotiator to have signed a major peace agreement. The second woman member of the GPH panel was Yasmin Busran-Lao who was recently appointed to head the NCMF. Serving as an alternate panel member is Undersecretary Zenonida Brosas who also served as head of the GPH TWG for Normalization. Supporting the work of the GPH panel is a group of women: Director Iona Jalijali heading the secretariat, Atty. Johaira Wahab leading the Legal Team and subsequently being appointed as a member of the GPH Transition Commission (TC), and Atty. Anna Tarhata Basman taking over the work of Atty. Wahab.

Also in the latter part of December 2012, President Aquino signed Executive Order (EO) 120 creating the TC mandated to draft the BBL as provided in the FAB. The 15-member TC included four women: Atty. Raisa Jajurie who served as a consultant for the MILF peace panel since 2011; Froilyn Mendoza, a *Teduray* from Maguindanao and member of the all-women contingent of the Civilian Protection component of the International Monitoring Team (IMT); Fatmawati Salapuddin previously served as Director of the Bureau of Peace and Conflict Resolution under the National Commission on Muslim Filipinos; and Johaira Wahab who used to head the legal team of the GPH panel.

According to Secretary Senen Bacani, member of the GPH panel, the presence of women in peace negotiations matters as exemplified by the fact that the term ‘meaningful political participation of women’ made it in the text of the FAB because of the women members of the panel, Chair Coronel-Ferrer and Busran-Lao: “we were reminded by the women --- in fact, they were the ones who put it there.”³⁴ To a large extent, it would actually be logical to deduce that the inclusion of women and gender concerns in the text and language of agreements with the MILF was because of the women -- - this was possible because women were part of the negotiation and drafting. Previously signed agreements did not explicitly include women and gender concerns probably because no women were part of the process.

Quite notably, this observation can further be made in the resulting text of the three signed Annexes of FAB (as shown in Table 2.2). Most importantly, these provisions as contained in the Annexes form part of the various signed agreements consolidated in the CAB signed in the first quarter of 2014. The draft BBL, crafted through several consultations with various stakeholders, was turned over to Congress on September 10, 2014 and deliberated beginning September 23, 2014. The draft text not only included women and gender provisions contained in the FAB and the Annexes but were further refined and substantiated. To date, these are:

- Article V, Powers of Government, Section 3 on Exclusive Powers provides for the “(55) establishment of appropriate mechanism for consultation for women and marginalized sectors” and “(56) special development programs and laws for women, the youth, the elderly, labor, the differently-abled, and indigenous cultural communities.”

³⁴ Drawn from the Interview of Secretary Senen Bacani in *Kababaihan at Kapayapaan* Magazine, March 2014. OPAPP.

- Article VI, Intergovernmental Relations, Section 5 on Council of Leaders provides for the inclusion of women representative in the Council.
- Article VII, The *Bangsamoro* Government, Section 5 on the Classification and Allocation of Seats provides for “(3)...a reserved seat for women.” Additionally, Section 6 on the Election for Reserved Seats for Non-Moro Indigenous Persons must reflect “(h) gender equality.”
- Article IX, Basic Rights, Section 1 on “(g) right of women’s meaningful participation and protection from all form of violence” and “(i) right to equal opportunity and non-discrimination and economic activity and public service regardless of class, creed, disability, gender and ethnicity.” This section also has a Social Justice section, Section 10 on the protection of women and children to “uphold and protect the fundamental rights of women and children including the right of women to engage in lawful employment...protection from exploitation, abuse or discrimination” and provides for the enactment of laws to implement this section. Additionally, Section 11 on the participation of women in the *Bangsamoro* Government states that “aside from the reserved seat for women in Parliament, there shall be at least one qualified woman to the *Bangsamoro* Cabinet.” Accordingly, the “*Bangsamoro* Parliament shall enact a law that gives recognition to the role of women in nation-building and regional development and representation of women in other decision-making and policy-determining bodies of the *Bangsamoro* Government.”
- Article XIII, Economy and Patrimony, Section 6 on sustainable development explicitly provides for allocating funds for gender and development.

Clearly, the draft BBL is a progressive text that upholds women’s human rights. The challenge, of course, is to pass the BBL in Congress without diluting its substance and ensuring that these women and gender provisions remain intact. Should the BBL pass as a law, it will be a milestone legislation in terms of the institutionalization and concretization of women’s meaningful political participation in the country.

In the case of women’s participation in other peace tables, the GPH and CPP-NPA-NDF panels have always observed gender parity in the number of negotiators from both sides. On the part of government, the secretariat is headed by a woman and the secretariat team and technical committee have the same number of women and men for the year 2013. Even on the CPP-NPA-NDF panel, women have been part of the formal peace table. However, because of pattern of intermittent negotiations and the eventual current impasse, it cannot be ascertained if women are making a difference in this peace process. As regards the remaining peace tables, namely the closure track with the CPLA-CBA and RPMP-RPA-ABB, women’s participation is quite notable --- on the part of the former, the current head is a woman backed by secretariat/operations support of eight women and four men; in the case of the latter, the current head is a man with the support of three women and four men in the secretariat/operations. For the MILF and CPP-NPA-NDF peace tables, 48 out of 107 technical staff or 44.9% are women.

As previously mentioned, the Philippine Government is involved actively in five peace tables with the MILF and MNLF in the *Bangsamoro* front, with the CPP-NPA-NDF in a negotiated political settlement, and with the CPLA-CBA and RPMP-RPA-ABB in a closure track. Each of these is operating in varying stages with one that clearly progressed and have been cited as a milestone success. In as far as women’s quantitative participation is concerned, the Philippine Government has been consciously ensuring the inclusion of women in formal peace tables; as regards women’s

qualitative participation, the inclusion of women and gender concerns in output agreements and text indicate that having women in peace tables matter.

Rating: Significant progress

Indicator 3 – Index of women participation in the justice, security sector, and peacekeeping missions

3.1. Index of women participating in the justice sector (Judiciary)³⁵ for 2013-14						
Positions	2013			2014		
	# of Women	# of Men	% of women	# of Women	# of Men	% of women
Supreme Court Justices	3	12	20.0	3	12	20.0
Court of Appeals Justices	24	43	35.8	24	44	35.3
<i>Sandigan Bayan</i> Justices	3	11	21.4	4	11	26.7
Regional Trial Courts Judges	311	540	36.5	306	511	37.5
Shari'a District Courts	0	0	0.0	0	2	0.0
Metropolitan Trial Courts Judges	48	42	53.3	48	39	55.2
Municipal Trial Courts in Cities Judges	102	100	50.4	99	90	52.4
Municipal Trial Courts Judges	134	161	45.4	127	148	46.2
Municipal Circuit Trial Courts Judges	144	221	39.5	134	203	39.8
Shari'a Circuit Courts Judges	3	26	10.3	3	25	10.7
TOTAL	772	1,156	40.0%	748	1,085	40.8%

3.2. Index of women participating in military and police in 2014						
3.2.1. Police³⁶						
Positions	2013			2014		
	# of Women	# of Men	% of women	# of Women	# of Men	% of women

³⁵ Data obtained from the following sources:

Supreme Court of the Philippines, *Justices of the Supreme Court*, accessed August 28, 2014, <http://sc.judiciary.gov.ph/aboutsc/justices/>.

Court of Appeals, *Justices*, accessed August 28, 2014, http://ca.judiciary.gov.ph/index.php?action=incumbent_justices.

Sandigan Bayan, *Sandigan Bayan Justices*, accessed August 28, 2014, <http://sb.judiciary.gov.ph/justices.html>.

Office of the Court Administrator, *2014 Judiciary book as of 30 July 2014*, accessed August 28, 2014, <http://oca.judiciary.gov.ph/wp-content/uploads/2014/04/Judiciary-Book-as-of-30-July-2014.pdf>.

Judiciary and Bar Council (JBC), *2013 master list of Shari'a District courts*, accessed August 28, 2014, <http://jbc.judiciary.gov.ph/masterlist/Sharia.pdf>.

Information on the Regional Trial Courts, Metropolitan Trial Courts, Municipal Trial Courts in Cities, Municipal Trial Courts, Municipal Circuit Trial Courts, and Shari'a Circuit Courts as of 5 September 2014 was provided by the Office of the Court Administrator of the Supreme Court of the Philippines.

³⁶ Data prepared by the Statistics Office of the Philippine National Police (PNP) reflecting profile for 2013 as of 31 December 2014 and for 2014 as of 30 June 2014.

Director General (D/General)	0	1	0.0	0	1	0.0
Deputy Director General (D/Director General)	0	2	0.0	0	3	0.0
Director (Dir)	1	16	5.9	0	18	0.0
Chief Superintendent (C/Supt)	0	102	0.0	2	98	2.0
Senior Superintendent (S/Supt)	13	564	2.3	11	597	1.8
Superintendent (Supt)	189	1,649	10.3	195	1,669	10.5
Chief Inspector (C/Insp)	332	1,711	16.3	367	1,734	17.5
Senior Inspector (S/Insp)	405	3,224	11.2	364	3,178	10.3
Inspector (Insp)	563	3,537	13.7	582	3,856	13.1
Senior Police Officer 4 (SPO4)	180	3,713	4.6	173	3,492	4.7
Senior Police Officer 3 (SPO3)	557	4,475	11.1	630	4,727	11.8
Senior Police Officer 2 (SPO2)	263	4,245	5.8	178	3,571	4.7
Senior Police Officer 1 (SPO1)	2,082	13,461	13.4	2,066	12,718	14.0
Police Officer 3 (PO3)	2,716	20,537	11.7	3,622	25,177	12.6
Police Officer 2 (PO2)	4,233	25,883	14.0	3,461	21,575	13.8
Police Officer 1 (PO1)	7,983	41,386	16.2	8,958	44,957	16.6
GRAND TOTAL	19,517	124,506	13.6%	20,649	127,317	14.0%

3.2.2. Armed Forces³⁷						
PHILIPPINE ARMY	2013			2014		
Positions (officer rank)	# of Women	# of Men	% of women	# of Women	# of Men	% of women
Generals	0	1	0.0	0	1	0.0
Lieutenant Generals	0	3	0.0	0	5	0.0
Major Generals	0	16	0.0	0	18	0.0
Brigadier Generals	0	38	0.0	0	40	0.0
Colonels	1	469	0.2	1	483	0.2
Lieutenant Colonels	7	807	0.9	8	861	0.9
Majors	43	1,012	4.1	73	1,086	6.3
Captains	81	1,208	6.3	163	1,079	13.1
First Lieutenants	132	1,326	9.1	105	1,109	8.6
Second Lieutenants	87	740	10.5	115	1,050	9.9
Subtotal	351	5,620	5.9%	465	5,732	7.5%
Positions (enlisted rank)	# of Women	# of Men	% of women	# of Women	# of Men	% of women
First Chief Master Sergeant	0	1	0.0	0	1	0.0
Chief Master Sergeant	2	23	8.0	1	18	5.3

³⁷ Data provided by the GAD Office of the Philippine Army wherein 2013 profile was as of 30 October 2013 and 2014 profile was as of 29 August 2014; Office of Personnel of the Philippine Air Force with data reflecting 31 December 2013 and 31 August 2014; and the Office of the Assistant Chief of Naval Staff for Personnel for the Philippine Navy.

Senior Master Sergeant	4	71	5.3	4	67	5.6
Master Sergeant	100	1,653	5.7	99	1,523	6.1
Technical Sergeant	129	3,602	3.5	119	3,346	3.4
Staff Sergeant	265	9,233	2.8	261	8,348	3.0
Sergeant	247	9,989	2.4	262	9,703	2.6
Corporal	490	15,889	3.0	536	15,804	3.3
Private First Class	5,367	24,339	18.1	5,286	23,860	18.1
Private	702	4,909	12.5	483	7,331	6.12
Subtotal	7,306	69,709	9.5%	7,051	70,001	9.2%
Total for the Philippine Army	7,657	75,329	9.2%	7,516	75,733	9.0%
PHILIPPINE AIR FORCE	2013			2014		
Positions (officer rank)	# of Women	# of Men	% of women	# of Women	# of Men	% of women
Generals	0	0	0.0	0	0	0.0
Lieutenant Generals	0	2	0.0	0	2	0.0
Major Generals	0	9	0.0	0	10	0.0
Brigadier Generals	0	23	0.0	0	19	0.0
Colonels	4	121	3.2	4	119	3.3
Lieutenant Colonels	9	232	3.7	17	234	6.8
Majors	28	270	9.4	41	309	11.7
Captains	46	290	13.7	35	228	13.3
First Lieutenants	99	443	18.3	106	401	20.9
Second Lieutenants	89	262	25.4	72	321	18.3
Subtotal	274	1,652	14.2%	275	1,643	14.3%
Positions (enlisted rank)	# of Women	# of Men	% of women	# of Women	# of Men	% of women
First Chief Master Sergeant	0	0	0.0	0	0	0.0
Chief Master Sergeant	3	8	27.3	3	7	30.0
Senior Master Sergeant	2	29	6.5	2	24	7.7
Master Sergeant	46	596	7.2	50	711	6.57
Technical Sergeant	37	1,497	2.4	51	1,660	3.0
Staff Sergeant	313	3,503	8.2	432	3,533	10.9
Sergeant	247	1,958	11.2	300	2,163	12.2
Airman First Class	410	2,170	15.9	247	1,321	15.8
Airman Second Class	262	2,256	10.4	397	2,438	14.0
Airman	273	672	28.9	92	566	14.0
Subtotal	1593	12,689	11.2%	1574	12,423	11.2%
Total for the Philippine Air Force	1,867	14,341	11.5%	1,849	14,066	11.6%
PHILIPPINE NAVY	2013			2014		
Positions (naval officer rank)	# of Women	# of Men	% of women	# of Women	# of Men	% of women
Admiral	0	0	0.0	0	0	0.0
Vice Admiral	0	3	0.0	0	2	0.0
Rear Admiral	0	12	0.0	0	11	0.0
Commodore	0	20	0.0	0	22	0.0
Captain	4	151	2.6	5	161	3.0

Commander	5	328	1.5	6	294	2.0
Lieutenant Commander	38	323	10.5	40	360	10.0
Lieutenant (senior grade)	62	512	10.8	58	521	10.0
Lieutenant (junior grade)	98	771	11.3	99	776	11.3
Ensign	107	476	18.4	110	415	21.0
Subtotal	314	2,596	10.8%	318	2,562	11.0%
Positions (naval enlisted rank)	# of Women	# of Men	% of women	# of Women	# of Men	% of women
First Master Chief Petty Officer	0	0	0.0	0	0	0.0
Master Chief Petty Officer	0	20	0.0	0	19	0.0
Senior Chief Petty Officer	3	54	5.3	2	47	4.1
Chief Petty Officer	16	842	1.9	18	937	1.9
Petty Officer, first class	31	1,797	1.7	29	1,746	1.6
Petty Officer, second class	79	2,879	2.7	76	2,874	2.6
Petty Officer, third class	86	3,977	2.1	75	3,797	1.9
Seaman First Class	119	3,287	3.5	150	3,880	3.7
Seaman Second Class	395	3,138	11.2	329	2,692	10.0
Seaman	43	500	7.9	48	435	9.9
Subtotal	772	16,494	4.5%	727	16,427	4.2%
Total for the Philippine Navy	1,086	19,090	5.4%	837	16,842	4.7%
GRAND TOTAL	10,610	108,760	8.9%	10,410	108,788	8.7%

3.3. Index of women participating in peacekeeping missions (TROOP CONTRIBUTING) in 2014						
	2013³⁸			2014³⁹		
Peacekeeping missions (total)	# of Women	# of Men	% of women	# of Women	# of Men	% of women
Military Experts on Mission (UNMEM)	0	7	0.0	0	8	0.0
Contingent Troops	36	588	5.8	37	585	5.9
Individual Police	7	63	10.0	8	37	17.8
Total	43	658	6.1%	45	630	6.7%
	2013			2014		
Countries/Missions where peacekeepers are deployed	# of Women	# of Men	% of women	# of Women	# of Men	% of women
MINUSTAH	15	166	8.3	14	160	8.0

³⁸ United Nations Peacekeeping, *UN Mission's Summary detailed by Country for December 2013*, (United Nations, 2013), accessed August. 28, 2014, http://www.un.org/en/peacekeeping/resources/statistics/contributors_archive.shtml.

³⁹ United Nations Peacekeeping, *UN Mission's Summary detailed by Country for July 2014*, (United Nations, 2014), accessed August. 28, 2014, http://www.un.org/en/peacekeeping/contributors/2014/jul14_3.pdf.

UNAMA	2	0	100.0	0	0	0.0
UNDOF	15	331	4.3	16	330	4.6
UNISFA	0	1	0.0	0	0	0.0
UNMIL	11	132	7.7	15	131	10.3
UNMISS	0	19	0.0	0	0	0.0
UNMOGIP	0	4	0.0	0	3	0.0
UNOCI	0	5	0.0	0	6	0.0
Total	43	658	6.1%	45	630	6.7%

3.4. Percentage of women participation in the justice, security sector, and peacekeeping missions from 2011-2014				
	2011	2012	2013	2014
Justice sector	36.51%	38%	40%	40.8%
Security sector				
Police	12.30%	12.55%	13.6%	14%
Armed Forces	3.16%	4.2%	8.9%	8.7%
Peacekeeping missions (troops contributing)	9.58%	6%	6.1%	6.7%

In the justice and security sector, although fewer in total raw number, the judiciary has the most women's participation in terms of **percentage** compared to the police, military and peacekeeping operations (refer to Table 3.4).

The Supreme Court is the highest court in the country composed of fifteen Justices, three of which are women. Though this number is relatively low, it must nonetheless be highlighted that the Chief Justice, appointed in 2012, is a woman --- Chief Justice Maria Lourdes Sereno. Chief Justice Sereno is the 24th Chief Justice of the Supreme Court and the first woman to ever get appointed in the position.⁴⁰ She is also the youngest Chief Justice and may serve the longest term when she retires after 20 years of service in 2030. According to her profile, "at age 39, she was chosen as the only female member of the 1999 Preparatory Commission on Constitutional Reform where she was elected Chairperson of the Commission's Steering Committee."⁴¹ The second woman justice is Justice Teresita Leonardo-De Castro who was appointed to the Supreme Court in 2007. In the Supreme Court, Justice De Castro chairs and co-chairs various committees including the Committee on Gender-Responsiveness in the Judiciary as well as the Special Committee to Draft Rules on Sexual Harassment in the Judiciary; additionally, she is currently the President-elect of the International Association of Women Judges (IAWJ) and the President of the Philippine Women Judges Association (PWJA).⁴² The third woman member of the High Court is Justice Estela Perlas-Bernabe who was appointed in 2011. Justice Bernabe went through the ranks --- serving as judge

⁴⁰ Gil Cabacungan, "First Woman Chief Justice," *Philippine Daily Inquirer*, August 25, 2012, accessed on September 5, 2014, <http://newsinfo.inquirer.net/257098/first-woman-chief-justice-2>.

⁴¹ Supreme court of the Philippines, *Profile of Chief Justice Maria Lourdes Sereno* accessed September 5, 2014, <http://sc.judiciary.gov.ph/aboutsc/justices/cj-sereno.php>.

⁴² Supreme Court of the Philippines, *Profile of Justice Teresita Leonardo-De Castro*, accessed September 5, 2014, <http://sc.judiciary.gov.ph/aboutsc/justices/j-decastro.php>

in the Metropolitan Trial Court in Makati City, then promoted to Branch 142 of the Regional Trial Court and later appointed in the Court of Appeals --- before her appointment in the High Tribunal.⁴³

Looking at the numerical data on the first and second level courts in the country, most of the women judges are in the Regional Trial Courts (RTC) with 311 in 2013 and 306 in 2014. Numerically as well, the other courts with significantly more women judges are in the Municipal Circuit Trial Courts (MCTC) with 144 in 2013 and 134 in 2014, Municipal Trial Courts (MTC) with 134 in 2013 and 127 in 2014, and Municipal Trial Courts in Cities (MTCC) with 102 in 2013 and 99 in 2014. But in terms of percentages, women judges vis a vis men judges the Metropolitan Trial Courts (MeTC) rank the first with 53.3% in 2013 and 55.2 in 2014 followed by the MTCC with 50.4% in 2013 and 52.4% in 2014. The lowest (and even no) women judges' presence, both numerically and percentage-wise, are in the Shari'a District Courts and Shari'a Circuit Courts.

In the case of the security sector – as composed of the police and the military --- women's participation has been steadily increasing to meet the target allocation. As reflected in Table 3.4, the Philippine National Police (PNP) is just 1% shy of its 15% allocation while the Armed Forces of the Philippines (AFP) is still 11% away of the 20% mark. The opportunity for women to join the security sector came with RA 7192 or the "Women in Development and Nation-Building Act" as provided in Section 7, Admission to Military Schools, stating "[A]ny provision of the law to the contrary notwithstanding, consistent with the needs of the services, women shall be accorded equal opportunities for appointment, admission, training, graduation and commissioning." According to the data provided by the PNP GAD Office, in the Philippine National Police Academy (PNPA), 86 women compared to 171 men were admitted in 2013; the following year, 92 women and 241 men were admitted. In 2012, the Philippine Public Safety College (PPSC) (as reflected in the GAD Plan and Budget) removed the 10% admission quota for female cadets "to allow for as many qualified female cadets to be admitted."⁴⁴ It may be for this reason that there has been an increase of women applicants in 2013 at 25.7% and 33.3% in 2014.

As regards the Philippine Military Academy (PMA), 54 women and 311 men were admitted in 2013 and 92 women and 244 men a year later.⁴⁵ In terms of graduation, PPSC graduated 19 women out of 143 in 2013 and 19 out of 203 in 2014 while the PMA graduated 34 women out of 268 in 2013 and 10 out of 202 the following year.

Through RA 8551 or the "Philippine National Police Reform and Reorganization Act of 1998," it has been stipulated in Section 58 that the PNP "shall prioritize the recruitment and training of women

⁴³ Supreme Court of the Philippines, *Profile of Justice Estela Perlas-Bernabe*, accessed September 5, 2014, <http://sc.judiciary.gov.ph/aboutsc/justices/j-bernabe.php>.

⁴⁴ Anna Natividad, "Empowerment and Participation" in *Implementing the Philippine National Action Plan on UN Security Council Resolutions 1325 and 1820: A Civil Society Monitoring Report March 2010-January 2013*. (Quezon City, Philippines WE Act 1325, 2013), 117.

⁴⁵ Data based on the following news accounts:

"7 women among PMA top 10 grads," *Sunstar Baguio*, March 12, 2013, accessed August 29, 2014, <http://www.sunstar.com.ph/baguio/local-news/2013/03/12/7-women-among-pma-top-10-grads-272506>.

Artemia Dumalao, "PMA welcomes 257 new plebes," *philstar.com*, May 24, 2013, accessed August 29, 2014, <http://www.philstar.com/nation/2013/05/24/945852/pma-welcomes-257-new-plebes>.

Frank Cimatu, "This time, PMA goat is a female," *Inquirer Northern Luzon*, March 17, 2014, accessed August 29, 2014, <http://newsinfo.inquirer.net/586176/this-time-pma-goat-is-a-female>.

"333 Cadets take their place in CCAFP," *Philippine Military Academy News and Events*, accessed August 29, 2014, <http://www.pma.ph/?pageid=NewsEvents>.

who shall serve in women's desks." According to the data provided by the Women and Children Protection Center-Directorate for Investigation and Detective Management (WCPC-DIDM), out of the 17 Provincial Regional Offices nationwide with 1,857 established women's desks, a total of 3,765 personnel have been deployed as of December 2013 and if this number, 3,737 are police women compared to 28 men; the following year (as of August 2014), out of the 3,876 personnel deployed in women's desks nation-wide, 3,832 are women and 43 are men.

In contrast, the AFP is composed of major services such as the army, air force, and navy where a total of 10,610 women compared to 108,760 men have officer and enlisted ranks in 2013 and 10,410 women vis a vis 108,788 men in 2014.

In the Philippine Army (PA) for the year 2013 and 2014, the most number of women with officer rank are First and Second Lieutenants; within the same timeframe, the highest ranking female officer has the rank of a Colonel. In terms of enlisted rank, majority of women officers have the rank of Private First Class. The highest ranking female officer in the enlisted rank is Chief Master Sergeant held by two women in 2013 and one in 2014. As regards the Philippine Air Force (PAF), most women with officer rank as in the First Lieutenant category with 18.3% in 2013 and 20.9% in 2014. Following suit are those with the rank of Second Lieutenant with a percentage of 25.4 in 2013 and 18.3 in 2014. Similar to the PA, the highest ranked women officers in the PAF have the rank of Colonels --- four of them for both 2013 and 2014. Women with enlisted rank are predominantly Airman First Class in 2013 at 15.9% and Airman Second Class in 2014 at 14%. Lastly, in the case of the Philippine Navy (PN), most of the women with naval officer rank as ensigns with 107 of them compared to 476 men in 2013 and 110 compared to 415 men in 2014. Under the category of enlisted naval rank, most of the women are in the Seaman Second Class during the same time frame. The highest ranked female naval officer are Captains, four of them in 2013 and five in 2014; as enlisted naval officers, the highest ranked women are in the category of Chief Petty Officer.

Numerically, there are more women and men in the PA in contrast with the PAF and PN as the army is the biggest of the major military services. Comparatively, in terms of percentages of women, PAF has more women with officer and enlisted ranks at 11.6% for both 2013 and 2014; the PA ranks second at 9.2% in 2013 and 9% in 2014; and the PN at third place with 5.4% in 2013 and 8.7% in 2014. Although these percentages are still far from the target of 20% as provided by the Magna Carta of Women, various initiatives were undertaken in the past year as regards women, peace and security (WPS). For example, during the first quarter of 2014 the PA spearheaded the institutionalization of the WPS training of 392 officers, enlisted personnel and civilian employees and ground troops in Luzon, Visayas and Mindanao through the conduct of Gender and Conflict Sensitivity Training (GCST) Workshop by OPAPP. Similarly, in August 2014, 47 high ranking officers, enlisted personnel and civilian employees underwent the OPAPP WPS Executive Course meant to assist them in the formulation of future GAD plans that would emphasize the implementation of the NAP WPS.⁴⁶ As shared by Major General Romulo Cabantac, Jr., Vice Commander of the PA and head of the GAD Office, during the closing ceremony of the WPS Executive Course,⁴⁷ "in the Army, there is equality in service and men and women play an equitable part of the development process and thus, we must practice equality, where ever we are." Additionally, he announced that the GAD Office of the PA will be re-established as a stand-alone

⁴⁶ Data provided by the GAD Office of the PA.

⁴⁷ The lead author of this study served as a resource person for this activity and thus had the opportunity to hear the insights of the Vice Commander on gender equality.

office within the year and will directly report to the Commanding General. Earlier on, in his messages during the three-legs of the GCST in Luzon, Visayas and Mindanao, Major General Cabantac also highlighted the importance of infusing GAD and WPS concepts to every “member and unit of the Army so that it will become an integral part of our campaign to ‘win the peace’.”⁴⁸

Additionally, the Global Network of Women Peacebuilders (GNWP) and WE Act 1325 have also conducted workshops with the AFP and PNP to help operationalize UNSCR 1325 and the NAP in its programs, plans and activities.

As regards women in peacekeeping missions, UN data from 2013 to 2014 shows that that has been a slight increase from 6.1% in 2013 to 6.7% in 2014. The top 2 geographic areas of deployment for women are in Haiti and Liberia as part of the contingent troops. Most of Filipino women peacekeepers deployed in UN Stabilization Mission in Haiti (MINUSTAH) and UN Mission in Liberia (UNMIL) served in the Force Headquarters Support Unit (FHSU) --- in 2013 for UNMIL, these women came primarily from the PAF while in 2014 for MINUSTAH, women peacekeepers came from the PN. Only one woman from the PN served as part of the Peacekeeping Force (PKF) in 2013.

Over-all, in comparing percentage data for women’s participation in the justice and security sector from 2011 to 2014, it can be inferred that there is a steady increase. In this regard, apart from looking at the numbers, it is vital to also examine various initiatives that enable the increase of women in these sectors. As in the case of the PA, the major contributing factor in advancing women’s participation would be institutional and leadership support and capacity-development and the result of which can be seen in the significant increase of women in the armed force from 4.2% in 2012 to 8.9% the following year. When taken by individual categories, the security sector - -- the PNP and AFP --- has made **significant progress** in the past two years. The justice sector has seen **moderate progress** in the same timeframe while peacekeeping missions accomplished **slight progress**.

Rating: **Significant progress (security sector)**
 Moderate progress (justice sector)
 Slight progress (peacekeeping mission)

Indicator 4 – Number and percentage of women participating in each type of constitutional legislative review (including security sector review)

4.1. Number and percentage of women participating in each type of constitutional legislative review (including security sector review)			
	Number of women	Number of men	Percentage of women
Constitutional Review	Not applicable	Not applicable	Not applicable
Deliberations on the Bangsamoro Basic Law in the Senate and House of Representatives	85	229	27.1%
Legislative Executive Development Advisory Council (LEDAC)	1	18	5.3%
Philippine Development Plan (PDP) 2011-16	Inter-agency collaboration		
Internal Peace and Security Plan (IPSP)	Multi-stakeholder approach		

⁴⁸ ‘Winning the Peace’ is the slogan of the Internal Peace and Security Plan of the AFP.

Faced with the perceived constitutional crisis brought about by the issues of pork barrel, Disbursement Acceleration Program (DAP) and Priority Development Assistance Fund (PDAF), the Philippines was recently thrown into tensions between the executive, legislative and judicial branches of government. The Philippine House of Representatives, in which the majority of the legislators belong to the political party of the incumbent President hinted last August 2014 about the possibility of pushing for charter change in light of restoring the balance between the three branches of government.⁴⁹ This possibility was frowned upon by activists and critics alike.⁵⁰ Thus far, there are no clear indications if the charter change will push through during the term of President Aquino.

Amidst this institutional political uncertainty, the current priority piece of legislation recently transmitted by the Office of the President on September 10, 2014 is on the BBL. According to the speech of the Philippine President delivered during the turnover ceremony:

“Sa atin naman pong Kongreso: nauunawaan namin na kailangan ninyong suriin nang mabuti ang panukalang batas na ito. Ang hiling lang namin, maipasa po sana ito sa lalong madaling panahon. Sa ganitong paraan po, mabibigyan natin ng sapat na oras ang ating mga kapatid na makapaghanda, at tuluyang mapalago ang ipinunla nating pagbabago sa pamamahala sa Bangsamoro.” (To our Congress: we understand that you need to review this piece of legislation very well. What we are just appealing is to pass this as soon as possible. In this way, we can give our brothers and sisters enough time to prepare and further advance the change we sowed in governing the Bangsamoro).⁵¹

In the affirming speech of GPH panel Chair Miriam Coronel-Ferrer, she noted that the critical stage of the creation of the *Bangsamoro* political entity is the formal legislative process. As such, she assured the legislators that the “basic rights of all inhabitants shall be guaranteed, and special rights accorded all indigenous peoples, women, children, and minorities shall be respected and promoted.”⁵² To pass, the BBL may need the full support of the 79-strong Association of Women’s Legislators, Foundation, Inc. (AWLFI) -- the official women's coalition at the House of Representatives. Although still a minority in the predominantly male Lower House, supporting, advocating for and championing the BBL may be one of the milestone moments where women legislators can be a unified block. As such, WE Act 1325 has engaged in initiatives --- such as their ‘Breakfast with Women Parliamentarian’ --- to lobby for the passage of the BBL and for the enhancement of some gender-sensitive provisions in the draft legislation.⁵³

⁴⁹ TJ Burgonio, “Aquino will not push for Charter Change during his Term – Palace Spokesperson,” *Philippine Daily Inquirer*, 16 August 2014, accessed September 10, 2014, <http://newsinfo.inquirer.net/629674/aquino-wont-push-charter-change-during-his-term-palace-spaokesperson>.

⁵⁰ Amanda Fernandez, “Militants used Ninoy Aquino Day to Blast Pnoy’s Charter Change Plans,” *GMA news Online*, August 21, 2014, accessed September 10, 2014, <http://www.gmanetwork.com/news/story/375816/news/nation/militants-use-ninoy-aquino-day-to-blast-pnoy-s-charter-change-plans>.

⁵¹ Office of the Presidential Adviser on the Peace Process (OPAPP), *Speech of President Aquino in the Turnover Ceremony of the Draft Bangsamoro Basic Law*, September 10, 2014 accessed September 11, 2014, <http://www.opapp.gov.ph/milf/news/speech-president-aquino-turnover-ceremony-draft-bangsamoro-basic-law>.

⁵² Office of the Presidential Adviser on the Peace Process (OPAPP), *Statement of Prof. Miriam Coronel-Ferrer, GPH Panel Chair in the talks with the Moro Islamic Liberation Front on the Transmittal of the BBL to Congress by President Aquino*, September 10, 2014, accessed September 11, 2014, <http://www.opapp.gov.ph/milf/news/statement-prof-miriam-coronel-ferrer%E2%80%8Egph-peace-panel-chair-talks-moro-islamic-liberatio-0>.

⁵³ Paolo Romero. “Bigger Role for Women in the Bangsamoro Region Pushed.” *Philippine Star*. September 28, 2014. Accessed on October 10, 2014, <http://www.philstar.com/headlines/2014/09/28/1374046/bigger-role-women-bangsamoro-region-pushed>

For other institutional review mechanisms, such as the Legislative Executive Development Council -- the body that advises the President on matters of policies and programs for economic development --- has a miniscule women's participation.

On the other hand, administrative blueprints for development, such as that of the Philippine Development Plan (PDP) 2011-16, is reviewed through inter-agency process. Because of this, it is difficult to ascertain how many women participated in the review process. Nonetheless, the PDP has a 16-point program and one of its priorities is on gender equality; additionally, in its plan of action, women are included in Chapter 9 of Peace and Security that stated "processes and structures that increase the participation of women in peacebuilding promoted and protection of women from all forms of gender-based violence ensured" as one of its main indicators.⁵⁴ In the same manner, the IPSP that serves as the roadmap for the AFP to 'win the peace' upholds the 'whole-of-nation' approach. Within this frame, the IPSP calls for multi-stakeholder engagement. Part of this engagement has been the *Bantay Bayanihan* where civil society takes part in the monitoring of the IPSP in conflict-affected communities. In the case of the PA, they disseminated early 2014 the *Stakeholder Engagement Practitioners' Handbook* in order to "operationalize strategic approaches, imperatives, and concepts of the IPSP *Bayanihan*" among other goals. This handbook contains issue areas concerning women as well as approaches and recommended activities to address them.

In summary, based on quantitative data, it is **difficult to infer** an appropriate rating for this indicator. However, qualitatively, given several substantive inclusion of gender/women's concerns in policy frames as well as focused interventions as regards support for gender provisions in the draft BBL, it can be argued that there has been **moderate progress** in this area.

Rating: Moderate progress

Indicator 5 – CSOs in task force/committees on UNSCR 1325 and 1820 (out of total task force members)

5.1. Number and percentage of CSOs in task force/committees on UNSCR 1325 and 1820 (out of total task force members)			
	Number of CSOs	Total number of task force members	Percentage of CSOs
National Steering Committee on Women, Peace and Security (NAP WPS)	0	9	0
Total	0	9	0

The Philippine NAP WPS that was launched in 2010 was largely driven by civil society organizations (CSOs) --- specifically, by women, human rights, and peace groups coming together in a common advocacy to implement UNSCRs 1325 and 1820 in the country. The three-year advocacy and consultative work with civil society and government stakeholders culminated in producing the original text that contained four pillars (protection and prevention; empowerment and participation; and promotion and mainstreaming) and sixteen action points. In March 2010, the

⁵⁴ National Economic and Development Authority (NEDA), *The 2011-2016 Philippine Development Plan Results Matrices*, (National Economic and Development Authority: Pasig, 2011), accessed September 12, 2014, <http://www.neda.gov.ph/wp-content/uploads/2013/10/pdprm2011-2016.pdf>.

Philippines became the first country in Asia that launched a NAP. As aptly described by Prof. Miriam Coronel-Ferrer, one of the founding ‘mothers’ of the NAP and now GPH Chair in peace talks with the MILF, “[N]etworking – among professionals, activists and personal contacts across the islands, across the social movements organized along peace, women and human rights, and between government and civil society organizations --- brought the stakeholders to sit down, write, validate, synthesize and lobby for the different elements that now make the NAP.”⁵⁵ By November 2010, with the help of OPAPP, the indicators for each action points were further refined to concretize targets.

Prior to the launch, the National Steering Committee on Women, Peace and Security (NSC WPS) was established through EO 865 in 2010. The NSC WPS is largely a government body and serves as the institutional structure in implementing the NAP. Organizationally, the NSC WPS is composed of the heads of the following agencies: OPAPP (as Chair), PCW (as Vice Chair), Department of Foreign Affairs (DFA), Department of Interior and Local Government (DILG), Department of National Defense (DND), DOJ, DSWD, NCIP, NCMF. Currently, 6 of the 9 members are women.

The NSC WPS has no civil society members but as stipulated in EO 865, the Committee may collaborate with women, peace and human rights groups in implementing the NAP. The Women Engaged in Action on UNSCR 1325 (WE Act 1325), a network of women, peace and human rights groups conducts parallel WPS initiatives with and distinct from government efforts. According to Nario-Galace, lead convener of WE Act 1325, “there is recognition that government is the primary agency to implement the NAP --- however, there are things that we (CSOs) do our way...but we closely engage with government so as not to duplicate their efforts.”⁵⁶

To a large extent, NSC WPS collaboration with WE Act 1325, though not strictly formal, has been quite deliberate and active. For example, WE Act 1325 members were invited by OPAPP as Chair of the NSC WPS last December 2013 in a meeting where both groups can identify strategic interfaces in the NAP implementation. Thus, in terms of WPS localization work, the government concentrates on regional/provincial levels while WE Act 1325 conducts activities at the municipal and barangay levels. Furthermore, during the review process of NAP in July 2014, WE Act 1325 members were consulted as regards the draft amended text of the NAP indicators. Currently, WE Act 1325 is also one of the stakeholders involved in the on-going OPAPP research on the implementation of the NAP.

Taken together, although civil society has not been officially part of the NSC WPS, there is nevertheless a strong partnership as regards WPS work. For this reason, it can be justified that there is **significant progress** in this area.

Rating: Significant progress

B. Prevention and protection

Indicator 6 – Number and percentage of SGBV cases reported, investigated, prosecuted and penalized

⁵⁵ Miriam Coronel-Ferrer, “Foreword” in *WE Act for Peace: The Philippine National Action Plan on UN Security Council Resolutions 1325 & 1820*. (WE Act 1325. 2012), xiii.

⁵⁶ Interview with Jasmin Nario-Galace, 4 August 2014.

6.1. Number of SGBV cases reported, investigated, prosecuted and penalized from 2013-14			
6.1.1 Investigated, Filed, Settled, Referred			
2013⁵⁷			
SGBV Cases	Filed in Court	Under Investigation	Referred to Other Agencies
Rape	1,058	55	88
Incestuous Rape	18	2	4
Attempted Rape	288	3	23
Acts of Lasciviousness	722	13	176
Physical Injuries	3,132	13	376
Sexual Harassment	77	13	59
RA 9208	40	2	1
RA 9262	11,701	159	2,003
Threats	126	66	138
Seduction	7	0	0
Concubinage	168	21	4
Abduction/Kidnapping	20	1	1
Unjust Vexation	162	40	20
Total SGBV Cases served by the PNP in 2013	17,519	348	2,893
2014⁵⁸			
SGBV Cases	Filed in Court	Under Investigation	Referred to Other Agencies
Rape	885	98	55
Incestuous Rape	14	4	2
Attempted Rape	229	89	23
Acts of Lasciviousness	742	175	65
Physical Injuries	2,550	732	982
Sexual Harassment	39	12	7
RA 9208	147	29	11
RA 9262	9,482	1,607	6,438
Threats	582	135	101
Seduction	14	3	5
Concubinage	102	63	15
Abduction/Kidnapping	22	4	3
Unjust Vexation	153	57	52
Total SGBV Cases served by the PNP in 2014	14,961	3,008	7,759

6.1.2 Investigated, Prosecuted, Convicted⁵⁹

⁵⁷ Data (covering the period from January to December 2013) provided by the PNP GAD Office.

⁵⁸ Data (covering the period of January to July 2014) provided by the PNP GAD Office.

⁵⁹ Data (for the year 2013 and first quarter of 2014) from the Department of Justice and to quote their response letter:

“The offenses and statistics are limited to the available disaggregation. Cases investigated are the total filed before and handled by prosecutors for preliminary investigation and determination of probable cause (filing in court). Cases

	2013			2014		
	Investigated	Prosecuted	Convicted	Investigated	Prosecuted	Convicted
Violence against women (RA 9262)	18,801	9,649	138	10,786	4,390	65
Trafficking in Persons (RA 9208)	847	847	33	572	393	18
Rape	9,667	5,912	571	5,954	2,957	207
Total SGBV cases served in the DOJ	28,595	16,408	742	17,312	7,740	290

According to PCW (as based on the PNP-WCPC data),⁶⁰ in 2013, the most prevalent form of VAW reported was in violation of RA 9262 at 16,517 followed by physical injuries at 3,564, then rape (RA 8353) at 1,259 and acts of lasciviousness at 1,035. As regards protection and access to justice, the PNP and DOJ are frontline agencies --- in the case of the former, various crimes against women are served through investigation, court filing, and referral to other agencies; as for the latter, these cases are served through investigation, prosecution, and conviction. Comparing available data provided by both institutions points to the categories of VAW (RA 9262 of 2004 or the Anti-Violence against Women and Children law), rape, and trafficking in persons (RA 9208 of 2003 or the Trafficking in Persons Act).

From the data provided by the PNP GAD Office, there were 11,701 RA 9262 cases filed in court, 159 under investigation, and 2,003 referred to other agencies in 2013; for 2014, 4,982 cases in court, investigated 1,607, and referred 6,438 to other agencies. Referring to the RA 9262 case data from the DOJ for 2013, 18,801 cases were investigated by the justice department 9,649 were prosecuted and 138 convicted; in 2014, 10,786 were investigated, 4,390 prosecuted, and 65 convicted. As regards rape, the PNP said that 1,058 were filed in court, 55 under investigation, and 88 referred to other agencies in 2013; the following year, 885 cases were filed, 98 investigated, and 55 referred to other agencies. On the part of DOJ, they said that there were 9,667 rape cases investigated, 5,912 prosecuted and 571 convicted for 2013 and for 2014, 5,954 investigated cases, 2,957 prosecuted, and 207 convicted. Under the category of trafficking, PNP filed 40 cases in court in 2013 and 147 in 2014, investigated 2 in 2013 and 29 in 2014, and referred 59 cases to other agencies in 2013 and 11 in 2014. On the part of the DOJ, 847 cases of trafficking were investigated in 2013 and 572 in 2014, prosecuted 847 in 2013 and 393 in 2014, and convicted 33 and 18 for 2013 and 2014, respectively.

According to PCW, for 2013, Western Visayas (Region VI) posted the highest VAW cases accounting for 20.3% of the nationwide data followed by Davao (Region XI) with 18.5% and Central Visayas (Region XII) with 14.5%; within the same year, the Autonomous Region of Muslim Mindanao (ARMM) posted the lowest incidence of VAW.⁶¹ Unfortunately, since these are aggregated data,

prosecuted refer to those filed before trial courts by our prosecutors during each year alone and we only have partial data on convictions, for which the Supreme Court may have more comprehensive statistics.”

⁶⁰ Philippine Commission on Women (PCW), *Statistics on Violence against Filipino Women*, May 13, 2014, accessed September 11, 2014, <http://www.pcw.gov.ph/statistics/201405/statistics-violence-against-filipino-women>.

⁶¹ Ibid.

several things are difficult to infer. Foremost, based on quantitative and general geographic data alone, there is no way of knowing if the cases of VAW happened in conflict-affected areas. Methodologically, a possible strategy to deduce the areas of concern is to juxtapose it with identified *PAYapa at MASaganang PamayaNAn* (PAMANA)⁶² areas since these sites are conflict-affected areas identified by government (through OPAPP) such as Samar-Leyte, Zambasulta, Central Mindanao, Bicol-Quezon-Mindoro, Negros-Panay, Davao-Compostela Valley-Caraga, and Cordillera. However, in the absence of data on the actual sites where incidences of VAW happened, this method will still be incomplete. For example, would it be sufficient to say that Davao ranked second in the incidence of VAW since it is an identified conflict-affected zone? If this is the case, then how can we explain the low incidence of VAW in known conflict-affected zone such as the ARMM? Second, data aggregation also limits the possibility for knowing whether VAW were committed as direct/indirect result of armed conflict. In the 2013 study conducted by WE Act 1325, it was noted that:

“Interestingly, when VAW was contextualized in situations of armed conflict, none of the respondents replied that they know of any conflict-related VAW reported, investigated, prosecuted and adjudicated. As far as their agencies and offices are concerned, there is no RA 9262, physical injuries/wife battery, sexual harassment, threats, attempted rape, sexual trafficking/slavery, and abduction/kidnapping reported to them in the context of armed conflict...Furthermore, no data exists (at least in so far as the respondents were concerned) with regard to gender-based violence (GBV) in the context of armed conflict; relatedly, no systematic conflict-related GBV system is in place.”⁶³

Most recently, two cases may possibly be framed within the context of armed conflict. First would be the case of Andrea Rosal, suspected high ranking leader of the NPA in the Southern Tagalog Region and daughter of the late ‘Ka Roger’ Rosal, former spokesperson of the CPP-NPA, who was arrested in March 2014. Andrea Rosal was in her last trimester of pregnancy when she was arrested and detained at the Bureau of Jail Management and Penology (BJMP). The issue in Rosal’s case is that of the reproductive health of a suspected woman rebel. Accounts of her case vary, depending on the source. On the one hand, the BJMP claimed that Rosal’s pre-natal needs were provided by a BJMP medical doctor and nurses prior to her delivery but failed to secure services of an obstetrician-gynecologist.⁶⁴ On the other hand, Rosal claimed that BJMP did not have appropriate facilities for pregnant women and she was made to sleep on the floor in the middle of a small, crowded hot cell and thus, implying that in a way, her jail conditions made her carrying on with her pregnancy more difficult.⁶⁵ Rosal’s baby daughter died several hours after birth at the Philippine General Hospital (PGH) as a possible casualty of a series of decisions and events that

⁶² English translation as of *PAYapa at MASaganang Pamayanan* is ‘peaceful and progressive communities’ while the acronym PAMANA is translatable to ‘legacy.’

⁶³ Ma. Lourdes Veneracion-Rallonza, “Services and Programs for Women in Conflict-Affected Areas” in *Implementing the Philippine National Action Plan on UN Security Council Resolutions 1325 and 1820: A Civil Society Monitoring Report March 2010-January 2013*, (Quezon City, Philippines: WE Act 1325, 2013), 46.

⁶⁴ Earlier on, BJMP recommended to the court bring her to the Obstetrics and Gynaecology Department of the Taguig-Pateros District Hospital but this was allegedly disapproved. The court recommended instead that BJMP arranged for an obstetrician-gynaecologist visit Rosal in jail --- unfortunately, they were not able to find an available doctor from the hospital. Refer to: of Votaire Tupaz, “BJMP: Andrea Rosal Given Best Care,” *Rappler*, May 22, 2014, accessed September 15, 2014, <http://www.rappler.com/nation/58582-andrea-rosal-bjmp>.

⁶⁵ Ibid.

placed the physical well-being of mother and daughter in danger.⁶⁶ Senator Pia Cayetano, chair of the Senate Committee on Women and Gender Equality and principal sponsor of the Reproductive Health (RH) law in the Philippines, questioned the government's seeming denial of Rosal's right to immediate medical care that possibly contributed to her baby's death; other pro-women legislators, namely Gabriela party-list representatives Luz Ilagan and Emmi de Jesus said that the government's treatment of Rosal violated IHL on the treatment of pregnant women prisoners of war.⁶⁷ Senator Nancy Binay, for her part, called for the investigation of the BJMP for its alleged "ill-treatment of Rosal" and for review of their policies on women detainees.⁶⁸

The second case, although still about to unfold, is about two women students from the University of the Philippines who were allegedly abducted (while on field research for their thesis) based on the orders of then General Jovito Palparan eight years ago --- they remain missing to date. The mothers of Karen Empeño and Sherlyn Cadapan have tirelessly pursued the case against several military officials who were believed to be involved in the disappearance of their daughters.⁶⁹ A farmer, said to have seen the young women when he himself was detained in 2006, narrated:

"I heard a woman screaming for mercy...it was Sherlyn. She was hanging upside down and the soldiers were hitting her in the stomach, playing with her genitals and poking a piece of wood in there. Karen was rolled up near Sherlyn, almost naked, and her skin covered with cigarette burns."⁷⁰

Last 12 August 2014, retired General Palparan, was finally arrested in Manila after several years of being in hiding. Mrs. Erlinda Catapan, mother of Sherlyn, told media reporters that "there is no justice until he admits he abducted my daughter and killed her."⁷¹

The cases of Andrea Rosal, Karen Empeño, and Sherlyn Cadapan are test cases for the seriousness and resolve of the government to uphold women's rights in the context of armed conflict. Beyond advocacies, these are concrete cases of women's access to justice.

⁶⁶ Refer to: Mark Merueñas, "Andrea Rosal sues BJMP warden, doc, lawyer," *GMA News Online*, June 20, 2014, accessed September 15, 2014.. <http://www.gmanetwork.com/news/story/366589/news/nation/andrea-rosal-sues-bjmp-warden-doc-lawyer>.

See also: Karapatan, *New-born baby of political prisoner Andrea Rosal died two days after birth*, May 5, 2014, accessed September 15, 2014, <http://www.karapatan.org/New-born-of-illegally-arrested-political-prisoner-Andrea-Rosal-died-two-days-after-birth>.

⁶⁷ Ayee Macaraig, "Pia Cayetano Laments Rosal's Condition vs VIP Napoles." *Rappler*. May 202014, accessed September 13, 2014 <http://www.rappler.com/nation/58440-pia-cayetano-rosal-napoles-treatment>.

⁶⁸ Votaire Tupaz., "BJMP: Andrea Rosal Given Best Care" *Rappler*, May 22, 2014, accessed September 15, <http://www.rappler.com/nation/58582-andrea-rosal-bjmp>.

⁶⁹ "8 years after: Case nears Resolution, but where is Palparan? – Mothers of Missing UP Students," *Interaksyon.com*, June 23, 2014, accessed on August 31 2014. <http://www.interaksyon.com/article/89712/8-years-after--case-nears-resolution-but-where-is-palparan--mothers-of-missing-up-students>.

⁷⁰ Amnesty International, "Filipino Farmer tells of Enforced Disappearance 'Nightmare'," October 10, 2010, accessed August 31, 2014, <http://www.amnesty.org/en/news-and-updates/filipino-farmer-tells-enforced-disappearance-nightmare-2010-10-08>.

⁷¹ Nancy Carvajal and Tara Quismundo, "No Justice until Palparan confesses – Mother of Abducted UP Student," *Philippine Daily Inquirer*, August 13, 2014, accessed August 31, 2014, <http://newsinfo.inquirer.net/628588/no-justice-until-palparan-confesses-says-mother-of-abducted-up-student>.

In summary, there is no question as regards the presence of data on VAW in the Philippines. Since 1997, there has been an institutionalized effort to document these cases. However, what is currently lacking on the part of government monitoring is the recognition of conflict-related VAW or sexual and gender-based violence (SGBV) that take place due to armed conflict (e.g. SGBV committed by armed groups, VAW experienced in IDP camps, higher incidence of trafficking because of militarization in the area, etc). In the 2013 Women Count Philippine Report, it was mentioned that on the part of the DOJ, there is the “possibility of conflict-disaggregation of cases through new case management system to monitor cases related to and independent of ongoing conflicts.”⁷² On this note, it may be opportune to follow up on this possibility for DOJ, particularly, in light of them being a member of the NSC WPS. As of the moment, available data on conflict-related VAW/SGBV may be obtained from civil society organizations that conducted studies along this topic.⁷³ On the part of frontline protection and access to justice institutions of government, data collection on conflict-related SGBV/VAW has yet to be practiced. This is to say then that documenting VAW/SGBV in general as they are reported, investigated, filed in court, prosecuted, and convicted is being done but not within the specific context of armed conflict. In fact, previous Women Count Philippine reports also recorded ‘generic’ VAW data. For this very reason, it is vital to look at the cases of Rosal, Empeño, and Cadapan as test cases for the Philippine justice system with regard to VAW as linked with conflict as a way to move forward.

Rating: **No change**

Indicator 7 – Number and quality of gender-responsive laws and policies

7.1. Number and quality of gender-responsive laws and policies	
Law name & year	Purpose
Philippine Commission on Women-Department of Interior and Local Government-Department of Budget and Management-National Economic and Development Authority Joint Memorandum Circular 2013-1 (PCW-DILG-DBM-NEDA JMC 2013-1) on Guidelines on the Localization of the Magna Carta of Women, 2013	Provides for concrete guideline on the localization of the Magna Carta of Women at the level of LGUs and as aligned with NGA’s GAD. Inclusive in this JMC is concretely responding to women’s concerns in the context of armed conflict as stipulated in Chapter IV (Rights and Empowerment), Sections 9b (protection from violence), 10 (women affected by disasters, calamities, and other crisis situations), and 15 (women in the military) through relevant programs, activities and projects.
Philippine Development Plan (PDP) 2011-16, 2013	Commits to ensure women’s participation in the peace process (Track 1) and in resolution, peacebuilding, and post-conflict rehabilitation. As such, it seeks to “strengthen capabilities and skills of security forces and services delivery agents to respond to sexual and gender-based violence in affected areas, and be able to provide

⁷² Ana Natividad, Francis Yasmin Piscano, and Iverly Viar, *Women Count Security Council Resolution 1325: Civil Society Monitoring Report 2013 – Philippines* (Global Network of Women Peacebuilders: New York, 2013), 16.

⁷³ For example, the Initiatives for International Dialogue (IID) conducted a survey to establish baseline awareness on human rights (HR) and international humanitarian law (IHL) in twelve conflict-affected provinces and 66 barangays in Muslim Mindanao from 2008 to 2012, with special emphasis on the situation of women and children including women’s accounts of VAW. As regards the Zamboanga siege in 2013, *Nisa Ul Haq Fi Bangsamoro*, with the support of Oxfam Foundation, conducted a survey on post-conflict SGBV in three IDP camps in Joaquin F. Enriquez Sports Stadium/Grandstand, Cawa-Cawa Boulevard, and Lunzuran and three transition/relocation sites are in Tulungatung, Taluksangay, and Rio Hondo.

	victims with appropriate support” as well as ensure the “mainstreaming of conflict-sensitive, peacebuilding, and gender-sensitive lens.”
PCW Memorandum Circular 2014-02 on the Implementation of the Women’s Empowerment, Development and Gender Equality (Women’s EDGE) Plan 2013-16, 2014	<p>Provides a chapter⁷⁴ devoted to peace and security that identified strategic issues to be addressed such as:⁷⁵</p> <ol style="list-style-type: none"> 1. “Vulnerability of women and girls in conflict-affected communities to SGBV and displacement.” 2. Inadequate and culturally inappropriate support systems and responses for women and girls in conflict and post-conflict areas.” 3. Lack of capacities of national government agencies to establish and implement mechanisms for addressing the gender equality dimensions of peace and security and implementing the Philippine NAPWPS.” <p>Similarly, Women’s EDGE also enumerated gender responsive strategies to respond to these issues, namely, monitoring, advocacy, capability building and service delivery.</p>
2014 Amended National Action Plan on Women Peace and Security, 2014	Aims to enhance indicators of the NAP as regards to two substantive pillars, namely, protection and prevention and empowerment and participation as well as two process pillars, specifically, promotion and mainstreaming and monitoring and evaluation.
PCW-OPAPP Joint Memorandum Circular on the Integration of Women, Peace and Security Programs, Activities and Projects (PAPs) in Annual Gender and Development (GAD) Plans and Budgets (GPBs) and Gender and Development Accomplishment Reports (GAD ARs), 2014	Seeks for the inclusion of NAP WPS-specific/relevant PAPs in the GPBs and GAD ARs of NSC WPS member agencies and PAMANA implementing agencies.
PCW Memorandum Circular 2014-4 on the Preparation and Online Submission of FY 2016 Gender and Development (GAD) Plans and Budgets and FY 2014 GAD Accomplishment Reports and Other Matters, 2014	Provides that in preparing GPBs and submitting GAD ARs, member agencies of the NSC WPS and PAMANA-implementing agencies “shall also be guided by the PCW-OPAPP Joint Circular 2014-01 on the integration of women, peace and security (WPS) programs, activities and projects (PAPs) in the GPB.”

As previously noted, there has been quite a number of laws in the Philippines that seek to advance women’s human rights. However, only the Magna Carta of Women of 2009 explicitly acknowledged the distinct situation of women in the context of armed conflict and the importance of women’s participation. In order to fully appreciate the context of several policies on WPS in the last two

⁷⁴Philippine Commission on Women (PCW), “Chapter 12, Peace and Security” in *Women’s Empowerment, Development and Gender Equality Plan 2013-2016*, (Philippine Commission on Women: Manila, Philippines, 2014), http://pcw.gov.ph/sites/default/files/documents/laws/womens_edge_plan.pdf

⁷⁵ Ibid.p.265.

years, it is important to understand the relevant provisions in the Magna Carta of Women and the Implementing Rules and Regulations (IRR).

Foremost, three sections under Chapter IV on Rights and Empowerment specifically address this: women's protection from violence, women affected by human made and natural disasters, and women in the security sector. These sections are further substantiated in the companion IRR of the Magna Carta of Women that also came out in 2009. For example, on protecting women from conflict-related violence, the IRR declares that women should not be forcibly recruited to take part in armed hostilities and should be given the opportunity to fully participate in the planning and management of humanitarian assistance to ensure gender-responsive interventions. Additionally, humanitarian assistance such as relief supplies should acknowledge particular needs, such as reproductive health of women and should give special consideration for "pregnant/lactating mothers, mothers with dependent children, women with disabilities, as well as detained/interned women in relation to armed conflict." Beyond addressing basic needs, women must also be provided with appropriate psychosocial interventions to address the effects of armed conflict and other humanitarian situations. This particular IRR also institutionalized at the level of national law the implementation of UNSCRs on WPS thus explicitly implying that this is part of the law of the land.

As regards addressing the needs of women affected by conflict and other humanitarian crisis situations, the IRR stipulates the need for systematic institutional responses in the form of having inter-agency and multi-sectoral structures that mainstream the gender perspective in all stages of humanitarian assistance. Two main points are worth noting in this light: first, responding to emergencies needs both government and non-government actions; and second, the imperative of gender-sensitive responses must be a norm and not just a matter of institutional compliance. On these notes, the IRR recognizes the multi-dimensional aspects of humanitarian assistance at the levels of structures, processes, and substance. Most basic to and most integral is the practice of "strategic gender analysis and programming of humanitarian response" through efficient collection and informed use of age and sex disaggregated data as well as reproductive health indicators. Delivery of relief services and goods to affected population must be "timely, sufficient and culturally-appropriate" in order to maximize the positive impact of the humanitarian response. In this light, a critical issue of concern is the immediate, proactive, and sustained protection of women in IDP or evacuation camps. As previously discussed, women and girls are more prone to SGBV while they are in areas that are supposed to protect them. Thus, from the vantage point of a gender-sensitive informed humanitarian response, provisions for their protection in these situations must already be a standard service. Additionally, women must also be seen not only just as victims but also agents --- thus, as regards their protection and empowerment in evacuation camps, opportunities for them to be actively involved in evacuation camps, including taking part in decision-making, must also be in place. All these are explicitly stated in the IRR.

Lastly, women in the military is specifically provided for in the Magna Carta of Women. Rule IV, Section 18, explicitly ensures the elimination of discrimination, women in the military being provided with the same privileges and opportunities (such as in light of pay increases, additional remunerations, and benefits and awards), equal consideration in area or field assignments, and provision for gender-responsive facilities, increasing the quota to 20% for female admission in military and police schools, and training of women soldiers as peacekeepers. Currently, one of the basic issues on women in the military is being assigned to field duties. Although there are women soldiers in the field as part of artillery units and engineering brigades, there is still a perception that opportunities are less for them to engage in combat duties. According to the explanation of a high-ranking military official during the Executive Course of Women, Peace and Security last August

2014, nothing bars women soldiers from being assigned to combat duties. However, because the military is still largely a male-dominated institution, there is still a prevailing mind-set among predominantly male field commanders that combat is not a place for women --- women need “protection” and thus must not be thrown in dangerous situations. During the Mindanao-leg of the GCST of the Philippine Army held in May 2014,⁷⁶ one of the younger women officers spoke on the issue and voiced out her hope that one day, women soldiers would be given the opportunity to serve in battle and die in fighting if necessary. Although this was a valiant declaration of courage, the fact remains that women in combat is not the norm in the Philippine military --- as shared by a high ranking male officer, it is still up to the field commander to decide whether to allow them to perform combat duties.

Essentially, the relevant WPS policies that came out in 2013 and 2014 take off from existing ‘mother’ laws such as the Magna Carta of Women and the GAD. In general, the PCW-DILG-NEDA JMC 2013-1 aims to clearly institutionalize the Magna Carta of Women at the local level. Since relevant provisions on WPS (as discussed above) are part and parcel of the Magna Carta, it necessarily follows that these would be integrated in the work of LGUs. This JMC takes off from JMC 2012-1 by the same agencies and thus follows the language and existing mechanisms of GAD. Incorporating WPS, as anchored on the Magna Carta of Women, and measuring the utility of mainstreaming gender in PAPs in conflict-affected localities can be evaluated through the use of the Harmonized Gender and Development Guidelines (HGDG) in armed conflict settings. Additionally, the call to create LGU GAD Database would be useful in monitoring the situation of women in conflict-affected areas. And speaking of operationalizing target responses to women’s concerns, the Women’s EDGE identifies programmatic imperatives, including capacity-building, monitoring and evaluation. Additionally, the 2014-1 PWC-OPAPP JMC also takes off and builds on existing GAD mechanisms in order to systematically institutionalize the programming and budgeting of NAP WPS in the PAPs of NSC WPS member agencies as well as PAMANA implementing agencies --- a move that operationalizes NAP both at the national and local fronts. In fact, this is the very reason for the 2014-4 PCW MC in their budget call for fiscal year 2016. Furthermore, the 2014 amended/enhanced Philippine NAP provides the blueprint of NAP implementation in the next two years. Relatedly, OPAPP is conducting a study on how NAP has been implemented by relevant agencies and the results of which will be published in 2015.

The unprecedented increase in WPS-specific policies in 2013 and 2014 can be attributed to several factors: (1) building on existing policies and mechanisms like the Magna Carta of Women and its IRR as well as GAD tools; (2) active role of lead agencies in the NSC WPS, namely OPAPP and PCW, particularly in the areas of policy-making, policy-influence, and capacity building; and (3) interfacing of agency programs that integrate NAP WPS in gender-mainstreaming initiatives that specifically address the situation of women in armed conflict/post-conflict situations (e.g. PAMANA). Most importantly, instead of being ‘ghettoed’ in the discourse and practice of GAD, NAP WPS is beginning to be acknowledged on its own accord. It is for this very reason that we can say that there is **significant progress** in this area.

Rating: Significant progress

Indicator 8 – Number and nature of provisions/recommendations in the truth and reconciliation commission (TRC) and other transitional justice reports on women’s rights

⁷⁶ The lead author of this study served as one of the resource persons/facilitator during the training and had the chance to observe plenary discussions.

One of the darkest moments for human rights in Philippine political history was during the period of Martial Law under then Philippine President Ferdinand E. Marcos from 1972 to 1981. After the President was ousted during the so called People Power Revolution in 1986, a transitional justice mechanism was logically set up in the form of the Presidential Committee on Human Rights (PCHR). The PCHR was vested with investigative and recommendatory powers similar to any truth commissions but according to Ruben Caranza, it failed to deliver on what it was supposed to do.⁷⁷ But justice for human rights violations did not fully unravel on Philippine soil. Rather, it came in 1995 in the form of winning the compensatory class suit filed by 9,529 plaintiffs of human rights abuses in the United States District Court in Hawaii against President Marcos. Six years later, the Hawaii court announced its decision to have USD7.5 million distributed to some 7,500 victims⁷⁸ and during the first quarter of that year, twelve victims and their families received their compensation checks individually amounting to USD 1,000. Among the women recipients were 90-year old Cecilia Lagman, Hilda Narciso who was “jailed and raped repeatedly,” and Fe Mangahas who accepted her check “on behalf of my co-teachers, students who lost their lives and also women who were raped, parents whose children just simply disappeared.”⁷⁹

On July 2012, both Houses of the Philippine Legislature passed RA 10368 or “The Human Rights Victims Reparation and Recognition Act of 2013.” RA 10368 was signed into law by President Aquino in February 2013. Although this national law did not explicitly state human rights violations committed against women, it does provide for sexual violence crimes under Definition of Terms in Section 3, 6(2) and Determination of Award in Section 19, (a)(3). On February 2014, pursuant to RA 10368, President Aquino created the nine-member Human Rights Violations Compensation Board (HRVCB) composed of five women and four men from various government and civil society organizations --- he also appointed a woman, a retired three star PNP general, Lina Sarmiento, to head the Board. In the IRR of RA 10368, sexual crimes have been identified as a category of human rights violation.

On March 18, 2014, Loreta Ann Rosales, incumbent chair of the Commission on Human Rights (CHR), received her own compensation check as one of the victims of human rights violations during the Marcos regime. Her ordeal was recounted by Raisa Robles who shared her story in a 1999 exclusive interview in *South China Morning Post* entitled “Rape was the choice form of torture for female detainees” that recorded how Rosales was tortured: “pouring what felt like hot wax from a burning candle on my arms and legs...they tore off my clothes, pressed the barrel of a gun against my temple and played Russian roulette...then they abused me...about five or six men inside the room.”⁸⁰ Over two decades later, Rosales as CHR Chair, had taken the initiative to “expedite the

⁷⁷ Ruben Caranza, “From Marcos to Another Aquino: Impunity, Accountability and Transitional Justice,” *Observer: Journal on Threatened Human Rights Defenders in the Philippines* 3:1. (2011) accessed September 15, 2014, http://www.ipon-philippines.info/fileadmin/user_upload/Observers/Observer_Vol.3_Nr.1/Observer_Vol.3_Nr.1_Political-Changes_36.pdf.

⁷⁸ Satur Ocampo. “Still a Long Haul for Marcos Human Rights Violations Victims,” *Philippine Star*, January 22, 2011, accessed September 15, 2014, <http://www.philstar.com/opinion/649993/still-long-haul-marcos-human-rights-violation-victims>.

⁷⁹ Seth Mydans.. “First Payments are made to Victims of Marcos Rule,” *The New York Times*. March 11, 2011, Accessed on September 15, 2014, http://www.nytimes.com/2011/03/02/world/asia/02philippines.html?_r=1&.

⁸⁰ Raisa Robles. “Human Rights Commission Chair Loreta Ann Rosales was repeatedly raped during the Marcos Dictatorship.” June 4, 2011, accessed September 16, 2014. <http://raissarobles.com/2011/06/04/human-rights-commission-chair-loretta-ann-rosales-was-repeatedly-raped-during-the-marcos-dictatorship/>.

For other narratives of women victims of Martial Law, see : “40 Years After Martial Law: Pain Beyond Forgetting” by *Interaksyon* online available at <http://www.interaksyon.com/40-years-after-martial-law>

process of getting compensation for Martial Law human rights victims” and even prepared a rough draft of the IRR of RA 10463 for presentation to the HRVCB when it was established.⁸¹ The Board released the IRR during the first quarter of 2014.⁸² Part of the IRR states that:

“A Memorial/Museum/Library shall be established in honor and in memory of the victims of human rights violations, whose names are inscribed in the Roll of Human Rights Violations Victims prepared by the Board... The database prepared by the Board derived from the processing of claims shall be turned over to the Memorial Commission for archival purposes, and made accessible for the promotion of human rights to all government agencies and instrumentalities in order to prevent recurrence of similar abuses, encourage continuing reforms and contribute to ending impunity.”⁸³

Currently, CHR Chair Rosales heads the Memorial Commission’s Board of Trustees.

To date, data has not been accessed as regards how many women and men comprised the 9,529 claimants in the Hawaii suit and the number of women and men recipients of this compensation suit that have already been given out in 2013 and 2014 as well as sex-disaggregated data of current compensation applications in the Philippines through HRVCB by direct victims of Marcos’ human rights violations or their direct descendants.⁸⁴ More importantly, detailed documentation and studies on human rights violations against women during Martial Law have yet to come out --- particularly, even up to this day, very few women have come out to say they were victims of sexual violence. Nonetheless, having a law now on advancing the rights of human rights atrocities the Marcos dictatorship (including that of rape and sexual violence), creating a human rights claims board headed by a woman and comprised of more women than men, proceeding with compensation distribution and applications that could be basis for sex-disaggregation of data, and providing for the creation of a Memorial that can also name all women victims are all pointing to the right direction of having a gender-responsive transitional justice mechanism.

Additionally, fairly recently, within the ambit of the 2012 FAB and the 2013 Annex on Normalization, a Transitional Justice and Reconstruction Commission (TJRC) was established “to undertake a study and produce a set of recommendations on the appropriate mechanisms to address legitimate grievances of the *Bangsamoro* people, correct historical injustices, and address human rights violations and marginalization through land dispossession, towards healing and

⁸¹ Andreo Calonzon.. “Claims Board for Marcos Era Human Rights Victims to get to work in 2 months,” *GMA News Online*. January 31, 2014, Accessed on September 13, 2013. <http://www.gmanetwork.com/news/story/346410/news/nation/claims-board-for-marcos-era-human-rights-victims-to-get-to-work-in-next-2-months>.

⁸² Refer to related stories as regards compensation claims applications to the HRVCB: “Bicol Human Rights Abuse Victims get Paychecks,” *The Manila Times*, February 24, 2014, accessed September 13, 2014 <http://www.manilatimes.net/bicol-human-rights-abuse-victims-get-paychecks/78043/> Carla Gomez, “HR Victims’ Relatives unable to file claims,” *The Visayan Daily Star* July 5, 2014, accessed September 13, 2014. <http://visayandailystar.com/2014/July/05/topstory1.htm>

⁸³ Human Rights Online Philippines. *Martial Law Victims of Human Rights Abuses may file Claims Starting May 12*, April 29, 2014, accessed on September 11 2014, <http://hronlineph.com/2014/04/29/press-release-martial-law-victims-of-human-rights-abuses-may-file-claims-starting-may-12/>.

⁸⁴ According to an online article in UCA News, the HRVCB intends to register 20,000 to 30,000 applicants by November 2014. See report by Joe Torres, “Philippine Martial Law Victims Face Compensation Delays.” Posted on July 16, 2014. Accessed on 12 October 2014. <http://www.ucanews.com/news/philippine-martial-law-victims-face-compensation-delays/71412>

reconciliation.”⁸⁵ The TJRC was formally launched on October 4, 2014 in Cotabato City and two out of the 4-member commission are women --- namely, Mo Bleeker, a well-known Swiss expert and practitioner in atrocities prevention and transitional justice as Commission chair and Atty. Cecilia Jimenez, human rights and international humanitarian law expert as GPH representative in the Commission. Although newly constituted, the TJRC holds promise in inclusive transitional justice as evidenced by the declaration Ms. Bleeker that the Commission will establish processes that are “gender- and culture-sensitive, meaningful, realistic and feasible, and will contribute to the deepest sense of conflict transformation and promotion of trust among stakeholders.”⁸⁶

In summary, policies and new mechanisms have surfaced to address justice concerns in the span of two years. These developments are products of the continuing need to access justice for those that have suffered in various historical moments in the Philippines.

Rating: Significant progress

Indicator 9 – Percentage of women (versus men) who receive economic packages in conflict resolution and reconstruction processes

The current Aquino government applies a comprehensive approach to peace through the integration of a development program that complements Track 1 peace negotiations initiatives (i.e. negotiated political settlements with the MILF, MNLF, CBA-CPLA, RPMP-RPA-ABB, and CPP-NPA-NDF). The complementary track is known as the PAMANA which aims to “increase livelihood and job opportunities in conflict-affected and vulnerable communities; strengthen capacity of LGUs to pursue local peace and development plans and programs; ensure transparency and accountability; and enable greater community participation in pursuing peace and development.”⁸⁷ To achieve these objectives, PAMANA has three focused-levels of operationalization embodied in three strategic pillars, namely: (1) Pillar 1: “laying the foundations for peace (national); (2) Pillar 2: building resilient communities (community and household levels); and (3) Pillar 3: “regional and sub-regional development (connecting to markets).”⁸⁸

As part of PDP 2011-16, PAMANA is an integral part of seeking to bring all armed conflict to a permanent and peaceful closure (subsector outcome 1) and providing for secured environments enabling to national development (subsector outcome 2) because it is conceptualized as “the government’s flagship program in conflict-affected areas (that) can address causes of armed conflict and other issues that affect the peace process through its macro-micro-meso levels.”⁸⁹ In this light, as a complementary program to the peace process, seven PAMANA peace zones have

⁸⁵ “Future TJRC Members attend Expert Workshop on Transitional Justice in Switzerland,” posted on August 10, 2014. Accessed on October 10, 2014, <http://www.opapp.gov.ph/features/future-tjrc-members-attend-expert-workshop-transitional-justice-switzerland>

⁸⁶ Albert Arcilla. “Bangsamoro Commission Starts Building ‘Filipino Model’ of Reconciliation.” Posted on October 6, 2014. Accessed on October 11, 2014. <http://www.bworldonline.com/content.php?section=Nation&title=bangsamoro-commission-starts-building-%E2%80%98filipino-model%E2%80%99-of-reconciliation&id=95629>

⁸⁷ Objectives of PAMANA available online at <http://www.pamana.net/pamana>. Accessed on 17 September 2014.

⁸⁸ Ibid.

⁸⁹ Philippine Development Plan 2011-2016: Critical Indicators. Pp. 25-26. <http://www.neda.gov.ph/wp-content/uploads/2013/10/pdprm2011-2016.pdf>

been identified in connection existing peace tables: for the closure track with CBA-CPLA, the PAMANA peace zone identified is the (1) CAR and (2) Negros-Panay Island for the RPMP-RPA-ABB; for the *Bangsamoro* front, the peace zones are (3) Zam-Ba-Sul-Ta (or Zamboanga, Basilan, Sulu, and Tawi-Tawi) and (4) Central Mindanao; and (5) Bicol-Quezon-Mindoro, (6) Samar Island (7) Davao-Compostela Valley-Caraga as PAMANA peace zones identified in connection with enabling development through peace in areas affected by CPP-NPA armed struggle⁹⁰ (please see erratum below).

PAMANA as a complementary track to the peace process, provides a comprehensive development

ERRATUM

On this note, it is important to correct the error made in the 2013 Women Count Philippine Report published last year under Table 9.2 (“percentage of women who received economic packages in conflict resolution and reconstruction process from 2011-2012”) on page 20. First, instead of CPA-CPLA (as written then), the correct item is CBA-CPLA. For one thing, CBA-CPLA is the group with which the GPH has a standing closure agreement; secondly, there is no group that exists with CPA-CPLA identification; and third, there is no indication as to what CPA stands for and whatever it is, it has no known affiliation with CPLA. Secondly, it must also be corrected that, assuming the writers then meant CBA-CPLA instead of CPA-CPLA, the Comprehensive Local Integration Program (CLIP) was **yet** to be part of the closure agreement with the CBA-CPLA in 2011 and 2012. In 2013, CLIP, as a rebel returnee program linked to some PAMANA programs, was present in peace zones connected with the closure agreement with the RPMP-RPA-ABB and Central Mindanao, Caraga areas.

program to conflict-affected and post-conflict areas as well as target beneficiaries such as those in the Comprehensive Local Integration Program (CLIP). In 2013, several policies were drafted to further strengthen the implementation of PAMANA. First, the DENR-OPAPP JMC 2013-2 on “Implementing Guidelines on Providing Employment Opportunities to Beneficiaries in Support of the Peace Process through National Greening Program, Forest Protection and Other Forest-Related Activities” which established the guideposts to operationalize the integration of former rebels from CPLA and RPMP-RPA-ABB-TPG as “beneficiaries of the CLIP of PAMANA to become productive members of society and

partners for national development, in particular through the NGP, forest protection, and other forest-related activities.⁹¹ Second, the DA-OPAPP Administrative Order (AO) number 14, series of 2013, on implementing guidelines of PAMANA program in which DA will be involved in Pillar 3 projects such as farm to market roads and bridges, irrigation systems, food security interventions,

⁹⁰ Refer to some online news reports that talks about CLIP.

Philippines Today. “Stakeholders Help Ex-Rebels Get Back on their Feet in Palawan.” Posted on September 13, 2013. Accessed on September 11, 2014. <http://www.philippinestoday.net/archives/5668>
 Voltaire Dequina. “OPAPP Nagbigay ng Orientasyon sa OCCMIN Hinggil sa Programang Kapayapaan.” Posted on April 10, 2014. Accessed on September 11, 2014. <http://news.pia.gov.ph/index.php?article=2351396750956>
 Philippine Information Agency. 23 June 2014. “OPAPP, DILG Orient for Comprehensive Local Integration Program in Mindanao Cluster.” Posted on June 23, 2014. Accessed on September 11, 2014. <http://news.pia.gov.ph/index.php?article=1461402900186>
 Jennifer Gaitano. “DILG, OPAPP Implement CLIP in Caraga.” Posted on July 23, 2014. Accessed on September 12, 2014. <http://r13.pia.gov.ph/index.php?article=2041406096303>
 The Philippine Star. “Noy Urged to Pursue Peace Talks with NPA.” Posted on September 3, 2014. Accessed on September 12, 2014. <http://www.philstar.com/nation/2014/09/03/1364668/noy-urged-pursue-peace-talks-npa>

⁹¹ Full text of DENR-OPAPP JMC 2013-2 available online at <http://pamana.net/denr-opapp-implementing-guidelines-providing-employment-opportunities-beneficiaries-support-peace-pr>

and trainings, among others.⁹² And third, the DSWD-OPAPP “Guidelines on the Implementation of Socio-Economic Projects in Conflict Affected and Vulnerable Areas - *PAyapa at MASaganang PamayaNAn*-Sustainable Livelihood Program (PAMANA-SLP) concentrates on the details of Pillar 2 initiatives in Regions VIII, IX, X, XII, and Caraga “that focuses on improving the socio-economic capacity of the community, enhances their access to basic services, and improve their standard of living through capacity development programs.”⁹³

Although there is no gender-specific provision in the PAMANA framework, operationally, in as far as the current government is concerned, the existing comprehensive frame of this program provides the opportunity strategic inclusion of WPS concerns. For example, under the PAMANA-Agrarian Reform Areas (PAMANA-ARA) of DAR and OPAPP, women’s organizations from Zamboanga Sibugay received farm animals and livestock to enhance their livelihood.⁹⁴ Additionally, peace agreements such as the FAB, provide opportunities to support development through peace in other identified peace zones. The *Sajahatra Bangsamoro*, launched in February 2013, is an example of this as around 11,000 MILF beneficiaries are targeted to receive cash-for-work and PhilHealth benefits.⁹⁵ In the case of DSWD, the relevant economic assistance program has been the PAMANA-SLP and the *Kapit Bisig Laban sa Kahirapan* (KALAHI-CIDSS) in conflict-affected barangays. For 2013 to 2014, 268 barangays were earmarked for these interventions. Although numerical data as regards sex-disaggregation of women and men economic beneficiaries in post-conflict situations (whether as former rebels or affected individuals in communities) are not readily and publicly available, it can nonetheless be inferred that the Philippine government has been conscious and is stepping up efforts to include women through its various community peace and development programs. In fact, the main reason for involving PAMANA-implementing agencies (e.g. DA, DSWD, and PhilHealth) was to ensure that NAP WPS is mainstreamed in their programs. And as previously discussed, moves toward institutionalization of the NAP in agency GPBs and GAD ARs is a concrete manifestation of this initiative.

Rating: Moderate progress

C. Promotion of a gender perspective

Indicator 10 – Number and percentage of pre-deployment training and post-deployment programs for military and police incorporating UNSCR 1325, UNSCR 1820, international human rights instruments and international humanitarian law

10.1. Number and percentage of pre-deployment training and post-deployment programs for military and police incorporating UNSCR 1325, UNSCR 1820, international human rights instruments and international humanitarian law

⁹² Full text of DA-OPAPP AO 14 available online at <http://pamana.net/da-opapp-implementing-guidelines-payapa-masaganang-pamayanan-pamana-program>

⁹³ Full text of DSWD-OPAPP PAMANA-SLP guideline available online at <http://pamana.net/guidelines-implementation-pamana-sustainable-livelihood-program-slp>

⁹⁴ Sunstar. “Farmers, Women Group Receive Livelihood Support.” Posted on May 29, 2014. Accessed on September 17, 2014. <http://pamana.net/news/farmers-women-groups-receive-livelihood-support>

⁹⁵ See text of Speech of President Aquino in the Ceremonial Launch of the *Sajahatra Bangsamoro* at <http://www.opapp.gov.ph/resources/speech-president-aquino-ceremonial-launch-sajahatra-bangsamoro>

PHILIPPINE NATIONAL POLICE⁹⁶			
Year	Type of training	Personnel Receiving Training	Conducted by
2013	2-day workshop on Message for street Children and Juvenile Delinquents	48 Police community relations (PCR) Officers from Police Regional Office (PRO) 3, PRO 4A, NCR PRO and selected offices in Camp Crame	DPCR
	4-day Training of Trainers on Gender Sensitivity (PHILINDO)	40 PCR Officers of Directorial Staff (D-Staffs) and National Support Units (NSUs) and 2 Indonesian Police Officers	DPCR
	1-day seminar-workshop on Women's Status and Family Dynamics	72 PNP couple participants from the D-staffs and NSUs	DPCR
	3-day Competency Training of PNP on Gender and Development and Gender Analysis	50 PCR Officers and Budget Officers from PROs P-staffs, Special Action Force (SAF) and the Anti-Illegal Drugs Special Operations Task Force (AIDSOTF)	DPCR
	3-day Competency Training of PNP on Gender and Development and Gender Analysis	70 PCR Officers and Budget Officers of D-staffs and NSUs (members of the PNP GAD Focal Point system –PNP GADFPS)	DPCR
	Workshop on the Operationalization of the Philippine National Action Plan on Women Peace and Security (PNAP WPS)and the UNSCRs 1325 and 1820	86 PNP GADFPS, Technical Working Group (TWG) members of D-Staffs, NSUs, P-Staffs and 5 districts of NCRPO	DPCR
	Briefing/Orientation to PNP Personnel on the Framework Agreement on the Bangsamoro and its Four (4) Annexes	232 PNP Personnel from D-Staffs and NSUs	DPCR
	3-Day Gender Sensitivity Training	30 Planning Officer and Budget Officer from D-Staffs NSUs	DPCR
	2-day Seminar/Workshop on GAD Planning and Budgeting Incorporating the national Action Plan on Women, Peace and Security (NAPWPS)	117 member of the PNP GADFPS TWG from D-staffs, NSUs and TWG of PROs	DPCR
	Men Opposed to Violence Against Women Everywhere (MOVE) Advocacy	269 graduating cadets of the PNPA Class of 2015	PNP-DPCR
	MOVE Advocacy	244 PO1 recruits of RTS 3	PNP-DPCR
	MOVE Advocacy	598 PO1 recruits of the National Capital Region Training Center (NCRTC)	PNP-DPCR
	Gender Sensitivity and MOVE Advocacy	432 PO1 recruits of the PRO 5	PNP-DPCR

⁹⁶ Data provided by PNP GAD Office.

	Gender Sensitivity and MOVE Advocacy	30 PCR Officers from selected offices of NCRPO	PNP-DPCR	
	Gender Sensitivity and Responsible Parenthood	3 PNP Retirement & Benefits Administration Service (PRBS) personnel of PRBS	PNP-DPCR	
PHILIPPINE ARMY ⁹⁷				
Year	Type of training	Personnel Receiving Training	Description	Conducted by
2013	Monitoring & Evaluation (M & E) Workshop on the Philippine National Action Plan on Women, Peace and Security	1 Officer	(no description provided)	OPAPP
	Lecture on the Fundamentals of GAD	Enlisted Students	Pilot Test on the Fundamentals of GAD/NAP	PA GAD Focal Point
	Human Rights Based Approach to Realizing Gender Equality	2 Officers and 1 Civilian	HR and IHL-based GAD	DND
	Promoting Equality And Equity Through Prevention Of All Forms Of Violence And Discrimination Seminar-Workshop	10 Officers and Enlisted Personnel	Human Rights Perspective of GAD	DND
	Advance Strategic Gender Awareness.	3 Officers	(no description provided)	DND
	Strategic Planning Seminar Workshop	1 Officer	GAD/NAP Integration Plan of the AFP	GHQ
	GAD Orientation	8,280 Officer, Enlisted Personnel and Civilian Employees	GAD Orientations and Troop Information and Education on HR, IHL and Rule of Law (RoL) in partnership with NGAs and LGUs	PA Major Units
	GST plus Training of GAD Trainers	40 Officers	To have a pool of GAD Trainers	PA GAD Focal Point
	International Women’s Human Rights	5 Officers	HR	WAGI-Miriam College
2014	Senior Leader’s GAD Forum	120 Officers	GAD Briefing	PA GFP with TA from PCW
	Gender and Conflict Sensitivity Training-Workshop	392 Officers, Enlisted Personnel and Civilian Employees	Cascading GAD/NAP WPS with emphasis on NAP WPS	PA GFP with TA from OPAPP
	PA GAD/NAP Executive Course	47 Officers, Enlisted Personnel and Civilian	Formulation of the GAD/NAP (with	PA GFP with TA

⁹⁷ Data provided by the Philippine Army GAD Office.

		Employees	emphasis on the NAP) Strategic Plan	from OPAPP
	GAD/NAP WPS Orientation		(no description provided)	PAMUs
	Training of GAD Trainers		(no description provided)	PA GFP
PHILIPPINE AIR FORCE⁹⁸				
Year	Type of training	Personnel Receiving Training	Description	Conducted by
2013	GAD Gender Sensitivity Training	77 officers, EP and CEs who are designated as Admin Officers, First Sgts, and Civ Supervisors	Gender Orientation	GAD OA-1
	Capacity Building Workshop On Gender Analysis And Gender Responsive Planning And Budgeting	42 officers and NCOs involved in planning and budgeting (HPAF and select units)	Harmonized Gender and Development Guidelines/GAD Plan and Budget	GAD OA-1
	GST for Top Level Management	28 Senior Officers from the HPAF Staff and Deputy/Executive Officers of Wing/Group of PAF units	Gender Sensitivity Training with emphasis on prevalent gender issues in the units	GAD OA-1
	MOVE (Men Oppose Violence Everywhere) Seminar	51 Sgt Majors of PAF units and First Sergeants of HPAF	Senior NCOs learn about the movement that advocates anti-violence against women	GAD OA-1
2014	Gender Sensitivity Training	86 officers, EP, Civ Supvrs who were members of the GAD TWG of PAF units	Capacity-building for DPPs, DPs, Civ Supervisors and AETC Trainors and empower unit GAD TWGs	GAD OA-1
	Gender Sensitive Family Counseling Seminar for Civilian Supervisors	36 civilian supervisors were trained	Capacity-building seminar focused on applying the self to create awareness for a Gender Responsive service.	GAD OA-1
	GST for TOP LEVEL MANAGEMENT	38 deputy / executive officers of A-staff and selected units/ 3 TWG members attended the seminar	Capacity-building activity to create awareness and deepen understanding of GAD provisions among senior officers	OA-1

Based on data submitted by PNP, PA, and PAF, there had been many gender-sensitivity trainings as part of their GAD PAPs. However, taken as a whole, only a few have distinctively focused WPS: three out of 16 for the PNP and nine out of 14 for the PA. Quite notably, the PA is the most active

⁹⁸ Data from the AC of AS Personnel, A1, Philippine Navy.

institution within the security sector that has been conducting capacity-development trainings for their personnel. Thus far, they are also the only security sector institution that participated in trainings conducted either by other government agencies (such as OPAPP and DND) and civil society organizations (such as the Women and Gender Institute or WAGI in Miriam College). Although not listed above, officials from the PNP and the AFP also participated in workshops conducted by WE Act 1325 and the GNWP on WPS in 2014. These workshops included planning sessions where participants identified gender issues within their institutions and areas of operations and used these concerns in crafting their WPS agenda.⁹⁹

Zeroing on the efforts of the PA, the institution requested technical assistance of OPAPP to conduct GCST to about 140 officers based in Luzon, around 60 deployed in the Visayas, and about 110 based in Mindanao.¹⁰⁰ Integral to the 3-day training is the identification of NAP WPS PAPs that would feed into the GAD plans of PA Headquarters (PHQ). Additionally, during the WPS Executive Course conducted among mainly planning and policy-making officers at the HQ, NAP was identified as a key consideration for the PA in connection with their IPSP and Army Transformation Roadmap (ATR). Currently, there are plans to include WPS in the PA's training and doctrine (TRADOC) curriculum.

For 2014, most of the member agencies of the NSC as well as PAMANA partner agencies have undergone the technical assistance package provided by OPAPP on Basic NAP Orientation (1/2 to whole day), NAP Programming (2 to 3 days), GCST (2 to 3 days), and WPS Executive Course (whole day). As per practice, OPAPP tailor-fits each training based on the mandate and technical assistance needs of the requesting agency.¹⁰¹

Over-all, on the basis of the qualitative and systematic integration of WPS in the training programs of several government institutions, it can be inferred that **significant progress** has been achieved in this area.

Rating: Significant progress

Indicator 11 – Allocated and disbursed funding marked for women, peace and security (WPS) programs to CSOs and government

To CSOs

11.1. Allocated and disbursed funding marked for women, peace and security programs (WPS) to CSOs in 2013			
CSO	Donor country/ entity	Title of Project/Program and brief Description	Amount received for WPS
WE Act	Australia	Women Working for Normalization	P 3,010,000.00

⁹⁹ WE Act 1325. “Localization, Operationalization, and Monitoring Workshops on the Philippine National Action Plan on Women, Peace and Security and UNSCRs 1325 and 1820.” <http://weact1325.org/2014/05/28/localization-operationalization-and-monitoring-workshops-on-the-philippine-national-action-plan-on-women-peace-and-security-and-on-unscrs-1325-and-1820/>

¹⁰⁰ The lead author was part of the team that designed the training technical assistance package on GCST and WPS Executive Course for the PA.

¹⁰¹ For example, the capacity development training technical assistance package offered by OPAPP to DFA's foreign service offices (FSO) and assistance to nationals (ATN) staff was in the context of armed conflict in other countries and the relevance of WPS and gender-conflict sensitivity in crafting appropriate services for Filipinos abroad.

1325		Capacity building and consultation of women on normalization related skills such as conflict resolution and mediation, gender sensitive early warning and early response, arms control, HR and IHL, and gender in the context of tradition and religion.	(May 2013-June 2014)
WE Act 1325	United Kingdom through Conciliation Resources	Operationalizing Women's Agenda in the <i>Bangsamoro</i> Help ensure the inclusion of key provisions from the Women's Agenda in BBL and contribute towards a creation of a sustainable enabling environment for women's meaningful participation in the <i>Bangsamoro</i>	Funds are transferred every two months. (June 2014-March 2015)
WE ACT 1325	Royal Norwegian Embassy (RNE)	Women's Projects for Peace (WPP) Continuation of WE Act 1325's contribution to the implementation and promotion of UNSCR 1325 and the PNAP focusing on: 1) Lack of protection of women and girls in situations of armed conflict 2) Lack of IP and Gender perspectives in peace processes 3) Lack of an active and influential peace constituency	P 4, 436,000.00 (June 2013 – May 2014)
		Engaging the Peace Processes Focusing on NDF-GPH Peace Process while continuing work on implementing and promoting UNSCR 1325 and PNAP	Amount to follow. (June 2014 - May 2015)

We Act 1325 is the primary civil society network most active in promoting WPS in the country. Whether collectively or individually done by its members, efforts to ensure and support the implementation of the NAP have been growing in the last two years. Most recently, the concentration has been in the area of the *Bangsamoro* as linked with increasing women's participation. Donor agencies were mostly country benefactors and international non-government organizations (NGOs) that have also been concentrating their efforts on peace in Mindanao. Operationally, WE Act designates network members who, in turn, taps grassroots partners in the implementation of their WPS activities. In the past two years, there had been **moderate progress** for CSOs in terms of securing funding for the concretization of the NAP in the country.

To Government

11.2. Allocated and disbursed funding marked for women, peace and security programs (WPS) to/from government in 2013 (sample agency only)				
Government body in charge of project and/or programs	Funds from national budget: Yes/No?	Donor country/entity Amount?	Purpose	Total Amount

DSWD¹⁰²	GAA		<i>Kapit-Bisig Laban sa Kahirapan</i> Comprehensive and Integrated Delivery of Social Services (Kalahi- CIDSS)-PAMANA for the benefit of 1,391 conflict-affected barangays in Region IV-A, V, VIII, IX, X, XI, XII and Caraga	483,251,000.00
			Social Pension for the benefit of 22,186 indigent senior citizens in ARMM and XII	133,116,000.00
			<i>Pantawid Pamilya Pilipino</i> Program (Bridging Program for Filipino Families) for the benefit of 64,994 households in ARMM and XII	408,383,000.00
			Community-Driven Development in the ARMM PAMANA Pillar 2 for the benefit of 2,159 <i>barangays</i> in all 5 ARMM provinces	712,583,000.00
			Sustainable Livelihood under PAMANA Pillar 2 for the benefit of 738 <i>barangays</i> in Peace Tables for political settlement (closure tracks)	272,723.000

On the side of government, the most logical source of funding women-specific services and programs is the Gender and Development (GAD) budget of government agencies. As mandated by law under the 1995 General Appropriations Act (GAA), all government agencies, departments and offices must allocate at least five percent (5%) of their total budget to gender and development concerns. Under the GAA, the GAD Budget Policy was institutionalized and annually since 1995, all government bureaucracies are mandated to include gender in their plans and budget. In fact, as stipulated in EO 273 or the *Philippine Plan for Gender-Responsive Development 1995-2025*, government agencies are mandated “to incorporate and reflect GAD concerns in their agency performance commitment contracts, annual budget proposals, and work and financial plans.” Fourteen years later, EO 273 was strengthened by the Magna Carta of Women where under Chapter VI (Institutional Mechanisms), Section 36(2), the financing GAD programs “shall be the agency’s or the local government unit’s GAD budget shall be at least five percent (5%) of the agency’s or the local government unit’s total budget appropriations.” As a reiterative instrument at the local level, the PCW-DILG-NEDA and Department of Budget and Management (DBM) Joint Memorandum Circular 2013-01 or “The Guidelines on the Localization of the Magna Carta on Women” sets forth, among others, that the annual GPB implementation of LGUs “shall be at least five percent of their total Annual Budgets”¹⁰³ not just five percent (5%) of their twenty percent (20%) local development funds. In terms of monitoring and evaluation (M & E), the Commission on Audit (COA), through Memorandum 2009-020 stipulates that the audit of agencies’ financial statements “shall determine, among others, whether the amount of at least five percent (5%) of the total appropriations authorized for gender and development under existing laws and regulations were indeed appropriated and utilized for the purpose.”¹⁰⁴ Outside of the government’s funding sources,

¹⁰² A copy of the DSWD’s 2013 implemented GPB in support of the NAP implementation was provided by the key informant from the Department last 27 August 2013 in connection with the research on Financing the NAP.

¹⁰³ Full text available online at <http://www.pcw.gov.ph/sites/default/files/documents/laws/pcw-dilg-neda-jmc-2013-01.pdf>.

¹⁰⁴ Full text available online at http://www.coa.gov.ph/Whats_New/2009/coamemo/M2009-020.pdf.

RA 7192 or the *Women in Nation-Building Act* provides that “a substantial portion of official development assistance funds received from foreign governments and multilateral agencies and organizations shall be set aside and utilized by the agencies concerned to support programs and activities for women.” The range of ODA appropriation for GAD is between five (5) to thirty (30) percent to complement the government’s GAD funds. The report of ODA GAD budget utilization is annually submitted to the NEDA and PCW.

Given all these laws, policies and institutional mechanisms that preceded the NAP, it is but logical to locate its implementation within these existing frames and instruments. Thus, operationally, NAP can be integrated into GPBs of national agencies and LGUs (i.e. provincial governments, municipalities and *barangays*) as mandated by the Magna Carta of Women, RA 7192 and the various agency memorandum and joint circulars. In the case of national agencies, EO 865 mandates that “additional funds necessary for the implementation of the provisions (of implementing UNSCR 1325) herein may be taken by government agencies from their Gender and Development (GAD) budget, as provided for by the provisions of the General Appropriations Act (GAA).” As reflected in the sample GPB of DSWD in the table above, NAP-related PAPs, as they support the implementation of the PAMANA, are already being integrated. As regards other member agencies of the NSC WPS and PAMANA partner agencies, mainstreaming the NAP in GPBs has been more systematically encouraged beginning the latter part of 2013 and most especially, after the NAP Programming Training conducted by OPAPP to all concerned agencies in January 2014. Additionally, if and when the proposed PCW-OPAPP JMC gets signed in the last quarter of 2014, all NCS WPS member agencies as well as PAMANA implementing agencies will be obligated to include NAP-specific and relevant PAPs for conflict-affected/post-conflict areas in their respective GPBs thus furthering the institutionalization of financing WPS.

ODA GAD funded PAPs could also integrate NAP-related initiatives. In fact, during the 2013 Philippine Development Forum, fifteen (15) ODA-GAD Network members, two (2) government agencies and two (2) international NGO partners signed a Statement on *Implementing President Aquino’s Social Contract to Achieve Inclusive Growth* that affirms their commitment to UNSCRs 1325, 1820 and 1960. Accordingly, they renewed the call to “address the impacts of armed conflicts on women and children, Christians, Muslims, and Indigenous Peoples (IP); and to strengthen the representation of women in peace building, peacemaking and peacekeeping” and to “ensure that *Bangsamoro* women are represented, involved in decision-making and consulted in the shaping of the *Bangsamoro* entity” which fall under the ambit of the NAP.¹⁰⁵ Thus, on the part of government, there has also been moderate progress in this area.

Rating: **Moderate progress (CSOs)**
 Moderate progress (government)

D. Optional Indicators

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

¹⁰⁵ Full text available online at http://view.officeapps.live.com/op/view.aspx?src=http%3A%2F%2Fwww.pdf.ph%2Fdownloads%2FPDF%25202013%2FFINAL_Network_Statement_to_PDF_2013_%2811Dec2012%29.doc.

Since the adoption of EO 570 in 2006 and its IRR in 2008, there has been no new government policy focusing on the integration of peace education or of gender education within the curricula of primary, secondary and tertiary level education institutions. One can say that the observations made during the 2013 Women Count¹⁰⁶ would hold true for the period of 2013 up to August 2014.

A development however that was not included in the previous report is the adaptation of the K-12 program for basic education. Under RA 10533 also known as the “Enhanced Basic Education Act of 2013”, the basic education system of the Philippines was changed to now consist of “...one (1) year of kindergarten education, six (6) years of elementary education, and six (6) years of secondary education, in that sequence. Secondary education includes four (4) years of junior high school and two (2) years of senior high school education,”¹⁰⁷ including as well a change in the curriculum. Its implementation took place on June 8, 2013 and was further strengthened by the passage its IRR¹⁰⁸ later that year. At the moment, many basic education institutions are still in a transitory phase with a few on their first year of implementation; it is still relatively unclear how peace and gender education is integrated within this structure.

With regard to higher education, CHED, in accordance with this reform, revised the General Education (GE) programs offered in Higher Education Institutions (HEIs) outlined in Memorandum Order No. 20¹⁰⁹. It lists “Gender and Society” as one of the possible electives to be taken in fulfillment of the 9-unit elective course requirement and includes “gender” as one of the lenses used to understand the self in the core course entitled “Understanding the Self.”

Outside of curriculum changes and integration, both DepEd and CHED continued to support the “Yes For Peace” campaign¹¹⁰ for the year 2013 and 2014 through the encouragement of participation of employees, educators and students.¹¹¹

¹⁰⁶ Ana Micaela Natividad, Frances Yasmin Piscano and Iverly Viar, *Women Count 2013: Philippines*. (WE Act 1325, 2013), 27-28.

¹⁰⁷ Congress of the Philippines. *Republic Act No. 10533- Enhanced Basic Education Act of 2013*, posted May 15, 2013, accessed September 20, 2014, <http://www.gov.ph/2013/05/15/republic-act-no-10533/>

¹⁰⁸ Congress of the Philippines. *Implementing Rules and Regulations of the Enhanced Basic Education Act of 2013*, posted May 15, 2013, accessed September 20, 2014, <http://www.gov.ph/2013/09/04/irr-republic-act-no-10533/>

¹⁰⁹ Commission on Higher Education (CHED). *CHED Memorandum No. 20- General Education Curriculum: Holistic Understandings, Intellectual and Civic Competencies*, 2013, accessed September 20, 2014, <http://www.dlsu.edu.ph/offices/avcaa/pdf/cmo-20s-2013.pdf>.

¹¹⁰ YES for PEACE. *What is ‘YES for PEACE’?*, accessed September 20, 2014, <http://yesforpeace.info/main/about/>
YES for PEACE. *Campaign Highlights with Notes on the Comprehensive Peace Process*, March 9, 2014, accessed September 20, 2014, <http://yesforpeace.yolasite.com/resources/Campaign%20Highlights%20with%20Historical.pdf>

¹¹¹ Jasper Marie Oblina-Rucat, “Yes for Peace campaign calls for concrete commitment nationwide,” *Philippine Information Agency (PIA)*, August 12, 2014, accessed September 20, 2014, <http://news.pia.gov.ph/index.php?article=2611407826190>
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Apart from DepEd and Ched, resources and trainings which further advance the teaching of peace and gender continue to be provided by the CSO sector¹¹². For the most part, initiatives for peace education as well as gender education seem to begin and continue with the education institutions themselves, albeit in varying degrees. A separate and comprehensive study along this line would be highly advised. In this regard, there is **no substantive basis** to infer progress in this area.

Optional Indicator B – Percentage of women’s representation as peacebuilders and decision-makers in media content

Women’s representation as peace-builders and decision-makers in major local news websites for 2013-2014				
Name of news website	Title/Article Heading	Date Posted	Tagged/Filed/ Categorized Under	Web URL
Inquirer.net	Women play key role in peace process	Feb. 16, 2013	Headline; Regions (Inquirer Mindanao)	http://newsinfo.inquirer.net/359767/women-play-key-role-in-peace-process
	Lack of truce blamed for failure of talks with communists	May 8, 2013	Latest News Stories; Nation (Inquirer Mindanao)	http://newsinfo.inquirer.net/404159/lack-of-truce-blamed-for-failure-of-talks-with-communists
	Peace, journalism and the Coronel sisters	Jan. 26, 2014	Global Nation; Columnist (Inquirer.net)	http://globalnation.inquirer.net/97789/peace-journalism-and-the-coronel-sisters
	“This is it”: MILF peace deal signing on Thursday	March 26, 2014	Headlines; Nation (Philippine Daily Inquirer)	http://newsinfo.inquirer.net/589008/ph-government-milf-all-set-for-historic-signing-of-peace-agreement
	No more war, poverty, fear, children scampering for safety—Deles	March 27, 2014	Latest News Stories; Nation (Inquirer.net)	http://newsinfo.inquirer.net/589539/no-more-war-poverty-fear-children-scrampering-for-safety-deles
	Gov’t peace negotiator seeks meeting with Santiago over peace pact with MILF	April 3, 2014	Latest News Stories; Nation (Philippine Daily Inquirer)	http://newsinfo.inquirer.net/591590/govt-peace-negotiator-seeks-meeting-with-santiago-over-peace-pact-with-milf
	Asean hails Bangsamoro pact	May 12, 2014	Global Nation; Latest Global Nation Stories	http://globalnation.inquirer.net/104155/asean-hails-bangsamoro-pact

¹¹² “Teaching guide for universities on peace and conflict issues in Davao Region launched,” *Global Campaign for Peace Education*, October 14, 2013, accessed September 20, 2014, <http://www.peace-ed-campaign.org/newsblog/archives/505>
Asian Women in Co-operative Development Forum. *GERCs in Philippine co-ops fully activated*, accessed September 20, 2014, http://www.coopwomen.org/awcfsite/index.php?option=com_content&view=article&id=423:gercs-in-philippine-co-ops-fully-activated&catid=1:latest-news&Itemid=107
Philippine Commission on Women. *PCW certifies new batch of GAD Resource Pool*, September 10, 2014, accessed September 20, 2014, <http://www.pcw.gov.ph/article/pcw-certifies-new-batch-gad-resource-pool>.

			(Philippine Daily Inquirer)	
	Peace with MILF historic for women	June 5, 2014	Global Nation; Latest Global Nation stories (Philippine Daily Inquirer)	http://globalnation.inquirer.net/105754/peace-with-milf-historic-for-women
	Gov't, MILF to tackle Bangsamoro law in Malaysia	July 7, 2014	Global Nation; Headlines (Inquirer Mindanao, Inquirer.net)	http://globalnation.inquirer.net/107639/govt-milf-to-tackle-bangsamoro-law-in-malaysia
	Miriam students sport bangs for Bangsamoro	July 28, 2014	Latest News Stories; Nation (Philippine Daily Inquirer)	http://newsinfo.inquirer.net/624225/miriam-students-sport-bangs-for-bangsamoro
	Rights of IPs to be respected, Deles assures	Aug. 2, 2014	Latest News Stories; Nation (Philippine Daily Inquirer)	http://newsinfo.inquirer.net/625717/rights-of-ips-to-be-respected-deles-assures
ABS-CBN news.com	How women helped bring peace to Mindanao			http://www.abs-cbnnews.com/focus/04/08/14/how-women-helped-bring-peace-mindanao
	Women of Mindanao battle the bad			http://www.abs-cbnnews.com/-depth/02/04/13/women-mindanao-battle-bad
	PH delegates join Jolie at global summit vs sexual violence	June 13, 2014	Global Filipino (ABS-CBN Europe Bureau)	http://www.abs-cbnnews.com/global-filipino/06/13/14/ph-delegates-join-jolie-global-summit-vs-sexual-violence
Rappler.com	Teach peace to build a culture of peace	Oct. 2, 2013	Contributions	http://www.rappler.com/move-ph/contributions/40230-teach-peace-to-build-a-culture-of-peace
	Women launch movement for peace participation in Mindanao	Feb. 26, 2014	Gender Issues	http://www.rappler.com/move-ph/issues/gender-issues/51637-women-peace-participation-mindanao
	Aminah's dream for Mindanao	April 12, 2014	Philippines	http://www.rappler.com/nation/55285-aminah-dream-peace-mindanao
	Women play key role in PH peace process	May 23, 2014	Community	http://www.rappler.com/bulletin-board/58747-filipino-women-peace-process-philippines
	Women in PH peace process: participation from the ground up	June 4, 2014	#Peacetalks	http://www.rappler.com/nation/special-coverage/peacetalks/59656-women-ph-peace-process
	Two Filipinas	June 9,	Brandrap	http://www.rappler.com/brandrap/600

	represent PH in London global summit	2014		39-two-filipinas-ph-global-summit-esvc
Philstar.com	More women needed in government	March 11, 2013	Nation (philstar.com)	http://www.philstar.com/nation/2013/03/11/918397/more-women-needed-government
	Women's center launched in Maguindanao	March 13, 2013	Nation (philstar.com)	http://www.philstar.com/nation/2013/03/13/919225/womens-center-launched-maguindanao
	OPAPP taps civil society groups for peace-building in Cordillera	May 27, 2013	Nation (philstar.com)	http://www.philstar.com/nation/2013/05/27/946939/opapp-taps-civil-society-groups-peace-building-cordillera
	Phl welcomes UN resolution on women's role in peace process	Oct.25, 2013	Nation (philstar.com)	http://www.philstar.com/nation/2013/10/25/1249318/phl-welcomes-un-resolution-womens-role-peace-process
	Peace deal signing gets support from 3 female senators	March 27, 2014	Headlines (philstar.com)	http://www.philstar.com/headlines/2014/03/27/1305750/peace-deal-signing-gets-support-3-female-senators
	Deles in tears, declares 'no more war'	March 27, 2014	News Feature (philstar.com)	http://www.philstar.com/news-feature/2014/03/27/1305807/deles-tears-declares-no-more-war
	Deles cites role of Pinays in peace process	June 16, 2014	Headlines (The Philippine Star)	http://www.philstar.com/headlines/2014/06/16/1335242/deles-cites-role-pinays-peace-process
GMA news online	After the war: Untold stories from women in Mindanao	Feb. 17, 2013	Lifestyle; People and Events (GMA News)	http://www.gmanetwork.com/news/story/295371/lifestyle/peopleandevents/after-the-war-untold-stories-from-women-in-mindanao
	OPAPP: MILF leader's arrest won't affect Bangsamoro peace deal	Feb 24, 2014	News; Nation (GMA News)	http://www.gmanetwork.com/news/story/349876/news/nation/opapp-milf-leader-s-arrest-won-t-affect-bangsamoro-peace-deal

For the year 2013 up to August, 2014, representation of women as peace-builders, decision makers, or active components of the peace process within in the Philippines on online news sources were present, however constituted only a very small fraction of the news stories and information put out by these websites during this time. Majority of the articles from the 5 news websites surveyed¹¹³

¹¹³ These websites were chosen based on a ranking of website traffic: Alexa Internet, Inc., *Top sites in the Philippines*, accessed September 5, 2014, <http://www.alexa.com/topsites/countries/PH>.

Inquirer.net and philstar.com are affiliated with local newspapers, the Philippine Daily Inquirer and the Philippine Star respectively. ABS-CBN news.com and GMA news online are under the media corporations ABS-CBN Corporation and GMA

revolved around the situation in Mindanao, specifically the formation of the *Bangsamoro* region while recurring personalities involved were OPAPP Secretary Teresita Quintos Deles and GPH peace panel chair Prof. Miriam Coronel-Ferrer. Underlying these articles as well was the assertion of women being key agents in the peace process.

Representation of women in this area, as well as news articles that cover such, are still very much lacking. The reach of such stories seems to be marginal at best. It still seems that the role of women comes as an afterthought rather than an angle actively pursued by these news sources. Furthermore the lack of coverage of areas outside of Mindanao as well as women community-leaders involved in peace building is something that can be improved on.

Since there is no baseline data for this indicator in the previous Women Count Report, there is **no basis** for saying the state of progress in this area.

Network, Inc. respectively. Rappler is a civilian-based, social news network composed of both industry professionals and community contributors.

III. Conclusions and recommendations

Conclusions

Summary Table				
	<i>Participation</i>	<i>Protection</i>	<i>Promotion</i>	<i>Optional Indicators</i>
# of Significant Progress Rating	3	2	1	0
# of Moderate Progress Rating	1	1	2	0
# of Slight Progress Rating	2	0	0	0
# of No Change Rating	0	1	0	0
# of Deterioration Rating	0	0	0	0
No Basis	1	0	0	2

Chart 1

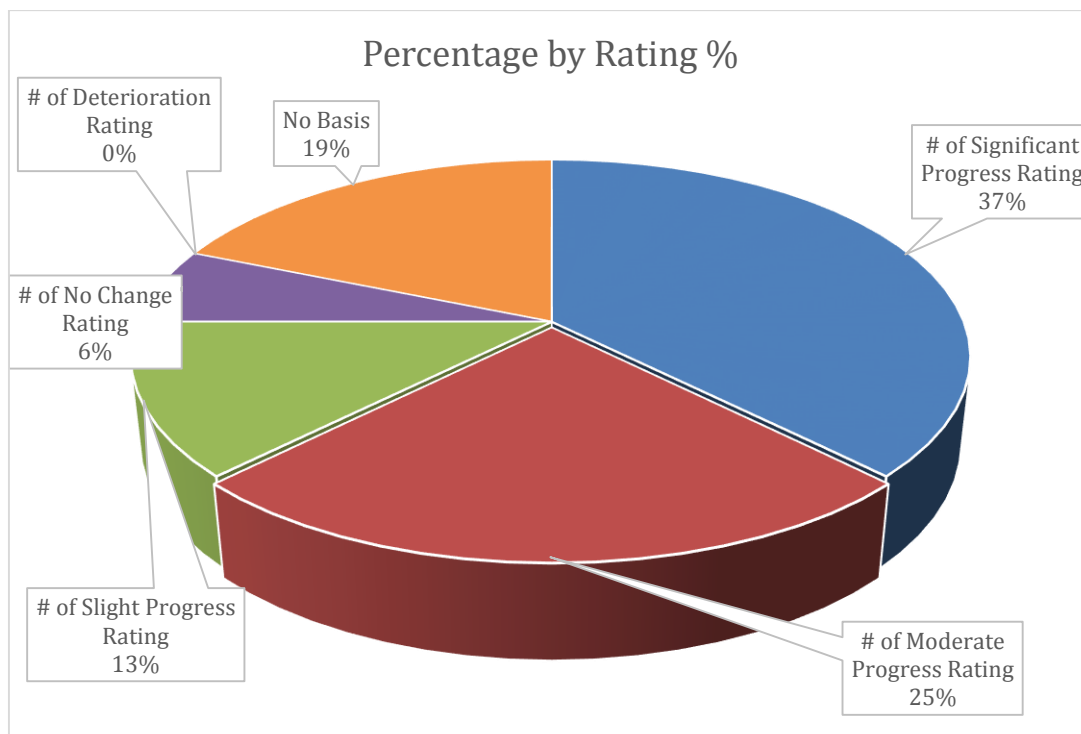
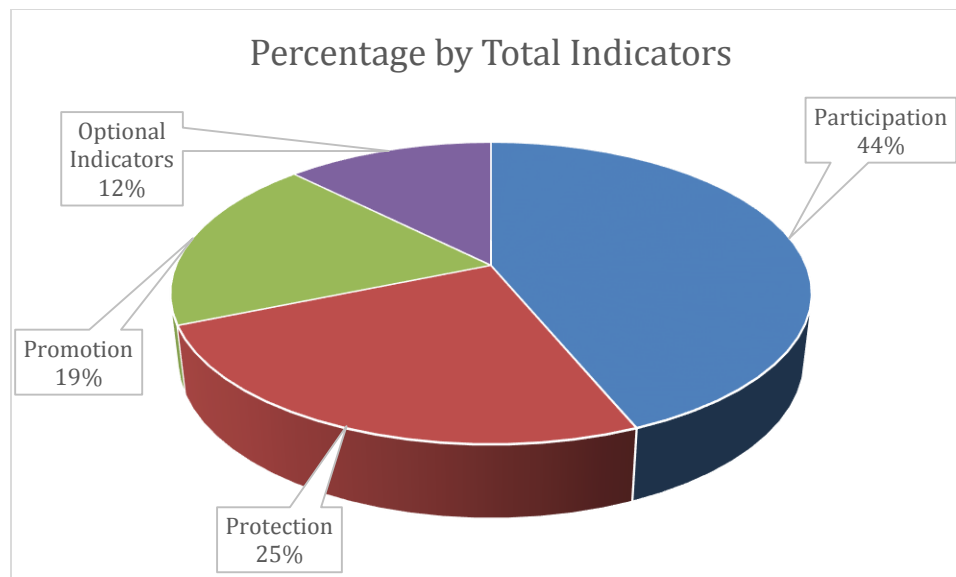


Chart 2



Quite notably, based on both quantitative and qualitative data in 2013 and 2014, the Philippines most improved in the area of women’s participation with **significant progress** in indicator 2 (women in peace negotiation teams and inclusion of gender issues in peace agreements), indicator 3 (women’s participation in the security sector), and indicator 5 (CSOs in task force); significant progress was also achieved in the area of women’s protection as reflected in indicator 7 (gender responsive laws) and indicator 8 (transitional justice) as well as in promotion and mainstreaming as illuminated in indicator 10 (WPS capacity development). As discussed in each of these sections, the most important driver has been the growing awareness on gender issues as they related to the contexts of peacebuilding and post-conflict reconstruction.

On the other hand, **moderate progress** has been observed for women’s participation under indicator 3 for the justice sector and indicator 4 (policy reviews), women’s protection in indicator 9 (women beneficiaries in economic packages), and promotion and mainstreaming under indicator 11 (funding allocation for/from CSOs and government). **Slight progress** was noted in indicator 1 (women’s participation in governance) and indicator 3 pertaining to women in PKOs. It has also been observed that there is **no change** as regards protection indicator 6 (SGBV) primarily because the prevailing discourse and practice of VAW does not take into account the distinctive characteristics of **conflict-related** SGBV. Finally, there is **no sufficient basis** to make logical inferences or comparisons for Optional Indicators A (inclusion of gender and peace in education) and B (women in media reports).

Recommendations

Based on the discussions and observations highlighted in this study,¹¹⁴ the following recommendations are hereby forwarded:

¹¹⁴ As well as other observations personally known by the lead author.

To Government

- To continue enhancing existing mechanisms to ensure and strengthen the full implementation of the NAP WPS, particularly:
 - Launch of the 2014 Amended NAP WPS to guide NAP implementing agencies such as NSC WPS and PAMANA
 - Approval of the proposed PCW-OPAPP JMC 2014-1 that seek to institutionalize the inclusion of NAP-specific/related PAPs
 - Sustained capacity development for and follow-through to NAP implementing agencies specifically in light of standardizing sex-disaggregation of data and nuancing of data into conflict and non-conflict affected areas
 - Finalize system of NAP M&E and creation of NAP data system
- To continue to practice inter-agency collaboration as regards the advocacy, implementation, monitoring and evaluating NAP initiatives
- To continue to promote women's participation in peacekeeping, peacemaking, and peacebuilding
- To continue working with CSOs on the implementation of the NAP
- To further strengthen efforts in responding to women's immediate and sustained protection, access to justice, and post-conflict economic and social needs
- Particularly relating to the Philippine Congress, to pass the BBL
- To champion NAP WPS at the ASEAN and Southeast Asian region

To Civil Society

- To continue engaging with government agencies and other stakeholders
- To continue assisting in the localization of WPS
- To continue in advancing women's participation in local and grassroots levels
- To systematically document the work of indigenous and Moro women in grassroots peacebuilding
- To proactively engage and build women's constituencies to contribute to the peace process (i.e. peace negotiations with CPP-NPA-NDF)

To the Donor Community

- To continue supporting WPS initiatives of both government and CSOs
- To highlight WPS through its inclusion in ODA GAD funding allocation

To the UN

- To UNDP in the Philippines to continue supporting government and CSO NAP WPS initiatives
- To other UN agencies in the Philippines such as UN Women to enhance their support for the implementation of NAP WPS by government and CSOs

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