

# National Action Plan on Women, Peace and Security Implementation

The Philippine Experience



**National Action Plan on Women, Peace and Security: The Philippine Experience**  
PHILIPPINE NATIONAL ACTION PLAN ON WOMEN, PEACE AND SECURITY,  
2010-2015

Copyright © Office of the Presidential Adviser on the Peace Process, 2016

*Published and distributed by the*

**Office of the Presidential Adviser on the Peace Process**

Agustin 1 Bldg., F. Ortigas Jr. Rd., Ortigas Center

Pasig City, Philippines

Telephones: (+632) 636-0701 to 06

Fax: (+632) 638-2216

napwps@gmail.com

www.opapp.gov.ph

*With support from the*

**Department of Foreign Affairs and Trade**

**Australian Embassy in the Philippines**

RCBC Plaza Ayala Avenue, Makati City

Telephones: (+632) 757 8100

Fax: (+632) 757 8268

<http://philippines.embassy.gov.au/>

*Cover design by*

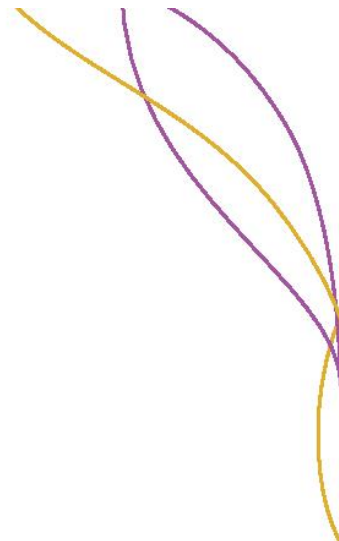
Joser Dumbrique

yawzer27@gmail.com

*Layout by*

Alessandro BP de Ocampo

alessandro.deux@gmail.com



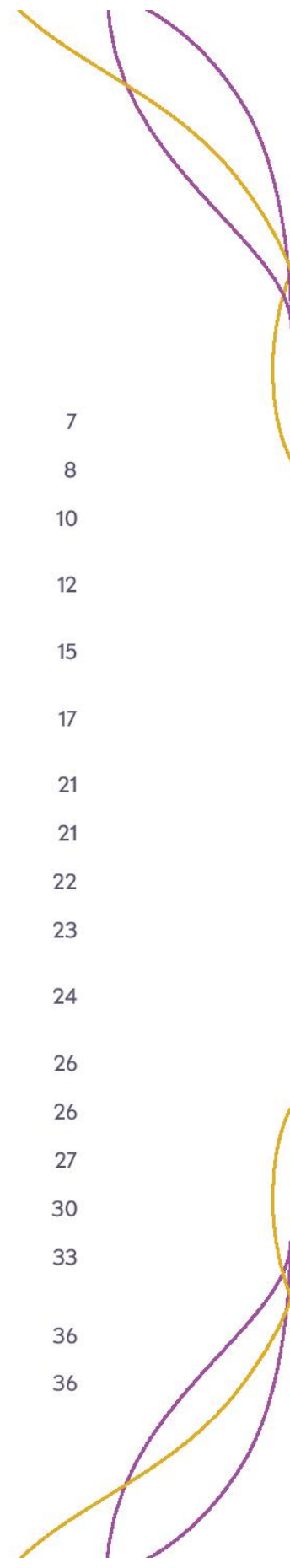
# NATIONAL ACTION PLAN ON WOMEN, PEACE & SECURITY

THE PHILIPPINE EXPERIENCE  
2010 – 2015

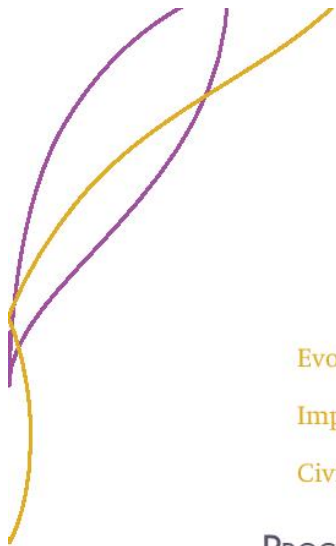


# CONTENTS

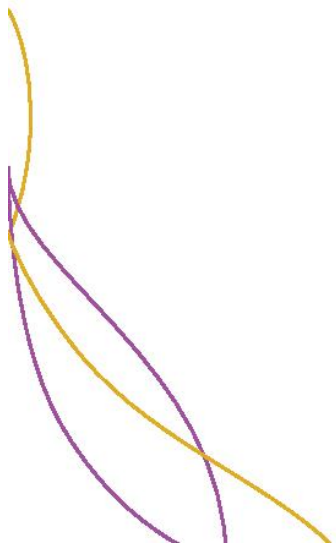
Message from the President	7
Message from the Presidential Adviser on the Peace Process	8
Message from the Philippine Commission on Women	10
ACRONYMS	12
CONTEXT	15
REPORT HIGHLIGHTS	17
OVERVIEW	21
Rationale	21
Process in Preparing the Report	22
Scope and Limitations of the Report	23
BACKGROUND	24
THE PHILIPPINE NATIONAL ACTION PLAN ON WOMEN, PEACE AND SECURITY	26
Armed Conflict and Peacebuilding Initiatives in the Philippines	26
<i>The Communist Insurgency</i>	27
<i>The Moro National Liberation Front</i>	30
<i>The Moro Islamic Liberation Front</i>	33
The Interface of Gender and Conflict: Why address women, peace and security concerns?	36
<i>Women's Role in Peace</i>	36

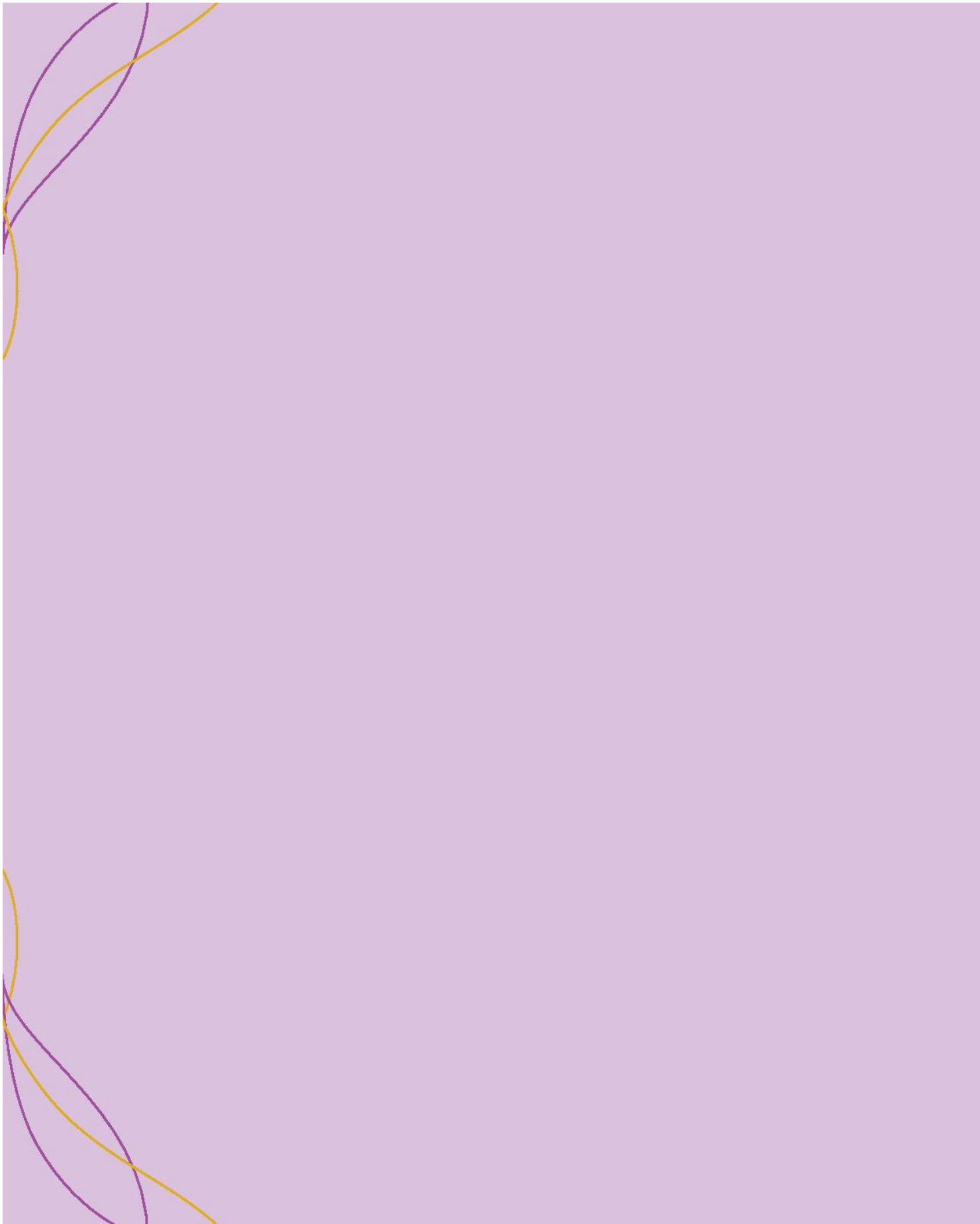






Evolution of the Philippine National Action Plan on Women, Peace and Security	39
Implementing Institutional Infrastructure and Strategy of the Philippine NAP WPS	43
Civil Society Engagement	46
<b>PROGRESS REPORT</b>	54
Protection and Prevention	54
Empowerment and Participation	65
Promotion and Mainstreaming	69
<b>GAINS AND GAPS: THE WAY FORWARD</b>	73
Monitoring and Evaluation	74
<b>ANNEXES</b>	78
<i>Annex 1: 2014 Philippine National Action Plan on Women, Peace and Security</i>	78
<i>Annex 2: 2014 Philippine National Action Plan on Women, Peace and Security Results Framework</i>	84





## Message from the President




In 2010 the Philippines launched its National Action Plan on Women, Peace and Security (NAPWPS), the first in the Southeast Asian region to do so. The NAP was spurred by two United Nations Security Council resolutions that call for the protection of women’s human rights in conflict situations, and the prevention of gender-based violence in those situations. These resolutions focus a gender spotlight on conflict and peacebuilding.

The calls resonate because armed conflict has been so much part of our history; and gender inequality (and sometimes gender violence) has been so much a part of our culture. It is no surprise that our peace and gender champions in government—the Office of the Presidential Adviser on the Peace Process or OPAPP, and the Philippine Commission on Women or PCW—have spearheaded the formulation, and implementation, of the NAP, with robust participation from women NGOs.

The NAP is a painstaking blueprint of how government structures can promote women’s rights during and after conflict, and how harnessing woman power in formal and informal peace processes can reduce the levels of violence, if not help in forging lasting peace. One of the key goals of my presidency is to win the peace vis a vis the insurgencies that have rent our country for so long. We are coming close to sealing a pact with the Moro Islamic Liberation Front. One reason for this, I daresay, is that women have played substantial, if not decisive, roles on both sides of the peace table.

I wish to commend the NAP Steering Committee for this report that documents our efforts to infuse and inform peacemaking with the gender dimension; and for its companion research report with detailed information and statistics on our gains and shortfalls. May this be part of our legacy of peacebuilding to the next administration.

  
BENIGNO S. AQUINO III  
PRESIDENT  
Republic of the Philippines

## Message from the Presidential Adviser on the Peace Process



In 2000 the United Nations Security Council resolved to focus the spotlight on armed conflict through a gender lens: how women disproportionately pay a high price in the conflicts raging within and outside national borders; and how women can help build enduring peace in their communities and countries through new paradigms that redefine war and peace and men's and women's roles in addressing conflict and shaping peace.

Thus UNSC Resolution 1325, complemented by UNSC Resolution 1820 (2008), highlights the protection of women's rights in conflict and post-conflict situations and prevention of the violation of these rights. At the same time the resolution seeks women's empowerment and greater participation in peacemaking at all levels to ensure that peace is inclusive and sustainable.

Ours is a country that has lived with conflict for generations, facing a long-running Communist insurgency and a Moro rebellion whose peaceful resolution is within striking distance. The United Nations call to focus on women and to harness gender in the cause of peace resonates in us as a people and in GPH as government. Heeding the call, the Philippines launched its National Action Plan on Women, Peace and Security (NAPWPS) in 2010.

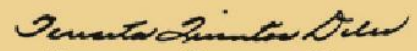
We have long sought peace, a principled and just peace; and we have, in the past few decades, waged the battle for gender equality through government policy and programs, through the GAD (gender and development) fund, to start with. But the task of transforming entrenched structures and mindsets is daunting.



Linking gender and peace is thus doubling the stakes, a “buy one, take two” in promo lingo. It is also capitalizing on our strengths and confronting our weaknesses. It says that peace that does not change the lives of poor village women and their children is no peace at all. It says that a hard-won peace pact that cannot hold its own vis a vis political leadership change is not good enough. It says that peace must start with counting women through sex-disaggregated data bases, otherwise how can we know the real score? It says No More to the abuse, misuse and underutilization of the GAD Fund which must come into its own as a vehicle to empower women.

The National Action Plan is premised on all this, and much more. The infrastructure to institutionalize NAP is painstakingly being built with 17 national agencies as the first layer of implementation, and PAMANA and other conflict-affected areas as targets for implementation.

This country report is an attempt to chronicle the initial efforts to conceptualize and energize the NAPWPS, to share our modest gains, and to probe the challenges that we face. We offer it in the spirit of solidarity and sisterhood.

  
TERESITA QUINTOS DELES  
CHAIRPERSON  
National Steering Committee on  
Women, Peace and Security

## Message from the Philippine Commission on Women



The Philippine Commission on Women supports the unwavering efforts of all stakeholders in working towards the vision of a country that is free from gender-based violence and armed conflict. We are proud that we are the first country in Asia to develop a National Action Plan on Women, Peace and Security (NAPWPS) to implement the United Nations Security Council (UNSC) Resolutions on Women, Peace and Security. Various laws, such as the R.A. 9710 or the Magna Carta of Women, have also been passed and being implemented to ensure that women's roles, issues and concerns are addressed at all levels of peace processes.

To strengthen the operationalization of NAPWPS, the Philippine Commission on Women (PCW) and Office of the Presidential Adviser on the Peace Process (OPAPP) issued a Joint Memorandum Circular 2014-01 in October 2014. The circular mandates all concerned agencies to incorporate women, peace and security programs and activities in their annual Gender and Development (GAD) Plans and Budgets (GPBs) and Accomplishment Reports (ARs). This is meant to guide program planners and implementers in using their GAD Budgets by addressing relevant and pressing concerns of women, such as the inter-twining issues of gender and development, peace, and security because at this time, convergence of efforts at the national, regional and local level is a must to maximize the use of our resources.



With publication of the **NAPWPS Implementation: The Philippine Experience**, we can say that our efforts have reached another milestone. This publication tracks our country's progress, achievements, challenges and future directions in ensuring the participation and involvement of women in the peace process.

We commend the women and men of OPAPP for leading this initiative. We hope that this document will serve as a useful reference material for concerned national government agencies, local government units and civil society organizations to fully implement their programs and projects.

Let's continue to bind our acts together for just and lasting peace, and the empowerment of all women.

  
**REMEDIOS I. RIKKEN**  
CHAIRPERSON  
*Philippine Commission on Women*

## ACRONYMS

AFP	Armed Forces Of The Philippines
ASG	Abu Sayaff Group
ATN	Assistance To Nationals
ARMM	Autonomous Region Of Muslim Mindanao
BBL	<i>Bangsamoro</i> Basic Law
BPfA	Beijing Program For Action
CAA	Conflict-Affected Area
CARHRIHL	Comprehensive Agreement On Human Rights And International Humanitarian Law
CAB	Comprehensive Agreement On The <i>Bangsamoro</i>
CAR	Cordillera Administrative Region
CBA-CPLA	Cordillera <i>Bodong</i> Administration-Cordillera People's Liberation Army
CEDAW	Convention On The Elimination Of Discrimination Against Women
CHED	COMMISSION ON HIGHER EDUCATION
CPP	Communist Party Of The Philippines
CSO	Civil Society Organization
DA	Department Of Agriculture
DAR	Department Of Agrarian Reform
DBM	Department Of Budget And Management
DepEd	Department Of Education
DFA	Department Of Foreign Affairs
DILG	Department Of Interior And Local Government
DOH	Department Of Health
DOJ	Department Of Justice
DND	Department Of National Defense
DSWD	Department Of Social Welfare And Development
FAB	Framework Agreement On The <i>Bangsamoro</i>
FSI	Foreign Service Institute
GAD	Gender And Development
GCST	Gender Conflict And Sensitivity Training
GZO-PI	Gaston Z. Ortigas Peace Institute
HR/IHL	Human Rights/International Humanitarian Law

IACAT	Inter-Agency Commission Against Trafficking
IDP	Internally Displaced Persons
IP	Indigenous People
JMC	Joint Memorandum Circular
LGU	Local Government Unit
MCW	<i>Magna Carta Of Women</i>
MHPSS	Mental Health And Psychosocial Services
MILF	Moro Islamic Liberation Front
MNLF	Moro National Liberation Front
MOA-AD	Memorandum Of Agreement – Ancestral Domain
NAPWPS	National Action Plan On Women, Peace And Security
NCIP	National Commission On Indigenous People
NCMF	National Commission On Muslim Filipinos
NDF	National Democratic Front
NEA	National Electrification Administration
NEDA	National Economic Development Authority
NGA	National Government Agency
NPA	New People’s Army
NSC WPS	National Steering Committee On Women, Peace And Security
OCA	Office Of Consular Affairs
OIC	Organization Of Islamic Cooperation
OPAPP	Office Of The Presidential Adviser On The Peace Process
PA	Philippine Army
PAMANA	<i>Payapa At Masaganang Pamayanan</i>
PCW	Philippine Commission On Women
PDOS	Pre-Departure Orientation Seminar
PDP	Philippine Development Plan
PHIC	Philippine Health Insurance Corporation
PKP	Partido Komunista Ng Pilipinas
PN	Philippine Navy
PNP	Philippine National Police
PPGD	Philippine Plan For Gender-Responsive Development

RPMP/RPA-ABB	<i>Rebolusyonaryong Partidong Manggagawang Pilipino</i> - Revolutionary Proletariat Army-Alex Boncayao Brigade
RRT	Rapid Response Team
SGBV	Sex And Gender-Based Violence
TESDA	Technical Education And Skills Development Authority
TIP	Trafficking In Persons
TWG	Technical Working Group
UNSG	United Nations Secretary General
UNSC	United Nations Security Council
UNSCR	United Nations Security Council Resolution
VAW	Violence Against Women
VAWC	Violence Against Women And Children
WEDC	Women In Extremely Difficult Circumstances
WCPU/D	Women And Children Protection Unit/Division
WE-Act	Women Engaged In Action On Unscr 1325
WFS	Women Friendly Space
Women's EDGE	Women's Empowerment, Development And Gender Equality Plan 2013-16
WPS	Women Peace And Security






## CONTEXT

The Philippines has been embroiled in conflict with various armed groups waging ideological and secessionist struggles anchored in oppression, marginalization and disenfranchisement. The Philippine Government, at different points and under various administrations, had been engaged in peace negotiations with some of these groups—namely, the COMMUNIST PARTY OF THE PHILIPPINES-NEW PEOPLE’S ARMY-NATIONAL DEMOCRATIC FRONT (CPP/NPA/NDF), the MORO NATIONAL LIBERATION FRONT (MNLF), the MORO ISLAMIC LIBERATION FRONT (MILF), the CORDILLERA BODONG ADMINISTRATION-CORDILLERA PEOPLES LIBERATION ARMY (CBA-CPLA), and the *REBOLUSYONARYONG PARTIDONG MANGGAGAWANG PILIPINO-REVOLUTIONARY PROLETARIAT ARMY-ALEX BONCAYAO BRIGADE* (RPMP/RPA-ABB). Notwithstanding the gains of the various peace tables (albeit with numerous challenges), armed conflict still exists in many parts of the country, mostly, in remote areas that have hardly been reached by government services and programs. To address this situation, *Payapa at Masaganang Pamayanan* (PAMANA) or the Government’s peace and development framework was introduced in conflict and post-conflict areas and has served as a complementary track in the on-going peace processes.

Given this context, the narrative of women in armed conflict—as victims/survivors and as peacemakers—has been either inadequately highlighted or absent in the reckoning of conflict and peace. At the international level, the United Nations (UN) sought to address this reality and through Security Council Resolution (SCR) 1325 adopted in 2000, women’s experiences and concerns in conflict and peacebuilding contexts were finally acknowledged. Also known as the global agenda on women, peace and security (WPS), UNSCR 1325 brought to the forefront the recognition that women are integral to building international peace and security. Since 2005, forty-six (46) UN Member States have launched their respective national action plans on UNSCR 1325. The Philippines was the first country in Asia to do so in 2010.



The PHILIPPINE NATIONAL ACTION PLAN ON WOMEN, PEACE AND SECURITY (NAP WPS), a product of civil society and government cooperation—was first launched in March 2010 along with the establishment of the NATIONAL STEERING COMMITTEE ON WOMEN, PEACE AND SECURITY (NSCWPS) composed of various national government agencies. In 2014, the NAP WPS was amended and further improved to include concrete indicators for the development and documentation of government initiatives to respond to the protection and empowerment needs of women in armed conflict and post-conflict situations. Ultimately, the over-arching goal of NAP WPS is that “women in conflict and post-conflict situations are protected, empowered and play a decisive role in peace and security processes and mechanisms.”

The 2014 *Philippine NAP WPS Report* documents the evolution of the NAP WPS and maps out various initiatives by the Philippine Government on the protection of women during armed conflict situations, women’s empowerment in peacebuilding, gender-mainstreaming efforts in the context of security and peace, and monitoring and evaluation. It seeks to share experiences with fellow Member States in the UN, especially those that have also launched their own NAPs. At the same time, this Report is directed at our partner agencies, the national government agencies (NGAs) and local government units (LGUs) involved in NAP WPS implementation—to track our gains and shortfalls, and to plot future directions.





# REPORT HIGHLIGHTS

## 1. INSTITUTIONALIZATION

### A. INSTITUTIONAL INFRASTRUCTURE

The NSCWPS is an inter-agency committee created through and mandated by Executive Order 865 to implement the NAP WPS. It is composed of the following national government agencies: DEPARTMENT OF FOREIGN AFFAIRS (DFA), DEPARTMENT OF INTERIOR AND LOCAL GOVERNMENT (DILG), DEPARTMENT OF NATIONAL DEFENSE (DND), DEPARTMENT OF JUSTICE (DOJ), DEPARTMENT OF SOCIAL WELFARE AND DEVELOPMENT (DSWD), NATIONAL COMMISSION ON INDIGENOUS PEOPLES (NCIP), NATIONAL COMMISSION ON MUSLIM FILIPINOS (NCMF), PHILIPPINE COMMISSION ON WOMEN (PCW), and the OFFICE OF THE PRESIDENTIAL ADVISER ON THE PEACE PROCESS (OPAPP).

### B. STRATEGY TO STRENGTHEN GENDER MAINSTREAMING

The NAP WPS draws its mandate from national legislation on gender mainstreaming (including planning and budgeting) and on addressing various forms of violence against women. However, the most explicit national law it draws from is the *Magna Carta of Women*, specifically, provisions on women in crisis situations, women in the military, and women's participation. It also intersects with the current government's *Philippine Development Plan 2011-16* as well as its road map for *Women Empowerment, Development and Gender Equality Plan 2013-16*.

At the level of agency implementation, the integration of the NAP WPS is coursed through existing gender mainstreaming mechanisms but with the explicit inclusion of the contexts of **armed conflict** and **peacebuilding** in the analysis and formulation of programs, activities,

and projects (PAPs). This means, for example, in the case of PAMANA (*Payapa at Masaganang Pamayanan*)-partner agencies that implement peace and development project in conflict-affected communities, mainstreaming gender should take stock of the impact of gender and development (GAD) programs, activities, projects (PAPs) on women from these areas.

C. *POLICY DIRECTIVE*

OPAPP and PCW, acting as the Chair and Vice Chair of the NSC WPS, adopted Joint Memorandum Circular (JMC) #2014-01 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)* in October 2014. Thus far, this JMC is the most explicit policy directive as regards policy and programmatic development in relation with the NAP WPS.

2. INITIATIVES

A. *PROTECTION AND PREVENTION*

- ▶ Sex disaggregation of data (SDD) is practiced by several agencies engaged in frontline humanitarian assistance although not as regularly or as systematically as desired.
- ▶ Data collection on VAW and trafficking needs further improvement as regards the explicit distinction between conflict and non-conflict contexts. The Philippine National Police (PNP) with its numerous VAW Desks in the country, including those in conflict-affected areas, can begin to enhance their data collection to nuance VAW and trafficking that are explicit results of armed conflict. The DOJ can follow suit by further developing its VAW/trafficking data monitoring to include cases related to armed conflict.

- ▶ DSWD has exemplary programs such as Women in Especially Difficult Circumstances (WEDC) and Women Friendly Space (WFS) that can be further strengthened to assist women in conflict-affected areas/complex emergency situations (i.e. conflict-affected/vulnerable communities affected by natural disasters).
- ▶ The DFA has made headway in terms of institutionalizing NAP WPS with the inclusion of WPS in their Pre-Departure Orientation Seminar (PDOS) as well as in other capacity development activities of their department personnel both in the Philippines and in other countries.
- ▶ In the same vein, the DEPARTMENT OF HEALTH'S (DOH) Doctors to the Barrios (DTTB), Nurse Deployment Project (NDP), and Community Health Teams (CHT) can be further developed to serve as springboard to attend to the health and psychosocial needs of women and girls from conflict-affected areas.
- ▶ Post-conflict initiatives for and assistance to women have been documented as they are related to education, livelihood training, and integration.

*B. EMPOWERMENT AND PARTICIPATION*

- ▶ Women are present in all ongoing formal peace tables as negotiators and support personnel.
- ▶ Gender-sensitive/women-specific provisions are included in negotiated peace agreements such as in the GPH-MILF Framework Agreement on the *Bangsamoro* (FAB) and its Annexes, the Comprehensive Agreement on the *Bangsamoro*, and the draft *Bangsamoro* Basic Law (BBL).
- ▶ There is a stable number of women as officers and enlisted personnel in the security sector such as the PHILIPPINE ARMY, PHILIPPINE AIR FORCE, and PHILIPPINE NAVY and steady increase of women officers and personnel in the PNP.



- ▶ Beyond the numbers, the PHILIPPINE ARMY leads the way in the institutionalization of WPS in policy, programs, and capacity development.
- ▶ There is cooperation with civil society organizations in activities such as capacity development for grassroots women and local government officials.

#### *C. PROMOTION AND MAINSTREAMING*

- ▶ In compliance with OPAPP-PCW JMC 2014-01, several national government agencies have begun including NAP WPS-relevant/specific PAPs in their 2015 GAD ARs. OPAPP, NCIP, and the PHILIPPINE ARMY were already doing this since 2014, prior to the adoption of the JMC.
- ▶ Comprehensive and systematic capacity development trainings on the NAP WPS was conducted among NSCWPS member agencies as well as relevant PAMANA-partner agencies.
- ▶ NAP WPS sessions were also conducted among PAMANA-LGUs to assist them in integrating it in their respective GPBs.

#### *D. MONITORING AND EVALUATION*

- ▶ A research was done on the implementation of NAP-related initiatives undertaken in 2014 which is the first ever effort to document the gains and gaps in the implementation of the NAP WPS.
- ▶ Close collaboration between the DFA, OPAPP, and PCW on efforts to include NAP WPS initiatives in various Philippine Government reports pursuant to the Beijing Platform for Action (BPfA), the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), and the UNSCR 1325, among others.



## OVERVIEW

### Rationale

The Philippines is an archipelago that has known armed conflict since the advent of Spanish colonialism in the early 16<sup>th</sup> century. Three and a half centuries of colonial rule were marked by numerous uprisings. On the eve of the 20<sup>th</sup> century, Spain ceded the islands to an emergent United States of America (USA) whose military occupation was met with fierce resistance. This history of warfare continues in the Moro rebellion and the Communist insurgency that remain to this day. Over half of the country's 82 provinces experience armed conflict in varying degrees.

Historical narratives and contemporary records of armed conflict in the country do not take full account of the various roles women have played, and continue to play, in the conflict. To be sure, there is recognition of women's leadership and support roles in the Philippine Revolution, for instance. But there is room for further research on the full range of women's involvement in the resistance, and on the differential impact of the conflict on women.

It is a truism that civilian casualties constitute a disproportionate share of the death toll in internal armed conflict. It is equally true that the most vulnerable among the civilian population are women, children and the elderly. A more gendered reading of armed conflict, particularly in the contemporary period, is essential to a more gendered writing of the narratives of war, and peace.

This gendered reading, and writing, of the annals of conflict, lies at the core of the *Philippine National Action Plan on Women, Peace and Security* (NAP WPS) which recognizes the dynamism of women's roles in armed conflict: as victims, as survivors, and as peacemakers. NAP WPS's over-arching goal is that "women in conflict and post-conflict situations are protected, empowered, and play a decisive role in peace and security processes and mechanisms".

Thus NAP WPS focuses on women in conflict and post-conflict situations and addresses their need for “protection and prevention” and “participation and empowerment”. These are NAP WPS’s twin pillars. The first refers to protection of women’s human rights and prevention of violation of these rights during armed conflict and post-conflict situations. The second refers to women’s meaningful participation in peacekeeping, peacemaking, peacebuilding, conflict prevention, conflict resolution and post-conflict reconstruction. The NAP posits two mechanisms in support of these objectives: promotion and mainstreaming of a gender perspective in the areas of peace and security; and monitoring, evaluation and reporting on NAP implementation.

This *Philippine NAP WPS Report* seeks to share experiences with fellow member states in the United Nations (UN), especially those which have also launched their national action plans. At the same time, this Report is directed at our partner agencies, the national government agencies (NGAs) and local government units (LGUs) involved in NAP WPS implementation, to track our gains and shortfalls, and to plot future directions.

## Process in Preparing the Report

This Report is mandated by the National Steering Committee on Women, Peace and Security (NSCWPS), an inter-agency committee created by a Presidential Executive Order (EO) to implement the Philippine NAP WPS. The Report includes an overview of the armed conflict in the Philippines and the intersection of gender and conflict, what has been achieved so far in light of the action points set forth in the NAP WPS, and the gaps and challenges.

Among the NAP WPS’s key accomplishments is a research report, appended to this main report, which draws together data submitted by implementing agencies supplemented by agency visits and key informant interviews. Several validation sessions were undertaken in the course of drafting the research report which serves both as database, given a common lack of sex-disaggregated data, and as tracking mechanism of progress in NAP implementation.



## Scope and Limitations of the Report

For practical reasons, documentation of NAP WPS initiatives did not encompass all of government, nor did it cover data from all of the country's conflict areas. Rather, its parameters were determined by the government strategy to address armed conflict through frontline NGA members of the National Steering Committee on Women, Peace and Security and through PAMANA (*Payapa at Masaganang Pamayanan—Peaceful and Resilient Communities*), the government's peace and development framework in conflict and post-conflict areas.

Thus, NAP WPS implementation hinges on nine NGAs and eight PAMANA agencies, 17 altogether, whose representatives constitute the NAP Technical Working Group (TWG). In this regard, research data<sup>1</sup> are drawn from these 17 partner agencies. Although data gathering covers the period 2010 to 2014, the bulk of the data represents statistics for the years 2013 and 2014.

---


<sup>1</sup> Data contained in this report were drawn from the research entitled *Women, Peace and Security in the Philippines: A Study on Initiatives to Implement United Nations Security Council Resolution 1325* commissioned by OPAPP. The text of the research is an accompaniment of this report.



## BACKGROUND

Throughout history, war and armed conflict have affected civilian populations. Women and girls experience these crisis situations differently from men and boys—they comprise majority of internally displaced peoples (IDPs); many of them fall victim to sexual and gender-based violence (SGBV); and in the absence of the men in the lives, they take on multiple reproductive and productive roles in their respective families and communities.

Recognizing the disproportionate impact of war and armed conflict on women and girls, the UN sought to institutionalize a global agenda to protect them from violence and to include them in peacebuilding initiatives. Earlier initiatives on the issue of women and girls in armed conflict were the UN General Assembly (UNGA) *Declaration on the Protection of Women and Children in Emergency and Armed Conflict* in 1974, the 1992 General Recommendation 19 by the Committee on the Elimination of All Forms of Discrimination Against Women (CEDAW Committee), the 1995 Beijing Declaration and Platform for Action, and the 1998 Rome Statute of the International Criminal Court (ICC). However, the most recent, significant, and explicit UN action on women's protection and empowerment is the adoption of the UN Security Council Resolution (UNSCR 1325) in October 2000.



UNSCR 1325 was the first resolution that placed women's concerns as integral to international peace and security. Substantively, this resolution recognized the differential and disproportionate impact of armed conflict on women, underscored the need to protect them from conflict-related SGBV, the called on parties in conflict to prevent violations of women's human rights and to promote their participation in peacebuilding and post-conflict reconstruction, and urged the inclusion of the gender perspective in peace and security processes and mechanisms. This resolution institutionalized women, peace and security (WPS) as a global agenda.

Since the adoption of UNSCR 1325, other resolutions, such as 1889 in 2009 and 2122 in 2013, were adopted by the UNSC to further affirm WPS and ensure its implementation. UNSCR 1820 which is specific to SGBV in armed conflict was adopted in 2008 and was likewise affirmed in subsequent resolutions, namely, 1888 (2009), 1960 (2010), and 2106 (2013). In the past years, the UNSC has been convening open debates on WPS. Furthermore, in 2013, the CEDAW Committee also released General Recommendation 30 on women in conflict prevention, conflict and post-conflict situations anchored on CEDAW.

Translating the global agenda into a national one necessitated the crafting of policies. In the case of UNSCR, the dominant strategy has been that of crafting national action plans (NAP) on WPS. As of February 2016, as many as 57 countries had launched their respective NAPs. In Asia, the Philippines was the first to launch its NAP on WPS in 2010 followed by Nepal.

In 2015 the UNSC convened a High-Level Review to evaluate the progress of implementing UNSCR 1325 at the global, regional and national levels. In this regard, the UN Secretary-General (UNSG) commissioned a global study on WPS which was included in the UNSG Report to the UNSC in 2015.<sup>2</sup>

---

<sup>2</sup> UN Women. "Preparations for 2015 High Level Review and Global Study." Available online at <http://www.unwomen.org/en/news/in-focus/women-peace-security/1325-review-and-global-study>





# THE PHILIPPINE NATIONAL ACTION PLAN ON WOMEN, PEACE AND SECURITY

## Armed Conflict and Peacebuilding Initiatives in the Philippines

The Philippine archipelago, in the 16<sup>th</sup> century, was inhabited by tribal and distinct ethnolinguistic groups with parts of the north (Manila in particular) and the south (Mindanao) coming under the sway of Islam through Muslim traders and missionaries. Spanish colonial rule starting in the 16<sup>th</sup> century was fiercely resisted with bloody rebellions in the course of three and a half centuries; but ultimately, colonialism prevailed. The truce that ended the Philippine Revolution in 1898 was soon overtaken by the Spanish-American war with Spain ceding the islands to a victorious United States of America. Filipino revolutionaries fought the new colonizer but were subdued by superior American firepower. The brief Philippine-American war was marked by carnage and the ravaging of parts of the islands. Filipinos yet again suffered untold death and devastation at the hands of the Japanese during World War II.

This summary of the country's difficult road to independence and sovereignty shows, in the first instance that bloody has long been part of the national and regional narratives. It also intimates the roots of the armed conflicts that rend the body politic to this day. The Moro peoples, never vanquished by the Spanish colonizer, upheld a separate faith and culture staunchly claiming part of the south as their homeland.

Divide-and-rule effectively pitted the Muslims against the populations in the north and central islands who converted to Christianity and identified with the Spanish colonizer. Mindanao was opened up to Christian settlers who quickly staked out private lands, marginalizing the indigenous peoples or IPs (*lumad*) and the Muslims. With their communal systems of land ownership eroded by private landholdings, the latter, who

once constituted the majority in the south, became minorities; the IPs pushed to the uplands and the Muslims to certain areas in central, northwestern and southwestern Mindanao and the southernmost islands of Basilan, Sulu and Tawi-Tawi.

Divide-and-rule also privileged the landowners and *compradors* (traders) who buttressed the colonial, and later, neocolonial socio-economic structures that constituted a class society of the elite with concentrated political and economic power, and the majority poor and powerless. Although the middle class has grown in heft and clout, Philippine society remains stratified. This deep social divide fueled the birth of the old *Partido Komunista ng Pilipinas* (PKP) in the 1940s from which a group bolted over two decades later to form a new Communist Party of the Philippines (CPP) and its armed wing, the New People's Army (NPA).

This section shall deal, in the main, with the CPP/NPA, the Moro National Liberation Front (MNLF), and the Moro Islamic Liberation Front (MILF).

### *The Communist Insurgency*

The new Communist Party of the Philippines (as distinguished from the old party, PKP) was formed by Jose Ma. Sison in 1968, followed by the birth of the New People's Army in 1969, and the formation of the National Democratic Front (NDF) in 1973. Unlike the Marxist-Leninist PKP, the CPP/NPA is Maoist in orientation and seeks to seize political power through guerrilla struggle in the countryside. With martial rule in the early 70s, opposition leaders and active dissenters faced stark choices: jail, 'salvaging' (summary killing), or joining the CPP/NPA by going underground or turning to the hills.

The NPA peaked in the 80s with combatants estimated to number 25,000. But the mid-80s witnessed a People Power uprising that drove out the dictator, dismantled martial law, and installed Corazon Aquino in the Presidency. Aquino quickly addressed the challenge of democratic restoration. She released all political prisoners, a new Constitution was promulgated, and many activists responded to the call of rebuilding democracy, trading armed struggle for open organizing and electoral politics.



As well, internal purges and numerous splits have whittled down the NPA to over 4,000 armed regulars. Thousands of cadres in Mindanao fell victim to party instigated mass executions and lesser numbers elsewhere, effectively decimating the CPP/NPA's second line political and military leadership and resulting in more hawkish and hardline revolutionary strategies. Nevertheless, the CPP/NPA can still mount guerrilla operations with its "red" bases and draw support from "white" areas (sympathetic communities) mostly in Mindanao. An estimated 40,000 have died in the past few decades from the insurgency, a proportion of whom were civilians including women, children and elderly.

The CPP/NPA is sustained by domestic revenues, specifically through "revolutionary taxes" exacted from big corporations that include agri-business, bus lines and private telecommunications companies, as well as medium and small businesses—on pain of torching and destruction. Its political arm, the NDF has engaged in off-and-on peace talks with the government starting in 1986 when President Corazon C. Aquino declared a ceasefire to explore peace talks with the CPP/NPA/NDF. But formal peace negotiations did not progress during her term.

Under President Fidel V. Ramos (1992-1998), exploratory talks were held with the NDF on four substantive agenda items, namely, human rights and international humanitarian law (HR/IHL), social and economic reforms (SER), political and constitutional reforms (PCR), and end of hostilities and disposition of forces (EoH/DoF) which were embodied in the Hague Joint Declaration signed in 1992. The Comprehensive Agreement on Human Rights and International Humanitarian Law (CAHRIHL), negotiated during Ramos' term, was signed by President Joseph E. Estrada. In 2004 under the term of President Gloria Macapagal-Arroyo (2001-2010), the Philippine government and NDF, and the Joint Monitoring Committee of CARHRIHL was organized. Early in the administration of President Benigno C. Aquino III, several informal talks were held with the CPP/NPA/NDF and in February 2011, after a round of formal talks, the GPH and the CPP/NPA/NDF signed a Joint Statement in Oslo, Norway. However, before the agreed 18 month accelerated schedule of talks started a new impasse ensued





*GPH-CBA-CPLA Joint Declaration of Commitment for Peace*

due to the NDF's demand to release most, if not all, of the 17 alleged NDF consultants before talks are resumed. Government exerted efforts to revive talks through a special track which, unfortunately, did not succeed. The impasse remains to the present.

Two major armed groups that split off from the CPP are the *Rebolusyonaryong Partidong Manggagawang Pilipino*<sup>3</sup>–Revolutionary Proletariat Army-Alex Bongcayao Brigade (RPMP/RPA-ABB) and the Cordillera Peoples Liberation Army (CPLA). The RPMP/RPA-ABB is a merger between the rural-based RPMP and its armed RPA group with the Alex Boncayao Brigade (ABB), its urban hit squad. Both groups were under the umbrella of the CPP/NPA until an ideological split in the movement in the 1990s.<sup>4</sup> Leaving the fold of the CPP/NPA, the RPMP/RPA-ABB sought to create a 'mass movement' instead of pursuing the 'armed struggle.'<sup>5</sup>

On the other hand, the CPLA was born out of the split of indigenous Cordillerans from the CPP/NPA operating in Northern Luzon. The CPLA was founded in the mid-80s by Conrado Balweg, advocating self-determination and regional autonomy founded on indigenous culture in contrast with the CPP/NPA's nationalist ideological struggle. In 1986, the Philippine government signed a peace pact with the Cordillera Bodong Administration-Cordillera People's Liberation Army (CBA/CPLA).<sup>6</sup> In 2000, it entered into a peace agreement with the RPMP/RPA/ABB.<sup>7</sup>

### *The Moro National Liberation Front*

The MNLF was founded in 1971 by Nur Misuari to lay claim to an independent Moro nation. (Moro is derived from Moor, the Muslims from North Africa who occupied

---

3 Rebolusyonaryong Partido ng Manggagawang Pilipino is translated as Revolutionary Party of Filipino Workers.

4 Santos, Soliman, Paz Verdades Santos, Octavio Dinampo, Herman Joseph Kraft, Artha Kira Paredes, and Raymond Joseph Quilop. 2010. *Primed and Purposeful: Armed Groups and Human Security Efforts in the Philippines*. South-South Network for Non-State Armed Group Engagement and Small Arms Group Survey. P. 280-282

5 Parreno, Earl. 1 April 2002. "New Guerillas." *Newsbreak*. P. 27.

6 There are also other factions in the CPLA and the GPH is engaged in talks with the Humiding Group --with which a 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.

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



Spain.) With intervention by the Islamic Conference (later called the Organization of Islamic Cooperation or OIC), the MNLF signed a peace treaty with the Philippine government in Tripoli, Libya in 1976, modifying its demand from an independent Bangsamoro homeland to autonomy. The Tripoli Agreement, framework for the peace process and autonomy, covered 13 provinces and nine cities in southern Philippines, subject to constitutional processes. But the accord did not prosper.

A decade later, Pres. Cory Aquino had talks with Misuari, paving the way for the creation of the Autonomous Region of Muslim Mindanao (ARMM) per Republic Act 6734 in 1989 which she signed into law. In a plebiscite only four out of the original 13 provinces opted to join ARMM: Maguindanao and Lanao del Sur in the mainland, and the island provinces of Sulu and Tawi-Tawi.

In 1996 the government under Pres. Fidel Ramos and the MNLF signed a Final Peace Agreement (FPA) to implement the Tripoli Agreement in Manila. Subsequently Misuari was elected ARMM governor. In 2001 the ARMM was strengthened and expanded by R.A. 9054 and in a subsequent plebiscite, two other local government units joined the original four provinces, namely, Basilan province and Marawi City. Soon after MNLF elements linked to Misuari attacked government military facilities in Jolo and Zamboanga City, causing heavy casualties. Parouk Hussin, senior MNLF leader, succeeded Misuari as ARMM governor. In 2008 Misuari was unseated as MNLF chair but still commands a following.

In 2007 the OIC convened a high-level tripartite review of the 1996 Final Peace Agreement (FPA) followed by four tripartite meetings. The fourth tripartite meeting was held in early 2011 under the new Aquino presidency after a 22-month impasse. A fast-track review that produced 42 consensus points constituted an amendatory bill formulated by the joint GPH-MNLF legal panel.

A 5th Tripartite Review process scheduled in mid-September 2013 in Indonesia was derailed by an assault on Zamboanga City by a faction close to Misuari. The siege





displaced over 100,000 men, women and children, burned swathes of land occupied by mostly poor Muslim communities, killed scores of civilians and uniformed personnel, and wrought grave damage on the local economy.

In April 2015, the OIC secretary general visited Mindanao, affirming the OIC's commitment to peace in the island. A preparatory meeting on the Tripartite Review Process of the 1996 FPA was facilitated in early September by the OIC with both government and MNLF panels in attendance. A ministerial level Tripartite Meeting was held in January 2016 at OIC headquarters in Jeddah, Saudi Arabia. In this meeting, the parties agree that there are no more unresolved issues and that the Tripartite Review Process has satisfactorily identified the obstacles and agreed on modalities to push the implementation of the following:

- a. To request the Islamic Development Bank (IDB) to work closely towards the establishment of the Bangsamoro Development Assistance Fund (BDAF) as soon as practicable;
- b. To refer the matter of the agreement on the co-management of strategic minerals to the oversight committee provided under RA 9054 to continue the devolution process;
- c. Concurred with the previous OIC Resolutions and Statements to ensure that the gains of the 1996 FPA are preserved and the CAB are fully implemented with the end goal of integrating the gain achieved in these peace agreements with the BBL;
- d. To organize the Tripartite Implementation Monitoring Committee (TIMC) as the body that will monitor the implementation of the agreements of the Tripartite Review Process.

### *The Moro Islamic Liberation Front*

The MILF now has tens of thousands armed regulars occupying contiguous areas in Central Mindanao. It was formed in 1981 by Hashim Salamat who broke away from





*Women and children in Zamboanga Sibugay.*



the MNLF in 1978. Its long-term goal of creating a separate Islamic state in southern Philippines has been significantly redefined as ‘genuine autonomy’ in peace talks with the government.

During his short-lived presidency, Joseph Estrada (1998-2001) declared “all-out war” against the MILF, creating a generation of bakwit (Cebuano Visayan for evacuees), entire communities becoming semi-permanent IDPs (internally displaced persons) with military-MILF hostilities erupting every two years or so. Peace talks resumed under Pres. Gloria Arroyo and in 2008 the MILF signed an agreement with government, the Memorandum of Agreement—Ancestral Domain (MOA-AD) that set the boundaries for a Muslim homeland. But the negotiations were clouded by a high level of distrust of the Arroyo government. Before it could be signed, however, the Supreme Court ruled that the MOA-AD was unconstitutional, leading to fresh hostilities.

When Benigno Aquino III swept to the presidency in 2010, he made peace talks top priority, particularly with the CPP/NPA/NDF and the MILF. Lessons from the MOA-AD debacle (such as the need for transparency and consultations with stakeholders) were taken to heart by the new government and in October 2012 a Framework Agreement on the Bangsamoro (FAB) was signed which led to a Comprehensive Agreement on the Bangsamoro (CAB) in 2014, in turn the basis for a draft Bangsamoro Basic Law (BBL).

The BBL encountered delays in Congress triggered by the outrage over the death of 67 combatants and civilians, majority of them from the police’s Special Action Force during the Mamasapano incident in Mamasapano, Maguindanao in January 2015. After the unfortunate incident in Mamasapano, the Filipino nation was plunged into deep grief. As the military went in hot pursuit of the Bangsamoro Islamic Freedom Fighters, (BIFF, an extremist breakaway group from MILF), it displaced thousands.

When the 16th Congress closed, the BBL reached the period of interpellation for the second reading in the House of Representatives, while it stayed at the level of the Committee on Local Government in the Senate. While non-passage of the BBL is a

setback, the Comprehensive Agreement on the Bangsamoro (CAB) signed in late 2014 allows the peace process to move steadily forward.

The legacy of war haunts the country to this day in these continuing internal conflicts rooted in socio-economic inequity and fueled by ideology and ethnolinguistic disparities. From the standpoint of the government, and with determination, failure is not an option. We cannot afford the human costs of violent conflict fought among Filipinos. Every agreement, plan and program presents an opportunity to bring peace in our country. For the legacy of peace to have a fighting chance, strong mechanisms must be built to support it.

## **The Interface of Gender and Conflict: Why address women, peace and security concerns?**

The UN Women observes that an estimated “close to 90 percent of current war casualties are civilians, the majority of whom are women and children.”

As well, women and children bear an inordinate share of the costs of armed conflict in the Philippines. The death toll from over three decades of the Communist insurgency stands at nearly 30,000, over a fifth of whom are civilians with the most vulnerable being women, children and elderly.<sup>8</sup> Casualty rates for the government-Moro conflict dating back to the 70s are higher at an estimated 150,000 with women and children disproportionately represented in statistics of the dead and injured.

### *Women’s Role in Peace*

Although hardly visible in the major narratives of conflict, or mostly cast in passive roles, women, in fact, take on multiple roles in war and in peacemaking. In the first instance, women experience victimization and vulnerability, in communities under siege and in evacuation camps and refugee centers, whether temporary or long-term.

---

<sup>8</sup> Armed Forces of the Philippines-Philippine National Police statistics for 1973-2010.

Victimization and vulnerability play out at several levels: socio-economic, political and emotional. A 2006 UNICEF commissioned study on the impact of armed conflict on women identified three areas in which this happens<sup>9</sup>: physical security (including threats to safety and well-being), reproductive health and hygiene, and changed gender roles with heavier economic and household burdens on women.

Another consequence of the armed conflict on girls and young women is early and/or forced marriages to secure their safety in a chaotic situation or to qualify for additional relief goods in evacuation centers. Regarding the latter, 13-year old girls have been spotted carrying their own babies.<sup>10</sup>

A study among IDPs, particularly in Central Mindanao, published in 2013 observed that the “Economic burdens of conflict and displacement made IDPs vulnerable to labor exploitation, sexual harassment, and offers of money in exchange for sex.” It further noted the “vulnerability of young women and children to human trafficking.”<sup>11</sup>

While it is true that women are victims, they are also survivors, often on the run and with husbands and partners *in absentia* (as casualties, combatants or seeking to keep out of harm’s way). Women must work doubly hard to feed their children and keep their families intact—in refugee camps or under precarious work conditions such as harvesting in *de facto* no man’s land. Women facing protracted and recurring conflict pay a heavy price in terms of physical and emotional well-being, the fragmenting of families, and, in a few cases, becoming unhinged and taking their own lives.<sup>12</sup>

At the same time, situations of conflict can overturn norms and conventions with the potential of transforming gender roles. The aforementioned 2013 study details how women have changed from passive roles to women with agency (choice and change), carving out new spaces for themselves during conflict and post-conflict.

---

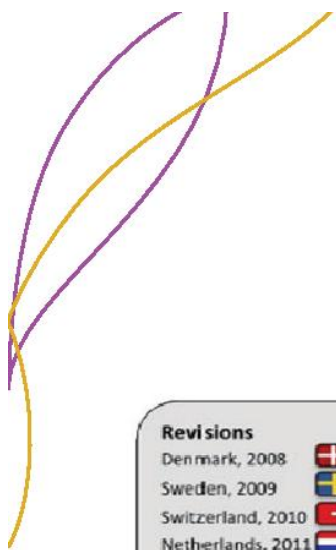
9 “Uncounted Lives: Children, Women and Armed Conflict in the Philippines.” A study commissioned by UNICEF covering conflict-affected communities in eight provinces.

10 DSWD interviews with IDPs in Zamboanga City in the aftermath of the November 2013 siege.

11 Dwyer, Leslie and Cagoco-Guiam. 2013. “Gender and Conflict in Mindanao.” The Asia Foundation.

12 From a research study of the International Initiatives for Dialogue (IID), Davao City in 2005.





**Revisions**

- Denmark, 2008
- Sweden, 2009
- Switzerland, 2010
- Netherlands, 2011
- Norway, 2011
- UK, 2012
- Finland, 2012
- Austria, 2012
- Iceland 2013

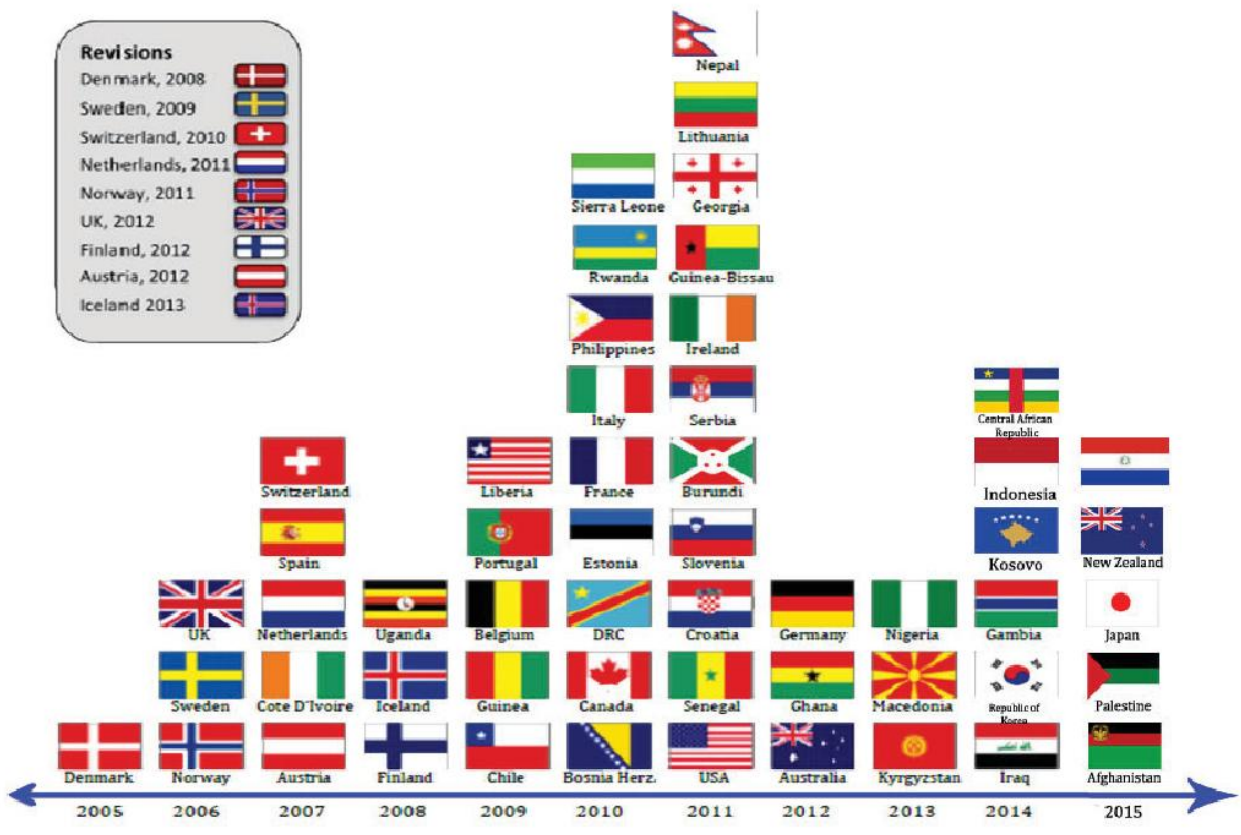
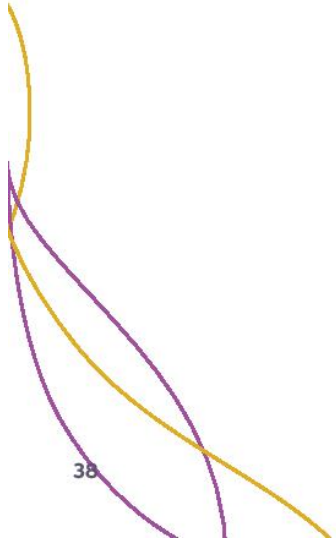


Image from Peace Women. Women's International League for Peace and Freedom. Years when countries adopted their NAP.



The study focuses on mobility, displacement, economic burdens and psychosocial effects in the wake of conflict and their impact on women, and on gender relations in conflict areas covered by the study. The study observes that while the conflict, overall, puts undue strain on women who now assume multiple burdens in the absence of men, the assumption of new roles (e.g., securing food and income) creates new and potential spaces for their activity and agency, noting that agency does not automatically translate into empowerment. The study makes a strong case for taking into account the specific situation and needs of women and young girls.

On another level, women are increasingly taking on the role of peacemakers. In the 80s and 90s, they actively worked for peace zones in their communities. In more recent decades, they have led local peace initiatives, pushing for regional and national peace advocacies; and taking lead roles in formal peace processes (as panel chair, member, and as part of the secretariat).

The nexus of gender and conflict has long existed and must now be made more explicit by asking: how has conflict impacted on women differentially, and how can gender, i.e. women's perspectives, be brought to bear on conflict and peacemaking so that outcomes are more inclusive and enduring?

## Evolution of the Philippine National Action Plan on Women, Peace and Security

The Philippines is the first country in Asia to have launched a NAP on UNSCR 1325 and 1820. The 2010 NAP was a product of 'collaborative politics' between women groups, civil society organizations for human rights and peace, and various agencies from the Philippine government, including the Office of the Presidential Adviser on the Peace Process (OPAPP).<sup>13</sup> This was a unique feature in so far as drafting a NAP was concerned. According to Mavic Balleza of the Global Network of Women Peacebuilders (GNWP), "The common trend is (the involvement of) ministries of foreign affairs, including

<sup>13</sup> Veneracion-Rallonza, Ma. Lourdes. 2013. "Grounding the International Norm on Women, Peace and Security: The Role of Domestic Norm Entrepreneurs and the Challenges Ahead," *Femina Politica, Zeitschrift Fur Feministische Politikwissenschaft*, Verlag Barbara Budrich, Germany.

defense, from donor-member states and for post-conflict member states, ministries of gender, in terms of identifying implementing agencies.”<sup>14</sup>

The *Philippine NAP on UNSCRs 1325 and 1820* was launched in Miriam College, Quezon City on March 25, 2010,. It was the 26th NAP on WPS in the world, but the first from Asia. It consists of four pillars: protection and prevention, empowerment and participation, promotion and mainstreaming, and capacity development and monitoring/reporting. Eight months later, the NAP was fleshed out with the identification of implementation targets and indicators.

In 2014, in an effort to further substantiate and improve the action points and indicators of the Philippine NAP, several rounds of inter-agency and civil society consultations and validations were conducted. By October 2014, the amended NAP WPS was launched. The refined NAP WPS indicators serve as “bases for concrete targets” that will guide NGAs and LGUs to implement the ‘what’ or the substance of NAP WPS.

The Table below shows the thematic commitments of UNSCR 1325 reflected in the 2014 NAP WPS pillars and action points:

---

<sup>14</sup> Interview with Mavic Cabrera-Balleza, 4 August 2014.



**Table 1. UNSCR 1325 Thematic Commitments and the 2014 Philippine NAP WPS**

<b>UNSCR 1325 Thematic Commitment</b>	<b>Philippine NAP WPS Thematic Outcomes/Pillars</b>	<b>Philippine NAP WPS Action Points</b>
Protection and respect for the human rights of women and girls	<p><b>Protection and Prevention</b></p> <p>To ensure the protection of women’s human rights and prevention of violation of these rights in armed conflict and post-conflict situations through the enactment and implementation of gender-responsive and conflict-sensitive policies, programs, and services.</p>	<ol style="list-style-type: none"> <li>1. immediate and sustained protection;</li> <li>2. access to justice;</li> <li>3. healing, rehabilitation and development;</li> <li>4. gender-sensitive DDR</li> </ol>
Women’s participation in conflict prevention, post-conflict reconstruction, peacekeeping, peacemaking, and peacebuilding	<p><b>Empowerment and Participation</b></p> <p>To empower women and ensure their active and meaningful participation in areas of peacekeeping, peacemaking, peacebuilding, conflict prevention, conflict resolution and post-conflict reconstruction.</p>	<ol style="list-style-type: none"> <li>5. women’s presence in formal peace tables;</li> <li>6. women’s participation in consciousness-raising, peace process, monitoring and evaluation;</li> <li>7. capacity-building for women’s participation;</li> <li>8. gender-sensitive programs and policies for women in the military</li> </ol>
Gender-balance in decision-making and gender mainstreaming	<p><b>Promotion and Mainstreaming</b></p> <p>To promote and mainstream the gender perspective in all aspects of conflict-prevention, conflict resolution, and peacebuilding.</p>	<ol style="list-style-type: none"> <li>9. duty-bearers and claim holders’ awareness on WPS;</li> <li>10. Gender-responsive, conflict-sensitive and peace promoting programs/ support services for women in children in conflict and post-conflict situations mainstreamed in National Government Agencies/ Local Government Units/ Civil Society Organizations, International Organizations/ Bilateral Partners’ work</li> </ol>
	<p><b>Monitoring and Evaluation</b></p> <p>To institutionalize a system to monitor, evaluate and report on the implementation of the NAP in order to enhance accountability for successful implementation and the achievement of goals.</p>	<ol style="list-style-type: none"> <li>11. Status of women’s protection from all forms of violence in the context of armed conflict and participation in peacemaking, peacekeeping and peacebuilding monitored and evaluated either jointly or independently by government and peace, human rights, humanitarian law, and women CSOs</li> </ol>



*A woman during the opening of a two kilometer farm to market road in Palawan. The project was completed in February 2013 through the joint efforts of the people of Sitio Bukid-Bukid and the Provincial Government of Palawan through PAMANA.*



## Implementing Institutional Infrastructure and Strategy of the Philippine NAP WPS

The first four years of the NAP have focused on institutionalization: establishment of an implementing body, integration into existing mechanisms, creation of specific policies to support implementation, and conduct of capability building activities.

The implementing structure of the NAP WPS at the national level is primarily the inter-agency NSCWPS created by virtue of EO 865 in March 2010. The national agency members of this Committee are: DEPARTMENT OF FOREIGN AFFAIRS (DFA); DEPARTMENT OF INTERIOR AND LOCAL GOVERNMENT (DILG) including the Philippine National Police (PNP); DEPARTMENT OF JUSTICE (DOJ); DEPARTMENT OF NATIONAL DEFENSE (DND) including its various services, namely the ARMED FORCES OF THE PHILIPPINES (AFP), PHILIPPINE ARMY (PA), PHILIPPINE AIR FORCE (PAF), and PHILIPPINE NAVY (PN); DEPARTMENT OF SOCIAL WELFARE AND DEVELOPMENT (DSWD); NATIONAL COMMISSION ON INDIGENOUS PEOPLES (NCIP); NATIONAL COMMISSION ON MUSLIM FILIPINOS (NCMF); PHILIPPINE COMMISSION ON WOMEN (PCW); and OPAPP. The NSC WPS has an Executive Committee composed of cabinet members who head the portfolios for peace (OPAPP), gender (PCW), social welfare and development (DSWD) and justice (DOJ), who happen to be female. The OPAPP Secretary and the head of PCW are the Chair and Vice Chair of the NSC WPS, respectively.

The NSC WPS has created a technical working group (TWG) composed primarily of GAD focal persons from each member agency. In 2012, the NAP WPS TWG was expanded to include several PAMANA partner/implementing NGAs. The Department of Agriculture (DA), DEPARTMENT OF AGRARIAN REFORM (DAR), COMMISSION ON HIGHER EDUCATION (CHED), NATIONAL ELECTRIFICATION AUTHORITY (NEA), and the PHILIPPINE HEALTH INSURANCE CORPORATION (PHIC); other agencies that do relevant work in conflict-affected areas (CAAs)—namely, DEPARTMENT OF EDUCATION (DepEd), DEPARTMENT OF HEALTH (DOH), and the TECHNICAL EDUCATION AND SKILLS DEVELOPMENT AUTHORITY (TESDA)—that were likewise tapped to join the NAP WPS TWG. Each TWG member serves as the point person who advances the agency's NAP commitments and



deliverables. Thus, at the national level, the implementation of the NAP WPS was largely linked (but not necessarily limited) to the implementation of PAMANA.

PAMANA areas include 45 provinces and two cities, mostly in Mindanao. The question of where to implement was likewise approached pragmatically. Given that over half of the country's 82 provinces experience armed conflict in varying degrees, it made sense to build on an existing program and not to start from scratch. PAMANA fits the bill. At the local level, NAP implementation is coursed through the LGUs of PAMANA<sup>15</sup> and Closure Areas.<sup>16</sup>

PAMANA is a supplementary track to the formal peace process and encompasses both conflict areas and closure agreement areas where signed peace agreements are in the process of final implementation. Conflict areas are basically the Autonomous Region of Muslim Mindanao (ARMM) where both the MILF and MNLF operate; and provinces where the CPP/NPA/NDF are present. Closure areas are peace and development sites covered by negotiated political agreements with two breakaway Communist groups in Luzon and the Visayas.

While the partner agencies and PAMANA provide the answer to the 'who' and 'where' of NAP implementation, the question of 'how' or 'wherewithal' is a critical one and the reason many well-intentioned government programs languish or remain dead-letter. Fortunately, the Philippines has a gender and development (GAD) policy that enjoins all NGAs and LGUs to allocate at least 5% of their budgets for GAD programs. Known as the GAD Fund it is part of government efforts to mainstream gender in the bureaucracy dating back to the 1990s.<sup>17</sup> The GAD fund was built into the *Philippine Plan for Gender-Responsive Development* (PPGD) 1995-2025 which directs all government agencies to incorporate gender concerns in their programs. Later this policy was extended to LGUs and overseas development assistance (ODA), the latter to allocate a "substantial portion"—from 5% to 30%—of its funds to programs for women.

---

15 PAMANA has three pillars: laying the foundation at the national level, delivery of services at the community level, and connecting communities to regional and sub-regional levels.

16 Under the track of negotiated political settlement, closure areas are peace and development sites covered by closure agreements with the CBA-CPLA and the RPMP-RPA-ABB-TPG

17 The Philippine Plan for Gender-Responsive Development (PPGD) 1995-2025 directs all government agencies to incorporate gender concerns in their programs through a GAD program with a corresponding GAD Fund.

In 2014, building on the institutional policy mechanism provided by GAD, the OPAPP and PCW released Joint Memorandum Circular (JMC) 2014-01 on the *Integration of Women, Peace and Security Programs, Activities and Projects (PAPs) in the Annual Gender and Development (GAD) Plans and Budgets (GPBs) and Gender and Development Accomplishment Reports (GAD ARs)*. This JMC directs “NSC WPS member agencies, agencies that implement PAPs in conflict-affected/post-conflict areas such as those covered by the PAMANA, and responsible agencies identified in the NAP WPS shall develop and integrate PAPs addressing women, peace and security concerns in their annual GPBs and, consequently, report the status or results of the implementation of such PAPs in their annual GAD ARs following the *Guidelines for the Preparation of Annual Gender and Development Plans and Budgets and Accomplishment Reports to Implement the Magna Carta of Women* issued by PCW, the National Economic and Development Authority (NEDA) and the Department of Budget and Management (DBM) under Joint Circular 2012-01.”<sup>18</sup>

By far, this is the only explicit policy on the implementation of the NAP WPS as linked to GAD or the Philippine government’s gender mainstreaming strategy expanded to include the specific context of armed conflict and peacebuilding. Additionally, the JMC directs all NAP WPS-relevant agencies to “generate gender statistics and sex-disaggregated data, as well as conflict and non-conflict differentiated information and use such as basis for planning, programming and policy formulation.”<sup>19</sup>

To backtrack a bit, NAP draws its legal and policy bases primarily from the *Magna Carta of Women* (Republic Act 9710), the *Women’s Empowerment, Development and Gender Equality* (Women’s EDGE) Plan 2013-16, and the *Philippine Development Plan (PDP) 2011-16* that seeks to ensure, among others, women’s participation in the peace process (Track 1) and in conflict resolution, peacebuilding, and post-conflict rehabilitation.

Women’s EDGE supports the implementation of the *Magna Carta of Women*. Its chapter on Peace and Security identifies a number of strategic areas that need to be addressed

---

18 OPAPP-PCW JMC on the Integration of Women, Peace and Security Programs, Activities and Projects (PAPs) in the Annual Gender and Development (GAD) Plans and Budgets (GPBs) and Gender and Development Accomplishment Reports (GAD ARs). Full text is available online at <http://www.pcw.gov.ph/law/pcw-opapp-joint-memorandum-circular-no-2014-01-integration-women-peace-and-security-programs-activities-and-projects-paps-annual-gender-and-development-gad-plans-and-budgets-gpbs-and-gender-and-development-accomplishment-reports-gad-ars>.

19 Item 1.3, OPAPP-PCW JMC 2014-01.



such as vulnerability of women and girls in conflict areas to SGBV and displacement; inadequate and culturally inappropriate support systems and responses for women and girls in conflict and post-conflict areas; and lack of capacities of national government agencies to establish and implement mechanisms to address the gender equality dimensions of peace and security to implement the NAP WPS.

The PDP 2011-16 seeks to “strengthen capabilities and skills of security forces and services delivery agents to respond to SGBV in affected areas, and be able to provide victims with appropriate support” as well as ensure the “mainstreaming of conflict-sensitive, peacebuilding, and a gender-sensitive lens”.

In summary, government implementation of NAP WPS proceeds at two levels: national and local, nationally through the NGAs and locally through the LGUs in PAMANA and closure areas. The aforementioned nine frontline agencies and eight PAMANA agencies constitute NAP WPS’ 17 partner agencies. Implementation draws from existing laws such as the *Magna Carta of Women*, policies—namely Women’s EDGE and PDP 2011-16—and existing gender mainstreaming mechanism provided by GAD which was particularized in the context of armed conflict and peacebuilding through the OPAPP-PCW JMC 2014-01.

## Civil Society Engagement

The story of the NAP WPS began largely as an initiative of civil society in 2007 that brought together various stakeholders in the next two years to craft the first *Philippine National Action Plan on UNSCR 1325 and 1820*.

“Networking—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.”<sup>20</sup>

20 WE Act for Peace: The Philippine National Action Plan on UN Security Council Resolutions 1325 & 1820. 2012. Foreword by Miriam Coronel-Ferrer. WE Act 1325. xiii.



As set forth in Section 4 of EO 865 (2010), the NSC WPS was directed to “partner with civil society organizations particularly with women and peace groups in the implementation, monitoring, and evaluation of the National Action Plan (NAP).” This essentially means that the implementation of the NAP WPS, though largely an obligation of the Philippine government, still has to benefit from civil society engagement.

In November 2010, a civil society network, the Women Engaged in Action on UNSCR 1325 (WE Act 1325), was established. Composed mostly of women, human rights and peace groups, this national network seeks “to help government implement the NAP as well as to concretely bring it to the women most affected by conflict situations in the country.”<sup>21</sup> Since its establishment, WE Act 1325 had been involved in “policy review, capability building, and training of various stakeholders; engagement with negotiators of on-going peace processes; advocacy to increase women’s participation in national and local levels; peace education; and media campaigns.”<sup>22</sup> It has worked closely with OPAPP as well as with other NGAs such as DILG, the security sector like the AFP, PA, PNP and LGUs at the municipal level. It has also conducted and published a NAP WPS civil society monitoring report in 2013 and has been contributing Philippine Case Studies to the annual GNWP publication entitled “Women Count” since 2011. Furthermore, WE Act 1325 participated in government consultations on the drafting of the 2014 NAP WPS.

WE Act 1325’s capacity development and training with various stakeholders have been linked to policy review and formulation. For example, workshops conducted for the security sector such as the PNP, the AFP and its various services were related to how these institutions can integrate the NAP and UNSCRs WPS in their respective policies, programs, and services. Integral to the training is the advocacy for women’s participation and empowerment in the security sector. At the same time, WE Act 1325 also figured prominently in the training of Philippine UN Peacekeepers prior to their deployment to Haiti and Golan Heights. On the other hand, their engagement with LGUs involved capacitation for the creation, implementation, planning, and monitoring

---

<sup>21</sup> WE Act 1325. About Us. Available online at <http://weact1325.org/about-us/>.

<sup>22</sup> Ibid.

and evaluation of local legislations on WPS. Key LGU partners were from Kalinga, Nueva Ecija, Quezon, Samar, Agusan del Norte, and the ARMM.

WE Act 1325 also conducted consultation activities with local and grassroots women in connection with the draft BBL and their role in peacebuilding. They have communicated the results of these consultations with the *Bangsamoro* Transition Commission (BTC) as well as with the GPH and MILF peace panels. WE Act 1325 has been actively advocating for the passage of the BBL in the Philippine Congress through lobbying and various campaigns.

## WE ACT 1325: INITIATIVES AT NAP IMPLEMENTATION

*Jasmin Nario-Galace and Iverly Viar*

### WE Act 1325

WE Act 1325 was formally launched in Miriam College on 17 November 2010. Five years later, it has been the main civil society network that has been actively supporting and monitoring the implementation of UNSCR 1325 in the country. Some of their activities were:

#### **PILLAR I: PROTECTION OF WOMEN'S HUMAN RIGHTS AND PREVENTION OF THE VIOLATION OF THESE RIGHTS**

*Promoting Women, Peace and Security Resolutions amongst State and Non-State Actors  
(NAP Action Point 4)*

WE Act 1325 and the Global Network of Women Peacebuilders (GNWP) have conducted orientation and follow-up sessions on WPS and the NAP among senior officers and Gender and Development (GAD) Focal Points of the Philippine Army and the Philippine National Police, with the goal of having these operationalized in the plans, programs and activities of the said agencies.

The trainings in the PNP inspired the conduct of other trainings related to WPS such as the Briefing Orientation on the Framework Agreement on Bangsamoro for PNP personnel; a Women's Forum that incorporated UNSCR 1325 and 1820; the Women Biennial Summit; and a Forum on Women in Peace and Security conducted nationwide for all regional offices and their Regional Advisory Councils.

WE Act 1325 has also conducted orientation sessions on Women, Peace and Security to UN peacekeepers from the Philippines prior to deployment to Golan Heights, Haiti and Liberia.





To date, WE Act 1325, with support from the Royal Norwegian Embassy, has trained over 3,000 UN Peacekeepers. This initiative has started as early as May 2011 and is ongoing.

#### *Sustaining Peace Negotiations and Working for Gender-Responsive Peace Agreements*



WE Act 1325, believing that war solves nothing, has consistently called for ceasefire between armed groups, particularly the military and the members of the National Democratic Front (NDF). It has issued several statements of support for the resumption of peace talks between the Government of the Republic of the Philippines (GPH) and the NDF. It has dialogued with peace panels including the GPH peace panel and the MILF peace panel, as well as the Bangsamoro Transition Commission (BTC) to lobby for a gender responsive peace agreement. It has also met with women in the Cabinet to dialogue on what the networks and its members can do to support peace negotiations. Three of its members were given the opportunity to participate as observers in the peace negotiations between the GPH and MILF in Kuala Lumpur. ►

WE Act 1325 actively lobbied and campaigned for

an engendered Bangsamoro Basic Law (BBL). It co-organized, organized and participated in several public actions to underscore the call for a BBL that integrates language on gender equality and women's human rights, particularly women's right to participation. The lobby points it pushed were informed by thousands of women on the ground consulted on what they wanted included in the law. To lobby its agenda, it co-organized with AMIN party list a breakfast meeting with women parliamentarians, among others.

#### **PILLAR 2: EMPOWERMENT AND PARTICIPATION**

##### *Involvement and Participation of Women in Addressing Armed Conflict*



WE Act 1325 has often emphasized the value added of UN Security Council Resolution 1325, and this is women's participation in decision-making in matters of peace and security. Women, whose perspectives are often in the margins, are not given equal chance to give their opinion, craft decisions and implement actions that can help lead closer to peace and human security.

Hence, women's participation is at the heart of the work of WE Act 1325. The Women Working

for Normalization Project supported by the Australian Government, for instance, which theme was “Ensuring Women’s Meaningful Participation in the Formulation of the Basic Law and in the Process of Normalization” sought to consult women in conflict-affected areas in the ARMM to get their perspectives on normalization and submitted such perspectives to the members of the negotiating panels that drafted the final peace agreement as well as to the BTC tasked to draft the BBL.

### **PILLAR 3: PROMOTION AND MAINSTREAMING**

#### *From NAP to LAP: Localizing the National Action Plan*

The localization program implemented by WE Act 1325 and GNWP is meant to bring to the level of communities affected by armed conflict the women peace and security agenda. It is meant to enhance women’s capacities to participate in discussions and decision-making on peace and security issues and amplify their voices; identify the provisions of the NAP on UNSCR 1325 and 1820 that are relevant to the local government and initiate local multi-sectoral action planning for the

implementation of the provisions, particularly as they relate to women’s participation in decision-making and the protection of women and girls’ rights; and promote shared responsibility and accountability between national and local government entities; and national and local CSOs in implementing UNSCR 1325 and 1820.<sup>23</sup>

WE Act 1325 and GNWP have conducted several workshops, including several monitoring workshops, to localize the Philippine National Action Plan (P-NAP) on Women, Peace and Security (WPS) and UNSCRs 1325 and 1820. The result is the adoption of Local Action Plans (LAPs) in the Province of Agusan del Norte, municipalities of Cuyapo in Nueva Ecija; Tabuk in Kalinga and Real in Quezon. The localization initiative has also resulted in the adoption of municipal legislations in other conflict-affected areas such as Calbiga, Basey and Marabut in Samar, various municipalities of Agusan del Norte and Sultan Mastura in Maguindanao.

Some of the resolutions and ordinances are on the allocation of reserved seats for women

<sup>23</sup> From the Concept Note on Localization written by Mavic Cabrera-Balleza, International Coordinator, Global Network of Women Peacebuilders



in local conflict resolution bodies such as the Lupong Tagapamayapa and other mechanisms of the local government; funding legal, economic, educational, psycho-social support and spiritual services for women and girl survivors of conflict; and providing emergency and livelihood assistance to children and women victims of armed conflicts, among others. The localization workshops in Samar also gave birth to the Samar Women's Action Network on Peace and Development (SWAN), which was started by four women from government and civil society who attended these localization workshops and who wanted to pursue and monitor the implementation of the local legislations crafted.

*Promoting Awareness of Women's Issues in Peace and Conflict and the Vital Role They Play in Peace and Security Work*



WE Act 1325 has engaged with women in community media to dialogue on women's role in peacebuilding. It also provided a

space for women affected by armed conflict to share with women in national media their lived realities. This dialogue paved the way for the publication of these women's stories

in several major dailies as well as in social media. WE Act 1325 also organized meetings with women in community media to discuss the Bangsamoro Basic Law and the Mindanao peace process. All of these were meant to highlight the impact of armed conflict on women and their desire to get to peace.

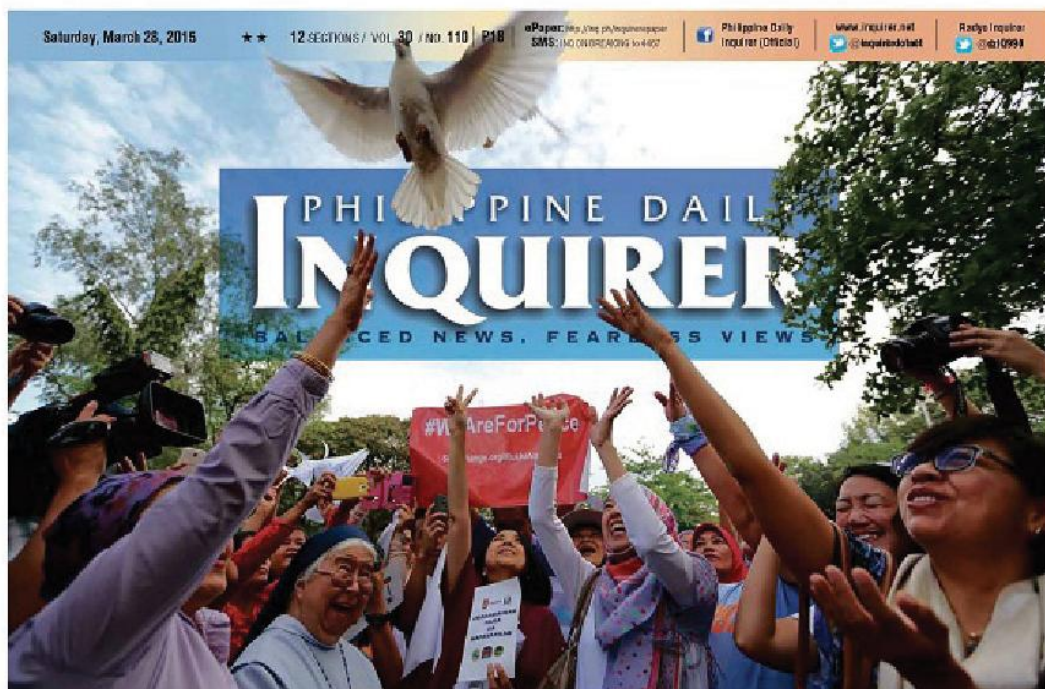
WE Act 1325 has also been active in promoting the WPS agenda with students. Several forums on women, peace and security have been conducted in various parts of the country.

WE Act 1325 and the Catholic Educational Association of the Philippines (CEAP) also partnered to raise awareness on the Bangsamoro Basic Law among the youth from CEAP schools in various regions of the country. Forums on the BBL and the Mindanao peace process as well as the Bangs for the Bangsamoro campaign were organized in Western Visayas, Cagayan Valley, CALABARZON and National Capital Region.



Five years after the implementation of the NAP on UN Security Council Resolution 1325 (UN SCR 1325), the resolution remains to be generally misunderstood. Some do not see the value added of the resolution, referring to it as just another measure to protect women. More efforts have to be made to bring to light that the resolution is also about valuing and strengthening women's contribution

to conflict prevention, conflict resolution, peacebuilding and post-conflict reconstruction. It is about a transformative agenda of building peace and promoting human security from a gender-aware perspective, and with women as important agency. WE Act 1325 will continue to work towards the fulfillment of this transformative agenda.◀



*LET IT FLY—Peace advocates release a dove on Friday, the first anniversary of the signing of the Comprehensive Agreement on the Bangsamoro during the Women's March for Peace attended by government peace panel chair Miriam Coronel-Ferrer (right), nuns, Muslims, artists and female police officers at Quezon Memorial Circle, (Philippine Daily Inquirer, 28 March 2015)*



# PROGRESS REPORT

## Protection and Prevention

The primary strategy in protecting women and girls and preventing violence against them during armed conflict situations has been through the enactment and implementation of gender-responsive and conflict-sensitive policies, programs and services.

### 1. IMMEDIATE AND SUSTAINED PROTECTION

Data collection and analysis are key to establishing and explaining patterns and trends. In the case of the action point on ‘immediate and sustained protection’, the first basic concern is to gather sex-disaggregated data (SDD) and use the results to craft evidence-informed interventions.

DSWD, among its many mandates, is a frontline NGA that responds to the needs of people in various crisis situations, including that of complex emergencies (i.e. conflict areas/communities affected by natural disasters). For example, DSWD, using SDD, undertook documentation on pregnant and lactating women in Compostela Valley who sought refuge in evacuation centers in the aftermath of Typhoon Pablo in 2012. The following year, DSWD documented 131 cases of violence against women and children (VAWC) in four conflict-affected municipalities of Compostela Valley that were in the path of the typhoon. DILG, likewise applied SDD in documenting people displaced during the 2013 Zamboanga siege: 51.03% of those who sought refuge in various evacuation areas were male and 48.97% female. In contrast, 52.15% of the total number of those documented in transitory sites were women and 48.27% were men.



Documentation is key as well to collecting gender-specific data (i.e., women and girls) on particular concerns. For example, documenting incidents of VAW and trafficking is a task undertaken by the Women and Children Protection Unit/Division (WCPU/D) of the PNP. Although documented cases have yet to segregate data in light of conflict and non-conflict areas, inference-based analysis for 2013 and 2014 from PAMANA ‘conflict zones’ shows that most cases of VAW were in Region XI (Davao Region, Mindanao). In the immediate aftermath of the Zamboanga siege in 2013, PNP documented cases of VAW in IDP camps that were committed by husbands against their wives. With regard to trafficking, during the 2013-14 timeframe, PNP documented that cases of trafficking were highest in the ARMM. In contrast, the Inter-agency Committee Against Trafficking (IACAT) led by the DOJ documented the highest incidence of trafficking in women in Region IX (Zamboanga Peninsula).

Since 2010, the DSWD has been implementing the Women in Especially Difficult Circumstances (WEDC) program which assists victims of VAW, trafficking and those affected by armed conflict, among others. In 2013 and 2014, assisted women under the WEDC program came from regions with the highest incidence of VAW (Region XI) as well as those affected by armed conflict (Region IX). Relatedly, DSWD has a Haven for Women in Zamboanga City (Region IX) and a Haven for Women and Girls in Davao City (Region XI) that address the needs of WEDC victims/survivors. Addressing and responding to conflict-related SGBV/VAW and trafficking essentially take off from or build on existing programs and services identified for the specific context of armed conflict.

For example, for the first time in 2012, PCW adopted the theme “VAW-Free Society in Times of Peace, Conflict and Calamity” as linked to the annual 18-Day Campaign to End Violence Against Women with the following objectives: “(1) to raise awareness about gender-based violence in crisis situations for national government agencies (NGAs), local government units (LGUs) and the general public; (2) to increase support mechanisms and make them more accessible



to VAW victim-survivors during disaster and crisis situations; and (3) to forge partnerships among stakeholders in addressing GBV in crisis situations.”<sup>24</sup>

With regard to reproductive and psychosocial health interventions, DOH reported that for 2013, they provided 24,848 people from conflict areas affected by Typhoon Yolanda with mental health and psychosocial services (MHPSS); the following year, they provided MHPSS to 112,673 people affected by the Zamboanga siege. DILG, for its part, reported that it provided psychosocial support to people affected by the Zamboanga crisis in 2013, including the dissemination of educational materials on GBV and trafficking.

Evidence-informed interventions are key to the creation of appropriate responses. For example, knowing that there are 2,760 PNP VAW Desks in 13 conflict-affected regions in the country from 2013-2014 is helpful in light of identifying existing mechanisms and services to assist women and girls who have experienced conflict-related VAW. In the same manner, DOH, by virtue of its “Revised Policy on the Establishment of Women and their Children Protection Units in All Government Hospitals,” has in a number of government hospitals accredited women and children specialists trained in handling cases of abuse. These hospitals and trained personnel can likewise be tapped to attend to women and girls who have experienced violence in the context of armed conflict.

Furthermore, DOH has three programs namely, Doctors to the Barrios (DTTB), Nurse Deployment Project (NDP), and Community Health Teams (CHT) that have the potential to address the health and psychosocial needs of women and girls from conflict-affected areas. In fact, inferring from PAMANA-related data, it has been noted that the top three provinces where DTTB were deployed from 2011-13 were Lanao del Norte, Maguindanao, and Lanao del Sur. Similarly, Maguindanao and Lanao del Sur had the most number of nurses deployed under the NDP. However, data are not available on how many

---

<sup>24</sup> 18-Day Campaign to End VAW (2012). Philippine Commission on Women. Available online at <http://www.pcw.gov.ph/event/18-day-campaign-end-violence-against-women-vaw-2012>.

of these doctors and nurses were deployed in conflict-affected communities and provided medical services for women and girls in those areas. For now, at least in the case of the PNP and DOH, what exist are programs and relevant policies that can be expanded specifically to assist women and girls in conflict-affected communities.

Relatedly, other agencies have existing policies that the NAP WPS can build on such as DSWD's "Guidelines in the Institutionalization of Women Friendly Space (WFS) in Camp Coordination and Camp Management" and DFA's "Memorandum for the Office of the United Nations and Other International Organizations (UNIO), Office of Consular Affairs (OCA), and Foreign Service Institute (FSI) on the DFA Compliance with NAP WPS" and "Memorandum for the Office of the Secretary (OSEC), Office of the Undersecretary for Civilian Security and Consular Concerns (OUCSCC), Office of the Assistant Secretary for Strategic Policy Planning and Coordination (OSPPC), UNIO, OCA, and FSI on DFA's commitments for NAP WPS."

DFA, in fact, has already put in place gender-sensitive practices for assistance to nationals (ATNs) at the Philippine Embassy in Israel – an initiative that predated the Philippine NAP WPS. Additionally, the DFA has also trained women and men deployed to conflict-vulnerable host countries as rapid response teams (RRTs) and ATNs. In 2014, the DFA's GAD Office institutionalized the inclusion of WPS in the Pre-Departure Orientation Seminar (PDOS) of personnel to be deployed abroad. For services provided in the country, the DFA conducted mobile consular (passporting) missions in some conflict-affected areas such as Patikul in Jolo, and Marawi City in order to curb trafficking in these places.



## WOMEN FRIENDLY SPACE



*Nursing mothers gather and chat inside a women-friendly space in New Bataan, Compostela Valley Province. Photo from the Department of Social Welfare and Development*

The Women's Friendly Space (WFS) project of the Department of Social Welfare and Development (DSWD) emerged in the course of a series of disasters, natural and human-made, that hit the country from 2011 to 2013: Typhoon Sendong in northern Mindanao, Typhoon Pablo in the Davao region, the siege on Zamboanga City, the earthquake in Bohol, and Supertyphoon Yolanda in the Visayas.

With the numbers of refugees (or internally displaced persons, IDPs) running in the hundreds of thousands in refugee centers and evacuation camps, women's health and reproductive needs could hardly be ignored.

The "women friendly space" initiative was introduced by the United Nations Population Fund, fleshed out by DSWD to respond to the local context, and was pilot-tested in typhoon-devastated areas of Davao in 2012. Implementation in conflict-affected communities as part of DSWD's commitment to the NP WPS, came a year later with the Moro National Liberation Front attack on Zamboanga City that displaced over 100,000 families.

WFS sites are rudimentary: a tent or a one-room structure. WFS seeks to address both practical and strategic needs of women hence provisions that include women's underwear,



sanitary napkins and clothes that fit, making for a more organized and gender-sensitive delivery of basic services. As well there is consciousness-raising on gender-based violence (GBV), violence against women and children, trafficking, and even parenting, some of which is covered by law. Men have separate gender sessions; and so do the police. DSWD prepares the learning modules. Noting the rise in sexual exploitation in camps (some fathers reportedly trade sex for relief goods), WFS also includes livelihood skills training, however limited.

Meanwhile women participants in Maguindanao credit GBV sessions with teaching them their rights: to work outside home and earn a decent livelihood (because men are engaged in the “resistance”); and to seek redress for domestic abuse. Some also said that refusal for wives to work outside home constitutes a form of “economic abuse”. There has been a spike in cases of trafficking in Maguindanao triggered by the double whammy of flooding and conflict. Increased consciousness raising on the issue, and coordinated action, through NAP advocacy, has helped bring down the numbers of trafficking victims.

NGOs have operated a total of ten WFS sites in conflict areas, mostly in Maguindanao. DSWD handles training of staff and volunteers. Funding runs for half a year after which local governments are to own the project, but response has been slow reportedly for financial reasons. The challenge, then is for LGUs to mainstream gender and to tap their GAD Fund (mandated 5% of all government budgets to finance gender programs) for worthy initiatives

that benefit women including long-term operations of WFS. DFA, in fact, has already put in place gender-sensitive practices for assistance to nationals (ATNs) at the Philippine Embassy in Israel – an initiative that predated the Philippine NAP WPS. Additionally, the DFA has also trained women and men deployed to conflict-vulnerable host countries as rapid response teams (RRTs) and ATNs. In 2014, the DFA’s GAD Office institutionalized the inclusion of WPS in the Pre-Departure Orientation Seminar (PDOS) of personnel to be deployed abroad. For services provided in the country, the DFA conducted mobile consular (passporting) missions in some conflict-affected areas such as Patikul in Jolo, and Marawi City in order to curb trafficking in these places.◀

As reported by the DSWD, as a response to the need to address the situation of women in conflict, the DSWD implemented the Women-Friendly Space in seven conflict-affected areas:

- Barangay Salunayan, Midsayap, North Cotabato
- Barangay Buayan, Datu Piang, Maguindanao
- Barangay Liab, Mamasapano, Maguindanao
- Barangay Lamud, South Upi, Maguindanao
- Barangay Looy, South Upi, Maguindanao
- Barangay Pandan, South Upi, Maguindanao
- Barangay Itaw, South Upi, Maguindanao
- Zamboanga City

Before the WFS implementation in the project sites, women and girls have limited access to wide range of services that would address their practical and strategic gender needs after armed-conflict strikes. Following the project implementation, women and girls considered this structure or technology as open space for sharing on personal and family affairs. They considered this space a venue for dialogue to cut the suffering of women against family and the community in general because of services that can be offered for everyone.

In the 7 project sites of WFS, Majority of women and girls knew where to go if they need support to address their life-saving needs and protection issues unlike before that most if not all women and girls had very limited knowledge on where and how to access services in times of disaster.

In Phase I of the project, a total of 293 GBV sessions were conducted with 10,515 participants reached. Of 10,516 participants; 2,589 were male; 4,263 were female; 1,582 were

male young people and 2,081 were female young people.

In phase II, a total of 86 GBV sessions were conducted with 3,290 participants reached. Of 3,290 participants; 640 were male; 1,831 were female; 463 were male young people and 356 were female young people.

Overall, 379 sessions with 13,805 participants reached. Of 13,805 participants; 6,094 were female; 3,229 were male; 2,437 were female young people and 2,045 were male young people.

The community information session focused its topics on the difference between sex and gender, the definition of GBV, forms of GBV, the multi-sectoral response to GBV cases, referral pathways, the guiding principles on handling GBV cases, women's right (MCW), Trafficking in Person and the GBV key messages.

Aside from GBV sessions, women and girls have received reproductive health information sessions as well as medical mission and livelihood training through WFS.

Insights from Datusikie Z. Ampilan (Executive Director) of Magungaya Mindanao, Inc (MMI):

“The culture of silence, subordinate status of women, housekeeping as women profession with multiple burdens, and low literacy rate among women compared to men were the common women issues in the 7 project sites prior to the implementation of the women friendly space.

The 7 project sites in central Mindanao have



been suffering of the protracted displacement since early 1970s and culture of silence remained an issue as of date and this became one of the long term impact of conflict among women and men including children. Women and girls in these areas suffering too much as consequences of this culture because even how much they suffered, they preferred to remain silent rather than reporting what they have experienced. Women much loved to take the pain rather than filing a complaint or pursued the case to the barangay justice or court against her husband or partner because they thought that this is normal and acceptable to local population.

In one of the women group discussions during the field monitoring and outcome

assessment in the 7 project sites, a woman from Barangay Buayan, Datu Piang,

Maguindanao shared that “women as manager of housekeeping activities gave the mothers of multiple burdens considering that they were also providing support activities of men for production activities. Moro women perceived that they were the people of housekeeping activities and restricted to move outside home or work with decent job to have own income without proper permission from their husband.

Although in Islamic perspective those women must be always at home, this view had specific condition and that is if the community or society is peaceful and the government is providing the necessary services to its people. But in the context of Central Mindanao, if don't allow the women to work outside home or to

have decent job, her family will die in the next couple of weeks as most of the men in present time are less productive compared to women since they were involved in resistant movement (Moro front)”. But because of the WFS, they learned a lot and empowered, they knew that they are not only plain house-wife instead they have the right to work outside and have their own income.

A woman in Barangay Liab, Mamasapano, Maguindanao shared that “women with multiple burdens have limited access to education and most of them were illiterate. Literacy rate of women in the project site were very low compared to men and being illiterate, they were prone to different abuses, exploitation and limited access to decent job as well as other opportunities in terms of economic activities”. The WFS became the venue of even non-formal education that made women and girls have access to basic literacy.

A woman in Barangay Lamud, South Upi, Maguindanao shared that prior to the project implementation, women abused by her husband is not going to report to barangay council or justice nor anybody as they were afraid, T'duray IP women and girls are tasked to do economic activities as men are responsible for hunting, and women and girls have limited accessed to education, all these local women's issues were common prior to WFS intervention, but following the WFS implementation, they helped women and girls through community information on gender-based violence prevention and response in emergency setting that covers topics on basics of gender, definition



of gender-based violence (GBV), forms of GBV, GVB tree, special laws related to women and children (RA 9262, Magna carta of women, RA 8353, and RA 9208), survivor centered and multi-sectoral approaches in responding the GBV cases, referral pathway, and guiding principles on handling GBV cases. Because of WFS, women were empowered and learned a lot about women's rights. They knew how and where to access services or support if they need.

In Barangay Salunayan, Midsayap, North Cotabato, woman shared that with the community information sessions, women and girls have acquired knowledge about their rights as human being, they learned that if they continued to be remained silent will put themselves into risk and they continued to suffer if they will not react peacefully. They also learned that they have the right to work outside home and have access to decent work and they can file complaint against their husband of not allowing to work outside home since this will be considered as economic abuse as stated in the RA 9262. Women and girls have also accessed to livelihood trainings through the WFS as this became the venue of different activities of organizations for the welfare and empowerment of women.

She also finally concluded that overall, the WFS brought significant changes among women and girls in the project sites; they became women's right and gender equality/equity advocates as well as peace advocates. They managed to confront their husband to talk peacefully whatever be the problems arising within the family without the use of violent words and

actions as well as women started to report any violence against women and girls to the protection mechanism, e.g. Barangay VAW desk, MCAT-VAWC.”◀

## MOBILE PASSPORTING

The Department of Foreign Affairs' mobile passport scheme started in the 1990s when local governments sought passport processing outside Manila given the rise in demand for Filipino overseas contract workers (OCWs) whose numbers were increasingly female. Inaccessible areas were served first, such as Palawan, then strategic hubs, such as Batangas, and later, parts of the Visayas and Mindanao.

This gender-passport nexus was not without its dark side with the trafficking of young girls (Japayukis) to Japan and the provisioning of mail-order brides to such diverse places as Taiwan, Australia and Europe. Temporary travel bans were effected and tighter regulations set in place which, along with greater vigilance from civil society, have dramatically reduced the incidence of these twin problems.

The National Action Plan on Women, Peace and Security was launched in 2010 and two years later, the province of Maguindanao signed up for localized implementation, identifying trafficking in women and young girls as its priority issue. With flooding and armed conflict as twin drivers of poverty, the spike in young women seeking work abroad had to be addressed through GO-NGO-CSO cooperation and strategies combining education, advocacy and sleuthing, resulting in the rescue of young girls and jailing of illegal recruiters. The DFA's mobile passport facility (in Marawi City) contributed to the effort with a stringent application of its rules and regulations.

Mobile passporting has yet served women's interests well outside the country, more specifically Saudi Arabia, the biggest hirer of Filipino contract workers (currently numbering one million), many of them female domestic helpers. The embassy in Riyadh and the consulate in Jeddah are hours away by travel from the provinces where Filipino OCWs live and work, entailing time, expense and the risk of violence. Thus the DFA in Saudi Arabia conducts mobile services ("Embassy on Wheels") four times a year in provinces with at least 500 pending official transactions with OCWs, mostly passport applications but also document authentication and birth registration.

Mobile services have also opened up DFA staff to cases of abuse (physical, sexual and emotional) usually among, but not limited to, domestic helpers. The embassy has instituted a hotline that allows rescue in extreme cases with Saudi police accompanying embassy staff. All this is happening within the context of an energized gender-mainstreaming effort in the department that encompasses gender sensitivity training (with a customized GST manual) for personnel within and outside the Philippines, and training in RRT and ATN (Rapid Response Teams and Assistance to Nationals) in diplomatic "hot spots". (Filipino OCWs have been repatriated from Gaza, Libya and Syria, among others.) Topics include sexual harassment, violence against women, and trafficking.◀

## 2. ACCESS TO JUSTICE

VAW cases have been systematically documented by agencies such as the PNP and the IACAT through DOJ. For example, violations of the Anti-Violence Against Women and their Children Act (RA 9262) were documented to be the most prevalent VAW in PAMANA conflict zones with Region VI accounting for the highest number of cases in 2013 and 2014. Although not necessarily reflecting the same cases, on an aggregate/national data reference, the DOJ reported that in relation to VAW cases investigated, the rate of prosecution was 49-52%. In relation to NAP WPS, it cannot be ascertained which among these cases happened in actual conflict-affected areas or were conflict-related VAW.

The PNP has a Criminal Investigation Manual (2011) that stipulates protocols for the investigation of crimes punishable by special laws such as those on VAWC, anti-TIP, human security, crimes against international humanitarian law, genocide and crimes against humanity, and anti-torture<sup>25</sup> while the DOJ has its Prosecutors Manual (Part XI, Chapter VI Procedure Involving Victims of Trafficking in Persons and Violence Against Women and Their Children). Both of these institutional protocols can serve as an entry point for the integration of NAP WPS in order to surface the contextual nuances of VAW that they place in areas of conflict or that happened because of the armed conflict situation.

## 3. HEALING, REHABILITATION AND DEVELOPMENT

Healing, rehabilitation and development are key elements in providing assistance to women in post-conflict communities as well as those who have benefitted from reintegration programs. As regards health benefits, the PhilHealth, through PAMANA, provided health insurance benefits to close to 30% or 462 former women rebels from the CBA-CPLA, CPP/NPA/NDF, MNLF, and RPMP-RPA-ABB-TPG. In the case of shelter services, inferred data from DSWD for PAMANA regions show that 2,043 women benefitted from their

---

<sup>25</sup> Philippine National Police. 2011. Revised Criminal Investigation Manual. Available online [at <http://didm.pnp.gov.ph/DIDM%20Manuals/Criminal%20Investigation%20Manual.pdf>].



various shelter support programs such as the Haven for Women. Livelihood programs implemented by DAR show that in 2014, women beneficiaries of community-based training from different PAMANA provinces numbered 10,986. In 2013, DAR-PAMANA recorded 399 women and 416 men as non-agrarian reform beneficiaries benefiting from livelihood in Zamboanga Sibugay. The largest number of women agrarian reform beneficiaries was 1,500 out of 3,000 in Zamboanga del Sur. As for educational benefits, CHED provided scholarships for 112 women and 74 men from regions II, IV-A, VI, VII, IX, X, XII, CAR and ARMM. Under the Closure Agreement with the CPLA, CHED provided scholarships to 89 women out of the total 144 grants and 15 for women scholars out of 20 educational scholarship beneficiaries under the Closure Agreement with the RPA-RPMP-ABB. TESDA, for its part, trained 22,394 women from ARMM, Regions V, VI, VII, VIII, IX, X, XI, and XII under its various skills and livelihood programs.

With regard to advancing a gender-sensitive DDR program, the most notable is the reintegration program for CPLA members and their families. As part of the 2011 Closure Agreement, 168 members of the CPLA or their next of kin accounted for about 40% of their personnel from the 5th Infantry Battalion (5IB). Of this number, 20 are women. Five female soldiers from the Cordillera were involved in civil-military operations (CMO) and peace and development initiatives of the battalion. Regarding the socio-economic package provided to 872 former NPA rebels, OPAPP reported that 13% of the beneficiaries were women.

## Empowerment and Participation

This NAP WPS pillar seeks to ensure and operationalize the involvement of women in various facets of peacebuilding, particularly, in light of policy formulation and capacity development.

Women in Track 1 (formal peace talks) has been a strong feature in the last few years



*A woman during the opening of a two kilometer farm to market road in Palawan. The project was completed in February 2013 through the joint efforts of the people of Sitio Bukid-Bukid and the Provincial Government of Palawan through PAMANA.*

and their substantive contributions in peace negotiations have been recognized (rephrase the sentence). For example, nine women negotiators have been appointed to the Philippine government panel in its negotiations with the CPP/NPA/NDF since 1986. In the case of peace talks with the MILF, six women have been appointed to the government panel since 2000. Quite notably, the head of the government panel who concluded the Comprehensive Agreement on the Bangsamoro (CAB) with the MILF and its various Annexes was a woman. She is the first female chief negotiator in the world to have signed a peace agreement with a rebel group.

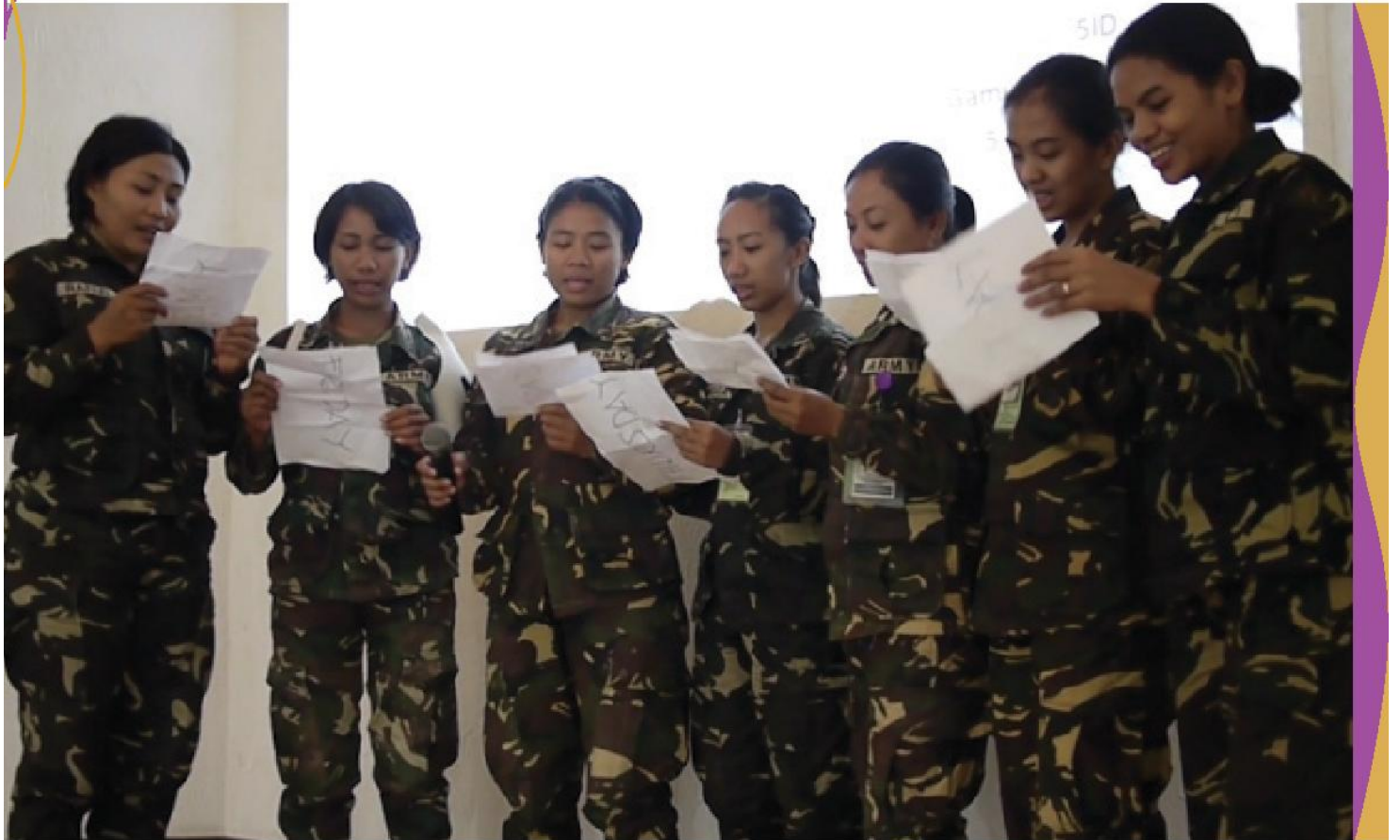
The Framework Agreement on the Bangsamoro (FAB) explicitly mentioned women-specific concerns, particularly, on their ‘meaningful participation’ and protection from all forms of violence. The Annexes on Revenue and Wealth Sharing, Power Sharing and Normalization have specific and explicit provisions on women. The draft Bangsamoro Basic Law (BBL) submitted by the Bangsamoro Transition Commission to the Philippine Congress contained six provisions pertaining to women. Among all the peace agreements in the country, the Philippine government-MILF peace documents have the most explicit provisions on gender.

In the case of the security sector, there has been little improvement in women’s participation in various security institutions as officers and enlisted personnel/non-commissioned officers.

**Table 2. Women in the Security Sector**

	2013	2014
Philippine Army	9.2%	9%
Philippine Air Force	11.5%	11.6%
Philippine Navy	5.4%	4.7%
Philippine National Police	13.6%	14.2%





*Women in the security sector.*

Gender mainstreaming in the security sector was done largely through GAD, in light of policy formulation and enactment and implementation of programs, activities, and projects. However, in terms of explicit application of programs and services specifically because of the NAP WPS, the PA has made great leaps in terms of capacity development. For example, in the first quarter of 2014, the PA organized several rounds of WPS training for ground officers and executive decision makers. By December of 2014, the PA had activated the Office of the Army Gender and Development Office (OAGAD), a separate and distinct office for gender concerns that directly reports to the Commanding General, and the locus of WPS initiatives. CSOs composed mostly of groups working on women, peace and human rights have likewise been active in supporting the implementation of the NAP WPS in cooperation with government. One example is the involvement of the Gaston Z. Ortigas Peace Institute (GZOPI) in OPAPP's "Localization of the NAP – Accompaniment of Women in CPLA and RPMP Closure Agreements" supported by the UN Development Programme (UNDP) in 2013. Recently, WE Act 1325 also partnered with OPAPP for the capacity development of several LGUs on the NAP WPS. OPAPP also supported initiatives of the Mindanao Commission on Women (MCW) and the Philippine Center on Islam and Democracy (PCID) on women in peacebuilding.

## Promotion and Mainstreaming

The integration of NAP WPS, at least at the outset, dovetails with GAD and its tools in the form of the GPB and GAD AR as provided in the OPAPP-PCW JMC 2014-01. However, substantively building on this existing mechanism means specifically contextualizing gender issues in light of the situation of armed conflict and initiatives toward peace. Integral to the process of WPS promotion and mainstreaming within institutional practices and services provided, is capacity development specific to WPS. In 2014, OPAPP, as the lead agency of the NSC WPS, conducted capacity building for a total of 643 women and 155 men on WPS-specific activities.

**Table 3. Women and Men Participants in WPS-Specific Activities**

<b>Activities</b>	<b>Women</b>	<b>Men</b>
NAP Programming	33	5
Orientation on the Revised NAP gimpland Strengthening NAP Monitoring and Evaluating PAPs	55	12
OPAPP Gender and Conflict-Sensitivity Training (GCST)	22	6
Conversation for Cordillera Women	480	120
Workshop on ARMM Operations Manual	19	5
Localization of NAP WPS in Palawan	15	2
OPAPP GCST	19	5
<b>Total</b>	<b>643</b>	<b>155</b>

On the part of CSOs, WE Act 1325 conducted a total of 54 capacity building initiatives from 2010-2013.

WPS capacity development is a concrete example of a GAD activity in the context of armed conflict and peacebuilding. Another is resource allocation to ensure that funds are available to implement WPS-related/specific GAD PAPs. For fiscal year 2014, NCIP, OPAPP and PA allocated part of their GAD budget for client-based WPS initiatives. Both OPAPP and PA did the same for organization-based efforts.



## LOCALIZED NAP WPS IMPLEMENTATION IN MAGUINDANAO



*KANDULI FOR PEACE. Maguindanaons beams smiles and peace signs in jubilation for the thanksgiving feast of “Kanduli” hosted by the provincial government in support of the Comprehensive Agreement on the Bangsamoro (CAB) signed in March 2014.*

Maguindanao has become identified in the national consciousness with the brutal deaths of countless media workers in 2009 as collateral damage in a political war; and the senseless killing of scores of police commandos and Muslim combatants and civilians in a “mis-encounter” in January 2015.

Yet Maguindanao, part of the Autonomous Region of Muslim Mindanao, is one of the provinces that signed early on in 2012 for localized NAP implementation. Choosing trafficking in young women and girls as its priority issue, Maguindanao LGUs at

the provincial, municipal and barangay levels engaged in serial and simultaneous activities to pursue four objectives: institutional development including a gender and development focal system and local committees on anti-trafficking, prevention and advocacy including capability building and intensified information campaigns, prosecution and law enforcement, and reintegration, recovery and prosecution.

These earnest and coordinated efforts are slowly bearing fruit: in declining rates of trafficking, in local male politicians who walk

the talk of gender equality, in the remarkable synergy between GO and CSOs pursuing advocacies that range from children's rights and environmental protection to women's livelihood. But most telling of all is that Maguindanao women are coming into their own: as PO leaders and barangay kagawads, as municipal mayors and local legislators, redefining politics, governance, leadership, beauty.

One out of four municipal mayors is female (in Upi municipality the proportion is half and one-fourth of barangay captains are women), and a marshland women's group (whose members include dozens of war widows) is turning from abject poverty to ensuring that their children have food, clothing and education. They are claiming the GAD fund as rightfully theirs and not largesse for male politicians. They seek to turn kinship-based politics from curse into blessing. They are redefining governance away from corruption and self-seeking to the common wealth for the common good. They are redefining beauty contests to prize wisdom (age) and heft (character) over perishable surface looks and impossible hourglass figures.

Maguindanao may be synonymous with political warlordism, for now. But Maguindanao has its women, awakened and empowered. And it has men who do not fear (or spite, or abuse) women but rather support them. And they are building new structures of governance and gender equality. It is they and not the dynasts and their minions who will have the last word.

WPS capacity development is a concrete example of a GAD activity in the context of armed conflict and peacebuilding. Another is resource allocation to ensure that funds are available to implement WPS-related/specific GAD PAPs. For fiscal year 2014, NCIP, OPAPP and PA allocated part of their GAD budget for client-based WPS initiatives. Both OPAPP and PA did the same for organization-based efforts.







## GAINS AND GAPS: THE WAY FORWARD

The Philippine NAP is a melding of two major impulses: the movement for gender equality and the quest for enduring peace.

The quest for women's equality dates back to the 1940s, boosted by global women's conferences in the 1980s and onward, and finding its way to the Philippine bureaucracy as gender mainstreaming. Emergent women's movements moved beyond statements and consciousness-raising sessions to legislative lobbying, policy advocacy and building conceptual frameworks based on praxis. Women activists and advocates also worked with their counterparts in government to develop the tools and technology that would make gender a core principle of government planning and action.

Peace movements have a more recent history, slowly taking form and substance in the 1980s when civil society and government made common cause in social reforms undergirded by peace and development. These movements gained traction with the government's realization that an armed fist strategy could deter but not stop the long-running Moro and Communist insurgencies.

The NAP seeks to bring together these two streams, laying a double focus, as it were, on the internal armed conflicts that have bedeviled the country. Viewing the conflict through the peace lens eschews militaristic solutions: war cannot end war, only peace (and development and justice) can. Yet that is only half of the story for the conflict requires a double lens. Without the gender lens, the reading and the writing is incomplete, if not fractured. Women constitute at least half of the communities under siege and pay a higher price for the costs of war. As well, women are peacemakers. Any conflict analysis that ignores the gender dimension does so at its own peril.

That said, what is the record so far? What are the gaps and the shortfalls, the flip side to which are the challenges? Three challenges stand out and they pertain to a deficient conflict framework, lack of sex-disaggregated data, and sustainability.



## Monitoring and Evaluation

In the last quarter of 2014, OPAPP commissioned a research study on the progress of implementing NAP-relevant/specific initiatives of NGA members of the NSCWPS and several PAMANA implementing agencies. By far, this has been the first systematic effort to map out and put together data on what the Philippine government has done on WPS and what it still needs to do to strengthen its efforts.

Inter-agency cooperation is practiced when it comes to reporting compliance and initiatives to international organizations such as the UN. Although not specific to reporting on WPS, women in armed conflict have been incorporated in the Philippine government's reports to CEDAW, MDGs, and the Beijing Platform for Action (BPfA).

At the level of the UN, particularly with the UN Secretary-General and UNSC, a High Level Panel of experts has been created to review the implementation of UNSCR 1325 by various countries. A Global Study was published on the implementation of UNSCR 1325 in October 2015, on the occasion of the 15th anniversary of the adoption of the WPS Resolution. It is in this context that the Philippine Report intends to contribute to.

The first challenge lies in influencing the development frameworks employed by government vis-a-vis armed conflict. Deliberate programmatic interventions are needed to create an impact on the marginalized groups, including women, in conflict-affected communities. A gender and conflict-sensitive, peace-promoting approach must be pursued for programs, projects and activities in order to achieve the dividends sought. National plans and indicators must consider peace and security as a cross-cutting theme that should undergird socio-economic and political strategy development especially in impoverished and, at the same time, conflict-vulnerable and post-conflict areas. The peace and gender lenses must be employed in dynamic interplay with the poverty, justice and governance lens for a full account of the causes, costs and consequences of war. There have been strides along this direction, but as in all processes, it needs to find its way along the veins and arteries of government systems and mechanisms to be rooted and truly productive.

National plans and indicators take peace and security as a sectoral concern rather than as a cross-cutting theme that should undergird socio-economic and political strategy development especially in impoverished and, at the same time, conflict-vulnerable and post-conflict areas. The peace and gender lenses must be employed in dynamic interplay with the poverty lens for a full account of the causes, costs and consequences of war.

Turning to the second challenge, the effort at data gathering was hobbled, firstly, by the lack of data, and, secondly, by the lack of sex-disaggregated data. The difficult and painstaking efforts at data gathering often became database building rather than comparative data analysis. Thus there is a vital lack of sex-disaggregated data on the interconnecting themes of women, peace and security.

Despite decades of gender equality mainstreaming, national agencies as well as local governments still find difficulty in institutionalizing sex-disaggregation of data necessary for planning, programming, monitoring and evaluating gender and development (GAD) programs, projects activities. This has negative consequences for women, peace and security mainstreaming. For example, much of the baseline information on internally displaced peoples is still aggregated, i.e., in number of

households in IDP camps. There is no breakdown between men and women – a critical concern in determining the number of affected women in conflict- and post-conflict areas.

This fundamental lack is symptomatic of a bigger problem or a bigger challenge on the government's gender mainstreaming strategy. The laws and policy are in place, including a GAD Fund, the technology (including manuals and pools of trainers) has been developed. But NGAs and LGUs need to translate these into programs, activities and projects (PAPs) that bring meaningful change to the lives of grassroots women, as well as women in the bureaucracy. A full-scale assessment of gender mainstreaming in government is long overdue. This way, gaps other than the lack of sex-disaggregated data can be identified and addressed.

There can be no full and thorough gender analysis without sex-disaggregated data which must become basic government policy. Why early efforts at sex disaggregation of data failed must be revisited, the weaknesses addressed and a renewed campaign built on past failures. There is no way NAP can effectively and efficiently implement its programs without a solid and sex-disaggregated database.

The third and final challenge is sustainability. It is a truism of Philippine politics that a program, no matter how worthy, is at risk with every change of leadership. As the country prepares for the forthcoming elections in 2016, there is a growing concern over how far the gains of NAP WPS will be sustained in the next administration. Possible implications will be a change of officials and staff who have been previously capacitated on women, peace and security; and changes in national and local priorities which may put gender equality and the peace agenda in the sidelines, among others.



The challenge, therefore, is for NAP WPS to establish firm roots. One step lies in creating a second layer of WPS advocates and practitioners across agencies and levels of governance to ensure continuity. At the agency level, the DFA's mobile passports within a context of gender mainstreaming in the department, and the DSWD's "Women Friendly Space" in both disaster and conflict-affected areas stand a chance of continuing beyond 2016. Policies should continue to be strengthened.

Development not rooted in peace and gender equality is at best half-baked, if not reversible, creating cycles of calm and conflict, and polarizing populations into victims and victors, winners and losers. The NAP WPS seeks to change all this so that development and peace can be sustainable and inclusive.

# ANNEXES

## Annex 1: 2014 Philippine National Action Plan on Women, Peace and Security

### OUTCOME 1 – Protection and Prevention.

To ensure the protection of women’s human rights and prevention of violation of these rights in armed conflict and post-conflict situations through the enactment and implementation of gender-responsive and conflict-sensitive policies, programs, and services.

Action Points	Indicators	Relevant Agencies
<b>Action Point 1</b> Women and girls, including indigenous and Moro women in conflict-affected areas, in evacuation/ internally displaced peoples (IDP) camps, and those temporarily staying with relatives and friends, are protected from all forms of violence in armed conflict and post-conflict situations (immediate and sustained protection).	1.1. Sex-disaggregation of data in the documentation and reporting of the situation of women in conflict-affected areas, evacuation/IDP camps, and those temporarily staying with relatives/friends:  1.1.1. displaced persons inside evacuation/IDP camps and home-based IDPs  1.1.2. victims of trafficking and sexual and gender-based violence (SGBV) in evacuation/IDP camps and in conflict-affected communities	DSWD, DOH, AFP, DILG, PNP, NCIP, NCMF, DOJ-IACAT, PAMANA LGUs, WE Act 1325/CSOs
	1.2. Women and girls in evacuation/IDP camps, in conflict-affected communities, and those temporarily staying with families and friends are protected as measured by:  1.2.1. Zero or low incidence of SGBV including trafficking  1.2.2. No. of women provided with Minimum Initial Service Package (MISP)  1.2.3. Presence of separate health and sanitation areas (i.e. appropriate ratio of health/ sanitation facilities to the number of women/girls)  1.2.4. Adequate lighting of facilities/areas and pathways frequented by women and girls (i.e. appropriate ratio of lighted facilities to the number of women/girls)  1.2.5. Presence and visibility of security personnel such as PNP/barangay officers (i.e., appropriate ratio of security personnel to the number of women/girls)  1.2.6. Presence of Violence Against Women (VAW) Desks in evacuation/IDP camps (i.e. appropriate ratio of Women’s Desks to the number of women/girls)  1.2.7. Presence of capable security and health/ psychosocial personnel handling conflict related SGBV and trafficking	DSWD, DOH, AFP, DILG, PNP, NCIP, NCMF, DOJ,-IACAT, (CHR), PAMANA LGUs, WE Act 1325/ CSOs

### OUTCOME 1 – Protection and Prevention.

To ensure the protection of women’s human rights and prevention of violation of these rights in armed conflict and post-conflict situations through the enactment and implementation of gender-responsive and conflict-sensitive policies, programs, and services.

Action Points	Indicators	Relevant Agencies
	1.2.8. Immediate documentation of women reporting conflict-related SGBV and trafficking to VAW desks	DSWD, DOH, AFP, DILG, PNP, NCIP, NCMF, DOJ, -IACAT, (CHR), PAMANA LGUs, WE Act 1325/CSOs
	1.2.9. Evidence of immediate and effective response (such as referral system, including the period <how much time/how many days> of response from the time the case was reported) on reported cases of conflict-related SGBV and trafficking	
	1.3. No. of gender and culturally- sensitive guidelines/protocols issued/ revised to appropriately handle women and girls’ concerns in evacuation/ IDP camps, conflict-affected areas, and those temporarily staying with families and friends.	DSWD, DOH, AFP, DILG, PNP, NCIP, NCMF, DOJ- IACAT, (CHR), PAMANA LGUs, WE Act 1325/ CSOs
	1.4. No. of frontline service providers and agencies capacitated on the protection of women and girls from conflict-related SGBV and trafficking in evacuation/IDP camps, as well as in conflict-affected communities. These service providers must uphold the four (4) core principles on handling SGBV cases, namely, confidentiality, safety, non-discrimination and respect.	DSWD, DOH, AFP, DILG, PNP, NCIP, NCMF, DFA (foreign posts), DOJ- IACAT, PAMANA LGUs, WE Act 1325/CSOs
	1.5. No. of IEC interventions and materials on conflict-related SGBV and trafficking conducted/ disseminated.	DSWD, DOH, DFA (foreign posts), NCIP, NCMF, DAR, PNP, PAMANA LGUs, WE Act 1325/CSOs
	1.6. No. of relevant mechanisms that are enabling to normalization in post-conflict communities (such as national or local policies that regulate/control the proliferation of small arms; demobilization, disarmament, and reintegration; LGU plans/programs to enable durable solution for IDPs).	PNP, DILG, DOJ, PAMANA LGUs, WE Act 1325/CSOs
<b>Action Point 2</b> Women and girls, including indigenous and Moro women, have access to justice for crimes and violence arising from armed conflict (access to justice).	2.1. Through formal and informal (i.e. customary indigenous peoples laws) justice mechanisms, number of international humanitarian law (IHL) and conflict-related human rights violations including SGBV and trafficking are reported, investigated and prosecuted.	DSWD, PNP, DOJ, DOH, NCIP, NCMF, (CHR), PAMANA LGUs, WE Act 1325/CSOs



### OUTCOME 1 – Protection and Prevention.

To ensure the protection of women’s human rights and prevention of violation of these rights in armed conflict and post-conflict situations through the enactment and implementation of gender-responsive and conflict-sensitive policies, programs, and services.

Action Points	Indicators	Relevant Agencies
	2.2. Number of gender and culturally-sensitive guidelines/ protocols revised/ issued on appropriate handling of survivors of IHL and conflict-related human rights violations (particularly, SGBV and trafficking) and reporting, investigation and prosecution of these crimes.	DSWD, PNP, DOJ, DOH, NCIP, NCMF, (CHR), PAMANA LGUs, WE Act 1325/CSOs
	2.3. Number of frontline service providers and agencies capacitated on various formal/ legal and informal customary mechanisms to appropriately handle IHL and conflict-related human rights violations against women (particularly, SGBV and trafficking).	DSWD, DILG, DOH, PNP, NCIP, NCMF, DFA (foreign posts), (CHR), CSOs
	2.4. Number of women and girl survivors of IHL and human rights violations (including SGBV and trafficking) provided with legal support such as witness protection and access to legal remedies.	PNP, AFP, DOJ, (CHR), PAMANA LGUs, CSOs
	2.5. Number of captured and/or surrendered women rebels provided with legal counsel, separate detention and sanitation facilities from men, reproductive health services, and care for their children as provided by IHL.	PNP, AFP, DOJ, (CHR), PAMANA LGUs, CSOs
<b>Action Point 3</b> Women and girls, including indigenous and Moro women in evacuation/ IDP camps, conflict-affected/post-conflict areas, those temporarily staying with relatives and friends, accessing healing, rehabilitation and development programs and services (healing, rehabilitation, and development)	3.1. Number of women and girls in evacuation/ IDP camps and conflict-affected/post-conflict areas, those temporarily staying with relatives and friends, provided with: <ul style="list-style-type: none"> <li>▶ <b>health</b> support (including psychosocial services and conflict-trauma healing, reproductive health package, health insurance).</li> <li>▶ <b>shelter</b> support and women-friendly spaces in relocation sites</li> <li>▶ <b>livelihood</b> support (trainings, credit/ capital, technology, access to markets)</li> <li>▶ <b>educational</b> support (scholarships, educational subsidies, vocational courses)</li> </ul>	DSWD, DOH, PhilHealth, NEA, TESDA, DA, DAR, DepEd, CHEd, PAMANA LGUs, CSOs
<b>Action Point 4</b> Former women/girl-rebels benefitting from gender-sensitive DDR programs.	4.1. Number of former women/girl-rebels accessing health, shelter, livelihood, and educational support provided in DDR programs.	DILG, DSWD, DOH, PhilHealth, CHEd, DepEd, TESDA, DAR, PAMANA LGUs – CLIP, OPAPP

## OUTCOME 2 – Empowerment and Participation

To empower women and ensure their active and meaningful participation in areas of peacekeeping, peacemaking, peacebuilding, conflict prevention, conflict resolution and post-conflict reconstruction.

Action Points	Indicators	Relevant Agencies
<p><b>Action Point 5</b></p> <p>Presence of women in formal peace tables (Track 1)</p>	<p>5.1. No. of women participating in peace tables (as heads and members) from both Parties.</p> <p>5.2. No. of women, peace and security related interventions integrated in peace agreements.</p>	OPAPP
<p><b>Action Point 6</b></p> <p>Increased participation of women and women's organizations in WPS consciousness-raising/advocacy, in supporting peace processes, and in monitoring and evaluating peace agreements, peace and development and WPS policies, services, programs, activities, and projects.</p>	<p>6.1. No. of women and women's organizations participating in consciousness raising/advocacy on WPS, supporting the peace process and monitoring and evaluating peace agreements, development and WPS policies, programs, services, projects and activities; WPS policies, programs, services, projects and activities</p> <p>6.2. No. of capacity building activities conducted to increase women's organizations' meaningful participation in consciousness raising/advocacy on WPS, supporting the peace process and monitoring and evaluating peace agreements, development and WPS policies, programs, services, projects and activities; WPS policies, programs, services, projects and activities.</p>	OPAPP, WE Act 1325/CSOs, Bantay Ceasefire
<p><b>Action Point 7</b></p> <p>Increased participation of women and grassroots women's organizations in local, indigenous, and customary peace/conflict resolution/management, conflict prevention/ resolution and post-conflict-reconstruction mechanisms.</p>	<p>7.1. No. of women and grassroots women's organizations participating as heads and members in formal peace mechanisms such as Peace and Order Councils (Regional POC, Provincial POC, Municipal POC), Lupon Tagapamayapa, Barangay Human Rights Council, Agrarian Reform Beneficiaries as well as in informal/ customary/indigenous peace mechanisms such as bodong, kfeduwanlibun, etc. and other alternative dispute mechanisms.</p>	PAMANA LGUs, OPAPP, PCW, DILG, DOJ, DAR (i.e. QRTs), NCIP, NCMF, (CHR), WE Act 1325/CSOs
	<p>7.2. No. of grassroots women and women's organizations participating in post-conflict normalization/transitions.</p>	PAMANA LGUs, DILG, We Act 1325/CSOs
<p><b>Action Point 8</b></p> <p>Develop and/or enhance gender-sensitive policies and programs for women in the security sector (i.e. AFP and PNP).</p>	<p>8.1. No. of gender sensitive policies (i.e. on admission, placement, assignment, promotion, remuneration, benefits, training, provision for separate facilities, protection against sexual harassment/ violence) and other opportunities to advance gender equality among women and men in the security sector are developed and implemented.</p>	DND, AFP (PA, PAF, PN), PNP
	<p>8.2. WPS training programs for women and men in the security sector established.</p> <p>8.3. Incremental increase in the no. of women in various levels/branches of the security sector (strategic, operational, tactical) including their participation in UN Peacekeeping Operations.</p>	DND, NDCP, AFP (PA, PAF, PN), PNP



### OUTCOME 3 (support process) – Promotion and Mainstreaming

To promote and mainstream the gender perspective in all aspects of conflict-prevention, conflict resolution, and peacebuilding.

Action Points	Indicators	Relevant Agencies
<b>Action Point 9</b> Increased awareness and understanding of duty-bearers and claim-holders on WPS and the role of women in peacemaking, peacekeeping and peacebuilding.	9.1. No. of WPS awareness-raising campaigns, advocacies, and materials (e.g. IECs) conducted/disseminated.	NSC WPS and PAMANA NGAs, PAMANA LGUs, (PIA, KBP), (CHR), WE Act 1325/CSOs
	9.2. No. of duty-bearers (policy makers, program/service implementers, monitors, evaluators) and claim holders (community women affected by conflict, women's organizations, etc) initiating and/or participating in awareness-raising campaigns, advocacies on WPS issues.	NSC WPS and PAMANA NGAs, PAMANA LGUs, (PIA, KBP), WE Act 1325/CSOs
	9.3. No. of WPS capacity building programs conducted for duty-bearers (policy makers, program/service implementers, monitors, evaluators) and claim holders (community women affected by conflict, women's organizations, etc).	NSC WPS and PAMANA NGAs, PAMANA LGUs, (PIA, KBP), WE Act 1325/CSOs
	9.4. Gender and culturally-sensitive peace education modules developed: 9.4.1. No. of educational institutions developing gender and culturally-sensitive peace education modules. 9.4.2. No. of educators capacitated on designing and implementing gender and culturally-sensitive peace education modules.	DepEd, CHed, NCMF, NCIP
<b>Action Point 10</b> Gender-responsive, conflict-sensitive and peace promoting programs/ support services for women in children in conflict and post-conflict situations mainstreamed in National Government Agencies/ Local Government Units/ Civil Society Organizations, International Organizations/Bilateral Partners' work.	10.1. No. of National Government Agencies/ Local Government Units/ Civil Society Organizations, International Organizations, and Bilateral Partners adopting and mainstreaming gender-responsive, conflict-sensitive and peace promoting programs and support services for women in conflict-affected and post-conflict areas.	NSC WPS, PAMANA NGAs, PAMANA LGUs, (Relevant IOs and bilateral partners), WE Act 1325/CSOs
	10.2. Cost institutionalized, allocated and utilized for implementing NAPWPS 10.2.1. No. of NGAs and LGUs providing programs for women in conflict-affected and post-conflict areas integrated NAP WPS in their GPBs and/or local peace and development plans and budgets	PCW, NSCWPS and PAMANA NGAs, PAMANA LGUs, (Relevant IOs and Bilateral Partners and DBM and COA), WE Act 1325/CSOs
	10.2.2. No of international organizations and bilateral donor agencies financing WPS PAPs of NGAs, LGUs, and CSOs	

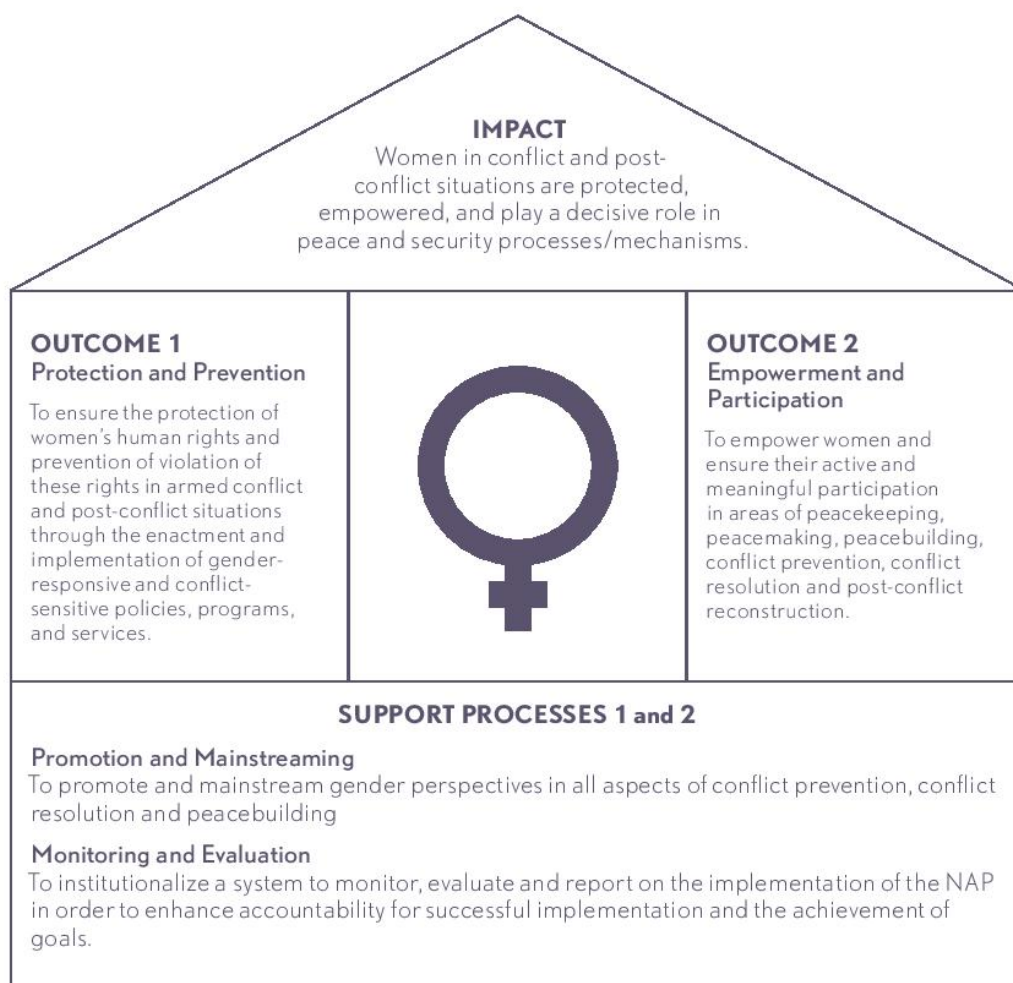


#### OUTCOME 4 (support process) – Monitoring and Evaluation.

To institutionalize a system to monitor, evaluate and report on the implementation of the NAP in order to enhance accountability for successful implementation and the achievement of goals.

Action Points	Indicators	Relevant Agencies
<b>Action Point 11</b> Status of women's protection from all forms of violence in the context of armed conflict and participation in peacemaking, peacekeeping and peacebuilding monitored and evaluated either jointly or independently by government and peace, human rights, humanitarian law, and women CSOs.	11.1. NAP reporting, monitoring and evaluation system established	NSCWPS, PAMANA NGAs, PAMANA LGUs, WE Act 1325/CSOs
	11.1.1. No. of monitoring and evaluation reports on the implementation of various WPS interventions generated, disseminated and validated by various stakeholders.	
	11.2. Reports submitted to the United Nations (and other international organs) on the status of implementation of UNSCRs 1325 and 1820, BPFA (on women in armed conflict), and CEDAW GR 30	OPAPP, PCW, DFA

**Annex 2: 2014 Philippine National Action Plan on Women, Peace and Security Results Framework**













OFFICE OF THE  
PRESIDENTIAL ADVISER  
ON THE PEACE PROCESS

Agustin 1 Bldg., F. Ortigas Jr. Rd., Ortigas Center, Pasig City, Philippines