GENDER ANALYSIS (SUMMARY)¹

1. **Gender issues.** The Philippines has made significant progress in promoting gender equality. It ranks 9th among 134 countries in the 2010 World Economic Forum gender gaps index in providing equal opportunities and resources for women.² Remaining gender issues include (i) the unequal participation of women in the formal labor market; (ii) the high percentage of female migrant workers employed mostly in low-skilled, low-paid, and unprotected jobs; (iii) the declining enrollment and completion rates in elementary and secondary education; and (iv) high maternal mortality ratio and insufficient access of women and men to reproductive and basic health services.

2. **Public decision making and politics.** The government has sought to increase women's representation in governance institutions. Around 18% of elected posts in 2010 were won by female candidates. Of 268 members of Congress, 58 are women (an increase from 42 women in the previous congress); a 2004 study indicated that 70% of women in Congress were members of political clans. The judiciary is also male dominated—only 20% of incumbent judges are women, and to date, 3 of the 15 Supreme Court judges are female. In the civil service, women comprise 57.6% of the employees, but they are mainly in the rank and file; positions filled predominantly by women are often classified lower than comparable positions filled predominantly by men, resulting in lower pay in the public service. Opportunities for women's participation in top decision-making positions in the public sector as well as in the judiciary, police, and military are limited.

3. **Quality of employment.** Women's share of total employment stood at nearly 40% during 2006–2009. Based on the 2009 labor force survey, the number of employed persons was about 35 million, of whom 61% were males and 39% were females. Among the employed women, 36% are laborers and unskilled workers; 18.5% are officials of government, special interest organizations, corporate executives, and managers; 13.6% are service workers, shop and market sales workers; 11.6% are professionals and technicians; and 8% are clerks. The remainder (11.8%) work as farmers, machine operators, and in other special occupations and trades. It is noteworthy that women account for 68% of professionals, and men for 32%. The vulnerable employment rate (proportion of self-employed and unpaid family workers to total employment) remains high at 45.6% for women compared with 40.7% for men, although it has declined since 1991, when it was 52.3% for women and 50.4% for men. The government estimates that nearly 50% of overseas Filipino workers are women, but they contributed only about 30% of total remittances, indicating that they are mostly in unskilled, low-paying jobs.³

4. **Access to education.** The enrollment rate for girls is higher than for boys at all levels. The government targets a gender parity index of 1 in basic education. Among girls aged 7–12, the main reasons for being out of school are the high cost of education and a lack of interest. As with boys, girls are affected by declining enrollment and completion rates in education. At the

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tertiary level, girls continue to train in traditional female courses of study such as teaching, social work, and nursing.

5. **Maternal mortality and access to reproductive and basic health services.** The Philippines continues to have one of the highest maternal mortality rates in Asia with 95–163 maternal deaths per 100,000 live births in 2010; it is currently not on track to meet Millennium Development Goal 5 (reducing maternal mortality and access to reproductive health). Key causes include the high fertility rate, low average age of first delivery, narrow pregnancy spacing, poor nutritional status of mothers, and poor access to reproductive and basic health services. Access to quality health care is hampered by high cost, inefficiencies in health care management, and sociocultural barriers. The government is aiming at universal access to all approved (medically, ethically, and legally) family planning methods and services to help partners plan their families, consistent with their plans and decisions. A reproductive health bill is currently being discussed in the Senate. The bill aims to guarantee universal access to methods and information on birth control and maternal care. The bill is national in scope, comprehensive, and rights-based and provides adequate funding to the population program. It is a departure from the present situation, in which the provision for reproductive health services is devolved to local government units and is inadequately funded.

6. **Gender-specific vulnerability to risks.** About 45% of Filipinos are vulnerable to falling into poverty if confronted by external shocks such as family health problems and deaths, loss of employment, natural disasters, civil unrest, and increasing food prices. Vulnerability to risk varies significantly by gender, and men and women can be affected by the same risk in different ways. Key areas related to gender that need strengthening within the government’s social protection initiatives include (i) a better understanding and identification of women’s special needs and the likely gender impacts of social protection programs, and (ii) better integration of gender equality monitoring indicators in the program results frameworks.

7. **Gender legal and policy framework.** The country has a strong legal and policy framework for the protection and promotion of women’s rights. In August 2009, the government passed groundbreaking legislation—the Magna Carta of Women. The Magna Carta, based on the Convention on the Elimination of All Forms of Discrimination Against Women framework, defines gender discrimination, the state’s obligations, substantive equality, and temporary special measures within the legislation, and outlines provisions for implementing these principles. Other important legislation for gender equality that has been passed in the Philippines includes Women in Development and Nation Building,1992; Migrant Workers and Overseas Filipino Act, 1995; Anti Sexual Harassment Act, 1995; Anti Rape Law, 1997; Anti-Trafficking in Persons Act, 2003; and Anti Violence Against Women and Children Act, 2004. In 1992, the government passed the landmark Gender and Development Budget Policy, which provides for the allocation of at least 5% of the budget of national and local agencies for use in gender and development programs.

8. **Organizational responsibilities and gender action plan.** The Philippine Commission on Women serves as the oversight agency in coordinating, implementing, and reviewing gender mainstreaming efforts in government. The Philippine National Plan for Gender Responsive Development (1995–2025) consolidates the action commitments made by the Philippines at the

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4 Sector Assessment: Education (accessible from the list of linked documents in Appendix 2).
6 Sector Assessment: Health and Social Protection (accessible from the list of linked documents in Appendix 2).
Beijing World Conference on Women and provides a reference for all gender mainstreaming issues. The harmonized gender and development guidelines for project development, implementation, monitoring, and evaluation were developed by the National Economic and Development Authority (NEDA) and the Philippine Commission on Women (formerly National Commission on the Role of the Filipino Women) in collaboration with the official development assistance (ODA) gender and development (GAD) network, with funding assistance from the United Nations Development Programme and the Asian Development Bank (ADB). It serves as a tool for all development stakeholders to ensure integration of gender in the various stages of the project cycle. NEDA collects information from development partner agencies to determine the contribution of ODA gender-responsive programs and projects. The Commission on Audit is also required to audit the implementation of GAD programs on an annual basis.

9. **Gender in the Philippine Development Plan, 2011–2016.** In the PDP, gender interests (e.g., health needs, the raising of children, and the prevention of domestic violence) are seen as issues arising from the unequal division of power between men and women. These needs and deprivations cannot be addressed without redressing gender inequality. The PDP states that the government will mainstream GAD concerns in planning, policy formulation, program and project development and implementation, and monitoring and evaluation. It will address the different needs of women and men so they can equally participate in and benefit from the development process.

10. **ADB gender experience.** ADB’s strategic framework for GAD is consistent with and supports the government’s objectives and initiatives for gender equality and inclusive growth. ADB has supported gender equality in a range of areas, each of which has specific gender challenges, and some of which contribute to women’s empowerment in decision-making roles and leadership positions in community-based organizations, and capacity development of the local government. The Integrated Coastal Resources Management (ICRM) Project, implemented in 68 municipalities in seven provinces, addressed women’s decision-making roles in sustainable management of marine and coastal resources through targets for women’s participation in the organization of ICRM, self-reliant livelihood groups, capacity development initiatives, and incremental staff recruitment for the project. The Agrarian Reform Communities Project II, implemented in 19 of the poorest provinces in the southern Philippines, targeted women for microfinance, microenterprise development, and technical training. In the Microfinance Development Program, gender training is combined with the national financial literacy program to support women in business development and management. In the Mindanao Urban Basic Services Project, women have benefited from improved living conditions and livelihood opportunities as a result of improved access to basic infrastructure and services such as market construction and bus shelters. Gender considerations are built into the subproject designs to ensure that women benefit equally from microfinance and employment creation, and that women are represented in community-based organizations. Gender training is provided to policy makers, local government officials, and nongovernment organizations. The Governance in the Justice Sector Reform Program is strengthening the rule of law in the Philippines and supporting capacity development of the judiciary and the police in gender-sensitive handling of gender-based violence cases. The Technical Education and Skills Development Project.

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supported increased access of poor and disadvantaged women to skills training through provision of 12,500 scholarship awards and loans to women.\textsuperscript{10}

11. **ADB’s program.** Through the country partnership strategy, 2011–2016, ADB will make the following investments in gender equity in the Philippines.

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<tr>
<th>Sector</th>
<th>Investments in Gender Equity</th>
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<tr>
<td>Education</td>
<td>Asian Development Bank (ADB) interventions will address access to secondary education by poor and disadvantaged girls and boys through the Education Improvement Sector Development Program. Key strategies include allocation of scholarships and needs-targeted support for poor students, mobilization of parent–student associations to promote increased access and enrollment, as well as gender parity in teaching and management staff within the education system.</td>
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<tr>
<td>Health and social protection</td>
<td>ADB’s support for the Philippine Conditional Cash Transfer Program through the Social Protection Support Project II will address key gender issues including low utilization of health care by women, especially emergency obstetric and maternal care; high infant morbidity and mortality and their effects on women’s work burdens; intrahousehold gender roles and control over resources; and limited access to income and economic resources by poor women.</td>
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<td>Agriculture and natural resources</td>
<td>ADB interventions will support gender equity through targets and quotas for women’s involvement in user groups, employment in infrastructure construction, technical training on operation and maintenance, and access to credit and extension services through the Integrated Natural Resources and Environmental Management Project, the Irrigation Systems Operation Efficiency Project, and the Comprehensive Development of the Agusan River Basin Project.</td>
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<td>Water supply and other municipal infrastructure and services</td>
<td>The Water District Development Sector Project and Urban Water Supply and Sanitation Project will ensure that women are key stakeholders in planning, implementation, and operation and maintenance of household and community water and sanitation infrastructure. Gender-sensitive public promotion campaigns will be developed to enhance women’s knowledge and skills related to household sanitation, health, and waste disposal.</td>
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<td>Public sector management</td>
<td>The Increasing Competitiveness for Inclusive Growth Program will increase the benefits of growth to women through measures that assist with gender mainstreaming in reforms related to a better functioning labor market and regulatory review systems. In the Justice Reform Program, ADB interventions will continue capacity development of the Philippine National Police (PNP) and prosecutors from the Department of Justice (DOJ) on gender-responsive investigation and management of gender-based violence cases, establishment of a stress management unit for the PNP as well as the development and support for the development of a gender-sensitive monitoring and evaluation framework for PNP and DOJ. In addition, interventions to support gender-sensitive approaches in the corrections unit will be explored.</td>
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