



GENDER MAINSTREAMING IN THE KALAHI-CIDSS NATIONAL COMMUNITY-DRIVEN DEVELOPMENT PROGRAM

An Assessment

DECEMBER 2018

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Cover photo: **Women at work.** A road marker underscores women’s labor participation as Tita Limbudan Sam (right), a volunteer of Kapit-Bisig Laban sa Kahirapan Comprehensive and Integrated Delivery of Social Services–National Community–Driven Development Program, leads fellow volunteers in the concreting of a 240-linear meter barangay road in Centro Barangay Little Baguio, Malita, Davao Occidental, Philippines.

The program created more opportunities for women’s participation in livelihood and community development. As of 30 August 2018, 464,329 of 787,149 total laborers in community subprojects are women who received ₱610 million in wages (photo by Julie Ace B. Ramos, Department of Social Welfare and Development).

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Lourdes Cresencio–Turiano, gender and development consultant, with Melanie Sison, co-researcher, conducted the study and prepared this report. The NPMO Monitoring and Evaluation (M&E) Unit headed by Abigail dela Cruz supported the conduct of study by providing data from its project information management system and coordinating research activities at the national level, which were facilitated by Celia Fatima De Jesus, M&E officer. The assessment incorporated the insights and inputs from NPMO staff, local government units, and area coordinating teams in the municipalities of Juban and Casiguran in Sorsogon during focus group discussions and interviews. Special thanks are extended to the community volunteers in the two municipalities, particularly the five women who willingly shared their stories: Mariflor Anorne, Ruthzinae Dig, Maria Theresa Ferreras, Irma Gumal, and Eva Hamocin. The Regional Program Management Office in the Bicol Region organized and coordinated the fieldwork in the two municipalities.

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EXECUTIVE SUMMARY

This assessment examines the results of the initiatives of the Kapit-Bisig Laban sa Kahirapan–Comprehensive and Integrated Delivery of Social Services National Community-Driven Development Program (KC-NCDDP) in promoting women’s participation and empowerment.

In the Philippines, societal norms and cultural practices continue to marginalize women, confining their responsibilities solely to the home. Thus, affirmative action was incorporated in the program design of KC-NCDDP to empower women and to open up more opportunities to improve their access to resources and benefits available to men.

The Department of Social Welfare and Development (DSWD) defines the development objective of KC-NCDDP as “communities in target municipalities [are] empowered to achieve improved access to basic services and to participate in more inclusive local planning, budgeting, implementation, and disaster risk reduction and management.”

Three major outputs were identified as mechanisms to achieve the program’s development objective: (i) community-driven development (CDD) subprojects selected, implemented, and completed; (ii) institutional and organizational capacity strengthened; and (iii) program management, and monitoring and evaluation (M&E) systems enhanced. With inclusion being one of the principles of KC-NCDDP, it was necessary to install mechanisms for gender mainstreaming to ensure women’s meaningful participation in the program. The program targets and indicators in the gender action plan (GAP) were aligned with the outputs by enhancing the gender-responsiveness of activities in the community empowerment activity cycle process; strengthening recruitment, staffing, tasking, and training; and sustaining gender-sensitive program management and M&E.

The KC-NCDDP generally achieved its GAP commitments. The major findings of the assessment are the following:

- (i) Laws and policies served as the anchor on which the gender mainstreaming initiatives of KC-NCDDP were based. The 2009 Magna Carta of Women (Republic Act 9710), as well as the policies of the Department of Social Welfare and Development, the Asian Development Bank, and KC-NCDDP provided the legal bases for the mechanisms supporting gender mainstreaming in the program.
- (ii) Enabling mechanisms were installed in KC-NCDDP to ensure that the gender mainstreaming initiatives would be operationalized. These included (a) developing manuals and guidelines supporting gender mainstreaming, including but not

- limited to the gender tool kit; (b) hiring consultants and staff to provide technical assistance to push this agenda forward; and (c) including gender mainstreaming responsibilities in the terms of reference of key program staff, particularly members of the area coordinating teams (ACTs).
- (iii) Gender mainstreaming initiatives were included in the performance targets of the national program management office (PMO) and the regional PMOs.
 - (iv) Capacity building activities for staff on gender and development (GAD) were rolled out. However, there was limited sustainability of this initiative. There were instances where ACTs were deployed to their areas of assignment without undergoing basic training, including on GAD. To compensate for this, consultants and staff from the regional PMO provided coaching and mentoring sessions to build capacity.
 - (v) Women community volunteers made up 63% of the individuals who participated in the community-level capacity building activities provided by KC-NCDDP. While the training was designed to enable community volunteers to perform their tasks effectively during the course of their engagement in the program, it was also the program's intent to build their capacity so that they can use the skills they developed even beyond KC-NCDDP.
 - (vi) In *barangay* (village) assemblies, women represented 60% of the attendees. There were also more women in KC-NCDDP committees, with 61% taking on leadership roles and 65% taking membership positions. The only committee with more male leaders was the project implementation team (51%).
 - (vii) More men than women engaged in paid labor during the subproject implementation stage. Nonetheless, the minimum 20%–30% requirement of the program was met, with women comprising 21% of the workforce. The following contributed to the low number of women who engaged in paid labor: (a) gender stereotypes; (b) multiple burdens and responsibilities of women; (c) issues with contractors; and (d) limited supply of female workers, particularly for skilled labor.
 - (viii) Although there were efforts from the KC-NCDDP PMOs to provide nontraditional skills training for women, these were hampered by the following issues:
 - (a) the Technical Education and Skills Development Authority (TESDA) centers that offer nontraditional skills training are far from the barangays where the program was implemented, which may have prevented women from attending;
 - (b) community-based trainings offered for women by TESDA centers are typically focused on developing skills stereotypically attributed as women's work (e.g., hair culture and nail care), and are not responsive to the program's requirements; and
 - (c) there were program funding issues in financing the provision of nontraditional skills and training to women.
 - (ix) Key gender indicators were monitored by M&E. However, there were some areas where information was limited, such as (a) paid and unpaid jobs in operation and maintenance; (b) capacity building programs and activities provided to key stakeholders, such as local government units and other government agencies; and (c) program staff provided with capacity building on GAD.

The following are the challenges and constraints observed, and may be studied further to enhance gender mainstreaming initiatives in future CDD programs and projects:

- (i) While staff may appreciate the importance of gender mainstreaming, they may be constrained from educating community residents on GAD because the strict time lines may not provide enough leeway for ensuring that the community volunteers are able to fully absorb what they are being taught.
- (ii) Ingrained cultural stereotypes are a major challenge in gender mainstreaming. A number of local elected officials, community volunteers, and program staff continue to hold on to the traditional belief that women's responsibilities lie at home. This mind-set can make it difficult to institutionalize gender mainstreaming.
- (iii) The limited capacity building activities provided to the program staff, particularly the ACTs, meant that some of those deployed did not undergo GAD training. This may have played a role in how they facilitated discussions and issues at the community level.
- (iv) Gender orientation and training interventions provided to the municipal and barangay local government units were limited, even though the GAP specifies these as a requirement. This is particularly critical as it is assumed that local government unit (LGU) officials, specifically the municipal GAD focal, will be responsible for sustaining gender mainstreaming gains upon program completion. Change in leadership at the local level can also endanger these gains, if the new officials are not supportive of the initiatives introduced by KC-NCDDP.

The recommendations to aid in mainstreaming gender for future CDD programs or projects are the following:

- (i) Ladderized GAD training can be established as part of the overall capability-building component of a CDD program, and integrated in the program's overall and annual work and financial plans. Program staff turnover should also be considered to sustain gender-sensitive facilitation processes.
- (ii) GAD orientation and/or training of program stakeholders (LGUs, contractors, and service providers) are critical to enable them to understand the gender mainstreaming agenda of a CDD program. Capacity building increases the likelihood of stakeholders to become partners in the achievement of women's empowerment and gender equality goals.
- (iii) In mainstreaming gender concerns in program or project design, include nontraditional skills training in the capacity building component of the CDD program to help ensure women's participation in paid labor.
- (iv) Revisit the implementation time lines, particularly for social preparation, to ensure that the capability-building needs of staff, community volunteers particularly women, and all the other stakeholders are met.
- (v) Program manuals and guidelines may be synchronized and further enhanced to support gender mainstreaming.
- (vi) More indicators may be included in the list monitored by M&E to track the progress and performance of gender mainstreaming in a CDD program, with the goal of sustaining the gains.
- (vii) Strengthened internal and external convergence may be pursued as another mechanism to ensure the sustainability of gender-mainstreaming initiatives.

ABBREVIATIONS

4Ps	Pantawid Pamilyang Pilipino Program
ACT	area coordinating team
ADB	Asian Development Bank
BSPMC	barangay subproject management committee
CDD	community-driven development
CEAC	community empowerment activity cycle
DSWD	Department of Social Welfare and Development
GAD	gender and development
GAP	gender action plan
GFPS	GAD focal point system
GRPB	gender-responsive planning and budgeting
KALAHI-CIDSS	Kapit-Bisig Laban sa Kahirapan—Comprehensive and Integrated Delivery of Social Services
KC-NCDDP	Kapit-Bisig Laban sa Kahirapan—Comprehensive and Integrated Delivery of Social Services National Community-Driven Development Program
LGU	local government unit
M&E	monitoring and evaluation
MCT	municipal coordinating team
NTST	nontraditional skills training
O&M	operation and maintenance
PMO	program management office
TESDA	Technical Education and Skills Development Authority

I. STUDY DESCRIPTION

A. Context

Empowerment is one of the key objectives of the Kapit-Bisig Laban sa Kahirapan—Comprehensive and Integrated Delivery of Social Services National Community-Driven Development Program (KC-NCDDP), one of the social protection programs implemented by the Government of the Philippines through the DSWD.

Recognizing that women play an essential role in nation building, the program set up policies and mechanisms to ensure the promotion of their rights and participation. Systems and processes were also set up to ensure that gender mainstreaming efforts are closely monitored.

This study looked into the results of the program's initiatives in promoting women's participation and empowerment. It also explores areas for possible improvement, particularly in the context of community-driven development (CDD).

B. Research Objectives

The objectives of the study are:

- (i) review and assess the gender mainstreaming efforts of DSWD and KC-NCDDP;
- (ii) review the KC-NCDDP gender action plan (GAP) accomplishments;
- (iii) document women's transformation and empowerment stories;
- (iv) assess opportunities and challenges to enhance and sustain gainful engagement of women in development processes;
- (v) assess mechanisms in place and plans to sustain the gains of the program at the level of the barangays, municipalities, and the DSWD itself; and
- (vi) identify challenges, lessons learned, and recommendations as inputs to future CDD programs or projects.

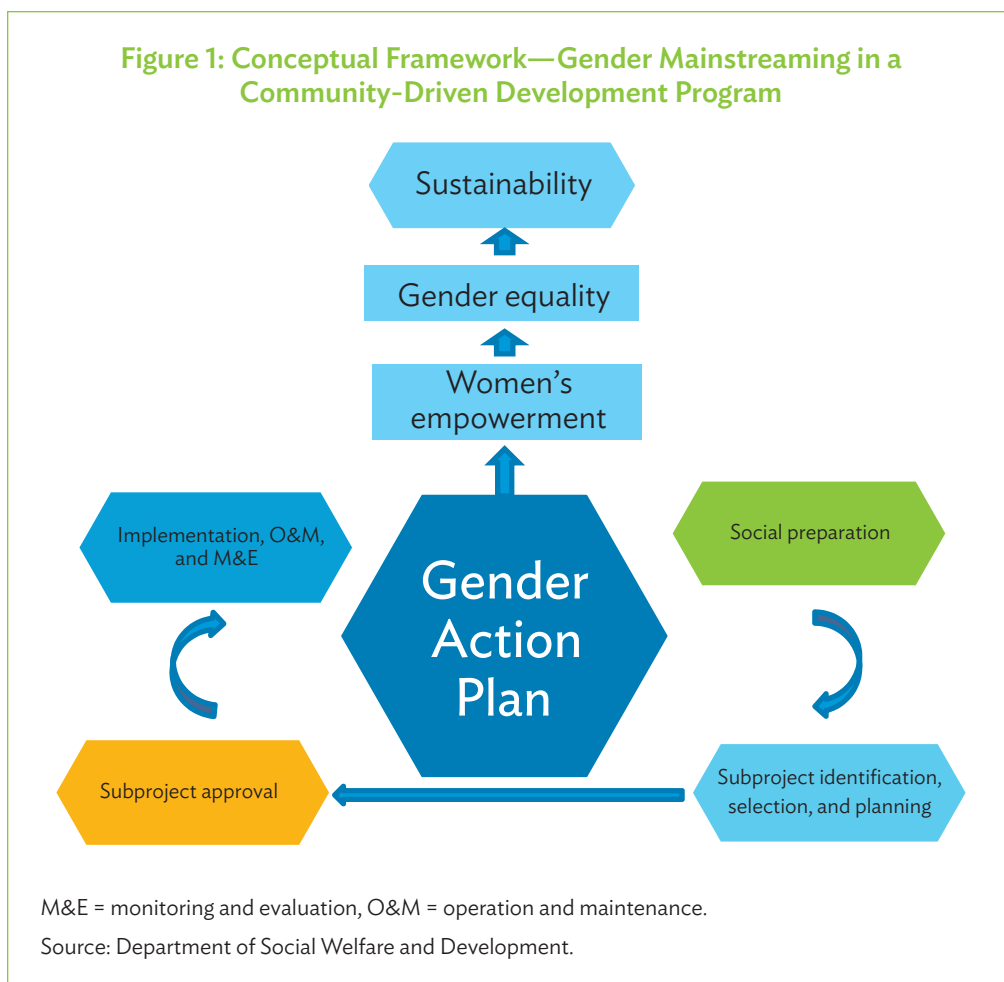
C. Research Framework

The GAP was used as the framework upon which key gender processes and outputs were put in place to ensure that (Figure 1):

- (i) gender is mainstreamed in the program’s key processes;
- (ii) the practical and strategic needs of men and women are responded to in all the major stages of the community empowerment activity cycle (CEAC)—from social preparation to implementation, operation and maintenance (O&M), and monitoring and evaluation (M&E); and
- (iii) both men’s and women’s needs are recognized and responded to by way of promoting equal opportunities for participation and decision making in the program, and building women’s capacities to engage in their own development agenda.

Strategies were designed to empower women and promote gender equality. KC-NCDDP ensured that there are ready mechanisms set in place so that program stakeholders (e.g., local government units [LGUs], civil society organizations) can sustain the inclusive or participatory, transparent, and accountable development process fostered by the program.

Figure 1: Conceptual Framework—Gender Mainstreaming in a Community-Driven Development Program



D. Scope and Limitations

This study assesses the KC-NCDDP's initiatives in gender mainstreaming, particularly the impact on women who served as community volunteers and program beneficiaries. The assessment was undertaken in August 2018 through focus group discussions, review of existing documents, and analysis of available data. The study includes five stories of women whose lives were transformed after their engagement in the KC-NCDDP.

The purposive selection of municipalities and communities in Region V, the Bicol Region, was facilitated by the regional program management office (PMO) of the DSWD based on relevance to the study and presence of KC-NCDDP area coordinating teams (ACTs).¹ The researchers observed reflexivity to ensure objectivity throughout the research process. Reflexivity means “interpreting one’s own interpretations, looking at one’s own perspectives from the other’s perspectives, and turning a self-critical eye onto one’s own authority as an interpreter and author.”²

E. Research Methodologies

The research process was dual-purpose: to gather the needed data, and to help research participants have a deeper understanding and appreciation of the processes they went through. A feminist research methodology was used, wherein women were given the opportunity to narrate their experiences, including the changes in their lives, using their own voice and manner.³ The process was not just to generate data, but also to deepen the understanding of their experiences to help them recognize their own role as partners in community development.

1. Methodology

The methodologies involved in the study are:

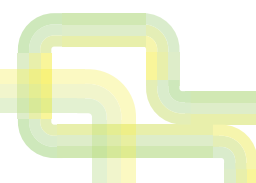
- (i) desk review of KC-NCDDP's policies, mechanisms, strategies, and activities on gender mainstreaming;
- (ii) analysis of available data; and
- (iii) case studies from four barangays in two KC-NCDDP municipalities.

The M&E unit of the KC-NCDDP national PMO served as the source of the data and documents reviewed in the study. The M&E unit also scheduled the discussions with the respondents at the regional and national levels. Meanwhile, the DSWD Region V KC-NCDDP regional PMO arranged the meetings, key informant interviews, and focus group discussions among the ACTs, municipal coordinating teams (MCTs), LGUs, and community volunteers. They also facilitated the preparation of documents during the field visit.

¹ ACTs are KC-NCDDP staff assigned at the municipal level. During the field visits, many of the covered municipalities no longer had ACTs because KC-NCDDP implementation in these areas had already ended.

² M. Alvesson and K. Skoldberg. 2000. *Reflexive Methodology: New Vistas for Qualitative Research*. London: Sage Publications and New Delhi: Thousand Oaks.

³ S. Guerrero, ed. 2002. *Gender-Sensitive and Feminist Methodologies, A Handbook for Health and Social Researchers*. Quezon City: The University of the Philippines Press.



2. Study Sites

The study sites were Barangays Catanagan and Maalo in Juban and Barangays Tigbao and Casay in Casiguran. Both Juban and Casiguran municipalities are in Sorsogon, a province in the Bicol Region.

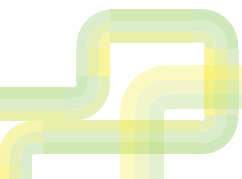
3. Participants

The participants in the study were:

- (i) representatives from the regional and national PMOs;
- (ii) ACTs and MCTs of Casiguran and Juban municipalities;
- (iii) barangay LGU officials and community volunteers from the abovementioned four barangays;
- (iv) five women community volunteers from the four barangays; and
- (v) DSWD GAD focal point system technical working group representative, and regional program coordinator of DSWD Field Office V.

4. Research Tools and Instruments

For the case studies, key informant interviews were conducted with five women community volunteers. Meanwhile, inputs from select members of the national and regional PMOs; and ACTs or MCTs of Juban and Casiguran; barangay LGU officials; and community volunteers of the abovementioned barangays were gleaned through focus group discussions. A separate key informant interview was conducted with the KC-NCDDP regional program coordinator to discuss the DSWD's convergence strategy and the sustainability of the gender mainstreaming initiatives of KC-NCDDP.



II. SUMMARY OF GENDER EQUALITY RESULTS AND ACHIEVEMENTS

A. Program Description

KC-NCDDP is the scale-up of Kapit-Bisig Laban sa Kahirapan-Comprehensive and Integrated Delivery of Social Services (Kalahi-CIDSS), the biggest community-driven development (CDD) program of the Government of the Philippines implemented through the DSWD, which was launched in 2003.⁴ The scale-up to the KC-NCDDP was approved on 18 January 2013 by then President Benigno Aquino III, who headed the National Economic and Development Authority Board.⁵

As a development strategy, CDD ensures that poverty-related issues (i.e., low resources to meet basic needs; lack of access to basic services, ownership of assets, and capacity of citizens to earn sustained income; as well as limited participation in community decision making) are addressed at the local level in a participatory, collective, inclusive, and demand-driven manner.

The overall development objective of KC-NCDDP is “communities in target municipalities [are] empowered to achieve improved access to basic services and to participate in more inclusive local planning, budgeting, implementation, and disaster risk reduction and management”.⁶ The Asian Development Bank (ADB) project outcome is “improved access to services and infrastructure for communities in affected provinces and their participation in a more inclusive local disaster risk reduction and management planning, budgeting, and implementation.”⁷ The project administration manual cites three major outputs (footnote 7):

- (i) community-driven development subprojects selected, implemented, and completed;
- (ii) institutional and organizational capacity strengthened; and
- (iii) program management and M&E systems enhanced.

KC-NCDDP covered 19,647 villages located in 847 municipalities across 58 provinces in 14 regions in the Philippines, benefiting about 5.3 million households. Special focus was placed on areas that were affected by Typhoon Yolanda (international name: Haiyan), one of the

⁴ The Kalahi-CIDSS National Community-Driven Development Program or KC-NCDDP is financed by the government, ADB, and the World Bank, with grant from the Government of Australia. ADB financing closed on 30 June 2018.

⁵ Kalahi-CIDSS. What is Kalahi-CIDSS? <https://ncddp.dswd.gov.ph/site/page/1>.

⁶ Government of the Philippines, Department of Social Welfare and Development. 2014. *Kalahi-CIDSS NCDDP Operations Manual*. <https://ncddp.dswd.gov.ph/site/download>.

⁷ ADB. 2013. *Report and Recommendation of the President to the Board of Directors: Proposed Loan to the Republic of the Philippines for the Kalahi-CIDSS National Community-Driven Development Project*. Manila.

strongest typhoons in history, which devastated central Philippines on 8 November 2013, and caused the deaths of thousands and massive loss of and damage to property.

ADB provided the Government of the Philippines with an emergency assistance loan of \$372.1 million (footnote 7) to support the KC-NCDDP in restoring basic social services and rebuilding communities affected by Typhoon Yolanda. ADB's financing supported 352 municipalities; that of the World Bank, 319 municipalities; and that of ADB and the World Bank together, subprojects in 129 municipalities.

Gender was an integral part of KC-NCDDP. The program ensured equal opportunities and benefits for both men and women in its processes. Women's inclusion was one of the program's strategies to address the needs of the poor and most vulnerable sectors of communities.

The gender mainstreaming initiative of KC-NCDDP is consistent with the 2009 Magna Carta of Women (Republic Act 9710), which outlines the Government of the Philippines' strategy to mainstream gender in all its programs, projects, and activities.⁸ Similarly, it is guided by the DSWD's policies and guidelines on gender and convergence, and ADB's gender policy.⁹ KC-NCDDP has its own gender mainstreaming policy as well.¹⁰

B. Gender Analysis and Program Design Features

1. Gender Issues and Gender Action Plan

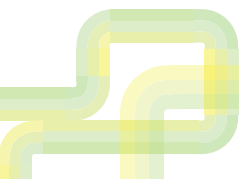
Gender issues addressed by the program. Community norms continue to prevent women from taking more active roles in community development. Gender stereotyping, the competing demands of productive and reproductive work, and lack of control to manage and control their own affairs exclude women from opportunities that would allow them to develop their full potential and become partners in development. Moreover, culturally ingrained gender stereotypes result in stark disparities between men and women in political, economic, and social arenas.

The economic and poverty situation of women demonstrates these disparities. Women's workforce participation rate is at 52% compared with 81% for men. Moreover, only two in five salaried workers are women. There is also an income discrepancy of 41%, favoring men.

⁸ Government of the Philippines. 2010. *Republic Act No. 9710: The Magna Carta of Women Implementing Rules and Regulations*. Manila: PCW. http://www.bwsc.dole.gov.ph/images/W3AP/ra9710_with_irr.pdf.

⁹ Government of the Philippines, Department of Social Welfare and Development. 2012. *DSWD Guidelines on Gender and Development (GAD) Mainstreaming (DSWD Administrative Order No. 5, Series of 2012)*. Manila; Government of the Philippines, Department of Social Welfare and Development. 2012. *Guidelines on Internal Convergence of the DSWD Core Social Protection Programs (Memorandum Circular No. 18, Series of 2012)*. Manila; and ADB. 2003. *Our Framework, Policies, and Strategies: Gender and Development*. Manila.

¹⁰ Government of the Philippines, Department of Social Welfare and Development. 2011. *Gender Mainstreaming in the Kalahi-CIDSS Project (DSWD Memorandum Circular No. 7, Series of 2011)*. Manila.



Political representation of women is low as well. They make up only 21.3% at all levels of electoral posts.¹¹

Meanwhile, women continue to play traditional roles, with majority of domestic and familial responsibilities borne by them. For instance, women provide 84% of their total household time in rearing children.¹²

Statistics show that natural disasters have a greater effect on women. Girls and women compose more than half of the 200 million people who are affected by disasters every year. They are also typically exposed to more risks compared with men, particularly for those living in low-income countries and are part of the poor population.¹³

Development and disaster impacts can never be gender-neutral, especially since women become more vulnerable during times of disaster. Women and girls face threats of gender-related violence, such as rape and sexual harassment in these situations. As Margareta Wahlström, the United Nations Assistant Secretary-General for Disaster Risk Reduction, said in 2009, “Disaster risk reduction that delivers gender equality is a cost-effective, win-win option for reducing vulnerability and sustaining the livelihoods of whole communities” (footnote 13).

The Philippines, like other countries, culturally relegates women, resulting in their exclusion even in matters that directly affect them. The program principle of inclusiveness of KC-NCDDP can only be operationalized if barriers to meaningful participation are addressed, given that there are ingrained cultural practices and stereotypes that marginalize women. Needs and concerns of men and women should always form part of any development agenda, particularly for a CDD program. Affirmative action needs to be incorporated in the program design to empower women, and open up more opportunities for them to help contribute to gender equality.

Gender mainstreaming strategy. Gender mainstreaming was set in the program as a strategy to empower women and support gender equality. This initiative is consistent with the 2009 Magna Carta of Women, which mandates the “recognition, protection, fulfilment, and promotion of the rights of Filipino women,” especially those who belong to marginalized sectors.

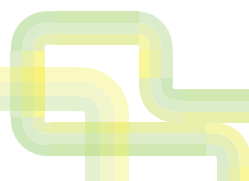
Gender mainstreaming in KC-NCDDP is intended to improve women’s participation in decision making and access to development resources and benefits.

The following enabling mechanisms and system enhancements were established to operationalize the program’s gender mainstreaming initiatives:

¹¹ World Economic Forum. 2016. *Global Gender Gap Report 2016*. Geneva. Quoted in Philippine Commission on Women. 2018. *State of Filipino Women Report Highlights*. Manila.

¹² ADB. 2013. *Gender Equality in the Labor Market in the Philippines*. Manila.

¹³ United Nations International Strategy for Disaster Reduction (UNISDR), United Nations Development Programme (UNDP), and International Union of Conservation of Nature (IUCN). 2009. *Making Disaster Risk Reduction Gender-Sensitive: Policy and Practical Guidelines*. Geneva.



- (i) **Monitoring and evaluation.** Gender mainstreaming is included in the program’s results and key performance indicators. Sex-disaggregated data requirements also form part of the program’s M&E system.
- (ii) **Gender tool kit.** The gender tool kit was developed to guide the program implementers in mainstreaming gender in a community development project.
- (iii) **Ladderized GAD training and other capacity building support mechanisms.** The following capacity building activities were developed and rolled out:
 - (a) 4-hour basic GAD orientation;¹⁴
 - (b) an audiovisual version of the GAD orientation;
 - (c) 3-day training on mainstreaming gender in the CEAC processes; and
 - (d) 5-day training on gender-responsive planning and budgeting (GRPB).
Otherwise known as GAD convergence training, this capacity building activity was one of the mechanisms for convergence of the three social protection programs of the DSWD: KC-NCDDP, Sustainable Livelihood Program, and Pantawid Pamilyang Pilipino Program (4Ps).¹⁵ The 5-day training served as a springboard for partnering with LGUs to sustain the gender mainstreaming initiatives of DSWD. Specifically, it was intended to be the jump-off point to advocate for full gender mainstreaming of municipal and barangay LGUs in their policies, establish enabling mechanisms to make their programs and services gender-responsive, and leverage the use of their 5% mandatory GAD fund as required by the 2009 Magna Carta of Women.
- (iv) **Staffing.** Key consultants and staff (such as the gender specialist) were hired to ensure that gender mainstreaming initiatives are carried out and relevant issues addressed. At the regional level, the deputy regional program managers were designated as regional GAD focal persons who take the lead in the program’s gender mainstreaming efforts.
- (v) **LGU support and sustainability.** One of the stipulations in the memorandum of agreement between a municipality and the DSWD for the implementation of KC-NCDDP is the designation by the municipal LGU of a GAD focal, who will also be part of the MCT. The GAD focal may be appointed through either a Sangguniang Bayan resolution or an executive order.
- (vi) **Safeguards.** The program was designed with safeguards mechanisms to ensure the protection of vulnerable sectors. Monitoring these mechanisms is part of the major functions of the community development officers at the regional level.

Gender issues during program implementation, such as difficulties in engaging women in paid labor construction, were addressed. For example, the KC-NCDDP procurement manual¹⁶ was enhanced to include women in the workforce. Moreover, guidance notes provided in 2014¹⁷ to the regional program management offices recommended the utilization of ADB’s Technical

¹⁴ This formed part of the basic ACT training to aid in and enhance the awareness of program staff on GAD, and to strengthen their understanding of the program’s requirements.

¹⁵ The Sustainable Livelihood Program is a community-based program of the DSWD that aims to support poor Filipinos by providing them with trainings to open up employment opportunities; or by providing seed capital so they can start their own microenterprises. 4Ps is the conditional cash transfer program implemented by the DSWD to support the health and education of children belonging to poor families.

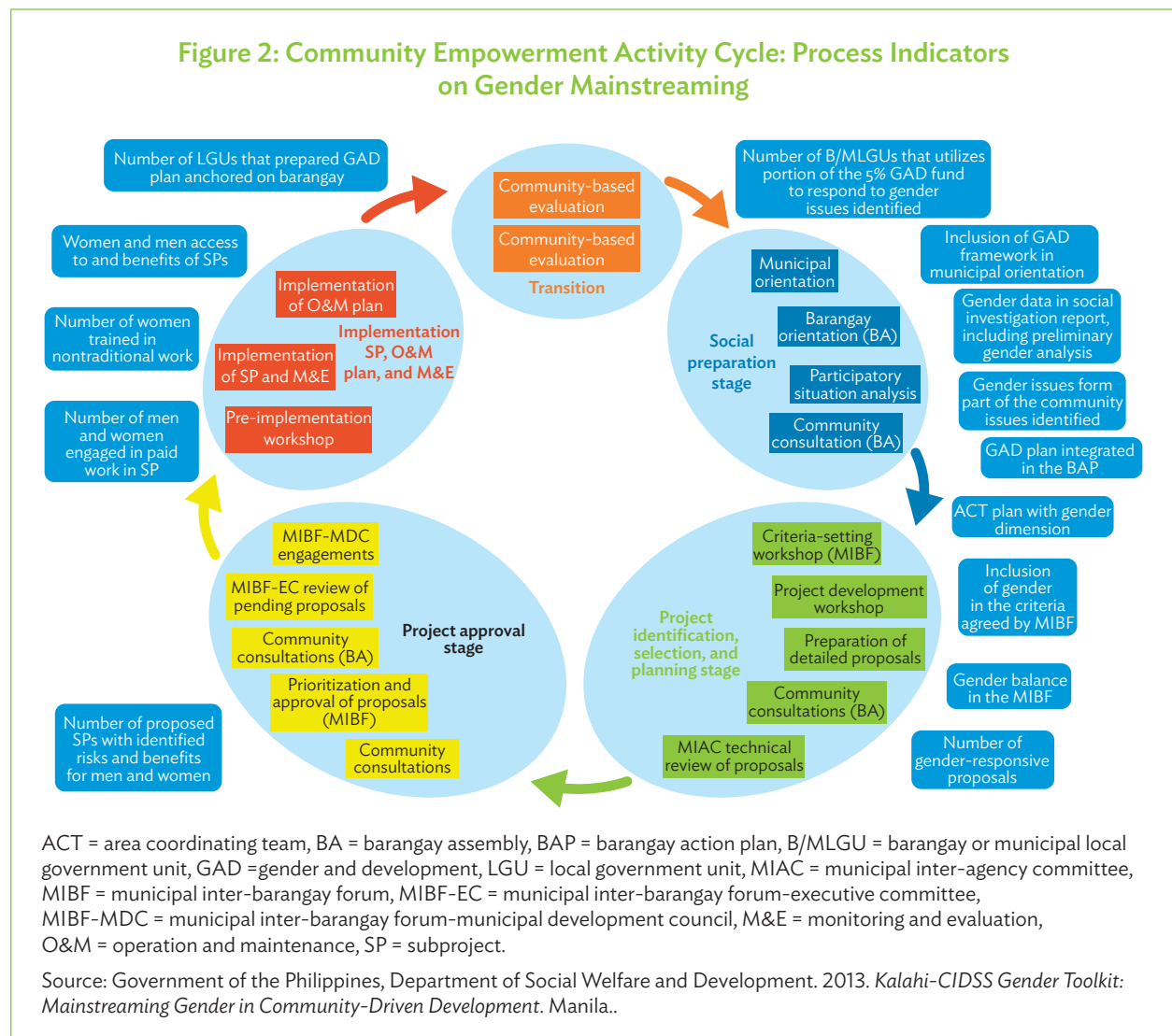
¹⁶ Government of the Philippines, Department of Social Welfare and Development Kalahi-CIDSS National Community-Driven Development Program. 2015. *Community-Based Procurement Manual*. Manila.

¹⁷ Government of the Philippines, Department of Social Welfare and Development Kalahi-CIDSS National Community-Driven Development Program. 2014. *Guidance Notes re: Gender Mainstreaming in KALAHÍ CIDSS NCDDP*. Manila.

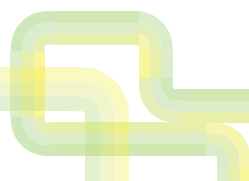
Assistance Fund to finance the provision of nontraditional skills trainings (NTST) (e.g., painting, carpentry, masonry, and electrical wiring) for women in response to the limited number of women engaging in construction during subproject implementation.

Key gender actions, targets, and indicators. The KC-NCDDP policy stipulates the promotion of active participation of both men and women in decision making within the opportunities of the program. It also ensures that they both have equal access to and enjoy the program benefits (footnote 10).

To operationalize this, key process indicators were developed and overlaid with the program’s community empowerment activity cycle to guide program staff and help them in determining whether target gender outputs are achieved (Figure 2).¹⁸



¹⁸ Government of the Philippines, Department of Social Welfare and Development. 2013. *Kalahi-CIDSS Gender Toolkit: Mainstreaming Gender in Community-Driven Development*. Manila.



The four key gender output indicators of the program are:

- (i) 50% women in committee membership,
- (ii) 50% women leadership in committees,
- (iii) 20%–30% women in paid labor, and
- (iv) 50% women’s attendance in barangay assemblies.

These indicators are regularly monitored through the quarterly submission of reports by the regional PMOs. These are also subject to discussion during program reviews. Gaps may also be addressed through field monitoring and provision of technical assistance by national or regional PMOs to field staff to ensure that men and women are provided equal opportunities by the program.

Originally, there were 29 items in the GAP. As a result of an ADB midterm review in the early part of 2016, these were clustered to 11, all of which are anchored on the program’s key outputs, as can be seen in the GAP (Appendix). These were grouped under the three major gender indicators: (i) enhanced gender-responsiveness of activities in the CEAC processes, (ii) institutional capacity development, and (iii) program management and M&E.

The GAP is intended to help the program achieve its target impact and outcomes, and ensure the inclusion of women’s concerns and issues in its processes. It is consistent with ADB’s gender policies.

2. Overall Assessment of Gender-Related Results and Achievements

KC-NCDDP generally achieved its GAP commitments. The following were established to meet these: (i) gender policy and guidelines, (ii) enabling mechanisms, and (iii) GAD training modules and ladderized capacity building activities for program staff and stakeholders. Some examples of how gender mainstreaming was integrated in the program are:

- (i) The environmental safeguards manual ensures that the potential risks and benefits to women are considered.
- (ii) The procurement manual stipulates the inclusion of women as part of the workforce requirement.
- (iii) The infrastructure manual calls for the inclusion of women during O&M.
- (iv) The DSWD gender policy requires that all training programs integrate gender mainstreaming.
- (v) The DSWD GAD convergence framework¹⁹ calls for optimization of human and capital resources for the benefit of both men and women in communities where DSWD is providing its services.

¹⁹ Government of the Philippines, Department of Social Welfare and Development. 2012. Guidelines on Internal Convergence of the DSWD Core Social Protection Programs (Memorandum Circular No. 18, Series of 2012). Manila.

Enabling mechanisms were also established to ensure women's involvement in the program. Consultants and staff were engaged to monitor the gender mainstreaming processes. The following were also established to provide staffing support to this initiative: (i) hiring of a gender specialist; (ii) designation of the deputy regional program manager as regional GAD focal person; (iii) inclusion of gender mainstreaming responsibilities in the terms of reference for key regional and national PMO social process consultants and staff²⁰ and members of the ACTs; and (iv) hiring of a community development officer for safeguards at the regional PMO level to track the indicators relevant to the program's thematic areas, including gender safeguards.

The memorandum of agreement between the DSWD and the municipal LGU that will implement KC-NCDDP includes a provision to designate a municipal GAD focal person to support the gender mainstreaming thrust of the program. The focal person is also automatically included as a member of the MCT as part of the municipal enrollment requirements.

Capability building is one of the major program components. Five trainers' training sessions were conducted from 2015 to 2016 to develop trainers among DSWD personnel in preparation for the rollout of GRPB. Attendees were KC-NCDDP, Sustainable Livelihood Program, and 4Ps capacity building staff and consultants, together with municipal LGU personnel from identified gender pilot municipalities of each region.²¹ Following the completion of five training of trainers sessions, DSWD issued a memorandum to its field offices to roll out the training to all municipalities (KC-NCDDP or otherwise) in 2016, and to monitor the municipal LGU GAD plans formulated during the training of trainers. Ladderized GAD training programs and other such activities were also designed to capacitate program staff on incorporating gender mainstreaming in KC-NCDDP implementation.

In community-level training, women made up 63% (195,885 out of 311,519)²² of community volunteers who participated in capacity building activities of KC-NCDDP, which also included GAD training.

Gender mainstreaming in community-development processes. Gender mainstreaming is incorporated in the program's processes, particularly at the municipal and barangay levels.²³ ACTs are provided with the gender tool kit, which, along with indicating specific process output indicators, also provides guidance on how to integrate the gender dimension in facilitating discussions in communities. Sex-disaggregated and gender-related data form part of the social investigation report, while the participatory situation analysis tools incorporate key questions to surface issues, including gender-related concerns.

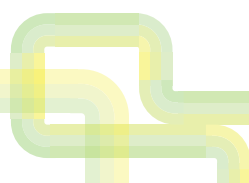
As of June 2018, the KC-NCDDP generally exceeded the key gender performance indicators at the community level (Figure 4). Women's overall representation in KC-NCDDP committees is at 64% (164,362 out of 258,405), and they occupied 61%

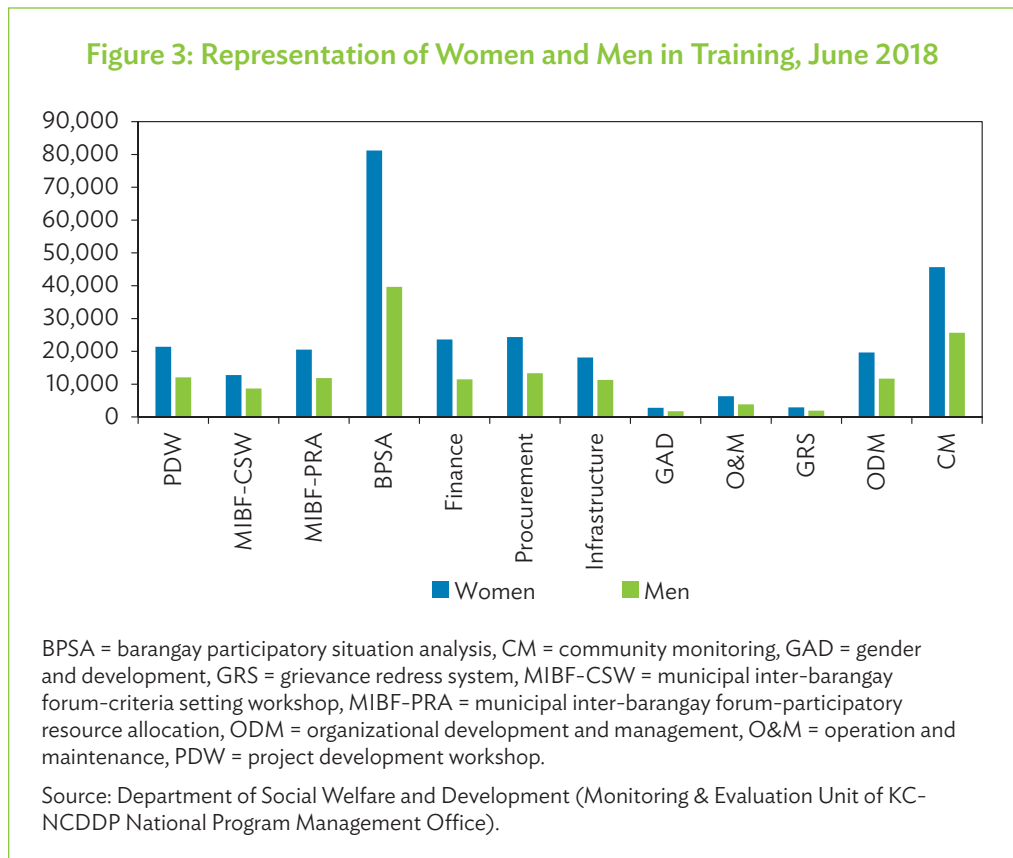
²⁰ Specifically, the national, deputy national, and regional community development specialists; and the project development officer IV for process.

²¹ Municipal personnel includes municipal GAD focal, Sangguniang Bayan committee chair on women and family, and Sangguniang Bayan committee chair on appropriation.

²² Unless noted otherwise, all data are as of the second quarter of 2018.

²³ Training of project staff was also anchored on the use of the gender tool kit.





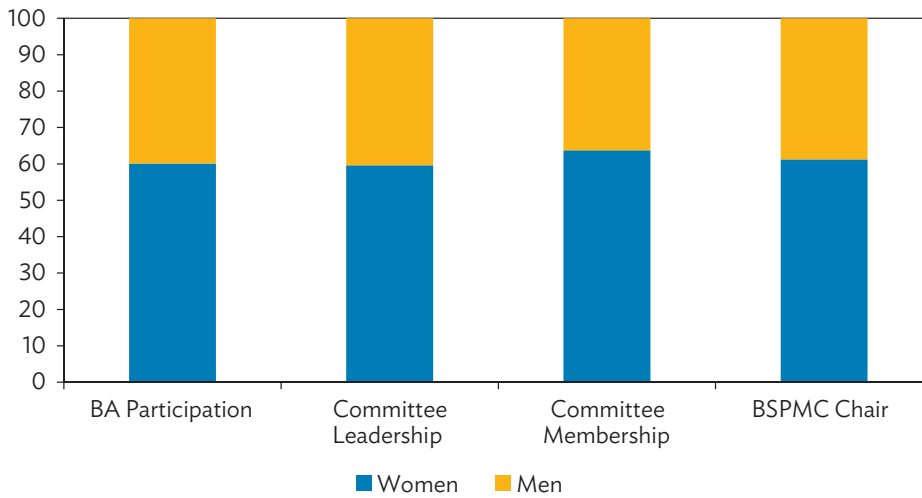
(50,898 out of 82,922) of the leadership positions in these committees. Coincidentally, 61% (1,498 out of 2,446) of the barangay subproject management committee chairpersons, the de facto leaders of KC-NCDDP community volunteers, were also women. Meanwhile, female representation in barangay assemblies was 60% (29,719,929 out of 49,456,317).

Figure 5 shows that most of the leaders and members of community volunteer committees are women. The exception to this is the project implementation team, which had a relatively lower proportion of women volunteers holding leadership positions (49%). Women significantly outnumbered men in bookkeeping committee (87%) although it accounted for only a small percentage of women volunteers (1%). They also predominated in the audit and inventory committee (74%), bids and awards committee (69%), and procurement team (64%). These committees accounted for about two-thirds of women volunteers.

The reasons why women outnumbered men as community volunteers and leaders in KC-NCDDP committees include:

- (i) Women are more driven to do volunteer work, seeing their social responsibility in their community. As women community volunteers in Barangay Casay in Casiguran, Sorsogon said, “*Kahit gaano kadami ang kailangan gawin, ginagawa namin. Hindi namin binibilang kung gaano kadami na ang nagawa namin* [No matter how much work needs to be done, we do it. We do not count how much we have

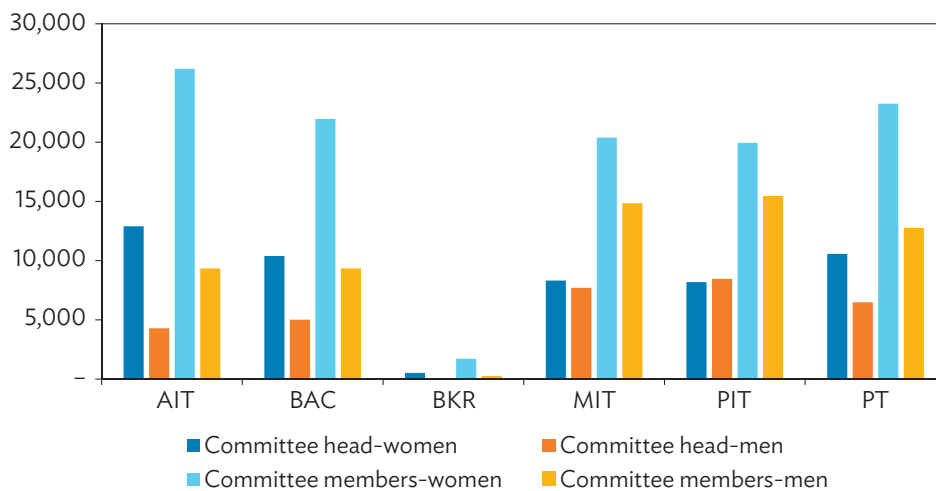
Figure 4: Participation of Women and Men in Barangay Assemblies and Their Representation in Community Volunteer Committees, June 2018 (%)



BA = barangay assembly, BSPMC = barangay subproject management committee.

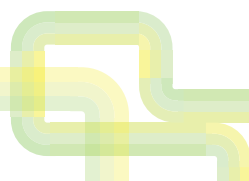
Source: Department of Social Welfare and Development (Monitoring & Evaluation Unit of KC-NCDDP National Program Management Office).

Figure 5: Representation of Women and Men in Specific Community Volunteer Committees, June 2018



AIT = audit and inventory team, BAC = bids and awards committee, BKR = bookkeeper, MIT = monitoring and inspection team, PIT = project implementation team, PT = procurement team.

Source: Department of Social Welfare and Development (Monitoring & Evaluation Unit of KC-NCDDP National Program Management Office).



- done].” This is consistent with a previous study that indicates that women are more communal and nurturing, and have greater empathy compared with men.²⁴
- (ii) Women experienced improved confidence and had greater self-worth as a result of their engagement in KC-NCDDP. One research participant said, “*Natutuwa ako na may nakapansin sa kakayahan ko... Lyon naman ang gusto ko na makilala sa mga kakayahan ko* [I am happy that I was noticed because of my skills. That is what I wanted, to be recognized for what I can do].” Another one said, “*Isa na akong babae na nagagawa ang ‘di kaya dati. Nakaya ko na kahit high school lang ako ang hindi kayang gampanan ng mga nakatapos* [I am a woman who was able to do what I could not do before. I was able to do something that those who finished schooling could not do even though I only finished high school]”.
 - (iii) Women saw volunteerism as a way to enhance relationships within the community. Contrary to the idea that engaging in volunteer work will be an added burden to women, they actually saw this as an outlet for fulfillment. Not only did volunteer work increase their self-esteem, it also built and strengthened relationships, and even created more social support for them. This is consistent with a research finding that women are more likely to seek social support when doing volunteer work (footnote 24). They turned to their family and friends for assistance in managing their responsibilities while they are serving as KC-NCDDP community volunteers. For instance, women may leave their children with a parent or another relative while they are performing their tasks in KC-NCDDP.
 - (iv) Men are preoccupied with economic work. In the Philippines, there is a cultural stereotype that men should be the breadwinners. This is also seen in KC-NCDDP-covered communities. Because many of the men in the community are engaged in paid work within or outside the municipality, the women take on the responsibilities required of volunteers to ensure that their respective communities are able to get a subproject from the program.

Women’s participation in subproject construction. In KC-NCDDP, majority of the subprojects chosen by the barangays were small-scale construction infrastructure such as pathways, tire paths, day care centers, and school buildings. As a community, barangay residents can decide if they want to be the ones to construct their chosen subproject (referred in KC-NCDDP as “community force account”²⁵), with guidance from the assigned technical facilitator and the municipal engineer to ensure that the technical specifications and the work items are conducted according to standards set by the government.²⁶ This option provides laborers with the opportunity to earn money (footnote 26), one of the two instances in the project cycle wherein volunteers may be paid for their work, the other one being in O&M.²⁷ Workers are divided into two groups: skilled and unskilled. As the

²⁴ W. Wymer. 2011. The Implications of Sex Differences on Volunteer Preferences. *Voluntas: International Journal of Voluntary and Nonprofit Organizations*. 22 (4). pp. 831–851.

²⁵ Government of the Philippines, Department of Social Welfare and Development Kalahi-CIDSS National Community-Driven Development Program. 2016. *Community-Based Infrastructure Manual Volume One (Revised)*. Manila.

²⁶ According to the KC-NCDDP Community Infrastructure manual, the wages of laborers are in accordance with the prevailing rates indicated by the Department of Labor and Employment Wage Board. Alternatively, the Sangguniang Bayan may release a resolution identifying the amount to be earned by the workers.

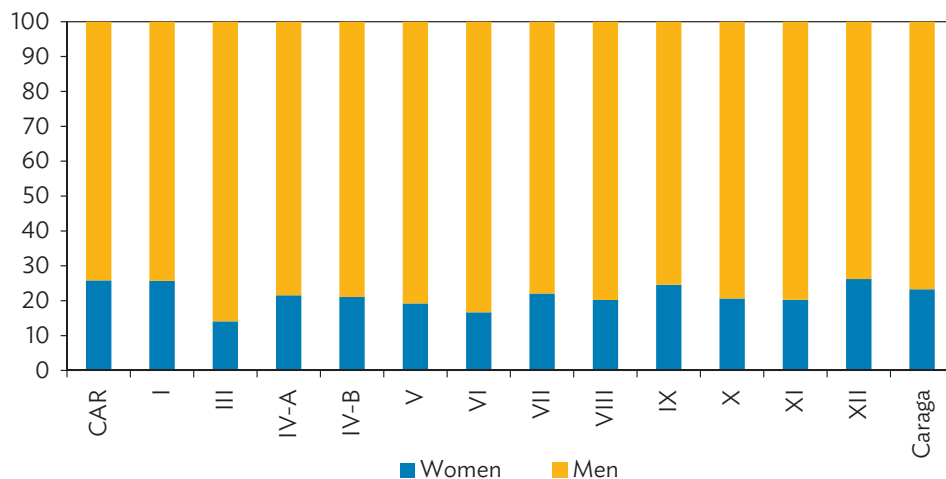
²⁷ Not all O&M groups receive payment. Whether they will be paid will depend on the consensus of the community.

name implies, unskilled labor pertains to the types of work that do not require training (e.g., putting aggregates into sacks, inventory and/or management of construction materials, hauling materials, and excavating). Meanwhile, skilled labor refers to specialized tasks that require prior training (e.g., plumbing, masonry, construction painting, and electrical wiring).

Women engagement in paid subproject construction work is an affirmative action of KC-NCDDP. As indicated in the gender tool kit, “it is the policy of the KC Project to promote active participation of both men and women in decision making within the opportunities provided by project activities, and to ensure that both have equal access to and enjoy the benefits of project implementation” (footnote 18).

The paid labor indicator in the GAP (where 20%–30% of workers are women) emanated from the project’s progressive achievement in engaging women in construction work: from 3%–5% in 2013,²⁸ it rose to 11% in 2016.²⁹ Thus, having a 21% women engagement in paid labor can be regarded as a laudable accomplishment. Twenty-three percent (73,926 out of 327,430) of the unskilled laborers and 6% (2,221 out of 35,312) of skilled laborers were women. Figure 6 shows the proportion of women and men in paid labor by region.

Figure 6: Participation of Women and Men in Paid Labor by Region, June 2018 (%)

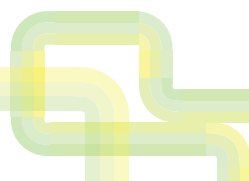


CAR = Cordillera Administrative Region; I = Ilocos; II = Cagayan Valley; III = Central Luzon; IV-A = Cavite, Laguna, Batangas, Rizal, Quezon (CALABARZON); IV-B = Occidental Mindoro, Oriental Mindoro, Marinduque, Romblon, Palawan (MIMAROPA); V = Bicol; VI = Western Visayas; VII = Central Visayas; VIII = Eastern Visayas; IX = Western Mindanao; X = Northern Mindanao; XI = Davao Region; XII = South Cotabato, Cotabato, Sultan Kudarat, Sarangani, General Santos City (SOCCSKSARGEN).

Source: Department of Social Welfare and Development (Monitoring & Evaluation Unit of KC-NCDDP National Program Management Office).

²⁸ S. Sobritchea. 2013. Department of Social Welfare and Development. Kalahi-CIDSS Millennium Challenge Corporation. Manila. Unpublished.

²⁹ Millennium Challenge Account-Philippines and Millennium Challenge Corporation. 2016. *Philippine Compact Social and Gender Summary Report*. Manila.



A number of action agenda were identified in consideration of the ingrained cultural stereotype that construction is a male-dominated arena, and the limited skills among most women in construction-related work, despite their interest in engaging as laborers. These included: (i) requiring the engagement of 20%–30% women in paid labor in the GAP; (ii) training interested women in nontraditional skills such as welding, carpentry, masonry, painting, and electrical wiring; (iii) discussing the engagement of women in paid labor with contractors during the pre-bid conference; (iv) using the “*pakyaw*” system as a strategy; and (vi) enhancing the preconstruction conference to better respond to the gender mainstreaming initiatives of the program.

“*Pakyaw*” is a “system of hiring a labor group for the performance of a specific work and/or service incidental to the implementation of infrastructure project by administration whereby tools and materials are furnished by the implementing agency.”³⁰ In this setup, cost estimates are adjusted to follow quantity-based work output rather than per day output. This mechanism allows women to team up to complete the work item within a specified time line. To be part of the group, women typically agree on a schedule based on their availability.

The pre-construction conference, a community-level workshop, was a required activity of KC-NCDDP. It is conducted prior to subproject implementation to orient community volunteers and other stakeholders on what activities will transpire, including the types of work that will be required during construction. Its design was enhanced to give women the opportunity to see and select from the detailed work breakdown structure the areas of work that they can engage in (footnote 18). Women are free to choose, based on their discernment, work items that they can accomplish. ACTs used the pre-construction conference as a platform to encourage women to engage in paid labor. In simple terms, they explained what types of work will be needed for the subproject during the pre-construction conference (e.g., what “hauling” means, how many people may be needed to accomplish a certain task). They asked the women if they are willing and able to do these tasks as a way of heading off any objections that may be raised on their engagement as laborers. They also explained to contractors and project supervisors the program’s requirement of encouraging women to participate in subproject construction.

Issues on women’s participation in paid labor. Despite these initiatives, opening up the opportunity for women to engage in paid labor was affected by a number of challenges. These were:

- (i) **Construction is considered as a male-dominated arena.** Construction is commonly regarded as men’s work in many areas in the Philippines. Only a few women were able to participate in the skilled workforce because of their lack of experience in doing construction work and required skills. This is compounded by the ingrained cultural beliefs that women are weaker than men, and are responsible solely for child-rearing and other household-related tasks. These issues constrain many women from engaging in paid labor.

³⁰ Government of the Philippines, Government Procurement Policy Board. 2005. *Guidelines for the Implementation of Infrastructure Projects through Negotiated Procurement Under Sec. 54.2 (D) of IRR-A of RA 9184 and by Administration*. Manila.

- (ii) **Issues with contractors.** Despite being oriented on the program's requirement of engaging women in paid labor, there were contractors who refused to include women as part of the workforce, assuming that they would slow down construction. Although there were fewer contractor-led subprojects compared with those built through the community force account, this issue is still worth examining given that there are only a few contractors willing to engage in KC-NCDDP,³¹ and this mind-set can further lower this number, which, in turn, may derail subproject implementation.
- (iii) **Limited number of skilled women laborers.** While there were efforts made by the KC-NCDDP regional and national PMOs to capacitate women in construction, these were hampered by: (a) Technical Education and Skills Development Authority (TESDA) centers that offer NTST but are far from the barangays where KC-NCDDP is implemented, which prevented women from attending;³² (b) community-based training offered by TESDA centers for women are related to jobs stereotypically attributed as women's work, and are not responsive to the program's requirements (e.g., manicure, pedicure, and hair culture for women); and (c) limited availability of KC-NCDDP funds to finance the provision of NTST to women.

Nonetheless, women considered working in construction a positive experience even for a short duration. It helped improve their self-confidence, especially when they realized that they could do tasks that were normally perceived to be men's work. On a more practical note, they were also able to earn a per capita income of ₱2,167, which they used to help support their respective families. For instance, a woman who served as a construction worker in Barangay Casay in Casiguran, Sorsogon, said that she was able to buy rice with her earnings.

Data on the number of laborers per subproject type indicates challenges and opportunities in engaging women in construction (Figure 7). The highest percentage of women was in the construction of basic access infrastructure projects, such as roads, bridges, and footpaths (22%). There were fewer women who participated in the construction of basic social services facilities like school buildings, day care centers, health stations, and water systems (20%). Engineers from the national PMO who were interviewed explained that one possible reason is that basic access subprojects require fewer skilled laborers. In contrast, basic social services facilities require more skilled work such as electrical wiring, plumbing, carpentry, and masonry. This automatically disqualifies most women, since many of them have not received training required for these types of work.

Women's political voice. Women's participation in the program's processes opened up the opportunity for them to gainfully participate in their own development agenda. Moreover, their engagement in the program allowed them to recognize and hone their skills, recognizing their capacity to do and capacity to be.³³ For many of these women, involvement in KC-NCDDP allowed them to be recognized as active members and even as leaders of their respective communities. As they engaged in program processes to respond

³¹ Many contractors, particularly larger ones, are not interested in engaging in KC-NCDDP because its subprojects are generally smaller (and thus cheaper) compared with other infrastructure projects that they may get.

³² Spending time in training may keep them from performing their other responsibilities, including but not limited to child rearing. Expenses (e.g., food, transport) may also prevent women from joining these training.

³³ A. Sen. 1999. *Development as Freedom*. New York: Anchor.

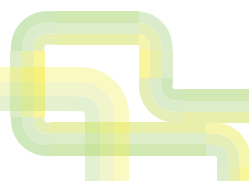
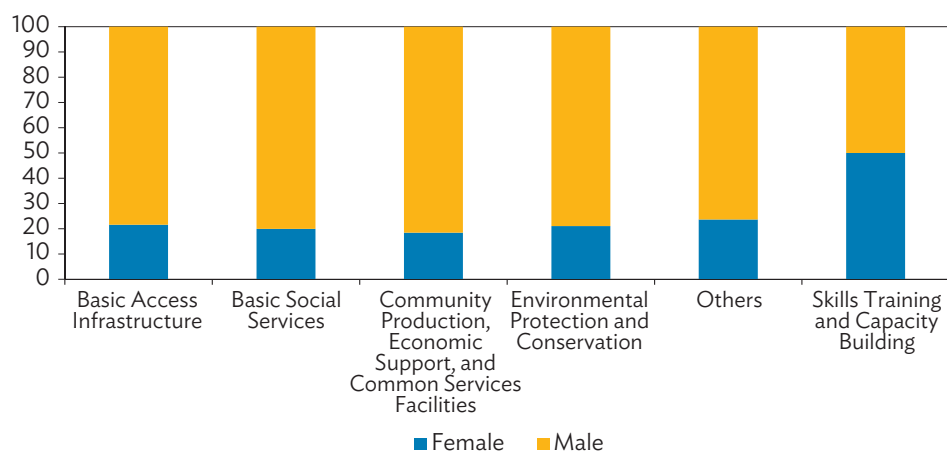


Figure 7: Proportion of Women and Men in Paid Labor by Subproject Type, June 2018 (%)



Source: Department of Social Welfare and Development (Monitoring & Evaluation Unit of KC-NCDDP National Program Management Office).

to their needs, their capacities are tapped and developed, transforming them into leaders and active members of society.

The enabling opportunities provided by the program paved the way for women volunteers to be recognized in their barangays and municipalities. As a result of their engagement in KC-NCDDP, some became employed by their respective local governments, including as barangay health workers, barangay nutrition scholars, barangay secretaries, and bookkeepers. Other women were enjoined to run in local elections. Some community volunteers, both former and current, have been elected into public office in their respective local governments.

C. Gender Equality Results

The gender equality results achieved by KC-NCDDP are in line with its three primary objectives: empowerment, improved local governance, and poverty alleviation.

1. Empowerment

For most of the women, the empowerment process that they went through as KC-NCDDP community volunteers typically led to changes in gender relations in the family and the community. Many of them are housebound and their primary responsibilities involve stereotypical roles, such as rearing children and housekeeping. Serving as KC-NCDDP community volunteers exposed them to different tasks, responsibilities, and people. More often, these experiences brought forth changes in these women, not just in how they saw themselves, but also how they were seen by other people, including family members and other community residents. Many of them have since taken leadership positions, a role they had no prior experience.

One of the methods KC-NCDDP employs to ensure empowerment is the provision of training to community volunteers.³⁴ These training interventions are designed to enable them to perform their tasks effectively during their engagement in the program. However, there is expectation that they will be able to use the skills they developed even beyond KC-NCDDP. One community volunteer who has demonstrated this is Ruthzinae Dig (Case Study 1).

As of June 2018, KC-NCDDP had trained 311,519 individuals, 63% of whom are women. Through these capacity building activities, women were able to develop and improve skills that they were able to use within and outside the program. The training and the experience of handling different responsibilities form part of the empowerment process that helped community volunteers realize their respective capacities. This is particularly applicable for women like Irma Gumal (Case Study 2), who came to realize that they can contribute to community development and improve their status in life through their engagement in KC-NCDDP.

Special effort is also made by the program to ensure the inclusion of marginalized sectors, such as indigenous peoples in program implementation. As of June 2018, 49,317 indigenous peoples have participated in KC-NCDDP, of whom 58% are women. Of these women, 19% held leadership positions during their engagement in the program.

2. Improved Local Governance

The CDD strategy employed by KC-NCDDP has encouraged the citizenry, men and women alike, to become more active in engaging their respective local governments. One of the platforms it uses to ensure citizen involvement is the barangay assembly.

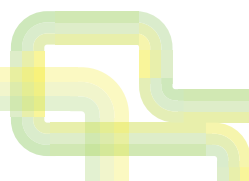
The Local Government Code, 1991 (Republic Act 7160) requires the conduct of two barangay assemblies per year. However, KC-NCDDP requires the conduct of five in one given cycle.³⁵ The intent is to improve local governance by providing community residents more opportunities to express their concerns and opinions. Discussions are noted down in minutes of meetings, which are also required by KC-NCDDP.

Besides calling the meeting to order, the barangay chairperson, as well as council members, also serves as support. The barangay subproject management committee (BSPMC) chairperson presides over these barangay assemblies. This setup has provided BSPMC chairpersons—many of whom are women—the opportunity to take on a leadership role in the community. Moreover, participating in these assemblies provides men and women the means to serve as active partners in development. Women’s concerns and level of participation may also be considered in the process, as the program requires that the minutes of meetings³⁶ indicate the details of questions raised, as well as the corresponding responses. Similarly, the program’s grievance redress system also

³⁴ The type of training depends on the functions that community volunteers will perform during their engagement in KC-NCDDP.

³⁵ Government of the Philippines, Department of Social Welfare and Development Kalahi-CIDSS National Community-Driven Development Program. *CEAC 101: Your Guide in Engaging Communities*. Manila.

³⁶ Government of the Philippines, Department of Social Welfare and Development Kalahi-CIDSS National Community-Driven Development Program. 2016. *Compendium of CDD Forms and Tools*. Manila.



Case Study 1: Becoming “Wonder Woman”

Prior to her husband’s death, Ruthzinae Dig, 43, was a housewife who took care of their six children in Barangay Catanagan in Juban, Sorsogon. Despite her desire to work and holding a bachelor’s degree in industrial technology, she did not pursue a career because her husband prevented her from doing so. His unexpected demise forced her to make a living to support her children. She took on a number of jobs, including sewing, selling goods, and working part-time at the local church to make ends meet.

With the entry of the Kapit-Bisig Laban sa Kahirapan—Comprehensive and Integrated Delivery of Social Services National Community-Driven Development Program (KC-NCDDP) in their barangay, she was chosen as part of the project preparation team, and then as the bids and awards committee chairperson by the other residents in the community. According to her, she was selected by the other residents because she had a college degree. However, Ruth herself said that she was very shy at the beginning, and she admitted that she had very low self-confidence.



A housewife turned leader. From being a housewife, Ruthzinae Dig was empowered to become both the sole provider for her family and a leader in the community.

Her time as a community volunteer helped her develop her skills and enabled her to become more confident about herself. Through the efforts of Ruth and the other community volunteers, their barangay was able to complete their KC-NCDDP subproject, the concreting of a pathway that used to get muddy whenever it rained.

Ruth’s work in the program eventually got her employed by the local government. She was later hired as a KC-NCDDP community empowerment facilitator, a job she held for 3 years.

Her able management of her various responsibilities earned her the moniker “Wonder Woman” from her fellow villagers, and she proudly stated that her children see her as their “idol.”

She credits KC-NCDDP for developing her skills, which she said she was able to use not just as a community volunteer and later on as a community empowerment facilitator, but also in her personal life. “*Kaya ko mag-disiplina ng anak, at kaya ko maging lider* [I can discipline my children, and I can be a leader],” she proudly stated.

“*Malaki talaga ang pinagbago, kaya laking pasalamat talaga ako na dumating ang Kalahi-CIDSS sa buhay ko* [A lot has changed, which is why I am very grateful that Kalahi-CIDSS came into my life],” she also stated.

“*Ngayon, proud ako sa sarili ko* [I am proud of myself],” she declared.

Source: Asian Development Bank (interview by Lourdes Cresencio-Turiano and Melanie Sison).

Case Study 2: A Housekeeper Turned Project Manager

Shortly after Irma Gumal, 31, completed grade 6, her mother made her leave school to make a living after the death of her father. The third of 10 children, she became the family's breadwinner, supporting her siblings. She served as a housekeeper for a number of households within and outside Barangay Casay in Juban, Sorsogon, the town where she lives, over the years. In between jobs, she went to school, although she was not able to complete her education because she was required to work to support her siblings.

Eventually, Irma, or Imang as she prefers to be called, served as a barangay health worker in their barangay. However, her shyness made her hesitant to join large-scale events in their community, even to the point of making spirited attempts to avoid leading these activities.

Imang was later elected as the barangay subproject management committee chairperson of their barangay, the de facto leader of the community volunteers. The training, as well as the experience of being part of this program, subsequently developed her self-confidence despite some naysayers questioning her abilities. According to Imang, there were people who expressed their doubts that a housekeeper can manage the implementation of their subprojects. Nevertheless, she persisted, and she was able to successfully fulfill her responsibilities, gaining the respect of her fellow villagers along the way. Under her leadership, their community was able to implement their Kapit-Bisig Laban sa Kahirapan—Comprehensive and Integrated Delivery of Social Services National Community-Driven Development Program (KC-NCDDP) subproject, the concreting of a pathway.

“Nakaya ko, na kahit high school lang ako, ang hindi kayang gampanan ng mga nakatapos [Even if I just reached high school, I was able to perform the tasks that those who finished school could not have accomplished],” Imang said.

“Parang college na din ako sa naranasan sa KC-NCDDP. Para akong engineer [It is like I finished college because of my experience in KC-NCDDP. I am like an engineer],” she continued proudly.

From being shy and unsure of herself, Imang is now more confident. She recently started her own buy-and-sell business. *“Hindi ko alam na kaya pala ng mga babae iyon.... Ang taas na ng tingin ko sa sarili ko [I did not know that women could do this. I now have a high regard for myself].”*



Through her engagement in KC-NCDDP, Irma Gumal was able to discover her ability to take on a leadership position in her community.

Source: Asian Development Bank (interview by Lourdes Cresencio-Turiano and Melanie Sison).

Case Study 3: Standing Up for Community-Driven Development

At first glance, Eva Hamocin, 41, may not seem like an antihero, more so when you view the fact that she is a barangay health worker and a former barangay nutrition scholar, and previously also served as a Pantawid Pamilyang Pilipino Program parent leader and treasurer of their Sustainable Livelihood Program. Nonetheless, Eva proudly gave herself that label when she was chosen as the barangay subproject management committee chairperson by her fellow villagers in Barangay Tigbao in Casiguran, Sorsogon.

“*Pinili si Eva bilang kontrabida* [I was chosen to be the antihero],” she said, laughing. She accepted this role for the good of the community.

Having been chosen as the barangay subproject management committee chairperson for the construction of their subproject, an evacuation center, this position entailed having to stand up to local government officials, including the barangay captain, to ensure that they do not meddle in the implementation of their subproject.

According to Eva, she was chosen by her fellow villagers because of her assertive personality, which was partly honed by her engagement in other programs of the Department of Social Welfare and Development, allowing her to have the confidence to help ensure that their subproject is implemented according to process.

Because of this, she and the barangay captain took on adversarial positions. Eventually, however, they were able to come to an understanding and learned to work together for the completion of the evacuation center, a subproject solely needed by the community considering that many of them live in houses made of light materials and are often forced to evacuate during typhoons. Eva continues to remain an active member of the community, continuing her role as a barangay health worker.

Source: Asian Development Bank (interview by Lourdes Cresencio-Turiano and Melanie Sison).



Standing up to authority. As the barangay subproject management committee chairperson, Eva Hamocin had the courage to stand up to a local elected official for the welfare of her community.

provides a mechanism for issues and concerns, including gender-related issues, to be flagged and raised to proper authorities.

Training interventions in KC-NCDDP have helped shape community volunteers into leaders. A total of 82,922 individuals have taken leadership positions in the programs 61% of whom are women. The high proportion of women leaders indicates diffusion of the stereotypical perspective that leadership is a male responsibility.

Community volunteers have also, in varying degrees, become more active in engaging their LGUs because of their involvement in the program. Their experiences in serving in KC-NCDDP empowered them to demand transparency, accountability, and responsiveness

from those in position. Eva Hamocin (Case Study 3) is one of the women who are confident in calling out local elected officials to be more receptive to citizens' needs and concerns.

The empowerment process of KC-NCDDP has also helped community volunteers become confident enough to run for public office. There are cases of women community volunteers like Mariflor Anorne (Case Study 4) who are being encouraged by their fellow villagers to run for public office because their potential surfaced during their stint as KC-NCDDP

Case Study 4: From Housewife to Potential Barangay Chieftain

Mariflor Anorne, 43, had attended all of the Kapit-Bisig Laban sa Kahirapan—Comprehensive and Integrated Delivery of Social Services National Community-Driven Development Program (KC-NCDDP) barangay assemblies since the program entered their community in Barangay Maalo in Juban, Sorsogon. However, it was only after 2 years that she officially joined as one of its community volunteers.

Her reason? Mariflor did not want to overshadow her husband, a local elected official who volunteered in KC-NCDDP before her. At the same time, she did not want to put herself forward and make it appear that she knew more than the other villagers who were part of the program.

Even so, she informally helped the other community volunteers by teaching them the KC-NCDDP process, which she grasped quickly. Eventually, her actions caught the attention of the local chieftain and the program's community empowerment facilitator, and she was subsequently chosen to be both bookkeeper and timekeeper during their barangay's KC-NCDDP implementation of an evacuation center. This subproject was chosen because there were households that lived in areas prone to landslides.

Mariflor's work in her community has since led her to win a regional volunteer's award in KC-NCDDP, as well as a spot in the training conducted by another government agency.

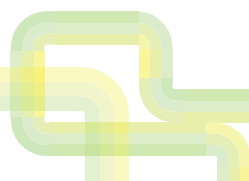
Mariflor is now being encouraged to run for local office by her fellow villagers. While she has yet to make a full commitment to this, she already pledged to continue helping the community in her own capacity.

She continues to encourage other women to become more active in local activities, telling them, "*Wag kayong mag-alangan. Wag niyong isipin na maliit kayo. Dapat humble pa rin kayo at nakatapak sa lupa, pero dapat mag-participate kayo para may alam kayo* [Do not second-guess yourself. Do not think that you are limited. While you should keep yourself humble and grounded, you should participate so you can educate yourself]."

Source: Asian Development Bank (interview by Lourdes Cresencio-Turiano and Melanie Sison).



Stepping out of her husband's shadow. Originally hesitant to join the roster of KC-NCDDP community volunteers, Mariflor Anorne has since been recognized for her skills and is now being encouraged to run for local office.



community volunteers. Some have already been elected into position. In Juban, Sorsogon, 54 of its community volunteers have been voted as local government officials, 46% (or 25) of whom are women.

3. Poverty Alleviation

KC-NCDDP also aids in promoting economic empowerment. The program helped open opportunities, whether directly or indirectly, for women to generate income either through paid labor, skills training, or improved access to markets through road subprojects.

An affirmative action taken by KC-NCDDP in terms of gender mainstreaming is ensuring at least 20% women's participation in paid construction work.³⁷ As of June 2018, 21% (76,774) of workers during subproject implementation are women. They earned a total of ₱166,365,176.47 as laborers during the construction of their subprojects or a per capita income of ₱2,167.

According to the interviewed program staff and community volunteers, women's participation in physical labor is hampered by the fact that there are certain individuals, including program-hired staff, local officials, contractors, and program supervisors, who actively prevent them from joining the workforce. Many of them continue to hold on to the belief that construction is men's work. However, there are instances where women in KC-NCDDP communities have begun challenging this mind-set. For instance, those from Barangay Casay in Casiguran, Sorsogon—many of whom served as laborers during subproject implementation—denounced their elected and unofficial barangay leaders who insisted that construction is men's work. The women asserted that they can handle these tasks so long as they are given the opportunity and provided with proper training and guidance.

Some communities have taken active steps to make it easier for women to join the workforce. For example, in some areas, there were designated caretakers responsible for taking care of the children so the mothers can have time to join the implementation of subprojects.

Program staff of KC-NCDDP also did their part to promote women's participation in paid labor. ACTs explained the types of work involved in construction to help women understand the tasks they may perform as laborers. If they observe that some individuals are trying to keep the women from volunteering as laborers, staff deliberately asked the women if they are willing and able to undertake these tasks to give them the opportunity to show what they want to do. ACTs also encouraged them to join in the construction by saying that they can earn salaries as laborers.

Aside from being hired during subproject implementation, there were also instances wherein women became gainfully employed directly as a result of their service as KC-NCDDP community volunteers. Besides being hired by the DSWD as community

³⁷ The baseline prior to the program was 3% for skilled and 5% for unskilled in 2013.

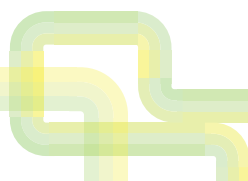
empowerment facilitators, such as the case of Ruth (Case Study 1), there were those who were employed by either the municipal or barangay local government as barangay secretaries, treasurers, health workers, and nutrition scholars, among others.

In addition to direct benefits brought forth by the program in line with income generation activities, KC-NCDDP has also indirectly contributed to economic empowerment of women. For instance, in Barangay Casay in Casiguran, Sorsogon, many women are housewives and have no stable source of income. However, as a result of their engagement in paid labor during subproject implementation, they became aware of their capacity to earn, even through nontraditional jobs such as those in construction. Henceforth, they have been encouraging their local elected officials to hire them in other construction projects so that they can also have other source of income.

Program benefits. KC-NCDDP subprojects in general helped address the needs of men and women. The program's participatory situation analysis allows identification and analysis of gender-related issues within the community. Through this process, subprojects may be identified to correspond to these concerns. For instance, communities may choose to construct a health station to respond to issues related to child and maternal care, along with common illnesses experienced by the residents in the barangay. They may select day care centers so that there will be facilities for people who can help take care of children while they attend to their other tasks. Evacuation centers that were constructed through KC-NCDDP have restrooms on opposite sides of the building to mitigate women's vulnerability to harassment which, studies have shown, significantly increases during times of disaster. Some have dedicated breastfeeding areas.



KC-NCDDP evacuation center subproject. The evacuation center in Barangay Taboc in Juban, Sorsogon not only has separate washrooms for men and women on either side of the building, it also has a separate breastfeeding area to help ensure the safety and comfort of lactating mothers.



Case Study 5: Seeking Future Opportunities for Fellow Villagers

Maria Theresa Ferreras, 40, of Barangay Casay in Casiguran, Sorsogon was not one of the women who participated in paid labor during the construction of the Kapit-Bisig Laban sa Kahirapan—Comprehensive and Integrated Delivery of Social Services National Community-Driven Development Program (KC-NCDDP) subproject in their community. Nevertheless, she knew just how many of those in their barangay need work, having worked temporarily as an enumerator in the National Household Targeting System for Poverty Reduction of the Department of Social Welfare and Development, which is used to identify poor households in the country.

Many women in their community are housewives, while men had seasonal jobs working in farms or as laborers in construction jobs outside their town.

Having received training from the Technical Education and Skills Development Authority in welding, she was struck by the high interest and energy of the women who worked as laborers during the construction of the school building, their chosen subproject in KC-NCDDP. Many of them even asked for more work so they can earn more income.

For many women, getting the opportunity to work in construction was already an empowering experience in itself. “*Kaya ko pala ang trabahong pang-lalaki* [We realized we can do men’s work],” was the refrain of women laborers.

Nonetheless, they still appreciated that they were able to earn their own income when they worked as laborers. As Shirley Esperida, one of the workers said, “*May budget na ako para sa bigas* [I was able to set aside budget for rice].”

Having experienced working, the women become more interested in exploring more opportunities to earn. However, their desire is hampered by the fact that many of them are unable to leave the barangay to make a living. They either had limited resources or are unable to leave their other responsibilities for an extended period of time.

Recognizing these difficulties, Theresa is now lobbying their local government to invite a welding training team from the Technical Education and Skills Development Authority to their barangay so that the women, particularly those who have already engaged in KC-NCDDP as laborers, can become capacitated as skilled workers. While the government agency has a minimum requirement of 25 participants before they can provide training at the barangay level, Theresa is confident that this number can be met easily, given the number of women who expressed interest.



Advocate of women’s rights. Seeing the struggles of women in their barangay to make both ends meet for their family, Maria Theresa Ferreras is championing for the provision of nontraditional skills training to open up livelihood opportunities for them.

Source: Asian Development Bank (interview by Lourdes Cresencio-Turiano and Melanie Sison).

In general, community subprojects implemented through KC-NCDDP benefit both men and women. These are categorized as follows:

- (i) basic access infrastructure subprojects (e.g., roads, footpaths, access trails, and bridges);
- (ii) basic social service facilities (e.g., health stations, day care centers, school buildings, electrical facilities, water systems, and barangay halls);
- (iii) community production, economic support, and common service facilities (e.g., multipurpose halls, community centers, livelihood equipment or center, wharfs, small-scale irrigation systems; public markets; and pre-harvest and postharvest facilities);
- (iv) environmental protection and conservation subprojects (e.g., seawalls, artificial coral reefs, flood control, ripraps, and solid waste management facilities);
- (v) skills training and capability-building support subproject (e.g., feasibility studies); and
- (vi) others (e.g., ecotourism, rescue equipment, and disaster response).



Examples of subprojects under the KC-NCDDP (clockwise from upper left): a pathway in Barangay Catanagan in Juban, Sorsogon; a footbridge in Barangay Calateo, Juban, Sorsogon; a community development center in Barangay Añog in Juban, Sorsogon; a boat dock in Barangay Tulay in Casiguran, Sorsogon; an evacuation center in Barangay Tigbao in Casiguran, Sorsogon; and a school building in Barangay Casay, Casiguran, Sorsogon.

III. LESSONS LEARNED, CHALLENGES, AND CONSTRAINTS

A. Lessons Learned

The achievement of KC-NCDDP gender indicators can be attributed to a number of factors. Foremost is the establishment of gender policies: the commitment of the Government of the Philippines to mainstream gender as a strategy in implementing the 2009 Magna Carta of Women (Republic Act 9710); the GAD law and other supporting policies; the Gender Policy and GAD Convergence Framework of the DSWD, the program's implementing institution; the KC-NCDDP's own gender mainstreaming policy; and ADB's gender policy. These policies served as the legal backbone and guiding framework in mainstreaming gender in KC-NCDDP.

The DSWD has a functional GAD focal point system (GFPS)³⁸ and GFPS technical working group, of which KC-NCDDP is a member. The technical working group takes the lead in direction-setting, advocacy, planning, and M&E in relation to the agency's gender-mainstreaming initiatives. It also serves as a technical advisory panel in mainstreaming gender perspectives in programs, projects, activities, and processes of DSWD.

Enabling mechanisms serve as entry points in gender mainstreaming.³⁹ According to respondents of the study, the setup of the following enabling mechanisms for gender mainstreaming is critical:

- (i) an M&E system that tracks key performance indicators related to gender mainstreaming;
- (ii) a person in charge of triggering and monitoring the program's gender mainstreaming activities at all levels (national, regional, and municipal);
- (iii) gender mainstreaming responsibilities set up in the office performance contract of the program, and indicated in the terms of reference and the individual performance contract of program staff concerned; and
- (iv) an award or incentive from oversight agencies like the Philippine Commission on Women (PCW) to motivate program officials and staff into continuing gender mainstreaming efforts. One such example is the PCW's *GADtimpala* award, of which the DSWD is a recipient.⁴⁰

³⁸ One of the requirements identified in the Magna Carta of Women is the formation of GFPS in all bureaus and programs in government organizations, to ensure that gender mainstreaming is carried out.

³⁹ Government of the Philippines, Philippine Commission on Women. 2016. *A Handbook on the Application of the Enhanced Gender Mainstreaming Evaluation Framework (GMEF)*. Manila.

⁴⁰ Government of the Philippines, Department of Social Welfare and Development. 2014. DSWD Is Most Outstanding Gender-Responsive Agency. News release. 1 April.

Capacity building of both internal and external stakeholders is critical so that they can understand the program's affirmative action in relation to GAD. Staff, municipal and barangay partners or counterparts, volunteers, and other sectors who are involved in program implementation need to have the same level of understanding of the program's gender requirements. The gender responsiveness of all proposed interventions depends on the awareness and appreciation of community volunteers and other key players. Program staff should be provided with requisite training to improve their capacity to incorporate gender mainstreaming initiatives in their work, particularly when dealing with other stakeholders such as community volunteers, contractors, and local government officials and personnel. Their ability to integrate GAD concepts and gender mainstreaming initiatives when they facilitate discussions and provide technical assistance will determine whether LGUs and community volunteers will adopt these principles, ensuring sustainability.

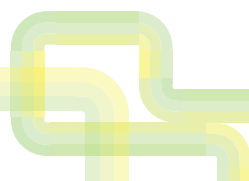
GAD training requirements should be allotted funds and integrated in the work and financial plan, and overall capability-building program. These may be programmed by year level (within the program duration) in a ladderized manner. Transition of staff should be considered in programming to ensure that the same quality of input is provided for current and newly hired program staff.

KC-NCDDP's thrust of providing women opportunities to engage in paid labor requires the provision of inputs from program staff, especially given cultural and practical barriers. One such intervention may be the provision of NTST for women (with corresponding funding and program support). Steps should also be taken to ensure that various stakeholders, whether internal (i.e., DSWD and KC-NCDDP program staff) or external (e.g., LGUs, contractors, service providers, community residents, and national government agencies), have the same level of understanding.

B. Challenges and Constraints

The following are areas that need to be looked into to further enhance gender mainstreaming initiatives in the implementation of future CDD projects and programs:

- (i) **The triple constraints of time lines, cost, and CDD with gender and social safeguards dimension.** While program staff may appreciate the importance of gender mainstreaming, the multiple requirements of the program can dilute their priorities, especially in light of the need to monitor other safeguards aspects. The strict time lines, coupled with the disbursement requirement, forces staff to set priorities on meeting this requirement. Unfortunately, the need to meet the physical and financial demands within a specific duration oftentimes leads to social processes, including the thematic areas, being compromised. Staff may be constrained from providing in-depth details when educating community residents on GAD. Short training periods may also hamper learning.
- (ii) **Culture.** Ingrained cultural gender stereotypes are a major challenge in gender mainstreaming. Some local officials and even some KC-NCDDP community volunteers continue to hold on to the traditional belief that women's responsibilities lie solely in their respective households in spite of GAD-related



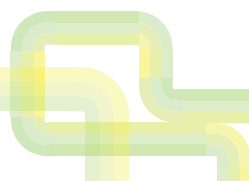
inputs from the program staff. This particularly becomes salient in the context of paid labor: there are communities and local leaders that keep women from engaging in construction even if the latter say they are capable of doing the work. Shirly Esperida, 31, one of the laborers of Barangay Casay in Casiguran, Sorsogon, reported that the male BSPMC chairperson prevented women from doing certain types of work during construction believing that construction work was not for women, despite the latter's assertion that they could handle those tasks.

- (iii) **Staff's perceptions on gender mainstreaming.** Gender bias is not just limited to local officials and community volunteers; there are program staff members who believe in stereotypes about women's roles and abilities. During focus group discussions with the program staff, some expressed their opinion that women's involvement could hamper the pace of construction because they either have lower performance output or they work more slowly than men. Others consider the program's gender indicators as merely a project requirement rather than as a mechanism to provide women with the same opportunities available to men. Meanwhile, some consider that women's productivity is lower than that of men. They believe that engaging women in paid labor will compromise the timely completion of subprojects. These perceptions may be directly related to the level of effort of program staff in relation to GAD.
- (iv) **Capacity building on GAD.** KC-NCDDP was launched in 2014 and was rolled out within the same year. The fast pace of the program implementation meant that there was limited training (including GAD training) provided to the staff, particularly members of the ACTs, prior to their deployment.⁴¹ Respondents at all levels (national and regional PMOs, ACTs) said that GAD training was limited. More often, it was reduced to a single module that ran alongside other topics in KC-NCDDP during staff orientation. This lessened the probability of these concepts being fully understood by training participants, especially if they were newly hired and had no prior training on GAD. In turn, this may have limited the ACTs' appreciation of the gender mainstreaming initiatives of the program, and could have also affected how they facilitate discussions at the community level. Nonetheless, regional PMO personnel attempted to address this issue by providing mentoring and coaching to ACTs.
- (v) **High staff turnover of KC-NCDDP.** As mentioned earlier, only a limited number of personnel were provided GAD training. Unfortunately, the high turnover rate further reduced the roster of staff who have received training on GAD.
- (vi) **Difficulties in meeting the 20%–30% women paid labor requirement.** The underlying issues that may make it challenging to meet the 20%–30% paid labor requirement in all regions are:
 - (a) Construction work is commonly viewed as men's work, while women's responsibilities are perceived to be limited to tasks within the household. Engaging women in paid labor is not in consonance with societal norms.
 - (b) Program stakeholders (program staff, partner LGUs, and communities) have different perspectives and levels of appreciation of GAD, which may influence the way they view the engagement of women in construction work.

⁴¹ The prescribed GAD training sessions are as follows: a 4-hour GAD orientation module, a 2-day module on integrating gender in KC-NCDDP processes, and GAD convergence training. Some staff were trained in these between 2015 and 2016, at least 1 year after KC-NCDDP was rolled out. Moreover, only a limited number of personnel attended these capacity building activities.

- (c) While there are women who expressed their interest in paid labor, the number of tasks they can perform is limited because many of them have not been trained to perform skilled work (e.g., welding, carpentry, and electrical work). There is a limited number of women with NTST. Women engaged in construction work are mostly unskilled with smaller pay compared with skilled laborers.
 - (d) Contractors do not hire women as part of the workforce, despite being oriented that it is a project requirement. ACTs and regional PMO staff reported that some contractors do not accept the subproject or disengage if they are compelled to hire women as part of the workforce. Due to the limited number of contractors willing to work on KC-NCDDP subprojects, the program staff has fewer options to enforce the requirement for women's paid labor.
 - (e) TESDA does not offer the skills training required by the program. In the case of DSWD Field Office V regional PMO, while they approached the agency to discuss the provision of NTSTs for women, their effort was unsuccessful because the regional TESDA office at that time only offered training in manicure, pedicure, and hair culture for women. These are not only unresponsive to program's needs, but can also perpetuate gender stereotypes.
 - (f) Geographical challenges constrain women from attending NTSTs, if held at the town proper or in farther areas.
 - (g) There are perceptions that women's productivity is lower than that of men, despite the former's assertion that their productivity is at par with, or even more than the latter.
- (vii) **Limited integration of GAD in DSWD's convergence strategy.** While the DSWD maintains that it follows the convergence strategy, wherein the activities and initiatives of the three core programs—KC-NCDDP, 4Ps, and Sustainable Livelihood Program—are harmonized, focus group discussions, and key informant interviews revealed that it is difficult to apply this on the ground. The implementation of GAD program on GRPB that aimed to build the capacity of LGUs in mainstreaming gender in their policies, programs, projects, and activities was not monitored and sustained.
- (viii) **Sustainability.** Gender orientation and training interventions provided to municipal and barangay LGUs were limited even though the GAP specifies that these are required. This presents an issue considering that the LGUs are expected to take on the responsibility of sustaining the gender mainstreaming gains after program completion. This issue, however, is somewhat mitigated by the fact that government (e.g., Department of the Interior and Local Government) and nongovernment organizations also conduct local training on GAD. KC-NCDDP staff may coordinate with these organizations to streamline interventions. Nevertheless, sustaining the gains of the program's gender mainstreaming initiatives may pose a challenge at the local level. Moreover, assigning municipal LGU staff as a GAD focal person is not a guarantee that he or she will engage in the program and be an active member of the MCT.

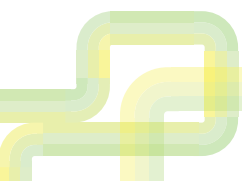
Nonetheless, some areas are potential benchmarks for sustaining the gains of the program. One of these is GRPB, which involves the three big-ticket programs of the DSWD. The results of this initiative can be tracked, including the lessons learned and areas for enhancement. This initiative can be enhanced and implemented again in the future.



Also, the sustainability of the gains generated through KC-NCDDP is dependent strongly on support from LGUs. Changes in leadership, which may happen through elections or other ways, can threaten the sustainability of these gains if the new leaders are not supportive of gender mainstreaming and/or CDD. Even if their support is secured, there are opportunity and time costs to convince them to buy into these initiatives. For example, the ACTs, with support from the regional PMO, will need to do another round of orientation for the new incumbent officials to try to get their support for the program. This can affect the time lines of a CDD program.

The inclusion of barangay action plans in the Barangay Development Plan, and in turn the Municipal Development Plan, is a good entry point for sustaining gender-responsive planning and budgeting. The Barangay Development Plan is anchored on the Barangay Action Plan that ideally integrates the results of participatory situation analysis, a platform that may be used to tackle gender issues within the community.

However, the real measure of sustainability is the transformation of women, particularly housewives who took on leadership positions. Women community volunteers have become employed by their respective barangays as health workers, nutrition scholars, bookkeepers, and secretaries, among others. Some have been, or are, enjoined to run for public office. The transformation of women is an indicator that their capacities have been built up. At the same time, it helps diffuse the stereotype that women are only limited to performing household tasks; that when given the chance, they can serve as significant partners in local development.



IV. RECOMMENDATIONS

Based on the lessons learned and challenges encountered in the implementation of the program, some recommendations for mainstreaming gender in future CDD programs or projects are:

(i) **Capacity building on GAD for program staff and other stakeholders.**

Awareness and full appreciation of the need to mainstream gender in a CDD program is crucial for staff, especially frontliners who directly advocate for the program's various stakeholders. Therefore, it is necessary for a ladderized GAD training program to be developed for the entire duration of a CDD program and integrated in its overall and annual work and financial plans to ensure that staff members benefit from the training program. Turnover of program staff should also be considered to sustain gender-sensitive facilitation processes.

GAD orientation and training for program stakeholders (LGUs, contractors, and service providers) is also critical to enable them to understand the gender mainstreaming agenda of a CDD program. Building their capability on GAD may increase the likelihood of becoming partners in the achievement of women's empowerment and gender equality goals. At the same time, capacity building activities can serve as a mechanism to help break gender stereotypes. For instance, GAD training can aid staff, suppliers, and other stakeholders in understanding the provision of equal opportunities for both men and women.

The provision of NTST for women can also form part of the capacity building agenda. Skills gaps of women affect their ability to engage in paid labor and earning capacity. The mandatory 5% mandatory GAD fund (footnote 8) for all national government agencies and LGUs, and 5%–30% of official development assistance projects⁴² can be a potential source of funds for implementing a NTST program for women.

(ii) **Engagement of men and women.** Greater effort should be made to balance the representation of women and men in different committees that is congruent with its equal opportunity agenda. More men need to be encouraged to participate in community activities, as women generally outnumber them in key project processes. Doing so will enable men to become equal partners in the development agenda and benefit the community in general. Barangay assemblies can be

⁴² Government of the Philippines. 1991. *Women in Nation-Building Act: Implementing Rules and Regulations*. Manila; and Government of the Philippines. 2010. *Magna Carta of Women (Republic Act 9710)*. Manila.

venues for consultations on how to encourage men and women to participate. Providing men with an orientation on GAD will increase their understanding and appreciation of the equal opportunity agenda of a CDD program.

- (iii) **Longer social preparation.** A 6-month social preparation, especially in the first year of implementation, may not be enough to cover the output requirements of a CDD program that aims to ensure gender equity, inclusion of indigenous peoples and other marginalized groups, and implementation of environmental and social safeguards. A shorter period of social preparation may compromise a program's goal of building the capacity and empowering communities. During the first year of KC-NCDDP implementation, the Disaster Response Operations Procedure was designed to have a shorter period of social preparation to immediately respond to disaster rehabilitation needs of communities. However, the actual implementation of the Disaster Response Operations Procedure was longer than the regular process. A longer social preparation is necessary during the first cycle of implementation, particularly in communities new to the CDD process, to allow more time for capacitating community volunteers and developing subprojects that are inclusive, participatory, and needs-based. The time needed for training program staff and stakeholders should also be factored in when developing the program implementation time line.
- (iv) **Enhancement of manuals and guidelines.** Program manuals and guidelines should be synchronized to achieve the set targets on GAD. Some recommendations for enhancing manuals and guidelines are (a) set the engagement of women in paid labor as a requirement in a community-based procurement manual; (b) strengthen gender mainstreaming initiatives in all guidelines, including those on organizational development management and O&M; and (c) include provisions supporting gender mainstreaming initiatives in guidelines on the use of Technical Assistance Fund or community planning grants.⁴³
- (v) **Enhancement of M&E of the GAP.** The national PMO tracks progress and performance of a program along GAP targets and gender actions. CDD programs should also monitor other indicators to support gender mainstreaming initiatives. These indicators include those related to (a) women in paid O&M jobs, (b) provision of GAD training to staff and stakeholders, and (c) sex-disaggregated data on recruitment of program staff, trainees of GAD and other learning interventions, and community volunteers elected into public office and employed by a local government or national government agency after serving the KC-NCDDP or other CDD projects.

Monitoring the enhanced competence of community volunteers (GAP #8) is critical for assessing the gains of the participatory and empowering process of the program. An assessment against established competency standards among volunteers who receive CDD training may help establish their level of transformation and readiness to assume bigger roles. Empirical data indicate that

⁴³ The KC-NCDDP Guidance Notes dated 4 November 2014 (footnote 17) indicates that the cost for nontraditional skills training for women for KC-NCDDP can be charged under the Technical Assistance Fund. However, this is not integrated in the Technical Assistance Fund guidelines.

there are community volunteers who got hired by the municipal or barangay LGU, and/or a national government agency, but they are not usually tracked.

Nonquantitative action agenda can form part of periodic monitoring and technical assistance to be provided by national or regional PMOs. This can also serve as an avenue for program staff to discuss their concerns, and deepen their understanding of the program's gender mainstreaming initiative. Moreover, nonquantitative action agenda can be subjected to a thematic review and/or further study to generate lessons and gains in mainstreaming gender in a CDD program.

- (vi) **Internal and external convergence.** Empowering women and promoting gender equality are common goals of three anti-poverty programs of DSWD (KC-NCDDP, 4Ps, and Sustainable Livelihood Program); the national government agencies; and the LGUs, following the Magna Carta of Women. In terms of external convergence in a future CDD program, there may be a need to strengthen partnerships with agencies concerned. This may be established through a memorandum of understanding with potential partners such as the Department of the Interior and Local Government, the Department of Labor and Employment, and TESDA. Alternatively, existing structures (e.g., National Inter-Agency Program Implementation Team, Regional Inter-Agency Committee, Provincial Inter-Agency Committee, and Municipal Inter-Agency Committee) may be tapped to enhance and sustain gender mainstreaming and convergence of services.

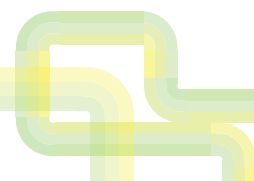
Guided by the DSWD convergence framework, a set of gender indicators for the DSWD's three major poverty reduction programs can be agreed on to enhance the processes and better provide equal opportunities and benefits to men and women. In this manner, internal convergence can be strengthened. Likewise, it can also serve as a means to further expand partnerships with external stakeholders.

- (vii) **Strategies for sustaining gender mainstreaming.** The strategy for sustainability can include (a) strengthening KC-NCDDP engagement with the DSWD GFPS, (b) strengthening the GAD convergence initiatives of the DSWD, (c) strengthening the engagement of the municipal GAD focal persons, and (d) organizing women volunteers to form community-based organizations.

Membership of a CDD program's GAD focal person in a department-wide GFPS can be an avenue to strengthen the gender mainstreaming initiatives of a program; and share lessons, gains, and good practices of the program.

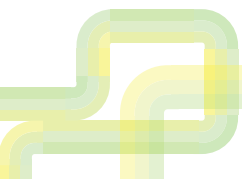
The DSWD's GAD convergence can be maximized to better respond to issues confronting women, through the holistic delivery of its social protection programs toward the recognition, protection, and promotion of women's rights.

The engagement of municipal GAD focal persons can be strengthened through GAD training and active participation in a CDD program's gender mainstreaming initiatives. Monitoring of their engagement can be done through conferences and/or GAD deepening sessions.



Likewise, awards and incentives can be initiated to encourage program staff to continue in their gender mainstreaming efforts.

Women volunteers can be organized into community-based organizations to sustain their participation in governance and community affairs. Their skills can be further honed so that they can continue their roles as development partners or become future leaders in their community even beyond the program.



APPENDIX

Gender Action Plan of the Kapit-Bisig Laban sa Kahirapan— Comprehensive and Integrated Delivery of Social Services National Community-Driven Development Program

Project Outputs	Gender Actions
<p>1. Community-driven development (CDD) subprojects selected, implemented, and completed</p> <p>(Enhanced gender responsiveness of activities in the community empowerment awareness cycle [CEAC])</p>	<p>Social Preparation and Subproject Identification At least 50% women’s participation in all meetings on infrastructure prioritization and design.</p>
	<p>Participatory selection of subprojects in the barangay and inter-barangay level assemblies includes an analysis of the needs and benefits of men and women in the criteria for prioritizing community infrastructure to be rehabilitated or developed.</p>
	<p>In case of underrepresentation or where needed, organize separate meetings with marginalized households, including women to discuss subproject proposals prior to the barangay assembly 2.</p>
	<p>Ensure that the location and timing of meetings are convenient for women.</p>
	<p>Enhanced Gender Integration in the KC-NCDDP Guidelines and Materials Ensure the preparation of simplified and harmonized technical guidance notes on mainstreaming gender in the Kapit-Bisig Laban sa Kahirapan—Comprehensive and Integrated Delivery of Social Services National Community-Driven Development Program (KC-NCDDP) processes.</p>
	<p>In the above process, ensure the review of all existing gender mainstreaming tools and documents and identify potential gaps and areas for enhancements. Specific areas to be sustained and enhanced include, among others:</p> <ul style="list-style-type: none"> (a) Sustain the collection of sex-disaggregated data to identify the needs and priorities of men and women related to local infrastructure and the use of this data by communities to identify subprojects. (b) Ensure engagement with local women’s groups in key project activities.
	<p>Subproject Implementation and Operation and Maintenance (O&M) Ensure 20%–30% of the paid jobs created by the project go to women (by the end of the project).</p>
	<p>Disseminate information through site visits and barangay assemblies on the different types of jobs that would be available during construction and those that may be performed by women.</p>
	<p>Ensure linkage with existing or functioning child-friendly spaces or other protective spaces so that women can take advantage of employment and training opportunities.</p>
	<p>Ensure equal pay for work of equal value accomplished for both male and female workers.</p>
	<p>Ensure that the O&M plan provides 20%–30% of paid jobs to women.</p>
	<p>Capacity Development Establish balanced (50%) women’s participation in all community capacity development activities generated through the project.</p>
	<p>Grievance Redress System Disseminate information on the grievance redress system, its reporting channels, and sanction measures to community members.</p>

Project Outputs	Gender Actions
<p>2. Institutional and organizational capacity strengthened</p> <p>(Strengthened recruitment, staffing, tasking, and training)</p>	<p>Staffing and Tasks of Area Coordination Teams and Community Facilitators and Training Ensure progress toward 50% women’s representation in leadership positions in various volunteer committees, including barangay representation teams (by the end of the project).</p>
	<p>Continue to ensure balanced recruitment of male and female area coordinators and community facilitators in the expanded sites.</p>
	<p>Enhance the terms of reference for the area coordinating teams (ACTs) to include their gender mainstreaming responsibilities.</p>
	<p>Review capacity building programs for ACTs and community facilitators, and ensure the provision of appropriate gender training and refreshers—including an understanding of gender-differentiated issues and vulnerabilities to natural hazards, disaster impacts, and post-disaster emergency and recovery needs—to improve understanding of gender perspectives and capacity to support and ensure tangible benefits for women in the CEAC process.</p>
	<p>Ensure balanced representation of women and men in the selection of community volunteers (encourage increased male involvement in community responsibilities and volunteer roles).</p>
	<p>Explore how to reduce constraints to women and men volunteers’ participation (e.g., meeting time, locations, and cost of transport).</p>
	<p>Enhanced Competence of Community Volunteers Ensure that female community volunteers are provided opportunities to be included in the expanded barangay and municipal development councils (as a strategy to utilize and sustain community volunteer skills and enthusiasm learned through participation in KC-NCDDP) by the end of the project.</p>
	<p>Ensure that training for all community volunteers integrates gender module.</p>
	<p>Ensure that 50% of participants of leadership training programs under the project are women.</p>
	<p>Capacity Development Ensure gender orientation and training (basic to advance) is incorporated in the overall KC-NCDDP capacity-development programs for partner agencies, namely, barangay and municipal LGU officials, municipal inter-agency committee (MIAC), and municipal gender and development focals.</p>
	<p>Ensure that all program staff members undergo basic gender training and orientation, which will include a section on gender and disasters.</p>
	<p>Incorporate orientation on prevention of sexual exploitation, abuse, and harassment, and on reporting mechanisms in the basic orientation for program staff, ACTs, and MIAC.</p>
<p>3. Program management and monitoring and evaluation (M&E) systems enhanced</p> <p>(Sustained gender-sensitive project management and M&E)</p>	<p>Staffing Incorporate gender-mainstreaming responsibilities in the terms of reference and performance targets of project management offices.</p>
	<p>Monitoring and Evaluation Ensure that KC-NCDDP process evaluations incorporate a review of gender dimensions and recommendations.</p>
	<p>Review the existing KC-NCDDP results framework, identify gaps, and provide recommendations to ensure that gender indicators will form part of the overall KC-NCDDP M&E framework.</p>
	<p>Review existing monitoring and evaluation (M&E) tools used in regular assessments and M&E reporting system, and provide recommendations to enhance the implementation of the KC-NCDDP Gender Action Plan.</p>
	<p>100% of newly targeted 189 municipalities generate sex-disaggregated data by end of project (2009 baseline: 10%).</p>
<p>At least one study on effectiveness and impacts completed, including a review of gender equality dimensions, by end of project.</p>	

Source: Asian Development Bank. 2013. *Report and Recommendation of the President to the Board of Directors: Proposed Loan to the Republic of the Philippines for the Kalahi-CIDSS National Community-Driven Development Project*. Gender Action Plan (accessible from the list of linked documents in Appendix 2). Manila.

Gender Mainstreaming in the KALAHI–CIDSS National Community-Driven Development Program: An Assessment

This publication examines the Kapit-Bisig Laban sa Kahirapan—Comprehensive and Integrated Delivery of Social Services National Community-Driven Development Program, which promotes women’s participation and empowerment in the Philippines. The challenges and constraints observed in the program serve as lessons to enhance gender mainstreaming initiatives in community-driven development projects and programs.

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