

**Women's Inclusion in REDD+ in  
The Philippines  
Lessons from Good Practices in Forest, and  
Other Natural Resources Management  
Sectors**

**Joint Regional Initiative for Women's Inclusion in REDD+**

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## Executive Summary

This study is a part of the Joint Initiative of the USAID-funded LEAF Project, WOCAN, and the UN-REDD Programme to investigate practical entry points for women's inclusion in Reducing Emissions from Deforestation and Forest Degradation (REDD+) policies and practices. It explores the current status and implementation of policies and practices related to gender equality in forestry and other natural resource management sectors in the Philippines, and their relation to REDD+ initiatives. An effort was made to identify the elements that prevent the inclusion of women in REDD+ in the Philippines, as well as the factors that enable their inclusion in policies and practices. Given the emerging and unfolding state of REDD+, an exploration of gender issues in REDD+ was tied to the overall status of women's inclusion in the broader NRM sector. Data for this study was collected using desk reviews, key-informant interviews and field site interactions at Atimonan, Quezon. The early findings were then presented through a national dialogue for further discussion and validation, which led to identification of practical entry points and key recommendations for improving effectiveness of natural resource management and REDD+ through greater inclusion of women in forest policies and programs.

The Philippines was chosen as one of three countries for specific studies based on its progress in addressing gender issues and early experiences with REDD+. Philippines scores relatively highly on global gender equality indices, indicating an overall improvement in situation of women in the recent decades. The country has vibrant civil society and dynamic women's movement, a key factor in it becoming the first in the ASEAN region to ratify the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW). Recently, Philippines passed the '*Magna Carta of Women*,' which provides comprehensive guidelines on anti-discrimination and gender equality. Philippines's experience with Gender and Development (GAD) approach and other relevant gender-responsive policies and programs in the forestry sector has been considered quite innovative in the region.

Specific best practices demonstrated by the Philippines for integration of gender perspectives and women's inclusion range from supportive legal framework on gender equality, gender budgeting, GAD-Focal Point Systems (GADFS), innovative standards/models on gender equality, incentive structure that promotes champions and good practices as well as a vibrant civil society and strong women networks that call attention to gender equality. Specific barriers include lack of sex-disaggregated data, lack of technical capacity on gender equality, lack of dissemination of knowledge and awareness on women's inclusion in forest and other natural-resource sectors. One of the cross-cutting barriers is lack of gender

champions and leadership that ensures institutionalization of the GAD approach into organizations' programmes and interventions.

Given this variety of best practices and mechanisms to strengthen gender perspectives and women's inclusion already existing in Philippines, this study provided a valuable opportunity to take stock of these existing best practices and institutionalize their implementation in the REDD+ context. As the designated implementing agency for implementation of sustainable forest management and early REDD+ initiatives, the recommendations are made more aligned to Department of Environment and Natural Resources with the hope that these operational mechanisms can add to expedite the gender integration processes in REDD+ policies and processes by DENR.

The study and corresponding workshop identified four entry points for integrating gender perspectives in DENR which include people, policy, programs, projects and activities, as well as enabling mechanisms. Some key recommendations to better institutionalize gender equality in those entry points include strengthening of GADFS system at national and community levels, enhancing awareness on gender issues in REDD+ to key stakeholders, conducting gender audit of selected forest policies, integrating sex-disaggregated data into forestry and REDD+ planning, as well as expanding strategic engagement and stronger coordination with line agencies such as Philippines Commission of Women, The National Climate Change Commission, Department of Budget and Management, Department of Interior and Local Government, People Organizations to ensure that adequate budget and women's participation is incorporated into the planning and implementation of GAD activities related to sustainable forest management and REDD+.

Considering the evolving nature of REDD+ framework, following key entry points were identified to better integrate gender perspectives and women's inclusion in the REDD+ framework in the Philippines:

- Develop an entity that will address forestry issues in climate change negotiations and incorporate gender into its scope.
- Incorporate gender perspectives into Measurement, Reporting and Verification (MRV) and other technical work (participation of women, IP and other key actors) of REDD+.
- Ensure both women and men's contribution in result-based performance of REDD+ by devising equitable benefit systems that fairly reward women and men.
- Develop project-level gender standards (gender analysis baseline, monitoring, reporting) to inform the development of safeguard information system.

- Stimulate discussions on non-carbon benefits in conformance with Philippines' triple carbon-economy framework that includes community, biodiversity and carbon.

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## List of Acronyms

ASEAN	Association of South-East Asian Nations
CBFM	Community-based Forest Management
CBO	Community-based organizations
CCC	National Climate Change Commission
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CERD	Center for Environment and Resource Development
COMELEC	Commission on Elections
CSO	Civil Society Organizations
DENR	Department of Environment and Resources
DILG	Department of Interior and Local Government
NRM	Natural Resource Management
DSWD	Department of Social Welfare and Development
EIA	Environmental Impact Assessment
FGD	Focus Group Discussion
GAD	Gender and Development
GREEN Kit,	Gender-Responsive Environment, Natural Resources(ENR) Enterprises
GWB	Great Women’s Brand
ICRAF	World Agroforestry Center
IFAD	International Fund for Agriculture Development
IP	Indigeneous Peoples
IRRI	International Rice Research Institute
GADFS	Gender and Development Focal Point System
KBFAI	Kapit Bisig Farmers Association, Incorporated
LEAF	USAID-funded Lowering Emissions in Asia’s Forests
LGU	Local Government Units
NCCAP	National Climate Change Action Plan (NCCAP).
NFSCC	National Framework Strategy on Climate Change
NGO	Non-governmental organization
NTFP	Non-Timber Forest Products,
ODA	Overseas Development Assistance
PCW	Philippine Commission on Women of Philippines
PNRPS	Philippine National REDD-plus Strategy



PEISS	Philippine Environmental Impact Statement System
PO	People's Organizations
PPGD	Philippine Plan for Gender-Responsive Development
RA	Republic Act
REDD+	Reducing Emissions from Deforestation and Forest Degradation
RES	Rewards for Environmental Services
RHU	Rural Health Unit
SFM	Sustainable Forest Management or Sustainable Management of Forest
UNFCCC	United Nations Framework Convention on Climate Change
UNREDD	The United Nations Programmes on Reducing Emissions from Deforestation and Forest Degradation
USAID	The United States Agency for Development
VAWC	Violence Against Women and Their Children
WAND	Women's Action Network for Development
WOCAN	Women Organizing for Change in Agriculture and Natural Resource Management

## 1. Introduction

Reducing Emissions from Deforestation and Forest Degradation (REDD+) is an emerging mechanism under the United Nations Framework Convention on Climate Change (UNFCCC). Climate change mitigation is perceived to offer a “triple win” solution by simultaneously reducing carbon emissions, promoting green economic growth, and improving local community well-being through the forest sector<sup>1</sup>. Particularly relevant to the forestry sector, the REDD+ framework is expected to provide incentives for sustainable management of forests and other natural resource programs. It is based on the principle of *pay for performance*, with many REDD+ activities currently practiced under the umbrella of sustainable forest management. Evidence indicates that women contribute significantly to sustainable forest management, but are disproportionately affected by the loss of forests and natural resources<sup>2</sup>. Thus, their inclusion in REDD+ is important to maximize its effectiveness.

Moreover, gender integration and women’s inclusion in REDD+ is a key safeguard issue<sup>3</sup> that needs to be addressed while designing REDD+ policies and processes. The United Nations Forum on Forests identified the need to include the participation of nine major groups, (women being one of those) as forest-related stakeholders<sup>4</sup>. Yet, various studies suggest that gender perspectives are largely ignored and women’s inclusion is limited at its best in early REDD+ initiatives<sup>5</sup>, despite the fact that women contribute significantly to the sustainable performance of forestry sector. USAID’s Lowering Emissions in Asia’s Forests (LEAF) program’s experience with practitioners in the Asia-Pacific region also confirms that more discussion and dissemination of climate change knowledge and the linkages with existing forestry/land-use practices and gender issues is required to better address women’s inclusion in climate change and REDD+. These studies and experience clearly identify the need to acknowledge and identify mechanisms that allow for greater integration of gender perspectives and women’s inclusion in REDD+ policies and programs.

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<sup>1</sup>Wollenberg and Springate-Baginski, 2009

<sup>2</sup>Gurung et al., 2011

<sup>3</sup> The REDD+ framework agreed to in the UNFCCC Conference of the Parties 16 in 2010, known as the ‘Cancun Agreement,’ included social and environmental safeguards to prevent potential adverse impacts. The agreement notes the importance of gender consideration in REDD+ policy design and program implementation.

<sup>4</sup>Pursuant to the resolution [E/2000/35](#) and nine groups identified in [Chapter 23 of Agenda 21](#)

<sup>5</sup> Setyowati, 2012

The Philippines is considered a leader in the international women's rights arena, and benefits from vibrant local women's civil society movement that fights for the cause of gender equality and other related women's issues. Philippines is the first country in the ASEAN region to ratify the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW<sup>6</sup>), having done so in 1981. Recently, Philippines passed the 'Magna Carta of Women,' which provides comprehensive guidelines on anti-discrimination and gender equality. Philippines's experience with the Gender and Development (GAD) approach has been considered quite innovative in the region. The GAD approach is a useful mechanism that supports institutionalization of gender issues within key natural resource agencies such as the Department of Agrarian Reform, the Department of Agriculture, and the Department of Environment and Resources (DENR). DENR is the lead agency implementing forestry and REDD+ in the Philippines and is also considered pioneer for institutionalizing the GAD approach to address gender equality in forestry sector

REDD+ has a huge potential in the Philippines. Philippines has high forest cover (53% of the total land area), and the forests are generally classified as open, closed, mangroves and plantations<sup>7</sup>. Communities hosting community-based forest management (CBFM) projects stand to gain under REDD+ as they have the most plausible tenurial instrument (e.g., Certificate of Ancestral Domain Title, Community-Based Forest Management Agreements, or Certificate of Stewardship) to implement an REDD+ project with respect to permanence of emissions reduction. With activities that avoid forest degradation and enhance carbon stocks, CBFM communities (and the women within them) will have greater potential to earn carbon payments through such activities as assisted natural regeneration and agroforestry<sup>8</sup>.

Despite this potential, significant efforts remain to achieve results under a REDD+ framework. While the National Climate Change Commission (CCC) and DENR have recognized the potential of REDD+ through the National Framework Strategy on Climate Change (NFSCC) by including the implementation of the Philippine National REDD-plus Strategy (PNRPS) as one of the activities in the 2011–2028 National Climate Change Action Plan (NCCAP). The PNRPS takes into account three elements: carbon, biodiversity, and community and aims to provide equal attention to

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<sup>6</sup> CEDAW is often described as the international bill of rights for women, was ratified by 177 countries including the Philippines. As in other human rights instruments, the CEDAW defines gender equality as a human rights concern.

<sup>7</sup> <http://www.denr.gov.ph/index.php/component/content/article/10.html>, Retrieved 8 August, 2013.

<sup>8</sup> Lasco et al., 2013

carbon sequestration and valuation, conservation of biodiversity and improvement in local community. This triple-framework of PNRPS provides opportunities to also address gender issues in REDD+ context.

Given the fact that REDD+ is yet to be fully mainstreamed at the national level and that the government has yet to bring down these policies and actions at the subnational level, more concrete actions on climate change and REDD+ are due to be initiated and implemented in the Philippines. As an example, the government is currently helping the local government units (LGUs) in developing their Local Climate Change Action Plan as mandated by the Climate Change Act of 2009, as well as initiating the implementation of the NCCAP and PNRPS. Such ongoing activities signify opportunities to address gender issues in REDD+ policies and processes.

It is within this Philippines context where early REDD+ efforts are taking place amidst a strong enabling policy framework on gender equality, this study examines existing barriers and best practices for strengthening women's inclusion in forestry and other natural resource management sectors. A closer analysis of how GAD is incorporated into forestry and REDD+ policies and practice provides an opportunity to reflect on policy-practice gaps for strengthening women's inclusion in forestry and REDD+. Given the emerging and unfolding state of REDD+, an exploration of gender issues in REDD+ was understood within the overall status of women's inclusion in the broader forestry and natural resource management sectors.

The first section of this report provides background information. The second section describes the methodology used in getting information from field site and through national dialogue to analyse successes and challenges of integrating gender perspectives and women's inclusion. The third section provides an analysis of the gender situation in the Philippines. A brief overview of policies and institutions is given in section four. The fifth section describes good practices and experiences in women's inclusion in forestry, enterprises, planning and forestry sectors. The report concludes with potential steps for moving forward and a set of general recommendations and key entry points for promoting women's inclusion within REDD+.

## **2. Methodology and Description of Field Sites**

Data was collected through various sources. The process began with a desk review of both published and unpublished reports and a brief analysis of policy and project documents. Snowball sampling was used to identify and interview key informants from government and other agencies

including non-government organizations (NGOs), community based organizations (CBOs), People's Organizations (POs) donor and multilateral agencies (Annex 1). Atimonan, Quezon was identified as a field site due to its experience with Community-Based Forest Management (CBFM) which would allow exploring gender perspectives at greater length owing to the participatory nature and GAD integration in CBFM.

A field-site visit was conducted in the form of a participatory workshop, where the participants discussed and identified the best practices and barriers for women's inclusion through focus group discussion and ranking. Twenty-six participants, in a mixed group of men and women, were invited for focus group discussions (FGD) (Annex 2). During the FGD, an early session was conducted only with women to pre-orient their understanding on gender equality, before mixing them with men participants. The field study and FGD were vital to view the depth of women's inclusion in forestry and other natural resource management sectors at the community level. The moderator, Forester Marlea Munez created a permissive environment which encouraged participants to express in-depth stories on discrimination and gender equality. Though focused on specific sectors, an idea on how women are treated in other aspects of their lives surfaced. Such qualitative research resulted in unbiased information regarding gender equality in everyday practices as well as government and NGO programs and projects in Atimonan, Quezon.

The early findings emerging from the desk reviews, key-informant consultations and field site visit were consolidated and presented to the national dialogue (Annex 3) for further discussion and validation, as well as for identifying strategic entry points to address gender equality in REDD+ in the Philippines<sup>9</sup>.

### **2.1. Field Site: Atimonan, Quezon**

Atimonan is in a Community-Based Forest Management (CBFM) Area.<sup>10</sup>The CBFM is a national strategy adopted by the government through Executive Order No.263 to ensure the sustainable development of the country's forestland resources. Under the program, a management agreement is entered between the government and the upland communities represented by POs,

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<sup>9</sup> REDD+ and Gender Dialogue: Taking Stock of Lessons Learned and Strengthening Women's Inclusion in Forest and REDD+ in the Philippines. Dialogue Summary Report. March 2014. USAID's Lowering Emissions in Asia's Forest: Bangkok.

<sup>10</sup>"People first and sustainable forestry will follow" sums up the concept of CBFM. The Government believes that by addressing the needs of local communities, they themselves will join hands to protect and manage the very source of their livelihood. (retrieved on 10 September, 2013 from <http://forestry.denr.gov.ph/primer.htm>)

which has a term of 25 years and is renewable for another 25 years. As forest managers, the POs both have the responsibilities and benefits to occupy, enrich, protect and utilize portions of forestlands granted to them<sup>11</sup>. In Atimonan, most of the participants are members of Kapit Bisig Farmers Association, Incorporated (KBFAI), a CBFM PO. In CBFM, the community manages the forest, but unlike before where the government was in charge, now the government only monitors the POs.

Various institutions provide services in Atimonan. These range from locally implemented programs, such as Rural Health Unit (RHU), Department of Local Government (DILG), DENR, Department of Health, Department of Social Welfare and Development (DSWD), and Commission on Elections (COMELEC). Other groups or organizations outside the aforementioned are POs, Indigenous Peoples (IPs), civil society organizations, the private sectors and the Church.

A number of institutions provide services related to gender equality in Atimonan, which include:

- *“Pagpasoksapulitika” (Entering politics)* by COMELEC;
- Reforestation projects, programs and seminars by DENR<sup>12</sup>;
- Marketing by the Department of Agriculture (DA) and the Department of Tourism;
- Peace and Order by DILG-Philippine National Police imposing a 10:00pm curfew;
- Senior Citizen, People With Disabilities, Day Care Center by DSWD<sup>13</sup>; and
- Free vaccines by Department of Health.

Communities integrate many good practices on gender equality in Atimonan. It is a common practice for women to hold tenurial instruments. Men and women share similar tasks at home and seem aware of their responsibility on Violence Against Women and Their Children (VAWC). Both women and men are considered equally qualified to work and hold official responsibilities.

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<sup>11</sup><http://news.pia.gov.ph/index.php?article=561329745632#sthash.SPkkaDhx.dpuf>

<sup>12</sup>“DENR’s National Greening Program (NGP) is a massive forest rehabilitation program of the government established by virtue of Executive Order No. 26 issued on Feb. 24, 2011 by President Benigno S. Aquino III. It seeks to grow 1.5 billion trees in 1.5 million hectares nationwide within a period of six years, from 2011 to 2016.” (Retrieved on 10 September, 2013 from <http://www.denr.gov.ph/priority-programs/national-greening-program.html>)

<sup>13</sup>“DSWD’s Day Care Center is a community or workplace facility providing a full range of health, nutrition, early education, psycho-social and other services to children below 6 years old during part of the day.” (Retrieved on 10 September, 2013 from <http://eservices.dswd.gov.ph/modules/forms/apply.php>)

### **3. Situation Analysis of Gender in the Philippines**

The Philippines scores relatively highly on global gender equality indices, indicating an overall improvement in the situation of women in recent decades<sup>14</sup>. The adult literacy rate is one of the highest in the region, with a higher percentage of women completing secondary education or higher than men. Improvements have been made in women's political representation, where about 20% of parliamentary seats are now held by females<sup>15</sup>. The country has a vibrant civil society and a dynamic women's movement, a key factor in it becoming the first in the ASEAN region to ratify CEDAW in 1981. Recognized for their work in the international and national levels; the movement has been instrumental in pushing for many changes in the various facets of the Philippine society. The passage of legislations promoting gender equality paved the way to encourage women to participate in politics and governance.

Gender equality is enshrined in the Constitution (1987) and forms the basis of legislation and national development plans targeted at the advancement and empowerment of women. The current Philippine Plan for Gender-Responsive Development (1995-2025) outlines what the government must do to enable women to participate in and benefit from national development. Beginning in the 1990s, a number of laws were enacted to strengthen protection for women and combat discrimination, such as the Indigenous People's Rights Act of 1997, mandating the representation of indigenous women in decision-making. In 2009, the landmark Republic Act 9710 or the 'Magna Carta of Women' was passed, a comprehensive anti-discrimination and gender equality law based solidly on CEDAW principles.

Rural and indigenous women's relationships with the natural resources around them are largely defined by their traditionally-assigned social roles. While men utilize the natural resources to earn cash income for the other needs of the family, women look to natural resources primarily as their source of food, drinking water, fuel, and medicine, among others. Access to land and water means the ability to provide food for the family and children. While prevailing gender biases may confine women to the private sphere inside the home, women also take on multiple important roles in economic activities, in community life, in indigenous traditional governance structures and in managing natural resources. At the community level, women and indigenous cultural communities have taken part in the maintenance of the ecosystems. In agriculture, women make

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<sup>14</sup>World Bank, 2012.

<sup>15</sup>The Philippines Factsheet. Retrieved on 1 September 2013 from <http://www.unwomen-eseasia.org/docs/factsheets/07%20PHILIPPINES%20factsheet.pdf>.

up 56.2 percent of the work force, contributing directly and indirectly to family production without compensation. Women in fisheries engage in a range of production activities such as fish and shrimp collection, fish marketing, maintenance of fishing gear, fish processing (smoking and canning), preservation and packing<sup>16</sup>. Despite their contribution, women's contribution to food production, forest management, and rural economy remain undervalued if not entirely invisible. Because their contributions are not recognized and mainstreamed, rural women have less access to productive resources, capital, technology, extension services and infrastructure support than men do.

Despite the fact that women make up a hefty percent of agricultural workers as unpaid family workers, only 32 percent of the Certificate of Land Ownership Agreements holders are women<sup>17</sup>. In state agencies, such as in DENR, the perception of forester as "male only" is changing, and more work opportunities for men and women are available now compared to before when foresters had limited opportunities other than those associated with forest regulation. There are allocated slots for females in forestry department such as laboratory technicians, entomologists, and Geographical Information System technicians. There are more women compared to men working, especially in the DENR's Forest and Management Bureau, with more women now in leadership positions like the Director General. DENR's CBFM policy also mandates 30% representation of women in CBFM, which led to more than 30% women's leadership in CBFM committees. These positive results are often attributed to the implementation of the GAD approach and other relevant gender sensitive policies and programs in forestry sector.

While Philippines provides strong legal and institutional support to promote gender equality and substantial gains have already been achieved in integrating gender issues in forestry policies and institutions, gaps remain in how these policies and institutional mechanisms are implemented. The acceptance and enforcement of these policies and guidelines depend on a number of factors, such as institutional responsiveness, monitoring and evaluation mechanisms, rewards and penalties. These factors are also intersected by issues of power relationships between gender and class as well as the general attitude of society towards women and leadership. Leadership is still conceptualized in terms of male strength, with women pictured as having only supportive roles. Such challenge contributes to the glass ceiling in politics, reducing women's access to resources, and decision-making, thus diminishing their political clout.

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<sup>16</sup>CEDAW Shadow report, 2006

<sup>17</sup>Jamisolamin, 2012



As such, the key issue for gender equality in the Philippines is to enforce adequate implementation and monitoring of existing GAD policies into practice at all levels. Inherent in this is the challenge to impart, inculcate, and practice an understanding of addressing gender equality in terms of specific interventions that can expand the notion of equality beyond the numeric representation of male and female, and focuses on addressing gender gaps.

## **4. Overview of Policies, Institutions and Stakeholders**

### **4.1. Policies, Laws and Institutions Framework to Support Gender Equality in Forestry, REDD+ and Natural Resource Management in the Philippines**

The Philippines is a signatory of all the six core human rights treaties<sup>18</sup>, including CEDAW that form the international human rights framework. These treaties are important tools for holding governments accountable for the respect for, protection of, and realization of the rights of individuals in their country. In addition to this, Philippines performs its role as a key negotiator to advocate for provision of co-benefits in the REDD+ framework in recent UNFCCC negotiations and is also a signatory of United Nations Declaration on the Rights of Indigenous Peoples.

Various policies provide key entry-points to imbibe gender issues within forestry and REDD+ in the Philippines. However, it is to be noted that both gender equality and forestry/REDD+ policies lack explicit recognition and integration of gender and forestry issues. As a result, forestry and particular REDD+ framework and policies provide limited attention to gender equality, whereas climate change and REDD+ aspects are not clearly demonstrated in gender equality policies and frameworks. Nonetheless, several existing policies related to gender and forestry/REDD+ below provide an enabling environment to better link these issues.

#### ***Gender-specific policies***

##### ***Magna Carta of Women (Republic Act–9710)***

Magna Carta of Women (MCW) is a comprehensive women’s human rights law that seeks to eliminate discrimination against women by recognizing, protecting, fulfilling, and promoting the

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<sup>18</sup> These treaties include the International Covenant on Civil and Political Rights; the International Covenant on Economic, Social and Cultural Rights; the Convention on the Rights of the Child; the Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment; the International Convention on the Elimination of All Forms of Racial Discrimination; and the Convention on the Elimination of All Forms of Discrimination against Women.

rights of Filipino women, especially those in the marginalized sectors. It specifically provides that the State shall take steps to review and, when necessary, amend and/or repeal existing laws that are discriminatory to women within three years from their enactment. Its rules and regulations call on the different branches and agencies of the government to act on the said provision. As an example, MCW mandates 40% of women's representation in development councils

#### *Philippine Plan for Gender-Responsive Development (PPGD), 1995-2025*

The PPGD lays out development goals and strategies that will make gender equity innate in public programs and policies. This framework is the point of reference for the discussion and monitoring of gender mainstreaming, spells out gender-related goals and objectives, and sets forth comprehensive policies, strategies, and program areas for implementation, mainly by the government, over a 30 year period. This plan ensures that women-friendly policies can take root and flourish despite the barriers posed by traditional attitudes and stereotyping.

#### *Women's Empowerment, Development, and Gender Equality Plan, 2013-2016*

Also known as Women's EDGE Plan, this plan aims to operationalize the MCW and to fulfill the President's Social Contract No. 13 ("from a lack of concern for gender disparities and shortfalls to the promotion of equal gender opportunity in all spheres of public policies and programs"). The Plan shall guide the mainstreaming of the gender perspectives in agency's programs to fulfill their obligations under the MCW. More concretely, it will inform the preparation of GAD plans and budgets of agencies as it highlights priority gender issues and strategies for inclusion in their GAD plans and budgets. However, the climate change aspect is not explicitly stated in the plan.

#### *Framework Plan for Women*

This is part of the Philippine Plan for Women, which the current administration developed to focus on three thrusts: promoting women's economic empowerment, advance and protect women's human rights, and promote gender responsive governance. The plan identifies concrete gender issues that will be addressed, from planning, monitoring, and evaluation. It is a practical tool for operationalizing PPGD. It is a three-year directional plan that sets realistic directions for program interventions for agencies and is a tool for planning and budgeting.

#### *GAD Budget-related Policies*

The 1998 General Appropriation Act requires line agencies and local government units to allot a minimum of five percent of their budget for gender mainstreaming programs and projects. The

PPGD provides a way to institutionalize GAD in the national budget. The policy addresses both the use of funds from official development aid in terms of funding gender and development activities, and the regular budgets of central and local government agencies. Another legislative measure related to the GAD budget is the Women in Development and Nation Act (RA 7192), which is an act promoting the integration of women as full and equal partners of men in nation building. It instructs government bodies to set aside up to 30% of their overseas development assistance funds for GAD activities. The law encourages the full participation and involvement of women in the development process and remove gender bias in all government regulations and procedures. Recently, the Joint Circular # 2012-01 provides guidelines for the preparation of annual GAD plan and budget and accomplishment report to implement MCW<sup>19</sup>.

Another law supportive of women economic empowerment is RA 7882, an Act providing Assistance to Women Engaging in Micro and Cottage Business Enterprise. This law gives women entrepreneurs' opportunities to have a capital to start up micro-enterprise endeavor. Alongside this legislative measure, the 1988 Comprehensive Agrarian Reform Law gave Filipino women the right to own land that previously reverted to sons and other male family members. For women wage earners, The Labor Code of 1989 covers the issues of night work prohibition, special facilities for women in the working place and discrimination against women in respect to terms and conditions of employment and by reason of marriage.

### ***REDD+-specific policies***

Particularly relevant for REDD+ are PNRPS, NCCAP, Philippine Environmental Impact Statement System (PEISS), CBFM, Philippine Strategy for Sustainable Development, Indigenous Peoples Rights Act, Wildlife Resources and Conservation Act, and Strategic Environmental Plan for Palawan Act. These acts can provide starting point for further addressing gender-specific safeguards in REDD+.

### ***NFSCC and NCCAP***

The commitment to gender equality is reflected in the policies and strategies of the National Climate Change Commission, including NFSCC and the NCCAP, calling for developing the adaptive capacities of men and women in their communities and the reduction of risks to women in relation to climate change. However, at the project level, the attention paid to gender-sensitivity is less evident.

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<sup>19</sup>PCW-NEDA-DBM Joint Circular No. 2012-01

### *PNRPS*

The PNRPS takes into account three elements: carbon, biodiversity, and community. In essence, the PNRPS is not only focused on carbon sequestration and valuation, but it also pays equal attention to conservation of biodiversity and improvement in local community. These follow logically from two considerations. First, the Philippines harbors rich biodiversity resources. At the same time, these bio-diversity hot-spots are situated at ancestral domains from where people derive livelihood benefits. This strategy can provide a guiding framework to deal with gender, livelihood and other social issues in nexus of carbon and conservation. It also calls for the need to involve women in REDD+ consultation and decision-making.

### *PEISS*

PEISS is the most important institutional mechanism that addresses biophysical and socioeconomic safeguards of forestry projects, among others. Forestry projects are classified under environmentally critical projects and, therefore, require a full-blown environmental impact assessment (EIA). In addition, most forestry projects (including REDD+ projects) are located in environmental critical areas which require the conduct of EIA. The EIA process explicitly requires consideration of socioeconomic impacts to indigenous peoples and women. CBFM as a national strategy in upland development is also guided by environmental and socioeconomic safeguards such as those related to property rights. There also exists a *Philippine Strategy for Sustainable Development* which contains indicators that can be used as a basis in forming safeguards for REDD+ projects.

While these policies provide the enabling environment to address gender issues, each of these may not necessarily contain operational mechanisms to incorporate gender perspectives as these relate to REDD+ context. As an example, PNRPS identifies the need for women's engagement in participation and benefit-sharing in REDD+. In this context, existing institutional mechanisms and processes that promote gender equality can provide key entry points, some of, which is described in the following section.

### ***Institutionalization of Mechanisms***

Line agencies and local government units are mandated to establish focal points in various forms; it may be a focal person, council, or technical working group. The three natural resource-related agencies namely, the Department of Agrarian Reform, the Department of Agriculture, and DENR, have already complied to facilitate coordination of planning, monitoring, and evaluating women's

involvement in rural or agricultural development interventions. At the level of local government, some have created a GAD council or committee to report up to the barangay<sup>20</sup> government.

*Gender and Development Focal Point System (GADFS)*

Memorandum Circular # 2011-01 allows for creation, institutionalization and implementation of GADFS. GADFS is an interactive and interdependent group of people in all government instrumentalities tasked to catalyse and accelerate gender mainstreaming. It is a mechanism

**Functions of the GADFS**

- Assist/Conduct gender analysis of forestry programs and projects and ensure that design of programs and projects integrate gender dimension;
- Network and link with other government agencies, local government units, donor organizations, and research institutions for technical assistance and support; and
- Ensure the effective utilization of the GAD budget which should be at least 5 percent of the budget of respective office and prepare and submit periodic GAD physical and financial report following prescribed reporting format.

established to ensure and advocate for, guide, coordinate and monitor the development, implementation, review and update of their GAD plans and GAD-related programs, activities, and projects. GADFS is involved in supporting harmonized GAD guidelines and other relevant toolkits such as the Gender-Responsive Environment, Natural Resources Enterprises, also called as the GREEn Kit

*GREEn Kit*

The GREEn Kit, or the Gender-Responsive Environment, Natural Resources (ENR) Enterprises in the Philippines, is a two-volume technology kit providing livelihood options to ENR-based men and women entrepreneurs, producers and workers. The GREEnKit is both an awareness and ergonomics tool as it informs about women’s crucial roles not only in marketing, product design, and processing per se, but in the majority of the natural resource enterprise activities while providing a safe ergonomic environment tailored to women and men’s needs. The GREEn Kit provides brief information on the enterprises, methods of production (including materials and equipment), cost and expected returns, economic benefits, ecological implications, laws and restrictions, and tips. The GREEn Kit commercializes mature technologies into livelihood options for micro-entrepreneurs, cooperatives/associations and local communities, corporate social responsibility programs in upland, lowland-urban and coastal ecosystems needing ENR-based livelihood options. Early experiences from using the GREEn Kit indicate the importance of

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<sup>20</sup>A local term that means village-level.

technology support when aiming for a sustainable, gender-responsive, and DENR-based enterprise.

### ***Institutions for Gender Integration in REDD+***

#### *Philippine Commission on Women of Philippines (PCW)*

The National Commission on the Role of Filipino Women (now called as PCW) was created by a Presidential Decree no. 633 as an advisory body to the Philippine president with regards to national policies and programs. It is mandated to review, evaluate, and recommend measures, including priorities to ensure the full integration of women for economic, social and cultural development at all levels. It is also mandated to monitor the compliance of all government agencies and local governments to GAD program. PCW is recognized as the government authority that champions women's empowerment and gender equality. It works for the promotion, protection, and fulfilment of women's human rights to enable women and men to contribute to and benefit equally from development. It does so through policy advocacy, provision of technical assistance and monitoring and evaluation of the gender responsiveness of government policies, plans, programs and services. PCW'S Environment and Social Management Guidelines is an innovative tool that promotes environmentally-sustainable and gender-responsive enterprises.

#### *DENR*

DENR is considered to be one of the leading government agencies that integrated gender in its policies, systems, and programs. Its GADFS served as one of the models used by PCW in influencing the government in installing mechanisms for gender mainstreaming in the country, for example, in the Department of Budget and Management. The Harmonized GAD Guidelines provide directions on how to integrate budget and planning for implementing gender plans. CBFM is one of its flagship programs that success-fully integrated and instituted gender equality interventions.

Gender mainstreaming in the environment and management of natural resources in the Philippines has been given attention through *the Engendering Program of Environment and Natural Resources of DENR* in 1989. The adoption of GAD principles has led to the development of policies to recognize women in awarding of tenurial stewardship, incorporation of gender parity in the Community Resources Management Framework, inclusion of women in protective area

management boards, inclusion of gender concerns in environmental impact assessments, and development of tools to mainstream gender in CBFM.

As recently as March 2014, the Forest Management Bureau of DENR celebrated March as the International Women’s Month with the ‘History of Women in Forestry’ theme, as a way to pay tribute to the strong and resilient women who brought inspiring changes in the country and across the globe.

#### 4.2. Stakeholder Mapping

Stakeholders were identified through discussions on their work, level of interest expressed, and levels of influence on policies and practices for the inclusion of gender and women in REDD+ readiness efforts. The level of interest is determined on the extent to which they consider gender and women’s issues important to REDD+. The level of influence refers to their abilities to influence policies and practices. It is also important to note that a detailed profile of stakeholders is further necessary to decide the levels at which they could be involved and the specific activities that they are able to undertake to implement REDD+.

**Table 1. Stakeholder Analysis by Interest and Influence of Stakeholders<sup>21</sup>**

Interest Influence	Low	High
High	The Department of Budget and Management, National Economic and Development Authority, Department of the Interior and Local Government (DILG), Civil Service Commission and the Commission on Audit <sup>22</sup>	PCW, People’s Organizations Provincial Administration, NGOs, CCC, DENR, Aetno school of governance, Donor agencies, NCIP
Low		Universities, LGUs, GADFS

The map of stakeholders given in Table 1 suggests the stakeholders with an interest and ability to engage in promoting women’s inclusion in REDD+ in the Philippines include state agencies, NGOs and People’s Organizations. Some of the stakeholder meetings revealed that state agencies like PCW have a high interest to take part with their capacities to influence the policy process, but they have limited understanding on climate change mitigation, particularly REDD+. Discussions

<sup>21</sup> Detailed abbreviations for organizations described in the table are provided in the list of abbreviations.

<sup>22</sup> These agencies have oversight role in ensuring that government agencies undertake gender mainstreaming.

revealed that gaps in the communication process and lack of cohesion in forest policies, laws, and roles of departments/units within the government, a problem that persists in a lot of countries implementing REDD+<sup>23</sup> and have obstructed some groups' involvement in REDD+.

### **4.3. Barriers for Women's Inclusion in Policy Implementation and Practice**

The legal framework has provided basic guidelines and processes for women empowerment but the dynamics of political and social institutions reinforced by cultural norms continue to provide a push-pull effect on gender equality. Enforcement and monitoring of gender policies in everyday practice remains critically constrained for several reasons noted below.

#### *Discriminatory cultural norms*

Discriminatory sociocultural practices are considered pervasive barriers for women's inclusion as these continue to stereotype men's and women's roles and affect their opportunities. Stereotypes in agriculture and forestry abound, and men are still privileged over women as the key stakeholder. Even today, titles are issued to males while their female spouses are not counted as beneficiaries. As a result, women's contributions in forest management are not well acknowledged and accounted for in forest-based planning. At times, women and the environment have in fact been called "shadow subsidies", both supporting all societies but both under-valued and claimed for free<sup>24</sup>. As a result, women's contribution to productive and care work are often overlooked in resource management activities<sup>25</sup>. Existing studies characterise women's participation in local resource management organizations to be "nominal and passive" in World Bank-funded environmental programs such as Village Forest Joint Management, Community Forestry Groups<sup>26</sup>.

#### *Limited capacity of women*

Women with lower educational backgrounds usually have less confidence to speak in public and take part in the management and decision-making processes. During focus group discussions in Atimonan, women stated that they were more comfortable to speak during women-only meetings or when many women are participating in the meetings.

#### *Lack of invitation limiting women's participation*

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<sup>23</sup>Peskett and Brockhaus, 2006

<sup>24</sup>CEDAW Shadow report, 2006

<sup>25</sup>Alano, 2008

<sup>26</sup>Jamisolamin, 2012



Many women also stated that their lack of participation was simply because they were not invited to meetings as invitations neither specifically stated women's representation nor they were encouraged to join. Even then, the majority of the attendees are women, as men are busy with work. Although most women are willing to work, the participants also stated that most work opportunities presented by institutions recruit more men than women.

#### *Poor linkages between policies and practice*

At the national level, while several gender-responsive policies and mechanisms already exist in Philippines, a concomitant focus to build robust and responsive institutions at sub-national and local levels that can successfully implement the reformed policies is often lacking. As a result, many gender reform policies do not get institutional responsiveness and lack enforcement. This becomes compounded by the fact that women still lack access and representation to influence decision-making in the political processes.

#### *Blurred understanding of GAD approach*

Gender-sensitivity is not simply about involving women, it is about addressing the gaps between men and women. However, generally, the reforms for gender equality have often been simply equated with women's numeric ratio as compared to men. Such impressions create a flawed perspective of taking men as standards for gender equality, rather than non-discrimination and rights<sup>27</sup>. In Atimonan, participants expressed that when it comes to implementation of gender equality policies, the treatment towards women differs. The understanding of gender equality in the form of setting men as the standard "*kung kaya ng lalaki kaya din ng babae*" (if men can do it, so can women) is limited since the approach to gender equality should consider men and women's full potential rather than enforcing sameness.

#### *Lack of gender integrated planning*

Gender analysis of forestry programs and projects is sparse and integration of sex-disaggregated data and indicators in the monitoring and reporting system of forestry projects is limited. Especially in DENR, the Harmonized GAD Guidelines and several tools such as GREEN Kit provides specific guidelines for integration of gender perspectives in natural resource proposals; however, their potential have been marred by limited capacities for their adoption and institutionalization by the LGUs nationwide. The mechanisms to encourage GAD as an incentive system does not exist at the community level. Lack of capacity and resources for gender-integrated planning is a

cross-cutting barrier that hinders effective integration of gender issues into programs, especially at the sub-national levels of governance.

*Lack of incentive systems that support gender integration*

Proper incentive systems that encourage gender integration are minimal and poorly enforced. While the law prescribes government agencies to allocate at least five percent of their budget to specific gender and development activities, there are several restrictions that limit the potential of this policy to support gender integration. The amount generated from this allocation is very low, and the policy generally covers only specific-GAD activities. Moreover, in many cases, the policy is not enforced. Reward systems to GAD champions is practiced, but is limited to the national level implementation. Particularly at the community level, lack of gender integrated programs that also provide income-generating activities and capacity building opportunities is less evident. Owing to poverty and livelihood requirements, communities and women tend to choose programs that provide immediate benefits through income-generating activities or technical skill-building programs rather than participate in GAD trainings.

*Women's work-burden and men's support for gender equality*

Existing social and cultural norms are often discriminatory to women and perpetuate discriminatory gender gaps between women and men. Household-based work, although recognized to be the crucial support system of the family, is not given economic recognition or financial valuation. Feminization of natural resource management takes place when most of the male population migrate to the urban centers for work leaving behind women to take up multiple responsibilities. In cities, despite contributing to their families as the main or co-breadwinners, women are still considered as the key caretakers of their family and expected to perform the household chores. This expectation exacts an additional workload for urban women. As a result, women have limited time to attend and benefit from development programs.

*Limited knowledge and information about REDD+*

In general, local communities' (men and women) understanding of REDD+ remains inadequate due to limited access to information and also difficulties to grasp the complex and highly technical language of REDD+.

All the above mentioned barriers were mentioned and discussed during FGD in Atimonan. Additionally, the FGD participants also rated the key barriers for women's inclusion in forestry

and other natural resource management (NRM) sectors based on their experience with CBFM and other projects. The rating was done by show of hands, on a scale of 1-5, with 5 being the strongest and 1 the weakest. Some items were blank as the participants were only asked to rate items they are familiar with.

**Table 2: Extent of women’s inclusion in forestry and other NRM sectors in Atimonan, Quezon**

<b>Key Barriers to women’s inclusion in forestry and other NRM sectors</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
Access of women in forestry	0	0	15	2	2
Participation of women in forest protection	0	0	13	1	6
Participation of women in meetings on forest management	0	0	0	6	14
Participation of women in decision-making on forest management	0	2	15	0	0
Location of meetings affect women	0	2	11	5	1
Schedule of meetings affect women	0	3	7	7	4
Support from barangay to women that can improve forest management	0	6	7	6	0
Benefits from firewood that women receive	0	5	8	1	0
Feeding of animals in the forest	0	0	0	0	0
Herbal medicine or non-timber forest products	0	5	10	0	1
Benefits from timber that women receive	4	6	2	1	0
Benefits from water that women receive	0	0	0	0	0
Support from government (DENR-FMB) in including women in forest programs and projects	1	5	13	0	0

## **5. Good Practices and Potential Entry Points of Women’s Inclusion in REDD+, Forestry, and Natural Resource Management Sector**

The barriers discussed in the previous section stem from various multiple and systemic sources that range from discriminatory attitude and norms still inherent in society, low level of women’s education, as well as lack of institutional responsiveness and enforcement mechanisms amongst others. As such, it is not possible to have a single good practice addressing all those barriers. Rather, a mix of good practices implemented in the form of a long-term strategic capacity building support can be helpful to address those barriers. In this respect, the good practices identified both in formal interventions such as policies and informal settings such as everyday practices are to be taken into account for strengthening women’s inclusion. The matrix in Annex 4 synthesizes the knowledge on best practices captured during field visits and national dialogue discussions.

## 1. Ensuring women's representation and participation in natural resource management sectors

Women's participation and representation is mandated through several legal instruments, institutional mechanisms and community practices in Philippines. Some key examples are noted below.

- Various policies facilitated participation of women by recognizing them as key actors in natural resource management sectors such as forestry and fisheries. In the Philippine Fisheries Code of 1998 or RA 8550, the definition of fisherfolk included women as fishers. Furthermore, MCW also included women engaged in fishing, subsistence producers, shell gathering, commercial fishing and aquaculture as fisherfolk. Several national laws support women's empowerment and development and have been used to mobilize women from the different marginal sectors<sup>28</sup>. In Atimonan, the Bureau of Fisheries and Aquatic Resources provides *Hipong Gubat* (a variety of shrimp) for the *Hipong Gubat Festival*, and the recipients can either be women or men.
- Institutional mechanisms such as GADFS are helpful to strengthen and institutionalize gender perspectives into program planning and implementation. DENR, in particular, has a long-standing history with GADFS. GADFS is a mechanism established to ensure and advocate for, guide, coordinate, and monitor the development, implementation, review, and update of their GAD plans and GAD-related programs, activities and projects. If properly applied, GADFS can allow for greater integration of gender perspectives into planning and implementation in natural resource sectors, including forestry, fisheries and agriculture. Memorandum Circular # 2011-01 and Joint Circular # 2012-01 provide detailed guidelines for enforcement and monitoring of GADFS system and budget allocation to implement such activities. The gender and development budget has facilitated institutionalization of women in decision-making and the identification of gender-sensitive recommendations for climate change responses.
- Under CBFM, at least 30% of women representation is mandated. MCW also mandates 40% women representation in municipal committees.
- DENR's harmonised GAD guidelines and data gathering tools for natural resource management projects require project proposals identify gender issues that relate to the project and the interventions (strategies and activities) to address these issues. A GAD checklist comprises three components: first, designing and evaluating forestry

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<sup>28</sup> <http://cerd.ph/resources/18-women-s-community-based-mangrove-management-in-the-philippines-the-hinatuan-bay-experience> , Retrieved 15 October, 2013.

management projects; second, forestry project management and implementation; and third, forestry project monitoring and evaluation. As gender equality is not only about a numbers game of adding women to events or teams, the GAD tool aims to take into account both women's and men's perspectives in programming, policies and processes of forestry and REDD+.

- Various gender-responsive tools exist in Philippines, which can provide key entry points for women's inclusions. Some examples include gender-participatory tools for CBFM that has a checklist and gender-specific questions; people's organizations' assessment tools on examining gender sensitivity of the POs; and self-reflection tools for the agents of change and can be applied to CBFM practitioners, project managers, extension agents, and individuals.
- In Atimonan, communities practice "*Bayanihan*," a Filipino tradition that includes both women and men in helping out the community voluntarily.
- Secure tenure rights for both genders can promote sustainable forest management and poverty alleviation. In the Wao community in uplands of Philippines, the Wao Local Government Unit (with its Gender and Development Team) with support from the USAID-funded Philippine Environmental Governance program has worked to mainstream gender equity into natural resource management. Through their efforts, women's knowledge of, and role in, forest conservation and management has become recognized, resulting in the inclusion of women as stewardship contract holders. In the case of married holders, both spouses are asked to sign the stewardship agreement. This enabled not only women's participation in natural resource management but also joint decision-making on utilization and management and business transactions concerning land and forest resources, which improved gender relations in the area<sup>29</sup>.

## **2. Supportive facilities for women's participation**

Additional support are needed to provide enabling conditions for women to be able to fully participate in the activities and decision-making processes. Some good practices of such supportive actions in Philippines include:

- PCW provides overall oversight to gender equality in the Philippines. It works with various agencies to enforce and monitor gender equality policies into practice.

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<sup>29</sup>Alano, 2008

- GADFS teams consist of a group of people who are experts in gender analysis, training and planning. This team can be well-tapped and supported as core group of experts to provide gender-sensitivity within institutions and departments.
- Various incentive mechanisms (GAD Budget policies, GAD service awards, recognition of women's leaders) exist to promote women's leadership in natural resource management sector. GAD service awards supposedly identify and reward projects, and individuals for gender-responsive work. DENR's GAD service awards are given to projects/individuals for gender-responsive initiatives taken in natural-resource management projects.
- Existing citations and recognition of women's leadership and their roles in biodiversity such as USAID's Gender Equality video at local level<sup>30</sup> helps to acknowledge and recognize the diverse roles women play in sustaining biodiversity. Such materials can provide useful resources to DENR and other agencies to recognize and accredit women's contribution in sustainable resource management sector.
- The DILG provides an award system for LGUs for their performance in innovative areas. GAD can be added into DILG performance award as an incentive mechanism to promote gender-responsiveness within LGUs.

### **3. Skill building**

Stakeholders often identify and use multiple windows for building capacities to enable women to engage in decision-making and sharing responsibilities. Effective means for building capacities include:

- Many NGOs in Philippines share the common practice to invite two representatives to events: one male and one female. This practice provides opportunities and exposure to both men and women and sends a message of equal representation of men and women in activities.
- Gender awareness raising has been used by state agencies, POs, NGOs and women's groups. PILIPINA, a local network, provides a graduated leadership formation program through which women are encouraged to make the transition from community-based and socio-civic leadership to becoming staunch and articulate advocates for women's issues and concerns in a broader, political arena. Other networks such as Women's Action Network for Development (WAND) provides trainings and movement on gender-responsive and results-based budgeting at the local levels, GAD planning, and gender-sensitivity training related to micro-finance, and sustainable agriculture.

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<sup>30</sup> <http://www.youtube.com/watch?v=sePmMjv1XXY>, Retrieved 10 January, 2014.

- Many state agencies, NGOs, and conservation-specific projects provide opportunities for women to obtain technical training. As an example, the USAID-funded Mainstreaming Climate Change in Biodiversity Planning and Conservation in the Philippines Program made strategic efforts to empower women's to participate in development and capacity building activities. Several workshops and trainings capacitated both men and women in integrating climate change in the protected area plans. They were also taught on the use of geographic information system and maximum entropy model as part of vulnerability exercises.

#### **4. Sex disaggregated analysis and planning to meet women's livelihood needs**

Sex-disaggregated data is being used in many interventions to establish baselines, carry out gender analysis and planning and for follow up monitoring and evaluations to gauge the effectiveness of interventions. Women's inclusion into projects has been facilitated by the process. Some illustrations of good practices on this work are given below.

- DENRs' Harmonised GAD Guidelines allows for collection of sex-disaggregated data, analysis, and planning. The harmonized GAD Guidelines also consist of a checklist with scores that can be used to screen any natural resource management proposal against gender-responsiveness.
- Center for Environment and Resource Development (CERD) has worked with men fishers and also with women. Information from the communities is gender disaggregated, such as resource use and issues by women and by men, seasonality of fishing and gleaning activities, gender division of labor, men and women's roles in the fisheries activities and other related data. Based on the initial analysis, several programs and strategies to include men and women in the fisheries sector were designed. For women, gender sensitivity and women and leadership training courses were conducted. These courses are aimed at raising the awareness of women about their skills, potentials and aspirations as well as building their capabilities as equal partners and leaders in development. Purposively, CERD would separate women from men organizing to give space for women to develop their self-confidence. They can merge with the men if they decide to. In mixed fishers' organizations, it is encouraged that at least 30% of the members and leaders are women. It also conducted gender sensitivity training for men to give them awareness on how gender as a social process can affect men's and

women's choices and opportunities and provide pathways of men's role as supporters of gender equality<sup>31</sup>.

## 5. Labor-saving and time-saving technologies

Time and energy saved through improved technologies helps women to address barriers to engaging in REDD+-related activities including community decision-making. Technological interventions on reducing exhaustion of women labor both in the domestic sphere and in family farms help encourage women's participation in REDD+ process. Initiatives taken in this endeavour are diverse. The technologies introduced for the domestic sphere of work enabled women to save their time and energy and work-related exhaustion while in the production domain technologies help to enhance production.

- For the USAID/Sustainable Agriculture and Natural Resource Management project, North Carolina Agricultural and Technical State University and the World Agroforestry Center (ICRAF) pilot-tested the vermin-composting technology with 10 women-farmers through training and facilitation, and encouraged them to share the technology and some material inputs (one kilo of vermiworms) for other group members to start their own facilities. Although the main objective of the activity was to provide organic fertilizer for their vegetable gardens, some of the women found opportunity in enterprising excess vermiworm (African night crawlers), and/or vermicast/vermicompost. The group also received a financial support for livelihood development from a World Bank project through the Department of Agriculture for their good farming practices. Technologies such as vermicomposting are women-friendly technology, enabling women to actively participate and contribute to production systems<sup>32</sup>.
- In Atimonan, DSWD's Day Care Center is a community or workplace facility providing a full range of health, nutrition, early education, psycho-social and other services to children below 6 years of age during part of the day<sup>33</sup>. Participants during the focus group in Atimonan stated that such child-care facilities are important, as these facilities not only help in the development of a

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<sup>31</sup> <http://cerd.ph/resources/18-women-s-community-based-mangrove-management-in-the-philippines-the-hinatuan-bay-experience1>, Retrieved 4 September, 2013.

<sup>32</sup> Communication with Dr. Rodel D. Lasco, Country Programme Director/NRM Scientist, World Agroforestry Centre (ICRAF) Philippines.

<sup>33</sup> <http://eservices.dswd.gov.ph/modules/forms/apply.php>, Retrieved 10 September, 2013.



child, but also helps mothers of young children to network and learn from their participation in such public exposure and meetings.

## **6. Women in networks and federations**

Women's networks and federations demonstrate the potential for organizing women and enabling women inclusion into REDD+ process. Many networks show the strength of collective engagement of women and also their capacity to organize social capital taking the local context into account. The networks also provide entry points and opportunities to work with women or to enhance women's role in REDD+. The lessons learned from the existing networks bring out how women are being mobilized as contributors and managers. There are excellent examples of professional and community women networks working to improve natural resource management issues. A few examples are noted below.

- WAND is a national and multi-sectoral network of women NGOs and POs that provide gender sensitivity training, livelihood projects for women and advocacy programs affirming the need to mainstream gender concerns in development agenda, and builds capacity of grassroots' women in particular. WAND's area of expertise includes gender-responsive and results-based budgeting at the local levels, GAD planning, gender sensitivity training related to micro-finance, sustainable agriculture, VAWC-related activities, women in governance, gender analysis, advocacy, and campaign management.
- Ang Kilusan ng Kababaihang Pilipino<sup>34</sup> (PILIPINA) is a mass organization established in 1981, whose membership includes individuals and organizations who work with social movements and social development institutions. Over the years, PILIPINA grew not just in scope of work but in numbers as well. It has established presence in all regions of the country, with 10 city-provincial chapters. PILIPINA works for women's full participation in leadership and governance, which stress on public office and social movements. The Women's Empowerment in the Barangays is the main capability building program of PILIPINA.
- International Rice Research Institute (IRRI) is the oldest and largest international agricultural research institute in Asia. It is an autonomous, non-profit rice research and education organization with staff based in 14 countries in Asia and Africa. The Social Sciences Division of IRRI contributes to the development of technological and policy interventions that fulfill IRRI's mission and objectives by bringing farmers' perspectives into rice research. It sends its researchers to the fields and farms to be able to assess the

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<sup>34</sup>English Name: Movement for Filipino Women

technology needs of rice farmers; to design on-farm trials; to get their views about adoption of a certain rice technology; to assess the impact of technologies in terms of the usual indicators such as productivity, income distribution, and poverty alleviation on different socio economic groups, including women engaged in rice farming.

- Center for Environment and Resource Development (CERD) is an NGO that envisions empowered and self-reliant communities living in harmony with a healthy coastal environment, and as such facilitates the establishment of communities with responsive institutions for community-based coastal resource management. Gender integration is a key approach for CERD.
- Lakasng Kababaihang Magsasaka sa Kanayunan (LAKAMBINI<sup>35</sup>) is composed of all-women organizations and committees located in 64 barangays in 30 provinces all over the country, whose individual members, around 8000, belong to the farming and fishing sector.

## **7. Presence of women leaders and champions**

Some identified gender champions working in local communities or facilitating the process at the national level are described below:

- Nely P. Alzula, was recently cited by the United Nation-Food and Agriculture Organization in Beijing, China in 2012 as one of two “Champions of Asia Pacific Forests” in recognition of her exemplary contributions to forestry as president of the Regional CBFM-PO Federation in Southern Tagalog and as head of the Kapit-Bisig Farmers’ Association in Quezon. Alzula was a mother to an impoverished forest-dependent family in the 1970s where she earned a living by buying and selling wood charcoal. At that time, the government, through the Bureau of Forest Development started to organize upland communities and eventually developed the Integrated Social Forestry Program. Given her popularity in the community, the bureau invited Alzula to attend orientation and training sessions on social forestry, natural resources management and the environment. Alzula realized the importance of community forestry and the impacts of her activities. As such, she decided to stop her business in the charcoal industry and continued to participate in the extension and training programs of the government. With her considerable influence and skills, Alzula worked for the provision of electricity in her community, empowerment of women leaders, and integration of community perspectives in national policies.

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<sup>35</sup>English Name: Peasant Women Empowerment in the Rural Area

Advocacy-wise at the national level, Alzula was one of those leaders who bravely faced high-level government officials when the CBFM agreements were unilaterally cancelled.

- Marlea P. Munez is a forester by training and provides gender and policy expertise in Philippines. During her tenure with DENR, she organized and strengthened POs in community forestry areas, and contributed substantially to the institutionalization of CBFM in the Philippines as well as the enhancement of DENR's GAD policies. Subsequently, Munez made significant contributions to the National CBFM Strategic Plan completed in 2007. She takes part in various national and international sessions and initiatives on community forestry and climate change and forestry. Munez, as President of Women's Initiatives for Society, Culture, and Environment was a co-founder of CoDe REDD Philippines. Currently, she works as executive director at National Commission for Indigenous People.

#### **8. Equitable benefit sharing mechanisms**

The examples noted below can provide entry points whilst also calling attention to the need to provide alternative livelihood to the women and men.

- For the International Fund for Agricultural Development (IFAD)-funded project on rewards for environmental services (RES) from 2009-2012, a study was conducted in the country to understand gender implications on RES and NRM. One of its recommendations was gender-targeted livelihood intervention since it was found that men and women had different interests and capacities based on their roles and functions in managing their resources and environments. As such, ICRAF conducted a training on environmental services-based livelihood project proposal development, and indeed, the women group opted to develop a proposal on organic cutflower production (land health as an environmental service), different from the usual farm-related projects of men.
- Hinatuan Island in Surigao del Sur faces threats of increase in sea level due to climate change. To ensure the sustainable management of their coastal resources, seven fish sanctuaries were established in Hinatuan Bay. One of those was the 19-hectare sanctuary in Mahaba Island, which was managed and led by the Ladies United Movement Onward to Development. Their activities included providing security to the area, planting mangroves to prevent coastal erosion, and provide breeding grounds for the fish and other marine life. The sanctuary helped to improve sources of income, since it provided the community with fish fry and mangroves increase other shellfish and seafood that can be gathered. Support systems like electrification, potable water projects, and

transportation for children studying across the island also helped to buffer the women in managing the sanctuary<sup>36</sup>.

## **9. Enterprise development and credit provision**

Some recent attempts to brand women's products and account for women's contributions as demonstrated below can provide key entry points to accredit for women's performance in SFM and REDD+.

- Philippines recently launched the "Great Women Brand" (GWB) as one consolidated brand, which micro, small and medium enterprises women groups could use. Through this brand, a marketing platform and brand position can strategically bring the products to niche or specialty markets. More than design and product variation, among the issues women-led micro, small, and medium enterprises face include market access, product certification and micro financing. Being part of the Great Women Brand links them to retailers, designers, product developers and merchandisers, and even microfinance institutions. The GWB aims to place all worthy women-produced community products that do not have the benefit of branding in one identifiable brand that represents quality. To date, they have developed and up-valued products for women community groups with products including food products, home textile accessories, couture and fashion accessories, and home-decor pieces.
- At community level in Atimonan, women are often the front liners in marketing enterprises. Women are also in charge of budget management of their family. Food, electricity, and education are on top of the list. It was also noted that women are the ones who lend money while the men are responsible for paying. Such community practice of money lending and management can provide key entry points to involve women in enterprises.
- Another law supportive of women economic empowerment is RA 7882 , An Act providing Assistance to Women Engaging in Micro and Cottage Business Enterprise . This law gives women entrepreneurs' opportunities to have a capital to start up a micro-enterprise. Alongside this legislative measure, the 1988 Comprehensive Agrarian Reform Law gave the Filipino women the right to own land that previously reverted to sons and other male family members. For women wage earners, The Labor Code of 1989 covers the issues of night work prohibition, special facilities for women in the working place and discrimination against women in respect to terms and conditions of employment and by

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<sup>36</sup>Alano, 2008

reason of marriage. Such rights and friendly working environment are considered important to engage and sustain women in enterprises and also reduce their work-burden.

- Specific modules, such as GREEN Kit, provide specific measures to design gender-responsive enterprises.

## **6. Moving Forward**

The lessons learned from this study of policies, barriers and good practices to promote women's inclusion in CBFM, forestry, fisheries, and enterprise have led to the identification of key recommendations to ensure the effective inclusion of women in REDD+ initiatives in the Philippines. As the designated implementing agency for implementation of sustainable forest management and early REDD+ initiatives, the recommendations are made more aligned to DENR with the hope that these operational mechanisms can add to expedite the gender integration processes in REDD+ policies and processes by DENR.

### **6.1. Specific recommendations for greater integration of gender perspectives at DENR**

There are four entry points for integrating gender perspectives in DENR which include people, policy, programs, projects and activities, as well as enabling mechanisms.

#### **A. People**

GADFS is an important institutional mechanism to promote gender equality. The GADFS system includes people with expertise on gender analysis, gender-sensitive training, and gender budgeting. However, they have limited knowledge on the emerging concepts of climate change and REDD+. It is time to strengthen their capacities through focused interventions that increase their knowledge and technical skills on gender and climate change/REDD+. Enhanced capacities of GADFS are likely to contribute to effective and efficient implementation of GAD mainstreaming activities within DENR and other natural resource management sectors. Likewise, gender-responsive leadership is critical to institutionalize GAD into natural resource management and REDD+ programming. Given that Philippines has GADFS with experts on gender analysis, as well as several GAD tools, there is a need to identify, educate, and support leadership for gender-responsive initiatives. These leaders can then take forward GAD institutionalization within their institutions' programming and implementation. Equally important is engaging with men staff and PO that DENR deals with, to sensitize them on gender equality in a way that it is seen as an approach that is complementary to achieving fair opportunities

In addition, information dissemination and workshops on gender and REDD+ to key stakeholders are also crucial to enhance awareness on the issue and nurture support for women's inclusion and gender mainstreaming in REDD+. At the local level, gender and REDD+ awareness raising needs to be conducted involving men and women. In addition, ensuring that this information is in formats that are accessible and available to women is also critical.

Specific recommendations include:

- Strengthen and enhance GADFS system at national and community levels.
- Create and support gender-responsive leadership.
- Educate and enhance capacity-building of the DENR staff on gender issues in climate change and REDD+.
- Tap GADFS technical advisers for gender analysis of DENR projects.
- Engage with men as allies of gender equality at national, sub-national and project levels
- Enhance awareness about REDD+ and gender to key stakeholders and support gender mainstreaming.

## **B. Policies**

The DENR through the forestry sector shall promote the development of gender responsive policies, ensure the participation of women's group, people's organizations, local government units, and other forestry stakeholders, conduct regular consultation meetings, and disseminate draft policies through the website and other avenues to generate comments and suggestions.

Specific recommendations include:

- Revise forestry policies and programs to incorporate gender issues based on gender analysis.
- Perform gender audit of selected forest policies.
- Address the gaps, if any between national level policies and local government regulations by advocating for the enactment of relevant local ordinances to improve knowledge and harmonized enforcement of relevant gender-responsive policies in forest management.

### **C. Programs, Activities, and Projects**

To ensure gender responsiveness of forestry policies and programs, results of gender analysis must be considered in designing strategies and activities. The Harmonized GAD Guidelines shall be adopted in evaluation of forestry projects. Only those with promising GAD prospects will be endorsed for approval. DENR should provide avenues for institutionalizing the participation of men and women forestry stakeholders in the formulation of policies, planning, implementation, monitoring and evaluation of programs and projects. There is a great opportunity to revive GADFS assemblies, which were once used as learning and sharing network. These assemblies were useful to capture the best practices and challenges in implementing GAD within DENR. This practice should be revived and strengthened within DENR to continually learn and adapt from the on-going efforts and experiences of GAD implementation.

Specific recommendations include:

- Conduct and share the best practices and lessons learned out of DENR's GADFS system.
- Revive GADFS assemblies within DENR.
- Use DENR's harmonized GAD Guidelines and checklist to screen natural resource proposals on gender-sensitivity before approval.
- Monitor and enforce women's meaningful participation in DENR's programs and projects.
- Review GAD eligible activities to support gender-friendly measures such as child-care facilities.
- Conduct follow up activities to promote wider adoption of GREEN Kit
- Recognize, promote and strengthen female leadership and women's networks in DENR's work.
- Continue GAD service awards to recognize and promote gender equality work.
- Promote labour-saving, time-saving technologies in DENR projects.
- Pilot GAD and enterprise development projects in natural resource management sectors.
- Encourage DENR's GAD program to include economic component benefitting women and men.

### **D. Enabling Mechanisms**

The Forestry Information System must be enhanced to include gender disaggregated database for forestry programs, projects, and activities. DENR shall ensure the representation of women's group existing in multi-sectoral body such as the Multi-partite Monitoring Team, Multi-sectoral Forest Protection Committee, Watershed Management Council, among others. Equally important

is to sustain greater political will for gender equality. This would require strategic engagement and stronger coordination with line agencies such as PCW, CCC, Department of Budget and Management, Department of Interior and Local Government, POs to ensure that adequate budget and people's participation is incorporated into the planning and implementation of GAD activities.

Specific recommendations include:

- Develop sex-disaggregated data and information database in forestry reflecting national and sub-national database.
- Expand the disseminations strategy of DENR to acknowledge and value women's contribution in sustainable forest management.
- Strengthen coordination with other agencies and CSOs for broader movement.
- Foster greater harmonization of policies for gender-responsive natural resource management at national and sub-national levels of implementation.
- Advocate for resources that could provide for inclusion of various forms of capacity building for concerned sectors, especially at local levels of operation.

## **6.2. Key recommendations for gender integration in REDD+ framework**

Considering the evolving nature of REDD+ framework, following key entry points were identified to better integrate gender perspectives and women's inclusion in the REDD+ framework:

1. Develop an entity that will address forestry issues in climate change negotiations, incorporate gender into its scope.
2. Incorporate gender perspectives into Measurement, Reporting and Verification and other technical work (participation of women, IP and other key actors) of REDD+.
3. Ensure both women and men's contribution in result-based performance of REDD+ through devising equitable benefit system that fairly rewards women and men.
4. Develop project-level gender standards (gender analysis baseline, monitoring reporting) to inform the development of safeguard information system.
5. Stimulate discussions on non-carbon benefits in conformance with Philippines' triple carbon economy framework that includes community, bio-diversity and carbon.



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## Annexes

### Annex 1: List of Stakeholders Consulted/Interviewed

01	Dr.Rodel D. Lasco, Country Programme Director / NRM Scientist, World Agroforestry Centre (ICRAF) Philippines
02	Ms. Ana Dionela, Winrock International.
03	Mr. Randy Vinulan, Office of Environment, Energy and Climate Change, USAID Philippines
04	Ms. Elena Javier, Gender Advisor, USAID –funded B+WISER Program
05	Ms. Nely Aluja; KBFAI President
06	Ms Benilda R. Camba, Enterprise Development Coordinator, Non-Timber Forest Products Exchange Programme, Diliman, Quezon City
07	Ms.Marlea P. Munez, Gender expert and resource person for USAID's LEAF.

**Annex 2: Participants at the Atimonan, Quezon**

LAST NAME	FIRST NAME	ORGANIZATION	AGE	SEX
1. Alzula	Nely	KBFAI, President	56	F
2. Alzula	Abegail	KBFAI	28	F
3. Alzula	Abidnigo	KBFAI	63	M
4. Arcilla	Heraclia	KBFAI	34	F
5. Arevalo	Melquizedic, Sr.	BT	71	M
6. Arial	Charita		53	F
7. Bornejo	Fe	KBFAI	43	F
8. Briones	Aileen	KBFAI	29	F
9. Canada	Maricris	KBFAI, Secretary	45	F
10. Cortez	Angelyn	Baranggay Treasurer	43	F
11. De Guzman	Susana	BaranggayKagawad	56	F
12. Escosia	Bernardo, Sr.	KBFAI	58	M
13. Javier	Ellen	B+WISER	63	F
14. Lawig	Rolando	BT	43	M
15. Llanillo	Gerlie Day	KBFAI	30	F
16. Lomeda	Rosalinda	BHWL	60	F
17. Marasigan	Precy	President, Kalipi	51	F
18. Marasigan	Ryan	BT	32	M
19. Montejo	Jecel			F
20. Munez	Marlea	WISE	46	F
21. Ode	Laila	Baranggay Secretary	27	F
22. Ortiz	Venus	KBFAI	56	F
23. Oxsalis	Evelyn	BHW	47	F
24. Palero	Rico	BT	28	M
25. Ramires	Ester	BHW	58	F
26. Reyes	Maricel	Day Care Worker	38	F
27. Roldan	Lucita	KBFAI	68	F
28. Venturina	Jenna	WISE	27	F

**Annex 3: Participants at the Philippines National Dialogue in Manila**

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**Annex 4. Key Factors and Evidences for Women’s Inclusion in Policies, Institutions and Community Level Practices in Philippines**

Key Intervention	Policies/Institutions frameworks	NGO/Development Agency Institutional Interventions	Community Initiatives
<p><b>1. Ensuring women’s representation and participation</b></p>	<ul style="list-style-type: none"> <li>• Magna Carta of Women</li> <li>• Joint Memorandum Circular 2011-01; 2012-01;</li> <li>• Gender Budget Policy</li> <li>• Agrarian Reform that allows women to have rights to land</li> <li>• PCW oversight on gender equality</li> <li>• Laws recognizing women as natural resource managers and fisherfolks</li> <li>• Quota for women’s participation</li> <li>• Affirmative action for women to get higher position in the ministries or departments.</li> <li>• Legal support for institutionalization of GADFS.</li> </ul>	<ul style="list-style-type: none"> <li>• NGO’s common practice to invite two representatives to events: one male and one female.</li> <li>• NGO’s support through various projects to provide women secures titles and stewardships to forest and agricultural land.</li> <li>• People’s organizations’ assessment tools</li> <li>• Strong and vibrant Civil Society movement</li> </ul>	<ul style="list-style-type: none"> <li>• Community customs that fairly treat men and women.</li> <li>• Community awareness on violence against women.</li> <li>• Men are busy in jobs, which provide opportunities for women to attend the meetings.</li> </ul>
<p><b>2. Facilitation and capacity building for women’s participation</b></p>	<ul style="list-style-type: none"> <li>• GADFS Assemblies</li> <li>• DENR’s Harmonized GAD checklist and gender-responsive tools.</li> <li>• People’s organizations’ assessment tools</li> <li>• GAD service awards, DILG service award</li> </ul>	<ul style="list-style-type: none"> <li>• CERD’s separate meetings with women</li> <li>• Gender-sensitive trainings to men and women</li> <li>• Leadership trainings by PILIPINA, WAND</li> <li>• Projects documentation on Audio-visual materials that recognize diverse roles of women in forestry and natural resource management sector</li> </ul>	<ul style="list-style-type: none"> <li>• PO’s receive trainings on gender-sensitivity.</li> <li>• Women’s contribution to natural resource management is evident at community level.</li> <li>• Strong network of</li> </ul>



			women's groups and POs
<b>3.Skill building</b>	<ul style="list-style-type: none"> <li>• PCW and DENR facilitate leadership training for women.</li> <li>• GAD Budget allows for women-specific events in climate change and forestry sector.</li> </ul>	<ul style="list-style-type: none"> <li>• NGOs impart technical trainings &amp; skill buildings to women in various projects.</li> <li>• Gender awareness raising has been used by POs, NGOs and women's groups</li> </ul>	<ul style="list-style-type: none"> <li>• Various programs and projects provide technical skills to men and women</li> </ul>
<b>4.Sex-disaggregated analysis and planning to meet women's livelihood needs</b>	<ul style="list-style-type: none"> <li>• Benefits provision in terms of access to key forest products to men and women in DENR's projects.</li> <li>• DENR's Harmonized GAD Guidelines allows collecting sex-disaggregated data.</li> </ul>	<ul style="list-style-type: none"> <li>• ICRAF/ IRRI research includes women in their consultations</li> </ul>	<ul style="list-style-type: none"> <li>• Communities make a note of men and women's attendance.</li> </ul>
<b>5.Labour-saving and time-reducing technologies</b>	<ul style="list-style-type: none"> <li>• DSWD child-care facilities</li> <li>• GAD eligible activities allow considering some of these activities within its scope</li> </ul>	<ul style="list-style-type: none"> <li>• ICARF provided training on vermin-composting to women</li> </ul>	
<b>6. Women in networks and federations</b>	<ul style="list-style-type: none"> <li>• GADFS assemblies</li> <li>• PCW</li> </ul>	<ul style="list-style-type: none"> <li>• WAND</li> <li>• PILIPINA</li> <li>• CERD</li> <li>• LAKAMBINI</li> </ul>	<ul style="list-style-type: none"> <li>• Women in ancestral domains are connected with their own values and mores to natural resource management</li> </ul>
<b>8.Presence of women leaders and male and female gender champions</b>	<ul style="list-style-type: none"> <li>• Marlea P. Munez</li> </ul>	<ul style="list-style-type: none"> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• Nely P. Azula</li> </ul>
<b>9.Equitable benefit sharing mechanisms</b>	<ul style="list-style-type: none"> <li>• Similar benefit provisions for and women in DENR's projects</li> </ul>	<ul style="list-style-type: none"> <li>• NGOs conduct research and consultations with women's group to determine</li> </ul>	Communities' access to forest products in CBFM area

	<ul style="list-style-type: none"> <li>• CBFM policy provisions</li> </ul>	<p>women's livelihood preferences.</p> <ul style="list-style-type: none"> <li>• Linking gender and livelihood components</li> </ul>	
<b>10. Enterprise development and credit provision</b>	<ul style="list-style-type: none"> <li>• Great Women Brand</li> <li>• GREEN Kit</li> <li>• RA 7881 provides seed capital to start micro-enterprises</li> <li>• 1998 Agrarian Reform allows women the right to own land</li> <li>• Labour code 1989 provides decent working situations for women workers</li> </ul>	<ul style="list-style-type: none"> <li>• NGO's support and engagement for Great Women Brand</li> </ul>	<ul style="list-style-type: none"> <li>• Women's experience with finance management at household and community level well-recognized and trusted.</li> </ul>