



# Women, Peace And Security in the Autonomous Region in Muslim Mindanao

## A CIVIL SOCIETY REPORT

WOMEN ENGAGED IN ACTION ON 1325  
WE Act 1325  
Quezon City, Philippines





# **Women, Peace And Security in the Autonomous Region in Muslim Mindanao**

## **A CIVIL SOCIETY REPORT**

WOMEN ENGAGED IN ACTION ON 1325  
WE Act 1325  
Quezon City, Philippines

# Acronyms

ADA	ARMM Development Academy
AFP	Armed Forces of the Philippines
AIP	Annual Investment Plan
AOR	Area of Responsibility
ARG	Autonomous Regional Government
ARMM	Autonomous Region in Muslim Mindanao
ARMM-HEART	ARMM Humanitarian Emergency Action Response Team
ARMM RSC GAD	Autonomous Region in Muslim Mindanao-Regional Steering Committee on Gender and Development
ASG	Abu Sayyaf Group
ASEAN	Association of Southeast Asian Countries
AU	African Union
BAP	Barangay Action Plan
BBL	Bangsamoro Basic Law
BCAT	Barangay Committee Against Trafficking
BCH	Bangsamoro Cultural Heritage
BCMS	Bangsamoro Conflict Monitoring System
BIFF	Bangsamoro Islamic Freedom Fighters
BLGU	Barangay Local Government Unit
BPI	Bureau of Public Information
BTC	Bangsamoro Transition Commission
BWPC	Basilan Women Peace Center
CAB	Comprehensive Agreement on the Bangsamoro
CAR	Cordillera Administrative Region
CARHRIHL	Comprehensive Agreement on the Respect for Human Rights and International Humanitarian Law
CBA-CPLA	Cordillera Bodong Administration-Cordillera Peoples Liberation Army
CDA	Cooperative Development Authority
CDO-BYA	Coordinating and Development on Bangsamoro Youth Affairs
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CEDAW Committee	Convention on the Elimination of All Forms of Discrimination Against Women Committee
CFC	Cotabato Flood Control
CHEd	Commission on Higher Education
CHR	Commission on Human Rights
CMO	Civil Military Operation
COA	Commission on Audit
CPP-NPA-NDF	Communist Party of the Philippines-New Peoples Army-National Democratic Front
CRSGBV	Conflict-related sexual and gender-based violence
CSO	Civil society organization
CSW	Commission on the Status of Women
DA	Department of Agriculture
DAF	Department of Agriculture and Fisheries

DAR	Department of Agrarian Reform
DBM	Department of Budget and Management
DENR	Department of Environment and Natural Resources
DepEd	Department of Education
DFA	Department of Foreign Affairs
DILG	Department of Interior and Local Government
DND	Department of National Defense
DOLE	Department of Labor and Employment
DOE	Department of Energy
DOH	Department of Health
DOJ	Department of Justice
DOST	Department of Science and Technology
DOT	Department of Tourism
DOTC	Department of Transportation and Communication
DPWH	Department of Public Works and Highways
DSWD	Department of Social Welfare and Development
DTI	Department of Trade and Industry
ECCC	Extraordinary Chambers in the Courts of Cambodia
ECOWAS	Economic Community of West African States
EO	Executive Order
EU	European Union
FAB	Framework Agreement on the Bangsamoro
FGDs	Focused groups discussion
FPA	Final Peace Agreement
GAA	General Appropriations Act
GAD	Gender and Development
GAD AR	Gender and Development Accomplishment Report
GAD FP	Gender and Development Focal Person
GBV	Gender-based violence
GFPS	Gender and Development Focal System
GPB	Gender and Development Plans and Budget
GPH	Government of the Philippines
IACAT	Inter-Agency Committee Against Trafficking
ICC	International Criminal Court
ICTR	International Criminal Tribunal for Rwanda
ICTY	International Criminal Tribunal for the former Yugoslavia
IDP	Internally Displaced Persons
IRR	Implementing Rules and Regulations
JMC	Joint Memorandum Circular
KIIs	Key informant interviews
LAP	Local Action Plan
LCAT	Local Committee Against Trafficking
LDSPC	Lanao del Sur People's Council
LGU	Local Government Unit
LNAP	Localizing the National Action Plan

LWPC	Lanao Women Peace Center
MCAT	Municipal Committee Against Trafficking
MILF	Moro Islamic Liberation Front
MMA	Muslim Mindanao Autonomy
MLGU	Municipal Local Government Unit
MNLF	Moro National Liberation Front
MO	Memorandum Order
MoP	Manual of Operations
MWGPAC	Maguindanao Women and Girls Peace Action Center
NAP	National Action Plan
NAP TWG	National Action Plan Technical Working Group
NAP WPS	National Action Plan on Women, Peace and Security
NCIP	National Commission on Indigenous Peoples
NCMF	National Commission on Muslim Filipinos
NEA	National Electrification Administration
NEDA	National Economic Development Authority
NGAs	National Government Agencies
NGO	Non-Government Organization
NPA	New Peoples Army
NSCWPS	National Steering Committee on Women, Peace and Security
OCD	Office for Civilian Defense
OCS	Office of the Cabinet Secretary
OES	Office of the Executive Secretary
OIC	Organization of Islamic Cooperation
OPAPP	Office of the Presidential Adviser on the Peace Process
ORG	Office of the Regional Governor
ORT	Office of the Regional Treasury
OSCC	Office for Southern Cultural Communities
OWWA	Overseas Workers Welfare Administration
PA	Philippine Army
PAF	Philippine Air Force
PAMANA	PAyapa at MASaganang PamayaNAn
PAO	Public Attorney's Office
PAPs	Programs, Activities and Projects
PCAT	Provincial Committee on Anti-Trafficking
PCW	Philippine Commission on Women
PDC	Provincial Development Council
PHIC	Philippine Health Insurance Company
PHO	Provincial Health Office
PLGU	Provincial Local Government Unit
PN	Philippine Navy
PNAP	Provincial National Action Plan
PNP	Philippine National Police
PPAs	Programs, Projects and Activities

PPDO	Provincial Planning and Development Office
PRC	Philippine Red Cross
PRO ARMM	Police Regional Office Autonomous Region in Muslim Mindanao
PSA	Philippine Statistical Authority
RA	Republic Act
RAP	Regional Action Plan
RBMO	Regional Budget Management Office
RCBW	Regional Commission on Bangsamoro Women
RDP	Regional Development Plan
RDIP	Regional Development and Investment Plan
REDPB	Regional Economic and Development Planning Board
RHRC	Regional Human Rights Commission
RLA	Regional Legislative Assembly
RPMA	Regional Ports Management Authority
RPDO	Regional Planning and Development Office
RPMP-RPA-ABB-TPG	Rebolusyonaryong Partidong Manggagawang Pilipino-Revolutionary Proletariat Army-Alex Boncayao Brigade-Tabara-Paduan Group
RRUC	Regional Reconciliation and Unification Commission
RSCO	Regional Sport Coordinating Office
RRST	Restructured Reenlistment Sustainment Training
RSDC	Regional Social and Development Committee
RSCGAD	Regional Steering Committee on Gender and Development
RSCLNAP	Regional Steering Committee on Localizing the National Action Plan
RWPTC	Regional Women and Peace Training Center
SCSL	Special Court in Sierra Leone
SGBV	Sexual and gender-based violence
SPWC	Sulu Provincial Women's Council
SWCC	Sulu Women and Children's Center
TESDA	Technical Education and Skills Development Authority
TIP	Trafficking in Persons
TMS	Technical Management Services
TTPPO	Tawi-Tawi Provincial Police Office
TWPC	Tawi-Tawi Women Peace Center
UN	United Nations
UNCC	UN Compensation Commission
UNDP-SNPI	United Nations Development Programme-Strengthening the National Peace Infrastructure
UNGA	United Nations General Assembly
UNSC	United Nations Security Council
UNSCR	United Nations Security Council Resolution
VAW	Violence against Women
VAWC	Violence against Women and Children
WE Act 1325	Women Engaged in Action on UNSCR 1325
WPC	Women Peace Center
WPS	Women, Peace and Security



# Acknowledgements

This civil society report on Women, Peace and Security in the Autonomous Region in Muslim Mindanao was commissioned by the Women Engaged in Action on UNSCR 1325 (WE Act 1325) under its Building Autonomous and Stable Institutions and Communities through Socially Cohesive, Transparent, Accountable and Responsive Transition (BASIC START) in the Bangsamoro project supported by Oxfam in the Philippines. BASIC START in the Bangsamoro has the twin objectives of strengthening women's leadership and participation in governance and undertaking research that will feed into policy-making – this study aimed to contribute to the latter.

With special thanks to:

Contributing/Respondent Institutions: Department of Interior and Local Government-Autonomous Region in Muslim Mindanao (DILG-ARMM); Department of Social Welfare and Development-Autonomous Region in Muslim Mindanao (DSWD-ARMM); Gender and Development/Localizing the National Action Plan Focal Point Persons (GAD/LNAP FP) of Basilan, Maguindanao, and Tawi-Tawi; Police Regional Office-Autonomous Region in Muslim Mindanao (PRO-ARMM); Provincial Government of Basilan; Provincial Government of Maguindanao; Provincial Government of Tawi-Tawi; Regional Commission on Bangsamoro Women (RCBW); Regional Human Rights Commission (RHRC); Regional Development and Planning Office, Office of the Regional Governor Autonomous Region in Muslim Mindanao (RDPO ORG-ARMM); Regional Steering Committee on Gender and Development (RSCGAD); 6th Infantry Division, Philippine Army (6ID, PA); Western Mindanao Command, Armed Forces of the Philippines (WesMinCom, AFP); Tawi-Tawi Provincial Police Office-Women and Children Protection Unit (TTPPO-WCPU)

Other Cooperating Institutions/Organizations: Basilan Women's Initiative Foundation; Government of the Philippines-Coordinating Committee on the Cessation of Hostilities (GPH-CCCH); Municipal Government of Panglima Sugala, Tawi-Tawi; Nisa Ul Haq Fi Bangsamoro; Office of the Army Gender and Development, Philippine Army (OAGAD, PA); Office of the Deputy Chief of Staff for Personnel, Armed Forces of the Philippines (OJ1, AFP); Philippine Air Force Tactical Operations Group, Sulu and Tawi-Tawi (PAF ToG SulTaw); Philippine National Police Headquarters (PNP HQ); PINay Kilos (PINK); and Tarbilang Foundation.

Focused Group Discussion and Interview Participants from Various Sectors/Communities: Isabela City, Basilan; Bongao, Tawi-Tawi; and 6ID, Cotabato City.

Funding: Oxfam under the BASIC START in the Bangsamoro Project funded by the Australian Government



<b>ACRONYMS</b>	ii
<b>Acknowledgements</b>	vi
<b>FOREWORD</b>	viii
<b>EXECUTIVE SUMMARY</b>	9
<b>INTRODUCTION</b>	<b>2</b>
Women, Peace and Security as a Global Agenda .....	11
Evolution of the Philippine National Action Plan on United Nations Security Council Resolution 1325 on Women, Peace and Security .....	14
Milestones in the Implementation of the Philippine National Action Plan on Women, Peace and Security: 2010-2015 at the National Level .....	18
<b>RESEARCH BACKGROUND AND RATIONALE</b>	<b>24</b>
Research Inquiry and Objectives .....	25
Research Method and Methodology .....	26
Scope and Limitation .....	27
<b>RESEARCH FINDINGS</b>	<b>27</b>
Contextual Backdrop: Armed Conflict and Women in Mindanao .....	27
Women, Peace and Security Initiatives in the ARMM .....	36
Policies .....	36
Institutional Infrastructure .....	41
Institutional Mechanisms and Operationalization of LNAP .....	54
Key Observations: Unique Features and Challenges Ahead .....	73
<b>CHARTING THE WAY FORWARD</b>	<b>77</b>
About the Research Consultant/Author .....	79
<b>Annexes</b>	<b>81</b>
Annex 1: RSCGAD Workshop Group .....	81
Annex 2: Workshop Output – PLGU .....	83
Annex 3: Workshop Group – Security Sector .....	86

# FOREWORD

Women bear different roles and responsibilities during armed conflicts. The mother who flees her home with her children to head to safety, only to face further uncertainties in evacuation centers where she and her daughters are exposed to those preying on the most vulnerable. The sister who cries “This has to stop!” and leads others so that they can engage different sectors and find peaceful solutions to the violence plaguing her community. The daughter who takes arms and join other combatants, risking life and limb as the family she leaves behind worries if they will see her again.

Conflicts are devastating for everyone, but women and girls are affected differently to men and boys. In times of war when inequality is deepening, women are being deliberately targeted for sexual violence and human trafficking. Meanwhile, girls are forced to child marriages because this is seen as a protection from the widening poverty because of armed conflicts.

WE ACT 1325, together with the national and international community, recognizes how women and girls are disproportionately affected by armed conflicts. With this, the UN Security Council passed Resolution 1325 on Women, Peace and Security. UNSCR 1325 called for women to participate in peace efforts, greater protection from violations of their human rights, improved access to justice, and measures to address discrimination.

The Philippines has been lauded as the first country in Asia to heed the call of the UNSCR 1325 by launching the Philippine National Action Plan on United Nations Security Council Resolution 1325 on Women, Peace and Security (NAP). This came into fruition through collaborative efforts between the government and a very strong civil society.

The NAP is just one of the many milestones in the Philippines in terms of women in peace-building, and the overall efforts of bringing just and lasting peace in Mindanao. In 2012, the Framework Agreement on the Bangsamoro (FAB) was signed by the Government of the Philippines (GPH) and the Moro Islamic Liberation Front (MILF). Women’s participation was underscored in the FAB, it pushed for the “Right of women to meaningful participation and protection from all forms of violence.” After FAB came the historic signing of the Comprehensive Agreement on the Bangsamoro (CAB), in which a Filipina, Prof. Miriam Coronel-Ferrer, was recognized as the first woman in the world to sign a peace agreement, playing a lead role as the government’s chief negotiator.

However, the road to just and lasting peace is never smooth, and women’s participation in peace-building in Muslim Mindanao is critical. Major roadblocks are making this journey difficult for the local and national stakeholders, as well as the international community. The Mamasapano tragedy in 2015 surfaced not only deep-seated biases against the Moros, but also discrimination against women. The Peace Process Secretary Teresita Deles and Prof. Ferrer were targeted with discriminatory insults on social media and some news commentaries. But one of the major casualties of the Mamasapano tragedy is the draft Bangsamoro Basic Law that was first diluted, and eventually saw a non-passage in congress.

These challenges and difficulties, however, never dampened the spirits of those fighting hard for a peaceful Mindanao. Even as the country is at a cusp of changing administration, even with the uncertainty if the next administration will be supportive of the Mindanao peace process, the gains and milestones achieved over the years cannot easily be neglected or ignored. Most importantly, the Mindanao peace process has the staunchest support from very strong local and national civil society organizations, as well as the international community. The road may be difficult, and even treacherous, but we will remain to stand strong and united in bringing peaceful resolutions to Mindanao. This work by WE ACT 1325 on Peace and Security in the Autonomous Region in Muslim Mindanao gives a detailed account of the recent history of women’s role in the peace process. It also highlights the actions taken, and those still outstanding, to fully implement the National Action Plan for the Philippines to implements the UNSCRs 1325 and 1820.

**Justin Morgan**

*Country Director*

Oxfam in the Philippines

---

# EXECUTIVE SUMMARY

For quite some time now, the Philippines has been acknowledged for having a very strong and progressive women's movement that was instrumental in contributing to several women's human rights national laws and policies. With the advent of the global agenda on Women, Peace, and Security (WPS), other social movement groups in the country, namely, peace and human rights, coalesced with the women's movement to bring about the blueprint that will help realize women's human rights in armed conflict areas in the country.

This political project involved State actors as the duty bearers accountable to the implementation of United Nations Security Council Resolutions (UNSCRs) 1325 and 1820. The institutional blueprint came in the form of a National Action Plan (NAP) that served as a policy guide for WPS. During the launch of the *Global Study on the Implementation of UNSCR 1325* on the occasion of the 15<sup>th</sup> anniversary of the Resolution, the Philippines was lauded for the great strides it accomplished — particularly, in the areas of women's inclusion in the peace process and financing the NAP, among others. At the national level, headway has been made as regards institutional infrastructure and mechanisms, capacity building, policy formulation, and monitoring and evaluation. Accomplishments in these areas were guided by two generations of NAP WPS — the first, launched in 2010 and the second, an amended NAP adopted in 2014.

Without undermining the gains that have been made, it is also important to map out remaining concerns that need to be addressed. And it is in this regard that this research was undertaken — to address the knowledge gap on the implementation initiatives at the local level.

Specifically, this study sought to find out and understand — from the perspective of localizing the NAP WPS in the region — **how WPS was advanced in the Autonomous Region of Muslim Mindanao (ARMM)** as reflected in the areas of **policy, institutional infrastructure**, and **institutional mechanisms** (including implemented activities and projects). Substantively and methodologically, the study primarily took on an institutionalist trajectory in trying to address the research concern.

Key findings of the research are:

- Given the multi-layered nature of conflict in the ARMM, there is a contextual opportunity to broaden the discursive frame of WPS to include not only armed conflict (vertical) but also other social conflicts (horizontal).
- A regional policy framework existed but was not utilized since it was over-taken by the top-down approach to localization.
- Regional institutional infrastructures continue to evolve — from being recipients of national programs to active agents of their own initiatives. However, these institutions and their initiatives must be further systematized and harmonized.

- Provincial institutional infrastructures also exist to implement WPS-related initiatives but these need to be further strengthened.
- Awareness on GAD that can be utilized to deepen understanding specific to the context of armed conflict and peacebuilding in order to shift the institutional discourse from GAD-LNAP to regional/provincial WPS.
- Establishment of Provincial Women Peace Centers (WPCs) in all five provinces of the ARMM targeted to become fully operational in 2016 is indeed a pioneering effort. The purpose for its establishment and operation must always be clear and sustained regardless of changes in regional and provincial administration.
- The need to institutionally enhance cooperation between and among institutions at various levels is an imperative. Integral to institutional linkage is the active involvement of the security sector, particularly, in light of protecting women in conflict situations.
- Considerations for evidence-informed (through monitoring and evaluation/ impact assessment) ‘ways forward.’

At the most general level, this study intended to inform all stakeholders on the dynamics of localization — from a ‘top-down’ approach to the possibilities of ‘horizontal’ and ‘bottom-up’ strategies to localization. Quite simply, it describes how government works in implementing its commitments, specifically, with regards to WPS.

Understanding how government works is integral to the work of civil society — on how we can work with or collaborate with government efforts given the institutional environment it is operating in; on how we can advance critical insights to government aimed at improving institutional mechanisms and processes; and on how we can systematically monitor initiatives based on evidence.

This study is a knowledge product aimed at mapping out the institutional dynamics of localizing WPS in a region that has experienced — and continues to experience — conflict.

For many women, generations past and present, conflict and violence has been part of their lived narrative. Beyond government compliance and/or civil society advocacy, at the end of the day, making WPS relevant to these women simply means that it has made a difference in their lives.

# INTRODUCTION

In October 2015, various State and non-State actors gathered in New York to commemorate the 15th years of the adoption of the first historic resolution on Women, Peace and Security (WPS) by the United Nations Security Council (UNSC). UNSC Resolution 1325 was a groundbreaking resolution that finally institutionally recognized the gender dimensions of armed conflict and peace, acknowledged sexual and gender-based conflict-related violence against women and the imperative to protect them against such, and advanced the significance of women's agency in conflict resolution and peacebuilding. WPS, therefore, was an unprecedented step towards the crafting of a global agenda that places women as vital to international peace and security within the ambit of the UNSC.

Since 2010, subsequent related UNSCRs on WPS were adopted. On one hand, Resolutions directly linked to the discursive agenda of UNSCR 1325 on the protection of women from conflict-related violence and their participation in peacebuilding were Resolutions 1889 (2009) and 2122 (2013) —on which the latter laid the groundwork for the call on the review of implementation initiatives of various countries; on the other hand, specific to the issue of rape and sexual violence in armed conflict situations namely, Resolutions 1820 (2008), 1888 (2009), 1960 (2010), and 2106 (2013) were adopted.

On the occasion of the 15th year adoption of UNSCR 1325, the Global Study on WPS was launched.<sup>1</sup> This groundbreaking study, commissioned in 2013, maps out and assesses the implementation of 1325 by various countries. At the same time, UNSCR 2242 —the eighth WPS resolution — was likewise adopted. This Resolution further looks into the dynamics of the current global context where the nature of conflict and violence has been changing. Thus, 15 years henceforth, the global community has seen the importance of women in shaping international peace and security.

## Women, Peace and Security as a Global Agenda

The journey towards placing WPS in the global agenda was by no means an overnight political project. It was a very slow and even painstaking process — that which necessitated multi-actor, multi-level, and multi-dimensional efforts, including (re) constructing the discursive understanding of women's human rights within the context of wartime and armed conflict situations.

For example, despite rape and sexual violence being widespread (and even seen as an inevitable consequence of war), it has not received the public outcry as a major human rights violation and mass atrocity crime until recently. Since the mid-1990s, leading the recognition of conflict-related sexual and gender-based violence (CRSGBV) were the statutes and jurisprudence of the International Criminal Tribunal of the Former Yugoslavia (ICTY), International Criminal Tribunal for Rwanda (ICTR), the Special Court for Sierra Leone (SCSL), and the Extraordinary Chambers of the Courts of Cambodia (ECCC). Towards the end of that decade, the

<sup>1</sup> Full text available online at <http://wps.unwomen.org/-/media/files/un%20women/wps/highlights/unw-global-study-1325-2015.pdf>.

Rome Statute of the International Criminal Court (ICC) discursively institutionalized CRSGBV as a war crime, crime against humanity, and crime constitutive of genocide. In 2009, a special tribunal was established to investigate and prosecute atrocities committed during the 1971 Bangladeshi Liberation — including rape and forced impregnation — 38 years after they were committed. Most recently, a court in Guatemala found two former members of the military guilty of crimes against humanity and sentenced them to 360 years in jail for the rape and sexual enslavement of indigenous women in a military base in the Eastern hinterlands of the country in the 1980s.

Within the ambit of the United Nations (UN), the earliest recorded institutional recognition of women's human rights in armed conflict situations came in 1974 with the UN General Assembly's (UNGA) adoption of the *Declaration on the Protection of Women and Children in Emergency and Armed Conflict* that highlighted the need for according special protection for women and children during wartime.<sup>2</sup> During the UN Women's Conference in Mexico, women in peacebuilding was made part of the agenda and accordingly, the International Decade of Women from 1976 to 1985 included women and peace as one of the pillars in advancing women's human rights in light of their political participation.

In 1991, UN Compensation Commission (UNCC) was established to provide for reparations for victims (including CRSGBV victims) of the Iraqi invasion of Kuwait. The following year, the Committee on the Elimination of Discrimination against Women (CEDAW Committee) also adopted General Recommendation 19 that noted, among others, the issue of increasing prostitution and trafficking of women in the context of war, armed conflict, and territorial occupations — the Committee also came out with General Recommendation 30 in 2013 on women in conflict prevention, conflict and post-conflict situations that explicitly linked CEDAW to the specific context of armed conflict and peace building.

In 1993, the UN World Conference in Vienna declared that violation of women's human rights during armed conflict situations are violations of the fundamental international human rights and international humanitarian laws. Eventually, mechanisms such as the 'Special Rapporteur of the Commission on Human Rights on the Situation of Systematic Rape, Sexual Slavery, and Slavery-Like Practices during Periods of Armed Conflict' and 'Special Rapporteur of the Commission on Human Rights on Violence against Women, Its Causes and Consequences' were established and within which the mandate was to look into the situation of women in armed conflict. Further institutionalization of the issue came during the 1995 UN World Conference in Beijing and the subsequent consensus document embodied in the Beijing Platform for Action (BPFA) that included women in armed conflict as one of the critical areas of concern for women's human rights.

Linking these efforts to the agenda of the UNSC came through the initiatives of the Committee on the Status of Women (CSW) on how to accomplish the strategic objectives of the BPFA in addressing the issue of women in armed conflict. In 1998, Ambassador Anwarul Chowdhury of Bangladesh, who then presided over the UNSC, attended a CSW session that discussed this matter; two years later, he spoke about WPS that provided the opportunity for women civil society organizations to advocate

---

<sup>2</sup> This Declaration was a product of the initiative from the UN Committee on the Status of Women (CSW) that started in 1969 and eventually supported by the Economic and Social Council (ECOSOC) and the UNGA.

the inclusion of the issue in the UNSC agenda.<sup>3</sup> In the months that followed, the civil society collective, in support of WPS, grew along with the support from the UNSC Presidency, then held by Namibia. By 31 October 2000, the historic UNSCR 1325 was adopted — the first ever resolution coming from the UNSC that discursively institutionalized women’s concerns as integral to international peace and security.

In the immediate years that followed, concrete efforts to realize the promises of UNSCR 1325 have yet to fully materialize. In fact, it was only five years after that the first national action plan was ever enacted. The realization by States on the significance of having national action plans was imperative — such plans were institutional roadmaps as regards WPS key areas of concerns, implementation, monitoring, and assessment and without which the institutional discourse would just remain as another political rhetoric. As stated in the 2012 UN Secretary General’s Report on Women, Peace and Security:

***“Translating norms into practice must in the end be measured against real change in the lives of women, girls, boys and men across the continuum from conflict to peace.”***<sup>4</sup>

The challenge to concretize UNSCR 1325 through National Action Plans (NAPs) was eventually taken on by other States after Denmark in 2005: United Kingdom, Norway, and Sweden (2006); Switzerland, Spain, The Netherlands, Cote D’Ivoire, and Austria (2007); Uganda, Iceland, and Finland (2008); Liberia, Portugal, Belgium, Guinea, and Chile (2009); Sierra Leone, Rwanda, Philippines, Italy, France, Estonia, Democratic Republic of Congo, Canada, and Bosnia and Herzegovina (2010); Nepal, Lithuania, Georgia, Guinea-Bissau, Ireland, Serbia, Burundi, Slovenia, Croatia, Senegal, and United States of America (2011); Germany, Ghana, and Australia (2012); Nigeria, Macedonia, and Kyrgyzstan (2013); Gambia, Republic of Korea, and Iraq (2014); and Afghanistan, Japan, New Zealand, Palestine, and Paraguay (2015). By the end of 2015, 28.5% of UN Member States have NAPs.

At the regional level, several institutions have likewise responded in the form of regional action plans, policy frameworks and declarations. Some examples of which are the European Union’s (EU) *Comprehensive Approach to the European Union’s Implementation of UNSCR 1325 on Women, Peace and Security*<sup>5</sup> and *Implementation of UNSCR 1325 as Reinforced by UNSCR 1820 in the Context of European Security and Defense Policy*<sup>6</sup> (2008) as well as its *Indicators for the Comprehensive Approach to the European Union’s Implementation of the UNSCRs 1325 and 1820 on Women, Peace and Security*<sup>7</sup> (2010); the Economic Community of West African States’ (ECOWAS) *Dakar Declaration and Plan for Action for the Implementation of UNSCRs 1325 and 1820 in West Africa* (2010)<sup>8</sup>; the League of Arab States’ *Strategy on the Protection of Arab Women, Peace and Security* (2012); the Pacific Islands’ *Pacific Regional Action Plan on Women, Peace and Security* (2012)<sup>9</sup>; and the Association of Southeast Asian

3 See Felicity Hill et al. 2003. “Nongovernmental Organizations’ Role in the Build-up and Implementation of Security Council Resolution 1325,” *Signs* 28:4. During this period, an NGO Working Group on Women and International Peace and Security --- composed of the Hague Appeal for Peace, International Alert, International Women’s Tribune Center, the Women’s Caucus for Gender Justice, the Women’s Commission for Women Refugees and Children, and the Women’s International Peace and Freedom --- was established.

4 UN Security Council. 2 October 2012. “Report of the Secretary General on Women, Peace and Security.” S/2012/732. Online available at [http://www.un.org/en/ga/search/view\\_doc.asp?symbol=S/2012/732](http://www.un.org/en/ga/search/view_doc.asp?symbol=S/2012/732). P. 4.

5 Online available at [http://www.consilium.europa.eu/ueDocs/cms\\_Data/docs/hr/news187.pdf](http://www.consilium.europa.eu/ueDocs/cms_Data/docs/hr/news187.pdf).

6 Online available at <http://register.consilium.europa.eu/doc/srv?l=EN&f=ST%2015782%202008%20REV%203>.

7 Online available at [https://www.consilium.europa.eu/ueDocs/cms\\_Data/docs/hr/news272.pdf](https://www.consilium.europa.eu/ueDocs/cms_Data/docs/hr/news272.pdf).

8 Online available at [http://www.peacewomen.org/assets/file/Resources/Academic/dakar\\_declaration.pdf](http://www.peacewomen.org/assets/file/Resources/Academic/dakar_declaration.pdf).

9 Online available at [http://www2.kobe-u.ac.jp/~alexroni/TR2015%20readings/2015\\_8/Pacific%20Regional%20Action%20Plan%20on%20Women%20Peace%20and%20Security%20Final%20and%20Approved.pdf](http://www2.kobe-u.ac.jp/~alexroni/TR2015%20readings/2015_8/Pacific%20Regional%20Action%20Plan%20on%20Women%20Peace%20and%20Security%20Final%20and%20Approved.pdf).



## **Evolution of the Philippine National Action Plan on United Nations Security Council Resolution 1325 on Women, Peace and Security**

The Philippines has always been lauded as the first country in Asia to have launched a NAP in 2010. Although the 2010 Philippine NAP was a product of 'collaborative politics' between civil society and government, it was largely led by the former.<sup>12</sup> The consultation and drafting for the first generation Philippine NAP was from 2007 to 2010. The process involved several regional consultation meetings that brought together women, peace, and human rights CSOs as well as participants from national government agencies working on peace and security.

With regards to the actors involved in this process, two important points are worth noting. First, the political opportunity structure provided by the WPS agenda brought together two distinct groups of social movements in the Philippines — the women's movement that advanced women's human rights and the peace movement that advocated for non-violent social change and human rights.

*“Each had its framework of analysis and political agenda... Gender analysis was a natural discourse for the women's movement but was mostly applied to advancing the cause of violence against women (VAW); on the other hand, the women in peace movements did not consciously apply a gender analysis in their call for the end of conflict and creation of a culture of peace.”<sup>13</sup>*

WPS, having combined the political discourse on the protection of women's human rights in armed conflict situation and ensuring their participation in the political project for resolving conflicts and building peaceful societies, brought together these distinct groups. In fact, the CSOs involved in the process of the 2010 Philippine NAP eventually established themselves into a national network — the Women Engaged in Action on UNSCR 1325 (WE Act 1325) — primarily to contribute to various initiatives to realize the goals of WPS in the country. This network was formally established on 17 November 2010.

Second, a noteworthy factor in the process of creating the first generation Philippine NAP was the involvement of two national government agencies mandated to undertake the issues on women's human rights and peace — the Philippine Commission on Women (PCW) and the Office of the Presidential Adviser on the Peace Process (OPAPP). Both agencies were key actors during the consultation process as they helped bring in the participation of other relevant government organizations. They were also instrumental in drafting Executive Order (EO) 865 that created the national institutional infrastructure mandated to implement UNSCR

10 Online available at [http://www.ohchr.org/Documents/Issues/Women/WG/ASEANdeclarationVaW\\_violenceagainstchildren.pdf](http://www.ohchr.org/Documents/Issues/Women/WG/ASEANdeclarationVaW_violenceagainstchildren.pdf).

11 In the sub-region of Southeast Asia, only the Philippines and Indonesia have NAPs pertinent to WPS; Myanmar, on the other hand, is currently crafting one.

12 For the narrative on the civil society process that gave birth to the 2010 Philippine NAP, see Veneracion-Rallonza, Ma Lourdes. 2013a. "Grounding the International Norm on Women, Peace and Security: The Role of Domestic Norm Entrepreneurs and the Challenges Ahead," *Femina Politica*.

13 Veneracion-Rallonza, 2013a. P. 72.

1325. The EO was signed by then President Gloria Macapagal-Arroyo on 1 March 2010 and officially established the National Steering Committee on Women, Peace and Security (NSCWPS) comprising of the Secretaries of the Department of National Defense (DND), Department of Social Welfare and Development (DSWD), Department of Justice (DOJ), Department of Interior and Local Government (DILG), and Department of Foreign Affairs (DFA) as well as the Chairs of the National Commission on Indigenous Peoples (NCIP), National Commission on Muslim Filipinos (NCMF), PCW and OPAPP.

The NSCWPS was mandated to “provide over-all policy direction, as well as manage, coordinate, monitor, evaluate and report on the implementation of the NAP and tap domestic and international donor agencies and NGOs for technical assistance and financial support.”<sup>14</sup> In the same month, the *Philippine National Action Plan on UNSCRs 1325 and 1820: 2010-2016* — comprising of 14 Action Points — was launched.<sup>15</sup> It had four thematic priority areas, namely: protection of women’s human rights and prevention of violation of these rights in armed conflict and post-conflict situations; empower women and ensure their active and meaningful participation in areas of peace-building, peacekeeping, conflict prevention, conflict resolution and post-conflict reconstruction; promote and mainstream gender perspectives in all aspects of conflict prevention, conflict resolution and peacebuilding; institutionalize a system to monitor, evaluate and report on the implementation of the NAP in order to enhance accountability for successful implementation and the achievement of its goals. By November 2010, OPAPP, in partnership with the CSOs that were involved in the process of formulating the NAP, further refined and adopted 47 indicators as “bases for concrete targets for the next five years.”<sup>16</sup>

Midway into the implementation period of the 2010 Philippine NAP, the Philippine Government undertook steps to draft the second generation NAP. The process entailed the review of the first generation NAP with the intent to develop a results framework based on the perspective of monitoring and evaluation. From July 2013 to August 2014, several rounds of consultations with relevant government agencies and members of WE Act 1325 were conducted. The following month, the 2014 Amended *Philippine National Action Plan on Women, Peace and Security* was launched. This second generation NAP contains 11 Action Points and 37 main indicators.

**Table 1.** 2014 Philippine National Action Plan on Women, Peace and Security

PILLARS	THEMATIC ACTION POINTS
PROTECTION AND PREVENTION	(1) immediate and sustained protection; (2) access to justice; (3) healing, rehabilitation and development; (4) gender-sensitive disarmament, demobilization and reintegration (DDR)

14 Women Engaged in Action on 1325 (WE Act 1325) (2011). We Act for Peace: The Philippine National Action on Women, Peace and Security on UNSCRs 1325 and 1820. United Nations Development Programme (UNDP), Philippines. Pp. 26-27.  
 15 Online available at <http://weact1325.org/wp-content/uploads/2012/05/nap-brochure-8dec2011-FINAL-FINAL.pdf>.  
 16 Veneracion-Rallonza. 2013a. P. 75.

Empowerment and Participation	(5) women's presence in formal peace tables; (6) women's participation in consciousness-raising, peace process, monitoring and evaluation; (7) capacity-building for women's participation; (8) gender-sensitive programs and policies for women in the military and police
Promotion and Mainstreaming	(9) duty-bearers and claim holders' awareness on WPS; (10) Gender-responsive, conflict-sensitive and peace promoting programs/support services for women in children in conflict and post-conflict situations mainstreamed in National Government Agencies/ Local Government Units/ Civil Society Organizations, International Organizations/Bilateral Partners' work.
Monitoring and Evaluation	(11) Status of women's protection from all forms of violence in the context of armed conflict and participation in peacemaking, peacekeeping and peacebuilding monitored and evaluated either jointly or independently by government and peace, human rights, humanitarian law, and women CSOs

In summary, the evolution of the Philippine NAP involved the collaboration between civil society and government. Although the narrative of Philippine NAP began as largely civil society-led, it must be pointed out that the main obligation to implement and thus, the accountability, fall on the government as the duty-bearers. The role of civil society, in this regard, is to contribute their own initiatives in advancing WPS as well as monitor government's implementation of the NAP. As regards the monitoring role of civil society, in 2013, WE Act 1325 published first ever monitoring report entitled Implementing the Philippine National Action Plan on UN Security Council Resolutions 1325 and 1820: A Civil Society Monitoring Report – March 2010 to January 2013 based on what were set forth in the 2010 Philippine NAP. Key recommendations made then were the following:

1. Services and programs for women in conflict-affected areas:<sup>17</sup>
  - “Differentiate between conflict and non-conflict affected areas in terms of services and programs provided.”
  - “Gender-disaggregate data when monitoring, reporting/documenting ground realities and culling gender-responsive services and programs.”
  - “Make NAP an explicit part of their Gender and Development (GAD) plans and tap into the GAD budget for services and programs for women in conflict-affected areas.
  - “Recognize both direct and structural violence against women (VAW), particularly, in conflict situations.”

<sup>17</sup> Veneracion-Rallonza, Ma. Lourdes. 2013b. “Services and Programs for Women in Conflict-Affected Areas” in Implementing the Philippine National Action Plan on UN Security Council Resolutions 1325 and 1820: A Civil Society Monitoring Report – March 2010 to January 2013. WE Act 1325: Quezon City. P. 67-68.

- “Train relevant line agencies and local government units (LGUs) – especially those from conflict-affected areas - on NAP as linked with conflict-related VAW and GAD budget allocation.”
2. Policies, mechanisms and capacity-building for women in conflict areas:<sup>18</sup>
- Policies – legislation and adoption of a law on internally displaced peoples (IDPs); engender firearms law; adoption of international standards such as the Minimum Initial Service Package (MISP); and enactment of a law on conflict risk reduction and management.
  - Mechanisms – “effective and efficient humanitarian assistance for IDPs; validation of existence of forcible recruitment and adoption of preventive measures; research on strengthening the role of women in indigenous mechanisms; model-building and popularization; and alternative approaches against the proliferation of small arms and light weapons.”
  - Capacity-building – “dissemination of MISP to CSOs; inclusion of more women in indigenous mechanisms; and review of alternative dispute resolution (ADR) implementation.”
3. Empowerment and participation<sup>19</sup>
- Security sector – “continue conducting policy reviews with women from various ranks and units, ensuring that they are given the liberty to speak without fear of judgment or repercussion; enhance mechanisms which aim to provide support for women in the security sector in balancing their professional duties with their responsibilities as parents and mothers; capacitate women in the security sector for the eventual leadership roles they will attain; further capacitate GAD Focal Points in the security sector, in order for them to effectively impact their units, despite constant change in unit leadership or other organizational factors that may affect programs; and Continue and improve efforts orienting and informing the members of the security sector on the roles of women in peacebuilding, specifically in relation to UNSCR 1325 and the NAP.”
  - National Government Agencies – “apart from livelihood, provide more programs focusing on capacitating women for leadership in their communities; incorporate sections of the NAP and emphasize the role that the women can play in peacebuilding in their communities” during trainings; provide services that will enable women to take up roles in peace bodies at the community level; and improve on sex-disaggregated data collection.”
4. Promotion and mainstreaming of gender perspective<sup>20</sup>
- National Government Agencies – “continue NAP localization initiatives and produce plans, programs and activities that are NAP or WPS-focused; ensure meaningful utilization of the GAD budget and promote its use for

<sup>18</sup> Perez, Josephine and Beverly Orozco. 2013. “Policies, Mechanisms and Capacity-Building for Women in Conflict Areas” in *Implementing the Philippine National Action Plan on UN Security Council Resolutions 1325 and 1820: A Civil Society Monitoring Report – March 2010 to January 2013*. WE Act 1325: Quezon City. P.72-102.

<sup>19</sup> Natividad, Ana Micaela. 2013. “Empowerment and Participation” in *Implementing the Philippine National Action Plan on UN Security Council Resolutions 1325 and 1820: A Civil Society Monitoring Report – March 2010 to January 2013*. WE Act 1325: Quezon City. Pp. 162-163.

<sup>20</sup> Piscano, Frances Yasmin. 2013. “Promotion and Mainstreaming of Gender Perspective in All Aspects of Conflict Prevention, Conflict Resolution and Peacebuilding” in *Implementing the Philippine National Action Plan on UN Security Council Resolutions 1325 and 1820: A Civil Society Monitoring Report – March 2010 to January 2013*. WE Act 1325: Quezon City. Pp. 223-224.

projects on women, peace and security; enhance database and information systems relevant to women's human rights and peace; look into setting up or improving coordination mechanisms that facilitate better knowledge and information sharing horizontally amongst agencies and vertically to their sub-agencies; and adopt a policy to institutionalize the integration of gender education in the curriculum”

- Local Government Units – “increase partnership with civil society organizations regarding localization of the NAP on women, peace and security”

## **Milestones in the Implementation of the Philippine National Action Plan on Women, Peace and Security: 2010-2015 at the National Level**

In as far as the national government is concerned, the first generation Philippine NAP focused on institution building and mechanisms and processes, including the capacitation of institutional actors, while the second generation centered on institutionalization through policy formulation and monitoring and evaluation.

### **1. Institution Building**

Within the NSCWPS, a technical working group (TWG) composed of the GAD Focal Persons of each member agency was created in 2012. The TWG functioned as the conduit to cascade NAP-related concerns and developments within their respective agencies as well as served as the core group to collectively work on NAP-specific matters.

The TWG was eventually expanded to include institutions under the functional mandate of NSCWPS member agencies. For example, under the DND, the Armed Forces of the Philippines (AFP), Philippine Army (PA), Philippine Air Force (PAF), and Philippine Navy (PN) were included; the Philippine National Police (PNP) was likewise included as an institution under the DILG. Furthermore, several non-NSCWPS member agencies but were implementing agencies of the government's *Payapa at Masaganang PamayanAn* (PAMANA) — such as the Department of Agriculture (DA), Department of Agrarian Reform (DAR), Commission on Higher Education (CHED), National Electrification Administration (NEA), and Philippine Health Insurance Company (PHIC) — as well as other relevant agencies, namely Department of Education (DepEd), Department of Health (DOH), and Technical Education and Skills Development Authority (TESDA) became part of the NAP TWG.

At the national level, by the end of 2013, the institutional infrastructure that existed to implement the NAP were the NSCWPS and the expanded NAP TWG — a total of 22 national government agencies.

On the other hand, at the local level, the primary institutional infrastructures are LGUs and implementing national agencies under the ambit of the PAMANA program. The PAMANA is the national government's program that aims to bring development programs and services to conflict affected communities in the country — it is a complementary track to the on-going

peace process that intends to “increase livelihood and job opportunities in conflict-affected and vulnerable communities; strengthen capacity of local government units (LGUs) to pursue local peace and development plans and programs; ensure transparency and accountability; and enable greater community participation in pursuing peace and development.”<sup>21</sup>

As provided for in the *Philippine Development Plan 2011-16* of the current Aquino government, “PAMANA is an integral part of seeking to bring all armed conflict to a permanent and peaceful closure (subsector outcome 1) and providing for secured environments enabling to national development (subsector outcome 2).”<sup>22</sup> Its framework is anchored on three strategic pillars, namely: (1) laying the foundations for peace through reforms in policy and pursuing reintegration programs and benefits for former rebels (e.g. education, health insurance, social assistance, agrarian benefits); (2) building resilient communities through the delivery of services and goods to communities such as the PAMANA Peace and Development Fund (e.g. livelihood programs); and (3) addressing regional and sub-regional development gaps by connecting conflict-affected communities to markets (e.g. roads, electrification).

The Autonomous Region in Muslim Mindanao (ARMM) — specifically, the island provinces of Basilan, Sulu, and Tawi-Tawi and mainland provinces Lanao Del Sur, Maguindanao, — is one of the PAMANA ‘peace zones’ linked to peace talks with the MNLF and MILF.<sup>23</sup> OPAPP oversees the implementation of PAMANA programs by implementing agencies, namely CHED, DA, DAR, DSWD, DILG, NCIP, PHIC, Department of Energy (DOE)-National Electrification Administration (NEA), Department of Environment and Natural Resources (DENR), and Department of Public Works and Highways (DPWH) from the national level down to the local.

Interestingly, “Although there is no gender-specific provision in the PAMANA framework, operationally, in as far as the current government is concerned, the existing comprehensive frame of this program provides the opportunity strategic inclusion of WPS concerns.”<sup>24</sup> The national government agency proponent of this strategy is OPAPP. Being the oversight of PAMANA as well as serving as Chair of the NSCWPS, it aimed to implement the NAP WPS through PAMANA as part of its own gender mainstreaming strategy. As a result, there had been efforts to include women in post-conflict normalization and community development and peace process.<sup>25</sup>

21 Objectives of PAMANA available online at <http://www.pamana.net/pamana>.

22 Veneracion-Rallonza, Ma. Lourdes and Miguel Niccolo V. Rallonza. 2014. Security Council Resolution 1325: Women Count – Civil Society Monitoring Report Philippines, 2013-2014. Quezon City: Women Engaged in Action on 1325 and Global Network of Women Peacebuilders. Online available at [http://weact1325.org/wp-content/uploads/2012/04/Women-Count-2014\\_Phil-Report\\_COMPLETE-VERSION.02.13.15.pdf](http://weact1325.org/wp-content/uploads/2012/04/Women-Count-2014_Phil-Report_COMPLETE-VERSION.02.13.15.pdf). P. 36.

23 Other PAMANA zones are the Cordillera Administrative Region (CAR) in connection with the government’s ‘closure agreement’ with the Cordillera Bodong Administration-Cordillera Peoples Liberation Army(CBA-CPLA)-Humiding Group as well as Samar-Leyte, Bicol-Quezon-Mindoro, Negros-Panay, Davao-Compostela Valley-Caraga as linked with peace talks with the Communist Party of the Philippines-New Peoples Army-National Democratic Front and ‘closure agreement’ with Rebolusyonaryong Partidong Manggagawang Pilipino-Revolutionary Proletariat Army-Alex Boncayao Brigade-Tabara-Paduan Group (RPMP-RPA-ABB-TPG).

24 Veneracion-Rallonza and Rallonza. 2014. P. 37.

25 See sample news briefs online: <http://www.pamana.net/news/pamana-women-lighting-their-way-home> and <http://opapp.gov.ph/napwps/localization-napwps>.







*Plans and Budgets and Accomplishment Reports to Implement the Magna Carta of Women* through their Joint Circular 2012-01. Ensuring the use of this mechanism at the local level, the PCW-DILG-NEDA and DBM came out with Joint Memorandum Circular (JMC) 2013-01 or *the Guidelines on the Localization of the Magna Carta on Women* that directed LGUs to use “at least five percent of their total Annual Budgets”<sup>27</sup> for GAD. To monitor compliance, the Commission on Audit (COA), through COA Circular 2014-001 entitled *Revised Guidelines in the Audit of Gender and Development (GAD) Funds and Activities in Government Agencies*, mandated that the “audit of GAD funds shall see to it, among others, that least five percent (5%) of the total appropriations authorized for gender and development under existing laws and regulations were indeed appropriated and utilized for the purpose.”<sup>28</sup>

Complementarily, Overseas Development Assistance (ODA), as stipulated in Republic Act 7192 or the *Women in Nation-Building Act* provides that “a substantial portion of official development assistance funds received from foreign governments and multilateral agencies and organizations shall be set aside and utilized by the agencies concerned to support programs and activities for women.” ODA appropriation for GAD, in this regard, is between five (5) to thirty (30) percent to complement the government’s GAD funds.<sup>29</sup>

In light of existing mechanisms and processes that ensure financial allocation for NAP, GAD was the most logical institutional instrument. However, the GAD framework itself needed to be conscious of the specific context of WPS – that is, gender and women’s concerns in the context of armed conflict and peace. It is for this reason that **EO 865 strategically** mandated that “additional funds necessary for the implementation of the provisions (of implementing UNSCR 1325) herein may be taken by government agencies from their Gender and Development (GAD) budget, as provided for by the provisions of the General Appropriations Act (GAA).”

### 3. Capacity Development

Capacitation of institutional actors and implementers of the NAP WPS was integral to the implementation of the first generation NAP WPS. On the part of national government agencies implementing the NAP, 643 women and 155 men were capacitated in 2014 alone on NAP Programming and Budgeting in GAD, NAP Monitoring and Evaluation, Gender and Conflict-Sensitivity Training, and Localization of the NAP in several PAMANA LGUs. Some member agencies of the NSCWPS — such as DFA, PA — conducted agency-specific WPS training programs and have mainstreamed the NAP in their respective GAD capacity development activities.

<sup>27</sup> Full text available online at <http://www.pcw.gov.ph/sites/default/files/documents/laws/pcw-dilg-neda-jmc-2013-01.pdf>

<sup>28</sup> Commission on Audit Circular 2014-001, Revised Guidelines in the Audit of Gender and Development (GAD) Funds and Activities in Government Agencies, Specific Guidelines on Audit of Appropriations/Budget for GAD. Online available at [http://www.coa.gov.ph/gad/resources/downloads/RA\\_Circular/COA\\_C2014-001.pdf](http://www.coa.gov.ph/gad/resources/downloads/RA_Circular/COA_C2014-001.pdf).

<sup>29</sup> Specifically related to NAP WPS, in 2013 Philippine Development Forum, 15 ODA-GAD Network members, two government agencies and two international NGO partners signed a Statement on Implementing President Aquino’s Social Contract to Achieve Inclusive Growth that affirmed their commitment to UNSCRs 1325, 1820 and 1960 and renewed the call to “address the impacts of armed conflicts on women and children, Christians, Muslims, and Indigenous Peoples (IP); and to strengthen the representation of women in peace building, peacemaking and peacekeeping” and to “ensure that Bangsamoro women are represented, involved in decision-making and consulted in the shaping of the Bangsamoro entity.” Full text available online at [http://view.officeapps.live.com/op/view.aspx?src=http%3A%2F%2Fwww.pdf.ph%2Fdownloads%2FPDF%25202013%2FFINAL\\_Network\\_Statement\\_to\\_PDF\\_2013\\_%2811Dec2012%29.doc](http://view.officeapps.live.com/op/view.aspx?src=http%3A%2F%2Fwww.pdf.ph%2Fdownloads%2FPDF%25202013%2FFINAL_Network_Statement_to_PDF_2013_%2811Dec2012%29.doc).

On the part of civil society organizations, WE Act 1325 reported that from 2010 to 2013, it conducted 54 training programs on UNSCRs 1325, Magna Carta of Women, CEDAW, Gender Sensitivity, Gender, Peace and Development, Peace Process, Comprehensive Agreement on the Respect for Human Rights and International Humanitarian Law (CARHRIHL), Peace Education, Human Rights and IHL, and Gender Justice.

#### 4. Policy

Taking off and building on existing institutional mechanisms, OPAPP and PCW issued on 25 September 2014 JMC 2014-10 on the *Integration of Women, Peace and Security Programs, Activities and Projects (PAPs) in the Annual Gender and Development (GAD) Plans and Budgets (GPBs) and Gender and Development Accomplishment Reports (GAD ARs)*.

As provided in this JMC, “NSC WPS member agencies, agencies that implement programs, activities, and projects (PAPs) in conflict-affected/post-conflict areas such as those covered by the PAMANA, and responsible agencies identified in the NAP WPS shall develop and integrate PAPs addressing women, peace and security concerns in their annual GPBs and, consequently, report the status or results of the implementation of such PAPs in their annual GAD ARs.”<sup>30</sup>

Aside for explicitly providing the basis and guidelines for financing the implementation of the NAP, this policy also lists down concepts --- such as conflict-related sexual violence and VAW, gender-sensitive conflict analysis, and WPS --- that pertain specifically to the context of women in armed conflict in peace.

#### 5. Monitoring and Evaluation

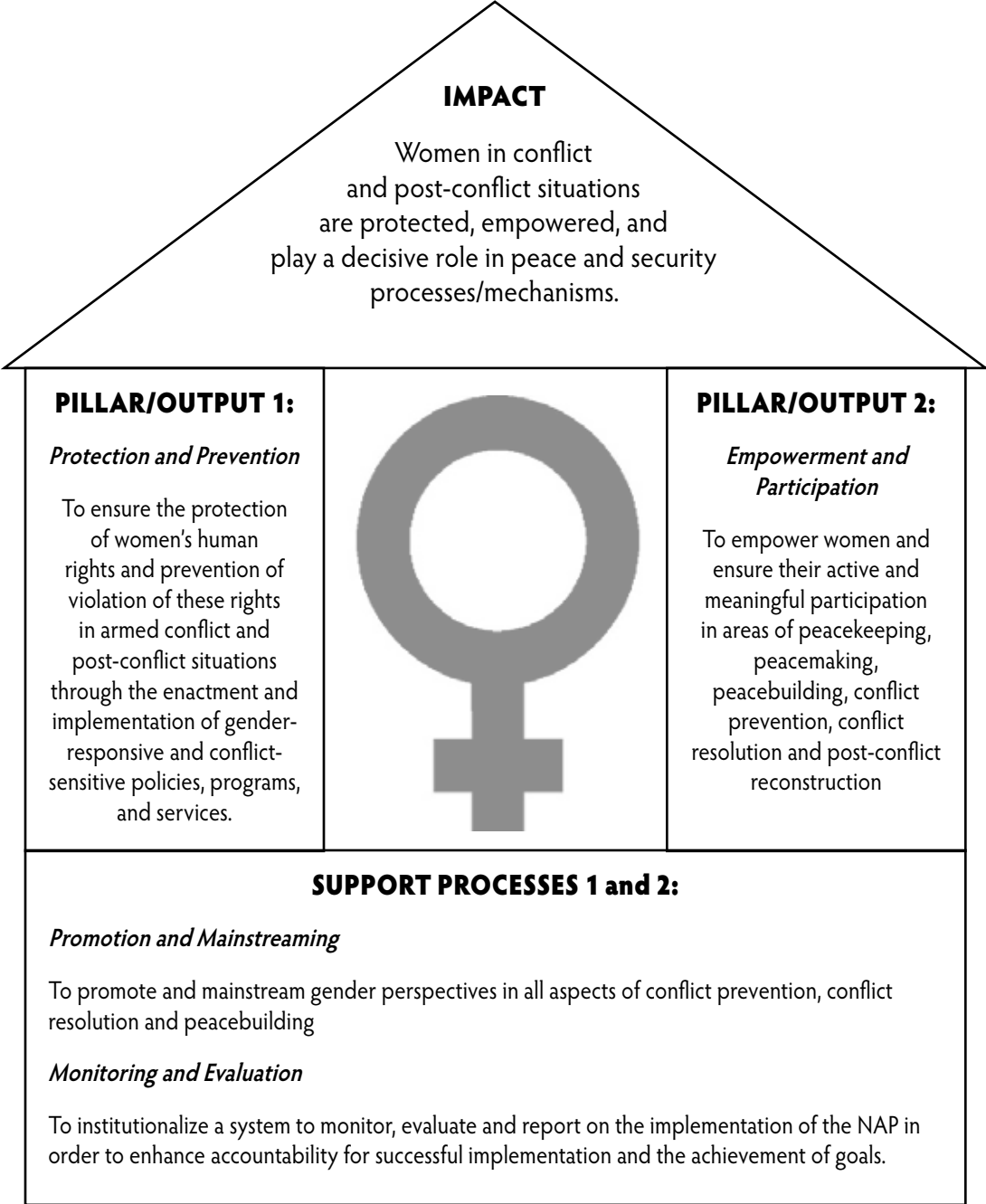
Monitoring and evaluation is integral to the formulation of evidence-informed ‘ways forward,’ particularly, in light of further institutionalization, sustainability of initiatives, as well as internalization of WPS. Since 2013, the NSCWPS and the NAP TWG have been guided by the NAP WPS Results Framework (as shown in Figure 2 below).

Towards the end of 2014, OPAPP, as Chair of the NSCWPS commissioned a study on the implementation of the NAP by national agencies. In light of monitoring and evaluation, the primary objective of this research was to map out the implementation of the NAP WPS through relevant and specific initiatives. Serving as a reference material for national agency implementers, this study aimed to contribute to the Philippine Country Report on WPS, serve as empirical reference for further policy formulation and as an evidence-based document for the development/strengthening of gender-sensitive/responsive PAPs in the context of armed conflict and peacebuilding.<sup>31</sup>

30 Online available at [http://pcw.gov.ph/sites/default/files/documents/laws/pcw-opapp\\_joint\\_memorandum\\_circular\\_2014-01\\_women\\_peace\\_PAPs\\_GPB.pdf](http://pcw.gov.ph/sites/default/files/documents/laws/pcw-opapp_joint_memorandum_circular_2014-01_women_peace_PAPs_GPB.pdf).

31 The Research on the Implementation of the National Action Plan on Women, Peace and Security is targeted to be published in 2016. However, the executive summary of the study as well as the highlights of the Philippine Country Report was published by OPAPP and distributed during the occasion of the 15th anniversary of UNSCR 1325 in New York last October 2015.

**Figure 2.** Results Framework of the Philippine National Action Plan on Women, Peace and Security.



## RESEARCH BACKGROUND AND RATIONALE

In the 2012 Report of the UN Secretary General on Women, Peace and Security, it was pointed out that “[A]lthough national action plans can be useful tools to advance implementation of commitments on women, peace and security, it is equally important to ensure the mainstreaming of those commitments in all relevant policy and planning processes, including at the subnational level.”<sup>32</sup> Accordingly, it was recommended that in conducting reviews of WPS national implementation, the process must take “into account initiatives to promote implementation at the subnational and regional levels.”<sup>33</sup> This is where the idea of localization comes in.

The *Global Study on the Implementation of UNSCR 1325* identified several principles — including the localization — which the international community should unite around for the realization of WPS on the ground. Specifically, it noted that “[L]ocalization of approaches and inclusive and participatory processes are crucial to the success of national and international peace efforts.”<sup>34</sup> It goes further to explain that:

***“In the area of peacebuilding, there must be a detailed mapping and understanding of local conditions with the participation of women themselves before programmes are designed, formulated or implemented. The ‘one-size-fits-all’ policy, transferring ‘best practices,’ is not always what is needed in many situations of conflict. The Global Study describes the peacebuilding period as an opportunity to transform societies and work toward gender equality; to build economies and institutions that recognize and seek to address specific challenges women face.”***<sup>35</sup>

WPS, as a global agenda, offers a normative framework to address women’s human rights in armed conflict situations and peacebuilding. From a governance perspective, localization of international norms go through and (must) cut across different governance levels — national, regional, provincial, down to the most local. Implementing WPS at various levels or ‘localizing’ it will either involve a ‘top-down’ or ‘bottom-up’ approach. But there is also an idea that localization “may start with a reinterpretation and re-representation of the outside norm...but may extend into a more complex process of reconstitution to make an outside norm congruent with pre-existing normative order.”<sup>36</sup> The likelihood of achieving intended results and sustaining gains from localization initiatives is greater when the process emanates from the ground and includes and involves people from affected communities and/or relevant agencies.

From existing institutional infrastructure and mechanisms at the national level, two strategies were undertaken to localize the NAP WPS in the Philippines. First is through the national agency members of the NSCWPS and NAP TWG member agencies where the approach is to integrate WPS through NAP-related or specific PAPs in the planning, budgeting, and implementation of their respective GAD. Theoretically, this strategy essentially means that the agency GAD, nuanced in the context of gender in conflict and post-conflict situations, will be cascaded from the national down to its local units. Second, within the ambit of the PAMANA program,

32 UNSC. 2 October 2012. P. 3

33 Ibid. P. 25.

34 UN Women. 2015. Preventing Conflict, Transforming Justice, Securing Peace: A Global Study on the Implementation of United Nations Security Council Resolution 1325. New York. P. 15.

35 Ibid. P. 16.

36 Acharya, Amitav. 2004. “How Ideas Spread: Whose Norms Matter? Norm Localization and Institutional Change in Asian Regionalism.” *International Organization* 58:2.

localization of the NAP WPS should be part of the implementation of the PAMANA itself in various conflict-affected communities in partnership with LGUs and implementing national agencies.

Operationally, in theory, implementing PAMANA such as livelihood training and support in conflict-affected areas, should be cognizant of and integrate elements of the NAP (e.g. inclusion of women beneficiaries). These are intended approaches. To prepare for the application of these strategies and approaches, the national government — through OPAPP — conducted seminars and training on NAP WPS, including localization workshops for PAMANA LGUs on Localizing the National Action Plan (LNAP).

In the case of civil society involvement, WE Act 1325 was at the forefront of localizing WPS, particularly, at the level of conflict-affected municipalities. Their localization program aimed “to enhance women’s capacities to participate in discussions and decision-making on peace and security issues and amplify their voices; identify the provisions of the NAP on UNSCR 1325 and 1820 that are relevant to the local government and initiate local multi-sectoral action planning for the implementation of the provisions, particularly as they relate to women’s participation in decision-making and the protection of women and girls’ rights; and promote shared responsibility and accountability between national and local government entities; and national and local CSOs in implementing UNSCR 1325 and 1820.”<sup>37</sup> In cooperation with the Global Network of Women Peacebuilders (GNWP), WE Act 1325 embarked on a localization program known as ‘From National Action Plan to Local Action Plan to Barangay Action Plan’ (From NAP to LAP to BAP).

The two-pronged strategies of the government as well as civil society initiatives on WPS have been present at the local levels. As regards the former, the task is to know and understand the dynamics of localization and what they have achieved, thus far. And herein lies the rationale of the research, particularly, in light of its operationalization in the ARMM.

***“The localization of the NAP was initially piloted in all of the five provinces of the ARMM areas. Local provincial action plans were drawn up to address the various concerns of women in the conflict-affected communities with the end view of identifying priority programs, projects and activities (PPAs) as indicated in the NAP, the Magna Carta of Women and other pertinent documents and laws relating to women, peace and security for inclusion in various LGU plans, including their annual gender and development (GAD) plan and Annual Investment Plan (AIP).”<sup>38</sup>***

In the ARMM, PAMANA served as the operational framework of the LNAP.

## **Research Inquiry and Objectives**

Armed conflict affects women and men differently. In the case of armed conflict in Mindanao, vertical and horizontal conflict-related violence, cycles of displacement, and further disenfranchisement, among others, are lived realities of Moro women for several decades.

<sup>37</sup> From the Concept Note on Localization written by Mavic Cabrera-Balleza, International Coordinator, Global Network of Women Peacebuilders as quoted in the narrative entitled “WE ACT 1325: Initiatives at NAP Implementation” by Jasmin Nario-Galace and Iverly Viar.

<sup>38</sup> Regional Commission on Bangsamoro Women (RCBW). Undated. NAP-WPS in ARMM: Piloting the Localization of the National Action Plan on Women, Peace and Security in the ARMM (2012-2015). P. 7. A copy of the manuscript was shared by RCBW to the author.

In this regard, the relevance of WPS in the ARMM cannot be understated nor undermined: both elements of women's **vulnerabilities/victimization** as well as their **agency** in the context of armed conflict and peacebuilding must be documented and responded to accordingly by duty bearers. In this regard, the research question that this study aimed to answer is thus stated as: from the perspective of localizing the NAP WPS in the region, **how was WPS advanced by various institutions in the ARMM?** Accordingly, the study aimed to:

1. To conduct an institutionalist baseline study on WPS initiatives in the ARMM.
2. To describe policies, institutional infrastructures, and institutional mechanisms — including implemented activities and projects — and identify best practices and possible areas for improvement;
3. To recommend actions for the strengthening and sustainability of WPS initiatives in the ARMM; and
4. To possibly develop evidence-informed inputs that can be integrated into the third generation Philippine NAP WPS or improve implementation of the current NAP.

### **Research Method and Methodology**

In order to achieve the aims of the study, the following research methods were used:

- Analysis of institutional documents<sup>39</sup> from the Regional Commission on Bangsamoro Women, Provincial Governments of Basilan, Maguindanao, and Tawi-Tawi, DILG-ARMM, PNP-ARMM, 6th Infantry Division, and Western Mindanao Command.
- Key informant interviews (KIIs) of institutional respondents aimed at assessing policy, operational institutional infrastructure (i.e. inter-institutional cooperation) and processes (planning/programming and budgeting, monitoring and evaluation), and output (assessment of actual activities/services/projects).
- Focused group discussions (FGDs) with community women leaders and grassroots non-government organizations (NGOs) to get their insights as regards WPS issues on the ground.
- Site visit to Women Peace Centers (WPCs) in the following areas — such as in the ARMM Compound, Cotabato City; Buluan, Maguindanao; Isabela City, Basilan; and Panglima Sugala, Tawi-Tawi — in order to gain first-hand information on the status of these structures.<sup>40</sup>
- Validation activity on preliminary research observations among actual institutional respondents or their representative in order to cross-check information and test some tentative research recommendations. Integral to this activity was a workshop session designed to uncover the 'ways forward' of WPS in the ARMM and (possibly) to contribute to a third generation Philippine NAP or improve implementation of the current NAP.

<sup>39</sup> Primary documents requested from all institutional respondents were the GPBs, GAD ARs, and any other relevant documents produced by their respective institutions from 2013 to 2015.

<sup>40</sup> Due to time constraints and security concerns, the researcher was not able to visit the WPC in Lanao del Sur and in Sulu.



Methodologically, data collected from these sources were analyzed through content and discourse analyses.

### **Scope and Limitation**

This study concentrated on institutions, processes, and mechanisms as they related on how WPS was localized in the ARMM from 2012 to 2015.

Field research was conducted from December 2015 to January 2016 in the following areas: Cotabato City; Buluan and Parang, Maguindanao; Zamboanga City; Isabela City, Basilan; Bongao and Panglima Sugala, Tawi-Tawi. A key field research limitation was that of not being able to travel to Lanao Del Sur (due to time constraints) and Sulu (due to security concerns).<sup>41</sup> In this regard, description of initiatives, particularly, as connected with Women Peace Centers (WPC), only focused on the provinces of Basilan, Maguindanao, and Tawi-Tawi. However, available documents on Lanao del Sur and Sulu were referred to in the study.<sup>42</sup>

Lastly, since this research took on an institutionalist trajectory, impact assessment of WPS initiatives was not included.

## **RESEARCH FINDINGS**

### **Contextual Backdrop: Armed Conflict and Women in Mindanao**

The ARMM is composed of five provinces, two cities, 116 municipalities — 26% of which are identified as conflict-prone areas — and 2,490 barangays. The region has been at the heart of the conflict narrative of the country. The historicity of conflict in the ARMM has shaped the experiences of many people — the politico-economic and socio-cultural consequences and implications of the conflict continue to be lived until the present. Based on the 2012 data of the National Statistical Coordinating Board (NSCB), recorded poverty incidence of the five ARMM provinces were: Lanao Del Sur, 61.1%; Maguindanao, 52.6%; Sulu, 40.2%; Basilan, 32.1%; and Tawi-Tawi, 21.9%.

The struggle of the *Moros* in the Philippines has its roots on the so called ‘clash of imagined nations’ where the *Moros* fight for *Bangsamoro* (land of the *Moros*) while the Philippine government defend territorial integrity and Filipino nationalism.<sup>43</sup> The *Bangsamoro* struggle can be traced back to reclaiming historical sovereign independent states of the sultanates of Sulu, parts of Palawan and Mindanao; it is also linked with the history of Muslim ethno-linguistic groups as discriminated and marginalized peoples. The ‘civilizational’ texture of the struggle can be drawn out from ‘Islam vs. West’ or ‘Western-Christian’ vs. ‘Muslim-Malay’ discourses where one systematically disenfranchised the other.<sup>44</sup> In other words, within this historical narrative, the *Bangsamoro* struggle emerged and was sustained for over four decades because of the following factors: (1) their historical disenfranchisement was combined with strategic/

<sup>41</sup> Between the two sites, however, the researcher was able to conduct a key informant interview with the RCBW Commissioner from Lanao del Sur to get her inputs as regards their WPC.

<sup>42</sup> Marawi City, which is also part of OPAPP’s NAP localization was likewise not included in the study.

<sup>43</sup> Santos, Soliman Jr. 2005. Evolution of the Armed Conflict on the Moro Front. Human Development Foundation, Inc. p. 1.

<sup>44</sup> Ibid.



systematic migration (of non-Muslims from Luzon and Visayas) that displaced them from their lands; (2) marginalization of their concerns as *Moros* along with collective discrimination; and (3) extraction and exploitation of their resources without leaving benefits or sustainable livelihood.

In 1968, the Moro National Liberation Front (MNLF) was purportedly established as a direct response to the Jabidhah massacre – or the reported killing of Moro trainee soldiers by their army officials after they refused to participate in a military operation to invade Sabah. The MNLF was to lead the Muslim struggle against the (Marcos) government – *Moro* nationalism vis a vis Filipino nationalism<sup>45</sup> - to claim their right of self-determination and territory. However, the armed struggle seemed to have been tempered with initiatives to talk peace. Interestingly, when the Tripoli Agreement was signed in 1976 between the MNLF and the Philippine government, the claims' discourse of the MNLF shifted from independence to that of autonomy.<sup>46</sup> The shift in discourse, to some extent, paved the way for division within the MNLF — one faction remaining on the side of the struggle for independence while the other, chose the side of autonomy. Additionally, frustrations over the failure of the government to implement provisions of the Tripoli Agreement deepened the divide. Not long after, a group that called themselves The New MNLF Leadership, broke away from the MNLF in 1977. This breakaway group re-named themselves in 1984 as the Moro Islamic Liberation Front (MILF).<sup>47</sup>

The Philippine Government pursued peace negotiations with both groups. For the MNLF, the 1987 Constitution provision on autonomy was operationalized through Republic Act (RA) 6766 on the creation of the ARMM. Additionally, it also signed a Final Peace Agreement (FPA) on the Implementation of the 1976 Tripoli Agreement in 1996 under the presidency of Fidel V. Ramos.

The Organization of Islamic States (OIC) serves an external actor monitoring the implementation of the FPA. Since 2007, the Government of the Philippines (GPH), MNLF, and OIC held several Tripartite Meetings. On 16 September 2013, a formal meeting between the GPH-MNLF-OIC on the review process was supposed to have taken place in Indonesia but was cancelled because of the 'Zamboanga siege' by the MNLF.

On the part of negotiating with the MILF, the GPH began their talks with the group in 1997 and even signed an Agreement for the Cessation of General Hostilities. At the conclusion of the 32<sup>nd</sup> Exploratory Talks, the GPH and MILF signed the Framework Agreement on the *Bangsamoro* (FAB) in October 2012. This was followed by the signing of the Annexes on Transitional Arrangements and Modalities, Revenue Generation and Wealth Sharing, and Power Sharing in 2013; the final Annex on Normalization was signed in January 2014 and finally, the Comprehensive Agreement on the *Bangsamoro* (CAB) in March 27, 2014. On September 10, 2014, after the consultation and promotion work of the *Bangsamoro* Transition Commission (BTC), the draft of the *Bangsamoro* Basic Law (BBL) was turned over to the Philippine

45 Wadi, Julkipli. 2003. "SEA Regional Security and Mindanao Conflict," in Amina Rasul, ed. *The Road to Peace and Reconciliation: Muslim Perspective on the Mindanao Conflict*. Makati City: Asian Institute of Management Policy Center. p. 118

46 Santos, 2005.p.7

47 The inclusion of the word 'Islamic' from their name was meant to distinguish themselves as a collective carrying an Islamic revivalist ideology and orientation in contrast with the MNLF's secular-nationalist ideological orientation. Santos, Soliman Jr. 2010. "War and Peace on the Moro Front: Three Standard Bearers, Three Forms of Struggle, Three Tracks (Overview)," in Diana Rodriguez (ed.) *Primed and Purposeful: Armed Groups and Human Security Efforts in the Philippines*. Cubao: South-South Network for Non-State Armed Group Engagement. p. 64.

Legislature and deliberations began on September 23, 2014. The BBL was not passed by the 16<sup>th</sup> Philippine Congress in 2016.

Apart from the vertical armed conflict between government and rebel forces are violence that erupt in the context of horizontal conflicts. These are the conflicts that involve the clash of collectives — as defined by identity markers such as clans/families, tribes, ethnic groups, communities, and even private armed groups. In Muslim Mindanao, *rido* or “a type of conflict characterized by sporadic outbursts of retaliatory violence between families and kinship groups as well as between communities” have been known to take place.<sup>48</sup> At the most basic level, *rido* is usually understood as familial feuds — however, the multi-dimensional nature of conflict in Muslim Mindanao can also lead to the intersection of horizontal conflicts with vertical ones. In fact, although *rido* is initially classified under identity-based issues, International Alert Philippines argues that it can cut across resource and political issues, among others.<sup>49</sup>

Other sources of horizontal violence (e.g. “violent political competition and armed struggles between local elites, clans, ethnic groups and rival insurgent groups,”<sup>50</sup> private and paramilitary armed groups, as well as those involved in ‘shadow’ or illicit economies) — which may also intersect with vertical ones (i.e. insurgency-led) — can cause damage and destruction on the lives of people caught in the middle in as much as armed conflict. As International Alert Philippines observed, “violent conflict in Mindanao can easily be the result of political competition between local elites, clan feuding or illicit economic activities – leading to comparable levels of death, injury and displacement.”<sup>51</sup> According to their Bangsamoro Conflict Monitoring System (BCMS), from 2011-2014, Lanao del Sur posted the highest conflict incidence followed by Maguindanao, then Basilan and Sulu; Tawi-Tawi, in the same period, posted the lowest.

On the issue of internal displacement, the Protection Cluster IDP Protection Assessment Report identified four vertical conflicts from the period of December 2015 to mid-February 2016 that displaced around 5,144 families or an estimated 26,728 persons; in the same period, it listed six horizontal conflicts that displaced about 1,624 families or approximately 8,026 individuals.<sup>52</sup> From the numerical data in a one and a half-month period, it was apparent that more were displaced in the context of vertical conflicts compared to horizontal ones; however, the incidence or number of recorded horizontal conflicts are more in comparison with vertical conflicts.

---

48 For more information, refer to the work of Wilfredo Magno Torres III, 2007, *Rido: Clan Feuding and Conflict Management in Mindanao*. Manila: The Asia Foundation.

49 International Alert. 2014. *Rebellion, Political Violence and Shadow Crimes in the Bangsamoro: The Bangsamoro Conflict Monitoring System (BCMS), 2011-2013*. Online available at [http://www.international-alert.org/sites/default/files/Philippines\\_BangsamoroConflictMonitoringSystem\\_EN\\_2014.pdf](http://www.international-alert.org/sites/default/files/Philippines_BangsamoroConflictMonitoringSystem_EN_2014.pdf). P. 18.

50 Ibid., P. 17.

51 Ibid., P. 15.

52 Data from personal email information received by the author from the Protection Cluster Philippines.

**Table 2.** Vertical and Horizontal Conflicts in Mindanao, December 2015 to January 2016

VERTICAL CONFLICT			HORIZONTAL CONFLICT		
Conflict Actors	Areas	Displaced	Conflict Actors	Areas	Displaced
AFP vs ASG (focused military operation)	Patikul, Sulu (December 2015)	91 families or approximately 455 persons	Armed groups belonging to Ilonggo and Moro communities (tri-border conflict)	Columbio, Datu Paglas and Tulunan municipalities in Sultan Kudarat, Maguindanao and North Cotabato (December 2015)	50 families or approximately 171 persons
AFP vs ASG (focused military operation)	Al Barka, Basilan (December 2015)	1,008 families or an estimated 6,048 persons	Armed groups affiliated with MNLF and MILF (clan feud)	Barangays Kidama and Marbel, Matalam, North Cotabato (December 2015)	484 families or an estimated 2,420 persons
AFP vs BIFF (firefight)	Shariff Aguak and Shariff Saydona, Maguindanao (January 2016)	1,885 families or approximately 9,425 persons	MILF (clan feud)	Pigcawayan, North Cotabato (January 2016)	71 families or approximately 349 persons
AFP vs BIFF (armed encounter)	Datu Salibo Maguindanao (February 2016)	2,160 families or an estimated 10,800 persons	MILF (clan feud)	Pikit, North Cotabato (January 2016)	568 families or an estimated 2,831 persons
			Politicians (firefight)	Sitio Poblacion, Barangay Saimbangon, Pata, Sulu (January 2016)	300 families or approximately 1,500 persons
			Bagani Group vs NPA (firefight)	Barangay Manobo, Magpet, North Cotabato (January 2016)	151 families or an estimated 755 persons

Similar patterns were actually observed by the Regional Human Rights Commission (RHRC) as indicated in the *Forced Displacement and Solutions Dashboard for Mindanao* report they issued in June 2013. According to the report, in the ARMM, in terms of most number of people displaced for the period from January 2012 to January 2013, it was observed that after natural disasters, the second main cause of displacement has been armed conflict at 20% (70,989 persons displaced) followed by crime and violence at 12% (41,587 displaced persons), and clan feud at 11% (40,885 persons displaced).<sup>53</sup> However, the report also noted that, in terms of the most number of incidents that caused forced displacement, clan feud incidents ranked as the first at 47%, crime and violence incidents at second with 40%, followed by natural disasters at 9% and armed conflict at 4%. This data essentially points

<sup>53</sup> Data from personal email information received by the author from the Regional Human Rights Commission (RHRC). The report noted the main cause of displacement in the ARMM has been natural disasters that accounted for 57% or 199,979 persons displaced.

to the fact that, although most of displacement incidences have been caused by natural disasters, most of the people displaced (i.e. number) were because of conflict situations. During the same period, the most number of displaced persons due to various causes were in Maguindanao (75%), Lanao del Sur (19%), Basilan (5.7%), and Sulu (0.04%).

In connection with the situation of conflict-related displacements, it has been established by several studies that women and young girls become more vulnerable and may fall victims to sexual harassment and assault, prostitution, trafficking and early marriages.<sup>54</sup> Relatedly, in a survey conducted by *Nisa Ul Haqq Fi Bangsamoro* in IDP camps<sup>55</sup> and relocation areas of people affected by the 2013 Zamboanga siege, they found that respondents from various camps knew of rape/forced sexual intercourse, sexual trafficking, and forced prostitution that occurred in the camps. According to their analysis, “data shows that acts of abuse which are more sexual in nature, such as harassment, forced prostitution, and trafficking of persons, (sic) occurs in the various camps, but far less frequently when compared to the other acts” (such as humiliation, non-sexual verbal and physical abuse, discrimination, etc.).

Of course, aside from the cycle of internal displacement and the experiences of insecurity by women in IDP camps, conflict — whether vertical or horizontal in nature have other impacts of conflict on women such as existence of the phenomena of widowhood, increase in economic burdens of women, trauma, including of children, among others, in an environment where violence has been normalized.

In the context of *rido*, “at high risk in the ritual of revenge within clan wars are the female members and children of the family involved who may be kidnapped or taken hostage as a way to dishonor or get back at the opponent’s family.”<sup>56</sup> Women in these areas have lived through realities of both direct and structural violence.

Nonetheless, being cognizant of the multi-layered nature of conflict in Mindanao is an important element in nuancing WPS within the context of the ARMM. Aside from UNSCR 1325, two other international standards can guide this nuancing. First, UNSCR 2242, the most recent UNSCR on WPS adopted in 13 October 2015, took note of “the changing global context of peace and security, in particular relating to the rise of violent extremism...the increased number of refugees and internally displaced persons...”<sup>57</sup> Both issues of different causes of conflict and internal displacement in the ARMM can be advanced using this resolution. Secondly, CEDAW General Recommendation 30<sup>58</sup> stipulates the applicability of CEDAW in situations of international and non-international armed conflict, foreign occupation, post-conflict and so called “other situations of concern, such as internal disturbances, protracted and low-intensity civil strife, political strife, ethnic and communal violence, states of emergency and suppression of mass uprisings, war against terrorism and organized

54 See, for example, Dwyer, Leslie and Rufa Cagoco-Guiam. 2013. Gender and Conflict in Mindanao, The Asia Foundation and Veneracion-Rallonza, 2013b.

55 The evacuation camps were in Joaquin F. Enriquez Sports Stadium/Grandstand, Cawa-Cawa Boulevard, and Lunzuran. Transition or relocation sites are in Tulungatung, Taluksangay, and Rio Hondo. The survey was commissioned by Oxfam Foundation in 2013.

56 Quoted from the presentation of Atty. Laisa Alamia, ARMM Executive Secretary, during the Government Executive Course on Women, Peace and Security held at the Ateneo de Manila University, 28 September 2015.

57 United Nations Security Council (UNSCR) 2241. S/Res/2242/2015. Preambular Clause 13. Online available at [http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_res\\_2242.pdf](http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_res_2242.pdf).

58 CEDAW General Recommendation 30. Online available at <http://www.ohchr.org/Documents/HRBodies/CEDAW/GCComments/CEDAW.C.CG.30.pdf>

crime, that may not necessarily be classified as armed conflict under international humanitarian law and which result in serious violations of women's rights" as well as situations of internal displacement, statelessness, and refugee repatriation.<sup>59</sup> Furthermore, it reiterates the obligations and accountability of both State and non-State actors involved in various situations and forms of conflict. Specific recommendations with regards to women's human rights in conflict and post-conflict contexts are listed in Table 3 below.

**Table 3.** CEDAW General Recommendations 30: Specific Recommendations on Women in Conflict and Post-Conflict Contexts

**1. Gender-based violence (arts. 1-3 and 5 (a))**

- "Prohibit all forms of gender-based violence by State and non-State actors including through legislation, policies and protocols;" (b) "Prevent, investigate and punish all forms of gender-based violence, in particular sexual violence perpetrated by State and non-State actors; and implement a policy of zero tolerance;" (c) "Ensure women's and girls' access to justice; adopt gender-sensitive investigative procedures to address sexual and gender-based violence; conduct gender-sensitive training and adopt codes of conduct and protocols for the police, the military, including peacekeepers; build the capacity of the judiciary, including in the context of transitional justice mechanisms to ensure their independence, impartiality and integrity;" (d) "Collect and standardized data collection methods on the incidence and prevalence of gender-based violence, in particular sexual violence in different settings and against different categories of women;" (e) "Allocate adequate resources and adopt effective measures to ensure that victims of gender-based violence, in particular sexual violence have access to comprehensive medical treatment, mental health care and psychosocial support;" (f) "Develop and disseminate standard operating procedures and referral pathways to link security actors with service providers on gender-based violence, including one-stop shops offering medical, legal and psychosocial services for sexual violence survivors, multipurpose community centres that link immediate assistance to economic and social empowerment and reintegration, and mobile clinics;" (g) "Invest in technical expertise and allocate resources to address the distinct needs of women and girls subject to violence, including the impact of sexual violence on their reproductive health;" and (h) "Ensure that national responses include specific interventions linking and aligning the prevention and response to gender-based violence and HIV."

**2. Trafficking (art. 6)**

- "Prevent, prosecute and punish trafficking and related human rights violations that occur under their jurisdiction, whether perpetrated by public authorities or private actors, and adopt specific protection measures for women and girls, including those internally displaced and refugees;" (b) "Adopt a policy of zero tolerance based on international human rights standards on trafficking and sexual exploitation and abuse, which also addresses national troops, peacekeeping forces; border police, immigration officials and humanitarian actors; and provide them with gender-sensitive training on how to identify and protect vulnerable women and girls;" (c) "Adopt a comprehensive gender-sensitive and rights-based migration policy that ensures that women and girls coming from conflict-affected areas are not subject to trafficking;" (d) Adopt bilateral or regional agreements and other forms of cooperation to protect the rights of trafficked women and girls, and to facilitate prosecution of perpetrators."

59

CEDAW General Recommendation 30, Scope of General Recommendation, Item numbers 4 and 5.

### 3. Participation (arts. 7-8)

- "Ensure that legislative, executive, administrative and other regulatory instruments do not restrict women's participation in the prevention, management and resolution of conflicts;" (b) "Ensure women's equal representation at all decision-making levels in national institutions and mechanisms, including in the armed forces, police, justice institutions and the transitional justice mechanisms (judicial and non-judicial) dealing with crimes committed during the conflict;" (c) "Ensure that women and civil society organizations focused on women's issues and representatives of civil society are included equally in all peace negotiations and post-conflict rebuilding and reconstruction efforts;" (d) "Provide leadership training to women in order to ensure their effective participation in the post-conflict political processes."

(for third party States)

- "Include women in negotiation and mediation activities as delegates, including at senior levels;" and (b) "Provide technical assistance on conflict-resolution processes to countries emerging from conflict so as to promote women's effective participation."

### 4. Access to education, employment and health, and rural women (arts. 10-12, 14)

- "Develop programmes for conflict-affected girls who leave school prematurely so that they can be reintegrated into schools/universities as soon as possible; engage in the prompt repair and reconstruction of school infrastructure; take measures to prevent the occurrence of attacks and threats against girls and their teachers; and ensure that perpetrators of such acts of violence are promptly investigated, prosecuted and punished;" (b) "Ensure that economic recovery strategies promote gender equality as a necessary pre-condition for a sustainable post-conflict economy, and target women working in both the formal and the informal employment sectors; design specific interventions to leverage opportunities for women's economic empowerment, in particular for rural women and other disadvantaged groups of women; ensure that women are involved in the design of those strategies and programmes and in their monitoring; and effectively address all barriers to women's equitable participation in those programmes;" (c) "Ensure that sexual and reproductive health care includes access to sexual and reproductive health and rights information; psychosocial support; family planning services, including emergency contraception; maternal health services, including antenatal care, skilled delivery services, prevention of vertical transmission and emergency obstetric care; safe abortion services; post-abortion care; prevention and treatment of HIV/AIDS and other sexually transmitted infections, including post-exposure prophylaxis; and care to treat injuries such as fistula arising from sexual violence, complications of delivery or other reproductive health complications, among others;" (d) "Ensure that women and girls, including those who may be particularly vulnerable to HIV, have access to basic health services and information, including HIV prevention, treatment, care and support;" (e) "Coordinate all activities with stakeholders from the humanitarian and development communities to ensure a comprehensive approach that does not duplicate efforts in the fields of education, employment and health and reaches disadvantaged populations, including in remote and rural areas."

### 5. Displacement, refugees and asylum-seekers (arts. 1-3 and 15)

- "Take the preventive measures necessary to ensure protection against forced displacement, as well as the protection of the human rights of displaced women and girls, including access to basic services, during flight, displacement and in the context of durable solutions;" (b) "Address the specific risks and particular needs of different groups of internally displaced and refugee women, subjected to multiple and intersecting forms of discrimination, including women with disabilities, older women, girls, widows, women who head households, pregnant women, women living with HIV/AIDS, rural women, indigenous women, women belonging to ethnic, national, sexual or religious minorities, and women human rights defenders;" (c) "Promote the meaningful inclusion and participation of internally displaced and refugee



women in all decision-making processes, including in all aspects related to the planning and implementation of assistance programmes and camp management, decisions relating to the choice of durable solutions and processes related to post-conflict processes;" (d) "Provide protection and assistance for internally displaced and refugee women and girls, including by safeguarding them from gender-based violence, including forced and child marriage; ensure their equal access to services and health care and full participation in the distribution of supplies, as well as in the development and implementation of assistance programmes that take into account their specific needs; provide protection against the displacement of indigenous, rural and minority women with special dependency on land; and ensure education and income generation and skill training activities are available;" (e) "Adopt practical measures for the protection and prevention of gender-based violence, as well as mechanisms for accountability, in all displacement settings (whether in camps, settlements or out-of-camp settings);" (f) "Investigate and prosecute all instances of gender-based discrimination and violence that occur in all phases of the conflict-related displacement cycle;" (g) Provide internally displaced and refugee women and girl victims of gender-based violence, including sexual violence with free and immediate access to medical services, legal assistance and a safe environment; provide access to female health-care providers and services, such as reproductive health care and appropriate counselling; and ensure that military and civilian authorities present in displacement contexts have received appropriate training on protection challenges, human rights and the needs of displaced women;" (h) "Ensure that immediate humanitarian assistance needs and protection requirements are complemented with long-term strategies in support of internally displaced and refugee women's socioeconomic rights and livelihood opportunities, enhanced leadership and participation in order to empower them to choose the durable solutions that suit their needs;" (i) "Ensure that all situations of massive influx of refugee and displaced populations, including women and girls are adequately addressed and that their protection and assistance needs are not impeded as a result of lack of clarity in the mandates of international agencies or resource constraints."

#### **6. Nationality and statelessness (arts. 1-3 and 9)**

- "Ensure that measures to prevent statelessness are applied to all women and girls and address populations that are particularly susceptible to being rendered stateless by conflict, such as female internally displaced persons, refugees, asylum seekers and trafficked persons;" (b) "Ensure that measures to protect stateless women and girls remain in place before, during and after conflict;" (c) "Guarantee conflict-affected women and girls equal rights to obtain documents necessary for the exercise of their legal rights and the right to have such documentation issued in their own names, and ensure the prompt issuance or replacement of documents without imposing unreasonable conditions, such as requiring displaced women and girls to return to their area of original residence to obtain documents;" (d) "Ensure individual documentation, including in post-conflict migration flows, of internally displaced women, refugee and asylum-seeking women and separated and unaccompanied girls, and ensure the timely and equal registration of all births, marriages and divorces."

#### **7. Marriage and family relations (arts. 15-16)**

- "Prevent, investigate and punish gender-based violations such as forced marriages, forced pregnancies, abortions or sterilization of women and girls in conflict-affected areas;" and (b) "Adopt gender-sensitive legislation and policies that recognize the particular disadvantages that women face in claiming their right to inheritance as well as their land in post-conflict contexts, including the loss or destruction of land deeds and other documentation owing to conflict."

#### **8. Security sector reform and disarmament, demobilization and reintegration**

- "Develop and implement disarmament, demobilization and reintegration programmes in coordination and within the framework of the security sector reform;" (b) "Undertake



gender-sensitive and gender-responsive security sector reform that results in representative security sector institutions that address women's different security experiences and priorities; liaise with women and women's organizations;" (c) "Ensure that security sector reform is subject to inclusive oversight and accountability mechanisms with sanctions, which includes the vetting of ex-combatants; establish specialized protocols and units to investigate gender-based violations; and strengthen gender expertise and the role of women in oversight of the security sector;" (d) "Ensure women's equal participation in all stages of disarmament, demobilization and reintegration, from negotiation of peace agreements and establishment of national institutions to the design and implementation of programmes;" (e) "Ensure that disarmament, demobilization and reintegration programmes specifically target female combatants and women and girls associated with armed groups as beneficiaries and that barriers to their equitable participation are addressed; and ensure that psychosocial and other support services are provided to them;" (f) "Ensure that disarmament, demobilization and reintegration processes specifically address women's distinct needs in order to provide age and gender-specific disarmament, demobilization and reintegration support, including by addressing the specific concerns of young mothers and their children without targeting them excessively and exposing them to further stigma."

#### **9. Constitutional and electoral reform (arts. 1-5 (a), 7 and 15)**

- "Ensure women's equal participation in constitution-drafting processes and adopt gender-sensitive mechanisms for public participation and input into constitution-drafting processes;" (b) "Ensure that constitutional reform and other legislative reforms includes women's human rights under the Convention and the prohibition of discrimination against women, which encompasses both direct and indirect discrimination in the public and private spheres, in line with article 1 of the Convention, and also includes provisions prohibiting all forms of discrimination against women;" (c) "Ensure that new constitutions provide for temporary special measures, apply to citizens and non-citizens, and guarantee that women's human rights are not subject to derogation in states of emergency;" (d) "Ensure that electoral reforms incorporate the principle of gender equality, and guarantee women's equal representation through the adoption of temporary special measures such as quotas, including for disadvantaged groups of women; adopt a proportional representation electoral system; regulate political parties; and mandate electoral management bodies to ensure compliance through sanctions;" (e) "Ensure the registration and voting of women voters, such as by allowing postal balloting, where appropriate, and removing all barriers, including by ensuring an adequate and accessible number of polling stations;" (f) "Adopt a zero-tolerance policy towards all forms of violence that undermine women's participation, including targeted violence by State and non-State groups against women campaigning for public office or women exercising their right to vote."

#### **10. Access to justice (arts. 1-3, 5 (a) and 15)**

- "Ensure a comprehensive approach to transitional justice mechanisms that incorporates both judicial and non-judicial mechanisms, including truth commissions and reparations, which are gender sensitive and promote women's rights;" (b) "Ensure that substantive aspects of transitional justice mechanisms guarantee women's access to justice, by mandating bodies to address all gender-based violations and by rejecting amnesties for gender-based violations and by ensuring compliance with the recommendations and/or decisions issued by transitional justice mechanisms;" (c) "Ensure that support for reconciliation processes do not result in blanket amnesties for any human rights violations, especially sexual violence against women and girls and ensure that such processes reinforce its efforts to combat impunity for such crimes;" (d) "Ensure that all forms of discrimination against women are prohibited when re-establishing the rule of law, during legal reform and establish criminal, civil and disciplinary sanctions where appropriate; and include specific measures aimed at protecting women against any act of discrimination;" (e) "Ensure that women are involved in the design, operation and monitoring of transitional justice mechanisms at all levels so as to guarantee

that their experience of the conflict is included, their particular needs and priorities are met and all violations suffered are addressed; and ensure their participation in the design of all reparations programmes;" (f) "Adopt the appropriate mechanisms to facilitate and encourage women's full collaboration and involvement in transitional justice mechanisms including by ensuring that their identity is protected during public hearings and their testimonies are taken by female professionals;" (g) "Provide effective and timely remedies that respond to the different types of violations experienced by women and ensure the provision of adequate and comprehensive reparations; address all gender-based violations, including sexual and reproductive rights violations, domestic and sexual enslavement, forced marriage and forced displacement, in addition to sexual violence, as well as violations of economic, social and cultural rights;" (h) "Adopt gender-sensitive procedures in order to avoid revictimization and stigmatization; establish special protection units and gender desks in police stations; undertake investigations confidentially and sensitively; and ensure that during investigations and trials equal weight is given to the testimony of women and girls in comparison to those of men;" (i) "Combat impunity for violations of women's rights and that all human rights violations are properly investigated, prosecuted and punished by bringing perpetrators to justice;" (j) "Enhance criminal accountability including by ensuring the independence, impartiality and integrity of the judicial system; strengthening the capacity of security, medical and judicial personnel to collect and preserve forensic evidence related to sexual violence in conflict and post-conflict contexts; and enhancing collaboration with other justice systems including the International Criminal Court;" (k) "Enhance women's access to justice including through the provision of legal aid; establishment of specialized courts, such as domestic violence and family courts, providing mobile courts for camps and settlement settings as well as for remote areas; and ensure adequate protection measures for victims and witnesses, including non-disclosure of identity and the provision of shelters;" (l) "Engage directly with informal justice mechanisms and encourage appropriate reforms, where necessary, in order to bring these processes in line with human rights and gender equality standards, and to ensure that women are not discriminated against."

The main point of taking note of these recent standards in the international WPS discourse is to suggest their utility in nuancing WPS in the ARMM given the multi-layered nature of conflict and the phenomenon of internal displacements in the region.

### **Women, Peace and Security Initiatives in the ARMM**

For this civil society report, the main areas of inquiry in connection with mapping WPS initiatives in the ARMM are the following: **policies** issued specifically on or related to WPS; existing **institutional infrastructure** that implement or contribute to the implementation of WPS; existing **institutional mechanisms** such as planning/programming and budgeting, monitoring and evaluation as well as implemented **activities and projects** explicitly on or relevant to WPS.

#### **Policies**

Interestingly, even before the Philippine NAP was launched in 2010, the ARMM already institutionalized women in armed conflict in a regional policy. Explicitly anchored on the national GAD law and mechanism as well as the *Magna Carta of Women* specifically provided for the protection of women's human rights in emergency and armed conflict situations, the Muslim Mindanao Autonomy (MMA) Act 280 or *An Act Providing for the Gender and Development Code of the Autonomous Region in Muslim Mindanao*<sup>60</sup> explicitly included UNSCR 1325 and mirrored some

<sup>60</sup> The Regional Legislative Assembly (RLA) of the ARMM proposed Bill No. 55 in October 2008, passed by the Regional Assembly in

provisions of Chapter IV of the *Magna Carta of Women* but within the context of Muslim Mindanao. As regards WPS, one of the Guiding Principles of the ARMM GAD Code stipulates the observance of:<sup>61</sup>

“C. Principles under various International Agreements, Treaties and United Nations (UN) Declarations particularly, The **Convention of the Elimination of All Forms of Discrimination Against Women (CEDAW)**, Convention on the Rights of the Child (CRC), **Resolution No. 1325**, UN Declaration on the Elimination of Violence Against Women (1993) and **Beijing + 5 Platform for Women** and United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP);” and

“D. Principles embodied in the applicable provisions of the Philippine Constitution and Special Laws, such as: The ARMM Organic Act (RA 9054), Code of Muslim Personal Laws (PD 1083), **Magna Carta of Women** (RA 9710), Women in Development and Nation Building Act (RA 7192), Anti-Rape Law of 1997 (RA 8353), Anti-Trafficking in Persons Act of 2003 (RA 9208), Anti-Violence Against Women and Children Act of 2004 (RA 9262), and Sustainable Forest Management Act (MMA Act 161) and other relevant existing laws including the PCW-DILG-DBM-NEDA 2012-01: Guidelines on the Localization of the Magna Carta of Women, and other term plans on gender and development.”

Furthermore, there are already relevant WPS provisions in the ARMM GAD Code and its Implementing Rules and Regulations (IRR) as shown in Table 3 below.

**Table 4.** Relevant WPS Provisions in the ARMM GAD Code and IRR

ARMM GAD Code Provisions	IRR
<p>Chapter VIII, INDIGENOUS WOMEN AND CHILDREN, Section 26. Recognition of Rights</p> <p>“The Autonomous Regional Government recognizes and promotes the rights of indigenous women and children as embodied in international laws, United Nations (UN) Declarations, Philippine Constitution, and other special laws.”</p>	<p>Rule 8 – INDIGENOUS WOMEN AND CHILDREN, Section 28. Recognition of Rights</p> <p>“The ARG through the Office of Southern Cultural Communities (OSCC) shall:</p> <p>5) Conduct studies and researches on the role of women in conflict resolution of different ethnic groups within ARMM.”</p> <p>Section 30. Participation in Conflict Resolutions</p> <p>“Guided by the customary laws and practices of Indigenous Peoples in the implementation of the Muslim Mindanao Autonomy Act No. 241 or an ‘Act to Recognize, Respect, Protect and Promote the Rights, Governance, and Justice Systems and Customary Laws of Indigenous Peoples/Tribal Peoples in the ARMM’ in the resolution of conflict as well as the implementation of the Philippine National Action Plan on Women, Peace and Security, the OSCC shall ensure the participation of IP women in conflict management and resolution as well as define women’s role and participation in managing community conflict as well as deliberating cases submitted before the tribal councils, specifically, but not limited to, cases that involve violence against women, personal or family relations. In the deliberation or settlement of the case, it shall ensure that the panel of adjudicators shall at least have a woman member in it.”</p>

December 2010, and signed into law in January 2011. The Implementing Rules and Regulations (IRR) of the ARMM GAD Code was launched in November 2015.

61 Muslim Mindanao Autonomy Act 280: The ARMM GAD Code. 2011. P. 2. Emphasis added by the author to show relevant WPS-related mechanisms cited: CEDAW, by implication, includes General Recommendations 19 and 30; UNSCR 1325; Beijing Platform for Action that listed down ‘women in armed conflict’ as one of the 12 critical areas of concern; and the Magna Carta of Women, specifically, Chapter IV.

<p>Chapter XIV, WOMEN AND CHILDREN IN ARMED CONFLICT, Section 82. Protection of Women and Children Affected by Armed Conflict</p> <p>“The Autonomous Regional Government shall ensure the protection and security of women, elderly and children in situations of armed conflict and militarization. It shall provide gender-responsive humanitarian assistance to meet the needs of affected internally displaced persons.”</p>	<p>Rule 14 –WOMEN AND CHILDREN IN ARMED CONFLICT, Section 80. Protection of Women and Children Affected by Armed Conflict</p> <p>“The ARG shall ensure the protection of the rights and welfare, as well as the security of women, elderly and children in situations of armed conflict and militarization. Women and girl children shall be protected from all forms of gender-based violence, particularly rape and other forms of sexual abuse, and all forms of violence in situations of armed conflict. The State shall observe international standards for the protection of civilian population in circumstances of emergency and armed conflict. It shall force no women, especially indigenous people, to abandon their lands, territories, and means of subsistence, or relocate them in special centers for military purposes under any discriminatory condition.</p> <p>In no case shall women and children be forcibly recruited nor required to take part in armed hostilities in situations of armed conflict.</p> <p>The ARG through its line agencies shall actively take the lead in different humanitarian clusters providing assistance to Internally Displaced Persons (IDPs).</p> <p>The DSWD, in coordination with the Office of the Regional Governor, concerned Regional Line Agencies, NGOs, LGU and the donor community shall:</p> <ol style="list-style-type: none"> <li>1. Conduct gender-responsive humanitarian assistance to internally displaced persons affected by armed conflict, such as, but not limited to, provision for basic assistance like food, shelter, counseling and other needs requiring immediate attention;</li> <li>2. Undertake strong advocacy prohibiting all forms of child rights violations, such as, but not limited to: a) killing or maiming; b) attacks on schools and hospitals; c) rape and other forms of sexual violence; d) abduction; e) denial of humanitarian access for children; f) recruitment of youth and children in the armed forces, revolutionary groups and their involvement in the conflict whether as couriers, spies, and others.</li> </ol> <p>The ARG shall establish a safe place/area for women, children and other vulnerable groups during armed conflict that would be recognized and respected by both government forces and armed groups.”</p>
--	---

<p>Chapter XIV, WOMEN AND CHILDREN IN ARMED CONFLICT, Section 83. Psychosocial Support for Women</p> <p>“The Autonomous Regional Government shall establish mental health and psychosocial support team that will cater to the needs of women experiencing critical incidents such as armed conflict and natural disasters. Psychosocial sessions shall be initiated and spearheaded by the Department of Health (DOH) and the Department of Social Welfare and Development (DSWD) in partnership with trained debriefers coming from Non-Government Organizations (NGOs) within the Autonomous Region in Muslim Mindanao (ARMM). Early recovery plan shall be implemented in conflict-affected communities. The Department of Health (DOH) shall submit on a regular basis a post debriefing report to the Office of the Regional Governor (ORG) to determine indicators of program implementation.”</p>	<p>Rule 14 –WOMEN AND CHILDREN IN ARMED CONFLICT, Section 81. Psychosocial Support for Women</p> <p>“The Department of Health (DOH)-ARMM in coordination with the regional line agencies, NGOs and donor institutions shall formulate the Terms of Reference for the establishment of the Mental Health and Psychosocial Support (MHPSS) Team in the ARMM...”</p>
<p>Chapter XIV, WOMEN AND CHILDREN IN ARMED CONFLICT, Section 84. Post-Conflict Rehabilitation</p> <p>““The Autonomous Regional Government shall ensure that women and children’s needs are properly addressed and prioritized during post conflict rehabilitation. It shall provide programs, projects and support systems that may enable women to speedily recover from debilitating effects of the conflict.”</p>	<p>Rule 14 –WOMEN AND CHILDREN IN ARMED CONFLICT, Section 82. Post-Conflict Rehabilitation</p> <p>“The Autonomous Region in Muslim Mindanao (ARG) shall ensure that women and children’s needs are addressed and prioritized during post-conflict rehabilitation.</p> <p>The ARG through the Department of Social Welfare and Development (DSWD), Technical Education and Skills Development Authority (TESDA), Department of Education (DepEd), Commission on Higher Education (CHED), Office of Civil Defense (OCD) and other concerned government agencies and non-government organizations shall implement programs, projects and support system for women and children affected by armed conflict such as, but not limited to the following:</p> <ul style="list-style-type: none"> <li>Critical Incident Stress Debriefing;</li> <li>Skills Training;</li> <li>Livelihood Assistance;</li> <li>Core Shelter; and</li> <li>Educational Support Services.</li> </ul> <p>The ARG shall also encourage and promote the active and meaningful participation of women in post-conflict rehabilitation, peace-building and peacekeeping.”</p>

To a large extent, the ARMM GAD Code and its IRR goes beyond the discourse of GAD and actually reflects the discursive framework of women's human rights contained in the *Magna Carta of Women*. In this regard, the ARMM GAD Code is the regional translation of a national law and thus, it could have very well be seen as a magna carta of women in the ARMM — and within which is the explicit principles and guidelines to advance WPS in the region. This essentially means that, in connection with WPS, it would have been possible, at least in theory, for the ARMM to have its own regional action plan on UNSCRs 1325 and 1820 instead of localizing the Philippine NAP. Theoretically, an ARMM action plan on WPS based on the parameters set forth in the ARMM GAD Code and its IRR, could have more appropriately reflected the context of conflict-affected areas and the needs of the women.

However, the ARMM did not go this route — it instead linked with the localization strategy emanating from the national government through the PAMANA program. Basilan, Lanao del Sur, Maguindanao, Sulu, Tawi-Tawi, and Marawi City were identified as pilot sites for the Localization of the National Action Plan (LNAP). The LNAP in the ARMM intended to:

1. “Contribute to attaining positive breakthroughs in the peace negotiations between the Government of the Philippines and MILF/MNLF.
2. Open opportunities and avenues for women in ARMM to contribute to achieving lasting peace in the area; specifically to:
  - a. Identify and address the local women/gender and peace issues;
  - b. Develop the template for localizing the NAP in other conflict-affected areas where OPAPP is operating; and
  - c. Strengthen or set in place local enabling mechanisms, structures, systems and procedures to facilitate the implementation of programs and services to ensure women's active participation and leadership in peacemaking and conflict prevention as well as the prevention and response to conflict related sexual violence towards attaining lasting peace in the area.”<sup>62</sup>

Memorandum Order (MO) 195 was issued in 2012 which created the ARMM Regional Steering Committee on the Localization of the National Action Plan (ARMM RSC LNAP). Localization initiatives were also envisioned to take place within the purview of project interventions “that will be identified by each province and will be part of the gender and development plan.”<sup>63</sup>

Quite notably, the LNAP was a national government project and accordingly, reflected the national institutional discourse on WPS. More specifically, it was part of OPAPP's gender mainstreaming strategy to integrate WPS in the PAMANA program, thus implementing the NAP meant using it as an institutional platform. On the one hand, just like any project offered under the ambit of PAMANA, implementation goes through partner national government agencies and their respective local offices in various parts of the country; the second strategy is directly partnering with PAMANA LGUs, or any one of over thirty provinces identified as having conflict-affected or vulnerable communities. From the perspective of bridging the national to

<sup>62</sup> Brochure on “Localizing the National Action Plan (NAP) on Women, Peace and Security in ARMM.” According to a respondent from the RCBW, the brochure was published by OPAPP in 2013. In the updated brochure published by RCBW, line item 2b was re-stated as “[D]evelop the template for localizing the NAP in other conflict affected areas.”

<sup>63</sup> Ibid.



the regional and provincial, giving birth to the LNAP and the choice to pilot it in the ARMM made sense — the ARMM LNAP’s policy institutional discourse and policy framework was a classic case of a ‘top down’ process that supported a peace process that was then on the road to positive progress.

To summarize, from a policy standpoint, the following points are noted:

- The ARMM GAD Code was a product of a regional legislative process that began in 2008, passed by the Regional Assembly in December 2010, and came into force in January 2011; on the other hand, the policy basis of LNAP was an MO or an issuance that constitute “[A]cts of the Regional Governor on matters of **administrative details** or of **subordinate** or **temporary interest** which only concern a particular officer or office of the Government...”<sup>64</sup> In contrast, had it been created through an EO or any act of the Regional Governor that provides “rules of a **general** or **permanent character** in implementation or execution of powers vested by the Organic Act or by law,” the LNAP could have had a more distinctive mandate — a policy that would have provided both the substance and structure of WPS.<sup>65</sup>
- The institutional discourse embodied in the ARMM GAD Code and its IRR that contained provisions explicitly on or specifically related to WPS (i.e. women in armed conflict) was anchored on women’s human rights and already reflected the main pillars of UNSCR 1325 as regards protection and prevention and empowerment and participation. In contrast, Memorandum Order 195 was specifically focused on the mandate of the RSCLNAP as a regional mechanism to implement the NAP in the ARMM embodying, henceforth, merely mirroring a national policy directive and institutional discourse.

From the vantage point of policy dynamics, in as far as advancing WPS in the ARMM is concerned, the aforementioned points imply an alternative that it could have taken. This alternative is a strategy that is regional in nature — backed up by a regional policy (i.e. ARMM GAD Code and its IRR). Thus, instead of localizing the NAP, it could have had its own regional action plan (RAP) on WPS; that instead of localization or ‘top down’ approach, it could have opted for its own ‘horizontal’ strategy; and that instead of being a pilot area for localization, it could have pioneered WPS for women in the ARMM. Of course, such possibilities are not meant to undermine the commitment to bridge the national with the local and the strategy of the national government to localize the NAP WPS. Having a RAP would have been another potent route to the implementation of the NAP on WPS.<sup>66</sup>

## Institutional Infrastructure

Specific to the localization of the NAP WPS, three main regional institutional infrastructures have been identified: the Regional Commission on Bangsamoro

<sup>64</sup> Emphasis added. See description of various official issuances of the ARMM at <http://www.armm.gov.ph/issuances-1/>. In the brochure entitled “Localizing the National Action Plan (NAP) on Women, Peace and Security in ARMM” produced by OPAPP, it was stated that the creation of the ARMM RSC on LNAP was created “through the Executive Order (EO) 195.” However, checking the list of EOs issued in the ARMM from 2008 to 2015, nothing was listed on the creation of the RSCLNAP and thus, it can be surmised that it was not established through an EO. In a document entitled NAP-WPS in ARMM: Piloting the Localization of the National Action Plan on Women, Peace and Security in the ARMM (2012-2015) shared by the RCBW to the author, it stated that the RSCLNAP was created in 2012 “through Memorandum Order 195.” To verify the policy origins of the LNAP, the author was able to secure a copy of the actual Order issued on 27 March 2012 from the RCBW that clearly indicated that the RSC LNAP was established through a Memorandum Order (MO). Beyond an informational correction, it is vital to know the difference between an EO and an MO.

<sup>65</sup> Refer back to <http://www.armm.gov.ph/issuances-1/>

<sup>66</sup> Ibid.

Women (RCBW), RSCLNAP, and the Regional Sub-Committee on Gender and Development (RSCGAD). Working with these structures are the Provincial Governments as well as security sector institutions through their respective GAD/LNAP point persons.

### ***Regional Level***

The RCBW was one of the earliest institutions created through the legislative process and subsequent passage of MMA Act 53 or *An Act Creating the Regional Commission on Bangsamoro Women, Defining its Composition, Powers and Functions, and Appropriating Funds Therefore and For Other Purposes* in July 1997. Its main mandate revolves around the protection and advancement of women's human rights in the ARMM:

***“It is the vision of the Commission to be a responsive and pro-active agency that champions Bangsamoro women’s empowerment, gender equality and mainstreaming as well as the sustainable delivery of protection services. As the equivalent of the Philippine Commission on Women at the regional level, it continually advocates and works for gender responsive governance and the realization of women and men’s participation to contribute and benefit from development.”*<sup>67</sup>**

As provided for in the ARMM GAD Code, the RCBW is mandated to be the “primary policy and coordinating body for women and gender equality concerns in the ARMM.”<sup>68</sup> Structurally, the RCBW has Commissioners from the five provinces of the ARMM.<sup>69</sup> In light of the initial centerpiece of NAPWPS localization initiatives in the ARMM — namely, the construction of the Women Peace Centers (WPC) in the five provinces<sup>70</sup> — the RCBW was designated by the Office of the Regional Governor (ORG) to: “(1) review, validate and conform to the Program of Work (POW), plans and specifications prepared and submitted by the Provincial Government; (2) recommend to the Office of the Regional Government the release of funds to the Province in tranches; (3) conduct regular monitoring and evaluation; and (4) help monitor compliance of the project to the PAMANA Transparency and Accountability Mechanism.”<sup>71</sup> Aside from the WPC, the RCBW was also involved in an institutional body specifically established explicitly to implement the NAP in the ARMM — the RSCLNAP.

RSCLNAP was one of several special committees in the ARMM to address particular issues. Established in 2012, the policy mandate of this institutional infrastructure were:

- a. “Provide policy direction on the Localization of the National Action Plan in consultation with the Regional Governor;
- b. Manage, coordinate, monitor and evaluate the implementation of the LNAP in the region;

<sup>67</sup> RCBW. Undated. P. 3.

<sup>68</sup> ARMM GAD Code, Chapter XVI (Gender Mainstreaming), Section 93.

<sup>69</sup> Currently, however, RCBW only has Commissioners for Basilan, Lanao Del Norte, and Tawi-Tawi. The WPC being the initial centerpiece of localizing the NAP meant that it was a concrete project — more specifically, a physical building structure —intended to ‘house’ programs and services for women in the ARMM. In this regard, according to the report shared by the RCBW, “it must be understood that the WPC is the ‘hardware’ whereas the PPAs may be considered as the ‘software,’ and this center is where all interventions must be strategically located.” P. 22.

<sup>70</sup> The WPC being the initial centerpiece of localizing the NAP meant that it was a concrete project --- more specifically, a physical building structure --- intended to ‘house’ programs and services for women in the ARMM. In this regard, according to the report shared by the RCBW, “it must be understood that the WPC is the ‘hardware’ whereas the PPAs may be considered as the ‘software,’ and this center is where all interventions must be strategically located.” P. 22.

<sup>71</sup> RCBW. Undated. P. 3

- c. Submit periodic report/s to the Regional Governor;
- d. Tap international donor agencies and Non-Government Organizations (NGOs) for technical assistance and financial support to facilitate the implementation of the LNAP in the region; and
- e. Perform such other functions as may be directed by the Regional Governor.”<sup>72</sup>

The RSCLNAP was composed of the Regional Vice-Governor as Chair; Chief-of-Staff of the Office of the Regional Government (ORG) as Co-Chair; and RCBW Chairperson as Vice Chair. Members of the Steering Committee were: the Cabinet Secretary of the ORG; Regional Secretaries of several devolved agencies, namely, DepEd, DILG, DOH, and Department of Trade and Industry (DTI), and the Assistant Regional Secretary of the DSWD; Executive Directors of specialized offices in the Regional Government such as the Regional Planning and Development Office (RPDO) and Office of the Southern Cultural Communities (OSCC); Chairperson of the Reconciliation and Unification Commission (RRUC); and the Commanders of the Western Mindanao Command of the AFP and 6<sup>th</sup> Infantry Division (6ID).<sup>73</sup>

Organizationally, the RSCLNAP offered some distinct features in comparison with the NSCWPS. First, in terms of leadership, it has the second highest executive in the Regional Government leading it. Second, it has agency members — such as DepEd and DOH — in comparison with the NSCWPS that have them only in its NAP TWG. Furthermore, the inclusion of RRUC provided the Steering Committee with a special feature of handling conflict management issues particularly related to *rido*.

In 2012, OPAPP, through the UN Development Programme’s Strengthening the National Peace Infrastructure (UNDP-SNPI) partnered with RCBW to implement a project on capacitating RCBW, RSCLNAP, the five ARMM provinces, and Marawi City on WPS.” The following year, a transitional planning activity was held in order to transfer the oversight functions on the provincial implementation of the NAP from OPAPP to RCBW and the RSCLNAP. RCBW was an active regional body that continued this task; RSCLNAP, on the other hand, was not because it did not fully take off. As explained by a key informant interview respondent, the “changes in the administration over ran it and thus, there was no continuity in the program.”<sup>74</sup>

For her, the key weakness of any institutional infrastructure is when operationalization is dependent largely on designated persons — and when there is a change in the person handling the task to operationalize certain things, then the likelihood of sustaining the initiative may be less. In as far as the RSCLNAP was concerned, it did not become fully operational — LNAP activities took place either through the localization initiatives of the national government or through the efforts of some member individually through their GAD.

For example, in 2012, only two activities had the involvement of the RSCLNAP. The first was a Planning Workshop in June 2012 aimed at mainstreaming gender and peace issues in the Annual Investment Plans (AIPs) of the five ARMM provinces participated in by some RSCLNAP member agencies; second was a Deepening

<sup>72</sup> Memorandum 195, Series of 2012. “Creation of the Regional Steering Committee (RSC) for the Localization of the National Action Plan on Women, Peace and Security in the ARMM.” P. 2. Copy shared by the RCBW to the author.

Interestingly, in the 2012 brochure that was produced and disseminated, instead of item e listed above, what was written was: “e. Serve as counterpart of the National Steering Committee on Women, Peace and Security (NSCWPS).” This discrepancy --- along with the one raised in footnote 63 (i.e. RSC LNAP being created through a Memorandum and not an Executive Order) --- needed to be raised for correction purposes

<sup>73</sup> Ibid.

<sup>74</sup> Key Informant Interview (KII), DILG-ARMM. Cotabato City. 7 December 2015

Session on WPS conducted in November 2012 specifically for RCBW and RSCLNAP to deepen their "...understanding on concepts and framework on gender/women, peace and security development, appreciate and understand the localized plans of the ARMM Provinces, and develop action plan on how to push LNAP forward."<sup>75</sup> Both activities were in partnership with OPAPP.

In the last quarter of 2015, through the initiative of the RCBW, a joint meeting between RSCLNAP and the RSCGAD was held for the purpose of "merging and therefore strengthening the regional mechanism on women, peace and security."<sup>76</sup> This move was based on the evaluation conducted by the RSCGAD. These institutional entities met on 21 October 2015 to discuss the mainstreaming of the NAP TWG in the regional mechanisms of the ARMM.<sup>77</sup>



Picture 1. RSCLNAP and RSCGAD meeting at the RCBW Office last 21 October 2015.

In November 2015, a draft resolution on merging RSCLNAP and RSCGAD was presented in the Regional Social Development Committee (RSDC). This resolution was adopted, thereby effectively integrating the RSCLNAP into the RSCGAD<sup>78</sup> for the purpose of mainstreaming "the policies, functions and programs"<sup>79</sup> of the former with the latter and accordingly, places WPS firmly both as an institutional discourse and practice **within** the GAD agenda of the ARMM. These initiatives were all undertaken at the regional level.

Prior to the proposed merger, the RSCGAD had been at the forefront of advancing GAD in the ARMM when it was created as to "assist the Regional Social Development Committee (RSDC), a Committee of

the Regional Economic and Development Planning Board (REDPB), to facilitate the coordination and integration of GAD in planning, monitoring and evaluation of programs and projects in the region" in 31 July 2007.<sup>80</sup> Technically, it is a sub-committee under a committee of a regional board. It is chaired by the DILG-ARMM and is composed of regional agencies in the ARMM, namely, Department of Agriculture and Fisheries (DAF), DENR, DepEd, DSWD, DOH, Department of Labor and Employment (DOLE), Department of Public Works and Highways (DPWH), Department of Science and Technology (DOST), Department of Tourism (DOT), DTI, Bureau of Cultural Heritage (BCH), Bureau of Public Information (BPI), Civil Service Commission-ARMM, CHED, RHRC, Commission on Population (PopCom), Coordinating and Development on *Bangsamoro* Youth Affairs (CDO-BYA), Cooperative Development Authority (CDA), Philippine Statistical Authority (PSA), Office of the Regional Treasury (ORT), OSCC, Overseas Workers Welfare Administration-ARMM (OWWA-ARMM), RPDO, RCBW, Regional

75 RCBW. Undated. P. 10

76 Ibid. P. 26.

77 Photo and information from the personal correspondence of the author with RCBW.

78 "Regional Social Development Committee Convenes on its 3rd Regular Meeting." Online available at <http://rpdarmm.gov.ph/rpdo/index.php/component/content/article/43-fb/352-regional-social-development-committee-convenes-on-its-3rd-regular-meeting>.

79 Regional Social Development Committee (RSDC), Resolution Number 01, Series of 2015. "Resolution of the Regional Social Development Committee (RSDC) on the Amendment of the Resolution No. 2 Series of 2008 Adopting the Regional Sub-Committee on Gender and Development (RSCGAD) as a Sub-Committee of the RSDC in the ARMM." A copy of the draft resolution was shared to the author by RCBW.

80 Internal Guidelines of Regional Sub-Committee on Gender and Development (RSCGAD). Article 1, Statement of Policy. But with regard to monitoring the use of GAD funds, however, the RCBW, in partnership with the DILG, Commission on Audit (COA) and Commission on Human Rights (CHR), "shall be tasked to monitor the implementation and utilization of GAD plans and budget in the different Local Government Units (LGUs)" as provided for in Chapter XVI, Sec. 90 of the ARMM GAD Code.

Budget Management Office (RBMO), Technical Management Services (TMS), and TESDA. As provided for in the ARMM GAD Code, the RSCGAD was tasked to draft the IRR of the Code.

According to a KII respondent from DILG-ARMM, WPS should be part of the GAD<sup>81</sup> which, in theory, LGUs would inject WPS advocacy in their respective GAD PAPs in the same manner that national agencies were mandated to do as per stipulation in the OPAPP-PCW 2014-01 JMC. But since WPS has been explicitly and clearly included in the ARMM GAD Code (e.g. Chapter XIV) and the Code itself stipulates the allocation of the 5% GAD funds and budget,<sup>82</sup> it logically follows that WPS should already be understood as GAD specific to women in conflict situations. Theoretically, for many LGUs in conflict-affected/vulnerable areas, their GAD are naturally WPS.

Structurally, after the resolution of the RSLNAP and RSCGAD merger would have been approved by the Regional Governor<sup>83</sup> and thereby becoming operational, the RSCGAD will now become the main regional mechanism for the LNAP. As such, it will have the following functions:

- “Coordinate GAD and WPS mainstreaming activities in the region;
- Review GAD Plans, monitor and evaluate the utilization of the five percent (5%) GAD budget and GAD-related activities including the implementation of the National Action Plan on Women, Peace and Security;
- Coordinate and facilitate the mainstreaming of GAD and other related WPS programs/projects in RDP/RDIP and other local plans;
- Recommend policies and laws on GAD and WPS concerns to the REDPB through the RSDC or to the Regional Legislative Assembly (RLA), as the case may be;
- Serve as counterpart of the National Steering Committee on Women, Peace and Security (NSCWPS).”

The merge also combines agencies from the RSLNAP and RSCGAD. Functionally, this removes agency membership and tasks duplication as while expanding it to other agencies not included before. Now known as the ARMM Regional Steering Committee on Gender and Development (ARMM RSCGAD), the new institutional infrastructure that will implement the localization of the NAP WPS in the region shall be composed of the RCBW as Chair and DILG as Co-Chair with the membership of ORG through the Office of the Executive Secretary (OES), Office of the Solicitor General, and TMS. Other ARMM agency members are the ARMM Development Academy (ADA), BCH, BPI, CHEd, CDA, CDO-BYA, COA, DAF, DA, DepEd, DOH, DOLE, DENR, DOST, DSWD, DTI, DOT, Department of Transport and Communication (DOTC), PSA, ORT, OSCC, RBMO, RPDO, Regional Sport Coordinating Office (RSCO), Regional Ports Management Authority (RPMA), OWWA-ARMM, TESDA, PRO-ARMM, RHRC, RRUC, and Western Mindanao Command-AFP and 6ID-PA.

From the lens of gender mainstreaming and all the laws and national/LGU policies

81 KII, DILG-ARMM. Cotabato City. 7 December 2015.

82 ARMM GAD Code, Chapter XVI (Gender Mainstreaming), Sec. 90.

83 During the research validation workshop held by WE Act 1325 in January 2016, RCBW announced that a draft EO to formalize this merger was just waiting for the approval of the Regional Governor.



on it, it is expected that all government agencies from all levels would comply with this effort — there is a specific funding allotment for this which must be utilized accordingly. With the ARMM RSCGAD taking over the LNAP, several implications can be explored:

- Notwithstanding the peculiar fact that structurally, a regional committee was subsumed under a sub-committee of another regional committee,<sup>84</sup> the move made sense from the vantage point of discursive substance and programmatic operationalization. As previously explained, the LNAP did not have an explicit policy apart from the creation of the RSCLNAP and its ‘implementation’ was merely guided by a basic understanding that NAP-related or specific PAPs will be implemented in the region through the national mechanism (i.e. PAMANA). But even with the creation of the RSCLNAP, the institutional body did not really become fully operational and thus, localizing the NAPWPS just depended on certain NAP ‘entrepreneurs’<sup>85</sup> or ‘champions’.<sup>86</sup> In other words, the absence of both a specific WPS policy and a functional institutional infrastructure gave the rationalization for the RSCLNAP to be integrated in the RSCGAD.
- The new institutional infrastructure — namely, the ARMM RSC GAD — combined agency members of the RSCLNAP and RSCGAD and thus, in total, now has thirty three (33) members: nineteen (19) out of twenty six (26) devolved agencies<sup>87</sup> and ten (10) out of eleven (11) locally funded offices<sup>88</sup> as well as two (2) specialized agencies<sup>89</sup> and three (3) security sector institutions operating in the ARMM.<sup>90</sup>
- Membership of two agencies gives the institutional infrastructure for LNAP a distinct feature. First, the RRUC that undertakes issues related to *rido* can be maximized to look into WPS in the context of non-vertical conflict and violence. Second, the RHRC — which already serves as the gender ombud<sup>91</sup> — can likewise be maximized to particularly look into violation of women’s human rights in the context of both vertical and horizontal conflict. In contrast, at the national level, the CHR — despite being the gender ombud --- is not a member of the NSC WPS; furthermore, there is no agency similar to the mandate of the RRUC at the national level.
- The executive branch of the Regional Government is represented through the offices of the Executive Secretary, Solicitor General, and TMS. The Heads of these offices are members of the ARMM Cabinet.
- The RCBW, RSCLNAP, and RSCGAD — including the yet to be officially established ARMM RSC GAD — are all regional institutional entities. Although the initial approach at localization of the NAP was ‘top-down,’ it

84 Which will eventually become another regional committee in itself once the Regional Governor signs the EO on the merger of the RSCLNAP and RSCGAD.

85 The term ‘entrepreneurs’ is used here as pertaining to how some norms or normative agenda are advocated and advanced by actors. In the lingua of Constructivist International Relations, the more commonly used concept is that of ‘norm entrepreneurship.’ For a fuller discussion, see Veneracion-Rallonza, 2013a.

86 According to a DILG-ARMM KII respondent interviewed on 8 December 2015 in Cotabato City, “kanya-kanyang palo ang mga ahensya pagdating sa NAP” (“each agency had their own way in terms of the NAP”).

87 These are: DILG, CDA, CHEd, DAF, DAR, DepEd, DOH, DOLE, DENR, DOST, DSWD, DTI, DOT, DOTC, ORT, RPDO, OWWA, TESDA, RHRC.

88 Namely, ADA, BPI, BCH, CDO-BYA, OSCC, RBMO, RCBW, RPMA, RSCO, and RRUC.

89 These are COA and PSA.

90 Namely, PRO-ARMM, Western Mindanao Command-AFP, and 6ID.

91 Refer to Rule 95 of the ARMM GAD Code IRR for the role of the RHRC as gender ombud.



might be more likely that institutional developments could bring more appeal to a ‘bottom-up’ and eventually, horizontal strategies. Should this possibility get realized, the discourse and practice as regards WPS may likewise change — from localizing the NAP to localizing WPS in the ARMM.

### ***Provincial Level***

As provided for in the *Local Government Code of 1991*, the Philippines has territorial and political subdivisions — namely provinces, cities/municipalities, and *barangays* — that function through a decentralized system.<sup>92</sup> According to the ARMM GAD Code, LGU officials “shall exercise their powers, functions and responsibilities, as may be appropriate, for the effective and efficient implementation of the mainstreaming of gender and development in the local plans...” which includes, among others, special programs in conflict-affected areas.<sup>93</sup>

Two key institutional elements relevant to LNAP, in this regard, as previously noted, would logically then be the localization of a national government strategy through the PAMANA and the integration of NAP PAPs in the GAD. When LNAP was piloted in the ARMM, the primary institutional infrastructure identified to carry this out was the provincial government of each of the region’s provinces. It was for this reason that the Provincial Governments of Basilan, Lanao del Sur, Maguindanao, Sulu, Tawi-Tawi and Marawi City were made part of OPAPP’s institutional capacitation drive on WPS and technical assistance activities in connection with implementing the so called ‘hard drive’ of NAP in the region — the WPCs.

The early phase of LNAP in the five provinces consisted of focused group discussions with *Bangsamoro* women in 2011 and cluster planning workshops and presentation of NAP provincial plans to ARMM regional and provincial governors in 2012. As with the gender mainstreaming strategy of the Philippine Government, the GAD instrument was tapped to integrate the NAP WPS and accordingly, an institutional entity to do it. Towards this end, Rule 16 of the IRR of the ARMM GAD Code provides for the creation and/or strengthening of the LGU and regional line agencies GAD Focal Point System (GFPS).<sup>94</sup> The general functions of the LGU GFPS is:

***“...to ensure and sustain the LGU’s critical consciousness in supporting gender and development, women’s empowerment, and responding to gender issues. It shall take the lead role in direction-setting, advocacy, planning, monitoring and evaluation, and technical advisory in mainstreaming GAD perspectives in the LGU programs, projects, activities, and processes.”<sup>95</sup>***

The RCBW and DILG-ARMM are the institutions tasked to implement the GFPS.<sup>96</sup> Furthermore, as likewise provided for in the ARMM GAD Code IRR — pursuant to JMC No. 2012-01 — a TWG may be created to support various elements and processes of implementation. In theory, both LGU GFPS and TWGs can be tapped to implement the LNAP as these entities have institutional mandates provided by a regional policy. However, the integration of WPS in the GAD of the ARMM has

92 Local Government Code of 1991, Chapter 1, Section 2.

93 ARMM GAD Code, Chapter III (Role of Development Stakeholders), Sec. 7(8).

94 ARMM GAD Code IRR, Rule 16, Sec 91.

95 Ibid.

96 Recalling the main regional institutional infrastructures to implement the localization of NAP WPS, RCBW chaired the RSLNAP while DILG-ARMM chaired the RSCGAD. In light of the eventual operationalization of the ARMM RSC GAD, both institutional bodies are involved as Chair and Vice-Chair respectively.

not really been an immediate one --- presuming the ‘logical’ integration is one thing; operationalizing it is another. In addressing the latter, the RCBW took the initiative of designating LNAP point persons as a function of necessity for someone to focus specifically on LNAP. Since there is no policy backing up this entity (unlike the GFPS or GAD TWG), the application of a focal point system for LNAP in each province varies. In some instances, the GAD Focal Person (GAD FP) is the same as the LNAP Focal Person (LNAP FP); in other instances, they are different; while in others, only one — either GAD or LNAP — exists.

Nonetheless, given that GFPS and TWGs are the LGU institutional entities that can take on the LNAP, at the provincial level, the relevant office to do so is the Provincial Planning and Development Office (PPDO) where the GFPS is normally under. However, operationalization varies for each of the provincial governments.

Maguindanao is a perfect textbook case of LGU GAD/LNAP institutional infrastructure. First, the GFPS is linked with the PPDO — in fact, having the Assistant Provincial Planning and Development Coordinator and GAD Focal Point Officer as institutionalized positions and held by one person is a noteworthy enabling mechanism that they have because there is a dedicated individual to focus on the tasks. Second, clear linkages with line agencies in connection with the province’s NAP/WPS identified issue have likewise been institutionalized. This linkage has been instrumental in light of GAD data base creation and management, particularly, with trafficking in persons (TIP).<sup>97</sup> And third, from the provincial level, there had been explicit initiatives to cascade NAP-related efforts to the municipal levels in a way that the Maguindanao Provincial NAP (PNAP) is somehow reflected in the municipal GAD.<sup>98</sup> As shared by a key informant interview respondent:

*“In 2012, during the brainstorming meeting on the LNAP in Marawi City, we brought up the issue of trafficking — we had statistics that convinced us to prioritize trafficking. This was because we noticed that in former GAD plans, social issues like trafficking were neglected when it fact, it was a big issue. It was a ‘silenced’ issue in a way that it was not given attention in GAD that usually prioritized livelihood and other usual activities such as women’s month, etc. At that time, we saw that it was the proper time for us to bring out trafficking as a NAP issue in Maguindanao...after several months, we presented the one year PNAP specific to trafficking to the Provincial Development Council (PDC) composed of 36 mayors, line agencies, media and NGOs and was approved.”<sup>99</sup>*

However, according to the same respondent, in the immediate years that followed, they did not feel that the PNAP was reflected in their municipal GPBs — it took them three years to see this brought into fruition when one or two municipalities started reflecting social issues such as trafficking and violence against women and children (VAWC) in their plans: “Until such time, we had municipal LGUs that have municipal NAPs such as Rajah Buayan and Upi.”<sup>100</sup> The ‘municipal NAP’ has no specific policy basis just yet but its existence can be taken as an indicator that the municipality’s plans reflects the PNAP.

97 TIP was the provincial WPS issue identified both in 2012 and in 2014.

98 KII, Provincial Government of Maguindanao. Buluan, Maguindanao. 8 December 2016.

99 Ibid.

100 Ibid.

In the case of Basilan, GAD is more under the purview of the Provincial Government Administrator's Office. For example, in drafting the Manual of Operations (MOP) for the WPC, the Provincial Administrator coordinated the process. Earlier on she brought in the Budget Officer "because she was the one who knew about this and handled the funds."<sup>101</sup> The practice of GAD planning and budgeting itself, based on their experience, also involved several offices, particularly, in light of the construction of their WPC where most of the GAD PAPs will be housed. The Provincial Administrator has been very conscious of GAD and even directed her own office to have GAD activities: "aside from the regular GAD activities of the national government the 18-day campaign on VAW, we also conduct other activities like meeting with women on the ground."<sup>102</sup> Quite noteworthy, the awareness on GAD is very obvious in as far as the Provincial Government is concerned. In fact, as affirmed by their Budget Officer, "as a whole, the LGU is already gender-sensitive — we cater to both women and men in every constituency of the province."<sup>103</sup>

Tawi-Tawi, for its part, is a case of distinctive delegated tasking. On the one hand, although the GAD FP is under the PPDO, the more active conduit is the LNAP FP. Operationally, this means that with regard to the LNAP 'hardware' embodied in the WPC as well as the GAD, the designated institutional body is the PPDO. On the other hand, when it comes to the so called LNAP 'software' — which may be distinct from but related to GAD PAPs — the coordinating entity is the LNAP FP. In light of the top-down approach to localization, the initial role then of the LNAP FP was to attend training workshops organized by OPAPP and RCBW on the WPC MOF.<sup>104</sup> However, at the provincial level, the role of the LNAP FP was to work with the Provincial Board, media, and women's groups with regard to women's issues and concerns:

***"We talk about providing skills training for them where the Women's Center will be the training facility. With the Provincial Government, we had partnerships with local individuals or LGUs, projects of the Congresswomen on the establishment of women's organizations in different islands, celebration of women's month activities, and conduct of other women's projects by municipal governments such as the Panglima Sugala Women's Federation. The Provincial Government also partners with NGOs on symposiums and forums on reproductive health and on the empowerment of women who were involved in domestic crisis."***<sup>105</sup>

Interestingly, these initiatives were either coursed through the Provincial Government or through the LNAP FP which may or may not necessarily be under the direct purview of the GAD FP.

Based on these examples, in as far as the provincial governments are concerned, two points are observable with regard to institutional entities and processes involved in the LNAP. First the provincial level institutional body would logically be their respective planning and budgeting sections or offices where GAD processes and mechanisms (i.e. GFPS) are located. However, for whatever added value it served, an LNAP FP was created — probably more as functional entity of an *ad hoc* nature

101 KIIa, Provincial Government of Basilan. Isabela City, Basilan. 7 January 2016.

102 Ibid.

103 KIIb. Isabela City, Basilan. 7 January 2016.

104 KII, Provincial Government of Tawi-Tawi. Zamboanga City, 9 January 2016.

105 Ibid.

since it did not have any policy basis and more often, rode on the GFPS. Secondly, in contrast with the initial vertical approach of the LNAP to go directly to OPAPP for NAP WPS concerns, after the transition period in 2013, communication with RCBW was strengthened and accordingly, WPS initiatives of the provinces now go directly to them.<sup>106</sup> As a KII respondent from Maguindanao articulated it was good “when women from Maguindanao see that we have a strong linkage with the regional level...it increases their morale level because they can see that their issues are heard at the level of the region.” But from the provincial governments, LNAP is supposed to also cascade down to the municipal level or the barangay levels. Thus far, only Maguindanao has tried to systematically do so — through the harmonization and synthesis of various efforts, including that of having a PNAP<sup>107</sup> — and have currently succeeded with three municipalities.

### ***Cross-Cutting Institutions: The Security Sector***

At the national level, the AFP, PA, PAF, PN (through the DND) and PNP (through DILG) are members of the NAP TWG. As stipulated in the OPAPP-PCW JMC 2014-01, these institutions have been directed to integrate NAP WPS in their respective GPBs and GAD ARs. In preparation to comply with this directive, they, along with the other institutional members of the NSC WPS and NAP TWG, have gone through capacity building programs on WPS.

The idea of institutionalizing WPS in the security sector, particularly through the instrument of GAD, is to ensure that relevant institutions respond to the needs and concerns of women in conflict-affected areas (client-based) and within their institutions (organization-based). In the *Research on the Implementation of the National Action Plan on Women, Peace and Security* at the national level commissioned by OPAPP in 2014, specific findings as regards WPS in the security sector were:

- “Gender-sensitive policies exist across various branches of the security sector.
- The PA, thus far, is the only security sector branch that has advanced in the institutionalization of WPS through policy formulation, creation of institutional infrastructure, and conduct of trainings.
- In comparison with other security sector branches, the PNP currently is ahead in the percentage increase of women officers, followed by the Philippine Air Force (PAF), PA, and Philippine Navy (PN).
- Women deployed as UN peacekeepers has not reached 10%.<sup>108</sup>

These findings pertained particularly to ‘women in the security sector’ – therefore, organization-based accomplishments — as related to the NAP WPS pillar on ‘empowerment and participation.’ With regard to the pillar on ‘protection and prevention,’ relevant to the mandate of the security sector, specifically PNP, the research noted the need for disaggregating VAW, SGBV, and trafficking data between conflict-affected and non-conflict affected areas and nuancing the interventions of the Women’s Desks and Women and Children’s Protection Unit/Division (WCPU/D) to reflect the distinction. Furthermore, the research also found that since the PNP, the

106 KII, Provincial Government of Maguindanao. Buluan, Maguindanao. 8 December 2015.

107 Of the five ARMM provinces, only Maguindanao has a PNAP.

108 Office of the Presidential Adviser on the Peace Process (OPAPP). October 2015. Philippine Report: National Action Plan on the Implementation of UNSCR 1325 on Women, Peace and Security, 2010-2014: Executive Summary. P. 26. This booklet was published and distributed during the occasion of the 15th anniversary of UNSCR 1325 in New York. It provides a brief summary of both the Philippine Country Report and the Research on the Implementation of the National Action Plan on Women, Peace and Security that will be published by OPAPP in 2016.

AFP, and PA provide humanitarian support (i.e. security in IDP camps) for LGUs and frontline response agencies such as the DSWD and DOH, it is vital that they are cognizant of WPS.

In the regional institutional infrastructures of LNAP, both the RSCLNAP and the upcoming ARMM RSC GAD identified 6ID of the PA and Western Mindanao Command of the AFP as part of the implementing body of LNAP; the latter added PRO-ARMM. As such, the security sector is thus seen to cut across both regional bodies.

However, since the RSCLNAP did not become fully operational, it is not surprising that 6ID, Western Mindanao Command, and PRO-ARMM did not have not much idea with regards to the LNAP. To a large extent, their awareness on WPS comes from the national (presumably, as cascaded by their respective headquarters) and factored in as part of their GAD. The prominent guiding discourse then is that of GAD and not necessarily WPS nor LNAP from the region or from LGUs that they actively engage with.

Nonetheless, the security sector in the ARMM is aware of the situation of women affected by conflict and violence. Two issues in this regard are vital to the discussion of WPS in the region: first is that of internal displacement and the second is *rido*.

## 1. Internal displacement

In the case of PRO-ARMM, internal displacement due to conflict has been recognized as a big problem, particularly, for vulnerable groups:

*“When there is conflict, women and children are evacuated to safer grounds. What we are doing — in coordination with LGUs, NGAs, and NGOs that are in the forefront or are the first responders — our role is security and data gathering. The usual question asked of us at the national would be how many were evacuated, how many women were among those evacuated or how many men, women, children, and elderly. So people on the ground should take note of these things...In terms of our work, immediate security will be provided by the nearest police station — if it happens in Midtimbang, then it will be the Midtimbang Police Station... then they or the chief of police would suggest that they cannot perform anymore their basic mandate if they are just providing security for a very large evacuation center or IDP camp. They will suggest and then we will bring augmentation so they can perform the usual law enforcement mandate or the province itself can bring augmentation coming from public safety companies. Because as you know, there are only 21 of their personnel now or the smallest being 30 to 40 personnel — so if the IDP camp population is very large, it is no longer proportionate to the number of personnel in the police station...all they will be doing is to secure the camp — if this is the case, what will happen now to the other law enforcement concerns? Every time there are evacuees, there is also an increase in criminality rate that we also need to address.”<sup>109</sup>*

At the onset, in light of linking data gathered and security provision — for example, in cases wherein there are more women and children IDPs that would



need security against SGBV in camps — the decision on the number of security personnel to be assigned is dependent on the station’s chief of police.

On the part of the 6ID based in Awang, Maguindanao, IDP camp security augmentation has also been identified as a key role of the PA in the area. However, they also try to do more than that:

*“Primarily, of course in coordination with local chief executives — LGUs, offices concerned — our primary effort if there are identified evacuation centers is the security of the place. When I say security, of course, no outsiders, no instances that would exploit those who are there. So as far as segregating the women and children are concerned, we coordinate with DSWD, other agencies or LGUs as to what extent we can give them assistance...we are usually asked to assist in terms of manpower. But in as far as resources is concerned — if it is brought to our attention by agencies concerned — in our individual capacity or as a unit as a whole, we contribute resources for the victims for the purpose of livelihood assistance...it is our own initiative to donate or provide assistance for the victims...In the case of security in IDP camps, because of the scarce personnel of the PNP, we try to augment that.”<sup>110</sup>*

The idea of deploying gender-sensitive personnel to augment security in IDP camps, although ideal, cannot be fully assured. But, as the KII respondent noted, at the very least, these personnel have a basic understanding on how to deal with affected civilians — presumably, that which includes being gender-sensitive.

Secondly, in terms of deploying women soldiers in IDP camps, the 6ID has been very conscious to do so.

*“There is this concern that in any unit involved, there should be women — there is always an intention. Our unit, being an infantry unit, we also have the limitation to involve our female soldiers in actual combat operations on the ground. Other than that, in almost any other activity such as deployment in evacuation centers, as much as possible, we integrate our female soldiers.”<sup>111</sup>*

This information was affirmed during an FGD with ten (10) women officers and enlisted personnel of 6ID. With regard to the issue of IDPs, the primary office involved is Civil Military Operations (CMO):

*“During IDP evacuation, we are not the ones directly addressing their needs but we are the ones that tap other LGUs and NGAs to address their needs. On the other hand, during medical missions, our female soldiers are there to assist in the needs of the women — because as you know, most of those that you will find in evacuation centers are mothers and children...seldom will you see men, except those who are elderly... When women soldiers get deployed in IDP camps, some come from the battalion level while others come from the division — we assist in distributing relief goods, conduct medical missions, stress debriefing and other info drive on health.”<sup>112</sup>*

110 KII, 6ID, Awang, Maguindanao, 9 December 2015.

111 Ibid.

112 Focused group discussion (FGD), 6ID, Awang, Maguindanao, 9 December 2016.



According to the respondents, based on their experience, the number of women soldiers deployed in IDP camps has been adequate.

In the case of the Western Mindanao Command of the AFP, a particular experience with regard to IDPs was during the Zamboanga siege in 2013.

***“U7 was involved in activities on taking care of IDPs but only in a support role. Since this was a national issue, it was the national agencies that were primarily involved. We provided support in terms of providing personnel and vehicles for the delivery of relief goods. We also had the Task Force Zamboanga then — in tandem with the PNP and 24/7 — and they provided security.”***<sup>113</sup>

Western Mindanao Command has an operations plan on how to handle IDPs and the operationalization of such is delegated to the units concerned in the area where it happened. Of particular note is their claim that “observance of IHL and human rights are embedded”<sup>114</sup> in the plan but gender-sensitivity still need to be further strengthened in this context.

***“The problem there is that there are no institutionalized protocols on how to handle IDPs in the Philippine setting. Local governments do not really have protocols — there are policies which vary from place to place, especially in the ARMM area, where only females can assist females when it comes to IDPs. However, in places like Sulu and Basilan, they are not that meticulous. So the way we compensate for this is more on cultural awareness. Our soldiers really just provide support for government agencies that mandated to do such things...but we try to do spot corrections when it comes to cultural sensitivity...”***<sup>115</sup>

## 2. Rido

For the PRO-ARMM, *rido* is a complicated context when the police are sometimes removed from the process of justice. For example, as shared by a KII respondent:

***“When there is rido, most of the time, women are not involved in the conflict. But when they are or do get involved, it gets out of proportion. Crimes against chastity, if it happens here, is more than rido that is why they get settled immediately in the traditional way and does get reported to the PNP. They have this tradition of maratabat or the pride of the men who are relatives of the victim and the pride of the women in connection with her male relatives that makes things very complicated – that is why these incidents are settled immediately and no longer get to us.”***<sup>116</sup>

In contrast to the victimization discourse, the experience of the KII respondent from 6ID provided another perspective on women in light of mediation and settlement of *rido*.<sup>117</sup>

113 KIIa, Western Mindanao Command, Zamboanga City, 5 January 2016.

114 KIIb, Western Mindanao Command, Zamboanga City, 5 January 2016.

115 KIIc, Western Mindanao Command, Zamboanga City, 5 January 2016.

116 KII, PRO-ARMM, Parang, Maguindanao, 8 December 2015.

117 According to the KII respondent: “A number of times, we really respond when they seek a third, ‘uninterested’ party. There are also rido incidents when they seem to want someone who will mediate — they would want to settle things but because of their pride, they do not want to initiate the settlement themselves...we take cognizance of this and proceed to assist through the LGUs — we will also get the elders, the *datus*, the imams involved...We also involve the RRUC, especially during settlement. Prior to that, we first engage the warring parties to a ceasefire agreement, then in one month’s time, we have to come up with whatever conditions that they want. If it doesn’t get settled in a month, we extend

*“There are areas where the local chief executive’s ‘better halves’ are really more effective in creating dialogue — that is as far as LGUs are concerned. On the part of warring parties, it is also the wives who convince the ones in position. Although in Muslim culture, they really give premium to men as decision makers, there are women who can influence the men. Most of the time, warring parties are part of the same clan so we engage the women especially when the men are taking a hardline stance.”<sup>118</sup>*

Taken together, the practices and experiences of PRO-ARMM, 6ID, and Western Mindanao Command as illustrated above point to their own efforts as individual institutions. The link with the national as well as with the LGUs and regional line agencies has been noted. However, the WPS-related work that they do as regards the issues of IDPs and *rido* do not seem to have an active connection with the regional infrastructure identified to implement the LNAP. There may have been initiatives in the past<sup>119</sup> but these have not been sustained and thus, the institutional link has not been felt — the mere fact that these institutions do not know or fully understand LNAP may be taken as an indicator for the need to strengthen this link. This is an imperative that the ARMM RSC GAD must look into because the security sector is an integral institutional infrastructure on the ground.

### **Institutional Mechanisms and Operationalization of LNAP**

Institutional mechanisms pertain to instruments used by institutions to concretely implement policies. These can take into a form of mandated needs assessment tools, planning, programming, and budgeting frameworks, and monitoring and evaluation templates, among others. Institutions are required to comply with institutional mechanisms since it is mandated by law or policy.

In the case of LNAP, existing institutional mechanisms used for its implementation are GAD instruments for compliance of all government agencies at all levels and the NAP WPS, specifically, as operationalized within the framework of the PAMANA.

#### *Localization from Above*

Vertical localization involves a top-down strategy emanating from the national to the local level. It is usually anchored on national law, policy framework and programs, and institutional mechanisms. In the case of the LNAP, explicit national laws that serve as legal bases are the 1991 *Women in Development and Nation Building Act* (RA 7192) that advanced gender equality, the 1995 *General Appropriations Act* (RA 7845) with provision on gender-responsive projects and allocation of funds thereof, and the *Magna Carta of Women* (RA 9710) that enshrined the promotion and protection of women’s human rights — inclusive of the context of armed conflict and crisis situations. In terms of national policy framework and programs, LNAP comes as a concrete articulation of the current administration’s *Philippine Development Plan: 2011-2016*, specifically Chapter 9 on ‘Peace and Security’ that identified both PAMANA program and the NAP WPS. And as regards institutional mechanisms, planning, programming, and budgeting for the LNAP is framed along the lines of GAD.

---

the ceasefire until it gets settled.” KII, Provincial Government of Maguindanao. Awang, Maguindanao. 9 December 2015.

118 KII, 6ID. Awang, Maguindanao. 9 December 2015.

119 Based on the WPS in the ARMM Report by the RCBW; the only activities that mentioned the participation of the security sector was the Orientation on the LNAP-WPS for the 6ID on 28 November 2015 and 103rd Brigade, 11D on 16 April 2015.

The PAMANA program consists of three pillars — building the foundations for peace (pillar 1), establishing resilient communities (pillar 2), and addressing regional development (pillar 3) — envisioned to address conflict and build peace.<sup>120</sup> Operationally, OPAPP partners either with PAMANA implementing NGA or Provincial LGUs (PLGUs). The PAMANA framework was meant to mainstream conflict-sensitive and peace promoting perspective in development. In this regard, the added value of NAP WPS is the inclusion of the gender-sensitive lens. Thus, integrating NAP WPS in PAMANA was envisioned to strengthen gender mainstreaming in government, particularly, in the context of conflict resolution and peace building. LNAP through PAMANA in PLGUs usually followed certain steps consisting of data generation at the LGU level, analysis of gender issues in the context of armed conflict and prioritizing these issues, capacity development, and developing of specific programs within the ambit of GPBs.<sup>121</sup>

In the ARMM, PAMANA is implemented as a complementary track in support of the peace negotiations of the Philippine Government with the MILF and MNLF. In 2013, 88 municipalities in the five provinces of the ARMM were identified as PAMANA areas in contrast with 78 municipalities targeted the following year. PAMANA programs coursed through the ARMM PLGUs under pillars 1 and 2 usually consisted of agricultural infrastructure, agricultural production, community infrastructure, pathway/footbridge, roads, schools, water supply, and livelihood.

The very first activity related to the LNAP in the ARMM that OPAPP spearheaded was an FGD with *Bangsamoro* women in December 2011 aimed at identifying gender-related issues. This activity was followed by a NAP WPS orientation for the RCBW and then newly created RSCLNAP in May 2012. Thereafter, a series of planning workshops aimed at “mainstreaming gender-sensitivity issues and integration of gender and peace concerns in the Annual Investment Plans (AIP)”<sup>122</sup> was conducted in June 2012. During this time, priority gender-related issues were identified (see Table 5 below).

Province	Priority Issue/s	Relevant Agencies
Basilan	Lack of livelihood opportunities and poor literacy rate	Basilan Province, Provincial Engineering Office, DepEd, PHO, PNP, DSWD, PLGU, PPDO, NGOs, CSOs, Academe, AFP, Religious Sector, Funding Agencies
Lanao del Sur	Plight of IDP women	PLGU, MLGUs, BLGUs, CSOs, DSWD, DTI, DepEd, BFAR, DAR, DAF, LDSPC, TESDA, PNP, PAO, DOJ
Maguindanao	Human Trafficking	PLGU, DSWD, PNP
Sulu	Cycle of violence	Sulu Provincial Women's Council (SPWC), PNP, DTI, DILG, DSWD, DA, DOST
Tawi-Tawi	Human Trafficking and Deportation	PNP, AFP, Phil Navy, Coast Guard, PCAT-VAWC, DOLE, DFA

In August 2012, a “Writeshop on the Refinement and Packaging of the Localized National Action Plan of the ARMM Provinces” was held followed by the presentation of the results of the previously held planning workshops to the ARMM Governors.

120 For more information on PAMANA, go to <http://www.pamana.net/>.

121 OPAPP UNDP-SNPI Presentation slides on “PAMANA Program – Gender and Conflict Integration.” Culled from the personal notes of the author.

122 RCBW. Undated. P. 9. There were two clusters for this orientation activity. Cluster 1 consisted of Basilan, Sulu, and Tawi-Tawi which was held on 13 and 14 June 2012 in Zamboanga City while Cluster 2 composed of Lanao del Sur, Maguindanao, and Marawi City took place on 18 and 19 June 2012 in Marawi City.

123 Ibid. P. 16.

Towards the last quarter of 2012, OPAPP, through its NAP WPS capacity development programs from PAMANA PLGUs under the UNDP-SNPI, identified that the key challenge to the LNAP then was the impending “change in the leadership and composition of the ARG and RCBW” that could impact on the exercise of oversight functions on NAP implementation in ARMM. These oversight functions consisted of: “(1) monitoring NAP implementation of provincial NAP PPAs, including databanking; (2) technical assistance in NAP implementation (NAP PPA, Women and Peace Centers, GAD planning and budgeting); and (3) monitoring regional and provincial GAD Codes implementation and GAD budget utilization, advocacy to integrate gender concerns in the FAB and its annexes, information dissemination on the FAB at the community level, among others.”<sup>124</sup>

From October 2012 to March 2013, still in partnership with OPAPP, a series of strategic planning workshops were held with the objective of capacitating and updating relevant officials about their respective provincial LNAPs, of beginning to plan for the implementation of LNAP PAs (including budget allocation), and of identifying further capacity development interventions needed to implement the LNAP.<sup>125</sup> The “Strategic Planning to Move Forward the Province-Specific NAP” for Maguindanao was held in October 2012, for Lanao del Sur and Marawi City in February 2013, and Basilan, Sulu, and Tawi-Tawi in March 2013. Each of these province-specific NAP strategic planning was attended by RCBW-ARMM, RCBW Provincial Commissioner, RLA ‘champions,’ PPDO, GFPS, and ORVG.<sup>126</sup> The last activity for 2012 that was conducted in partnership with OPAPP was a deepening session on WPS for the RCBW and RSCLNAP.

A month prior to the local elections in May 2013, a “Transitional Planning Workshop with RCBW and RSCLNAP” was conducted. The aims of this activity were: “to reflect on the accomplishments, gaps and lessons learned in implementing the NAP in the *Bangsamoro*; to assess the capabilities and resources of the RCBW and RSCLNAP as well as the provinces to sustain the implementation of the NAP in the *Bangsamoro*; and to identify recommendations for strengthening the RCBW and RSCLNAP in overseeing the implementation of the NAP in the *Bangsamoro*.”<sup>127</sup>

Aside from institution-building and capacitation, another key feature of the vertical localization of the NAP in the ARMM was the establishment of WPCs. As described in the RCBW report:

***“Every Women Peace Center (WPC) is envisioned not only to cater to Localizing the NAP (LNAP)-related programs, projects, and activities (PPAs) but all interventions that will address the needs and concerns of girls in a particular community. Thus, it must be understood that the WPC is the ‘hardware’ whereas PPAs may be considered as the ‘software,’ and this center is where all interventions can be strategically held.”***<sup>128</sup>

The idea to have WPCs for the provinces was supposedly mentioned to OPAPP Secretary Teresita Q. Deles by Sulu Governor Sakur Tan in 2012. The DBM allotted 49 million pesos (as per SARO dated 16 May 2013) for the construction of one regional and five provincial WPCs.

124 OPAPP UNDP-SNPI Presentation slides on “NAP in the ARMM.” Culled from the personal notes of the author.

125 Ibid. P. 9.

126 Ibid. P. 10.

127 Ibid. P. 11

128 Ibid. P. 22.

***“In September 20, 2013, five (5) separate tripartite Memoranda of Agreement were signed by and among the Office of the Presidential Adviser on the Peace Process represented by Secretary Teresita Q. Deles, the Autonomous Regional Government represented by Regional Governor Mujiv S. Hataman, and the 5 Provincial Governors of Sulu, Basilan, Tawi-Tawi, Lanao del Sur and Maguindanao.”***<sup>129</sup>

Eighty percent (80%) of the funds were initially downloaded to construct the WPCs where each of the PLGUs contributed part of their GAD funds for the construction.<sup>130</sup>

In summary, LNAP in the ARMM was initially a product of a ‘top-down’ approach. It followed the usual steps to localization from the national level --- institution-building and strengthening, capacity development, planning and programming, and establishing physical infrastructures. And similar to the strategy applied at the national level, they took off from what already existed and helped develop institutional entities only as necessary. Quite obviously, the oldest and operational institutional infrastructure to implement the LNAP is the RCBW.

*Horizontal Localization: Regional and Provincial*

After the transitional planning workshop, the RCBW became more prominent in various LNAP activities. During the first and second quarter of 2014, RCBW conducted a qualitative review and assessment of the LNAP implementation in the five ARMM provinces.<sup>131</sup> This process involved updating on the priority gender-related issues, exploring the possible creation of institutional conduits such as the LNAP FP, and checking on the status of the provincial WPCs.

As regards the updating of priority gender-related issues, only Lanao del Sur changed their issue area while Sulu added a new one. Furthermore, actionable points for each of the PLGUs were also identified.

**Table 6.** Identified Priority Gender-Related Issues in 5 ARMM Provinces (2014)<sup>132</sup>

Province	Priority Issue/s	Sub-Issue/s and Actionable Points
Basilan	Lack of livelihood opportunities and poor literacy rate	Data collection on women's issues, organization of women's association per municipality, structures and policies, issuance of policies and directives, action planning for Basilan women, packaging of literacy and livelihood PPAs
Lanao del Sur	Women's Economic Empowerment	Responsive livelihood programs, re-orientation of LNAP in the Province
Maguindanao	Human Trafficking	Institutional development, prevention and advocacy, prosecution and enforcement, reintegration, recovery and protection
Sulu	Cycle of violence and Economic Violence	Institutionalization of Women's Center, legal authority of the LNAP/GAD/CSO Women FP/ Team, program sustainability
Tawi-Tawi	Human Trafficking and Deportation	Labor cases, lack of Overseas Employment Certificate, Absence of Consular Office in Malaysia, lack of accredited Malaysian employer, human rights violations of Filipino residents in Sabah, lack of border-crossing agreement with Malaysia, Sabah claim issues of Tawi-Tawinians and Suluans, assignment of political attache in Sabah, strengthening PCAT and CFC, LNAP/GAD FP; crafting of MO for WPC

129 Ibid.

130 The remaining 20% was no longer downloaded when the funds were linked to the controversy on the Disbursement Acceleration Program (DAP) which was declared unconstitutional by the Supreme Court in July 2014.

131 Lanao del Sur's review and assessment workshops were held in March, May, and June 2014; Basilan took place in May 2014

132 RCBW. Undated. P. 21.



After the provincial level review and assessment was completed, RCBW, along with other regional and provincial offices in the ARMM, participated in the “Regional Validation of the NAP Implementation Review and Assessment Activities at the Provincial/Local and City Levels” held in September 2014 in partnership with OPAPP. This activity aimed “to validate the results of the NAP implementation review and assessment with the provincial government, to develop plans of action arising from the NAP implementation review and assessment as basis for



*Pictures 2 and 3: Regional Women and Peace Training Center, Cotabato City (photos taken during 7 December 2015 research site visit).*



operationalizing the Women and Peace Centers, including commitments of the ARMM Regional Government to support NAP implementation and the centers, and to formulate the Manual of Operations of the Women and Peace Centers based on the plans of action to be developed by the provinces.”<sup>133</sup> Three months later, RCBW, in partnership with OPAPP, conducted the “Writershop on Crafting the Manual of Operations of the Women and Peace Centers.” A series of one-on-one finalization and review of the draft MOs per province were held in August 2015 for Maguindanao and Basilan. To date, all five ARMM PLGUs have submitted their respective draft WPC MOs to RCBW. In addition, the RCBW has several proposed policies and resolutions specific to the WPC and these are: (1) “Resolution addressed to Provincial

Governors Institutionalizing the Role and Responsibilities of the RCBW Relative to the Provincial Women and Peace Centers;” (2) “Resolution to Create a Body to Study the Official Syllabus and Training Modules for the Women Peace Centers;” (3) “Resolution addressed to the Regional Assembly for the Institutionalization of the ARMM Regional Women Peace Center and Providing Funds Thereof;” and “Policy Organizing the Structure of the Regional Women Peace Center.”<sup>134</sup>

For 2015, other WPS-specific activities conducted by RCBW were: interviewing and profiling of women in Barangay Lanatangan, Mamasapano; together with the ARMM-HEART and other line agencies, assisted affected families in Datu Unsay, Maguindanao; and held a “Forum on Women, Peace and Security” held in Marawi City.

Although the link between the national and the regional continued, it was noteworthy that the regional institutional infrastructure became more active in the LNAP. Furthermore, the process of localization gradually took on more systematically the context of each province and the women’s issues and concerns that emanate from them. In other words, the process was already taking the shape of a horizontal direction rather than a bottom-up one — this is actually a significant political opportunity to shift the institutional discourse from that of (‘top-down’) localization to (‘horizontal’) grounding of WPS.

As with the other ARMM provinces, RCBW has a regional WPC named as the Regional Women and Peace Training Center (RWPTC) located in the RCBW Office, ORG Compound, Cotabato City. It costed around 11 to 13 million pesos, inclusive of the ORG counterpart contribution of 2 to 4 million pesos to accommodate several

133 Ibid. Pp. 13-14.  
134 Ibid. P. 20.



design changes.<sup>135</sup> The building was turned over to RCBW on 30 March 2015 and has been operational ever since.<sup>136</sup> According to the RWPTC MoP, the Center is envisioned to serve as a facility “that champions Bangsamoro women’s empowerment, gender equality and mainstreaming as well as the sustainable delivery of protection services.”<sup>137</sup>

As the LNAP began to concretely take shape, focus has been on its direct and distinctive incorporation in several institutional mechanisms, including the WPCs and their MOPs as well as provincial GPBs, among others. With regard to the centerpiece of LNAP in the ARMM:

*“The Women and Peace Centers all over the autonomous region share a common objective. In entirety, the vision is to institutionalize the services that would address the issues and concerns of women vis a vis peace and conflict resolution. Geared towards this end, the programs, activities and projects that may be handled by the respective WPC will contribute to the Regional and National agenda for the promotion of the rights and welfare of the women and children. Peace initiatives by the government through the provincial local government shall likewise be disseminated and implemented.”<sup>138</sup>*

The MoPs of the WPCs contained similar parts such as: introduction and rationale; legal/policy bases at the international, national, and regional levels; vision and mission statements; goals; definition of terms; standard operating procedures; and programs and services; infrastructure; human resources; and monitoring and evaluation.<sup>139</sup>

Variations were logically in the areas on identified gender issues in light of the impact of conflict in the provinces.

## **Basilan**

Basilan’s 2012 contribution to the LNAP was initially framed along the lines of a “Comprehensive Program for IDP Women.”<sup>140</sup> The conflict context that was identified was with regard to escalating hostilities between government forces and armed groups in the province. Internal displacement multiply the vulnerabilities and economic burdens of women; the phenomenon of ‘being left behind’ by husbands (who may have joined armed groups) also brings about economic insecurity for them. Framed along these circumstances, the PLNAP of Basilan sought to increase” awareness/knowledge on laws that protect the rights of women and girls” and address women’s “lack of skills and financial support for livelihood and other income generating activities.” The identified goal was to contribute to women’s empowerment by enabling them to become self-sufficient and self-reliant through a multi-pronged approach. The strategies listed then consisted of organizing the provincial GFPS, conducting advocacy campaigns, providing for livelihood assistance, and establishing a WPC in the province.

As stated in the draft MoP of the Basilan Women Peace Center (BWPC), the Center is “envisioned to provide integrated and gender-responsive programs and services,

135 Ibid. P. 22. The construction of the Regional WPC was implemented by the DPWH-2nd District, Maguindanao.

136 When the author conducted the site visit to the Regional WPC in January 2016, she took noted of the recently concluded training/workshop on women’s political participation. This activity made explicit use of the NAP WPS pillar on empowerment and participation.

137 The MoP of the Regional Women and Peace Training Center (RWPTC) was shared to the author by the RCBW.

138 RCBW. Undated. P. 29.

139 All ARMM PLGUs have submitted their respective draft MOPs to RCBW for review in 2015. After the review by RCBW, the drafts are now currently being reviewed by OPAPP. All finalized MOPs are targeted to be launched by 2016.

140 Province of Basilan NAP Output 2012 shared to the author by RCBW.

including but not limited to psychosocial and trauma healing, health care services and other emerging women issues based on the gender analysis in the provincial issues and needs of the women (and their children) and youth sectors, especially on the matters of peace and security concerns.”<sup>141</sup> Furthermore, the draft MoP enumerated that the BWPC will provide social services consisting of “institutionalization of women-desk, assistance in legal matters, psychosocial interventions for women in distress, spaces for expectant mothers, one-stop-shop for passporting, pre-marriage counseling session, session on responsible parenting, gender sensitivity sessions for men, program for out of school youth and persons with disabilities, senior citizens, and disaster preparedness” as well as capacity building composed of “livelihood skills training, special education for SDP (Sabah Displaced People) and the Badjaos, product promotion and marketing, and provision for livelihood assistance package to VAWC victims.”<sup>142</sup>

At the very onset, the need for a WPC in the province was clear.

***“When we talk about war, we know that Basilan is conflict-prone and conflict-affected. This is the point of having a Center --- because before, we cannot think of a safe place where we can bring women and children. I practically grew up in an evacuation center. Previously, I can’t even look at a soldier – I was always scared of them. In 2005, I went through a healing process and after that, I can now talk to a soldier without fear. But how many women and children can go through the process of healing when there is no place that can provide them with that?”***<sup>143</sup>

Furthermore, the context of conflict is understood as having both vertical and horizontal nature. For example, responses during the FGD conducted with women from various communities in Basilan were:<sup>144</sup>

***“Armed conflict, especially rido — usually brought about by land and election disputes — affect the education of our children.”***

***“Armed conflict affects the quality of education. Affected people are usually brought to schools — if they are evacuated there, where will our children study? The low quality of education is linked to conflict — if you have 10 months of school and there are no classes for three months because of conflict displacement, what would you expect?”***

Very distinctly, women’s experiences were incorporated in the vision of the Center. In fact, the conceptualization of the BWPC underwent a very participatory process that included representatives from various offices of the Provincial Government, most of whom were women. In fact, initial planning on the structure of the WPC were conjured from the perspective of these women and did not include the Provincial Engineer. This was a very distinctive feature of the process that went into the establishment of the WPC because at the very onset, it already included provisions specific to women coming from conflict-affected areas.

***“Women coming from conflict-areas need psychosocial interventions so we thought that we should have a counseling room. We wanted the Center to be a ‘safe space’ for women so even basic things like comfort rooms should***

141 A copy BWPC MoP draft as of September 2015 was shared to the author by RCBW as well as by the Provincial Government of Basilan

142 BWPC Draft MoP as of September 2015.

143 KIIb. Provincial Government of Basilan. Isabela City. 7 January 2016.

144 FGD. Provincial Government of Basilan. Isabela City. 7 January 2016.

*not be shared with men. We then suggested to the Provincial Engineer that for women's security, men's comfort rooms should be outside of the building. And because the Center will also serve as a training center, it will also have dormitory area. Then we also thought of trafficked women — even though trafficking cases is not that big in our area but we know for a fact that there are also trafficked women in Basilan...we wanted to have existing interventions because we do not want to wait for this problem to become big before we will act on it.*"<sup>145</sup>

The male Provincial Engineer agreed with the ideas of the women and even affirmed that even the littlest details had to be in accordance with "the women's point of view."<sup>146</sup>

During the site visit to the Center on 7 January 2016, KII respondents shared that the primary gender-related issue they have identified is the problem of livelihood for women. Economic insecurity for women were said to have been caused by various factors that affect their meager livelihood sources such as the massive infestation of coconut scale insects or 'cocolisap,' drop in the price of rubber, effect of El Niño on plants and animals, influx of deportees coming from Malaysia returning to the province, and armed conflict. Secondly, they also shared the problem of women and children under stress that also need to be provided assistance by the Center:

*"We were thinking of responding to women and children under stress as part of what the Center will eventually offer as a regular service. This Center is for women and we thought that women who will come here have different kinds of problems. For example, she can be a victim of domestic violence and so we have to conduct medical check-up on her. We therefore need a clinic to provide this service. We also need to provide counseling and temporary housing for her here for her protection. Another situation is if she has been traumatized by war — that is also a different case that needs serious psychosocial intervention. So there would be several and different cases that women will be bringing here — the Center should be equipped to respond to these."*<sup>147</sup>

For the Provincial Government, the operation of the Center is an imperative. As one of the KII respondents explained,

*"Just last week, there was armed conflict in Al Barka, in a portion of Barangay Makalang. The LGU provided assistance and support to the people, purchasing relief good and spent millions. These funds could have been used for development and livelihood but because of armed conflict, resources get diverted to disasters. So we talked about the kind of sustainable livelihood for women...we also talked about livelihood programs for men because women cannot do things by themselves."*<sup>148</sup>



*Picture 4. Frontage of the Basilan Women Peace Center (photo taken during research site visit on 7 January 2016).*

145 KIIb. Provincial Government of Basilan. Isabela City. 7 January 2016.

146 KIIId. Provincial Government of Basilan. Isabela Basilan. 7 January 2016

147 KIIa. Provincial Government of Basilan. Isabela Basilan. 7 January 2016.

148 Ibid.



The groundbreaking of the Basilan Women Peace Center in Sumagdang, Isabela took place in 2014. Aside from the eighty percent (80%) downloaded funds from the national government, the Provincial Government used their GAD to contribute to the construction cost.<sup>149</sup> The Provincial Governor also committed to contribute to other social service amenities that will be offered by the center.<sup>150</sup> The BWPC is a one-story structure. It has a receiving area and an office space where relevant agencies — such as RCBW, DSWD, DOH, etc. — will have their respective work stations. It also has a counseling room, mess hall with a kitchen, and function hall where trainings will be held. The Center is also designed to accommodate future expansion that will eventually include a service area and clinic.

The BWPC construction has been completed and some furnishings were already in place when the research site visit was conducted. According to KII respondents, they are looking forward to the activation and operations of the Center by this year. They have already started planning for activities, such as trainings, that will be conducted for 2016. According to the draft MoP of the BWPC, operations of the Center shall involve ‘Team Basilan’ and the GFP.

As related to their provincial GAD, Basilan allotted Php27,143,579.60 for 2014 and of this amount, their actual cost for GAD PAPs was Php16,824,119.05; the following year, GAD allotment was Php37,072,784.60 and the actual amount of utilization was Php34,883,529.05.<sup>151</sup> For 2014 and 2015, similar PAPs were listed, including peacebuilding sessions for women and men for the purpose of information dissemination as well as livelihood skills training. These activities, along with many others, were conducted prior to the establishment and operations of the WPC. For 2016, GAD budget allotment is Php40,184,515.05 to fund continuing GAD PAPs, of which, two million is allotted for the WPC. A unique feature of their 2016 GBP is responding to the issue of marriages of girl children and women’s property rights, presumably, that which includes the context of conflict and peace in the province.<sup>152</sup>

Taken together, the distinctive feature of the LNAP in Basilan is the process that was undertaken that involved women and systematically integrated their experiences and insights in building appropriate interventions.

### Maguindanao

During the 2012 cluster meeting on the LNAP, the Province of Maguindanao identified the issue of human trafficking as a priority gender-related concern and mapped out a “Comprehensive Program to Stop Human Trafficking.”<sup>153</sup> In terms of program contextualization, they identified Maguindanao as being prone to both natural and human-made disasters (both vertical and horizontal conflicts) that lead to the massive internal displacement of people. Furthermore, women also suffer from economic insecurity as caused by the lack of employment opportunities for them. Both these circumstances contribute to the vulnerability of women to human trafficking. For example, consolidated gender-based violence (GBV) from 2010 to June 2015 recorded 262 cases, 190 of which were cases of trafficking. For this period, most trafficking cases recorded were in Pagalungan (46), Datu Odin Sinsuat (23),



*Pictures 5, 6, and 7. Counseling Room, Function Hall and Mess Hall at the Basilan Women Peace Center (photo taken on 7 January 2016).*

149 As part of the first eighty percent (80%) tranche for the construction of the WPC, the amount of 6.4 million pesos was downloaded to the provincial government.

150 KIIc. Provincial Government of Basilan. Isabela City. 7 January 2016.

151 Based on GAD ARs for 2014 and 2015 shared by the Basilan Provincial Government to the author.

152 KIIa. Provincial Government of Basilan. Isabela City, Basilan. 7 January 2016.

153 Province of Maguindanao NAP Output 2012 shared to the author by RCBW.



Parang (16), Sultan Kudarat (14), Buluan (11), and Datu Piang (10).<sup>154</sup>In this regard, data reaffirmed that “Maguindanaoan women and children, particularly IDPs are vulnerable and potential victims of trafficking in persons”<sup>155</sup> and most of them come from conflict-affected areas.<sup>156</sup> Directly related to the strategy of local governance, in order to address these issue areas, the idea of the Provincial Government is for LGUs to “use their GPBs and to align them with priorities of the Provincial like livelihood...because we know the bottom line of trafficking is poverty.”<sup>157</sup>

In 2013, the Maguindanao PPDO and DSWD-Maguindanao updated their 2012 output and re-drafted it in the form of a *Provincial National Action Plan (PNAP): 2013-2016*. Thus far, in all of the five ARMM provinces, only Maguindanao has a PNAP. As listed in the PAs, responses to the issue of trafficking came in the form of institutional development (i.e. creation of a GFPS, strengthening of the Local Committee Against Trafficking or LCAT, and data base development), prevention and advocacy (i.e. capacity development for frontline agencies and intensified information and education campaigns), prosecution and law enforcement (i.e. adoption of local ordinances for mandatory registration of birth, marriage, and death and strengthening of prosecution and law enforcement agencies), and reintegration, recovery, and protection (i.e. establishment of a women’s center).<sup>158</sup>To operationalize these responses, the Provincial Government weaved together steps and strategies that involved pre-implementation consisting of conflict and gender analysis, drafting of the PNAP that integrates the results of their analysis, and capacity building of implementers and service providers as well as implementation composed of procedures and documentation — all of these envisioned to be embodied in their provincial WPC.<sup>159</sup>

The Maguindanao Women and Girls Peace Action Center (MWGPAC), located in Buluan, Maguindanao, was turned over to the province in February 2015. The eighty percent (80%) fund from the national government downloaded in 2013 was augmented by the provincial GAD budget.<sup>160</sup> According to the RCBW, “[T]he province under the leadership of Governor Ismael Mangudadatu shouldered the additional cost as their counterpart.”<sup>161</sup>



Picture 8. Frontage of the five-story structure of the MGWPAC (photo taken during research site visit on 8 December 2015).

The original two-story design of the Center was changed to a five-story building. Quite impressively, each floor was designed for a specific purpose — not just in a matter of spatial utility but also linked with distinct functionality to respond to the needs and concerns of women ‘survivors.’<sup>162</sup> The nuancing in the design was largely informed about the discourse and practice on handling cases of VAW that was studied

154 Gender-Based Violence Summary Data, 2010 to June 2015. Document shared by Provincial Government of Maguindanao to the author.

155 Province of Maguindanao, Provincial-National Action Plan: 2013-2016. Copy shared by the Provincial Government of Maguindanao to the author.

156 KII. Provincial Government of Maguindanao. 8 December 2015.

157 Ibid.

158 Culled from Maguindanao’s Provincial-National Action Plan: 2013-2016.

159 Draft Maguindanao WGPAC MoP as of September 2015. Copies of the draft were shared to the author by the Provincial Government of Maguindanao and the RCBW.

160 According to the KII respondent from the Provincial Government of Maguindanao interviewed on 8 January 2016, the initial augmentation from the GAD budget was Php5M followed by another Php20M.

161 RCBW. Undated. P. 24.

162 According to the KII respondent, the term they use for affected women is ‘survivor’ instead of ‘victim.’ “If you use the term ‘victim,’ it is as if you are worsening their situation; but if you use ‘survivor,’ it is more empowering for them.”

by the PPDO and GFPS person assigned to the project. “If the Governor himself is serious about this issue, then we must be serious as well — we cannot be effective if we do not know the flow of case management.”<sup>163</sup>

The ground floor of the MWGPAC has the training room as well as office spaces for DSWD, RCBW, Provincial GAD FP, and Executive Director. The second floor provides an office space for the Center Director, kitchen and dining area, and is the designated floor for the ‘survivor’ shelter. Two distinct features of this floor is noteworthy. First, there are separate living quarters for survivors of trafficking and other SGBV. According to the KII respondent, they had to provide separate areas because these women, though victims of violence, have different needs and concerns. Second, there is an access door on the side of the building that can be used by the survivors so that they cannot be seen by others. Relatedly, for the privacy of the survivors, a divider will be installed beside the main stair case. Lastly, the remaining floors will serve as accommodation area for people attending regular training at the Center.

According to the draft MoP of the MWGPAC, the Center is:

***“a facility that delivers a holistic and integrated approach in addressing issues of women and girls victim-survivors of gender-based violence. These forms of violence include sexual abuse, forced prostitution, trafficking, pornography and illegal recruitment, among others. Children of victim-survivors will also be provided with appropriate intervention. Women in need of assistance focused on livelihood, employment, education and social awareness will also be handled by the Center or shall be referred to appropriate service providers either government or non-government organizations.”***

Its vision is the empowerment of women and girls and their freedom from any form of GBV. The MWGPAC aims to provide the following: “temporary shelter to women and girls victim-survivors of gender-based violence; psycho-social, medical, educational, economic programs and services for the protection, recovery, rehabilitation and re-integration of victim-survivors of gender-based violence; livelihood and employment opportunities to women/girls in need of assistance; awareness on different women/children’s rights and other related laws and policies.”<sup>164</sup>

According to the draft MoP of the MWGPAC, the Center shall be operated by an Executive Director appointed by the Provincial Governor; the director will be assisted by an Administrative Section and Promotion and Training Unit. Furthermore, institutional entities such as the RCBW, DILG-ARMM, provincial GFPS, and PCW shall be involved in the monitoring and evaluation of the MWGPAC.

For 2015, the Provincial Government allotted Php62,060,790.00 in their GAD budget. Identified organization and client-based PAPs largely revolve around the issue of trafficking. As such, this is a clear indication of the synchronicity of most, if not all, initiatives being focused on addressing the priority issue they have identified. In their 2015 GBP, institutional strengthening, further capacity development, intensified information campaign, and establishing a database were PAPs listed to address trafficking — integral to these is the operationalization of the MWGPAC. Furthermore, the Provincial Government also started providing incentives to LGUs

163 KII. Provincial Government of Maguindanao. 8 December 2015.

164 Draft MGWPAG MoP.



with innovative programs on women known as the ‘Galing GAD: Best Practices on Women’s Programs’. In 2015, it awarded Php50,000.00 each to five LGUs in order “to motivate local chief execs and of course encourage other LGUs about providing better programs for women — we wanted to make the point that despite recurrence of conflict, they still need to do something, move forward, and not let conflict as an excuse not to implement projects.”<sup>165</sup> According to the KII respondent:

***“All of those awarded were conflict-affected. One of the awardees called their program WOW or Women on War. This was the program of the LGU in Matanog composed of wives of rido victims. For them, they themselves do not have anything to do with disputes and so they empower themselves through livelihood programs. Datu Saudi has the umahat or ustadja and what we found unique in their program is that despite being victims of calamity and conflict, they are trying their best to bounce back, look for ways to earn from livelihood they created.”***<sup>166</sup>

Quite clearly, LNAP was systematically mainstreamed in the governance structure and processes of the Maguindanao provincial government. In fact, during the research validation workshop conducted in January 2016, a participant from Maguindanao affirmed that based on their experience, local executive support — from the provincial to the municipal levels — was instrumental in concretizing the LNAP in policies, programs, and services.<sup>167</sup>

### **Tawi-Tawi**

In comparison to the other ARMM provinces, Tawi-Tawi is not conflict-affected nor conflict-prone. In fact, as observed by International Alert, Tawi-Tawi has a low level of conflict-related violence and this violence has continued to decline since 2012<sup>168</sup> which have led to a notation that particular nuancing as regards understanding conflict risks in the region. This means that rather than being specific to conflict risks, issues on security as they are related to geographical context and location are more paramount:

***“Tawi-Tawi is more distant and difficult to reach by the State and its security apparatus, and is situated in the porous borders of the Sulu Sea in what is often referred to as a ‘bad neighbourhood’ due to the mix of cross-border illicit trade, kidnapping and abduction, and piracy.”***<sup>169</sup>

Furthermore, Tawi-Tawi has historically been a jumping point to nearby Malaysia. Some even claimed that those who fled armed conflict in Sulu in the 1970s escaped to Malaysia via Tawi-Tawi; others who did not do so simply relocated in Tawi-Tawi’s different municipalities.<sup>170</sup> Thus, although not being a conflict-prone area, the context that underpins the LNAP of the province is linked to its geographical location. Accordingly, in 2012, Tawi-Tawi identified the plight of deportees and human trafficking as their priority gender-related issues.

165 KII. Provincial Government of Maguindanao. 8 December 2015.

166 Ibid. Other LGUs mentioned was Rajah Bauyan as another conflict-affected area with a program for women and Upi, a non-conflict area but with high incidence of VAW (i.e. incest) and domestic trafficking because of poverty.

167 Feedback Session. “Civil Society Assessment Research on Women, Peace and Security (WPS) Initiatives in the Autonomous Region in Muslim Mindanao (ARMM) – Presentation and Validation Workshop.” Marican Business Hotel, Zamboanga City. 18 January 2016.

168 International Alert. 2014. P. 22.

169 Ibid.

170 In 2012, the author conducted an FGD with several conflict-affected women --- some of which were MNLF members themselves or wives of MNLF members. This was the first time that the author encountered the information that there were Tausug who fled to Tawi-Tawi to escape the war in Sulu.

*“As of 2012, the provincial data on deportees indicate that women (3,000) outnumbered men (2,000). This means that more women are leaving the homes for job opportunities elsewhere and their poverty situation make them more vulnerable to illegal recruiters promising for jobs... Also, because of the proximity of Tawi-Tawi to Sabah, Malaysia and as the country’s front door to other Southeast Asian countries such as Indonesia, Brunei and Singapore the province become ‘transit’ point of illegal activities like human trafficking.”<sup>171</sup>*

In February 2013, over 200 members of the so called ‘Royal Security Forces of the Sultanate of Sulu and North Borneo’ arrived from Simunul Island, Tawi-Tawi and surrounded Tanduo, a village in Lahad Datu, Sabah.<sup>172</sup> Not long after, a military stand-off happened which led many people escaping from the area in fear of conflict and violence breaking out. According to the data from RHRC-ARMM, as of 10 June 2013, a total of 17,706 evacuees arrived in 207 boats since 5 March 2013 — of this number, 7,514 were women and 7,789 were men.<sup>173</sup> Sulu received most of the evacuees (10,103)<sup>174</sup> that arrived in 82 boats; in contrast, there were 119 boats that arrived in Bongao, Tawi-Tawi with 7,135 evacuees.<sup>175</sup>

Presumably, one of the expected consequences of the Lahad Datu standoff was the advent of stricter immigration rules in Malaysia that brought about the mass deportation of undocumented Filipinos from Sabah. For example, according to Malay Mail online, 9,414 Filipinos out of 11,992 were deported from Sabah from January to November 2014;<sup>176</sup> on the other hand, data provided by the Overseas Workers Welfare Administration (OWWA), stated the return of some 26, 434 workers from Sabah from January to March 2014.<sup>177</sup> From the data provided by the Tawi-Tawi Police Provincial Office (TTPPO), it was documented that 8,158 people were deported from Sabah from January to December 2014, with the highest arrival in the months of July (1,098) and September (1,187); for 2015, from January to October, 9,441 deportees arrived in Tawi-Tawi with the highest arrivals in the months of January (1,090), February (1,065), March (1,337), May (1,038), June (1,065), and September (1,008).<sup>178</sup>

During the FGD held at the Provincial Capitol on 8 January 2016, a respondent from the Philippine Red Cross (PRC) claimed that deportees from Sabah were said to have suffered maltreatment in Malaysian detention centers prior to being deported to the Philippines.<sup>179</sup> This was the same claim made by a KII respondent from TTPPO. This respondent further shared that when some deportees die while on boat travel

171 Province of Tawi-Tawi NAP Output 2012 shared to the author by RCBW.

172 The ‘Datu Lahad Standoff’ has its roots in the historical claim of the ‘heirs of the Sultanate of Sulu’ on Sabah and a string of diplomatic actions of several Philippine Government administration since the 1960s. For basic information on the history this issue, see Jayakumar, S. 1968. “Philippine Claim to Sabah and International Law.” *Malaya Law Review* 306. Other news references are: Philippine Daily Inquirer. 16 February 2013. “Heirs of Sultan of Sulu Pursue Sabah Claim on their Own,” <http://globalnation.inquirer.net/64577/heirs-of-sultan-of-sulu-pursue-sabah-claim-on-their-own>; Najib, Najiah. 30 December 2013. “Lahad Datu Invasion: A Painful Memory of 2013,” <http://english.astroawani.com/malaysia-news/lahad-datu-invasion-painful-memory-2013-27579>.

173 Data from received correspondence of the author from the RHRC-ARMM, 10 June 2013

174 According to data received from the RHRC-ARMM, there were 4,521 women and 3,993 men who were received in Sulu; gender of 1,589 evacuees were not yet known during the time of the report.

175 In the same data set provided by the RHRC-ARMM, there were 2,926 female and 3,711 male evacuees that arrived in Bongao, Tawi-Tawi; gender of 498 evacuees were not yet known during the time of the report.

176 Malaymail Online. 22 November 2013. “11, 922 Illegals Repatriated from Sabah between January to November.” Online available at <http://www.themalaymailonline.com/malaysia/article/11922-illegals-repatriated-from-sabah-between-january-and-november-says-tas>.

177 Jaymalin, Mayen. 25 March 2014. “Over 26,000 Filipino Illegal Migrants return from Sabah.” The Philippine Start. Online available at <http://news.abs-cbn.com/global-filipino/03/24/14/over-26000-filipino-illegal-migrants-return-sabah>. The news report also indicated that these deportees were housed in ‘one-stop shops’ in Bongao, Tawi-Tawi and Zamboanga City.

178 Presentation slides used during the TTPPO briefing was shared by the Tawi-Tawi LNAF FP to the author.

179 FGD. Bongao, Tawi-Tawi. 8 January 2016.

back to the Philippines, they were not able to locate their relatives in Mindanao because the deceased do not have identity cards or that the names they listed in the passenger manifests were fictitious.<sup>180</sup>

The problem of deportees has two additional layers. First is the issue of statelessness which is related to children of Filipinos who illegally migrated to Malaysia. These children were born in Sabah and grew up there. When deported — whether along with their parents or not — they were said to neither hold Filipino nor Malaysian citizenship.<sup>181</sup> The second issue compounding the problem of deportation is the vulnerability of deportees — most of which are women and children — to human trafficking. According to another FGD respondent, the intersection of deportation and trafficking creates the complicated problem of ‘circular migration.’ Women deportees — said to be desperate to go back to Sabah because they were separated from their children or that they just want to continue working there — become prone to traffickers who may be just around the area scouting or recruiting the likes of these women.

The 2012 NAP output of Tawi-Tawi already took note of the issue even before the regular mass wave of deportations started — regardless whether directly related to the Lahad Datu standoff or the more stringent policy of Malaysia on undocumented workers. In fact, as described in their NAP output in 2012:

***“...the deportees, known as halaws, are made to board any Philippine bound vessel regardless of their point of disembarkation and even as the government over the years had sent several missions to Sabah, Malaysia to look into this problem, the deportation continues and the halaws keep on arriving.”<sup>182</sup>***

According to a KII respondent from a Bongao-based women NGO: “In 2002, there was mass deportation of 3,000 people. At that time, *Qudwa* Peace Center, our organization of Muslim women, we had a program for caring for deportees. We did fostering for families. People who go to Sabah illegally are driven by poverty — they are looking for jobs. So even if they get deported, they still go back — most of them illegally again— to Sabah.”<sup>183</sup> Another FGD respondent also shared that when she visited Sabah, a Malaysian asked her why the Philippine Government has not assisted these people who kept on coming back there despite numerous deportations: “why don’t you do something so that these people can legally enter our country?” In response, the Provincial Government of Tawi-Tawi requested the DFA to conduct mobile passporting in Bongao — in 2013, DFA did so and even reported this as their agency contribution to NAP to curb the issue of human trafficking.<sup>184</sup> The Provincial Government allotted funds for this from their 2013 GAD budget.<sup>185</sup>

Trafficking in persons — particularly, women — is another gender-related issue in Tawi-Tawi whether linked to the issue of deportation or not. Although trafficked victims do not usually come from the province itself, Tawi-Tawi has been a known jump-off point of many trafficked persons. The usual route would be going to



*Pictures 12 and 13. Picture of the frontage of the Regional Port Management Authority in Tawi-Tawi where deportees disembark and assisted by various provincial government agencies and NGOs. During the research site visit, one woman deportee who hailed from Sulu was there and she said she was just waiting for a chance to go back to Sabah, albeit illegally (photo taken on 14 January 2016).*

180 KII. TTTPPO. Zamboanga City. 9 January 2016.

181 KII. DILG-ARMM. 7 December 2015. The respondent even added that these children can only speak Sabahan and not the mother tongue of their parents.

182 2012 NAP Output of the Provincial Government of Tawi-Tawi.

183 KII. Qudwa Women Center. 14 January 2016.

184 From the NAP Programming training notes of the author. This training was conducted to national agency members of the NSC WPS and NAP TWG in January 2014.

185 Matrix for the Workshop (Province of Tawi-Tawi): 2013 LNAP Activity. Document shared by DILG-ARMM to the author.



Pictures 14, 15 and 16. Picture of the frontage of the PNP WCPU at Camp Suarez in Bongao and the inside of their office where women deportees and their children as well as TIP victims sleep during the night; during the day, the women and children stay in the make shift area outside as the WCPU is transformed back into an office area (photo taken on 14 January 2016).



Malaysia and from there, they get transported to different countries. Based on the data of the TTPPO, there were 387 TIP cases in 2014 and 396 from January to November 2015 — most of the victims coming from Luzon, Visayas, and Zamboanga City and use Tawi-Tawi<sup>186</sup> as a transient area or exit point to Malaysia. Once in Malaysia, trafficked women are mostly subjected to sexual exploitation to pay for their initial debt incurred to travel.<sup>187</sup>

Both women deportees and their children are assisted by various agencies, including NGOs, in Bongao. For example, in the port area, the PNP and DSWD are there to process them – profiling, providing them with food, securing their safety; the PRC is also there to augment humanitarian assistance through the provision of hygiene kits.<sup>188</sup> In most cases, they are invited to the PNP Station at Camp Alejandro Suarez in Bongao to have a safer sleeping area. According to a KII respondent from the DSWD, the deportees and TIP victims cannot be accommodated in their compound because of the lack of space in their area. But more importantly, transporting them from the port area to the PNP station should also be done very sensitively:

***“People should be made to understand that these people were not ‘arrested’ because they did not commit any crime — they were instead rescued. We are very conscious about being sensitive because deportees may actually be trafficked victims...they should not be stigmatized by those who do not understand their situation.”***<sup>189</sup>

During the research site visit to the TTPPO Women and Children Protection Unit (WCPU), the KII respondent explained that their area serves as an office during the day and sleeping space to women and children deportees and TIP during the night.<sup>190</sup> The space is quite small and yet had to make do for some 40 women and children who were once accommodated to stay there for several days and nights while awaiting to be make a trip back to their homes. Every night, mattresses and blankets are rolled on the floor for the women and children to sleep in. Interestingly, there was supposedly an approved proposal for the expansion of the space of the WCPU through the ORG.<sup>191</sup>

It is against these issue contexts and intervention circumstances that the LNAP of Tawi-Tawi were based on — specifically, the establishment of their WPC. The Tawi-Tawi Women and Peace Center (TWPC) is located at Panglima Sugala, Tawi-Tawi. The original location of the WPC, as per the trilateral agreement between OPAPP, ORG, and the Provincial Government of Tawi-Tawi, was supposed to have been in Bongao.<sup>192</sup> However, because of the lack of land space as well as the absence of land donors in Bongao, the former Provincial Governor decided to relocate it to Panglima Sugala.<sup>193</sup>

Panglima Sugala is a municipality that is about 27.5 kilometers from Bongao and takes about 45 minutes to an hour to travel. Several individuals have expressed their

186 TTPPO Briefing Presentation Slides. 22 November 2015.

187 KII. TTPPO. Zamboanga City. 9 January 2016.

188 FGD. Bongao, Tawi-Tawi. 8 January 2016; KIIs with Tawi-Tawi LNAL FP and TTPPO, Zamboanga City. 9 January 2016; and KIIs with TTPPO, DSWD and media, Bongao, Tawi-Tawi. 14 January 2016.

189 KII. DSWD-Tawi Tawi. Bongao, Tawi-Tawi. 14 January 2016.

190 KII. TTPPO. Bongao, Tawi-Tawi. 14 January 2016.

191 KIIs. TTPPO. Zamboanga City, 9 January 2016 and Bongao, Tawi-Tawi, 14 January 2016. During the research validation workshop held in 18 January 2016, a participant from the DILG-ARMM confirmed that funding allotment for the expansion of this area was supposedly approved.

192 RCBW. Undated. P. 25. It was also noted in the report that the design of the WPC was also changed.

193 KII. Provincial Government. Bongao, Tawi-Tawi. 7 January 2016.

concern about the location of the TWPC as being too far from the provincial capital where women deportees and trafficked victims are assisted.<sup>194</sup>

As expressed by a KII respondent, the distance alone can pose challenges as regards security, particularly, the possibility of these women being intercepted by traffickers as they are being transported to the TWPC from Bongao and the logistics of having to file cases in Bongao but the trafficked victims are in Panglima Sugala who would need to travel back and forth, among others.<sup>195</sup>

Without undermining these concerns, the fact is that the TWPC has already been constructed in Panglima Sugala. During the research site visit conducted on 7 January 2016, the Center was already 80 percent complete. It is located by the road side near a public school. It consists of two floors. On the first floor, there is a big function area and an office space beside it; the kitchen area is also located adjacent to the office area and where the access stairs to the second floor is located. Notably, there is one toilet area located in the first floor— within the office area; and a smaller one outside of the building. On the second floor, are two rooms or sleeping quarters for survivors/ victims that will be housed in the Center. Approximately a maximum of eight people can occupy each room in four double deck beds. There is no separate access door or staircase at the second floor.

As regards space, there are opportunities for improvement and expansion. For example, since the TWPC is envisioned to temporarily house women deportees and trafficked victims, several more rooms as well as comfort rooms can be added on the second floor. Given the number of women deportees and trafficked victims documented in the past two years, such expansion should be considered.

According to the draft MoP of the TWPC, the Center aims to “provide temporary shelter to women victims of human trafficking, illegal recruitment, and VAWC” as well as “provide psycho-social, medical, educational, economic programs and services for the protection, recovery, rehabilitation and re-integration of the victims and deportees into the community.”<sup>196</sup> This provision for temporary shelter for affected women was reflected in the Provincial Government’s 2015 GPB as a client-focused PAP on women’s welfare and social protection amounting to Php1,000,000.00. The TWPC will be inaugurated in March 2016.

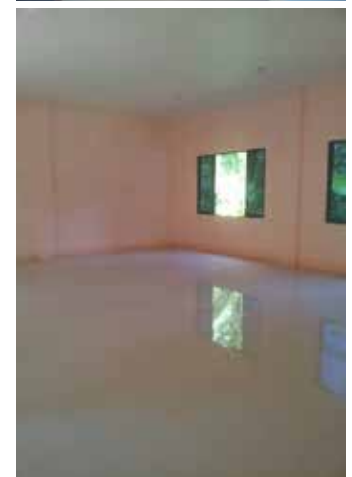
Taken together, noteworthy features of Tawi-Tawi LNAP has been in the area of various institution’s awareness on gender-related issues prioritized by the Provincial Government. Various NGOs working on these issues are likewise aware as regards needed interventions and works with various agencies to provide these. Additionally, the LNAP FP serves as the coordinating entity to organize and synthesize various WPS efforts.

### Lanao del Sur and Sulu<sup>197</sup>

In the 2012 cluster meeting, the Province of Lanao del Sur framed their LNAP along the lines of “Economic Empowerment: Livelihood Opportunities for IDP Women.”<sup>198</sup> Based on their analysis, the conflict context in the province had to do



*Pictures 17. Picture of the frontage of the TWPC in Panglima Sugala (photo taken during research site visit on 14 January 2016).*



*Pictures 18 and 19. First floor function hall space and sleeping quarters on the second floor (photo taken during research site visit on 14 January 2016).*

194 KII. CSO. Sanga-Sanga, Tawi-Tawi. 7 January 2016; FGD. Provincial Capitol, Bongao, Tawi-Tawi. 8 January 2016; and KII, TTPO. Bongao, Tawi-Tawi. 14 January 2016.

195 KII. TTPO. Zamboanga City. 9 January 2016.

196 TWPC Draft MoP shared to the author by the LNAP FP and RCBW.

197 These provinces, as mentioned previously in the research limitation, was not part of the sites visited by the author.

198 Province of Lanao del Sur NAP Output 2012 shared to the author by RCBW.



Picture 20. Frontage of the LWPC (photo taken from the cover of the draft LWPC MOP).

with *rido* and military operations against the rebels resulting in massive displacement that largely affected women and children: “Most IDPs in Lanao del Sur are Muslim women and children who suffer the most from the lack of food aid, food blockades, insensitive or inadequate service delivery, diseases, lack of potable water and medical relief.” Women’s economic insecurity has been identified as a major consequence of this conflict context and most of the programmatic interventions identified then had to do with the provision for livelihood.

The Lanao del Sur Women and Peace Center (LWPC) is located Provincial Capitol, Marawi City. The eighty percent (80%) funds from the national government was downloaded in 2013. The Provincial Government also allocated counterpart funding for the construction

from the GAD budget. The construction of the Center was completed and it was turned over by the ARG to the Provincial Government on 10 March 2015. However, because the remaining 20% of the funds from the national government was not yet downloaded, the Provincial Governor has not yet permitted the operations of the Center.<sup>199</sup>

***“Before the construction of the WPC, LNAP was already articulated — we already did the orientation and consultation on the LNAP. I think this Center was really one of the visible products of the LNAP...the initial issue identified then was displacement and the intervention requested was on livelihood for the economic development of women.”<sup>200</sup>***

In addressing women’s economic insecurity caused largely by internal displacement, the proposed interventions were livelihood assistance, home-based livelihood activities, and farm-based interventions.<sup>201</sup> As noted in the draft MOP of LWPC, the Center seeks to “address the women’s welfare needs and access to factors of production by providing livelihood assistance leading to their economic empowerment while also increasing their gender awareness” and as such, it shall serve as “a hub of all programs and services for the women sector in matters of gender, peace and security in the Lanao del Sur.”<sup>202</sup>

On the part of Sulu, the identified gender-related issue in 2012 was framed from the perspective of “Economic Empowerment and Protection from Violence.”<sup>203</sup> The so called ‘cyclical’ occurrence of conflict brought about by armed confrontations between government forces and the MILF as well as the military’s pursuit of lawless elements such as the ASG had resulted to internal displacement, failure of delivery in basic services, and disruption and destruction of livelihood. To address the consequences of conflict to women, the *Sangguniang Panlalawigan* (or Legislative Assembly) passed the GAD Code of Sulu Province. Thereafter, the Sulu Provincial Women’s Council (SPWC) as well as several municipal women’s councils were established.

199 KIL, RCBW. Cotabato City. 7 December 2015.

200 Ibid.

201 Culled from the Lanao del Sul NAP Output 2012.

202 Draft MOP for LWPC. Document was shared to the author by RCBW.

203 Province of Sulu NAP Output 2012 shared to the author by RCBW.



In contrast with the other provinces, one of the priority concerns was the operationalization (and not construction) of the WPC. According to the RCBW, the Sulu Women and Children Center (SWCC) located in Jolo, Sulu “was actually constructed even before the actual download of funds in February 2014” —the construction has been completed and “in fact, it is fully functional and offering protection and promotion services to Sulu women.”<sup>204</sup>

### ***The Security Sector: The Need for More Interface***

Thus far, this section discussed institutional mechanisms at the regional and provincial levels and their operationalization through WPCs as well as GAD. A brief explanatory note should also be made with regard to the security sector since they are directly linked with the national and works with institutions at the local level. The basic question in this light would be if the identified priority gender-related issues at the regional and local levels are reflected in their respective GPBs and GAD ARs.

In the case of PRO-ARMM, their 2015 GPB reflected two client-focused PAPs related to the issues of trafficking and SGBV. The first was on their aim to strengthen their campaign on VAWC and trafficking, among others, through community services with a budget allotment of Php2,490,000.00; the second was as regards strengthening advocacy programs for women in situations of armed conflict through the conduct of information drive with an allotment of Php590,000.00.<sup>205</sup>

On the part of 6ID, for 2017, though heavily focused on organization-based PAPs when it comes to GAD, they acknowledged the need to address the lack of awareness with regard to the NAP WPS and accordingly, budgeted Php4,278,322.18 for the conduct of NAP WPS training to the Restructured Reenlistment Sustainment Training (RRST) for students; on the other hand, with regard to client-based intervention, they recognized the need to assist women and children in the access and utilization of basic services during disasters and armed conflict and thus committed to be involved through the Humanitarian Assistance and Disaster Response (HADR) operation as well as work with the Disaster Risk Reduction Management Council (DRRMC) — thereby allotting Php23,373,095.00 for the former and Php1,136,510.00 for the latter.<sup>206</sup>

With regard to the Western Mindanao Command, both organization and client-based GAD PAPs were focused on the needs of the institution. For example, in the 2015 GAD AR, “the need to increase awareness on moral and spiritual values and promote Human Rights and Fundamental Freedoms of women” was operationalized through the “conduct of troop/pastoral visit/critical incident stress/post-trauma distribution, counseling, prayers, talk to the men, lecture on Human Rights, Military Justice, and Rules of Engagement to the Military Personnel.” In this configuration, the understanding of ‘clients’ was that of military personnel within their area of responsibility (AOR).

An emergent observation based on the above examples point to the fact that there is a need to further orient the security sector on the ground as regards their GAD being consciously linked to WPS. Internally to their respective institutions, although there is a general understanding as regards gender issues in armed conflict specific

204 RCBW. Undated. P. 23.

205 2015 GPB shared by PRO-ARMM to the author.

206 2017 GPB shared by 6ID to the author.

to the ARMM and the provinces, their client-based PAPs can benefit from a better understanding of the NAP WPS as well as the LNAP.

***Bottom-Up Approach: Some Voices from the Ground***

Institutionalism logically looks at existing institutions – their purpose, how they function, etc. From the vantage point of LNAP, two directional approaches have been discussed thus far, namely, the ‘top-down’ and ‘horizontal’ approaches. However, cognizance of women’s voices — particularly those from affected communities — because they can inform a ‘bottom-up’ approach to localization. In this regard, this study conducted several rounds of FGDs with grassroots women and community leaders in order to hear their insights as regards WPS. The conversation with them revolved around what they thought were gender/WPS-related issues in their province and how they thought these can be addressed.

Thirteen women participated in the FGD held at the BWPC on 6 January 2016. They identified early marriages, drug trade, unemployment, armed conflict, and *rido* as detrimental to women and girls’ rights in Basilan. In addressing these problems, they agreed that the Center can provide programmatic interventions and services such as healing and reconciliation. Furthermore, they also noted that the GAD budget should be properly utilized and maximized otherwise, various and numerous GAD activities can be a wasteful endeavor. To a large extent, the responses that were shared by this group of respondents were indicative that they knew about the BWPC and the GAD mechanism and these can contribute to addressing women’s concerns in the province.

On the other hand, two sets of FGDs were conducted in Tawi-Tawi on 8 January 2016. The first was in Sanga-Sanga participated by 13 women from various women’s organizations and communities. The lack of livelihood opportunities for women was identified as the primary gender-related issue in the province. According to the respondents, this problem generates other problems for women such as teen marriages, VAW, domestic violence, student prostitution, discrimination, and backlash against women who are vocal of their rights or who report on violence that they know of. Only a few of them were aware about the GAD mechanism — some of those who said they knew about it, shared the common perspective that it was not adequate or not being used. Even more so, only about one or two have heard about WPS; none of the respondents coming from the communities have heard of the LNAP or the WPC in Panglima Sugala.

In contrast, the second set of FGD conducted on the same day with over 20 women coming from media, government agencies such as DSWD and PNP, and humanitarian assistance NGOs such as the Philippine Red Cross, two major issues were identified: trafficking in persons and deportation from Sabah. These two issues intersect and enable the phenomenon of ‘circular migration.’ The discussion primarily revolved on these issues — how they understood them, the interventions they knew were being done to address them, and the things that still need to be done as regards improving responses. The respondents knew about the WPC in Panglima Sugala and agreed that having such a facility helps in providing assistance to trafficked or deported women. However, they also noted the challenge of the distance of the Center from Bongao where most of trafficked persons are intercepted or where deported people get off from. To mitigate this challenge, stronger linkages between concerned agencies and better services should be developed.

Interestingly, in comparing the responses from the two batches of Tawi-Tawi FGDs, it was obvious that some of the issues articulated in the first set varied from the ones expressed in the second set — with the latter having more affinity with the issues previously identified by the PLGU.<sup>207</sup> This was not surprising particularly because the second group worked more closely with the PLGU than the first. Nonetheless, an observation can be made as regards civil society-government relations in Tawi-Tawi. As shared by an NGO KII respondent:

*“There was a time then, even before the administration of President Aquino, when there was a massive deportation --- most of them went to Bongao. We volunteered to help — we did paralegal. Even if we were being shooed away by DSWD (national) because they were controlling humanitarian assistance, we still went to help. We heard from deportees themselves complaining, ‘we are going to die with eating sardines and noodles all the time— morning, evening, morning, evening.’ What we did then was to cook tinolang isda (fish) and gave it to them. DSWD reprimanded us saying that we should first go through them — we did not listen because we already needed to feed the deportees.”<sup>208</sup>*

The respondent also narrated the story when an international donor agency came to Tawi-Tawi to provide housing assistance to deportees and how their proposed assistance project did not push through because a PLGU official allegedly told them: “There is no problem here, everything is under control— we can feed our people.”<sup>209</sup> Although the PLGUs themselves identified the issue of deportation as a priority concern, according to the KII respondent, they do not seem to have a deep grasp of the situation: “They do not want to own the fact that their understanding of the issue is inadequate — they would like to believe that they know it, they understand it, and they have the answer for it...as far as they are concerned, there is no problem.”<sup>210</sup>

Given these responses from different FGDs, it can be surmised that strong linkage between the PLGU and various publics — particularly those from affected communities or those working at the grassroots — is key to awareness-raising and collaboration. Building constituency for WPS, like any other issue of concern, need a very expansive base. It should be substantive, participatory, consultative, and inclusive in order for it to be meaningful and sustainable. For at the end of the day, the intended goal is for the most affected to feel the positive impact of programmatic interventions aimed at helping them. And this is the point of the ‘bottom-up’ approach — not as regards localization but with regard to grounding WPS.

### **Key Observations: Unique Features and Challenges Ahead**

This study took on an institutionalist trajectory in trying to describe and understand WPS initiatives in the ARMM through the localization of the Philippine NAP WPS in the region. As such, it looked into the specific conflict context that has affected the ARMM provinces and examined existing institutional infrastructures and mechanisms identified to respond to the issues of women in these areas. To a large

207 The probable reason for which may have been because the second group had more respondents coming from government institutions than the first group. According to a KII respondent from an NGO interviewed on 7 January 2016, civil society and PLGU relationship in Tawi-Tawi has not been very ideal:

“There had been attempts at convergence but of course, they will always have their own agenda. Speaking for our NGO, we always try to reach out because we want them to support us because we know we can’t handle the responsibility ourselves --- we are not government in the first place and we can only do so much.”

208 KII, Non-Government Organization (NGO). Sanga-Sanga, Tawi-Tawi. 7 January 2016.

209 KII, NGO. Sanga-Sanga, Tawi-Tawi. 7 January 2016.

210 Ibid.

extent, similar to what has taken place at the national level during the first generation phase of the NAP, initiatives related to WPS were in light of institutionalization, institution-building, mainstreaming in processes, and capacity development. Operationalization of these aspects are expected to be in full swing by this year. Having noted this, it would have been quite unfair to have ‘assessed’ or ‘measured’ WPS initiatives based on the indicators of the NAP WPS itself. In this light, it is significant to note that the NAP WPS, being functional during the current Aquino administration, is about to end. Thus, what was deemed more appropriate for this study was to use a more qualitative approach — or that of constructing the narrative of WPS in the region.

Based on the narrative construction of the study, the following points were observed:

- **First, given the multi-layered nature of conflict in the ARMM, there is a contextual opportunity to broaden the discursive frame of WPS to include not armed conflict (vertical) but also other social conflicts (horizontal).** This essentially means that WPS interventions should take into account the nuances of various nature of conflict in the region inspite of the fact that the common expression of these types of conflict is violence. UNSCR 2242 as well as CEDAW General Recommendation 30 can guide the nuancing of interventions as these international instruments already built-on and enhanced the WPS discourse embodied in UNSCR 1325. Furthermore, there should also be an acknowledgement that not all places in the ARMM are conflict-affected or conflict prone. As in the case of the so called ‘paradox of Tawi-Tawi,’ this province has not been at risk of conflict but nonetheless get affected by consequences of conflict in other areas (i.e. Sabah). Although there is no empirical evidence yet that can show that most of trafficked women came from conflict-affected areas or that most of the women migrating illegally to Sabah was a direct consequence of conflict, it is nonetheless important to use this paradox as a context to rationalize the discursive underpinnings of WPS in the region. In other words, it is the specific context that should dictate the shape and form of WPS and not a ‘one-size-fits-all’ contextualization of vertical armed conflict.
- **Second, a regional policy framework exists but was not utilized since it was over-taken by the top-down approach to localization.** The ARMM GAD Code, which is the regional translation of the Magna Carta of Women, already offers specific provisions on women and armed conflict with regard to programmatic interventions as well as institutional resource allocation mechanisms. Since the ARMM GAD Code preceded the NAP WPS, in theory, it could have served as the ‘mother’ policy frame of WPS in the region. Even its attendant IRR further highlighted the discourse of WPS and could be used as a guide to develop a specific regional policy on WPS. Accordingly, such a policy can develop its own action points and appropriate indicators for future implementation references.
- **Third, regional institutional infrastructures continue to evolve — from being recipients of national programs to active agents of their own initiatives.** In the last two years, the political opportunity to develop a more ‘horizontal’ approach to localization has been present. RCBW, despite taking on a more involved and active engagement on LNAP in 2013, continue to

mature as the primary regional agency that shepherded the LNAP in various spaces and levels. The ARMM-RSC LNAP is envisioned to systematize LNAP initiatives, as led by RCBW and other agencies that were part of the RSCGAD. Harmonization of initiatives is key to the success of this new institution — particularly, in light of standardizing institutional entities (LNAP FP instead of GAD FP) that connect the regional with the provincial.

- **Fourth, provincial institutional infrastructures also exist that implemented the LNAP. The three provinces that were the focus of the study — namely, Maguindanao, Basilan, and Tawi-Tawi — each had their own unique features as regards the progressive development of localization efforts.** For instance, in the case of Maguindanao, the full support of their provincial executive who has taken women’s issues as priority concerns of his administration — an apparent indicator of this is the size and space of the MWGPAC. Furthermore, Maguindanao in the recent years embarked on the conscious and systematic integration of the LNAP not just at the provincial level but also at the local level; its horizontal engagement and collaboration with frontline agencies have likewise been quite progressive. On the other hand, as regards Basilan, the conception of the BWPC drew heavily from the insights and experiences of women. This is an important indicator in connection with the notion of ‘women empowering other women.’ Finally, Tawi-Tawi, for its part, has been noteworthy for understanding and being consistent with prioritizing the issues on women deportees and trafficking. Because of the wide consciousness of relevant actors on these issues, the involvement of various government institutions and NGOs to respond to these concerns as well as collaborate with each other have been taking place. Each of these provinces has their own unique features in connection with LNAP: supportive and enabling leadership (Maguindanao), participatory process and inclusion of women’s perspective (Basilan), and inter-actor collaboration and LNAP FP coordination (Tawi-Tawi).
- **Fifth, awareness on GAD that can be utilized to deepen understanding specific to the context of armed conflict and peacebuilding in order to shift the institutional discourse from GAD-LNAP to regional/provincial WPS.** On this note, it is important to point out that GAD and LNAP are distinct but related discourses. Mainstreaming LNAP to GAD should be framed from the vantage point of institutional resource mobilization mechanisms. Discursively, however, the LNAP draws from WPS and must be understood beyond the GAD. Such a discursive shift is vital in order to reorient institutional actors from ‘localizing’ a national program to that of ‘internalizing’ a regional or provincial WPS. Accordingly, the discourse and practice should evolve from LNAP to WPS.
- **Sixth, establishment of Provincial WPCs in all five provinces of the ARMM targeted to become fully operational in 2016 was indeed a pioneering effort.** Although coming from the national in the form of funding support and technical assistance and will continue to be linked to the national government in terms of monitoring and evaluation, these WPCs must also eventually develop on their own terms as they respond to the changing needs of women in the midst of various conflict contexts. Additionally, the purpose for its establishment and operation must always be clear and sustained regardless of changes in the national, regional and provincial administrations.



- **Seventh, the need to institutionally enhance cooperation between and among institutions at various levels is an imperative.** Integral to institutional linkage is the active involvement of the security sector, particularly, in light of protecting women in conflict situations. The security sector in the ARMM, is the perfect institutional actor where levels intersect in terms of policy and ground interventions. From the national, the PNP and AFP and their various services must be able to cascade implementation to their respective units and personnel on the ground. From the regional, provincial, and local levels, they should be made to actively participate in existing institutional infrastructures that implement WPS initiatives in the region. More importantly, WPS capacity development should be undertaken if only to highlight more client-focused initiatives at the grassroots level. This is particularly important because the security sector actors in the region are involved in humanitarian crisis situations brought about by conflict.
- **And eight, considerations for evidence-informed data through monitoring and evaluation/impact assessment.** First, having evidence-informed data would direct initiatives to issues that have not been prioritized in the past years of implementing the LNAP such as that of internal displacement. For although internal displacement has been the most indicative consequence of various conflicts in the ARMM (particularly, those that involved ‘horizontal’ conflicts), there has yet to be a specific articulation of the issue in the LNAP. Second, evidence-informed data can likewise fill in the gap of women who have yet to be included in the process. This would involve the inclusion of more grassroots women from conflict-affected/prone areas as well as grassroots women NGOs that have likewise been contributing to the articulation of WPS on the ground. The inclusion of these women would not only concretize a ‘bottom-up’ strategy but would also bring about the substantive manifestation of women’s empowerment.

These points, culled from the narrative of WPS initiatives in the ARMM are meant to suggest the construction of a road map for the region’s way forward.

## CHARTING THE WAY FORWARD

The Philippine NAP WPS for 2010-2016 is drawing to a close. The third generation of the NAP may be undertaken by the next administration should it not decide to continue what has been done by the current administration. CSOs, such as WE Act 1325, is preparing for that possibility, as well as on the possibility of improving implementation of the current NAP should the next administration extends its time frame. The ARMM may likewise do the same — the possibility of drafting their own RAP from a new cycle of provincial action plans on WPS may be considered. In place of listing down recommendations. This section is an attempt to envision this possibility through the output that was generated from the workshop session of the research presentation and validation held by WE Act 1325.

On 18 January 2016, KII respondents from various institutions visited and/or their respective representatives were convened in a day and a half activity aimed at presenting and validating the results of the research and participate in the crafting of



WPS action plans.<sup>211</sup> As regards the former, preliminary research observations were validated and additional inputs from the respondents were noted. On the other hand, in light of the former, respondents discussed and drew up their respective responses as regards WPS action points they can take on in relation to future implementation.

The workshop activity revolved around participants' responses to this point of inquiry: *that based on the preliminary research observations and their own practices/processes/strengths, what are the WPS action points and indicators — in light of prevention and protection, empowerment and participation, promotion and mainstreaming, and monitoring and evaluation — that they can identify.* The respondents were divided into three clusters: (1) regional cluster composed of mostly members of the RSCGAD such as RCBW, DILG-ARMM, DSWD-ARMM, and RPDO and RHRC; (2) provincial cluster consisting of respondents from the Provincial Governments of Basilan, Maguindanao, and Tawi-Tawi as well as the RCBW Commissioners from Basilan, Lanao del Sur, and Tawi-Tawi; and (3) security sector cluster comprised of PRO-ARMM, TTPPO, PAF, 6ID, and Western Mindanao Command.<sup>212</sup>

The responses from each of these clusters were all activity-based. For the WPS pillar on protection and prevention, main activities consisted of awareness-raising on conflict-related issues such as trafficking as well as on existing policies and instruments such as the ARMM GAD Code and its IRR and WPC MoPs. As regards to the empowerment and participation pillar, identified activities were capacity development, linkaging, and establishment of other support institutional entities such as women's council at the local level. For promotion and mainstreaming, activities listed focused on further institutionalization of the WPS through policies, mechanisms, and programmatic interventions at various levels while monitoring and evaluation was specific to the development of the tool itself. Other items that emerged were regarding coordination and baseline documentation — the former indicating the need for strengthened coordination between the national (OPAPP) and regional (RCBW) as regards PAMANA, between regional institutions (RCBW and RSCGAD) specific to women's livelihood programs, between national, regional, and provincial institutions on the matter of trafficking data, and within the WPC in light of the Center's operations; the latter, on the other hand, articulated the need for baseline data on specific WPS issues and concerns and livelihood for women, including those that were not affected by conflict.

Taking off from the workshop output, the emergent themes are the following:

- Protection and Prevention
  - > Integration of gender and conflict analyses in the conception of appropriate policies and programmatic interventions at various levels.
  - > Awareness of local communities and relevant regional and local government agencies have on conflict-related women's issues (such as trafficking, IDPs, etc).
  - > Strengthening of existing institutional infrastructures and mechanisms at the regional and local levels identified to advance WPS.
- Empowerment and Participation
  - > Creation of internal institutional mechanisms that explicitly address women's human rights in conflict/post-conflict situations.
  - > Crafting of appropriate and explicit programmatic interventions to address women's issues such as transitional justice.
  - > Build a community of women leaders who are aware and committed to WPS, it related to the economic, political, social, and cultural rights of women.
  - > Commitment of institutional actors to advance WPS through policy formulation and implementation of programmatic interventions.

211 This activity was held at Marcian Business Hotel, Zamboanga City from 18 to 19 January 2016.

212 Workshop output of each of the clusters are found in the Annex section of the study.



Picture 21. Women, Peace and Security in the Autonomous Region in Muslim Mindanao: WE Act 1325 Research Presentation and Validation. Marican Business Hotel, Zamboanga City, 18 January 2016.

- Promotion and Mainstreaming
  - > Systematic and comprehensive integration of WPS in GPBs of relevant institutional actors at various levels.
  - > Duty-bearers at the regional and local levels have more substantive understanding of WPS.
  - > Harmonization of inter-agency initiatives with regard to the implementation of WPS.
- Monitoring and Evaluation
  - > Creation of regional and local database on WPS-related/specific issues (such as trafficking, IDPs, etc.)
  - > Capacitation of duty-bearers on WPS data collection and analysis.
  - > Policies and programmatic interventions responding to WPS-related/specific issues are informed by evidence.

These thematic areas may be considered to frame the discourse of WPS in the ARMM. There is a political opportunity to craft their own WPS regional plan of action based on the inputs from various relevant institutional actors and entities. This shall be an evolutionary process. What is significant is the possibility of ‘horizontal’ and/or ‘bottom-up’ approach to crafting the regional WPS agenda — that which will feed into the next generation of the Philippine NAP WPS and not the other way around. Such direction is a concrete articulation of the spirit of WPS, the agency of women themselves.

## About the Research Consultant/Author

**Dr. Ma. Lourdes Veneracion-Rallonza** is an Assistant Professor at the Department of Political Science at the Ateneo de Manila University. She holds a Doctorate Degree in Political Science and an MA in International Studies from the University of the Philippines. Some of her recent publications are:

- Veneracion-Rallonza, Ma. Lourdes. 2015. “”The Women’s Caucus for Gender Justice in the International Criminal Court,” *Transnational Agency and Migration: Actors, Movements and Social Support* by Stefan Krongeter and Wendy Smith (eds.) Routledge Research in Transnationalism Series, United Kingdom.
- Veneracion-Rallonza, Ma. Lourdes. 2015. “Women and Armed Conflict in the Philippines: Narrative Portraits of Women on the Ground.” *Philippine Political Science Journal*. Routledge and Taylor and Francis.
- Veneracion-Rallonza, Ma. Lourdes. 2014. “Women’s Naked Body Protests and the Performance of Resistance: Femen and Meira Paibi Protests Against Rape.” *Philippine Political Science Journal*, Routledge and Taylor and Francis.
- Veneracion-Rallonza, Ma. Lourdes. 2013. “Grounding the International Norm on Women, Peace and Security: The Role of Domestic Norm Entrepreneurs and the Challenges Ahead.” *Femina Politica*, Germany.
- Veneracion-Rallonza, Ma. Lourdes, 2011. “Symbolic Politics in Transnational Spaces: The Normative Impact of the Women’s International Tribunal on Japan’s Military Sexual Slavery”, *Gender Equality in Asia: Policies and Participation* by Miyoko Tsujimura and Jackie Steele (eds.), Tohoku University Press, Japan.

Dr. Veneracion-Rallonza has served as Consultant for the Office of the Presidential Adviser on the Peace Process (OPAPP) on the implementation of the Philippine National Action Plan on Women, Peace and Security as well as for the Department of Foreign Affairs (DFA) on the national consultation on protection mechanisms for women’s human rights; she also served as Lead Consultant to UN Women-Asia Pacific in a project to develop a strategy paper for the ASEAN Intergovernmental Commission on Human Rights (AICHR) on the protection of women’s human rights in Southeast Asia.

Early in 2015, she received an Australia Awards Fellowship for research and assisted in the conduct of a training program on the prevention of mass atrocity crimes and women, peace and security at the University of Queensland. Dr. Veneracion-Rallonza also served as the Senior Gender Adviser of the Transitional Justice and Reconciliation Commission (TJRC) and is currently Philippine Coordinator and International Board Member of the Asia-Pacific Centre on the Responsibility to Protect and Board Member of Sulong CARHRIHL.

# Annexes

## Annex 1: RSCGAD Workshop Group

### Civil Society Assessment Research on WPS Initiatives in the ARMM

17-18 January 2016

Marcian Business Hotel, Zamboanga City

Workshop Group: **Regional Sub-Committee on Gender and Development (RSCGAD)**

Workshop Participants: **RHRC, RPDO, RCBW, DSWD-ARMM, DILG-ARMM**

Workshop Activity: Based on the preliminary research observations and your own practices/processes/strengths, identify and discuss WPS Action Points and Indicators in light of prevention and protection, empowerment and participation, promotion and mainstreaming, and monitoring and evaluation.

Workshop Output:

#### 1. PROTECTION AND PREVENTION

Activity	Expected Outcome	Target Date	Lead Agency	Support Agency
Gender Community Sessions	Gender and conflict sensitive communities	January-December	RHRC	UNDP
Community Advocacy Against Trafficking in Maguindanao / ARMM HELPS areas	Increased awareness on RA 9208 as amended by RA 10364	Jan-Feb	OES/RPDO	DILG, PCAT-Mag, DOLE & OWWA
Organization of the ACAT Air-Based and Sea-Based Task Force	Organized Air-Based Task Force at Awang and Bongao Airport ; and Sea-Based Task Force in Bongao, Tawi-Tawi	Jan-June	OES/RPDO/ National IACAT	DILG, PCAT-Mag and Tawi-Tawi, DSWD and PNP
Capacity Building for the ACAT Air-Based and Sea-Based Task Force	Task Force members are capacitated and able to enforce RA 9208 as amended by RA 10364	Feb-March	OES/RPDO/ National IACAT	DILG, PCAT-Mag and Tawi-Tawi, DSWD and PNP
Signing of MOA Between National IACAT and ACAT on the organization of the Air-Based and Sea-Based Task Force	Signed MOA and Generated commitments of the law enforcing authority	1st Quarter	OES/RPDO	National IACAT

## 2. EMPOWERMENT AND PARTICIPATION

Activity	Expected Outcome	Target Date	Lead Agency	Support Agency
1st ARMM Women Summit	Commitment of the RLAs generated	Feb. 2016	RCBW	WE Act, OPAPP, DILG
Institutionalizing internal mechanisms within RHRC	Generated women's perspectives on transitional justice and human rights violations	January-December 2016	RHRC	RCBW
Human Rights Education and Participatory Action Research	Informed communities	January-December 2016	RHRC	RCBW

## 3. PROMOTION AND MAINSTREAMING

Activity	Expected Outcome	Target Date	Lead Agency	Support Agency
Communication Plan Strategy	Developed CommPlan	Mid-Feb. 2016	RCBW	OPAPP
Deepen Orientation on WPS with the Regional Stakeholders and Regional Line Agencies	Increased awareness on WPS and generated commitment to mainstream WPS at the regional level	March 2016	RCBW	RPDO, WE Act
1st ARMM Women Summit	Commitment of the RLAs generated	Feb. 2016	RCBW	WE Act
Policy Issuance on the regional WPS mechanism and infrastructure	Issuance and dissemination of policy to line agencies, LCEs	January-March 2016	RPDO DSWD	RCBW
Roll-out of LNAP to clustered provinces and ARMM-HELPS barangays	Info dissemination on LNAP through the MLGOOs	March, July-December 2016	DILG	RCBW
Gender Community Sessions	Gender and conflict sensitive communities	January-December 2016	RHRC	UNDP
Mainstreaming of WPS in the forthcoming Formulation of the ARMM Regional Development and Investment Plan, 2016-2022	Mainstreamed WPS in ARMM RDP	June-Dec 2016	RPDO	RCBW

## 4. MONITORING AND EVALUATION

Activity	Expected Outcome	Target Date	Lead Agency	Support Agency
Orientation on the OPAPP NAP M&E Tool / Database	Increase awareness on the NAP M&E Tool / Database	Feb-March 2016	RCBW	OPAPP
Preliminary coordination with RPDO on the Open Data of the World Bank	Commitment Generated to support the M&E on WPS	Feb. 2016	RCBW	RPDO

**Annex 2: Workshop Output – PLGU**

**Civil Society Assessment Research on WPS Initiatives in the ARMM**

**17-18 January 2016**

**Marcian Business Hotel, Zamboanga City**

Workshop Group: **Provincial Local Government Units (PLGU)**

Workshop Participants: **Provincial Government of Tawi-Tawi, RCBW Tawi-Tawi, Provincial Government of Basilan, RCBW Basilan, RCBW Lanao del Sur, Provincial Government of Maguindanao**

Workshop Activity: Based on the preliminary research observations and your own practices/processes/strengths, identify and discuss WPS Action Points and Indicators in light of prevention and protection, empowerment and participation, promotion and mainstreaming, and monitoring and evaluation.

Workshop Output:

**A. PROTECTION AND PREVENTION**

<b>PLGU</b>	<b>Activity</b>	<b>Time frame</b>	<b>Resource Needed</b>	<b>Responsible Agency</b>
<b>Maguindanao</b>	Mobilizing Speaker's Bureau	Feb – June 2016	Logistics	GAD Unit
	Creation of Task Force	Feb – June 2016	Logistics	PGO
	Strengthening of TIP-VAWC Hotline	Feb – June 2016	Logistics	GAD unit
	Popularization of MOP	July – Dec 2016	Logistics	GAD Unit
	Develop case management protocol for Maguindanao		Logistics	PPDO/PGO/DILG
<b>Lanao del Sur</b>	Presentation of Draft MOP to the LCE/SP Chair for Women, PPDC, Prov'l treasurer, Prov'l accountant and administrator	Feb 2016 (Half Day)	Logistics	RCBW
	Issued executive order by LCE adapting and implementing the MOP	March 2016-02-21	EO	PGO
	Issuance of SP resolution making PWC functional and operational	March 2016	SP Reso.	SP
<b>Basilan</b>	Crafting of Basilan GAD code IRR	Feb – June 2016	Logistics	SP
	Social making of the Basilan Women Peace center	Feb – June 2016	Logistics	PGO/PPDO
	Popularization of the WPC manual of operations	Feb – June 2016	Logistics	PGO/PPDO
<b>Tawi-Tawi</b>	Strengthening of NAP Activities	June 2016	Logistics	PLGU



## B. EMPOWERMENT AND PARTICIPATION

PLGU	ACTIVITY	TIMEFRAME	RESOURCE NEEDED	RESPONSIBLE AGENCY
MAGUINDANAO	Celebration of Women's Month – Bangsamoro Day	March 2016	Logistics	PGO/GAD Unit
	Launching of Galing GAD award	March 2016	Logistics	PGO/DILG/PPDO PPDO/GAD unit
	Orientation of MHO and Prosecutors on TIP, IL & IM	Feb – June 2016	Logistics	
LANAO DEL SUR	Conduct livelihood trainings: soap making, dressmaking, food processing	March – June 2016	Logistics	TESDA, DTI, PLGU
	Conduct training on Magna Carta on Women	Feb 2016	Logistics	RCBW, RHRC
	Linkaging with DTI, DSWD, DILG, and other service providers regarding GAD and LNAP programs	Feb – June 2016	Communication	RCBW
	Women leaders' participation in governance training	Feb – April 2016	Logistics	RCBW, RPDO, DILG, PLGU
BASILAN	Popularization of UNSCR 1325, NAP, LNAP to the following: a) PG Department heads; b) Team Basilan; c) MLGUs	Feb – June 2016	Logistics	PGO
	Celebration of: <ul style="list-style-type: none"> <li>Hijab Day Celebration</li> <li>Women's month</li> <li>Bangsamoro Day</li> </ul>	Feb – June 2016	Logistics	PGO
TAWI-TAWI	Creation of provincial women council Orientation/Training workshop of staff for the WPC	3rd week of Feb 2016	EO Logistics	PGO RCBW, OPAPP, PLGU, & all agencies concerned
	Women's month kick-off activity (hanging of tarpaulin, etc.)	March 1, 2016-02-21	Logistics	Rep. office, PLAs, CSOs, Academe, MLGUs
	Commemoration of JABIDA Massacre	March 18	Logistics	CSOs
	Bangsamoro Day	March 18	Logistics	PLA, CSOs, Academe, MLGUs
	Symposium – rights of Women in Islam	March – June 2016	Logistics	RCBW, Nooru-Salam MLGU
	Livelihood trainings	Feb – March 2016	Logistics	

### C. PROMOTION AND MAINSTREAMING

PLGU	ACTIVITY	TIMEFRAME	RESOURCE NEEDED	RESPONSIBLE AGENCY
MAGUINDANAO	Conduct of GPB Workshop	Feb – June 2016	Logistics	PPDO/GAD Unit
	CP of GFPOs on JMC 01-2013 and JMC 2014-01	Feb – June 2016	Logistics	PPDO/GAD unit/ DILG
	Strategic Planning on PNAP	July – Dec 2016	Logistics	PPDO/GAD unit/ DILG
	Institutionalization of PGADCO	July – Dec 2016	SP	PGO
LANAO DEL SUR	GAD-LNAP Updates, orientation with all the stakeholders	Feb 2016	Logistics	RCBW, PLGU
	GAD Planning and budgeting workshops	Feb 2016	Logistics	RCBW, RPDO, DILG, PLGU
BASILAN	Institutionalization of 10m, the provincial GAD Coordinating offices	Feb – June 2016	SP	PGo
	SP Ordinance for allocation of funds	Feb – June 2016		SP
TAWI-TAWI	IEC on LNAP	3rd week of Feb – June	Logistics	PLGU
	Identification of MNAP	3rd week of Feb – June		PLGU
	Institutionalize inter-agency cooperation and partnership (MDA)	3rd week of Feb – June		MLGU, DSWD, PNP, IPHO, DPWH, Child Protection Network Foundation, DepEd, and Red Cross
	Streamlining of NAP to the budget	3rd week of Feb – June		PLGU

### D. MONITORING AND EVALUATION

PLGU	ACTIVITY	TIMEFRAME	RESOURCE NEEDED	RESPONSIBLE AGENCY
MAGUINDANAO	Conduct of M&E	July – Dec 2016	Logistics	GFPs
	Operationalization of NRRD	July – Dec 2016	Logistics	GAD unit
LANAO DEL SUR	Matching the M&E tools with OPAPP	As OPAPP submit their M&E tools		RCBW, LDS GAD focal
	Formation of M&E team	After the first activity	EO	Office of the Governor
	SP resolution approving the M&E guidelines and schedule activities	After finalizing the M&E tools	SP res.	SP
	Conduct of actual M&E in the province of Lanao del Sur and Marawi City	December 2016		M&E Team

**Annex 3: Workshop Group – Security Sector**

**Civil Society Assessment Research on WPS Initiatives in the ARMM**

**17-18 January 2016**

**Marcian Business Hotel, Zamboanga City**

Workshop Group: **Security Sector group**

Workshop Participants: **PRO-ARMM, WESTMINCOM, 6ID, PAF**

Workshop Activity: Based on the preliminary research observations and your own practices/processes/strengths, identify and discuss WPS Action Points and Indicators in light of prevention and protection, empowerment and participation, promotion and mainstreaming, and monitoring and evaluation.

Workshop Output:

<b>Time Frame</b>	<b>Protection and Prevention</b>	<b>Empowerment and Participation</b>	<b>Promotion and Mainstreaming</b>	<b>Monitoring and Evaluation</b>
<b>1st Semester (Regional Head quarter personnel)</b>	Forecast/Identify Possible armed conflict (making use of Intel or R2)	Tap/engage other units (WCPD, Women Children protection desk, PPSC Provincial Public Safely Companies,R7 Investigative and detective unit) to address the conflict/crisis	Educate and training of R5 or PCR personnel.  Re-echoing/cascading (MPS)	Evaluation by R3 (regional operation and plans division)  Designate supervisor to LGU's thru COP's (Chief of Police)
<b>2nd semester (PCR personnel) MPS (Municipal Police Station)</b>	Forecast/Identify Possible armed conflict (making use of Intel or R2)	Tap/engage other unit (WCPD,Women Children protection desk, PPSC Provincial Public Safely Companies,R7 Investigative and detective unit) to address the conflict/crisis	Educate and training of R5 or PCR personnel.  Re-echoing/cascading (MPS)	Evaluation by R3 (regional operation and plans division)  Designate supervisor to LGU's thru COP's (Chief of Police)

PROVINCIAL LEVEL				
6 months	<p>Ensure protection of women and children victims of human trafficking, domestic violence and deportees in Tawi-tawi.</p> <p>Action Points: Security and Safety needed</p> <p>Indicators: -Documentation and reporting of TIP victims, deportees, and domestic victim</p> <p>Profiling of potential TIP victim present in the area</p> <p>Documentation of deportees from Sabah Malaysia</p> <p>Proper handling and appropriate intervention by WCPD's personnel and other relevant actors of domestic violence</p>	<p>Training and seminars of WCPD's officers for enhancement of skills in handling cases in connection with GBV cases</p> <p>Training of PNP TTPPO personnels on NAP and other international and national framework (CEDAW,UNSCR, InterMagna Carta of Women)</p>		<p>Evaluation by the Regional WCPD's to Provincial Level on the trainings of the WCPD's officers.</p> <p>Validation of the reports from the different agencies regarding on the present of TIP.</p> <p>Strengthen the existing monitoring mechanism of deportees in Tawi-Tawi.</p>
	<p>Establishment of inter-agency anti-trafficking task group in Tawi-tawi provincial level</p> <p>Indicator: MOA signed between agencies involved.</p>			<p>Continuing coordination to the agencies/actors involved in the task force</p>
	<p>Additional temporary shelter in Bongao Tawi-tawi to cater GBB victims,TIP, deportees.</p>			<p>Follow up the request of the temporary shelter</p>
	<p>Strengthen the linkage of LEA (Law enforcement agencies) to the DOJ in the investigation/filing of cases</p>			
	<p>Institutionalized the One Stop Shop Mechanism to the deportees</p>			<p>Coordination meeting with the LGU's and other service provider.</p>

<b>MAGUINDANAO/Lanao del Sur</b>				
1st quarter of 2016 (February)		(Organizational- focused)		
2nd Quarter 2016 (April)		NAPWPS consciousness-raising on Division level		
		NAPWPS consciousness-raising on Brigade and Battalion Level (GAD and CMO Officers and NCOs)		
In times of Peace			NAPWPS advocacy to women sector in partnership with other concerned stakeholders through Battalion at Barangay level	
			Capability Building on Disaster Response (natural and man-made disasters) with MDRRMC	
In times of conflict			Stress-debriefing to IDPs in Partnership with DSWD	
			Assist LGUs and LGAs in extension on basic services (i.e MEDCAP, Feeding Program etc.)	
2nd Quarter to 4th Quarter 2016				Periodic Submission of NAP Accomplishment Report of Brigades and Battalions









**Building Autonomous and Stable Institutions and Communities Through Socially Cohesive, Transparent, Accountable and Responsive Transition in the Bangsamoro (BASIC START in the Bangsamoro), implemented by WE Act 1325 and administered by Oxfam, is an Australian Aid project, funded by the Australian Government.**