



At Odds with the Tide: Gender Mainstreaming in a Quasi-Military Maritime Higher Education Institution

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Abstract

Gender equality is considered as a critical element in advancing social justice and human rights in order to effect social and institutional change that leads to sustainable development with equity and growth (ILO, 2019). In the case of the Philippine Merchant Marine Academy in terms of the implementation of GAD, the Academy is still struggling as it is operating in a male dominated industry. Using the Gender Mainstreaming Management Framework, the level of Gender Mainstreaming in the Academy was analyzed in the paper, in addition, key informant interviews were conducted in order to validate the results of the GMEF. It was found out the Gender Mainstreaming Level of the Academy is at Level 2. A number of challenges is faced by the Academy that needs immediate measures in order to ensure that it will be strong in its commitment in creating an environment where gender equality is evident.

Keywords: GAD, Gender Mainstreaming, GMEF

Introduction

Gender, as defined by the World Health Organization (2018) pertains to the “socially constructed characteristics of women and men – such as norms, roles and relationships of and between groups of women and men”. It can be changed and varies between societies.

It plays a huge role in shaping the lives of people in a society. For instance, according to Riley (1997, as cited in Vega, Prieto, & Carreon, 2009), the processes which pertain to population - where people live, how they bear and rear children, and how they die – are influenced by gender.

Gender equality is considered as a critical element in advancing social justice and human rights in order to effect social and institutional change that leads to sustainable development with equity and growth (ILO, 2019).

On December 1979, the United Nations General Assembly adopted the Convention on the Elimination of All Forms of Discrimination against Women, which is a culmination of years of work done by the UN Commission on the Status of Women which monitors the situation of women and promotes women's rights. The Convention openly recognizes that "extensive discrimination against women continues to exist", and highlights that such discrimination "violates the principles of equality of rights and respect for human dignity" (UN CEDAW Preamble). Discrimination was defined as “any distinction, exclusion or restriction made on the basis of sex...in the political, economic, social, cultural, civil or any other field” (Article 1). To ensure the full development and advancement of women, the Convention requires all state parties to take all appropriate measures including legislation so that women are guaranteed the “exercise and enjoyment of human rights and fundamental freedoms on a basis of equality with men” (Article 3). These rights include: right to vote, hold public office and



participate in civil society (Article 7); right to participate and represent their governments at the international level (Article 8); right to acquire, change or retain their nationality (Article 9); right to education, including equal access to schools, vocational training, curricula and educational resources (Article 10); right to employment, promotion, training, equal remuneration, social security and safe working conditions (Article 11); right to access to health care services, including reproductive health services (Article 12); right to family benefits, bank loans and other forms of financial credit (Article 13); right to participate in and benefit from health care, education, social security, development planning etc. in rural areas (Article 14); right to enter contracts, own property and choose their place of residence (Article 15); and rights in relation to marriage and as parents, as well as in respect of other aspects of family life (Article 16).

Fourteen (14) years after the ratification of CEDAW in 1981, an unparalleled 17,000 participants and 30,000 activists flooded Beijing for the start of the Fourth World Conference on Women in September 1995. These participants and activists all have a sole purpose: gender equality and women empowerment.

The abovementioned conference, before its closing, produced the Beijing Declaration and Platform for Action which is acknowledged as the “most comprehensive global policy framework and blueprint for action, and is a current source of guidance and inspiration to realize gender equality and the human rights of women and girls, everywhere” (UN Women, 2014).

The Platform for Action covers twelve (12) critical areas of concern for the advancement of the status of women and girls (UP University Center for Women’s Studies, 2015):

1. Women and the Environment
2. Women in Power and Decision-making
3. The Girl Child
4. Women and the Economy
5. Women and Poverty
6. Violence against women
7. Education and training of women
8. Institutional mechanisms for the advancement of women
9. Women and health
10. Women and the media
11. Women and armed conflict

However, to date, gender inequality still persists. Thus, there is a need to transform the economic, political, and social structures, institutions, and norms in order to achieve the goals stated therein. These systemic changes require:



- Governments to demonstrate strong determined leadership and commitment to advance women's rights;
- Reaching the most marginalized women and girls by tackling stark and rising inequalities and multiple forms of discrimination;
- Strengthening accountability for gender equality and supporting national gender equality mechanisms and women's movements to exert greater influence in policy decisions;
- Greater contributions of men as gender equality advocates; and
- Exponentially increasing investments in gender equality and women's rights (UN Women, 2014).

Implementation of programs, projects and activities that will contribute to the achievement of women's empowerment and gender equality is required from the Philippines as one of the State parties to the United Nations (UN) Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), which it signed and ratified on July 15, 1980 and August 5, 1981, respectively.

Accordingly, the Beijing Platform for Action (BFPA) was adopted during the Fourth UN World Conference on Women held in Beijing in September 1995. The adoption of the BFPA signify that gender mainstreaming must be displayed and institutionalized in all policies and programs at all levels (Licuanan, 2015 cited in Valencia, 2017).

The Philippine government also recognizes gender equality and supports gender mainstreaming as shown in its enactment of the Magna Carta of Women (MCW) or Republic Act No. 9710 in September 2009. The MCW espouses the provisions of CEDAW, specifically in "defining gender discrimination, state obligations, substantive equality, and temporary measures" (CHED Memorandum Order No. 01 s-2015).

In March 2010, the MCW Implementing Rules and Regulations (IRR) was approved wherein the Commission on Higher Education (CHED), together with the Department of Education and the Technical Education and Skills Development Authority, were identified as the agencies mandated to: 1) develop and promote gender-sensitive curriculum; 2) develop gender-fair instructional materials; 3) ensure that educational institutions implement a capacity building program on gender, peace and human rights education for their officials, faculty and non-teaching staff and personnel; 4) promote partnerships between and among players of the education sector, including the private sector, churches, and faith groups in the pursuit of the objectives of this section; 5) encourage advertising industry and other similar institutions to provide free use of space and installation of displays for schools, colleges and universities for campaigns to end discrimination and violence against women; and 6) guarantee that educational institutions provide scholarship programs for marginalized women and girls. Conditions such as age, pregnancy, motherhood, disabilities, or lack of consent of husband shall not be grounds for disqualification in the grant of scholarships (MCW IRR Rule IV, Section 16).

CHED issued Memorandum Order No. 01 series 2015 which established the policies and guidelines on gender and development in the Commission and Higher Education Institutions (HEIs). CHED recognizes that gender mainstreaming in higher education is important "not only to individual but also national development, higher education being the central site for facilitating the skills,



knowledge and expertise important to economic and social development” (CHED Memo Order No. 01 s-2015 Part I). The guidelines also seek to initiate and institutionalize gender equality and gender responsiveness and sensitivity in the several facets of Philippine higher education.

As an HEI, the Philippine Merchant Marine Academy must adhere to the abovementioned guidelines. The PMMA is the pioneer institution in maritime education. For 201 years, it has produced many master mariners, chief engineers, shipping executives, naval and coast guard officers, excellent educators and trainers now serving in maritime-related industries/institutions in our country and abroad. No maritime education institution in the country can claim 100% employability of its graduates except PMMA.

The Academy is the only state-run maritime higher education institution with support from shipping and manning partners. Originally known as Escuela Nautica de Manila by virtue of a Spanish Royal Decree issued on January 1, 1820, it was renamed to Philippine Nautical School during the American occupation, and finally, to Philippine Merchant Marine Academy through Republic Act No. 3680. It offers two (2) Baccalaureate degrees: Bachelor in Marine Transportation and Bachelor in Marine Engineering which are located in San Narciso, Zambales; and also two (2) post-graduate studies: Master in Shipping Management and Master in Maritime Education and Training housed in Intramuros, Manila.

Although the PMMA has already initiated efforts to institutionalize gender mainstreaming as a strategy through enactment of implementing rules on the GAD guidelines, it is still struggling since the maritime sector including maritime education and training is seen as a male dominion. The entrance of midshipwomen in PMMA was brought about by the implementation of a Board Resolution in 1993. The 1997 Batch of graduates gave way to the first batch of graduates with two cadettes on its line of merchant marine officers. This is largely connected in the perceived shortages of officers in the world fleet, thus, since the late 1990s there has been a growing interest in training and recruiting women seafarers (Magramo & Eler, 2012). The successful implementation welcomes the opportunity for midshipwoman to slowly penetrate the maritime education and training of the Academy, and despite of the quasi-military approach life in the academy, midshipwoman in their own unique way shows significant performance and manifests virtuous characteristic of a true merchant marine” (Paraggua, et.al., 2015).

For the past years (2016-2020), the annual GAD expenditure of the Academy does not reach the mandatory 5% of total budget of the organization for GAD expenditure. The highest percentage of GAD expenditure was in 2019 with 4.45% while the lowest was in 2020 with a mere 0.59%.

Thus, this study was conceptualized in order to assess the level of gender mainstreaming in the Academy using the Enhanced Gender Mainstreaming Evaluation Framework with the following entry points: policy, people, enabling mechanisms, and programs, projects and activities (PPAs).

Integrated Related Literature and Studies

The Philippines is considered as a vibrant player in the international women’s arena as anchored on a very lively local women’s movement. Untiring advocacy by women’s groups has resulted in many legal and policy gains in the country.



For instance, the 1987 Constitution asserted that "The State recognizes the role of women in nation-building and shall ensure the fundamental equality before the law of women and men" (Article II Section 14) and that "The state shall protect working women by providing safe and healthful working conditions taking into account their maternal functions, and such facilities and opportunities that will enhance their welfare and enable them to realize their full potential in the service of the nation" (Article XIII Section 14).

In addition, the Magna Carta of Women enacted in 2009 is a national translation of the CEDAW. It also resulted in the strengthening of the Philippine Commission on Women (PCW) including its mandate to monitor and institutionalize gender mainstreaming in local and national levels, as well as facilitating access to the Gender and Development (GAD) budget (UP University Center for Women's Studies, 2015)

According to the Global Gender Gap Report of the World Economic Forum, the Philippines has a good run-in closing gender gap from 2016 to 2021 although it's ranking significantly dropped from 8th place in 2018 to 16th place in 2020 then to 17th place in 2021. The country also boasts as the "sole Asian country that made it to the top 20 tier" and still remains the top performing country in Asia.

Table 1

Global Gender Gap Index – Philippines (2016 – 2021)

Key Indicators	2016		2017		2018		2020		2021	
	Score	Rank	Score	Rank	Score	Rank	Score	Rank	Score	Rank
Economic Participation and Opportunity	0.780	21 st	0.764	25 th	0.801	14 th	0.792	14 th	0.795	18 th
Educational Attainment	1.000	1 st	1.000	1 st	1.000	1 st	0.999	37 th	0.999	39 th
Health & Survival	0.980	1 st	0.979	36 th	0.979	42 nd	0.979	41 st	0.979	34 th
Political Empowerment	0.386	17 th	0.416	13 th	0.416	13 th	0.353	29 th	0.362	33 rd
OVER-ALL	0.786	7th	0.790	10th	0.799	8th	0.781	16th	0.784	17th

Source: Global Gender Gap Report 2016 – 2021, World Economic Forum

The Global Gender Gap Index measures the relative gaps between women and men across health, education, economy and politics with scores between 0-1 wherein a score of 1 indicates gender parity between women and men while a score of 0 implies full gender disparity (World Economic Forum, 2021). Specifically, it has the following sub-indexes and ratios:

1. economic participation and opportunity and ratio of female labor force participation over male value, wage equality between women and men for similar work, female estimated earned income over male value, female legislators, senior officials and managers over male value, and female professional and technical workers over male value;



2. educational attainment and ratio of female literacy over male value, female net primary enrollment rate over male value, female net secondary enrollment rate over male value, and female gross tertiary enrollment over male value;
3. health and survival and ratio of sex ratio at birth and female life expectancy over male value; and,
4. political empowerment and ratio of females with seats in parliament over male value, females of ministerial level over male value, and number of years with a female head of state (last 50 years) over male value.

From Table 1, it can be noted that for the year 2021, the country has almost closed the gaps in Educational Attainment and Health and Survival. Further, it has closed at least 79.5% of the gap in terms of economic participation and opportunity. According to the 2021 report, this can be attributed to “the fact that the Philippines is one of the few countries that has closed at the same time its gender gap in senior roles, and in professional and technical roles”.

Nonetheless, it is still lagging on the political empowerment indicator which measures the gap between men and women at the highest level of political decision-making with only 36.2% gender parity. This is in consonance to the study conducted by David, Albert, and Vizmanos (2017) which showed that women’s share of positions in the Philippine Congress is only at 27%. On the other hand, in 2013, only 11% of elected local officials were female. According to their study, the small number of women in elective office may be due to the restricted involvement of women in electoral politics as well as the general public’s low inclination to vote for them.

Gender mainstreaming efforts of various agencies in the country is limited. As stated by Valencia (2017), the most comprehensive research on gender mainstreaming among the various agencies was conducted by Jeanne Illo et. al (2010). The latter examined the compliance of Philippine government agencies with the GAD Budget Policy, which was introduced in the 1995 General Appropriations Act, that mandates all departments, bureaus, offices and agencies to set aside at least 5 percent of their total budget appropriations on gender and development (Illo, et. al., 2010) The study revealed that since 2001, the National Commission on the Role of Filipino Women (NCRFW) uses the gender mainstreaming evaluation framework for monitoring its organization-focused Programs, Projects, and Activities (PAPs) and the Framework Plan for Women for the client-focused PAPs. However, tracking the results of the GAD Budget policy is difficult wherein attributions could not be made, or gender PAPs influenced the results. Further, although some results were realized immediately, others need years after the GAD activity or intervention to be apparent (p. 196).

Consequently, in 2001, the NCRFW documented the experiences of the various government agencies such as the Department of Labor and Employment, Department of Environment and Natural Resources, and the Philippine National Police. This resulted in the enhancement of the Gender Mainstreaming Evaluation Framework.

In the case of DOLE, it has formulated the Integrated Plan for GAD 2000 which mapped out the following key result areas (KRAs):



1. Mainstreaming gender concerns in DOLE through
 - improved gender-responsiveness of resource allocation for policies, plans and programs;
 - improved gender-responsiveness of the labor statistical system;
 - enhanced gender awareness of DOLE's top officials and rank and file employees;
 - improved capability of program implementers on gender-responsive planning and implementation; and
 - Integration of gender concerns in DOLES's regular plans and programs.
2. Advocacy of gender concerns among DOLE's social partners through
 - Increased awareness on GAD; and
 - Strengthened networking and linkages.
3. Expansion of current programs and projects addressing gender concerns through
 - improved participation of women trade union leaders in grievance machinery and collective bargaining negotiations;
 - improved access of women to training opportunities to enhance their chances for employment;
 - representation of women in major policy making bodies;
 - full enforcement of laws, particularly in terms of promoting equal employment opportunities and curbing sex-based discrimination in the workplace; and
 - Development and implementation of reintegration programs for returning women overseas contract workers.

The Philippine National Police, although a male-dominated agency, still initiated efforts to make the organization gender-friendly and responsive. The passing of the Republic Act No. 8551 which reorganized and reformed the PNP mandates that a gender sensitivity program be formulated to include "the establishment of equal opportunities for women in the PNP, the prevention of sexual harassment in the workplace, and the prohibition of discrimination on the basis of gender or sexual orientation." The law also requires that 10 percent of the PNP's annual retirement, training and education quota be earmarked for women in the succeeding five years.

With the issuance of CHED Memorandum Order No. 01 s-2015, all public and private HEIs are instructed to institutionalize gender equality, and gender responsiveness and sensitivity through establishing a GAD Focal Point System, and integration of the principles of gender equality in the trilogical functions of higher education: (1) curriculum development, (2) gender-responsive research programs, and (3) gender-responsive extension programs.

Further, Section 37 of the Implementing Rules and Regulations of the Republic Act 9710 or the Magna Carta of Women (MCW), mandates all government agencies, offices, bureaus, instrumentalities, State Universities and Colleges (SUCs), Government-Owned and Controlled Corporations (GOCCs), and LGUs to "pursue the adoption of gender mainstreaming as a strategy to promote and fulfill women's rights and eliminate gender discrimination in their systems, structures, policies, programs, processes, and procedures".

Valencia (2017) looked into the gender mainstreaming efforts of a teacher education institution in the country. Her study revealed that the university is at the forefront of gender mainstreaming in the



country. It has done advanced works especially in policies and enabling mechanism. Moreover, its management has been supportive of the gender mainstreaming particularly its provision of a GAD budget to conduct all the proposed activities. However, implementation of GAD PAPs is not without challenges. For instance, the university's GAD focal person and focal point system has been burdened with multiple responsibilities on top of their role as gender advocates.

In addition, Esteban-Pulamano (2016) assessed the implementation of GAD program of state universities and colleges in Region III. The study found out that most of the GAD units of SUCs in Region III do not have a vision and were formed under different offices, thus, were not provided with the necessary personnel and facilities. Further, the mandated 5% GAD budget was not utilized on mostly organization-focused projects and activities. Thus, it was recommended that GAD units be positioned directly under the president's office as well as given the necessary human and material resources to assist the mainstreaming process.

Finally, Ilagan (2019) which assessed the implementation of gender mainstreaming in government owned higher education institution found out that faculty members and administrators were moderately aware of the gender mainstreaming activities of the university. In terms of implementation, gender mainstreaming was less implemented in the area of research, while it was moderately implemented in aspects of instruction, extension and production.

Although CHED has already formally institutionalized gender mainstreaming in the agency and in different HEIs, efforts must still be done according to Dayo and Illo (2015), to wit:

1. Strengthen the GAD focal point system, carefully choosing strategically placed and committed officials and technical personnel to serve as champions, advocates and Secretariat;
2. "Mainstream" or incorporate gender equality and women's empowerment messages in curricula, learning and teaching materials, research and extension;
3. In addition to mainstreaming initiatives, address a focus gender issue that will help yield gender results and demonstrate what "gender sensitivity" or "gender responsiveness" means to the organization. At the organizational level, the issue could be sexual harassment, including peer-harassment and those involving different gender sexual orientations and gender identities. At the student level, it could be violence, peer harassment and bullying, but also increasing teenage pregnancy and incidence of sexually transmitted diseases. Responding to these focus issues means serious discussion rights (and children's rights), adolescent reproductive sexuality and health, and responsible sexuality as well as alternative delivery modes for young female students who might have dropped out of school because of pregnancy; and
4. CHED should monitor how its GAD guidelines are being followed or implemented by its offices and colleges and universities, private and public.

In summary, gender equality has been recognized as a goal towards social justice and human rights. Efforts has been done both internationally and locally to mainstream gender in all levels to achieve the goal of gender equality which is seen as a contributory factor in economic, social, and

political development.

There have been studies and reports related to gender mainstreaming both in the national and international levels. This study aimed to adopt the strategies that have been formulated in order to evaluate gender mainstreaming efforts in a government institution. Although there are already assessments conducted in different government agencies, evaluation of gender efforts in a male-dominated, quasi-military institution has not been conducted yet.

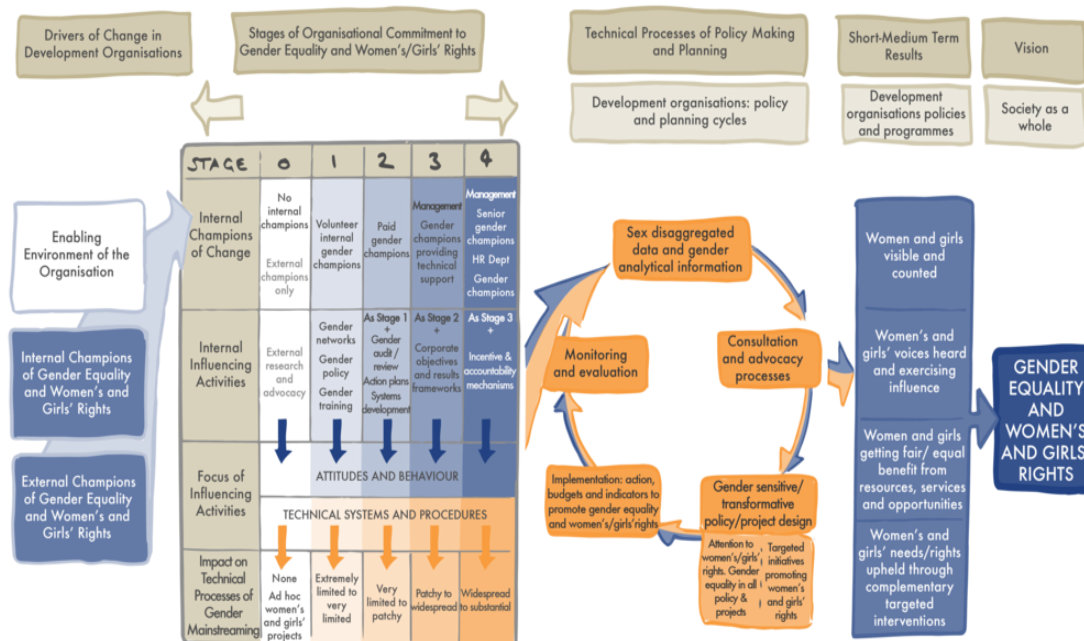
Theoretical/Conceptual Framework

This study was premised on the Theory of Change which sets out the component parts of gender mainstreaming, their relationship with one another, and how they mutually contribute to the achievement of a wider goal of gender equality and women's rights as proposed by Derbyshire, Dolata, and Ahluwalia (2012).

Their gender mainstreaming theory of change has three (3) related parts: 1) vision and results; 2) technical processes; and 3) organizational commitment.

Figure 1

Gender Mainstreaming: Theory of Change



As to vision and results, it is argued that gender mainstreaming is only a means to achieve the ultimate vision of realizing women's and girl's rights, and equal power relationships between men and women in society as a whole. On the other hand, technical processes must be gender sensitive and transformative in order to achieve the results. Further, it should be systematically incorporated into the



organization's policy, program, project, and departmental planning cycles on gender mainstreaming. Efforts that may be done include: collection of sex and age disaggregated data to understand how a specific process may affect women and men differently; gender analysis to find out and describe gender differences and inequalities relative to a particular process; formulation of gender sensitive/transformational policy, project and process that promotes gender equality and supports women's rights in policy/project/program interventions and internal processes; and implementation of plans of action designed to promote gender equality and uphold women's rights to include appropriation of budget for implementation.

Finally, organizational commitment ensures that promotion and sustainability of practices in promoting gender equality and women's rights will be done. It is ideal that the senior management must be champions of promoting gender equality and women's rights as well as continuous raising of awareness of staff, skills development, and monitoring and accountability processes.

This theory is relevant to this study as it sought to establish the connection between different drivers of change in an organization towards the achievement of gender equality and upholding of women's rights in an organization. Thus, this theory helped in looking at the bigger picture of how these three (3) interrelated parts work hand-in-hand in realizing the ultimate goals of gender equality and promotion of women's rights in the society as a whole.

In addition, the stages of organizational commitment to gender equality and women's/girl's rights can be aligned to the levels of gender mainstreaming of the Gender Mainstreaming Evaluation Framework (GMEF) such as the following:

Level 1: Foundation Formation – this is the initial stage wherein the institution's level of gender awareness is increased through building people's awareness and breeding support for gender mainstreaming.

Level 2: Installation of Strategic Mechanisms – During this level, transition towards gender mainstreaming is conducted through formulating enabling conditions that support GAD.

Level 3: GAD Application – Institutionalization of GAD-related activities are already done in this level. GAD-related activities are based on GAD agenda which guides the implementation of GAD planning and budgeting. Gender analysis is also applied in formulating the GAD Plan and Budget which results to either an augmented attribution of the GAD budget and/or more gender-responsive activities, projects, and programs.

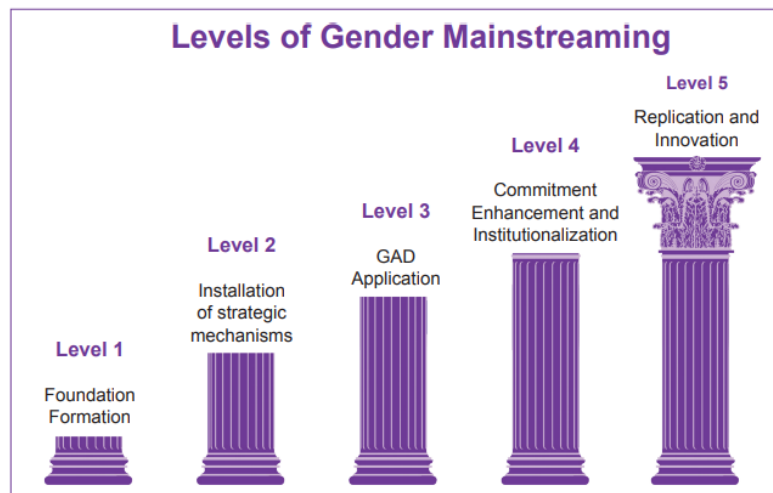
Level 4: Commitment Enhancement and Institutionalization – Sustaining efforts of gender mainstreaming is done at this level. Although the organization has already institutionalized gender mainstreaming, it also sees to it that continuous evaluation and improvement of gender mainstreaming efforts are conducted. At this level, it is necessary that the organization examines the intended outcome of gender mainstreaming in comparison with the organization's status before interventions are made.

Level 5: Replication and Innovation – At this level, GAD has been completely mainstreamed into the mandate of the organization and is recognized by others as a model wherein Gender Focal Point System members are invited as providers of GAD technical assistance. In addition,

noteworthy accomplishments may be cited in GAD-related publications as examples of good practice in gender mainstreaming implementation.

Figure 2

Levels of Gender Mainstreaming

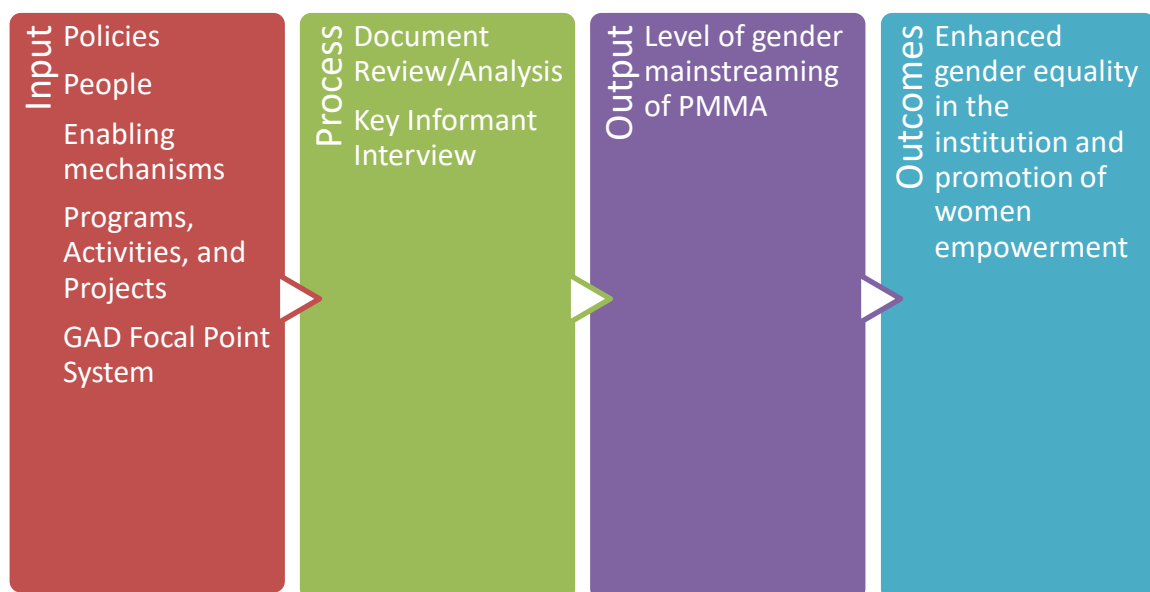


Source: Gender Mainstreaming Evaluation Framework

Furthermore, this study used the conceptual framework as illustrated below:

Figure 3

Conceptual Framework





Gender mainstreaming in a government organization like the PMMA is measured in terms of the four key points: Policies, People, Enabling Mechanisms, and Programs/Projects/Activities. These shall be contributory to the progress of gender mainstreaming efforts of an organization as attested by different means of verifications such as policies, programs, monitoring and accomplishment reports which will then determine the level of gender mainstreaming of the PMMA. Ultimately, these gender mainstreaming efforts are towards the gender equality in the institution and promotion of women empowerment.

Statement of the Problem

This study aimed to assess the level of gender mainstreaming in the Philippine Merchant Marine Academy in terms of the following entry points: policy, people, enabling mechanisms, and programs, projects and activities (PPAs). Specifically, it seeks to:

1. To discuss gender mainstreaming efforts implemented by the PMMA;
2. To determine the level of gender mainstreaming of PMMA in terms of policies, people, enabling mechanisms, and programs, projects, and activities (PPAs);
3. To determine the challenges experienced by PMMA in implementing gender mainstreaming; and
4. To propose/recommend policies, programs, projects and activities that may improve the implementation of gender mainstreaming in the institution.

Definition of Terms

Enabling Mechanisms – This refers to the systems and mechanisms installed in the organization and the funds allocated for GAD activities such as the GAD Focal Point System (GFPS) and Knowledge Management (KM) System. The success of any gender mainstreaming effort depends, to a large extent, on the resources allocated and the mechanisms that are institutionalized to implement it. Another example of an enabling mechanism for GAD is the GAD Funds Audit of the Commission on Audit (COA) that greatly helped to ensure institutional compliance to the minimum 5% utilization of the GAD budgets of agencies and local government units.

Enhanced Gender Mainstreaming Evaluation Framework – This pertains to the tool to measure the extent of the gender mainstreaming efforts of organizations, both national government agencies (NGAs) and local government units (LGUs). It is also meant to assist the Gender and Development Focal Point System (GFPS) members in measuring gains and successes, as well as pinpoint areas for improvement in the way they mainstream the gender and development (GAD) perspective in their respective organizations.

GAD Focal Point System – This is an interacting and interdependent group of people in all government instrumentalities tasked to catalyze and accelerate gender mainstreaming. It is a mechanism established to ensure and advocate for, guide, coordinate, and monitor the development, implementation, review and updating of their GAD plans and GAD-related programs, activities and projects (PAPs);



GAD Plan and Budget – This denotes a systematic approach to gender mainstreaming, carried out by all government instrumentalities, through the annual development and implementation of programs, activities and projects and addressing gender issues and concerns in their respective organizations, sectors and constituencies by utilizing at least 5% of their total budget allocation

Gender Analysis – This refers to a framework to compare the relative advantages and disadvantages faced by women and men in various spheres of life, including the family, workplace, school, community and political system. It also takes into account how class, age, race, ethnicity, culture, social and other factors interact with gender to produce discriminatory results;

Gender and Development (GAD) – This refers to the development perspective and process that is participatory and empowering, equitable, sustainable, free from violence, respectful of human rights, supportive of self-determination and actualization of human potentials. It seeks to achieve gender equality as a fundamental value that should be reflected in development choices and contends that women are active agents of development, not just passive recipients of development;

Gender Audit – This refers to a form of “social audit” or “quality audit” which determines whether the organization’s internal practices and related support systems for gender mainstreaming are effective, reinforcing each other and are being followed. This tool or process assists organizations in establishing a baseline, identifying critical gaps and challenges, and recommending ways of addressing them;

Gender Equality – This refers to the principles asserting the equality of women and men and their right to enjoy equal conditions realizing their full human potentials to contribute to and benefit from the results of development, and with the State recognizing that all human beings are free and equal in dignity and rights;

Gender Mainstreaming – This refers to the strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring, and evaluation of policies, programs and projects in all social, political, civil, and economic spheres so that women and men benefit equally. It is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs in all areas and at all levels;

People - This refers to the relevant stakeholders who assume the task of gender mainstreaming. Critical to the success of gender mainstreaming are the following: (1) GAD champions among top management who actively support the GM program; (2) recognition of GFPS and staff members as GAD experts; and (3) clients (internal and external) able to participate in the planning, implementation and monitoring & evaluation of programs, activities and projects.

Policies – These refer to the official statements and pronouncements of support for gender mainstreaming issued by the organization. These may be in the form of department orders, special orders, administrative orders, memoranda and executive orders that spell out the commitment of an organization to pursue gender mainstreaming. This category also includes national and sectoral plans, specific guidelines, manual of implementation and the GAD Framework/Strategic Plan. The organization, through these issuances, shows its recognition and acceptance of gender mainstreaming as a critical and legitimate concern, even if in broad or general terms. Policy enhancement and improvements, including the use of gender-fair language and images, are also expected towards the development of a model GAD policy for potential replication and innovation.



Programs, Activities, & Projects (PAPs) – These refer to flagship programs or activities and projects that serve as a strategic entry point to mainstream GAD in an organization. PAPs is the most practical entry point since it involves the actual implementation of the mandate of an organization. Examples of PAPs are the review and issuance of revised GAD policies, application of gender analysis tools, and conduct of GAD advocacy and regular updating of GAD mechanisms such as the GAD database.

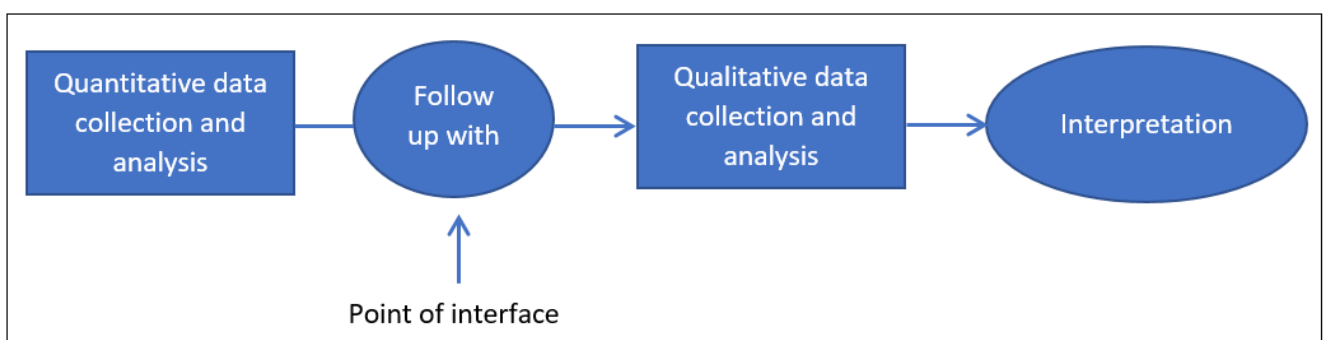
Women's Empowerment – This denotes a goal of and an essential process for women's advancement. It is the process and condition by which women mobilize to understand, identify and overcome gender discrimination so as to achieve equality in welfare and equal access to resources. In this context, women become agents of development and not just beneficiaries enabling them to make decisions based on their own views and perspectives.

Method

Research Design

The study used a mixed method of research approach. Mixed methods research, as discussed by Creswell (2013) refers to the “research approach, popular in the social, behavioral, and health sciences, in which researchers collect, analyze, and integrate both quantitative and qualitative data in a single study or in a sustained long-term program of inquiry to address their research questions”. As a method, it emphasizes the collection, analysis, and mixing of both quantitative and qualitative data in a single research study or multiple phases/series of studies. In simple terms, this research method is used when a story is needed to describe numerical observations (AFFIRM Center for Research and Professional Learning, Inc, 2019).

Specifically, the study used the explanatory sequential design (see diagram below). This design aims to use qualitative approach to clarify the results of the quantitative data collection and analysis such as those that are significant, non-significant, outliers, or surprising results (Bian, n.d.).



Explanatory sequential design has the following procedures: (1) collection and analysis of quantitative data; (2) identification of specific quantitative results that needs additional clarification/verification/explanation; (3) formulation of design of qualitative study based on the results of the quantitative data collection and analysis; (4) collection and analysis of qualitative data; and (5)



interpretation of combined results.

Participants

The researchers of this study conducted content analysis of related literature, studies, and reports, etc. In addition, the participants of this study were seven (7) members of the GAD Focal Point System of the PMMA. Six (6) are female while only one (1) is male.

Since the study conducted key informant interview to solidify the results of the GMEF scoring, purposive sampling was used. This method occurs when “elements selected for the sample are chosen by the judgment of the researcher. Researchers often believe that they can obtain a representative sample by using a sound judgment, which will result in saving time and money” (Black, 2010 cited in Business Research Methodology, n.d.).

Ethical Considerations

The study was conducted taking into consideration the highest ethical standards. All data/information discussed are attributed to all borrowed/secondary materials. In addition, all sources are acknowledged and requests for access to documents were made in accordance with the Data Privacy Act. Further, an informed consent form was signed by participants of the key informant interview.

Instrument

The study looked into the state of gender and development in the Philippines through secondary materials such as related literature, studies, and reports, among others thru content analysis. To answer the main research objective on the analysis of the level of gender mainstreaming of the Philippine Merchant Marine Academy, the Enhanced Gender Mainstreaming Framework toolkit formulated by the Philippine Commission on Women was used. GMEF is an organizational assessment questionnaire on the following entry points: policies, people, enabling mechanisms, programs, projects, and activities.

The Policy questionnaire has 13 descriptors that track the progress of an organization’s efforts in integrating GAD in its plans and policy issuances. On the other hand, the questionnaire on People contains 27 indicators that evaluates the development of an organization’s efforts in ensuring that its people, whether top management, GAD Focal Point System (GFPS) members or employees are gender-responsive and supportive of the organization’s gender mainstreaming efforts.

Further, the Enabling Mechanisms questionnaire contains 23 questions that measure the efforts of the organization in guaranteeing that the mechanisms to mainstream the GAD are established and fully functional.

Finally, the questionnaire on Programs, Projects, and Activities has 30 questions that “assess the organization’s progress in mainstreaming GAD in all of its programs, activities and projects, whether through policy and/or plan formulation and issuances, capacitating the GFPS members, generating top-level management support on GAD and the establishment of enabling GAD mechanisms” (Philippine Commission on Women, 2016).



Procedure

Scores were given per indicator/descriptor in the GMEF toolkit. Content analysis of GAD accomplishments were also done as a means of verification in scoring. The final score was computed by adding all the scores per entry point. Permission to conduct the evaluation as well as review the accomplishment report were conducted as ethical consideration.

Key informant interviews were conducted with identified interviewees such as the former GAD Focal Person and selected members of the GAD Focal Point System to provide additional explanation on the results of the GMEF scores. By doing so, informed consent was obtained. Results of the key informant interviews included the challenges experienced by PMMA in implementing gender mainstreaming as well as recommendations on how to improve gender mainstreaming implementation in the institution.

Results and Discussion

This study investigated the level of gender mainstreaming in the Philippine Merchant Marine Academy in terms of the following entry points: policy, people, enabling mechanisms, and programs, projects and activities (PPAs).

Gender Mainstreaming Efforts of PMMA in Different Entry Points

a. Policy

Table 2

PMMA GMEF Scoresheet – Policy Key Areas

Key Areas	Score
1. Issuance of initial policies on GAD	3.33
2. Issuance of policies to mainstream GAD in the organization	1.66
3. Integration of GAD in the organization's policies	2.50
4. Updating and continuous enhancement of GAD policies	2.49
5. Model GAD policy	0
Total	9.98
Level for Policy	2

In terms of Policy, issuance of initial policies on GAD scored 3.33, the highest among the five key areas. PMMA has already issued initial policies on GAD such as the Quality Operations Manual where GAD forms part of Other Interconnected Operational Procedures, Policies, and Requirements. The latest issuances were the OOS Special Order No. 60 s-2020 re PMMA GAD Focal Person and the revision of the implementing rules on the Gender and Development (GAD) guidelines.

The implementing rules set forth the guidelines and procedures for the establishment, strengthening, and institutionalization of the GAD Focal Point System of the Academy. This was aimed to “institutionalize gender mainstreaming as a strategy and promote and develop Gender-Responsive Curricular Programs (GRCPs) that prevent all forms of all gender-based discrimination in instruction,



research, and extension and likewise ensures the promotion of gender equality, and women's empowerment through 'provision, availability, accessibility of opportunities, services, and observance of human rights, which enable women to actively participate and contribute to the political, economic, social and cultural development of the nation.'

In addition, PMMA has also issued memorandum for the organization to participate in Women's Month activities during March of every year as well as the on-going 18-day campaign to end violence against women.

Further, the organization has integrated GAD in its organizational plan. Capacity building activities for both students and employees such as Gender Sensitivity Training, orientation seminar on Harmonized Gender and Development Guidelines, Gender Mainstreaming Training, Anti-Sexual Harassment seminar, and Gender Audit seminar.

Conversely, PMMA has scored zero on the Model GAD policy as it does not have a GAD policy that has been used as a model/standard by other organizations.

Over-all, PMMA is Level 2 for Policy which implies that it is at the Installation of Strategic Mechanisms level wherein it progresses to the issuance of policies to address gender issues using gender-fair language and images among its internal and external clients.

This has been validated by the interview conducted by members of the GAD Focal Point System. They have reiterated that PMMA has already undertaken initiatives to mainstream gender in the organization such as clear-cut policies, indicators, and activities. However, further strengthening of these policies must take place in order to fully mainstream gender in the organization.

b. People

Table 3

PMMA GMEF Scoresheet – People Key Areas

Key Areas	Score
1. For establishing GFPS and GAD champions/advocates	4.14
2. For GAD initiatives and capacity development activities	2.47
3. For GAD sponsorship and related programs	3.30
4. GAD champions as program implementers	1.64
5. GAD experts	0.83
Total	12.38
Level for People	2

The highest score for People is on the establishment of the GFPS with 4.14. The GFPS is composed of the Executive Committee which consists of the two (2) Assistant Superintendents (one for academics, training, research and extension, and the other for administration and finance), and the Technical Working Group. However, not all the top management officials have attended Basic GAD Orientation on GST. There were efforts by the current TWG to conduct a crash course on GAD with the top management officials, however, due to conflicts of schedule, it has not been realized.



For the top management officials, championing GAD has been limited to approving the GAD plan and budget and giving the blessing for personnel to participate in GAD activities. A firm grasp on basic GAD concepts is necessary to enable management to make critical decisions on issues and concerns from a gender perspective.

On the other hand, the TWG has been strengthened through conduct of different capacity building activities for them to become more aware and conscious of GAD-related policies and mandates. Gender analysis, collection of sex-disaggregated data, and gender mainstreaming, among others have been done so that the capacity of the concerned personnel is enhanced. However, the top management officials were not visible during the setting of GAD agenda and strategic planning on GAD although some have been visible during the implementation of GAD Plan and Budget such as attendance to the 18-day campaign to end VAW parade. Male employees have also actively participated in GAD activities and trainings. The current composition of the GFPS also include male members who have initiated GAD PAPs such as the conduct of livelihood trainings for employees to boost their economic capacity.

In addition, there were efforts to orient both internal and external clients on the GAD efforts of the organization. GAD TWG has established a GAD corner which includes a GAD bulletin board wherein upcoming and accomplished were indicated and a space for journals and books related to GAD.

Last July 2019, the PMMA GAD-TWG, in coordination with the GAD Maritime Sector TWG has conducted a Gender Profiling Survey aimed to determine the level of participation of women and men in the maritime sector; and introduce interventions or actions that will promote equitable representation of women and men in the maritime sector. Results of the survey were then analyzed during the HGDG workshop conducted last October 2019.

In terms of GAD Sponsorship and Related Programs with a score of 3.30, there was no initial discussion among top management officials on the integration of GAD perspective in the organization's PAPs and performance indicators. Only the members of the GFPS participated during GAD Plan and Budgeting. It is good to note, however, that among the TWG members, there is a growing knowledge of GAD and of how to mainstream GAD into their respective organic PAPs as demonstrated in the submitted GPB 2020.

Although a male-dominated organization, qualified women have been appointed in leadership positions such as heads of the Data Privacy Office, Acting Chief Administrative Office, Financial Management Office, Department of Research, Development and Extension, Cashier Unit, Guidance and Counselling Unit, Graduate School, Budget Unit, Library Unit, Supply Unit, Business Management Office and Internal Audit Services Unit. However, this only pertains to 31% of the total top management positions. Further, the three highest officials (Superintendent, Assistant Superintendent for Academics, Training, Research and Extension, and Assistant Superintendent for Administration and Finance) remain to be males. Only alumni of PMMA are qualified to be appointed to the highest position. PMMA allowed the entrance of women in the Academy only in 1993 with the virtue of certain Board Resolution. Thus, the first alumnae have graduated in 1994. Currently, the Superintendent is a graduate of PMMA Class 1990.

For GAD Champions as Program Implementers, PMMA scored only 1.64. This is due to the fact that instead of 50% or more of the GFPS members serve as GAD resource person within the organization, only the former GAD Focal Person does this. She has been a resource person during the



conduct of GAD-related seminars for students.

In addition, there were no concerned staff members able to adjust GAD PAPs to address emerging gender issues nor developed Knowledge Products (KPs) on GAD. Conversely, internal partners have participated during the development planning cycle, especially on the implementation of the organization's PAPs.

In terms of having GAD experts within the organization, PMMA scored 0.83 as the top management has not been able to raise GAD concerns during high-level meetings as well as staff members were still not recognized as GAD experts tapped by other organizations.

Overall, PMMA is Level 2: Installation of Strategic Mechanisms on entry point People. This implies that the organization moves from the conduct of GAD orientation sessions towards ensuring that its program implementers are trained to do gender analysis, and clients are given opportunities to articulate gender issues as per direction of its top management.

c. Enabling Mechanisms

Table 4

PMMA GMEF Scoresheet – Enabling Mechanisms Key Areas

Key Areas	Score
1. Setting up essential GAD mechanisms	4.17
2. Functional GAD mechanisms	2.50
3. Integration of GAD in the organization's mechanisms	1.00
4. Advanced GAD structures and systems	1.50
5. Model GAD structure and systems	0.00
Total	9.17
Level for Enabling Mechanisms	2

Having the lowest score (9.17), the organization's enabling mechanisms need to be improved. PMMA has already set up essential GAD mechanisms such as: creation of GFPS in accordance with Magna Carta of Women Implementing Rules and Regulations (MCW IRR) Sec. 37-C and other pertinent policies issued by oversight agencies; initiated exploratory activity/activities with PCW, Department of Transportation, and consultants regarding identification of necessary capacity development activities for GFPS and staff members, and collection of sex-disaggregated data on employees through the Gender Profiling Survey. This key area scored 4.17.

PMMA also has functional GAD mechanisms (2.50). The GFPS performs limited functions based on CHED Memorandum Order No. 01 s-2015 and PCW Memorandum Circular No. 2011-01 such as:

- i. Lead in mainstreaming gender perspective in agency/department policies, plans and programs. In the process, they shall ensure the assessment of the gender-responsiveness of



systems, structures, policies, programs, processes, and procedures of the agency based on the priority needs and concerns of constituencies and employees and the formulation of recommendations including their implementation;

- ii. Assist in the formulation of new policies such as the GAD Code in advancing women's status, such as in the case of LGUs;
- iii. Lead in setting up appropriate systems and mechanisms to ensure the generation, processing, review and updating of sex-disaggregated data or GAD database to serve as basis in performance-based gender responsive planning;
- iv. Coordinate efforts of different divisions, offices, units of the agency and advocate for the integration of GAD perspectives in all their systems and processes;
- v. Spearhead the preparation of the agency annual performance-based GAD Plans, Programs and Budget in response to gender issues of their constituencies and clients and in the context of their agency mandate and consolidate the same following the format and procedure prescribed by the PCW, DBM and NEDA in the Joint Circular 2012-1. The GFPS shall likewise be responsible for submitting the consolidated GAD Plans and Budgets of the department/agency, and as needed, in responding to PCW's comments or requests for additional information.
- vi. Lead in monitoring the effective implementation of GAD-related policies and the annual GAD Plans, Programs and Budget;
- vii. Lead the preparation and consolidation of the annual agency GAD Accomplishment Report and other GAD Reports that maybe required under the MCW; and
- viii. Strengthen the external link with other agencies or organizations working on women's rights and gender and development to harmonize and synchronize GAD efforts at various levels of governance.

However, it has yet to perform the following functions as mandated:

- i. Promote and actively pursue the participation of women and gender advocates, other civil society groups and private organizations in the various stages of the development planning cycle, giving special attention to the marginalized sectors; and
- ii. Ensure that all personnel of the agency including the finance officers (e.g. accountant, budget officer, auditors) are capacitated on GAD. Along this line, the GFPS will recommend and plan an appropriate capacity development program on gender and development for its employees as part of and implemented under its regular human resource development program.

In addition to the GFPS, PMMA has also established a Committee on Decorum and



Investigation (CODI). However, the organization has been struggling with the utilization of the mandated at least 5% of its budget to implement GAD PAPs. In recent years (2016-2020), the highest utilization has been recorded in 2019 with 4.45% while the lowest was in 2020 with a mere 0.59%. For the year 2019, several GAD activities were conducted including gender sensitivity training and anti-sexual harassment for cadets, advocacy campaign to end VAW, information campaign among senior high school students, faculty members, and guidance counselors, Gender Fair Language seminar, research study on employability of PMMA alumnae, seminar on Harmonized Gender and Development Guidelines, annual assessment and planning for GAD implementation, seminar-workshop in crafting GAD agenda, livelihood seminars for PMMA employees anchored on women's economic empowerment, Gender Sensitivity Training for selected employees, and seminar on Gender Mainstreaming. But, the bulk of the attribution (Php 14.67M) were due to the infrastructure-related projects conducted: construction of female billeting, water station chemicals and repair of submersible pump, LED floodlights, streetlights, and security lights, and renovation of Mess Hall. On the other hand, FY 2020 witnessed the lowest GAD expenditure mainly due to the ongoing COVID-19 pandemic wherein activities were not accomplished/conducted given the health and safety protocols implemented by local and national authorities. Because of this, based on the interview conducted, there is an Audit Observation Memorandum from the Commission on Audit to monitor the compliance of PMMA in the utilization of the GAD budget.

It can be noted that the organization has established although sporadically, engagements with agencies such as the Maritime Sector GAD TWG, and GAD experts such as conduct of capacity building developments for PMMA employees and students as well as external clients. However, due to the current COVID-19 pandemic, these were not continued to date. Further, the organization has already collected gender statistics/sex-disaggregated data, however, this was not yet utilized to craft GAD-related activities nor generate KPs on GAD. Accordingly, the SDD needs to be updated since there were changes in the current roster of employees in the Academy.

The organization has yet to establish a monitoring and evaluation system to track desired gender-related impacts of GAD PAPs on either internal or external clients as well as a Knowledge Management System integrated with GAD. Further, the organization's GAD mechanisms have not been recognized as models by other agencies.

In terms of Model GAD Structures and Systems, the Academy's GFPS has not yet been recognized by reputable organizations on gender mainstreaming, thus, it scored zero.

In view of the foregoing, the organization's enabling mechanisms is at Level 2: Installation of Strategic Mechanisms wherein other GAD mechanisms that will address the needs of the organization's internal and external clients are established, and there is a marked increase in the utilization of the GAD budget.



d. Programs, Activities, and Projects (PAPs)

Table 5

PMMA GMEF Scoresheet – Programs, Activities, and Projects Key Areas

Key Areas	Score
1. Initial activities to facilitate GAD mainstreaming	2.89
2. Establishing commitment towards GAD mainstreaming	2.48
3. GAD Application	2.45
4. GAD commitment and institutionalization	2.50
5. Model PAPs	0.00
Total	10.32
Level for Programs, Activities, and Projects	2

Every year, PMMA participates in the observance of the National Women's month as well as the Campaign to End VAW. It has also conducted a number of trainings and seminars both for students and employees such as: Gender Sensitivity Training, Gender Analysis Training, Gender Mainstreaming Seminar, Anti-Sexual Harassment Seminar, Anti-VAW Forum, Gender Fair Language Seminar, and GAD Plan and Budgeting Workshop.

Further, it has participated in the DOTr-MSTWG in enhancing gender profiling survey tool to be used for the establishment of a GAD database in 2019. In terms of Information/Education/Communication (IEC) materials, the organization has prepared tarpaulins, balloons, and t-shirts during GAD-related activities.

For the establishment of commitment towards gender mainstreaming, with a 2.48 score, PMMA has already drafted the GAD Agenda 2020-2025. The GPB is also based on the GAD agenda of the organization as well as national mandates and results of gender analysis conducted by GFPS members.

Conversely, the organization has no GAD orientation module with gender sensitivity as a core competency developed, no review of existing IEC materials and KPs conducted, no facilities and services addressing gender issues and concerns of the organization's clients, no GAD orientation module with gender sensitivity as a core competency developed, no new GAD IEC materials developed, and no GAD section in the agency website (www.pmma.edu.ph).

On the other hand, GAD PAPs have been monitored and reported through the Gender Mainstreaming Monitoring System (GMMS) of the PCW. It is an online system "for automating the GAD Plan and Budget (GPB) and GAD Accomplishment Report (GAD AR) submission of the agencies, GOCCs, SUCs and other government instrumentalities" (PCW, 2019).

It is good to note, however, that the organization has not yet conducted a gender impact assessment to evaluate the effects of GAD PAPs to internal and external clients as well as not yet recognized as a learning hub for a notable GAD PAP.

In total, PMMA is Level 2: Installation of Strategic Mechanisms wherein it already has a GAD agenda or strategic framework to guide its gender mainstreaming efforts through the implementation of



its GAD Plan and Budget.

Level of Gender Mainstreaming of PMMA

Among the four (4) key areas: Policy, People, Enabling Mechanisms, and Programs, Activities, and Projects (PAPs), People rated the highest with 12.38. Several factors contribute to this rating such as the establishing GFPS and GAD champions advocate obtaining the highest score of 4.14 and GAD sponsorship and related programs with 3.30. Majority of members of the GFPS occupy strategic positions in the organization; GFPS members attended all three basic GAD training; majority of top management officials have attended Basic GAD orientation or GST and top management allows all key officials, GFPS members and staff members to participate in GAD-related activities; top management issued directive/s to integrate GAD perspective in the organization's PAPs and performance indicators; and top management appoints women to leadership position and provides full support.

On the other hand, Enabling Mechanisms rated the lowest with only 9.17. It was found out that PMMA has no other GAD mechanism established; the Academy utilized less than 5% of total budget to implement GAD PAPs; has no partnered with other organizations towards the strategic implementation of GAD PAPs; KM system does not have GAD-related KPs; and GFPS not yet recognized as model GAD mechanism by reputable organizations on gender mainstreaming.

In general, with a total of 41.85 points, PMMA is Level 2: Installation of Strategic Mechanisms. According to the GMEF Handbook, "this level marks the transition of the organization toward gender mainstreaming by creating enabling conditions supportive of GAD, such as:

- a. Putting key people, necessary policies, support structures, systems and mechanisms in place to facilitate and sustain gender mainstreaming; and
- b. Initial application of GAD concepts and tools.

Table 6

Summary of PMMA GMEF Scoresheet in All Four Entry-Points

Entry-Points	Score	Level
1. Policy	9.98	2
2. People	12.38	2
3. Enabling Mechanisms	9.17	2
4. Programs, Activities, and Projects (PAPs)	10.32	2
Over-all	41.85	2

In the case of PMMA, it has established GAD mechanisms such as a functional GFPS, existence of a Committee on Decorum and Investigation (CODI), conduct of several capacity building developments on GAD, and allocation of budget for GAD-related activities. In this level, GAD activities move away from compliance and commitment to women's empowerment and gender equality but actually beginning to address the gender issues of its internal and external clients.



Challenges Encountered in Implementing Gender Mainstreaming

The respondents have identified challenges that the Academy encountered in implementing gender mainstreaming such as the following:

Insufficient GAD Awareness

Although the Academy conducts activities related to Gender and Development, not everyone has a deep understanding and awareness of GAD. Thus, stakeholders do not take GAD seriously and take it for granted and for compliance only. This implies that GAD is not embedded in the PMMA culture.

Unable to Meet the Minimum 5% of GAA

Years and years have passed but still PMMA struggles to meet the mandatory at least 5% of GAA to be attributed to GAD. The dilemma lies in the procedures and processes in the Academy as well as the lack of gender analysis and gender issue through the Harmonized Gender and Development Guidelines which is needed to be able to determine how much of the project cost can be attributed to GAD.

Time Availability of Stakeholders to Attend GAD Activities

PMMA employees, especially those who are in top management positions, cannot fully commit to participate and attend GAD activities due to urgent and other matters that need immediate action. In addition, employees who are in-charge of reportorial requirements are also unable to get involved and attend GAD activities, especially seminars that require full and complete attention.

Absence of GAD Expert/Consultant

The Academy lacks the presence of a GAD expert or consultant who could guide the GAD Focal Point System in mainstreaming gender in the institution. Thus, it does not have technical know-how on how to effectively craft gender-responsive projects and activities that would result to attainment of the mandatory minimum 5% GAD attribution.

Absence of Internal Formulation of GAD Information, Education and Communication (IEC) materials

Since the Academy has yet to have employees who are well versed with GAD who can serve as resource people for seminars and trainings, it also lacks the capacity to produce internal Information, Education and Communication (IEC) materials and just relies on what the PCW could provide. It is imperative that the GAD Focal Point System look into this so that the right people will be trained and utilized in terms of this area.

No measurement of GAD outcomes

Although the PMMA conducts GAD PAPs, it fails to measure the outcomes of these activities. No established monitoring and evaluation is existing that would help refine facilitation and conduct of GAD PAPs.



Nonexistence of GAD Multi-purpose Building

For FY 2022, PMMA has proposed the establishment of a GAD Center with transient capacity and training hall that aims to serve as the support structure for the efficient and effective mainstreaming of gender plans, programs, and activities into the areas of instruction, research, and extension for the local community as well as for the advancement of RA 9710. Based on the findings from the Technical Budget Hearing last 16 April 2021, it was Priority Rank 1. Observations and recommendations were given. That, based on the submitted detailed program of works, out of the proposed amount of P100M, its component is broken down for building and equipment. Hence, the Technical Budget requests a complete list of equipment and their corresponding costs, properly/duly accomplished BP 202.

Conclusion and Recommendations

The challenges facing the implementation of gender mainstreaming call for a serious concern, especially in PMMA.

Based on the findings of this study, the PMMA's gender mainstreaming is at Level 2: Installation of Strategic Mechanisms.

Significant findings have been noted on the four entry points. In terms of Policy, internal policies have been issued that are in accordance with national and international mandates such as the Magna Carta of Women, PCW directives, CHED Memo Order No. 01 s-2015, Sustainable Development Goals, and Beijing Platform for Action among others.

In the area of People, the institution has created a focal point system that would plan, implement, monitor, and report the organization's GAD PAPs. In addition, women are provided with opportunities to have leadership positions as well as participate in GAD-related activities. However, the support of the top management in mainstreaming gender is still lacking due to their non-attendance to GAD-related training that would boost their awareness on GAD concepts.

For Enabling Mechanisms, several mechanisms have already been established. However, several mechanisms must still be created and established such as a sex-disaggregated database, monitoring and evaluation system, and knowledge management system. These would ensure that PAPs would appropriately address the gender needs of the clients.

Finally, PMMA has conducted GAD-related PAPs although limited. Additional training must be conducted especially for top and middle-level management officials. IEC materials must also be formulated to help disseminate the efforts being made by the institution not just internally but most importantly to the general public.

The PMMA, specifically the GAD Focal Point System, has encountered several challenges in implementing gender mainstreaming in the Academy. These include insufficient GAD awareness of all stakeholders, unable to meet the minimum 5% of GAA attributed to GAD, time availability of stakeholders to attend GAD activities, absence of GAD expert/consultant who could guide the GAD Focal Point System in mainstreaming gender in the institution, absence of internal formulation of GAD IEC materials, no measurement of GAD outcomes, and nonexistence of GAD Multi-Purpose Building which can serve as the support structure for the efficient and effective mainstreaming of gender plans,



programs, and activities into the areas of instruction, research, and extension for the local community as well as for the advancement of RA 9710.

Accordingly, the following are hereby recommended to further strengthen the gender mainstreaming efforts in the institution:

A. On Policy

- Issuance of an internal GAD mandate/GAD agenda to strengthen the implementation of gender mainstreaming in the institution. It should set the tone of GAD as a due diligence of the organization in compliance with national and international mandates related to gender equality and women empowerment.
- Issuance of policy on GAD activities for the whole year to ensure that proper calendaring be done so that participants will be informed beforehand of the schedule of trainings/seminars/activities they will participate in.

B. On People

- Program capacity building for top to middle-level management which must include Gender Sensitivity Training, Gender Mainstreaming, Gender Analysis, and GAD Planning and Budgeting for them to grasp the basic GAD concepts and realize the need to address gender-related issues and concerns.
- Potential GAD champions and sectoral GAD experts may be identified to sponsor and sustain GAD advocacy in the organization based on the series of trainings conducted.
- Conduct GAD training of trainers to prepare the GAD Focal Point System as possible resource speakers for GAD-related seminars.
- Make women an integral dimension and have a gender perspective of the design, implementation, monitoring, and evaluation of policies, activities, and programs of PMMA.
- Hiring of personnel who will act as GAD secretariat as well as contracting a GAD expert who will serve as consultant in identification, design, implementation, monitoring and evaluation of GAD-related activities/projects to ensure these are gender-responsive for the attainment of the minimum 5% GAD attribution.

C. On Enabling Mechanisms

- Put in place and/or strengthen vital functional GAD mechanisms such as: sex-disaggregated database, gender database, Committee on Decorum and Investigation (CODI), VAW Referral System, and other mechanisms that respond to the gender needs of clients.
- Forge strong partnership with different stakeholders such as DOTr, PCW, MARINA,



PCG, PN, shipping companies, and other maritime education institutions, to ensure multi-level support and broad scale partnership that will benefit the graduates of the Academy especially alumnae.

- Integrate GAD in the Major Final Output of the PMMA. This necessitates the establishment of a Monitoring and Evaluation System consisting of gender indicators.
- Establish a comprehensive IEC program on GAD to educate the personnel and clients on GAD including setting-up of GAD corner in the PMMA Knowledge Center. This would create a buy-in and effectively draw a stronger support for GAD implementation across the organization and clientele.

D. On Program, Activities, and Projects

- Conduct a participatory gender audit of the client-focused PAPs and use the results of this audit as a basis for defining GAD agenda, the overall direction of the agency's gender mainstreaming, and formulate PAPs to address gender gaps.
- Conduct impact assessment to evaluate the effect of GAD-related activities and measure GAD outcomes on internal and external clients. The results may be a basis for enhancement of PAPs to further address the gender needs of clients.
- Push for the establishment of the GAD Multi-purpose building to serve as the support structure for the efficient and effective mainstreaming of gender plans, programs, and activities into the areas of instruction, research, and extension for the local community as well as for the advancement of RA 9710.



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