



RICE-BASED BIOSYSTEMS JOURNAL

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Philippine Rice Research Institute
Central Experiment Station
Maligaya, Science City of Muñoz, 3119 Nueva Ecija



ABOUT THE COVER

Genetic conservation and characterization in rice is one of the basic principles in crop improvement. This can translate into modern technologies that address climate change, variety release, molecular techniques, rice production and management, grain qualities, malnutrition, and even gender issues.

The logo features a green gear on the left, with a red and white DNA double helix and a blue molecular structure inside it. To the right of the gear is a green rice plant with yellow grains. The year '2015' is written in small black text at the bottom left of the gear.

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GENDER MAINSTREAMING IN PHILIPPINE RICE RESEARCH AND DEVELOPMENT: PROGRESS, CHALLENGES, AND OPPORTUNITIES

Diadem B. Gonzales-Esmero and May Angelica A. Saludez

Philippine Rice Research Institute, Science City of Muñoz, Nueva Ecija, Philippines
Corresponding Author: dbgonzales.esmero@gmail.com

Abstract

The increasing ascendancy of 'gender mainstreaming' as the central approach to improving gender equity has largely determined strategies to integrate a gender focus in the Philippine Rice Research for Development (RiceR4D). This paper explored the impetus for and processes of change as implemented by Philippine Rice Research Institute (PhilRice) in the four major entry points in gender mainstreaming framework (GMEF), namely: policies, capacity development, enabling mechanisms, and banner projects. It assessed the GMEF parameters applied in specific strategies and its influence in rice farming communities. This involves extensive documentary reviews (242 documents), surveys, and key informant interviews. By using the theory of change as a preliminary framework, this paper documented the process undertaken by PhilRice relative to gender mainstreaming efforts for rice R4D. By employing social epistemology framework, the paper proffered that gender mainstreaming strategy in rice R4D, though complex, is highly possible and desirable. Thematic analysis showed progress in the four major entry points. There was a notable increase in the level of integration in policies (3.35 points) and active capability enhancement activities (5.4 points) that paved the way for increase in the gender and development (GAD) verified application in the organization. However, the results also raised other issues that the rice R4D efforts need to address for it to be fully mainstreamed. These issues are related to program structures, sustainability, policy formulation, the commitment of other actors involved, and the whole aspect of attitudinal change both at individual and collective level.

Keywords: *Attitudinal Change, Gender Mainstreaming, Gender and Development, Social Epistemology.*

Introduction

The Philippines ranked 8th in closing the gender gap with overall score of 0.799 based on the 2018 Global Gender Gap Report (WEF, 2018). This means that male and female citizens of the nation have an equal educational attainment (1.0), nearly equal health and survival (0.979), and economic participation and opportunity (0.801). However, there is a slightly broad gender gap in terms of political empowerment (0.416).

Economic participation and opportunity as the top empowerment mechanism provide both male and female with basic and practical needs. In agriculture, hunting, and forestry sector, only 25% of employed are women (PSA, 2018a). The specific contribution of the woman laborer is often undervalued and, in some cases, this remains 'invisible'. In terms of wage differential, there was a PhP 28.92 difference in the daily nominal wage rate of male (PhP 284.72) and female (PhP 255.80) agricultural workers (PSA, 2018b). Specifically, for *palay* farm workers, there was a PhP 16.75 difference in the daily nominal wage rate of male (PhP 307.40) and female (PhP 290.65)

workers. Though there is still a gender differential, through time, the participation and wage gaps have been narrowing.

This narrowed gap can be attributed to the relative success of gender mainstreaming. However, there is a dearth of data that may provide tangible and tenable information pointing to the role of government agencies in ensuring that 'no Filipino will be left behind' – the primary goal of GAD. More importantly, they do not supply the necessary data regarding gender mainstreaming – the promotion and fulfillment of women's human rights and elimination of gender discrimination in the systems, structures, policies, programs, processes, and procedures of government agencies (PCW, 2016a). It must be noted that gender mainstreaming is one of the most undocumented areas on GAD. This dearth of data provides opportunity in conducting a deeper and further analysis for better and clearer understanding of gender mainstreaming as a strategy in achieving inclusive development.

In the Philippine public sector, gender mainstreaming as a development tool can be traced

back to Section 37 of the Republic Act No. 9710 or the Magna Carta of Women (PCW, 2008). It mandates all government agencies to assess the implications for women and men of any planned action including legislation, policies, or programs in all areas and at all levels. This is in consonance with what the Beijing Platform for Action (BPFA) asserted in recognizing the role of gender mainstreaming in decreasing the impact of persistent and increasing burden of poverty, inequality in economic structures, and policies in all forms of productive activities. It also includes access to resources, inequality between men and women in the sharing of power and decision-making at all levels, insufficient mechanisms at all levels to promote the advancement of women (PCW, 2016b)

Being the primary institute for rice R4D, PhilRice started its gender mainstreaming in 2017. Given this time frame, a simple self-assessment was deemed necessary to foster gender-responsive agenda. There is a need to locate or plot the approximate state of gender mainstreaming in terms of progress, challenges, and opportunities in rice R&D's policies, capacity developments, institutional enabling mechanisms, and projects in the institute's R4D efforts and intervention.

Hence, this study evaluated the progress of gender mainstreaming in the rice R4D; identified the challenges in implementing gender mainstreaming in the rice R4D; and determined the opportunities that gender mainstreaming in rice R4D can offer.

Theoretical Framework

The study used a combination of Theory of Change (ToC) [Jameel, 2014] and Social Epistemology Framework (Goldman, 2004). ToC is useful in locating the progress of gender mainstreaming implementation in the rice R4D and the challenges posted by its implementation. On the other hand, Social Epistemology Framework (SEF) [Goldman, 2004] was used in determining the opportunities that gender mainstreaming in rice R&D offers.

ToC is an ongoing process of reflection to explore change and how it happens – and its meaning in a particular context, sector, and/or group of people (Jameel, 2014). It is also a structured way of thinking concerning change and the impact organizations would like to achieve. For this theory, an integrated approach is used for project design, implementation, monitoring and evaluation, and communication. It emphasizes the (a) complexity of development challenges; (b) learning within and between programming cycles; (c) developing and managing partnerships and partnership strategies; and (d) articulating shared vision and strategy for how change can happen (UNDG, 2014).

SEF, on the other hand, looks at the patterns of interaction among epistemic agents that influence the beliefs of each individual (Goldman, 2004). SEF reads in between networks or patterns of communication, influence the quality of beliefs thereby generated. Therefore, many contemporary philosophers argued that institutions, organizations, and associations could be a proper subject of intentional and epistemic states (Gilbert, 1989; Nelson, 1993; Tuomela, 1995; Searle, 1995). In this setup, organizations like PhilRice becomes a subject. Goldman (2004) argues that what the experts know often pales by comparison with the knowledge dispersed in society at large. By harvesting this dispersed knowledge, a social epistemic engine can foster better epistemic consequences.

SEF incorporates the unorganized and dispersed knowledge existing in the society. Thus, it can be said that GAD is incorporated in the policies and projects of PhilRice if GAD operates as a 'signal' or 'warning' to the Institute. Opportunities, as a result of openness to GAD, continue to appear unexpectedly. Intrinsically, gender mainstreaming may be deemed successful.

The PhilRice Gender Mainstreaming Framework (PGMF) [Figure 1] was developed by combining both theories and integrating them to form one working framework for analysis. The PGMF uses the ToC as a basic framework for the progress and challenges; and utilizes the SEF to identify opportunities relevant to the organization.

With the ToC, it is assumed that PhilRice mainstreamed GAD through the establishment of the GAD Focal Point System (GFPS) — a committee that leads GAD-related efforts of the Institute. Moreover, PhilRice allocated at least 0.20% of its annual budget for the direct operation of the GFPS. These resources are expected to influence PhilRice policies and projects. These are all predicted to continuously increase the awareness and knowledge of internal and external clients of PhilRice about GAD and sustain gender mainstreaming efforts through established enabling mechanisms. In return, these likely contribute in the gender mainstreaming process and development of GAD-sensitive or responsive internal and external clients as well as systems, processes, procedures, and structures. All of these are further anticipated to yield inclusive rice R4D; expanded economic opportunities in the rice industry; human resource development; and reduced poverty and vulnerability among rice farmers and their families.

SEF, on the other hand, assumes primarily that there are three possibilities when we use an organization as a subject of epistemic/knowledge flow and change. Conclusion-driven social epistemology suggests that the acceptability of a certain concept depends on the 'majority' of the people's verdict and

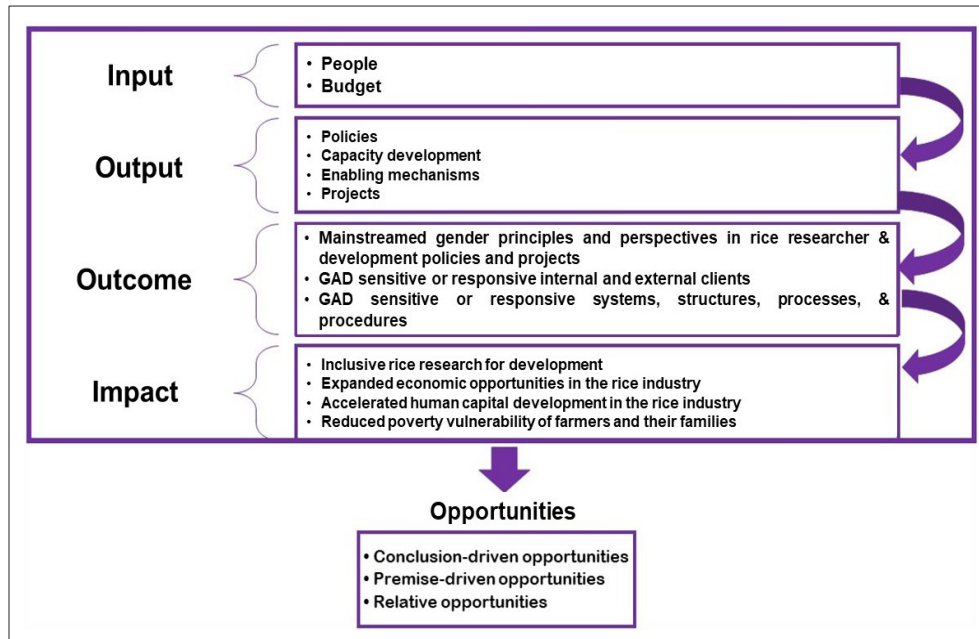


Figure 1. The PhilRice Gender Mainstreaming Framework.

that opportunities come from the propositions of the ‘minority’ (Goldman, 2004). Alternatively, premise-driven suggests that the acceptability of a certain concept depends on the ‘weight of the truth’ behind the people’s verdicts and the process to achieve it. Opportunities, then, come from the most basic step to achieve the goal.

The last possibility is the epistemic relativism, which suggests that the acceptability or validity of a certain concept depends on the specific context, society, culture, or individual (Goldman et al., 2011). Thus, opportunities come from both the practical and strategic needs of the organization as reflected on the Gender Mainstreaming Evaluation Framework (GMEF) scores.

Materials and Methods

Research Design

The research is basically a study of an institution that employs a combination of qualitative and quantitative research designs. While generally descriptive and illustrative, the data were analyzed using simple quantitative methods. The data were gathered to evaluate the progress of gender mainstreaming in the rice R4D, identify the challenges in implementing gender mainstreaming in the rice R4D; and determine the opportunities that gender mainstreaming in rice R4D can offer.

Qualitative methods were used to establish hypothetical links between variables. These hypothetical links, then, were solidified into in-depth premise/s that could be tested quantitatively.

The main source of data was the documentary review of gender-related electronic and printed materials produced or released by PhilRice since January 1, 2016 - July 30, 2019. Documentary review as a social science research method was used because it is as good and sometimes even more cost effective (Mogalakwe, 2006). This method is also efficient for it is less time-consuming, unobtrusive, non-reactive, stable, exact, and has broad coverage (Bowen, 2009).

There was an innovation in the employed documentary review because it followed a structured checklist – the GMEF. The later mention framework was in response to the call of BPF to use gender mainstreaming as a strategy in incorporating GAD in all aspects of operations, services, and programs or projects of all country signatories (PCW, 2016a). As a self-assessment tool, it has four entry points namely: policy; people; enabling mechanism (EM); and programs, projects, and activities (PAPs). Policy pertains to the “official statements and pronouncements of support for gender mainstreaming issued by the organization” while people refers to the “relevant stakeholders who assume the task of gender mainstreaming”, grouped as sponsor, change agent, target, and advocate. EM focuses on the systems and mechanisms installed in the organization and the funds allocated for GAD activities such as GFPS and Knowledge Management System. PAPs pertain to flagship programs, activities, and projects that serve as a strategic entry point to mainstream GAD in an organization.

Each entry point is divided into five levels, in which each question has an increasing level of difficulty (PCW, 2016a). Level 1 is the Foundation

Formation with an equivalent point of 0 - 7.99. Level 2 is the Installation of Strategic Mechanisms, which has a corresponding point of 8 - 14.99. Level 3 is the GAD Application with a resultant point of 15 - 19.99. Level 4 is the Commitment and Institutionalization, which has an equivalent point of 20 - 23.99. Level 5 is the Replication and Innovation with a corresponding point of 24 - 25. Therefore, each entry point has a ceiling score of 25 each.

Every level has descriptors serving as questions where there are three possible answers; No, Partly Yes, and Yes with equivalent scores. Policy has an overall 13 descriptors/questions, in which Levels 1 - 4 have three descriptors while Level 5 has only one. People has 27 descriptors with Levels 1 - 4 having six descriptors while Level 5 has only three. EM has 23 descriptors, in which Level 1 has only three descriptors while Levels 2 - 5 have five. PAPs have 30 descriptors, in which Level 1 has six descriptors; Level 2, eight; Level 3, 7; Level 4, five; and Level 5, four. Overall, the GMEF checklist consists of 93 descriptors with a total point of 100. As per the overall scoring, Level 1 has a point range of 0 - 30.99. Level 2 is equivalent to 31 - 60.99. Level 3 has a corresponding point of 61 - 80.99. Level 4 has a point range of 81 - 95.99 and Level 5 is equivalent to 96 - 100.

For every descriptor answerable by Partly Yes or Yes, there is a need for justification using relevant, valid, and acceptable means of verification (MOV). These MOVs are printed or electronic documentary evidences that later on are analyzed to denote the success or failure of the gender mainstreaming employed. Using the SEF, these MOVs yielded opportunities for the organization.

Surveys and key informant interviews were employed to triangulate the gathered results. Surveys were also conducted through the four types of Training Needs Assessment (TNA) Forms, which were administered before and after the five trainings. TNAs depend on the training design of the resource person. Conversion of knowledge gained to practice was also documented through the outputs of the project implementers who attended the three specialized trainings.

Thirty-five key PhilRice personnel were also interviewed on October 10, 2019 during the validation of the scores and the corresponding MOVs. The 35 PhilRice key personnel were the GAD Focal Point System members and the staff members from the Central Experiment Station and branch stations. The validation process was conducted by going through all the descriptors of the GMEF toolkit and the documentary evidence presented. The staff members from the Philippine Commission on Women (PCW) who are the validators, asked specific questions and

clarifications depending on the self-rated scores. The clarificatory questions emanated from the PCW GMEF handbook to align the rating and the required MOVs.

Locale

The study focused on PhilRice with seven branch stations and four satellite stations located in: Batac, Ilocos Norte; San Mateo, Isabela; Science City of Muñoz, Nueva Ecija; Los Baños, Laguna; Sta. Cruz, Occidental Mindoro; Ligao City, Albay; Catarman, Northern Samar; Murcia, Negros Occidental; RTRomualdez, Agusan del Norte; Maramag, Bukidnon; Midsayap, North Cotabato; and San Ramon, Zamboanga City.

Study Participants

Though all internal clients became recipients of either the policies and enabling mechanisms, there were 522 internal clients and 142 external clients, totaling 664, who directly participated in the capacity development activities of this study. A 1:1 ratio of male and female participants for the capacity development was documented (male: 333; female: 331). Their ages ranged 24 - 62 years old. The internal clients were from top management, technical staff (R&D), and administrative staff.

For the purpose of this paper, internal client is characterized as someone who is currently employed in PhilRice with either permanent or service contract status. External clients are beneficiaries of the capacity development activities, projects, and enabling mechanisms that PhilRice offers. This includes farmers, extension providers, students, and other groups who played an important role in the rice industry.

Data Analysis

Using a combination of qualitative and quantitative research methodologies, the study used both thematic and descriptive statistical analyses. For the thematic analysis, documentary reviews; self-administered assessment using a checklist; and interview results were encoded. Specific themes were searched, coded, and grouped. Data were further clustered for a more detailed analysis. For the descriptive statistics analysis, frequency and averages were used.

Results and Discussion

This study argues that the gender mainstreaming applied can be considered successful when an explicit support to GAD through policies issued, reviewed, and re-issued was present; capacity development yielded change in both internal and external clients' attitude, awareness level, knowledge, and output; established EM are fully functioning; and PAPs have

incorporated GAD in any stage or component of the project cycle. It is further argued that such progress has overcome challenges and opportunities offered.

The analysis consists of three disparate but closely intertwined examinations of PhilRice's experience on gender mainstreaming. The first section evaluates the progress (if there is any) of gender mainstreaming in the realm of rice R4D. This was followed by a discussion of the embedded challenges of gender mainstreaming vis-à-vis its progress in the context of R4D. The ToC model was utilized to simplify the discussion on progress and challenges. Lastly, opportunities that guide future actions was discussed using the Social Epistemology (SE) model.

Gender Mainstreaming in Rice R4D by the Numbers

The experience of PhilRice, as shown in documentary evidence and survey results, exhibited the definite success of gender mainstreaming undertaken by the institution. Relevant and mobilizing policies were issued, reviewed, and re-issued. Changed attitude, increased awareness and knowledge, and improved output were recorded as a result of capacity development for a bulk of internal clients. EMs were also re-constituted and implemented, though few in number. Full functioning of the EMs has yet to be attained. Further, only less

than a quarter of the PAPs have GAD components. This is because only half of project implementers were trained on gender analysis.

People as the Actors of Gender Mainstreaming

The data to prove that capacity development activities conducted were effective in changing attitude and increasing awareness and knowledge were taken from the pre- and post-tests of the five training courses namely: Gender, Diversity, and Inclusiveness (GDI) Training in PhilRice Central Experiment Station (CES), Gender Sensitivity Training ++ (GST++) in PhilRice Negros, Gender Sensitivity Training (GST) for Management Committee (ManCom) members, Gender Analysis Training (GAT) for project implementers, and GST++ in PhilRice-Batac. While the evidence for the conversion of knowledge gained to practice were taken from the attendees' outputs from the three gender analysis training courses: GST++ in PhilRice-Isabela, GAT for project implementers, and GST++ in PhilRice Midsayap.

There was no notable change in the attitude of the participants regarding gender and development and gender relations (Table 1). This does not mean, however, that the training courses were ineffective or did not serve their purpose. It only showed that

Table 1. Attitudinal change among participants after the trainings (N=109).

GAD Perspectives	Female		Male	
	Pre-Test	Post Test	Pre-Test	Post Test
1. A mother is the "light of the home" and a father is the "foundation of the home".	2	2	3	2
2. The man should be the main breadwinner of a family.	2	2	2	2
3. If a man is able to raise sufficient income for the family, a woman should just stay at home to take care of the needs of her children and husband.	2	2	2	2
4. If a family cannot support the education of all the children, it is right to prioritize the education of the sons since daughters will be married off to other men.	1	1	2	2
5. In a family where the man is the breadwinner and the woman do household work, the man has a right to make decisions since he carries the burden of making money.	2	1	2	2
6. A woman should be blamed if she is raped because she stays late in the streets and wears sexy clothes.	1	1	2	2
7. Having more women leaders in our school/workplace ensure the protection and implementation of women's rights.	2	2	2	2
8. Women are naturally more sensitive and emotional.	2	2	2	2
9. Men are naturally more sexually aggressive than women.	2	2	2	2
10. A woman is to be blamed if she decides to stay with her abusive husband or partner.	2	2	2	2
Total	2	2	2	2

Legend: 1- Strongly disagree, 2- Disagree, 3- Agree, 4- Strongly agree

the trainees or personnel already had wiring or prior knowledge and even attitude concerning GAD and its related concepts and implications.

No change on attitude and perception regarding certain gender relations were recorded in the male and female participants. In nine out of ten statements, male and female participants retained their perception after the training. However, males changed their attitude towards the gender role of mothers and fathers. Before attending the training courses, male participants agreed that mothers are the “light of the home” while fathers are the “foundation of the home”. At the end of the courses, they disagreed with the arguments or perceptions. As for female participants, they became more empowered (answered from disagree to strongly disagree) and insisted that decision making does not rely solely on the provider who is the man. There are two more statements that female participants strongly disagreed while male participants only disagree. Males disagreed that education should be awarded to males during financial difficulties and that women are to be blamed in rape cases. However, women strongly disagreed in these two perspectives. The results showed that there was no significant change in the participants’ attitudes and perceptions. Though there were no incorrect answers, it is important to note that convictions on agreeing and disagreeing are missing in their respective responses. The capacity development activities need to be more aligned with the goal of completely eliminating gender biases within the institution and in the community.

For the knowledge gained, four different tools were administered by different resource persons, depending on the training design prepared. Hence,

Table 2. Participants’ knowledge gained from the GST++ in PhilRice Negros (N=26).

GAD Concepts	Female		Male	
	Pre-Test	Post-Test	Pre-Test	Post-Test
1. Sex and gender	3	4	2	4
2. GAD	3	4	2	4
3. Gender stereotypes	2	4	3	5
4. Gender discrimination	3	4	2	4
5. Gender analysis	2	4	1	4
6. Gender mainstreaming	2	4	2	4
7. Gender equality	3	4	2	4
8. Gender equity	3	4	2	4
9. Gender perspective	2	4	1	4
Total	3	4	2	4
GAD Tools				
1. 24-hour activity profile	1	3	1	4
2. Harmonized GAD guidelines (HGDG)	1	3	1	4
Total	1	3	1	4

Legend: 1- No idea, 2- Know little about it, 3- Familiar with it, 4- Confident to talk about it, 5- Can apply it to work/output deliverables

the results are discussed separately. Overall, there was an increase in the knowledge gained by the participants with regard to GAD concepts, mandates, and tools (Tables 2, 3, and 4).

Generally, the training was successful in raising the awareness and instilling knowledge regarding GAD concepts and tools among PhilRice Negros staff members (Table 2). All the participants, male and female who were familiar or somewhat knowledgeable about GAD concepts and tools, became confident to talk about these topics after the training. Male and female participants started with no idea about GAD tools. After the training, the female participants became familiar with the tools while the male participants became confident to talk about them.

Table 3. Participants’ knowledge gained from the GDI in PhilRice CES (N=38).

GAD Concepts	Female		Male	
	Pre-Test	Post-Test	Pre-Test	Post-Test
1. Sex and gender	2	1	2	1
2. Gender bias	2	1	2	1
3. GPB	2	1	2	2
4. Strategic needs	2	1	2	2
Total	2	1	2	2

Legend: 1- Correct answer, 2- Incorrect answer

Pre- and post-test results of another GAD-related training (Table 3) showed that female participants learned the relevant GAD concepts. However, male participants had no to low knowledge gain. In a detailed analysis, male participants learned the difference between sex and gender and the concept of gender bias, yet were not able to comprehend the process of GAD Planning and Budgeting (GPB) and the different strategic needs.

Table 4 shows the pre- and post-test results of two GAD-related training courses for the top management and project implementers. Before the training, male and female participants knew little about GAD concepts. After the training, they became familiar with the concepts.

Overall, the knowledge of male and female participants on GAD policies, mandates, and tools remained unchanged (Table 4). In a detailed examination, the knowledge of male participants about the BPFA increased. Before, they had no idea about it but after the training they gained little knowledge about it. Similarly, male and female participants showed increased in knowledge on Magna Carta of Women after the training (from little knowledge to being familiar). For the tools, the training improved (from little knowledge to being

Table 4. Participants' knowledge gained from GST for the Management Committee (ManCom) and GAT for Project Implementers in PhilRice CES (N=78).

GAD Concepts	Female		Male	
	Pre-Test	Post Test	Pre-Test	Post Test
1. Sex and gender	3	4	3	4
2. GAD	3	3	2	3
3. Gender discrimination	3	4	3	3
4. Gender analysis	2	3	2	3
5. Gender mainstreaming	2	3	2	3
6. GPB	2	3	2	3
Total	2	3	2	3
GAD Policies and Mandates				
1. Convention on the elimination of all forms of discrimination against women (UN CEDAW)	2	2	2	2
2. Beijing Platform for Action (BPFA)	2	2	1	2
3. Millennium development goals and sustainable development goals	2	2	2	2
4. Republic Act 7192 (Women in development and nation building Act of 1992)	2	2	2	2
5. Philippine plan for gender-responsive development (1995-2025)	2	2	2	2
6. Republic Act 9710 (Magna Carta of Women/MCW)	2	3	2	3
7. Joint Circular 2012-01: Guidelines for the preparation of annual GPB and AR to implement the MCW	2	2	2	2
Total	2	2	2	2
GAD Tools				
1. HGDG	2	3	2	3
1. GMEF	2	2	2	3
1. Participatory Gender Audit	2	2	2	2
Total	2	2	2	2

Legend: 1- No idea, 2- Know little about it, 3- Familiar with it, 4- Confident to talk about it, 5- Able to apply/use it at work

familiar) the knowledge of both male and female participants about Harmonized GAD Guidelines while male participants demonstrated an increase in knowledge about Gender Mainstreaming Evaluation Framework (from little knowledge to being familiar).

For the last instrument, the participants were directly asked about their knowledge level about gender analysis and gender mainstreaming collectively. In a range of one to five, participants rated themselves two before the training. This self-rating increased into three after the training.

In converting knowledge into output, selected participants of the three gender analysis trainings submitted nine revised project protocols. They incorporated GAD in two of the three project cycles – implementation/management and monitoring/evaluation. They used and analyzed sex disaggregated data (SDD) and explicitly included these in the rationale, identified GAD objectives, conducted GAD-related activities, and established sex disaggregated database.

Given the usual limitations, these results show the importance of developing gender-sensitive or

responsive human resources for the whole process of gender mainstreaming. Gender-focused capacity development activities develop staff to craft gender sensitive policies, establish gender equal EMs, and implement inclusive rice R4D PAPs.

Policy as a Powerful Tool in Gender Mainstreaming

Comparing the policy releases for the span of four years (2016 – 2019), there was a notable increase in 2018 and 2019 (Figure 2). Almost half of the GAD-related memoranda and administrative orders were

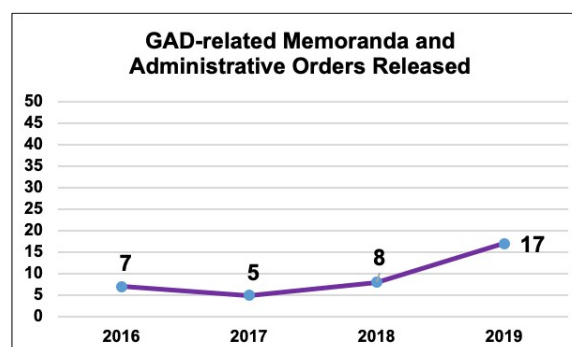


Figure 2. GAD-related policies released from 2016 to 2019.

released in 2019 (46%) while almost a quarter were released in 2018 (22%), way higher than the baseline – 2016 releases (19%). However, there was a halt on the releases in 2017 (14%).

Such increase was in response to the close working relationship of PhilRice with a number of oversight agencies and the increased consciousness within the institution on the importance of GAD in the operations, workplace, and R4D.

In terms of contents, policies released in 2016 stated directives on answering the Audit Observation Memorandum (AOM) issued by Commission on Audit, capacity development, database establishment, GFPS reconstitution, and budget allocation. In 2017, policies covered almost similar directives in 2016 except for the broad statement to support a national women-related celebration and the full functioning of an enabling mechanism – the PhilRice Day Care Center. From 2016 to 2018, policies were reviewed and re-issued together with a broad statement on the use of gender analysis to mainstream GAD in Rice R4D and establishment of new enabling mechanism – flexible working time for primary care providers. In 2019, a variety of policies were issued. This included the creation of branch stations' GFPS, series of diverse capacity developments such as GAD orientations, Gender Sensitivity and Gender Analysis training, and GPB workshops. The issuance of standard attendance sheet for centralized database, reconstitution of an enabling mechanism – Committee on Decorum and Investigation for Sexual Harassment Cases, reiteration on the use of Gender Fair Language, issuance of special laws on women, and requiring the R4D sector to incorporate GAD in all project documents like protocols were also included. It implicates that there was an aggressive release of policies encouraging the mainstreaming of GAD in all aspects of PhilRice's services, operations, and R4D efforts.

These results show the power of policy to move and pressure R4D workers in mainstreaming GAD, to sustain gender mainstreaming through the establishment of EMs, and to incorporate GAD in the planning, implementation/management, and monitoring/evaluation (M&E) of rice R&D PAPs.

Theory of Change (ToC) Model for PhilRice Gender Mainstreaming

In part A of the results and discussion, PhilRice invested money for willing and competent human capital. It is intended that these inputs are expected to yield outputs that contribute in the attainment of the outcome. The outcome would then be the basis for the evaluation of impacts as gender mainstreaming progresses. Each of the concepts – input, output, outcome, and impact – has their own innate logical

relatedness to each other. Figure 3 is the ToC Model of PhilRice's Gender Mainstreaming efforts showing the relatedness of each.

The model shows that as the gender mainstreaming progresses, there is a higher possibility to meet various and difficult challenges. Given these challenges, PhilRice became more judicious in the use and disposal of resources, especially budget in the mainstreaming of GAD and attaining GAD-related outputs. There were two challenges that PhilRice faced at this phase. The first challenge is budget management. Due to the limited direct budget for GAD operations, there should be a prioritization scheme that GFPS should follow. The question as to what should be done first is critical. A preferred course of action on gender mainstreaming will either move the agenda forward or stagnate. The second challenge is to identify the strategic human resource that will accompany the GFPS to lead gender mainstreaming. The need to have champions and advocates are critical at this stage and undertaking. Willingness and competence to lead are two important qualifications need for these personnel will dictate the credibility of the people and the reliability of the message.

As its major accomplishment, PhilRice produced GAD-related outputs such as policies, capacity development activities, EMs, and PAPs. There were 37 GAD-related polices released between January 1, 2016 and July 30, 2019. Six hundred sixty-four internal and external clients were also oriented or trained on GAD concepts, mandates, and tools. PhilRice also established three major EMs namely: Committee on Decorum and Investigation (CODI), Day Care Center, and membership to Regional GAD Council. Supplementary EMs like flexible time for primary care providers and quick service provision such as priority lanes, Officer-of-the-Day, and PhilRice Text Center for internal and external clients were strengthened. Lastly, nine notable R&D PAPs became gender-sensitive/responsive.

At the output phase, more demanding challenges emerged. Quality and quantity of outputs were both at stake. Quality of output dictates the message and the conviction in the communication process. This requires that the message about the purpose of all the efforts and the specific direction of the intervention must be clear. Resource persons and internal GAD advocates should work together to analyze the audience and create an atmosphere of both learning and reflection. Quantity, on the other hand, dictates the possible maximum reach and strength as evidenced by the number. This does not refer to the number of outputs but rather on the number of recipients and their ability to cascade and share what they have learned and experienced.

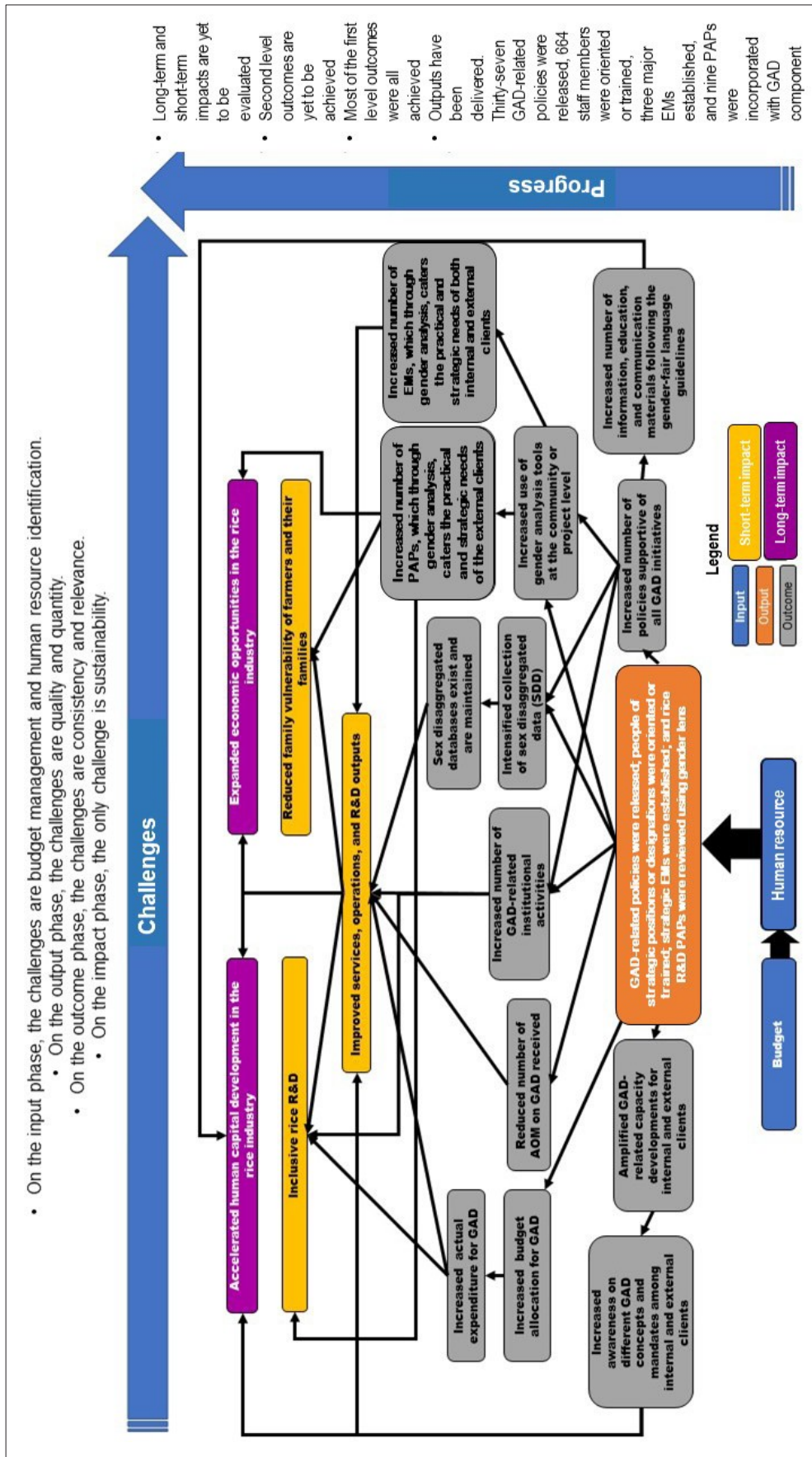


Figure 3. ToC Model for PhilRice Gender Mainstreaming.

First level outcomes are the results of the existence of the outputs. In the case of PhilRice, most of the first level outcomes were achieved. As stated in the earlier discussion, capacity development was amplified for the internal and external clients to become aware; be knowledgeable; and be able to apply GAD concepts, mandates, and tools. GAD-related activities and collection of SDD were also considered. Due to the continuous capacity development, there was an increase in the application of gender analysis initially in compliance to the GAD-related policies issued. Second level outcomes are the result of the achievement of the first level outcomes. PhilRice has yet to actualize its second level outcomes. The centralized GAD database is still on its conceptualization stage. Number of R4D PAPs and EMs, which underwent gender analysis were still few.

Except for non-achievement yet of these outcomes, other challenges like consistency and relevance are also emerging. Consistency pertains to the process by which the message is passed on from the primary recipient to the secondary recipients. Cascading and/or re-echo is a crucial aspect of gender mainstreaming. GAD is a complex concept and it is in the borderline of private and public life of a person. Understanding the audience is very important while making sure that there are no inconsistent and warring arguments. Further, relevance pertains to the amount of relative importance. In connection with consistency, the message should be of great use to the audience, who will then become the actors of gender mainstreaming. Otherwise, GAD will just become an advocacy of few people.

For PhilRice, the short- and long-term impacts are yet to be evaluated. However, these are the most relevant for rice R4D and the external clients. As the

institution is just starting to learn and apply GAD, impacts are yet to be observed. However, in evaluating the impact of GAD there is a greater challenge – sustainability. It pertains to the unique and relative strategies to maintain the good practices of gender mainstreaming. Moreover, the key in sustainability is innovativeness. It is the ability to transform old practices into new practices that are relevant across time and generation.

These progress and challenges identified and the GMEF score of PhilRice support each other. After validation, PhilRice received a score of 67.1 that can be translated into a qualitative description of GAD Application. Based on the qualitative description, it is factual that PhilRice is still on its transition from Output to, at the very least, first level outcome phase of the ToC.

Social Epistemological (SE) Model of PhilRice Gender Mainstreaming

Based on the PhilRice Gender Mainstreaming Framework, there were three possibilities that could yield opportunities for achieving the outcomes and later influencing the rice R4D and the lives of the external clients specially the farmers. The social epistemological model of PhilRice’s gender mainstreaming efforts (Figure 4) shows the different angles to view gender mainstreaming and its possible opportunities.

The SE model shows where opportunities are coming from. The elements of this model are the GMEF entry points and PhilRice’s score in the concomitant checklist. As discussed earlier in this paper, the GMEF checklist was used to assess the level of gender mainstreaming efforts of PhilRice as a government institution that primarily do R4D on rice. It was also stated earlier that GMEF has

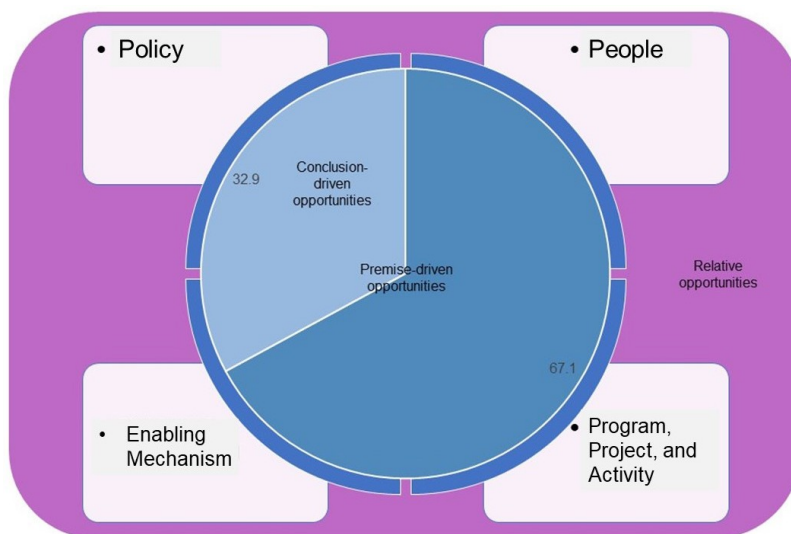


Figure 4. SE Model of PhilRice Gender Mainstreaming.

four entry points, which serve as pivotal points of the assessment. This model adopted these four entry points. Also shown in the model is a pie chart showing the score of PhilRice (darker blue) in the GMEF checklist, which is 67.1.

For SEF, the validity of the evidences (documentary review) and the acceptance of people (*i.e.*, key informant interviews/KII) are important in assessing the success of a certain innovation – gender mainstreaming. SEF also assumed that the success or failure of this innovation will yield knowledge and opportunities for improvement. There are three possibilities that SEF is assuming to occur. These possibilities are the conclusion-driven, premise-driven, and relativism. Conclusion- and premise-driven are warring possibilities while relativism is an independent one. Table 5 shows the scenarios that the assessment of PhilRice gender mainstreaming had gone through. Validity of the documentary evidences was based on the list of means of verification universal to all.

Table 5. PhilRice gender mainstreaming scenario.

Scenarios	Valid documentary evidences?	Are there objections from the key personnel?	Gender mainstreaming successful?
1	Valid	No objection	Yes
2	Not valid	No objection	No
3	Valid	With objection	Yes

During the validation sessions, not all documentary evidence was considered valid and not all valid documentary evidence was free from objections from the validation team or KII. Those valid documentary evidence both with or without objection were accepted as proof of the success of PhilRice gender mainstreaming. However, all not valid documentary evidence, even without objection, yielded unsuccessful gender mainstreaming.

Using the conclusion-driven opportunities as an argument, only those items with no valid documentary evidences yielded opportunities for the institution. Following this proposition, PhilRice should work more on perfecting its policies, PAPs, and partnership strategies to become a learning hub and be recognized and replicated by other organizations. Opportunities for gender mainstreaming exist in urging the top management to raise GAD concerns during high level meetings/discussions; developing external clients into GAD champions and endorse them for recognition; increasing the budget expenditure to 100%; making the EMs fully functional and resulted to desired impacts; conducting, completing, and reporting impact assessment of PAPs; capacitating and motivating the GFPS to function properly and be recognized by reputable organizations; establishing centralized database and making it accessible for

internal and external clients; and integrating GAD in the institute's knowledge management system and open for replication.

Compared with the current status of gender mainstreaming in PhilRice, most of the opportunities identified by conclusion-driven proposition are tenfold distant. This means that more attention must be paid to these to effect deeper gender mainstreaming.

In contrast, premise-driven proposition reiterated the step-by-step process rather than look at what are and are not done. Premise-driven opportunities stated that valid and not valid documentary evidence yielded opportunities for the institution. Following this proposition, PhilRice should work first on the basics such as formulating and adopting a GAD Agenda or Strategic Framework; creating effective GAD policies that could become a model for other organizations; making sure that all GFPS members occupy strategic positions and capacitating 50% of them to become GAD resource persons to achieve full functioning and to be recognized as model of other organizations; urging the top management to raise GAD concerns during high level meetings/discussions; making the EMs fully functional and resulted to desired impacts; and making the PAPs a GAD learning hub.

For the third argument, that of relativism, success depends mainly on the holistic interpretation of scores received by each entry point. It argues that the scores are the reflection of what exists and does not relative to the performance of the institute. Using this proposition, the GMEF analysis and interpretation of scores was followed. Entry point Policy received a score of 15.84 (Table 6). This means that there was a GAD application on the issuances of policies and that GAD-related policies were released. If there is already a GAD application, then the opportunities focused only on the impacts of those policy issued, reviewed, or re-issued and continuous enhancement of these gender-sensitive or gender-responsive policies for the consumption of other organizations.

Table 6. PhilRice gender mainstreaming score.

Entry Point	Score	Score Description
Policy	15.84	GAD application
People	17.39	GAD application
EM	15.51	GAD application
PAPs	18.36	GAD application

Entry point people got a score of 17.39. This entails that in the realm of human resource, there was already a GAD Application. What is lacking is capacitating GFPS members to become resource persons or GAD experts within and outside the organization, customizing GAD tools relative to the organization's

mandates by the GFPS, and raising GAD concerns in high level meetings by the top management.

EM received a score of 15.51. Though it is the lowest among the four entry points, the score description is still under GAD application. This means that the opportunities for PhilRice's gender mainstreaming are making the EMs able to track gender-related impacts, producing GAD-related knowledge products (KPs), and making the whole budget gender-responsive.

Lastly, PAPs got a score of 18.36. This entry point received the highest score yet it is still under the GAD Application. This means that PhilRice still needs to ensure the sustainable monitoring of its PAPs and evaluate the impacts, conduct sector-specific capacity development sessions for both internal and external clients, periodically apply and re-apply gender analysis tools to ensure integration of GAD in the PAPs, develop a sustainable action plan for GAD, make the PAPs and partnership strategy/convergence model a learning hub, and make KPs that can be accessed and referenced on by other organization.

Conclusion and Recommendations

On the progress of gender mainstreaming.

Thirty-seven gender-related policies, 664 internal and external clients oriented and/or trained, three major EM established, and nine gender-sensitive and/or responsive PAPs is a commendable progress for PhilRice, given the relatively short period of evaluation. As a general rule in any other baselining activity, continuous implementation; monitoring and evaluation; and planning cycle is very important. This means that periodic self-assessment may be applicable in order to track the progress and extent of gender mainstreaming efforts of the institute. While the framework used in this paper is in the trial stage, it can be good starting point for the institute or other agencies that aim to fully mainstream gender in their institutional operations and functions.

On the challenges of gender mainstreaming.

Different phases of change have different levels of difficulty. Thus, they have different challenges to face. At the onset, managing financial and human resources are the primary challenges. Critical to every course of action are the actors and their means to act. If there is no action done, there will be no result to expect. As such, prioritization can counter financial challenges and continuous effort to involve those 'willing' to be involved. Willingness is important because action is dictated by cognition and affectual state, characters that need to be considered in the selection of people to be placed and assigned to do

the gender mainstreaming work.

As the stages progress, the encounters become more difficult as the quality and quantity of output are at stake. Careful transmission of message and proper identification of people that could disseminate information are important. As another step on the ladder, more difficult challenges exist. Consistency and relevance are then under question. With more people talking about and doing gender mainstreaming, variations in beliefs and practices may influence courses of action. Reiteration and re-orientation, then, are vital. On the other hand, relevance may be inquired upon or even questioned. The query on 'what is it for?' will surely recur and even stand out.

Understanding the audience/recipients of information and relating to the context are approaches that are useful. After establishing the mechanisms, sustainability will be the next challenge that must be addressed. Conditioning through proper documentation, cascading, and social mobilization is the key to maintaining gender mainstreaming efforts. Teach the r&D workers, let them internalize and reflect on it, oblige them to do it, and reward them by doing it and it will be unconsciously done repeatedly. Ultimately, this is what the Social Epistemological Framework is all about – when a practice becomes part of the operational behavior of an organization or a community.

On the opportunities for gender mainstreaming.

For the PhilRice's gender mainstreaming efforts, though perceived on different angle, there are four merging points of the conclusion, premise-driven, and relativist propositions. First, PhilRice should issue, review, and re-issue effective gender policies to encourage internal clients to act, to establish EMs, and to polish PAPs towards the achievement of gender-responsive institution in which other organizations may model. Second, top management should provide an unequivocal support through being aware and knowledgeable advocates by raising gender and development concerns during high level meetings. Third, EMs should not be established just for compliance rather, there must be a conscious drive so that the mainstreaming efforts must yield the desired impacts. Lastly, gender-sensitive or gender-responsive PAPs should be rewarded. This means that PAPs that obtain such recognition must become learning hubs within and outside the organization. By doing these, gender mainstreaming would have high impact not only to the institution but also to the whole rice research and development and expectantly passed on to the community level.

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Philippine Rice Research Institute

Central Experiment Station
Maligaya, Science City of Muñoz, 3119 Nueva Ecija

We are a government corporate entity (Classification E) under the Department of Agriculture. We were created through Executive Order 1061 on 5 November 1985 (as amended) to help develop high-yielding and cost-reducing technologies so farmers can produce enough rice for all Filipinos.

With our “Rice-Secure Philippines” vision, we want the Filipino rice farmers and the Philippine rice industry to be competitive through research for development work in our central and seven branch stations, coordinating with a network that comprises 59 agencies strategically located nationwide.

We have the following certifications: ISO 9001:2015 (Quality Management), ISO 14001:2015 (Environmental Management), and OHSAS 18001:2007 (Occupational Health and Safety Assessment Series).

PHILRICE CENTRAL EXPERIMENT STATION Maligaya, Science City of Muñoz, 3119 Nueva Ecija
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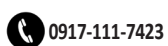
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PhilRice Midsayap, Bual Norte, Midsayap, 9410 North Cotabato; Telefax: (64) 229-8178; 229-7241 to 43 Email: midsayap.station@philrice.gov.ph
PhilRice Field Office, CMU Campus, Maramag, 8714 Bukidnon; Mobile: 0916-367-6086; 0909-822-9813

SATELLITE STATIONS:

Mindoro Satellite Station, Alacaak, Sta. Cruz, 5105 Occidental Mindoro • Mobile: 0917-714-9366; 0948-655-7778
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Mailing address:

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