

End-of-Project Evaluation

**Promoting Women's Rights  
and Resilience in Emergencies  
(WENET)**

Pambansang Kongreso ng  
Kababaihan sa Kanayunan  
(PKKK)

With funding support from

Action Aid Australia

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**ACRONYMS**

ANCP ADP	Australian NGO Cooperation Program Annual Development Plan
IEC	Information, Education, Communication
KII	Key Informant Interview
LILAK	Purple Action for Indigenous Women's Rights
MoV	Means of Verification
NAPC	National Anti-Poverty Commission
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OECD/DAC	Organization for Economic Cooperation and Development/Development Assistance Committee
OVI	Objectively Verifiable Indicators
PCVA	Participatory Capacity and Vulnerability Analysis
PFI	Pagtambayaong Foundation Inc.
PHILDHRRRA	Philippine Partnership for the Development of Human Resources in Rural Areas
PKKK	Pambansang Kongreso ng Kababaihan sa Kanayunan
RMP	Rural Missionaries of the Philippines
RR	Records Review
RSBA	Registry System for Basic Sectors in Agriculture
SAC	Social Action Center
SADD	Sex-, Age-, and Disability-Disaggregated Data
SMART	Specific, Measurable, Achievable, Realistic, Time-Bound
TOR	Terms of Reference
UUSC	
VAWC	Violence Against Women and Children
WeDpro	Women Education, Development, Productivity and Research Organization



## EXECUTIVE SUMMARY

Promoting Women's Rights and Resilience in Emergencies (WENet)  
June 2022

### INTRODUCTION

**The Terms of Reference.** The end-of-project evaluation was undertaken at the behest of Pambansang Kongreso ng Kababaihan sa Kanayunan (PKKK) to review the project's achievements and outcomes, effectiveness and approach, and to assess the areas needing improvements and lessons. As stated in the Terms of Reference of this evaluation, the result will be used as basis for programming in the next implementation period.

**The Project.** The overall goal of the project entitled Promoting Women's Rights and Resilience in Emergencies in the Philippines was *to strengthen the resilience of women in emergency situations*. The project was designed to promote community-based women-led disaster women' preparedness and response. The envisaged disaster risk reduction was to be achieved through organizing, training and strengthening the knowledge and skills of rural women so that they become resilient advocates and frontliners in disaster response work in their communities. Another approach conceived by the project was building the capabilities of women in various women's rights especially in the context of emergencies. This was supposed to be carried out by increasing women's rights awareness and protection in emergencies and coordinating collective strategic engagements on women's rights and resilience in emergencies through the Women in Emergencies Network (WENet).

Over the original project period of three years (2016-2019), the project was intended to benefit a total of approximately 7,205 beneficiaries in the provinces of Samar, Leyte and Southern Leyte as well as in areas where WENet partners are. The project also intended to work with 30 women organizations. An additional 800 beneficiaries were targeted for the extended project year of 2021-2022. ActionAid Australia poured in a total of **Php18,328,047.99** to the project.

**Methodology.** The evaluation employed key informant interview, focused group discussion, and records review. Data generated were triangulated to come up with analysis of the findings and map out recommendations for the next project period. To deepen the data analysis, the evaluation team mainly made use of the OECD/DAC Criteria for Evaluation.

### SUMMARY ACCOMPLISHMENTS AND OUTCOMES

1. Women were able to reduce risks during disaster through improved resilience. PKKK rural women leaders and members had undertaken various capability building trainings, peer to peer learning and mentoring, community visits, etc. As a result, they have become women's rights champions, confident lobbyists and negotiators as well as well-respected community leaders both in and out of local government positions leading community-based gender responsive humanitarian work. Some of the women leaders and members have become GAD focal person, DRRM officer,

barangay captain, barangay councilor, VAWC officer, etc. These women leaders have also become the third force in their communities by forming GBV Watch Groups, making sure violence against women and children is checked and fought against, facilitating access to pandemic response, incorporating women contingency plans in the Barangay Development Plan, mainstreaming climate adaptation with a gender lens, and as psycho-social debriefers in evacuation centers or in the communities where they are.

2. Around 10,552 women leaders and members (direct beneficiaries) in 29 provinces were able to reduce risks and improve their resilience during disaster. As a result, 32,167 community members (indirect beneficiaries) were able to benefit from the various interventions of the women leaders and members. In sum, the project benefited 46,009 individuals or an equivalent accomplishment rate of 638.57% thus surpassing the target of 7,205 beneficiaries in the original target of three provinces. Because of lack of data, the number of women organizations reached by the project cannot be determined. Project fund per capita for direct beneficiaries reached is at PhP1,699.95. Overall, the project spent PhP389.88 for each of the direct and indirect beneficiaries.

3. The development interventions in the project were responsive and appropriate according to the circumstances of the different identifies of beneficiaries – women farmers and fishers, urban poor, rural women, older women, indigenous women, and women with disabilities. Thus the project addressed the dire situation of the women from inception to the end of it. The fact that the project was even able to expand its relevance and appropriateness to the signs of the time as it made not just due to natural calamities, but as well in responding to conflict and pandemic situations.

4. The 2019 Womenitarian Summit which formulated the Sulo Declaration on Women's Leadership in Emergencies generated pledge of commitment from government agencies and humanitarian actors to undertake concrete actions on women's leadership in DRR, climate change adaptation, human rights and protection, and peace and security.

5. The recognition of women farmers and fishers in the Registry System for Basic Sectors in Agriculture (RSBA) is a milestone in the struggle against the invisibility of women as legitimate recipients of government programs and services.

6. The depth and breathe of the impact arising from the project cannot be understated. The effectiveness arising from the intervention supports the impact of the project. Taking root from the culture, mindset, behavior, and performance, significant changes are claimed by various frontliners and local partners -- ranging from **personal** to **relational** and **institutional** levels -- arising from the development interventions provided by the project, among others.

7. The PKKK-Youth is a great training ground for future rural women leaders. Being the most innovative and technologically advanced, they can bring the struggle for democratic space for women leadership and economic empowerment to more sophisticated and exciting levels. They can also be a force to widen support and interest for farming, fishing and other agriculture-based livelihoods, which are now threatened by globalization.

8. Sustainability of the project and the likelihood that the benefits and positive impacts or changes (financial, economic, social, and environmental) are going to continue beyond the program.

**FOR CONSIDERATION TO THE NEXT STRATEGIC PROGRAMMING, THE FOLLOWING ARE HEREBY RECOMMENDED:**

1. Continue with the capability building to keep the women leaders and members as the sustainable force in transforming society. This calls for the inventory of organizational capacities and individual capabilities to be effective and efficient as (a) frontliners in the community-based women-led disaster response, (b) in network expansion, (c) assuming political roles in local government, and (d) in strengthening their resolve especially against the military's red-tagging.

2. Mainstream rural women in the health pandemic response in their women's work in emergencies.

3. Strengthen the ranks of the PKKK youth as hope of the Motherland. They can be a force to widen support and love for farming, fishing and other agriculture-based livelihoods, which are now threatened by globalization.

4. Intensify networking and solidarity engagements as a mechanism to strengthen reach and influence, build the capacities of members, and propel WENet into a national platform for policy advocacy and government action.

5. Some WENet members did not have their organizational child protection policies. It is wise to allocate funds for the formulation of protection policies of other WENet members.

6. Strong-weak solidarity and mentoring, that is, a holding hand approach. Some areas have significant expansion and rural women leaders and members have gone through more advanced trainings. Explore peer-to-peer learning between new and more advanced leaders and communities to ensure that initiatives for women leadership and economic empowerment are entrenched on the ground. That way, project sustainability and continuity is realized.

7. Institutionalize Monitoring and Evaluation System for a more objectively verifiable tracking of outputs and outcomes. Given this need is to have an additional fulltime personnel for M&E functions.

8. Draft the OVIs of improved resilience and other outcomes in a specific, measurable, achievable, realistic and time-bound (SMART) manner to easily track targets versus accomplishments, as well as do adjustments and tactical changes in operations should there be lapses and difficulties encountered midstream in the project implementation. Ensure collection of sex-, age-, disability-disaggregated data as basis for intervention work.

9. We challenge AAA to mainstream in its advocacies slow onset disasters.

10. Preposition a disaster response fund akin to an “endowment fund” in recognition of the Philippines as a disaster corridor, in addition to the reality of conflict in Southern Philippines.



# MAIN REPORT

## 1. INTRODUCTION

### 1.1 Project Brief Profile

1. The project entitled Promoting Women's Rights and Building Resilience in Emergencies was built upon Action Aid, PKKK and other partners as part of the Typhoon Haiyan response and recovery, which promoted women-led and gender responsive disaster risk reduction (DRR), women's rights, protection and resilience. The project consolidated learning from 15 women-led committees, replicated good practice on DRR, resilience and women's rights, enhance women's rights and resilience building at community level, and supported the collective engagement of key actors towards strategic reforms in local and national policy in emergencies.<sup>1</sup>

2. The three-year project, which extended to another two years to cover the pandemic period, was intended to realize the following outcomes: *One*, Women were able to reduce risks during disaster through improved resilience. *Two*, Women are mobilized to lead accountability and claim their rights in emergency situations. *Three*, Coordinate collective strategic engagements on women's rights and resilience in emergencies through the WENet. To attain the intended outcomes, the project utilized three approaches/strategies:

(a) Disaster Risk Reduction which involved organizing, training and strengthening of rural women in building knowledge and skills so they were to become resilient advocates and front liners in disaster response work in their communities;

(b) Women's Rights Protection work included building the capabilities of women in various women's rights especially in the context of emergencies so they were to become more knowledgeable, confident and effective women's rights claimants and campaigners for the rural women's agenda; and,

(c) Formation and strengthening of Women Network in Emergencies (WENet), a network of different CSOs that works for women's rights in emergencies. PKKK, a member of the network, provided secretariat work. It sought to strengthen the gains of disaster and emergency work in the Philippines, including the organizing of a national women's summit to consolidate the gains of women-led disaster and emergency response and enhance preparedness of stakeholders.

3. The project intended to work with 30 women's organizations throughout its 5-year duration through the WENet.

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<sup>1</sup> Lifted from ANCP 2016-2017 ANCP Plan Project 2016-2017 (Version 3 of 3)

4. The project was originally planned for the three provinces (Leyte, Samar and Southern Leyte) but in the course of project implementation and responding to the needs arising, the project was implemented in the following: seven (7) provinces in Luzon (Bulacan, Pampanga, Tarlac, Zambales, Rizal, Oriental Mindoro, and Camarines Sur), three (3) in the Visayas (Northern Cebu, Cebu, and Leyte), and two (2) provinces (Lanao del Sur and Maguindanao) in the BARMM in Mindanao.

5. The project received funding support from Action Aid Australia, a global foundation working for a world free from poverty and injustice. AAA envisions to see a just, fair and sustainable world, in which everybody enjoys the right to a life of dignity, and freedom from poverty and oppression. AAA works hard to achieve social justice and gender equality, and eradicate poverty.<sup>2</sup> Over the course of project implementation, it provided **PhP17,937,822.85**.

6. It officially started in July 2016 and ended in June 2021 although it dragged on until June 2022. The project was covered by Project Agreement Amendments for the succeeding periods of July 2017 to June 2018, July 2019 January 2019 to December 2021. Amendments covered the expected outcomes and outputs.

**Table 1. Project Outcomes by Approaches/Strategies**

Three-fold Outcomes	Approaches/Strategies
Promote community-based women-led disaster preparedness and response.  Women are able to reduce risks during disaster through improved resilience. (2019-2020)  Women and their households in rural communities in 12 provinces to develop resilience and live harmonious and happy lives. (2020-2021)	Disaster Risk Reduction which involved organizing, training and strengthening of rural women in building knowledge and skills so they become resilient advocates and front liners in disaster response work in their communities;
Increase women's rights awareness and protection in emergencies.  Women are mobilized to lead accountability and claim their rights in emergency situations. (2019-2020; 2020-2021)	Women's Rights Protection work included building the capabilities of women in various women's rights especially in the context of emergencies so they become more knowledgeable, confident and effective women's rights claimants and campaigners for the rural women's agenda.
Coordinate collective strategic engagements on women's rights and resilience in emergencies through the Women in Emergencies Network (WENet).	Formation and strengthening of Women Network in Emergencies (WENet), a network of different CSOs that works for women's rights in emergencies.

## 1.2 The Project Holder

7. The project holder is the Pambansang Kongreso ng Kababaihan sa Kanayunan (PKKK), also known as National Rural Women Congress, served as the national secretariat of WENet and the principal implementor of the project. PKKK is a national coalition composed of rural women's organizations, peoples organizations and non-government organizations. It has a membership of around 326 organizations in Luzon, Visayas and Mindanao. At present, PKKK is spread out in 33 provinces, where PKKK has 14 provincial formations in Luzon, nine (9) in Visayas, and 10 in Mindanao.

<sup>2</sup> <https://actionaid.org>

8. PKKK played a major role in the struggle that resulted in women farmers and fishers now considered as legitimate recipients of government programs and services through the Registry System for Basic Sectors in Agriculture (RSBA).

9. PKKK and the women behind the organization have been there in the historic periods of the women's movement in the Philippines. They have great pioneering efforts in realizing the birth of the Magna Carta of Women and other laws and conventions on women leadership and empowerment in the Philippines.

10. In the aftermath of super typhoon Yolanda (international name: Haiyan), PKKK established its partnership with Action Aid Australia (AAA). PKKK-AAA jointly collaborated an humanitarian response through a project entitled Emergency Response and Rehabilitation to Haiyan victims/survivors in two phases. Phase I was focused on relief response for the period Dec 2013 – May 2014 with funding support in the amount of Php14 million while Phase II on rehabilitation for the period June 2014 – October 2015 in the amount of Php20 million.

11. Women in Emergencies Network or WENet is a network of women's rights advocates and practitioners that partnered with Action Aid and served as a bridge between rights holders and duty bearers. WENet aimed to serve as an effective and gender-responsive coordination hub among members. In February 2016, the Women in Emergency Network (WENet) was born. As a network of women's rights and practitioners, it envisioned a women-led and gender-responsive resilient communities claiming and defending human rights of women and other vulnerable sectors in emergencies, disasters, and conflict situations". As a vibrant alliance of committed women human rights organizations, it works to increase women's leadership, financing and humanitarian actions for women's rights protection and resilience in emergencies, particularly in disasters and conflict, in the Philippines.<sup>3</sup>

9. In the timeline of WENet formation, it was a given fact that Action Aid played a role when it organized a capacity building workshop on Women's Rights and Protection for the Philippine country team and partners in December 2015. Two succeeding meetings were held wherein the draft on Women in Emergency Network (WENet) Framework was thoroughly discussed. The final draft of the Framework was deliberated in February 2016 and subsequently adapted by the original eight (8) members, namely: PHILDHARRA, WeDpro, PKKK, BMFI, FARDEC, RMP, PFI, and LILAK.

10. Following the two-phase relief and rehabilitation response, AAA committed to support PKKK's another three-year project entitled Promoting Women's Rights and Resilience in Emergencies for the period covered 2016-2019. In the onslaught of the COVID-19 pandemic, the said project was extended for two years covering the period 2020-2022. This five-year project is now the subject of this end-of-project evaluation.

12. The project was carried out in the following provinces with the respective beneficiaries, and funding, thus:

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<sup>3</sup> WENet (final) Framework

**Table 2. Target Number of Beneficiaries and Provinces, 2016-2022**

Project Year	Target Beneficiaries	Target Provinces	Funding (Australian dollars)
2016-2017	3,510 (direct) 7,205 (for 2016-2019)	Samar, Eastern Samar, Leyte, Southern Leyte	130,423.00 (incl. rolled-over funds)
2017-2018	7,205 (for 2016-2019)	Samar, Eastern Samar, Leyte, Southern Leyte	
2018-2019	7,205 (for 2016-2019)	Aurora, Camarines Sur, Northern Cebu, Maguindanao, Lanao Del Sur	Innovation grant (Footprints Foundation) 18,000 Euros
2019-2020	2,839	Camarines Sur, Northern Cebu, Leyte, Lanao del Sur, Maguindanao	
2020-2021	7,200 (target for the entire project period)	Bulacan, Pampanga, Tarlac, Zambales, Rizal, Oriental Mindoro, Camarines Sur, Northern Cebu, Cebu, Leyte, Lanao del Sur, Maguindanao	Roll over funds from 2019 (AUD 33,155.95)
2021-2022	800	Bulacan, Pampanga, Tarlac, Rizal, Camarines Sur, Camarines Norte, Samar, Biliran, Leyte, Cebu, Saranggani, Lanao del Sur, Maguindanao	

Sources of Data: ANCP 2016-2019; Indicators ANCP As of Aug 10, (2019); and Annual and Completion reports (for the periods 2016-2017, 2017-2018, 2018-2019, 2019-2020, 2020-2021)

### 1.3 End-of-Project Evaluation

13. The main purpose of this external evaluation was to review the project's impacts, achievements, and approach and to assess the areas needing improvements and lessons. The result of this evaluation was to input to the review of PKKK and WENet's strategy as the basis for programming in the next implementation period.

14. Per Terms of Reference (TOR), the evaluation was to specifically (a) Assess the project's achievements against outcomes; (b) Assess project's strategy effectiveness in achieving goals; (c) Provide recommendations to support strategic planning for the next program; and (d) Document lessons and areas needing improvement for long term programming.

15. The end-of-project evaluation utilized records review (RR), focused group discussions (FGDs), and key informant interviews (KII). Project documents were perused such as the project proposal (original), ANCP ADP Plan, annual completion reports (for the following years: 2016-2017, 2017-2018, 2018-2019, 2019-2020, 2020-2021, and 2021-2022), WENet Framework Paper, WENet documentation reports and selected information, education and communication (IEC) materials, among others. The evaluation team also gathered data from periodicals and official LGUs and other government websites.

16. FGDs were conducted among project implementers at the community level in order to generate information regarding the nature, participation and contributions of the different women leaders in the accomplishment of project targets and their corresponding outcomes. Key informant interviews were also conducted among key staff and women leaders of selected WENet partner organizations in Luzon, Visayas and Mindanao. In addition, women leaders who hold or held key

government positions were likewise interviewed. They are the ones who contributed to the attainment of the target outcomes and outputs, and are commended for their best practices. Tracking project's actual activities and outputs were organized in a matrix format.

17. As the pandemic slacken a bit, area visits and face-to-face focused group discussions with women leaders were conducted in Camarines Norte and Camarines Sur (Luzon) and Cagayan de Oro City (Mindanao). Lanao del Sur women youth leaders were interviewed similarly in Cagayan de Oro City.

18. Two caselets are included in this report. One dealt on the experiences of women in the throes of fear and disaster as they struggled against the onslaught of Covid-19 in the Bicol region. The other is on the role and participation of women in conflict emergencies, as they sought their place in the context of the Marawi siege.

19. The framework of analysis used by the Evaluator was the OECD/DAC Criteria.

**Relevance** of the programs to the problems and needs of target groups that were identified during project conceptualization planning; also, to determine the changes particularly on the lives of the target groups that are attributable to the program.

**Coherence** of the programs in relation to international covenants and policies.

**Effectiveness** of the programs in achieving its declared objectives

**Efficiency** is the reasonability of the costs incurred to achieve the results; the correct use of resources to implement the activities (in terms of quality, quantity, and timely delivery); and the quality of results achieved.

**Impact** of the project (a) in the conversion of acquired knowledge into a resource within the household and community and to determine wider effects in the area of operation; (b) in relation to the overall Vision, Mission and Goal of WENet; and (c) in relation to the development issues to which the projects intend to contribute.

**Sustainability** of the project and the likelihood that the benefits and positive impacts or changes (financial, economic, social, and environmental) are going to continue beyond the program.

20. In the same vain, the evaluators were mindful of the WENet Framework and the ActionAid Feminist Research Guidelines.

21. The data generated from the records review, key informant interviews, and focused group discussions were triangulated to enhance the validity and credibility of the findings.

22. Two feedbacking sessions were held. First, the findings were presented to the PKKK Executive Committee, National Secretariat, and select WENet members on 14 June 2022. The second feedbacking session was before the AAA on 16 June 2022.

23. This end-of-project evaluation was conducted during the Covid-19 pandemic when travels were still generally restricted in some areas and the hectic days leading to the hotly contested national and local elections.

24. Amelita (Melot) Balisalisa Atillo was tapped by the PKKK to conduct this end-of-project evaluation. Fe (Fayi) Cayon assisted in the conduct of face-to-face focused group discussions in Mindanao (Marawi City/Cagayan del Oro City) and Bicol Region (Camarines Norte and Camarines Sur) and the write up of the two caselets.

25. The list of key informants and participants of the focused group discussions is in Annex 1.1 to Annex 1.3. Two caselets are found in Annex 2.1 and 2.2.

#### **1.4 Structure of the Report**

26. The report has two major parts: the Executive Summary and Main Report. The Executive Summary contains the summation of the purpose of the evaluation, methodology, findings, and recommendations.

## 2. EVALUATION FINDINGS

### 2.1 Evaluation Objective No. 1: Assess the project's achievements (targets) against outcomes

#### Outcome 1

27. Over the original project period of three years (2016-2019), the project was intended to be implemented in the provinces of Samar, Leyte and Southern Leyte as well as in areas where WENet partners are. From the original target of three provinces, the project covered a total of 29 provinces, namely: Luzon (15): Aurora, Bulacan, Cagayan, Camarines Sur, Camarines Norte, Cavite, Marinduque, Mindoro, Nueva Ecija, Oriental Mindoro, Pampanga, Quezon, Rizal, Tarlac and Zambales; Visayas (7): Cebu, Northern Cebu, Eastern Samar, Leyte, Negros Oriental, Samar and Southern Leyte; and Mindanao (7): Agusan del Norte, Bukidnon, Lanao del Sur, Maguindanao, South Cotabato, Zamboanga del Sur and Zamboanga Sibugay.

#### Outcome 2

28. The project intended to benefit a total of approximately 7,205 beneficiaries. Combining the direct and indirect beneficiaries, the actual number of people reached by and benefited from the project totaled 46,009 (direct: 10,552; indirect: 32,167). Table 2 provides more information on project reach.

**Table 3. Targets versus Actual Provinces and Number of Beneficiaries**

Project Year	Provinces		Beneficiaries	
	Target	Actual	Target	Actual
2016-2017	Samar, Eastern Samar, Leyte, Southern Leyte	Samar, Eastern Samar, Leyte, Southern Leyte	3,510 (rural) 7,205	3,290
2017-2018	Samar, Eastern Samar, Leyte, Southern Leyte	Samar, Eastern Samar, Leyte, Aurora, Camarines Sur, Quezon, Nueva Ecija, Marinduque	3,510 (Direct Beneficiaries for 2016-2017) 7,205 (Target Beneficiaries for 2016-2019)	
2018-2019	Aurora, Camarines Sur, Northern Cebu, Maguindanao, Lanao Del Sur,		7,205 (Target Beneficiaries for 2016-2019)	4,153 (direct)
2019-2020	Camarines Sur, Northern Cebu, Leyte, Lanao del Sur, Maguindanao	Nueva Vizcaya, Rizal, Mindoro, Cebu, Bukidnon, Agusan del Norte, Lanao del Sur	2,839	883 (direct) 2,1135 (indirect) Total: 22,018
2020-2021	Bulacan, Pampanga, Tarlac, Zambales, Rizal, Oriental Mindoro, Camarines Sur, Northern Cebu, Cebu, Leyte, Lanao del Sur, Maguindanao	Northern Cebu, Cebu, Leyte, Lanao del Sur  Additional beneficiaries from WENet members: Aurora, Albay, Camarines Norte, Cotabato, Quezon, Bukidnon, Cavite, Samar, Negros	7,205 (target for the entire project period)	5,516 (direct) 11,032 (indirect) Total: 16,548

Project Year	Provinces		Beneficiaries	
	Target	Actual	Target	Actual
		Oriental, Maguindanao, Quezon		
July 2021 - June 2022	Bulacan, Pampanga, Tarlac, Rizal, Camarines Sur, Camarines Norte, Samar, Biliran, Leyte, Cebu, Saranggani, Lanao del Sur, Maguindanao		800	(Still in reporting phase)

### 2.1.1 Achievements and Outcomes

- Women were able to reduce risks during disaster thru improved resilience

#### **Outcome 3**

29. For the first project year, out of target 1,500 rural women from 30 rural women's organizations, 3,290 were able to identify and reduce risks, prepare for and respond to disasters. Also, 15 women-led DRR committees and GBV watch groups logistically supported to facilitate disaster preparedness and response towards an integrated community (municipal and provincial) emergency preparedness and response plans. Likewise, a protocol was developed for a women-led DRR that consisted of four components. *Component 1* deals on Security and Safety, Non Discrimination, Participation, and Transparency. *Component 2* on Community-based WENet Contingency Plan, Assessing the Risk (Assumptions and Prioritized Risks), and Identifying Scenario (Timeline). *Component 3* is an Action Plan to Get Operation Back. And, *Component 4* contains Actions to Reduce Risk.

#### **Outcome 4**

30. In response to the war that broke out in Marawi, PKKK conducted a humanitarian relief response to 201 internally displaced families (IDFs) in Lanao del Norte, Lanao del Sur, and Misamis Oriental 6-8 July 2017. The food packs in the humanitarian relief assistance included items like fresh chicken, etc. for the Moslem IDFs to be able to celebrate *Hariraya Puasa*, the breaking of the fast or end of *Ramadan*. In this humanitarian work, PKKK, in coordination with Balay Mindanao, an active WENet member, was able to establish close partnership and coordination with Bangsamoro women's groups. This humanitarian response work was led and organized by mostly Moro women. Cross cutting considerations about culture and other gender-fair intents were strictly observed. It is significant to note that this relief assistance to IDFs also included those victims/beneficiaries not reached by the government and other humanitarian groups.

#### **Outcome 5**

31. In pursuit of sisterhood and solidarity with other organizations doing humanitarian work, seven (7) WENet members actively participated in the Gender in Humanitarian Action Training by UN OCHA, on 21-23 February 2017. The training focused on (a) holistic knowledge and understanding of local and international gender legal frameworks, gender in humanitarian coordination and architecture, gender lens & mainstreaming on pre-, during, and post- emergency; and (b) the development of contingency plan for WENet and at the community level. The training



led to the establishment of partnership with the Climate Change Commission (CCC) in which a dialogue was held that resulted to CCC's actions addressing the concerns presented by WENet.

#### **Outcome 6**

32. Other sisterhood and solidarity efforts included active participation in CSOs coordination meetings and debriefing sessions undertaken by various groups such as Balay Mindanao. WENet was also able to facilitate their members' access to feeding programs for children and youth initiated by Igpit Women's Organization and Opol Women's Federation in Misamis Oriental, in partnership with barangay and municipal LGUs.

#### **Outcome 7**

33. To mentor and share experiences with women leaders in disaster risk reduction and emergency preparedness, 10 rural women leaders cum practitioners from Luzon and Mindanao undertook field visit to Typhoon Haiyan-affected areas of Marabut and Basey in Samar. It was reported that these women leaders replicated the best practices they learned from peer-to-peer learning visits on disaster preparedness and response. These best practices include accreditation of women's associations, and reassessment/development of gender-responsive contingency plans. There were also policy dialogues with LGUs and government agencies elevation on the above-mentioned issues and concerns.

#### **Outcome 8**

34. Towards the promotion of women leadership and political participation, 15 women-led DRR committees and GBV Watch Groups in Samar facilitated community-based and women-led integrated municipal and provincial emergency preparedness planning. In addition, three (3) regional roll-out sessions were carried out on women-led protection and resilience for seven (7) WENet member organizations which were participated by 76 WENet community women leaders.

#### **Outcome 9**

35. Although the pandemic was unexpected and scary, rural women leaders still managed to navigate COVID-19 health restrictions to reach out to their ranks. They were able to distribute PPEs, food packs and hygiene kits in 12 provinces. PKKK conducted distribution of relief packs and PPEs to its members in the Bicol region. Also, PKKK facilitated access to food packs and disaster assistance from various government and civil society groups like AKBAYAN, Sen. Riza Hontiveros, CARE Phils, and SAC Naga. For areas in Camarines Sur and Camarines Norte that were not only battered by COVID-19 but also ravaged by typhoon Ulysses (internationally known as Category 4 typhoon Vamco) in the first week of November 2020, humanitarian assistance came in the form of solar lamps (for power outage-affected areas), food packs, and hygiene kits. Pandemic response was also in the form of production of IEC materials on COVID-19 and typhoon.

#### **Outcome 10**

36. Likewise, PKKK conducted various online and onsite discussions and trainings on community-based women-led protection, participatory capacity and vulnerability analysis (PCVA), and mental health and women self-care.

**Outcome 11**

37. Pagtambayayong, a network members that works with the urban poor in Cebu City, provided at least 1,500 handwashing and potable water facilities together with the homeowners' associations. The used water was recycled to water their gardens. The people managing their gardens were also the women's association within the subdivisions. Thus, Pagtambayayong was able to build relationships with and empower the community even in the middle of the lockdown. They not only guard the entrance and egress of people in their community during the pandemic onslaught. For them, these actions were huge help in keeping their community safe.

**Outcome 12**

38. Some organizations were able to access GAD Budget. Engagements were established with relevant government agencies such as the Barangay Development Council (BDC), DILG, BDRRMC, DSWD by participating in rapid assessments, capacity and vulnerability analysis especially using the gender lens, among others. Likewise, they lobbied at/with the BLGU for food security and livelihood projects such as planting climate resilient crops and vegetables, seed banking, egg-laying, and resource mobilization. In addition, proposals were submitted to the barangay local government (BLGU) to conduct camp management and first aid training, and the identification of indigenous early warning systems like gong and budyong especially in coastal communities.

**Outcome 13**

39. Food security and sufficiency projects of the women organizations and communities included planting climate resilient crops and fish processing such as dried fish, shrimp paste, and fish sauce to combat hunger and augment income during disaster. To rural women who live in areas frequented by different forms of disaster, the livelihood efforts are not just sources of income but also preparations for disasters.

**Outcome 14**

40. Early women warning systems and information dissemination were improved. These included signage establishment on what to prepare (i.e., securing legal documents, medicines, to-go bag, etc.) before disaster strikes. An agenda on/for emergency evacuation coordination with schools was also developed.

**Outcome 15**

41. Aeta and Moro young women participants have become community influencers (Maporac Aeta Organization/Bangsamoro young women leaders). Moreover, a new youth movement for peace and empowerment called the "Bangsamoro Movement for Welfare" was established by the Bangsamoro Young Leaders Program in Marawi City.

**Outcome 16**

42. In Negros Oriental, the priority needs and assessment resulted in the identification of projects for the community such as the construction of Women's Crisis Center and the conduct of First Aid and Rescue Training. The identified needs then were presented to the Barangay Council to guarantee that the programs and projects identified by women leaders were integrated in the Barangay Development Plan of 2022 to assure that these projects have funding.

### **Outcome 17**

43. The regional roll-outs helped in deepening the understanding that women's human rights especially in emergency situation should be respected, protected and fulfilled primarily by government and other humanitarian actors. These workshops also contributed in the capacity building of women from different communities where WENet members are present. As trained community women leaders, they were able to engage with local government units and DRRMC in their respective communities.



*Teduray women identifying the protection risks (Mindanao roll-outs)*

### **Outcome 18**

44. Women leaders from Luzon and Mindanao promoted disaster preparedness and response specifically on DRR planning by conducting roll-outs in their respective barangays. Meanwhile, the roll-out training at the regional level provided the women participants more insights about the importance of gender equality and sensitivity especially when dealing with diverse people. It gave them an awareness that men and women, regardless of age or gender, should be provided with fair opportunities.



*Small Group Discussion (Luzon roll-outs)*

#### **2.1.2 Achievements and Outcomes**

- *Women understand their rights and feel safe in emergency situations*



*Women leaders from Cebu had a small-group sharing about the existing protection risks in their communities (Visayas roll-outs)*

45. The following discussions about the project's inputs and corresponding outputs have generated consequential outcomes which provide evidences that the project, to a large extent, has met its envisaged Outcome 2, to wit:

### **Outcome 19**

46. For the first project year, WENet initiated the Womenitarian Training on Women's Rights in Emergencies to 1,260 women. Advocacy & Communications training was conducted for 29 leaders from Luzon, Visayas and Mindanao on 6-7 April 2018. There were also various learning sessions online and onsite discussions and trainings with WENet members on participatory capacity and vulnerability analysis (PCVA) .

### **Outcome 20**

47. From all the trainings, mentoring sessions, field visits, and other forms of capacity building, the women gained a better understanding of international humanitarian systems/mechanisms and international & national policies under DRRM. They acquired new skills in mapping out identity-based vulnerabilities of and challenges faced by women.

48. The most significant example is “Honoring #RealLifeSHeroes: A Conversation with Community Womenitarians” and Forum on Women and Girls in Crisis Situation: Finding the Voices of Women During the Pandemic Period (in partnership with the National Anti-Poverty Commission (NAPC) Women Sectoral Council.

#### **Outcome 21**

49. The project produced and disseminated IEC materials in Filipino on (a) COVID-19, (b) Women's leadership in disaster risk reduction (DRR), (c) Unpaid care work, (d) Online sexual exploitation of children (OSEC), (e) Mental health and self-care, and (f) National advocacy work on women's issues on representation, participation, and decision making in humanitarian work including those on impacts of COVID-19.

#### **Outcome 22**

50. The conduct of Gender-based Violence (GBV) orientation in Camarines Sur and Camarines Norte resulted in the formation of GBV Watch Groups.

#### **Outcome 23**

51. PKKK's local women-led DRR committees actively participated in the rapid damage assessment with the MDRRMCs and provided on-site updates regarding Typhoon Urduja.

#### **Outcome 24**

52. Participants learned participatory capacity and vulnerability analysis. In addition, they revisited plans/responses and enhanced these for better preparedness in emergencies. The trained women also learned the importance of gathering sex-, age-, and disability-disaggregated (SADD) data and incorporated them in their preparedness plans as basis for addressing SADD specific needs in times of disaster situations.

#### **Outcome 25**

53. The Aeta participants re-echoed the learnings to their tribe members and influenced more young women Aetas to take on leadership positions in the community (Maporac Aeta Organization).

### **2.1.3 Achievements and Outcomes**

- *Coordinate collective strategic engagements on women's rights and resilience in emergencies through the WENet*
- *Government and humanitarian organizations increase financing and actions to reduce violence against women (VAW) and build women's resilience in emergencies*

#### **Outcome 26**

54. The National Policy Forum on Humanitarian Crisis in the Philippines and Women's Rights otherwise called Womenitarian Forum was established. The 1st National Womenitarian Summit on 11-12 April 2019 was very important because it was the symbolic birth of the network. When it was launched, it was participated by 142 people from different women's organizations, network partners, humanitarian actors, and government agencies from all over the country.

55. The Womenitarian Summit held in 2019 resulted to the formulation of Sulo Declaration on Women's Leadership in Emergencies 2019 where government agencies and humanitarian actors committed to undertake concrete actions on women's leadership in DRR, climate change adaptation, human rights and protection, and peace and security.

#### **Outcome 27**

56. An historic milestone was the PKKK National Youth Camp held on 28-31 May 2018 attended by 44 young rural women aged 18-24 from different provinces in Luzon, Visayas and Mindanao. The said youth camp was meant to develop a new generation of young women leaders who would carry the legacy of advocating women's rights and DRR preparedness and response. The PKKK Youth was established as the mouthpiece of rural women youth voices and as repository/second liners of future rural women leaders of this country.

#### **Outcome 28**

57. In the interest of sharing and maximization of resources as well as strengthening sisterhood, PKKK and WENet established partnership with more networks in disaster/humanitarian work such as the Center for Disaster Preparedness, Handicap International, Coalition of Services for the Elderly, Citizens Disaster Response Center, DRR Network, UN OCHA, GiHA-COP, Climate Change Commission, and Commission on Human Rights.

#### **Outcome 29**

58. The project also pursued sending solidarity letters to partners and funders to help affected families in Samar and Biliran. Oxfam responded by conducting a rapid needs and damage assessment together with the local women's organization in Biliran. Another partner, UUSC offered emergency relief assistance thru PKKK National and PKKK Biliran.

#### **Outcome 30**

59. Participation in local, national and international education and information dissemination events, the most notable examples are:

- Conference hosted by Asian Disaster Preparedness Center (ADPC) based in Bangkok, Thailand.
- 10 community women's stories called Faces of Women in Emergencies for social media promotions through the Super Inday Adventure stories.
- Eleven (11) poems on women's rights and leadership penned by rural women themselves.
- Two (2) case story videos promoting women's leadership in DRR and CCA.
- Interviews on peace and security: (a) PKKK on Women's Leadership in Disaster Response; (b) LILAK on Indigenous Women Leadership and Empowerment; (c) PhilDHRRA on Women Resilience through livelihood support post-Haiyan; (d) FARDEC on Channeling Women's Voices in Disaster Risk Reduction and Women's Rights in Emergencies through Community Radio; and (e) BMFI on Women's Leadership Amidst Crisis Situations.

#### **Outcome 31**

60. Improved resource mobilization by PKKK and WENet: (a) Canada Fund for Local Initiatives (CFLI) for the project called Local Women Champions in Emergencies: Amplifying Women's Voices Amidst Disaster and Crisis Situations, (b) OXFAM for the conduct of the Womenitarian Summit, and

(c) Footprints Foundation, a one-year project titled *Supporting Women's Leadership in Disaster Response*.

### **Outcome 32**

61. In addition, also undertaken were the following: (a) PKKK and ActionAid community visits in Biliran, Marawi and Cebu to validate and learn from the actual experiences; (b) SWOT analysis with member organizations to evaluate the network's current status, analyze strengths, and (c) identify weaknesses and potential areas of improvement.

### **Outcome 33**

62. On coordination and management, WENet Strategic Planning on 27-28 June 2016 established and clarified the governing principles and bases of unity through the vision, mission and goals.

## **2.2 Evaluation Objective No. 2: Assess project's strategy effectiveness and efficiency in achieving goals**

### **OECD/DAC Criteria**

#### **2.2.1 Relevance**

63. The project was responsive and its development interventions were appropriate according to the circumstances of the different identifies of beneficiaries – women farmers and fishers, urban poor, rural women, older women, indigenous women, and women with disabilities. Thus the project addressed the dire situation of the women from inception to the end of it. The fact that the project was even able to expand its relevance and appropriateness to the signs of the time as it made not just due to natural calamities, but as well in responding to conflict and pandemic situations.

#### **2.2.2 Coherence of Strategies with Outcomes**

64. As earlier mentioned, the project used three strategies which have varying degrees of accomplishments. It can be said that outcomes generally matched the strategies.

65. For Outcome 1, i.e. the Project's strategy involved organizing, training and strengthening of rural women in building knowledge and skills to prepare the rural women to become resilient advocates and frontliners in disaster response work in their communities. Women were able to reduce risks during disaster, as discussed in Item 2.1.

66. For Outcome 2, i.e. Women are mobilized to lead accountability and claim their rights in emergency situations, the project's strategy for women's rights protection included building the capabilities of women in various women's rights especially in the context of emergencies so that they become more knowledgeable, confident and effective women's rights claimants and campaigners.



67. For Outcome 3, i.e. Coordinate collective strategic engagements on women's rights and resilience in emergencies, the strategy was the formation and strengthening of WENet, a network of various CSOs that work for women's rights in emergencies.

### 2.2.3 Effectiveness

68. Development interventions (inputs and activities) produced the anticipated outputs. Correspondingly, the utilization of the outputs by the diverse beneficiaries/partners have produced the anticipated outcomes. WENet members formulated the WENet Framework as basis of unity -- principles, vision, mission and goals -- a network that would address gender bias and women issues in emergencies, whether from natural hazards, conflict or development.

69. The Womenitarian Forum with the theme *Women Leadership in Disaster and Climate Challenges, Problems, Prognosis and Possibilities* the participants were able to map-out vulnerabilities and challenges of women according to different identities, highlighting their different issues and needs.



70. The Dialogue with the Climate Change Commission, in which the head of office made commitments, known as CCC's Action Points, to address the concerns presented by the women.

71. The continuing Peer-to-Peer Learning Session and Womenitarian Forum created spaces for the WENet member organizations and local partners to acquire new knowledge, skills and attitude that qualify them to become frontliners in emergency situations.

72. PKKK and WENet's Super Inday, Women's Stories and other efforts at Creative Documentation are laudable efforts at widening its communications and advocacy reach. They also showcased the face of PKKK and WENet member organizations.

73. The acquired new learning enabled WENet member organizations and other participants to know how international support during an emergency is mobilized, and how funding agencies review and assess the project proposals. This new learning was courtesy of the Gender in Humanitarian Action Training.

74. At present, the projects benefited 46,009 individuals. This means that the actual **accomplishment rate in terms of project reach was 638.57%**. This accomplishment rate may actually be higher once the data for 2017-2018 and 2021-2022 would be included in the computation. (Refer to Table 4)

75. PKKK and WENet (its member organizations) were instrumental in the realization of the passage into law of the Magna Carta of Women and other laws and conventions on women leadership and empowerment in the Philippines.

76. PKKK has been a leading force in the struggle of the women farmers and fishers for the registration as legitimate recipients of government programs and services through the Registry System for Basic Sectors in Agriculture (RSBA).

77. PKKK has become a trusted partner of local and international donor agencies. It has continued opening up support spaces, not only for the institution and WENet, but also for all struggling and disenfranchised women in the fringes and margins in the country.

**Table 4.1 Project Reach: Expected vs Actual by Sub-Sectors, Aug. 2019**

Project Reach	Expected	Actual
Women	1,660	1,638
Women with disabilities	200	190
Men	531	272
Men with disabilities	100	30
Girls	140	123
Girls with disabilities	5	4
Boys	90	38
Boys with disabilities	5	3
Adult - Sex indeterminate/intersex/unspecified	30	19
Adult - Sex indeterminate/intersex/unspecified with a Disability	20	13
Child - Sex indeterminate/intersex/unspecified	-	-
Child - Sex indeterminate/intersex/unspecified with a Disability	-	-
<b>Total</b>	<b>2,781</b>	<b>2,330</b>

**Table 4.2 Project Reach: Expected vs Actual by Urban and Rural, Aug. 2019**

Project Reach	Expected	Actual
<b>Urban</b>		
Male		
Female		18
Sex indeterminate/intersex/unspecified	0	
<b>Rural</b>		
Male	726	343
Female	2,005	1,937
Sex indeterminate/intersex/unspecified	50	32
<b>Total</b>	<b>2,781</b>	<b>2,330</b>
Indigenous	0	132

Source: Indicators ANCP as of August 13, 2019

**Table 5. Project Reach: Target vs Actual by Year**

Project Year	Target	Actual Beneficiaries
2016-2017	3,510 (rural) 7,205 (target for 2016-2019)	3,290
2017-2018	3,510 (Direct Beneficiaries for 2016-2017) 7,205 (Target Beneficiaries for 2016-2019)	(No data provided)
2018-2019	7,205 (Target Beneficiaries for 2016-2019)	4,153 (direct)
2019-2020	2,839	883 (direct) 2,1135 (indirect) Total: 22,018
2020-2021	7,205 (target for the entire project period)	5,516 (direct) 11,032 (indirect) Total: 16,548
2021-2022	800	(no data provided)

Sources of Data: ANCP 2016-2019; Indicators ANCP (as of Aug 10, 2019); Annual and Completion reports (for the periods 2016-2017, 2017-2018, 2018-2019, 2019-2020, 2020-2021)





#### 2.2.4 Efficiency

78. Efficiency is focused on the ability to undertake projects/activities and extend services using PPKK-AAA resources. ActionAid's financial assistance for the whole project duration amounted to approximately **PhP18,328,047.99**.

79. Total expenses incurred throughout the entire duration of the project amounted PhP18,328,047.99. Outcome 1 incurred the bulk of the expenses in the amount of PhP5,132,886.82, followed by expenses incurred for the implementation of Outcome 2, in the amount of PhP3,688,053.60. Expenses for Outcome 3 reached PhP580,185.25. Other expense item with huge spending in the amount of PhP5,312,170.23 was on Activity Personnel Costs. (For details, refer to Table 7)

**Table 6. Fund Utilization Efficiency**

Expenses	Amount	% Share
A. Activity Personnel Costs	5,312,170.23	29.0
B. Travel Costs	1,036,394.64	5.7
C. Training Costs	-	
Outcome 1	5,132,886.82	28.0
Outcome 2	3,688,053.60	20.1
Outcome 3	580,185.25	3.2
D. In Country Activity Costs	409,693.96	2.2
E. Administrative Overhead Cost	1,669,340.49	9.1
F. Evaluation Cost	499,323.00	2.7
<b>Total</b>	<b>18,328,047.99</b>	<b>100.0</b>

80. The project's finances are subjected to a yearly audit by an external auditor. Based on the Independent Auditor's Reports, the financial performance and its cash flows for the years ended were in accordance with Philippine Financial Reporting Standards for Small Entities.

Promoting Women's Rights and Resilience in Emergencies

**Table 7.**  
Action Aid Project  
Grant per Outcome vs. Expenses  
For the year 2016-2022

	From To	Jul-16 Jun-17	Jul-17 Jun-18	Jul-18 Jun-19	Jul-19 Jun-20	Jul-20 Dec-21	Jan-22 Jun-22	Jul-16 Jun-22
Grant		<b>3,608,598.95</b>	<b>3,421,586.25</b>	<b>1,810,926.60</b>	<b>2,757,327.87</b>	<b>4,939,450.38</b>	<b>1,399,932.80</b>	<b>17,937,822.85</b>
Less: Expenses								
A. Activity Personnel Costs		1,332,900.68	727,184.36	646,588.93	721,108.76	1,398,962.50	485,425.00	5,312,170.23
B. Travel Costs		263,373.18	154,507.20	70,673.50	55,053.48	312,942.46	179,844.82	1,036,394.64
C. Training Costs								-
Outcome 1		374,082.75	1,304,738.22	580,727.86	1,378,327.28	627,571.50	867,439.21	5,132,886.82
Outcome 2		596,556.66		517,278.88	-	2,172,368.06	401,850.00	3,688,053.60
Outcome 3				15,795.00		205,791.25	358,599.00	580,185.25
D. In Country Activity Costs		74,985.53	50,699.43		52,329.00	177,080.00	54,600.00	409,693.96
E. Administrative Overhead Cost		331,632.44	258,541.17	80,636.46	116,545.63	709,834.36	172,150.43	1,669,340.49
F. Evaluation Cost		50,000.00	99,323.00	-	-	350,000.00	-	499,323.00
Total Expense		<b>3,023,531.24</b>	<b>2,594,993.38</b>	<b>1,911,700.63</b>	<b>2,323,364.15</b>	<b>5,954,550.13</b>	<b>2,519,908.46</b>	<b>18,328,047.99</b>
End Fund Balance		<b>585,067.71</b>	<b>826,592.87</b>	<b>(100,774.03)</b>	<b>433,963.72</b>	<b>(1,015,099.75)</b>	<b>(1,119,975.66)</b>	<b>(390,225.14)</b>

### 2.2.5 Impact

81. Impact of the project is (a) the conversion of acquired knowledge into a resource within the household and community and wider effects in the area of operation; (b) in relation to the overall Vision, Mission and Goal of PKKK and WENet; and (c) in relation to the development issues to which the projects intend to contribute.

82. The depth and breathe of the impact arising from the project cannot be understated. The effectiveness arising from the intervention supports the impact of the project. Taking root from the culture, mindset, behavior, and performance, significant changes are claimed by various frontliners and local partners -- ranging from **personal** to **relational** and **institutional** levels -- arising from the development interventions provided by the project, among others.

83. The project opened channels of sharing of resources and collective approaches to address issues and concerns for the diverse beneficiaries, particularly in the impact areas, that is, at the levels of the household and community.

84. In RSBA, the women farmers and fishers are now legitimate recipients of government programs and services, thanks to PKKK.

85. The PKKK-Youth is a great training ground for future rural women leaders. Their ranks are the most innovative and technologically advanced, and so we expect them to bring the struggle for democratic space for women leadership and economic empowerment to more sophisticated and exciting levels. They can also be a force to widen support and interest for farming, fishing and other agriculture-based livelihoods, which are now threatened by globalization.

86. The project has developed women champions in their respective communities, some of whom have become women champions who have transitioned into GAD Focal person, DRRM Officer, barangay captain, barangay counselor, VAWC Officer, etc. These women leaders have also become the third force in their communities by forming GBV Watch Groups, making sure violence against women and children is checked and fought against, facilitating access to pandemic response, incorporating women contingency plans in the Barangay Development Plan, mainstreaming climate adaptation with a gender lens, among others.

87. PKKK and WENet member organizations and their leaders & members have gained the respect and admiration of the community as evidenced in their transition into political leadership roles, or as the third force in the community, or as responders and psycho-social debriefers in evacuation centers or in the communities where they are.

*Hindi lang kami simpleng tinulungan ng PKKK. Tinuruan din kami na mag-isip ng mas malalim tungkol sa aming kalagayan at paano magkaisang kumilos para maiangat namin ang aming hanay.*

(PKKK did not simply help us. They also taught us to think more deeply and analyze our respective situations so we would know how to collectively respond to improve our situation.)

Source: FGD, Bicol

### 2.2.6 Sustainability

88. Sustainability of the project and the likelihood that the benefits and positive impacts or changes (financial, economic, social, and environmental) are going to continue beyond the program.

89. NGOs like WENet and PKKK work a local level with the communities, agencies, LGUs, and policy makers. They mobilize communities, provide training, information and advocacy services. On the natural disaster front, they are known to be involved in evacuation, distribution of foodstuff, medicine, clothing and other relief supplies to the affected people.

90. An organization's sustainability can be addressed through the diversification of fund sources, mobilizing volunteers and in-kind contributions, partnership building/networking and resource mobilization. For an organization to continuously implement its services (programs/projects), it must be able to sustain its operations through diversified funding sources. In other words, it is desirable for the organization to have knowledge of different resource mobilization techniques. Example, public fund raising, diaspora, engaging in social enterprise, fee for service, partnership.

*"Kailangang mga kababaihan ang mamuno sa pagbibigay ayuda sa panahon ng sakuna at kalamidad dahil ang mga babae ay mahinahon at mapagbigay, hindi lamang sa pera at material na bagay, kundi pati na rin ang pag-unawa, pagmamahal at pagtulong na walang bahid pulitika."*

(It is important that women lead in responding to calamities because women are calm and generous not only in money and material things but also in extending understanding, love and care and aid without vested political interests.)

Source: FGD, Bicol

91. However, it is difficult if not unthinkable to expect NGOs like PKKK and WENet doing humanitarian work during disasters or emergencies to be sustainable in the next few years. As their partners and members are also victims of disaster, there is no sustainability to speak of. In the first place, their sustainability is wiped out by disaster. Their house is damaged. Family members die. Their source of livelihood is gone. Help therefore should come from outside.

92. However, it is also during disaster that we witness the real strength coming from PKKK members and WENet partners. After the initial shock as a result of disaster, we see them giving care and support with each other. They are able to systematize their actions so that they are able to seek help from outside as well as influence the LGUs and agencies to do its mandate. The challenge is to elevate the role and participation of its partners and members to the public sphere especially in pushing the government to respond to the disaster situation being the principal duty bearer.

93. Being resilient as a people is sustainability of their organizations and communities. Their knowledge, skills and attitude honed by the various capacity building and actual experience in disaster risk reduction and management are what the members' intangible contribution to the sustainability of the organization and community.

### **2.3 Evaluation Objective No. 3: Provide recommendations to support strategic planning for the next program**

Hereunder are recommendations to support the strategic planning for the next program:

94. PKKK and WENet member organizations and their leaders and members have gained the respect and admiration of the community, as evidenced in their transition into political leadership roles, or as the third force in the community, or as responders and psycho-social debriefers in evacuation centers or in the communities where they are. Trainings have to continue to keep the women leaders the sustainable force in transforming society.

95. PKKK and WENet network members are best practices in their own fields. They give a face to the network in their respective communities. It is important that PKK and WENet know the strengths, capacities and weakness of the members for peer-to-peer, strong-weak learning and mentoring. They are the best and most effective movers in the network expansion. The principle, that is, security in number should also be explored as a mechanism to protect and help each other improve as well as combat the challenges of military's red-tagging<sup>4</sup>.

96. PKKK and WENet network members have developed women champions in their respective communities. Transforming societies is a continuing journey for women. Time to also shift women support fund into propelling and training women leaders in political roles to prepare them for government elective and appointive positions as another arena of women struggle.

96. As most PKKK and WENet network members have also mainstreamed youth organizing (Aeta youth by LILAK, Moro Youth by BMFI, PKKK Youth, etc.), it is also important and timely to explore intra-PKKK and WENet youth peer-to-peer learning to give them a wider perspective of development work at a young age. Their potentials as community influencers are so vast, for example, in mere attendance of a training, it can help them transition into community influencers engaging their barangay officials into actions that are favorable to their advocacies.

97. PKKK has achieved national and international recognition and reputation as a pioneering force in women-led gender responsive humanitarian and resiliency work in emergencies. It must not rest on its laurels and continue to innovate and reach the skies for all the women of the world. Towards this end, it has to mainstream rural women health pandemic response in its women's work in emergencies.

98. The PKKK-Youth as hope of the Motherland. They can also be a force to widen support and love for farming, fishing and other agriculture-based livelihoods, which are now threatened by globalization.

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<sup>4</sup> The act of labelling, branding, naming and accusing individuals and/ or organizations of being left-leaning, subversives, communists or terrorists (used as) a strategy... by State agents, particularly law enforcement agencies and the military, against those perceived to be 'threats' or 'enemies of the State.

99. PKKK and WENet have increasingly penetrated national and international humanitarian actors by active solidarity work and advocacy engagements (UN Women, UN OCHA, GiHA, etc). Continue to open up these capacity building and resource mobilization spaces to ensure that women leadership and empowerment are always mainstreamed and prioritized.

### On Coordination and Management

100. The pandemic has greatly challenged coordination work among WENet members. It is important to revisit proposed management structure as defined in the WENet Framework and evaluate what management mechanism works best. There may also be need to set up/ convene a core among network members with whom the project officer or the secretariat can consult with to fast track decision making, among others.

It is concerning that over the years, WENet membership has waned. From nine (9) in its inception year, it was then down to seven (7), and now just four to five (4-5) active members. PKKK, being the secretariat, must exert much efforts to convene the original network members to talk about the status in the network. Along this line, a network expansion plan may be formulated and undertaken to widen membership base and strengthen reach/ influence/force of the network.

101. The targets set are ambitious for PKKK as WENet secretariat doing most of the project implementation. It can devolve to other members the implementation of some targets based on the inventory of capacities, areas of operation, and resource mobilization of the members to spur increasing and more active participation among members, instill membership accountability, and help members with "sagging" existence come back to life, etc.

#### **Balay Mindanaw emergency response framework.**

*"We start by sending a team on the ground to make an initial assessment of the situation and propose responses based on people's needs. We are always conscious that we can't respond to all the needs of all the affected communities. That's why we are always community-/barangay-focused. It has always been part of our consciousness to have women in the team. Then we make or design the response based on what we see on the ground and what people share to us. From these we craft the duties and responsibilities and how the response should be undertaken by whom. All our responses are still within our Sustainable Integrated Area Development Organizing (SIADO) concept/framework. I think our barangay-focused SIADO approach to development work is one of our strengths that we would like to share to others involved in development/humanitarian work. Our track record on the ground speaks for the kind of change that BM wants to happen."* (Kaloy Manlupig)

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*This was the projected image of Lilak support in the community, not just mere giving of aid or donations. We really included disaster preparedness learning sessions. We also implemented climate change learning session, climate justice learning session, food sovereignty learning session then hopefully the "Babayinihan Circles."* (Den Ismael – Lilak)

102. Revisit WENet Strategic Plan set during its early years as guide for its operations. There is no need to conduct a bi-annual strategic planning as it is supposed to be long-range, i.e. three to five years. What may be necessary is to draft an annual operations plan to achieve the strategic plan.

103. In certain project period, a change of locations was noted. There is need to explain or put notations in the completion report in regard to the change (in this case none). Change in location is generally not encouraged unless it is warranted by extremely difficult circumstances. Revisit the

WENet Framework and see what conditions and who approves changes and other significant project matters.

104. Time to look into the management set up and evaluate whether to transition into a full-blown organization, or remain with the current set up with PKKK as the secretariat, but beef up staffing to answer to the plans and tasks set for the network.

105. Intensify networking and solidarity engagements as a mechanism to strengthen reach and influence, build the capacities of members, and propel WENet into a national platform for policy advocacy and government action.

106. Strong-weak solidarity and mentoring, that is, a holding hand approach. Some areas have significant expansion and rural women leaders and members have gone through more advanced trainings. Explore peer-to-peer learning between new and more advanced leaders and communities to ensure that initiatives for women leadership and economic empowerment are entrenched on the ground. That way, project sustainability and continuity is realized.

107. For WENet activities, it is only proper that the network's logo, alongside with ActionAid Australia jointly appear in any official correspondence, public statements, publications, annual reports, finance forms, IEC materials, and the like.

108. PKKK has to be reminded to be consistent in observing its agreement with ActionAid Australia to promote the Australian contribution which can be done in many ways -- by introducing the background of the project to its participants during events, Australian Aid (DFAT) and ActionAid Australia official logo to be attached in the attendances, nametags, and banners, case story videos, posters, primers and other IEC materials, among others.

109. Allocate funds for the formulation of various protection policies of WENet members.

### **On Monitoring, Evaluation and Reporting**

110. It is difficult to track project achievements because the format of the report is not consistent with the Expected Outputs vs Actual Outputs and Expected Outcomes vs Actual Outcomes. This is important in order to quantitatively and qualitatively track accomplishments. Moreover, there is need to look into other ways of reporting like the logical framework (also known as Logframe) and similar methods where all outcomes, outputs and activities are laid down with the necessary objectively verifiable indicators (OVIs) and corresponding means of verification (MOVs). In the logical framework approach, results tracking and reporting during and after project implementation are easier to do and more comprehensively discussed in the report.

111. Institutionalize Monitoring and Evaluation System for a more objectively verifiable tracking of outputs and outcomes. Given this need is to have an additional fulltime personnel for M&E functions.

112. Logical hierarchy of outcomes: Outcome 2 which is on capacity building should be Outcome 1 since Outcome 1 (women are able to reduce risks during disaster thru improved resilience) is the consequence of Outcome 2 (capacity building).



113. Had there been OVIs, it is easier to determine accomplishment versus budget efficiency. In relation to OVIs and information management, there is need to emphasize on the use of sex-, age-, and disability-disaggregated (SADD) data to ensure a more cross-cutting and inclusive reach in disaster responses. It is necessary for PKKK and WENet to always be mindful of these levels of disaggregation to ensure that their cross-cutting considerations in the different outputs and activities are consciously undertaken. Therefore, there is need to reflect these considerations in the data management system/s of the organization.

114. It is important for PKKK to draft the OVIs of improved resilience and other outcomes in a specific, measurable, achievable, realistic and time-bound (SMART) manner for the organization to be able to easily track targets versus accomplishments, as well as do adjustments and tactical changes in operations should there be lapses and difficulties encountered midstream in the project implementation.

115. Accomplishment Report (AR) should indicate the targets for the reporting period. A “head count” of the population reached by the project is imperative.

116. It is good practice for PKKK to have an institutional audit in addition to project audit for transparency and accountability. The donors, including prospective ones are given a complete view of the institutional state of health and management capabilities. It is important to revisit finance policies and check if they enable rather than hinder certain important advocacies, like in unpaid care work of women. How does PKKK and WENet look at and balance volunteerism and the need for the women leaders and members to earn during activities of the organization?

117. Roll-over funds from 2019 (AUD 33,155.95) need to be identified in terms of which outcome and expected output for tracking. An annex to the amended ANCP ADP/Management Agreement could have been enclosed to identify which expected outputs were not accomplished in 2019 so it could be operationalized the following year 2020. Should there be expenditures outside of the expected outputs which are technically fund diversion, a narrative explanation would suffice to merit expense diversion.

118. There is need to improve the organization's information and knowledge management. As a pioneer and leader in women-led gender-responsive humanitarian response in disasters, the vast repository of historical information and evidences on this field need to be properly archived through the Library of Resource Materials for posterity as well as for sisterhood mentoring and solidarity in the country and in the world.

119. There seems to be gaps in the annual planning exercise for the project. Lessons learned in the previous project period continued to be carried over to the next period. This implies that this recommendations have not been acted upon.

#### **For Action Aid Australia (AAA)**

120. In NDRRMC's El Niño Advisory No. 13 dated March 16, 2016, five (5) provinces were affected by dry spell while 18 (provinces) mostly in Mindanao had been under drought conditions owing to a strong El Niño that persisted in the Central and Eastern Equatorial Pacific (CEEP). This resulted to PhP4 billion damage to Philippine farms, hunger and civil unrest in some of the areas affected,



especially rural women communities. As the damage did not include dramatic effect like deaths, it had been terribly difficult to access disaster funds because the effect was slow onset. Nevertheless, it was heartbreaking to watch communities reeling in hunger with minimal response. We would like to emphasize that not responding to a disaster owing to its slow onset nature, is like being complicit fence sitters, a mortal sin in humanitarian work. We challenge AAA to mainstream in its advocacies slow onset disasters.

121. To consider prepositioning a disaster response fund akin to an “endowment fund” in recognition of the Philippines as a disaster corridor, in addition to the reality of conflict in Southern Philippines.

#### **2.4 Evaluation Objective No. 4: Document lessons and areas need improvement for long term programming**

122. Without doubt, project lessons learned are important because “if documented and disseminated properly, lessons learned provide a powerful method of sharing ideas for improving work processes, operation, quality, safety and cost effectiveness, etc. and helps improve management decision making and staff performance through every phase of a project”<sup>5</sup>. The idea is to repeat the positive aspects and not repeat the mistakes.

98. The following are the major problems and challenges encountered which greatly impacted project implementation, thus: (a) lack of project personnel particularly for monitoring and evaluation functions; (b) delay in the roll-out of project funds (delay by 4 months); (c) red-tagging and security problems experienced by some network members and local partners; (d) COVID and consequent draconian enforcement of health protocols; (e) lack of allotment for and prepositioned humanitarian response fund for fast response (for slow onset disasters, pandemics and conflicts, among others); (f) the varying degrees/levels of expertise of members in humanitarian response that has made it rather difficult to level off; and (g) some areas are GIDA which slows down and makes more expensive humanitarian response and service delivery.

##### Project year 2016-2017

123. They learned that, as a network, collaborative actions were needed to make major activities done. In the interest of sharing and maximization of resources as well as strengthening sisterhood, PKKK and WENet established partnership with more networks in disaster/ humanitarian work.

124. The training helped the network members to realize their own expertise, capacities, and resources as an organization to strengthen the coordination. But what was needed is commitment, time, and resources to mobilize.

125. As a result of collaborative actions, the network was successful in establishing networks and linkages with government agencies, women’s organizations, and international organizations such as the GIHA-CoP, and currently, the Climate Change Commission (CCC). This led to possible partnerships and collaborations in the future.

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<sup>5</sup> [https://www2a.cdc.gov/cdcup/library/pmg/implementation/II\\_description.htm](https://www2a.cdc.gov/cdcup/library/pmg/implementation/II_description.htm)

Project year 2017-2018,

126. In doing collaborations or partnership with government agencies, it is important to have written agreement, or partnership by-laws or guidelines to clarify the responsibility and participation of each party.

127. It is also important to orient the government agencies beforehand about the situation of rural women so they can process what needs should be done (e.g. communication in the area is quite difficult, they need to get details as soon as possible because they do not have stable internet connection, average travel time is about 4-5 hours just to arrive in the airport). Constant communication and follow-up is a must.

128. With regard to WENet coordination, regular communication and updating is important in order for the network not to lose their interest. Taking advantage of members being active users on social media, the members use Facebook as a primary platform for communication aside from text messaging, Skype, and email.

129. In addressing the limited funding of the network, WENet came up with a concept note containing the two-year implementation plan. Thus, if there are potential funding opportunities, WENet can use the concept note as a reference for submitting a project proposal.

Project year 2018-2019,

130. WENet needs to further strengthen its capacity in conducting pre-disaster and post-disaster needs assessments and in providing leadership in disaster preparedness and response. Based on the experiences and gaps identified when strong typhoons (such as Mangkhut and Usman hit most parts of Luzon and Visayas region), it is indeed vital to support women to establish their own women-led DRR committees and GBV Watch Groups.

131. Some members of WENet did not have organizational child protection policies. PKKK's child protection policy was shared as an example so other members can work on their own policies. Aside from the child protection policy, the network members also articulated other policies such as anti-fraud & counterterrorism and gender policies.

132. In terms of alliance building, one of the challenges WENet encountered was the difficulty to convene and get the consensus of all WENet members because of the large constituencies the lead organizations represent. This caused delays in some aspects (e.g. booking of flights, program flow, facilitator-in-charge, etc.) As an action to address the issue, WENet formed a smaller group who can easily be consulted for implementation of the plans made by WENet.

133. It is important to continue reaching out to other groups especially women's rights organizations and invite them to join WENet. It has realized the need to continually develop cohesive policies that will serve as guides (e.g. child protection policy, gender policy, and among others).

134. PKKK and WENet members certainly need to heighten their engagement and foster relations with government agencies by bringing the results of the summit to the different government agencies concerned. WENet also needs to increase its visibility by developing a communications plan to highlight the advocacies identified during the summit and talking or voicing out women's issues in emergencies through different media (e.g. social media).

Project year 2019-2020

135. WENet needed to further strengthen its capacity in conducting pre-disaster and post-disaster needs assessments and in providing leadership in disaster preparedness and response. (This concern surfaced in the project year 2018-2019. The evaluators assumed that this is more of a result of fast turnover of project personnel.)

136. Some WENet members did not have their organizational child protection policies. The action plan was to share PKKK's child protection policy as an example so other members can work on their policies. Aside from the child protection policy, the network also planned to add to the agenda other policies such as anti-fraud & counterterrorism and gender policies. (Note: this was the project's concern in the previous year, but apparently not acted upon.)

137. It is important to continue reaching out to other groups especially women's rights organizations and invite them to join WENet.

138. PKKK and WENet members of certainly needed to heighten its engagement and foster relations with government agencies through bringing the results of the summit to the different government agencies concern. WENet also saw the importance to increase its visibility by developing a communications plan to highlight the advocacies identified during the summit and talking or voicing out women's issues in emergencies through different media (e.g. social media).

Project year 2020-2021

139. The COVID-19 pandemic created a shocking impact worldwide with different implications for men and women. For example, women frontliners faced compounding burdens of unpaid care work, economic insecurity, exposure to violence and exploitation, among others.

140. Despite pandemic related restrictions and challenges, women leaders were able to assert their leadership and showed their capacities as responders in their community. They were also able to leverage their resources despite the difficulty in communication brought upon by technological barriers.

141. WENet members and women leaders need to improve their capacities and skills on Rapid Gender Analysis (RGA).

142. There is need to improve reporting writing capability to be able to integrate issues on climate change and environment, sexual and reproductive health, and genderbased violence especially in disaster or emergency situations in the Completion Report, among others.

143. Rights-claiming advocacy and engagements should be sustained at the local and national levels.

144. Collection of SADD data as basis for intervention work.

145. There is need to strengthen partnerships with local government units and agencies.

146. It is imperative for WENet members to learn to navigate different online applications and innovate ways on how to communicate with local partners effectively and efficiently.

147. Tap the youth especially on technological matters before, during, and after disasters.

148. WENet needs to include in the agenda the development of Protection from Sexual Exploitation, Abuse and Harassment (PSEAH).

149. Invite other groups to join WENet.

**- End -**

## Annex 1.1

### Directory of KIIs and FGD Participants, Camarines Sur and Camarines Norte

Name	Area	Designation/ Organization
1. Arlenda O. Layda	Brgy. Palaspas, Del Gallego, Camarines Sur	President, PKKK-PGHA
2. Venus L. Ibañez	Brgy Lohong, Ragay, Camarines Sur	President, PKKK-SAMALO
3. Gina D. Umbao	Pasacao, Ccomarines Sur	Member, PKKK-PCCAT
4. Marilou dela Vega	Brgy Bagotayok, Ragay, Camarines Sur	Auditor, PKKK National Council President, PKKK Camarines Sur Provincial Coalition; PKKK Representative, Bicol Region; President, PKKK-SABALO
5. Alyssa Nabor	Brgy Lohong, Ragay, Camarines Sur	President, PKKK-SABALO-Youth Secretary, Ragay-Pag-asa Youth Association of the Philipopines (R-PYAP)
6. Shie Nabor Bueno	Brgy Bagotayok, Ragay, Camarines Sur	Secretary, PKKK-SABALO-Youth
7. Beverly Repumanta	Brgy Bagotayok, Camarines Sur	Member, PKKK-SABALO-Youth
8. Jovita O. Layda	Brgy Palaspas, Del Gallego, Camarines Sur	Brgy Captain, Palaspas, Del Gallego, Camarines Sur (2007-2018-undefeated, 3 terms) Brgy Secretary (Present), Palaspas, Del Gallego, Camarines Sur Member, PKKK-PGHA
9. Adelaida O. Jardin	Brgy Tulay na Lupa, Labo, Camarines Norte	Member, PKKK-NKCN/SIKAP Former Brgy kagawad, Tulay na Lupa, Labo, Camarines Norte
10. Teresita O Galleta	Paracale, Camarines Norte	President, PKKK-Paracale
11. Mildred Abo Reyes	Mercedes, Camarines Norte	Municipal DRRMO, Mercedes, Camarines Norte Representative, PKKK-Mercedes

## Annex 1.2 Focused Group Discussion

### Cagayan de Oro FGD

Name	Designation	Contact Number	Email Address
1. Hannah Macalalalo	Team Leader	09303912098	macalalohan@yahoo.com
2. Janaton Macabowol	SIADO	09090139894	janatonmacabowol@gmail.com
3. Nafisah B. Rascal	Member	09531468123	nafisahrascal@gmail.com
4. Anisah M. Ayaon	Member	09700763457	annieayaon96@gmail.com
5. Omelhair C. Abolais	Member	09090221357	melmelcm49@gmail.com
6. Faisaliya D. Binaloy	Member	09169306180	faisaliyabinaloy@gmail.com
7. Marites M. Puspup		09176335887	mmp0701@gmail.com
8. Charmaine Mae Dagapioso	Executive Director	09560637348	mae.kalinaw@gmail.com

## Annex 1.3 Key Informant Interviews (KIIs)

### Various Places

Date	Name	Designation
February xx, 2022	Editha Pitogo	
February 24, 2022	Charlito 'Kaloy' Manlupig	Balay Mindanaw Foundation, Inc.
February 24, 2022	Charmaine Mae Dogapioso	
February 25, 2022	Suzette Purpos	
May 24, 2022	Rasma Ampuan	
June 30, 2022	Den Ismael	Lilak
June 30, 2022	Kat Magtoto	Lilak
July 1, 2022	Paula Fernandez	Pagtambayayong Foundation, Inc.
July 1, 2022	Marian	Farmers Development Center (FARDEC)
July 1, 2022	Jolina	Farmers Development Center (FARDEC)

## Annex 2.1 Caselet

- The COVID-19 Pandemic Case Study in Bicol:  
Women in the Throes of Fear and Disaster



*“Mula nung unang lockdown ng March 16, 2020 hanggang ngayon, wala pang ni isang COVID case na nakapasok sa Barangay Palaspas,” (Brgy. Palaspas has never had any COVID-19 case since its first lockdown in March 16, 2020 until now.) said Jovita Laida, the present barangay secretary of Palaspas in an April 28, 2022 interview in Palaspas, Del Gallego. Palaspas is one of the 32 barangays of Del Gallego, a 3rd class municipality situated in the northern part of the province of Camarines Sur. Ms. Layda shared that for COVID, security and other purposes, they make sure that they know all the people going around their barangay. Non-residents need to pass through a strict screening process, comply with health protocols and register in the Barangay Logbook.*

(In the 6-month no-work lockdown, the population who are mostly farmers relied mostly in the agricultural products they produce within the area like rice, corn, vegetables, coconuts and root crops, among others. What also helped them survive, according to Ms. Layda, was that the government and its instrumentalities took care of the needs of the people, in tandem with civil society. In fact, during the entire lockdown, the BLGU, the MLGU, the DSWD and the office of Sen. Riza Hontiveros took turns extending pandemic aid to the people. Civil society organizations were also there like the PKKK, CARE Philippines and AKBAYAN. But their experience is one of a kind as aid in other areas was not as accessible to the people. Other residents randomly interviewed said that they are thankful they have a very responsive BLGU led by Capitana Layda “na walang bahid ng korupsiyon at hindi nagpayaman gamit ang kanyang katungkulan” (untainted by corruption and did not use her political position to enrich herself). Capitana, as Barangay Secretary Layda is fondly called by the Palaspas constituents is actually a three-term undefeated barangay captain. The present BLGU administration asked her to serve as barangay secretary to train them in BLGU work. Before her stint as Barangay Captain, she served as Barangay Secretary in 1987-2000, and as Barangay Treasurer between 2000-2007. She has also been a respected leader of PKKK in the municipality of Del Gallego. Her daughter-in-law, Ms. Arlenda O. Layda, is the President of PKKK in Del Gallego.)

### I. The Covid – 19 Situation in the Philippines and Bicol

The world was caught flat-footed by COVID-19 in the first quarter of 2020. It's origin in Wuhan in December 2019 was even contested to have started earlier. Now on its third year, investigative researches by the World Health Organization (WHO) still have to progress substantially and independently.

The following are some of the important chronology of events in the country, thus:

March 7, 2020 - The Philippines confirmed its first local transmission.

March 8, 2020	-	The Philippine government declared a state of public health emergency.
March 16, 2020-		The government placed Metro Manila and the entire Luzon on lockdown, then called enhanced community quarantine. By then, the entire Philippines was under quarantine classifications.
March 24, 2020	-	The Philippine Congress granted President Duterte emergency powers via Republic Act 11469, or the Bayanihan to Heal as One Act, which mandates the government, among others, 1) to provide emergency subsidy to 18 million low-income households, 2) reappropriate and re-align the 2020 national budget, 3) direct the local government units to comply with national government guidelines, and 4) direct the operations of privately owned hospitals and health facilities to combat COVID-19.
March 25, 2020	-	The Inter-Agency Task Force on COVID-19 issued the National Action Plan which is the national strategy and general guidelines to contain, prevent, and eliminate the threat of the pandemic and mitigate its social, economic, environmental, and security impacts to the country.
September 13, 2021	-	The Philippines shifted to Alert Level System classification.

At that time (Sept. 13, 2021), the COVID – 19 situation in the country is as follows: confirmed cases = 2,227,367; recoveries = 2,010,271; deaths = 35,145; and fully vaccinated = 17,078,676.

According to the PKKK women leaders interviewed, the COVID-19 situation in Bicol is by far a lot better compared to the situation in the National Capital Region. In fact, there were no confirmed COVID-19 case in the areas when the lockdown was imposed. It was explained by the barangay officials and barangay health workers that the lockdown was a preemptive measure to prevent COVID from reaching the Bicol region. But COVID eventually slipped in the area although it has not been badly beaten based on the following data as published by the Philippine News Agency:

**Covid-19 Statistics**

As of August 9, 2021

Area	Confirmed cases	Deaths
Philippines	3.69 million	60,456
Bicol	51,926	996

Source: Philippine News Agency

**Bicol Health Statistics**

As of August 9, 2021

Health Parameter	Total Number Available	Utilization Rate	
		Per Cent	Number
COVID Beds	1,030	32	330
ICU Beds	45	18	25
Isolation Beds	420	70	294
Ventilators	36	37	13

Source: Philippine News Agency

**II. COVID Response**

**A. Government Response**

The sufficiency and efficiency of government response is not determined by the wealth and economic status of the local government unit. Much of the COVID assistance through the Social Amelioration Programme (SAP) from the national government was largely incremental and slow. But this is not true in some of the areas. Ragay, which is a first class municipality, gave assistance only once. In contrast, Del Gallego, a neighboring third class municipality, had been swift and more generous in giving assistance thrice in the duration of the pandemic as seen in the table below.



**Government COVID Assistance**

**Camarines Sur**

**March – December 2020 (No work Lockdown)**

Ragay		Del Gallego		Sipokot	
Nature of Assistance	Quantity/Amount	Nature of Assistance	Quantity	Nature of Assistance	Quantity/Amount
April 2020 –Barangay LGU		Barangay LGU			
Rice	5 kilos per household	Rice	1 sack per family		
Financial assistance / ayuda	(Brgy. Lohong) P1,000. For 500 hh (Brgy. Bagotayok) P400 for 67 hh P5,000. for solo parent	Financial assistance / ayuda	P3,000. per family		
DSWD		DSWD			
Solo Parent Assistance	P5,000.	Rice	10 kilos per family		
		Municipal LGU		Municipal LGU (distributed pandemic aid 3-5 times)	
		Rice	5 kilos per family	Rice	5 kilos
		Groceries (noodles, canned goods)	Per family	Canned goods and noodles	
Sen. Riza Hontiveros					
Food packs	5,000 for SABALO members				

Source of Data: Key Informant Interviews and Focused Group Discussion of PKKK Women Leaders, Camarines Sur

**COVID-19 and Calamity Response from Non-Government Sources**

**Camarines Sur**

**March – December 2020 , 2021(No Work Lockdown)**

Ragay		Del Gallego		Sipokot	
Nature of Assistance	Quantity/Amount	Nature of Assistance	Quantity/ Amount		
SAC – Naga (for Typhoon Odette in the midst of COVID)					
Rice	20 sacks for PKKK members				
CARE Philippines		CARE Philippines			
Soap	3 boxes per family (all families in Port Junction Sur, Port Junction Norte, Lower Lumon and GRS)	Soap	3 boxes per family	Soap	3 boxes per family (all families in 9 barangays)
AKBAYAN					
Assorted (rice, bread)	For 150 members in Ragay and Del Gallego	-do-	-do-		
Assorted ( wok-kawali, kaldero, basin-palanggana, kettle –takuri, thermos)	For 150 members in Ragay and Del Gallego	-do-	-do-		
PKKK (Nov. 30, 2020)		PKKK (Nov. 30, 2020)			
Hygiene kit (sanitary napkin, nail cutter, toothbrush, toothpaste, bath soap, pail, tabo) Health/medicine kit (face mask, face shield, alcohol, cotton, Betadine, vitamins)	PKKK members	Hygiene kit (sanitary napkin, nail cutter, toothbrush, toothpaste, bath soap, pail, tabo) Health/medicine kit (face mask, face shield, alcohol, cotton, Betadine, vitamins)	PKKK members		



Ragay		Del Gallego		Sipokot	
Nature of Assistance	Quantity/Amount	Nature of Assistance	Quantity/ Amount		
Solar lamp	Selected PKKK members affected by power outage	Solar lamp	Selected PKKK members affected by power outage	Solar lamp	Selected PKKK members affected by power outage
PPE	Selected PKKK members	PPE	Selected PKKK members	PPE	Selected PKKK members
Financial assistance	P3,000. per member (typhoon Rolly)	Financial assistance	P3,000. per member (typhoon Rolly)		

**Note 1:** Assistance for 2021 was only for typhoon Odette

**Note 2:** Soap assistance in the form of 3 boxes per family by CARE Philippines was also extended to PKKK members in the municipalities of Bula, Pasacao, Nabua and Balatan.

**Note 3:** A total of 500 solar lamps were distributed to PKKK members in Camarines Sur & Camarines Norte who are affected by power outage caused by typhoon Rolly

**Source of data:** Key Informant Interviews and Focused Group Discussion of PKKK Women Leaders

#### Government COVID Assistance

##### Camarines Norte

##### March – December 2020 (No work Lockdown)

Labo		Paracale		Mercedes	
Nature of Assistance	Quantity/ Amount	Nature of Assistance	Quantity/ Amount	Nature of Assistance	Quantity/ Amount
Provincial LGU		Provincial LGU		Provincial LGU	
Food packs for all families	Rice (5 kilos) Canned goods (6 pcs), Tide bar, Safeguard	Food packs	Rice (5 kilos) Canned goods (6 pcs), Tide bar, Safeguard	Food packs for senior citizens, PWD, solo parents and LGBT	5,000 pcs
DSWD		DSWD		DSWD	
SAP	P2,000.	SAP	P2,000	SAP	2,000
				Food packs for BHWs, TODA franchisees, BNS & Brgy tanod	1000 pcs

**Source of data:** Key Informant Interviews & Focused Group Discussion of PKKK Women Leaders, and Facebook page of Mayor Dante U. Morales of the municipality of Mercedes, Camarines Norte

#### COVID-19 and Calamity Response from Non-Government Sources

##### Camarines Sur

##### March – December 2020, 2021 (No Work Lockdown)

Labo		Paracale		Mercedes	
Nature of Assistance	Quantity/ Amount	Nature of Assistance	Quantity/ Amount	Nature of Assistance	Quantity/ Amount
CARE Philippines		CARE Philippines		CARE Philippines	
Soap	3 boxes per family	Soap	3 boxes per family	Soap	3 boxes per family
PKKK		PKKK		PKKK	
Hygiene kit (sanitary napkin, nail cutter, toothbrush, toothpaste, bath soap, pail, tabo) Health/medicine kit (face mask, face shield, alcohol, cotton, Betadine, vitamins)	Selected PKKK members	Hygiene kit (sanitary napkin, nail cutter, toothbrush, toothpaste, bath soap, pail, tabo) Health/medicine kit (face mask, face shield, alcohol, cotton, Betadine, vitamins)	Selected PKKK members	Hygiene kit (sanitary napkin, nail cutter, toothbrush, toothpaste, bath soap, pail, tabo) Health/medicine kit (face mask, face shield, alcohol, cotton, Betadine, vitamins)	Selected PKKK members
Solar lamps	Selected PKKK members affected by power outage caused by typhoon Rolly	Solar lamps	Selected PKKK members affected by power outage caused by typhoon Rolly	Solar lamps	Selected PKKK members affected by power outage caused by typhoon Rolly

Labo		Paracale		Mercedes	
Nature of Assistance	Quantity/ Amount	Nature of Assistance	Quantity/ Amount	Nature of Assistance	Quantity/ Amount
PPE	Selected PPKK members	PPE	Selected PPKK members	PPE	Selected PPKK members

Sources of Data: Key-informant interviews and FGDs of PPKK Women Leaders in Camarines Sur and Camarines Norte; PPKK Progress Report

## B. PPKK Response on Women Empowerment

The pandemic took a more challenging turn as Ragay, a coastal municipality was badly hit by In the face of the negative economic impact of restrictions attendant to COVID-19, PPKK, a national coalition of rural women in the Philippines, as supported by Action Aid Australia (AAA) has implemented COVID-19 response economic empowerment measures in selected rural women communities in Camarines Sur. The PPKK pandemic response was two-pronged as it was a response to the urgent need for relief and the building back of livelihood. The economic projects were conceived by the members of the organization themselves and grouping is per area. Each group is given a capitalization of P15,000.00. Ms. Marilou dela Vega, the President of the PPKK Provincial Coalition regularly monitors the progress and conducts at least a monthly monitoring visit. The cluster leader regularly reports and makes a record of income and expenses, problems and challenges, etc to Ms. Dela Vega, who in turn, reports to PPKK.

### Women Economic Projects as Pandemic Response Ragay and Del Gallego, Camarines Sur

Name of Project	Effects & Outcomes
1 Ladies Rice Retailer	<ul style="list-style-type: none"> <li>The livelihood projects alleviated the hunger pangs of the rural women and their families;</li> <li>The project has surfaced the capacity building training needs of the participants on simple bookkeeping, records keeping, marketing, technical expertise, among others.</li> <li>The spirit of volunteerism is so alive as buoyed by the emerging need to take care of the project</li> <li>The PPKK President and the cluster leaders are best practice of tireless and selfless leadership by example.</li> </ul>
2 Sari-sari Store	
3 Rice Retail	
4 Port Junction Rice Retail	
5 Boneless Bangus Daing	
6 Manukan – 45-Day Broiler Production	

Source of Data: Key Informant Interviews of PPKK Leaders, Camarines Sur

## C. Problems and Challenges in COVID Time

### 1. Instilling Fear to Achieve Compliance to and Obedience of Health Protocols

The Philippines' COVID response is considered as one of the harshest draconian measures implemented in the world. The Duterte government looks at COVID as a war against an unseen enemy. Using the war strategy, it set up a COVID response team, the IATF, that is, by and large, dominated by former military men. In tandem with health and epidemiology experts from the DOH and the private health sector, it has largely utilized the police and military forces in the enforcement of the COVID-19 health protocols. It weaponized COVID as means to instill fear against an unseen enemy by the civilian population. Therefore, violations of health protocols are met with punitive measures like arrest and detention. There have also been questions in the equal application before the law by military and the civilian population. The infamous birthday party of Gen. Debold Sinas, Police Director of the National Capital Region in the midst of the pandemic on May 12, 2020, which violated the mask and physical distancing mandate, is a case in point. The police and military who violated the COVID rules were never made accountable before the law.

The enforcement of health protocols and fear to be infected made organizing and other organizational work more difficult. But women are natural carers so they are able to talk with, sneak a visit and placate each other's fears and concerns.

## 2. Socio-Economic Impact

As the economy was placed at a standstill by lockdowns, many people were out of work and families faced hunger. In the Ragay Gulf. For example, Bantay Dagat and Coast Guard personnel were guarding sea waters so the fisher folks were not able to fish in deeper waters where catch is more abundant. This was per advisory of the Regional Disaster Risk Reduction and Management Council on No Sailing Policy dated October 29, 2020. In the last quarter of 2020, the Philippine Statistical Authority reported that the Philippine Economy contracted by 8.3 percent. For the whole year of 2020, unemployment rate was at 10.3 %, as compared to 5.1 % in 2019. This means that for 2020, there were 4.5 million Filipinos who were jobless (and looking for jobs).

The people of Ragay survived by reverting to the barter trading system. Although on lockdown, they can move about within their sitio. Those who live near and in the shorelines of Ragay Gulf, the residents exchange the bounty of the sea with farm products from the neighboring farming communities, and other consumer products from the stores and merchants nearby, with no money involved as the people.

Ragay became a multiple hazard zone when super typhoon Rolly (category 5 with international codename Goni) battered the Bicol region and made 2 landfalls there. It's first landfall was with maximum sustained winds of 225 kilometers per hour and gusts of upto 280 kilometers per hour on November 1, 2020. Many of the PKKK members sustained damages in their houses. Ms. Malou Rafa dela Vega, PKKK National Council member and President of the PKKK-Samahang Bagotayok, Lohong (SABALO) experienced her kitchen roof ripped off. It was a truly devastating experience not only for Ms. Dela Vega but for other people whose lives and properties were affected.

## 3. Lack of Pandemic Aid

In Ragay, the impact of the pandemic was heavier compared to its neighbor, Del Gallego owing to the fact that the government gave pandemic assistance only once.

That's why, pandemic and typhoon aid was a crucial mechanism wherein residents could tide over lack of income and hunger (in the local dialect: pangtawid gutom), and rebuild their life and livelihood.

## 4. Separation of Families and Mental Health

Because many family members were separated from each other in addition to having economic problems, many of the people experienced, and are still reeling from mental health challenges. Webinars and consultations (kumustahan which means asking "how are you?") really mattered in letting off and resolving pandemic-related mental health issues. The webinars and online training sessions referred here are the trainings on mental health, anti-terrorism, women self-care, and psycho-social support sessions.

## III. RURAL WOMEN'S VOICES

### Assessment of PKKK Pandemic Response

In gratitude and appreciation of the efforts of PKKK to mainstream Del Gallego in the CARE Philippines soap distribution pandemic response, Del Gallego municipal Mayor Melanie B. Abarientos-Garcia said "Maraming salamat sa inyong tulong" and that the PKKK is always welcome to help and empower the rural women in this municipality. The same sentiment is felt by the PKKK members themselves as expressed in varying expressions, as follows:

Assessment of PKKK Response	English Translation
<b>Sufficiency</b>	
Sapat ang naitulong ng PKKK sa panahon ng pandemic.	The pandemic aid extended by PKKK was enough/sufficient.
<b>Management and Coordination</b>	
Maayos na nagawa ng PKKK ang pagbigay ng ayuda dahil ibinahagi niya ang responsibilidad sa mga lider kababaihan nito.	PKKK did well in aid distribution because they made the effort a collective responsibility.
Tunay na nasa laylayan ang mga tinulungan nito sa panahon ng pandemic.	The beneficiaries or those who received aid were truly those in need.
Mabilis ang pamimigay ng ayuda dahil alam ng mga PKKK leaders ang tunay na nangangailangan dahil sila mismo ay nakabase sa komunidad.	The aid distribution was fast because PKKK, being leaders from the communities they serve, knows those who really need.
Kahit may mga limitasyon sa pagkilos dahil sa COVID, mabilis ang pamimigay nga ayuda at iba pang tulong pandemya ng PKKK dahil mayroong mga masigasig na lider kabataang kababaihan na walang takot at pagod na kumilos kasama ang mga lider kababaihan ng organisasyon	Even with COVID limitations on mobility, aid distribution was fast because there are tireless and fearless women youth leaders who actively participated along with the rural women leaders.

Assessment of PKKK Response	English Translation
Ang ayuda ng PKKK ay halaw sa tunay na mga pangangailangan ng lahat ng miyembro ng pamilya na malimit nakakaligtaan samga ayuda ng gobyerno tulad ng napkin, toothpaste, toothbrush, etc.	The pandemic aid of PKKK is based on the real needs of all the members of the family, which are often not included in government aid packs like napkin, toothpaste, toothbrush, etc.
<b>Wish List</b>	
Sana may kasunod pa at mas lumawak ang mabahaginan ng tulong at hindi lang sa mga miyembro ng PKKK dahil ang katotohanan ay marami sa aming komunidad ang nangangailangan.	We hope that there will be more pandemic aid from PKKK because in truth, there are many more people out there in the community who need pandemic aid.
<b>Outcomes</b>	
Hindi lang kami simpleng tinulungan ng PKKK. Tinuruan din kami na mag-isip ng mas malalim tungkol sa aming kalagayan at paano magkaisang kumilos para maiangat naming ang aming hanay.	PKKK did not simply help us. They also taught us to think more deeply and analyze our respective situations so we would know how to collectively respond to improve our situation.
Dahil sa tulong ng PKKK, nalaman ng mga tao na isang seryoso at makataong organisasyon ang PKKK. Dahil dito, mataas ang pagtingin at respeto ng mga tao hindi lang sa PKKK kundi pati na sa amin na mga miyembro ng organisasyon.	Because of the pandemic aid, the people were made aware of how serious and pro-people PKKK is as an organization. Because of this, the community look up to and respect not only PKKK but us women leaders and members as well.
Dahil sa tulong na ibinigay ng PKKK, nabatid ng mga tao na kaming lider kababaihan ay hindi lang mga aktibista at nagrally kundi aktwal na tumutulong din. (dahil hindi kami komportableng magrally pero gusto naming magserbisyo sa tao).	Because of the pandemic aid, the community has realized that we PKKK women leaders and members are not just activists and rally enthusiasts but we actually help the community. (Because we are not comfortable joining rallies but we love to serve the people.)
Nang dahil sa pandemic, mas naisabuhay ang magandang papel ng mga lider ng kababaihan sa kanayunan na mamuno at magsagawa ng mga Gawain at programang tunay na nakakatulong sa tao	Because of the pandemic, the role of the rural women leaders to lead and undertake programs and activities that truly help the people was highlighted.
Ang pagresponde ng PKKK sa pandemya a nagbigay daan upang marinig ang boses at hinaing ng kababaihan at kabataang kababaihan	The PKKK pandemic response gave way for the voice of women and women youth to be heard.
Kailangang mga kababaihan ang mamuno sa pagbibigay ayuda sa panahon ng sakuna at kalamidad dahil ang mga babae ay mahinahon at mapagbigay, hindi lamang sa pera at material na bagay, kundi pati na rin ang pag-unawa, pagmamahal at pagtulong na walang bahid pulitika.	It is important that women lead in responding to calamities because women are calm and generous not only in money and material things but also in extending understanding, love & care and aid without vested political interests.
Kaming mga taga PKKK, kahit mga simpleng tao lang kami ay mayroon palang kakayahan magsagawa ng mga mahahalagang gawain para sa ikabubuti ng aming komunidad at lipunan.	We PKKK members, simple as we are, have realized that we are capable of doing great things for the good of the community and society.

### Women's Dreams

It is heartwarming to note the indefatigable efforts of women and young women to raise the voices of women, and to engage in political and leadership positions in the community. Every leader and member endlessly dreams for a day when women and women youth lead in the community to ensure that the interests of the most vulnerable in the community like the sick, sick and elderly, persons with disability, women and children, solo parents and members of the LGBTQ community.

The pandemic has, once more, emphasized the principles enshrined in the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) on substantive equality where women needs to be given more importance in order to truly and substantially advance the rights and welfare of marginalized women, including those in the fringes and margins of the country, who are more often than not, in the throes of multiple disasters. By embarking on a women-led gender responsive humanitarian response, PKKK is right on track. But it has to be more aggressive in seeking new ways of engagement including training women and women youth in political leadership positions. Retrieved from in addition to breaking new grounds of engagement with government and the private sector. It also has to widen its resource generation base in order to adequately respond to recurring climate and other disasters and emergencies.

## Annex 2.2 Caselet

- Marawi Siege:

Stories on the Role and Participation of Women in Conflict Emergencies



A Maranao woman IDP in Saguwaran, Lanao del Sur

Anisah Awar, a resident of East Basak shared that at 2:30 o'clock in the afternoon of May 23, 2017, the people heard bursts of armalite shots followed by a loud M203 blast and so much more. At 7:00 o'clock in the morning the following day, the residents heard the first bomb dropped by government forces. Shortly after, the Mautes came, announcing that the residents were given six (6) hours to evacuate before they (the Mautes) would seal off all entry and exit points in the city. This was not easy for them as they needed to evacuate with their 87 year- old, cane- assisted father. At 9:00 o'clock in the morning, the Awar siblings and their respective families, together with their father herded themselves in their Isuzu Crosswind vehicle and fled with only their warm bodies and a few belongings. At that time, they thought the conflict was just an ordinary rido. Allysa's brother – in – law even coaxed his husband to safekeep their motorcycle inside the house but her husband said there was no need for that as they would be back the following day, just like in other rido conflicts they had experienced in the past.

Meanwhile, Norhaya Ali, 43 years old at the time of the siege in Marawi, also of East Basak, said the experience was really life threatening for her family. She just gave birth to her youngest 9 days before President Duterte declared Martial Law. With eight (8) children in tow and a handful of belongings, they fled in haste.

Rosenie Hayyah A. Lazim, then 22 years old, a Science teacher for Grades I to III at the Ranao Institute for Science and Technology (RIST) never thought this war was different. On May 24, 2017, she, along with two aunts chose to evacuate to the Mindanao State University (MSU). But they went back to secure some important papers and other matters. Their second escape was in a tight rope. They had to walk in bowed heads, along with many others, in the streets littered with hooded armed men in black. The bridge in Pamping where the ISIS-inspired Mautes set up a check point became the ultimate oral exam to freedom: "Allahu Akbar!"

But the experience of male Maranao youth was like the hell of a lifetime. Domiangcay Mohaissan II, then 19 years old and a resident of Pangarungan Village, went to the city's Padian, the market place at noon on May 23, 2017 to buy bread, peanuts and other food items



for *iftar* and *suhoor* for his business during Ramadhan. Then at 2:00 o'clock in the afternoon, his brother, a resident of Barangay Igpit in the municipality of Opol near Cagayan de Oro City, called him up and gave instruction to tell his family to evacuate immediately as his brother saw on television that there were Mautes attacking Marawi. As he hurriedly headed for home, he saw at a junction in Bangolo, hooded armed men in black on foot and on board 2 Hilux pick ups and a white Hi-Ace van chasing male youth they saw on the streets asking them to join their *jihad*. He and many other youth raced for their life and headed home.

At home, the whole family fearfully secured all locks in their house and barely slept during the night, observing every sound and movement in the vicinity. The following morning, the Mautes announced the arrival of their *jihad*. Along with his mother, siblings, cousins, and children members of the family, they fled on foot for hours until they found a ride. Domiangcay assisted his limping father while his elder brother carried the belongings of the whole family. Everybody was silent unless and until they needed to loudly proclaim "Allahu Akbar!" when passing Maute checkpoints.

The Maranao bakwits were one in sharing this is not only a home-grown war as there are foreigner-jihadists involved. Weeks before the declaration of Martial Law on May 23, 2017, many foreigners already congregated in Marawi in preparation for the *Tabligh Ijtema* which is traditionally an open conference of missionaries. The Maranao women especially mothers noticed many foreigners frequenting the Padian to buy in bulk food items, toiletries, among others. So many women avoided buying in the Padian and instead, opted to buy in other smaller markets and convenience stores in the neighborhood. That is why some Maranaos were of the belief that the *Tablighs' Ijtema* was used by the ISIS-inspired foreign extremists as an entry point to Marawi and the Maute-led war in the only Islamic City.

## I. Introduction

This case study is meant to look into the humanitarian response of PKKK and WENet, through Balay Mindanao, as well as dig in the issues and problems in regard to the promotion of women's human rights and resilience in conflict emergencies with the Marawi siege as the case in point. In order to do that, it interviewed key personnel of Balay Mindanao (which is WENet's partner in the said area) and conducted a focused group discussion with selected Maranao women youth victim-responders. Interviews were also conducted with key PKKK personalities from the Opol Women's Federation and PKKK Moro Representative who undertook the humanitarian response in 2017. Due to presidential elections- and COVID-related limitations, no interviews were conducted with concerned government personalities.

## II. The Socio-Economic Costs of the War in Marawi

On May 23, 2017, then President Rodrigo Duterte declared Martial Law in Mindanao in response to the attack on the Islamic City of Marawi by the combined forces of the Maute group and Abu Sayyaf Group led by Isnilon Hapilon and supported by foreign jihadists. The conflict lasted for at least five (5) months until then Defense Secretary Delfin Lorenzana



declared on October 23, 2017 that there were no more militants in Marawi. The Task Force Bangon Marawi said that particular war displaced 369,196 people. It also resulted to the death of 168 government forces, 114 civilians, 270 unidentified individuals and 924 rebels, as well as 88 missing persons. Total damages and losses were pegged at PhP18.6 billion which was equivalent to 16.7 % of gross regional domestic product (GRDP) of the Autonomous Region for Muslim Mindanao (ARMM), or an equivalent of 0.12% of the country's gross domestic product (GDP).

At the time of the war, Lanao del Sur where Marawi City belongs, was number one (1) in the poorest provinces in the Philippines where 71.9% of the population lived below the poverty threshold of PhP22,802.00 (US\$442.8). At that time,

too, 53% of the population in ARMM, and 21.6% of the national population, were living below the poverty line. As an immediate impact of the Marawi siege, the Asian Development Bank (ADB) estimated that 150,000 more people could be drawn into the poverty line, or an equivalent increase of 13 percentage points in the poverty incidence for 2018.

But even before that war in Marawi, war already broke out in Butig, a 6<sup>th</sup> income class municipality and in Piagapo, a 4<sup>th</sup> income class municipality, all in the province of Lanao del Sur. The combined damages of the war in Butig and Piagapo reached PhP43.7 million and losses were at PhP31 million.

In response to the humanitarian crisis, the government allocated a budget of PhP5 billion for at least 100 shelters. In that same crisis, 100 local and international organizations undertook humanitarian response.

### III. WENet and PKKK Response to Marawi Siege

Balay Mindanao was already in Marawi on the 2<sup>nd</sup> day of the Marawi siege. The BM Marawi response team then was headed by Ms. Charmaine Mae Dagapioso-Baconga, now executive director of BM, who grew up in Marawi and who knows the language and culture of Marawi. Just like in any emergency situations, BM always immerses in the area to be able to identify the appropriate responses to implement and encourage a culture of victims turned survivors and responders. Mr. Charlito Manlupig, BM founder and chair emeritus shared that just like in their sustainable integrated area development organizing (SIADO) approach, they always focus in a small area like a barangay. Their humanitarian response were in the forms of hygiene kits, food, psycho-social interventions, water, economic empowerment/livelihood assistance, trainings, etc. and have evolved over time.

He added that the responses depend on the skills and strengths of their volunteers and donors. It is inspiring to see how BM harnesses the youth as a wellspring of volunteers and second liners, not only for BM but also for WENet in Mindanao. The PKKK Marawi response team had witnessed how BM youth volunteers, for example, handled stress debriefing sessions. In that community visit in Barangay Limogao in the municipality of Saguiaran in Lanao del Sur, children below ten years old were assembled into the barangay hall room while youth aged 10–15 years old were holed in the Madrasato Litahfidhil Qur'an Al-Karim Al-Islamia Hall, for stress debriefing. There, they led the children and youth belt out action songs as if no war traumatized them.

The BM youth were also in the forefront of BM's various livelihood responses after the war in Marawi. The young women leaders were unanimous in saying that they all started as shy and lacking in confidence. But because BM trust that they can and will be a potent force for change, they have slowly built up the strength and confidence fit for leaders and change makers. The WENet-initiated trainings on gender and women leadership, among others and in addition to BM set of capability-building trainings and hands-on business enterprise experiences, fired up the economic empowerment and political leadership of the youth, especially the young Maranao women.

In the Marawi humanitarian response, BM's skyhydrant, which converts any source of water into something potable, has made life after a storm or a crisis more bearable and humane. And for the great work that BM has been doing in agrarian reform, peace and humanitarian work, WENet is more than proud to be part of the humanitarian response in Marawi through BM.

On July 6-9, 2017, PKKK also sent an all-women Marawi humanitarian response team who speak Maranao, know the language and culture and have worked with the Moro people in various capacities. It partnered with the PKKK member Igpit Women's Organization, led by its President Edith Pitogo, along with the barangay local government of Igpit, led by its barangay captain Mr. Junjun Vacalares and Barangay Council Women's Desk Head Ms. Bing Vacalares. For the first time, 41 home-based internally-displaced Maranao families seeking refuge in Barangay Igpit in the municipality of Opol in Misamis Oriental received relief pack composed of the following items: toothbrushes, toothpaste, sanitary napkin, bath and laundry soap, deodorant, coffee, milk, milo, cooking oil, corned beef, 10-kilo rice and one big fresh dressed chicken. The dressed chicken was a solidarity gift to the Maranaos so that they could celebrate *Eid'le Fit'r*, the feast that marks the end of Ramadhan.

In addition to financial assistance, PKKK also conducted visits to evacuation centers, one of which was the Ba'abul Janna Torril (meaning Gate of Paradise) Evacuation Center in Barangay Pacalundong in the municipality of Balo-i, Lanao del Norte. The Torril center was situated in the national highway enroute to the municipality of Pantao Ragat. It (the Torril Evacuation Center) had two small buildings (one for males and one for women, children and the women elderly) and hosted 71 internally displaced families, including seven (7) elderlies. There were two sawali-walled, 3-PKKK response in

barangay Limogao in the municipality of Saguiaran, Lanao del Sur on July 8, 2017 door comfort and bath structures (one for male and another for female) and a small community kitchen. The center was luckily posited in a wide-span greenery where nature gifts the internally-displaced Maranaos an abundance of fresh air, a caring fellow Maranao host community and sadly, a few humanitarian responders. What was really encouraging was that majority of puroks were led by women presidents. In a women-led humanitarian response, mainstreaming of the special needs of vulnerable groups are observed. We note with pride how women's voices and leadership shine in a humanitarian situation.



In this particular initiative, PKKK was fortunate to engage in partnership with UNYPHIL /Nisa ul Haqq, a “Bangsamoro women's group that uses Islamic teaching as a framework for women's and men's empowerment towards engagement in international, national, regional and local levels, for the promotion of women's human rights, sustainable development, and peaceful coexistence of tribes of religions, of nations, and of women and men” in its humanitarian response. Nisa Ul Haq has been actively involved in the Marawi response group called “Paninindeg sa Marawi”.

Meanwhile, we note with importance the experience of LILAK, who over the years, has fought against the continued invisibility of the IPs as vulnerable population and has worked so hard to mainstream them in development efforts especially during climate emergencies and conflict situations. LILAK has always emphasized on documenting the IP population as partners in making people's development happen in geographically isolated and difficult to access (GIDA) IP communities. They don't only document problems and challenges but they likewise emphasize on mapping and inventory of IP resources and capacities so they become proactive partners and determiners of the change they want.

#### IV. Needs and Challenges in Conflict Situations

According to the Task Force Bangon Marawi which spearheaded the Human Recovery Needs Assessment (HRNA), the following were the issues and concerns confronting internally displaced persons (IDPs), thus:

1. Unsatisfactory delivery of services in the evacuation centers;
2. Poor quality of facilities (limited availability of comfort rooms, poor solid waste management, etc);
3. Non-issuance of disaster family access cards to extended families and single parents;
4. Irregular provision of health service to far-flung evacuation centers;
5. Non-equitable distribution of relief assistance to families, regardless of size; and
6. Emergency centers were not designed to meet specific cultural needs such as the need for male-female segregation.

The above-mentioned issues are not different from the issues faced in climate emergencies (Yolanda, etc.) already experienced by the people. The following are similar protection issues articulated by the rural women of PKKK.

**Protection Issues in Emergencies.** In a workshop on realities on protection mainstreaming in the Philippines on six (6) major areas, namely: 1shelter program, 2education program, 3food security and livelihood, 4evacuation center and coordination, 5health program & evaluation site in emergencies, and 6water, sanitation & hygiene conducted during the PKKK Protection in Practice (PiP) Training of Trainors (ToT) in Cagayan de Oro City on February 3-5, 2017, the following were identified as the important components of humanitarian response and evacuation centers. These identified components were also affirmed by the PKKK Marawi response team as important in their visit to some Marawi siege evacuation centers, thus:



1. Piped-in water in as well as comfort and bath rooms in evacuation centers and permanent shelters implemented by the government and other responders as means to reduce the vulnerability of women, children and the elderly from gender-based violence, protection from animal attacks and other dangers;
2. Farm animal space in the evacuation center to ensure compliance to evacuation advisories as well as protect backyard animals of agriculture households as well as provision of appropriate livelihood assistance such as 1cash or food for farm work, indigenous seeds (as opposed to terminator seeds) and community seed bank establishment.
3. Provisions for community kitchen, health/breastfeeding/birthing quarter/s, separate male-female comfort and bath rooms, age-appropriate and gender disaggregated stress management exercises and faith-specific spaces of worship;
4. Gender-responsive packs especially for nursing/lactating mothers, pregnant women, sick and the elderly;
5. Systematic garbage disposal, sanitation and hygiene in the evacuation center; and
6. Survivor-participated/led evacuation center management as well as the mainstreaming or integration of home-based IDPs or bakwits in the over-all program.

Given the conflict in Marawi and other war-torn areas in Mindanao, 50 women from the armed conflict-affected communities in Maguindanao, namely: Shariff Aguak, Pagatin (in Datu Saudi Ampatuan), Mamasapano, Shariff Saydona, (where the Bangsamoro Islamic Freedom Fighters (BIFF) operates) and the adjacent municipalities of Datu Salibo and Datu Piang held a two-day SPMS Box All Women Peace Conference in the municipality of Isulan in the province of Sultan Kudarat on June 7-8, 2021. Some of their peace agenda are as follows:

#### Livelihood

1. Cash-based incentives to IDP women and girls for them to be able to exercise financial empowerment and autonomy;
2. Production facility for water hyacinth-made handicrafts such as “banigs”, bags, wallets, etc.
3. Market connectivity for rice and corn production
4. Provision of Kauyugan sa Kalilintad (Livelihood for Peace) in SPMS Box
5. Conduct of a participative needs- and context-specific livelihood assessment among women, girls, young people and persons with disabilities.

#### Health and Nutrition

6. To ensure GBV risk mitigation, set up gender-responsive evacuation centers with gender-responsive facilities (separate bathing cubicles and latrines with lighting and safety locks, women & children friendly spaces, lamp posts, and coordination and management with a GBV subcommittee;
7. Provision of psycho-social interventions including trauma healing for individuals and families with experience of atrocities in the context of conflict;

#### Social Cohesion

8. Representation and meaningful participation of women at the community-level policy and decision-making bodies and local existing mechanisms;
9. Institutionalize monitoring and feed-backing mechanisms as part of good governance, transparency and accountability where women and other marginalized groups can fully participate;

#### Human Rights and Protection:

10. Enactment of an IDP Law for the protection of displaced persons and those at risk of displacement;

#### Gender-based Violence:

11. Women's Halfway Home and/or Crisis Intervention Unit (as an alternative) temporary shelter for GBV/VAWC victims-survivors to ensure safety and security of survivors and their families & case workers;
12. Mapping and strengthening of GBV services and service providers to access life-saving interventions;
13. Strengthening of local protection mechanisms to address GBV in both emergency and non-emergency settings (as first entry points for survivors)
14. Unhampered GBV services even during the COVID-19 pandemic and massive information dissemination on GBV multi-sectoral services and referral pathway;

15. Assurance of non-settlement of GBV cases, especially when victims-survivors are minors, and facilitation of access to legal aid in order to end impunity;

Armed Conflict:

16. Inclusion of women in the Joint Peace and Security Teams (JPST); and
17. Declaration of peace zones- Madrasah, schools and other education facilities, and livelihood facilities.

## V. Recommendations

The crux of a humanitarian response is in the vigilance of civil society organizations in reducing people's vulnerabilities and improving resilience by focusing and working closely with vulnerable populations as well as making sure that the government is made accountable and responsible. The best way to do this is a women-led humanitarian response. In this sense, WENet and member organizations have so far done so well. To emphasize, the following are some important ways forward:

- Preposition a disaster fund that can immediately be mobilized in conflict and other disasters;
- For continuous preparedness, institutionalize impact assessment especially in vulnerable areas;
- Map out preparedness roadmap detailing logistical readiness and mainstreaming protection, especially for women, children, the sick and the elderly;
- Build the capacities of barangay-based LGUs in tandem with people's organizations towards 1mapping out a local DRRM plan, 2ensuring the implementation of the 5%local disaster risk reduction management LDRRM fund and 3conducting and rolling out resilience building trainings;
- Call for investing in resilient and safe gender-sensitive evacuation centers with details on agriculture mainstreaming for rural areas;
- Formation and activation of disaster medicine including death, loss and mourning counselling;
- Call for massive international cooperation and volunteerism to immediately put into effect a massive humanitarian response and facilitate improvement of well-being and normalcy as soon as possible; and
- Invest in multi-faceted information and education program that is gender-responsive and illustrated in local dialects.

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