



Making Data Work for Women: Validation of Framework and Research Findings on Gender-Based Violence

DOCUMENTATION REPORT

**Commission on Human Rights – Central Office
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PREPARED BY: WILSON VILLONES

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EXECUTIVE SUMMARY

The Commission on Human Rights (CHR) as Gender Ombud under the Magna Carta of Women (MCW), endeavours to understand VAW in its various contexts and forms with a goal of effectively addressing violations and working towards its elimination and prevention, especially on Gender-Based Violence (GBV). GBV is a human rights violation that is perpetuated on a person on the basis of sex or gender. It is usually directed against women because they are women and thus affects them disproportionately. Violence against women (VAW) remains the most persistent form of GBV the Philippines is facing.

To strengthen the role of CHR as Gender Ombud particularly in addressing the prevalence of the GBV, the Commission established the Observatory. With the support from Go Just, the project aims to create a repository of data and information to deepen the understanding of GBV and to draw recommendations to improve structures, mechanisms, and programs and services catering to it. By and large, the Gender-based Violence Observatory is seen to enhance the CHR's overall documentation and data/information system on gender-based violence in all its forms and strengthen the CHR's role as Gender Ombud. The same observatory is envisioned to serve as a data/information hub for gender-based violence. It is viewed to cater critical data and information for duty-bearers, all stakeholders, advocates, and claimholders themselves to deepen understanding of the problem of gender-based violence. It is seen to cater information that will fill-in study gaps particularly pertaining to the marginalized, disadvantaged, and vulnerable sector. It is foreseen to provide data on the nature and effectiveness of referral mechanisms as well as availability of facilities, programs and services. It is further seen to cater a platform for advocacy and partnerships with government agencies, LGUs, women's organizations and networks in making urgent progress in the integration of data of different localities nationwide.

Pursuant to the Commission's establishment of the GBV Observatory, a GBV research and mapping of legal referral mechanism was conducted last year with the aim of drafting the GBV Observatory framework and creating a baseline data on GBV from five pilot areas. Focus Group Discussions and Key Informant Interviews were conducted in Koronadal City, Zamboanga City, Batangas City, Marikina City and Municipality of Guiuan, Samar. Interviews with national government agencies, the Commission's regional office, and academic institutions on GBV were also conducted.

While the GBV Observatory and Framework was launched last 28 November 2018, the Commission has yet to present the findings of the mapping in five pilot areas and validate the data with representatives from the national and local government units concerned and with civil society organizations. With this, the Commission through the Center for Gender Equality and Women's Human Rights (CGEWHR), conducted a one day validation forum titled "Making Data Work for Women: Validation of Framework and Research Findings on GBV" last 19 February 2019 at the PARDEC A and B, Commission on Human Rights, UP Diliman Complex, Quezon City.

As the Commission's partners in the promotion and protection of women's human rights and in the campaign in the elimination of all forms of gender based violence, several participants ([See Annex A](#)) from key government agencies, local government units and civil society organizations participated in the forum and helped enrich and ground the discussion on GBV including the Commission's GBV Observatory. During the presentation, the consultants raised the following issues on GBV:

1. How sensitive is the existing mechanisms and support systems to the intersectionality of women's identities and contexts when they document their experience of gender-based violence? How is this mirrored in the services open to and provided to diverse groups of women?
2. How is the end-point of case management conceptualized (e.g. access to justice, empowerment), and consequently, documented?
3. How can the process of women's empowerment be documented, recognizing that legal victory may not be the endpoint for many women (women's ideas of justice)?

Recommendations

1. Include in intake forms or client data sheets information on a range of identities of women, which may have been contributing to her marginalization: ethnicity, SOGIE and abilities, among others.
2. Strengthen the documentation, research and publication of capacities of direct service providers and agencies, especially at the local level.
3. Publish local data (city, municipal and provincial) on gender-based violence, recognizing the context-specific nature of the social construction of GBV

4. Encourage more research and publication on women and climate change, disabilities, health in general, mental health, and housing using a women's human rights-based framework.
5. Create spaces for dialogues or grassroots discussions on community and culture-based processes and mechanisms also accessed by GBV victim-survivors.

ABBREVIATIONS

CHR – Commission on Human Rights

CGEWHR – Center for Gender Equality and Women’s Human Rights

CSOs – Civil Society Organizations

CEDAW – Convention on the Elimination of All Forms of Discrimination Against Women

DSWD – Department of Social Welfare and Development

EJKs – Extra-judicial Killings

GBV – Gender-Based Violence

GIDA – Geographically Isolated and Disadvantaged Areas

IDC – Internally Displaced Communities

IOC – Investigators on Case

IACVAWC – Inter-agency Council on Violence against Women and their Children

LGBT – Lesbian, Gay, Bisexual and Transgender

LGU – Local Government Authority

MCW – Magna Carta for Women

MSWDO – Municipal Social Welfare and Development Office

NHRI – National Human Rights Institution

PCW – Philippine Commission for Women

PNP – Philippine National Police

PSA – Philippine Statistics Authority

UDHR - Universal Declaration of Human Rights

VAW – Violence Against Women

VAWC – Violence Against Women and Children

WCPC – Women and Child Protection Center

WCPD – Women and Child Protection Desk

PROGRAM OF ACTIVITIES

Making Data Work for Women: Validation of Framework and Research Findings on GBV

9:00- 9: 10

Preliminaries

CHR CGEWHR

9:10 – 9:30

Opening Messages

Karen S. Gomez-Dumpit

Focal Commissioner for Women and LGBTI Persons

S. Magdalena Vaca Sotomayor

Senior Program Manager of AECID

9:30- 9:45

Background of the GOJUST Project: GBV Mapping of Legal Referral Mechanisms

Leah C. Barbia

DMO IV, CGEWHR

9:45-10:45

Presentation of Framework and Research Findings on GBV

Ms. Ma. Rosalyn G. Mesinas

GOJUST Consultant for Gender

10:45-11:00	<i>Break</i>
11:00-12:00	Responses from Pilot Areas
12:00-1:00	<i>Lunch Break</i>
1:00-1:30	Open Forum
1:30-2:30	Responses from National Government Agencies
2:30-3:00	CHR Regional Mapping of GBV Legal Referral Mechanisms
	<i>Krissi Shaffina Twyla A. Rubin</i> OIC, CGEWHR <i>Dr. Renante A. Basas</i> Director, HRCMO
Closing Remarks	

PROCEEDINGS

OPENING REMARKS by Commissioner Karen S. Gomez-Dumpit

Commissioner Karen S. Gomez-Dumpit, as the Focal Commissioner for Women and LGBTI Persons delivered the opening remarks. In her message, she defined gender-based violence as “a violence which is directed against a woman because she is a woman or that affects women disproportionately”.¹ She emphasized that GBV is mainly rooted in the system of patriarchy that enforces a culture of dominance and oppression against women. She also mentioned that efforts on addressing gender-based violence have already profound social and political impact: gender-based violation has been recognized a human rights violation, and cutting edge laws such as the Magna Carta of Women, the Anti-Violence Against Women and Children Act, and the Anti-Rape Law, on the protection of women from gender-based violence have been enacted. Gender violence however, remains persistent in the country with high levels of impunity;

She then mentioned the survey called the National Demographic and Health Survey in 2017, one in five ever-married women age 15-49 have experienced emotional, physical, or sexual abuse by their husband or partner. Women who are divorced, separated, or widowed are more likely to have experienced various forms of violence which include physical, sexual, or emotional violence by their most recent partner compared with women who are married or living together. According to the Commissioner, the survey reveals that among all women who have ever experienced physical or sexual violence, only 30 percent sought help to stop the violence.

She also discussed how legal and policy frameworks to address gender-based violence are often eroded by tradition, culture, religion or fundamentalist ideologies. In the Philippine setting, this is compounded by lack of confidence with the assistance that could be received from duty bearers; lack of awareness on the available services or existing protective mechanisms they may avail; fear of personal safety, ruining family reputation, political bias and reprisal from concerned officials, aside from cultural and social expectations that is from PCW. Inadequacy of existing legislation and policy frameworks coupled with poor implementation allow the pervasiveness of gender-based violence and existence of a culture of impunity. With the current administration, gender-based violence is reinforced by dwindling democratic spaces and violations in the principle called the rule of law. She

¹ Committee on the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) General Recommendations 19

stressed that the CHR as the National Human Rights Institution and Gender Ombud plays a critical role in eliminating gender-based violence as the fundamental barrier to women's enjoyment of human rights and essential freedoms. As the Commission embraces this role and engages with stakeholders, the establishment of the Gender-based Violence Observatory is a critical initiative.

With the establishment of the GBV observatory, she envisioned to hasten the internal capability of the CHR to monitor and document cases and situations of gender-based violence, provide protection services, and develop programs and policies in addressing gender-based violence. The Commissioner brilliantly connected this with how today's validation of GBV framework and research findings are critical to the establishment of the GBV Observatory.

She finally thanked the national government agencies, non-government organizations, academe and local government units (LGUs) partners, whom in one way or another, have part been part of the data gathering undertaken to further substantiate the findings and enhance the developed the framework by providing additional inputs and comments. She further encourage the participants to evaluate and verify whether the findings that have been collected, collated and analyzed are valid and reliable and perhaps we can learn from then since it came from the ground. She mentioned that validation is crucial and indispensable for data enhancement and evaluation and analysis, as well as obtaining reliable results. Moreover, it establishes credibility for the results of the study and the developed framework. And most importantly, it strengthens our engagement and partnership; build our trust in working hand in hand together.

INTRODUCTION by Atty. Krissi Shaffina Twyla A. Rubin

After Commissioner Karen's opening remarks, Atty. Twyla of CGEWHR proceeded with the introduction of participants. After which, a brief video presentation to show snapshot of GBV mapping conducted last year. ([See Annex B.](#)) She also acknowledged AECID participants: Malena (Aecid Sr Program Manager), Yolanda O'Bryan (Project Manager), Go just human rights tech assistance team Claudia. She acknowledged also the diff LGUs who participated in GBV mapping project- Marikina, Koronadal, Manila. She mentioned also the participants from the CSO clusters - Sogie Caucus, GALANG Philippines, DSWD, Rainbow Rights, WCCI, Philippine Federation for the Deaf, PKKK, NOVEL. She also the thanked the NGAs who were present: NBI, Women Children Protection Center (PNP), IACVAWC Secretariat- PCW and the different Offices from CHR, CHR XII, CHR IV-A, CHR NCR, CHR Region VIII who are also pilot areas of GBV Project.

OVERVIEW by Leah Barbia

Miss Leah began her brief overview of the GBV observatory by reiterating that the CHR as the country's NHRI, has a broad mandate to promote and protect human rights everyone including the women and girls human rights.² This mandate is further strengthened by the MCW. As a Gender Ombud, CHR advocates for promotion & PROTECTION of women's human rights. The GBV is intended to strengthen the role of CHR as Gender Ombud particularly in addressing the prevalence of the GBV. It is also foreseen to provide data on the nature and effectiveness of referral mechanisms as well as availability of facilities, programs and services. It is further seen to cater a platform for advocacy and partnerships with government agencies, LGUs, women's organizations and networks in making urgent progress in the integration of data of different localities nationwide.

Pursuant to the Commission's establishment of the GBV Observatory, she mentioned on this session that a GBV research and mapping of legal referral mechanism was conducted last year with the aim of drafting the GBV Observatory framework and creating a baseline data on GBV from five pilot areas. Focus Group Discussions and Key Informant Interviews were conducted in Koronadal City, Zamboanga City, Batangas City, Marikina City and Municipality of Guiuan, Samar. Interviews with national government agencies, the Commission's regional office, and academic institutions on GBV were also conducted. She also enumerated several activities of the observatory conducted.

PRESENTATION OF RESEARCH FINDINGS ON GBV by Ms. Nancy U. Perreño

After Miss Leah's overview, Miss Nancy quickly proceeded with the background of the study. She began by mentioning that GBV Observatory is a new concept. As such, the first task was to research and look for modules of GBV observatory in other countries and look into how they interplay in our country. The goal is to make a repository of references, knowledge products, information, innovative, strategies, and good practices in addressing GBV cases. This is also to provide the advocates the tool that which they can utilize in their own localities. The same parameters to be drawn could serve as a tool to monitor the compliance of the state with international HR mechanisms in fulfilling women's human rights using international standards and national laws.

In relation, a mapping study was conducted to look into the existing 1.) function and roles of different government agencies addressing GBV, 2.) referral pathways in relation to addressing GBV, 3.) documentation and data information systems, 4.) Thematic areas of discourse on women's human rights. For the scope, women in the following areas were consulted: highly urbanized city, provincial capital city, multicultural areas and disaster areas.

² Cf. International human rights instruments including the Universal Declaration of Human Rights (UDHR), and the 1987 Philippine Constitution

The following findings were forwarded by the study:

- 1. GBV, women's human rights and gender equality as evolving concepts**
 - a. Not limited to legal definitions
 - b. Implications to women's access to justice

- 2. Documentation as entry point to GBV services**
 - a. Documentation as formalizing women's entry to legal and social welfare systems
 - b. Unrecorded GBV

After our data gathering, we realized that official data is not only a reflection of reported but more importantly, of RECORDED cases. The tenet is that if there is no documentation, it's not official. You will not be able to ask assistance from the government. Documentation is an entry point of women to state and government services and it also officializes her story. Some women just want to open up about the abuse they experience and settle but they are afraid to go on record.

There are cases of unrecorded child marriages; there are many times in the barangays wherein rape cases will be reported. However, in Muslim areas, if the perpetrator offered marriage and if it was accepted by the family, the rape case is erased. The state cannot interfere with that. This shows how sociocultural considerations play an important role in GBV cases.

- 3. Published data on GBV only refer to point of entry data**
 - a. Information on status of cases, process not readily available
 - b. Diversity and intersectionality

- 4. Extensive quantitative and qualitative data on GBV**
 - a. GBV data can be found in several government agencies, at all levels and some can be accessed online

The challenge is on the local level, they are not publishing so much which is a critical gap in GBV. We have most macro-data at the national level but we have to consider that what might be true at the national level, may not be true to local level, especially on Geographically Isolated and Disadvantaged Areas (GIDA) areas.

5. Limited utilization of data available

- a. Publications using women’s human rights framework

After Miss Nancy’s presentation, the following concerns were raised:

ISSUES AND CONCERNS	DISCUSSIONS (who said what)
<p>Junice from Likhaan: I just wanted to ask, do we mean that the concept of gender violence changes with different contexts? For examples, with the muslims, with mediation practices, does that change the definition of violence?</p> <p>There are of course deviation of women responses, but I think it should not change the definition or the concept of the crime.</p> <p>Sometimes the responses of women are muted by their own desire for privacy and confidentiality. It should be balanced because there are also rights.</p>	<p>Nancy: I agree with you Dr. Junice that it doesn’t change the definition of GBV. The fact that the woman reported and sought an intervention to her situation means that she is aware that violence had been done to her.</p>
<p>Shiela (with low vision): Please be more descriptive also when talking especially if there are graphics on the slides. Secondly, several factors affecting undocumented and unreported cases can also take form in the inaccessibility of information and communication, especially for PWD women who always encounter difficulty in reporting to the police and community social workers. For example, deaf people reporting to the police stations with no sign language interpreters can be a huge concern. The report should take into account the reporting of GBV faced by WWD, especially when a family member of the woman with disability is the perpetrator itself.</p>	

Jan: The particular way of choosing the words is very important. You said the women do not see documenting their cases as important, that is very dangerous assumption.

There are two things why women do not speak about their experience. One is because the mechanisms themselves do not reflect openness. We learned that in Zamboanga, when we told to the lesbians that these opportunities are available, they started talking and they won't even shut up about it. Just being able to tell them the spaces and protocols can do so much.

Second is because sometimes women in general do not know how to articulate their experiences. It could be as simple as that.

So we should be very wary, that although we take into account the personal experiences, articulations do not always give the full picture.

For me I'm very wary that you give a blanket interpretation that women don't see it important. I am very wary of that.

Woman (deaf): Two years ago, I went to a place in Mindanao and I learned a situation that almost around 5 rape victims, they wanted to express themselves. But they are minor by age, but by now, they are already adults but still they do not have information access. They cannot report to the government. They don't have budget so they just keep it to themselves. They have many experiences that they want to report but they cannot report.

For your study, consider the uneducated also; they are unable express themselves in terms of GBV. Most persons with disability are unaware of this.

Nancy: We should look into the access of the victims to information and how they are silenced when the option is to report, and what it would mean to them which stops them to formally file the case.

PRESENTATION OF FRAMEWORK ON GBV by Ms. Len

Miss Len began her presentation by mentioning that the study focused mainly on the Anti-VAWC and Anti-Rape Law. She mentioned that they look into these particular cases because we wanted to know what are the services available for the victims and survivors. They also looked at the services provided by the LGUs by asking the following questions: Do they have enough counsellors? Do they have enough space? Are the agencies equipped to face diverse experiences of GBV? She then recounted how they looked into the services in place that help women. They found out that there are services available but there are still more that we can consider after the lived experiences of women. She mentioned that we should be able to look into how different would be the experience of a woman from an IP community from an urban woman who have many access to agencies and LGUs. Or how different are the LGUs in terms of their capability to address GBV cases?

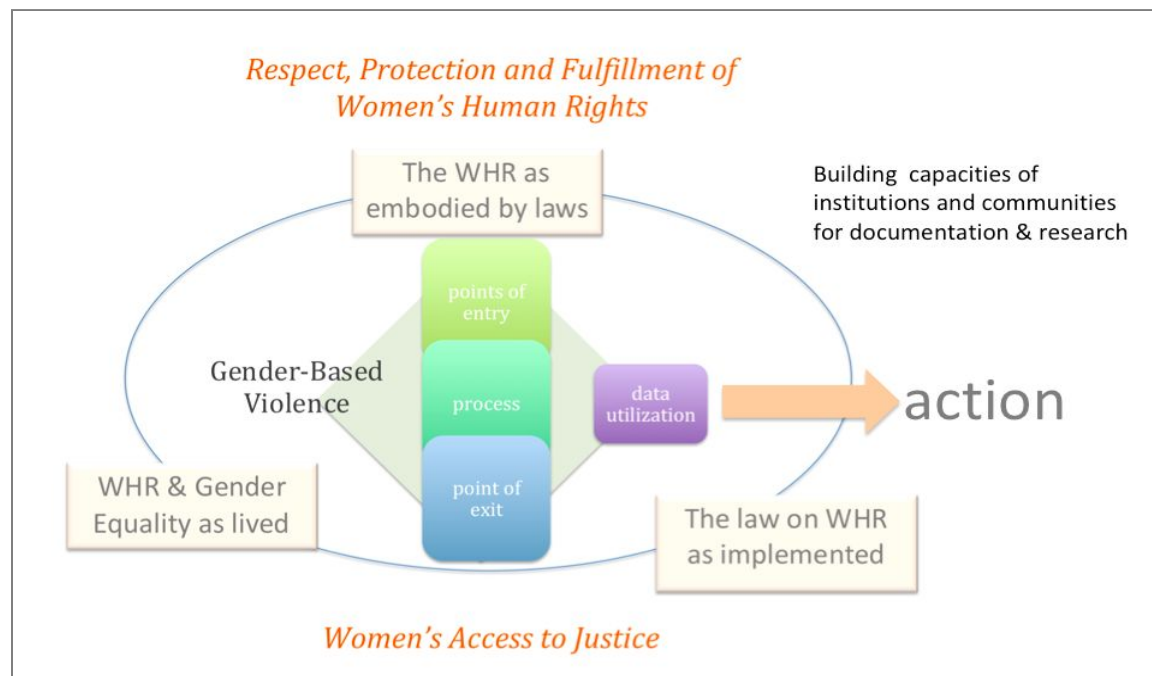
She then recounted the point raised on LGBT and how they are given the spaces. She clarified that we alongside considering the readiness of the victims, we should look also at the readiness of the service providers to accommodate them. We want to understand how everyone in this space would be more ready and more open to what else should be change and understood. This is not just to examine the implementation but also to make sure that the experiences of women are recognized and understood while also considering many factors like cultures and other differences.

She asked these series of questions for reflection:

- We highlighted what can the data tell us. What are they able to capture?
- What if the victim is not able to walk to the the place where they need to report, or talk about it to the authorities. Or articulate that they have been violated or that something wrong has been done to them.? What if the agency or institution they approached is not equipped? What if the VAWC desk is on the 3rd floor and there is no accessibility for persons with disability.
- What happens to them if they file the case? Or secure a service or request support? What if there is a lack of money to travel to the barangay, then we initially shell out money. In the process u need to go to the lawyer, you need to meet your counsellor, but what if in the middle of these process, you suddenly found yourself unable to shell out monet and continue the process? These are points we need to consider for the point of exit.

- For the internally displaced communities, how do we relate to them? They have different stories to tell. Not just victims of abuse but also refugees. They are called IDC.
- Do you feel the data that we have are utilized at the moment? For example, when we were lobbying for the anti-VAWC law, we utilized the data that we have and we told the policy makers that each day they are delaying to sign this law, there is this number of women who are experiencing abuse. But until now, it is still challenge to agencies on how they can utilize the data. We provided recommendations on how they can utilized that and its potentials.

After reflecting on these questions, they came up with the framework:



The observatory, according to Miss Len, can be a good platform on these findings. Looking at the framework, where are the choke points when it comes to the implementation of the law? Where are the facilitating factors that make sure women are accessing their right to file a case in the law? We sense that women have limitations in doing it. They are afraid that it will be formalized because they just want to tell their story. Their tendency is to back out. We sense the frustrations of our service provider to really fight for the cases but sometimes it is the women who wants to stop pursuing the case.

What is the lived-experience of the woman when they first file the case? How are they ensured that they should pursue the case, that they will be protected, that this is not their fault? How do you give them the assurance that they have all the support they need?

Challenges

4. How sensitive are the existing mechanisms and support systems to the intersectionality of women's identities and contexts when they document their experience of gender-based violence? How is this mirrored in the services open to and provided to diverse groups of women?
 - Many agencies made an effort to standardize the intake forms. It does not yet incorporate the diverse situation of women which means we are missing out a lot already. There is no intersectionality of women's lived experiences. If we are blind to that, we will be unaware of the service we are not offering. How many women with this concern came to us? Were we able to address it properly?
5. How is the end point of case management conceptualized (e.g. access to justice, empowerment), and consequently, documented?

- How can we know it is over? How about those who come back? Where is the exit point? I think it is crucial for the service providers. How do you document? How about those cases that were informally ended because of the lack of funds? Pero who decides that? Between dismissed and closed cases.
6. How can the process of women's empowerment be documented, recognizing that legal victory may not be the endpoint for many women (women's ideas of justice)?
 - Behind the numbers that we have are numbers of women who reported and stepped forward. How do we document the story and process of empowering women in the process? Knowing and recognizing again that legal victory may not always be the end goal. How many cases on anti-VAWC were won? Would that be the only victory that we can count as advocates?

Recommendations

1. Include in intake forms or client data sheets information on a range of identities of women, which may have been contributing to her marginalization: ethnicity, SOGIE and abilities, among others.
 - We need to empower women with disabilities by accommodating and providing access to their needs but we also need to assess the readiness of service providers.
2. Strengthen the documentation, research and publication of capacities of direct service providers and agencies, especially at the local level.
 - I know this is asking a lot from our direct service providers but we see the value of being able to generate and publish your own materials and resources.
3. Publish local data (city, municipal and provincial) on gender-based violence, recognizing the context-specific nature of the social construction of GBV
 - They have data but they do not use it to educate the community. They only use it to report to the Central Office. They should share it to the region and make stakeholders in your community aware.
4. Encourage more research and publication on women and climate change, disabilities, health in general, mental health, and housing using a women's human rights-based framework.
 - How do we make data work for women? We need to fill in the gaps first and work on specific themes.

5. Create spaces for dialogues or grassroots discussions on community and culture-based processes and mechanisms also accessed by GBV victim-survivors.
 - Not because the perpetrator was jailed or that you got the consolation, this is already justice.

After the presentation, the following questions were raised:

ISSUES AND CONCERNS	DISCUSSIONS (who said what)	AGREEMENTS (if any)
<p>Shiela: Have you encountered women using social media as the reporting platform, instead of going through the legal process. Also those who want to shame the perpetrators using radio stations and tv shows like Tulfo.</p>	<p>Len: We have not included that in the research That could be another research large project. We just know a barangay who are using their facebook page to promote their VAWC desk and some people are reporting through that platform. That is a very nice dissertation for Twyla.</p>	<p>Commissioner Karen: That can be part of the call for papers in the near future.</p>
<p>Mae Arellano from Women Care Center: We know that mediation is very much against, because we are talking about gender-based violence.</p> <p>It is still practice of the barangay, and it is being implemented nationwide.</p> <p>How to stop mediation? This contributes to the factors why women are forced to be silent on the abuses done to them.</p> <p>Also, what happens to the cases where the woman did not continue with the case because it's expensive and exhausting, and it</p>	<p>Len: There really is this big gap. Some women do not want their name to be included in the blotter book. They just want to share their story. This has an implication to our service provider. Because how many hours can they accommodate knowing that the victims are not willing to go on record.</p> <p>Arellano: The service provider should be affirmative and listen. It is important that somebody listen, give importance to it, and look for referrals. At that time, she may not be ready, but in the future, she may be. The service provider can still assess the situation.</p>	<p>Twyla: We are very grateful for our consultants. What we can say from this is that it expanded our view on GBV. Many organizations are looking at it not just as law but also the lived experiences of women. I think that CHR as Gender Ombud must document all these and channel them into policy recommendations while working with agencies and organizations so that the lived experiences of women would inform the policy and proposed law amendments. Anti-VAWC law has been in placed for 15 years now but mediation still</p>

<p>has not been reported? Many women come to our office who just want to speak.</p>	<p>Nancy: While the human rights framework has provided us what we need to know, we are provided a platform to articulate the rights, to what extent the anti VAWC law can accommodate the concerns of the IP women, Muslims. In the local level,</p> <p>We cannot go hardline. We are still in the process of reflecting on these inputs. The limits of using women human rights as enshrined in laws, in intl standards, there might be realities that are still not captured in that.</p> <p>In some cases, they know mediation is not allowed. But some women want mediation, they request for higher authorities to talk to the man.</p> <p>There is also the woman that wants to make just this action and not all the legal process. We cannot discount that if that's what the women will say.</p> <p>Documentation is important because it formalizes things and shows the entry point to know how we can intervene. We are still collecting more data on the lived experiences of women.</p>	<p>exists. It is a challenge but also a point for reflection.</p> <p>We cannot impose not going to mediation. Some women would still clamor for it. Sometimes we still need to acknowledge the call for it.</p> <p>This is the beginning and later on we will explain our other programs with other offices.</p>
<p>Eljin from DSWD: The duty bearers at the barangay level have now the challenge that it's up to us to lobby and amend the RA 9262. However, as we are strengthening the documentation at the ground level, our</p>		

<p>limitation as government agency is that we can only provide technical assistance. We cannot reinforce the ground level to involve on this task. The challenges are mostly faced by the service provides.</p> <p>Who is the government agency has the mandate to provide assistance? DILG can do that by issuing memo circulars. However, is this institutionalized? Remember, even intake forms are not being properly implemented and standardized in the ground level.</p>		
<p>Doc Janice: Legal justice system is just one option. For me it is like a funnel, there are many cases but only few cases will go through the justice system, and there are also other ways to get justice. For example, mediation should be self-determined.</p> <p>For us health providers, victims need psychosocial interventions. The framework only accommodate the legal process, but not all pathways to justice. I think what's needed is a normative change addressing the reform of the justice system because our justice system is very complicated.</p>	<p>Atty. Twyla: We really appreciate your comments. This is a venue to share all the experiences of women.</p>	

<p>PNP: In Anti-VAWC office, we have a lot of clients that do not opt to go through the legal process. Most of them, they just demand child support or financial support.</p> <p>Most of them do not want to file a case since their husband might be fired which will put the whole family financial situation at risk.</p> <p>But there are still some who are at first willing to file a case but after we refer them to the proper station, they end up asking financial support.</p>	<p>Atty. Twyla: Even here in CHR, many women who report to us are only asking us to become mediators to their husband.</p>	
<p>Nitz: Allow me to share our practice in Marikina. Women, most times, they just want someone to listen. It is important as part of the debriefing process.</p> <p>We localized the mandate of MCW. In Marikina, we formed a referral group, which includes the VAWC officers, LGU, Marikina hospitals, NGOs, paralegal, etc. We cater to all the services. We gave training to VAWC officers and more trainings on several laws. Our VAWC officers are linked to our offices so they can always reach out to us.</p> <p>Our services are 24/7 service response because violence/abuse can happen at any</p>	<p>Rodel: Your study is very helpful for us. We have the same practice as well. We have continuous capacity building and debriefing for VAWC officers. We have established also GAD code.</p> <p>In Marikina, referral systems are still far from perfect especially in the Barangay level. That is why we have continuous capacity building. We also look at the policy and LGU services to the victims.</p> <p>Now we are building the database of Marikina City. Right now, we only have the database of PNP, ours, and the barangay's. But this data is still different from building referral systems. It is really challenging to gather data, we have also tried making tools before to understand the lived experiences of women. But as we are asked with</p>	

<p>time. Even during fiesta or Christmas. This is the practice in Marikina City.</p> <p>We also trained VAWC officers on how to analyze and build a rapport with the victim. We also consider that the legal process is not the only option to seek justice.</p> <p>When it comes to legal battles, it takes so long. It takes years. I have 2 cases from 2013, none of them is finished yet. So to put a timeframe would be difficult.</p>	<p>various reports to agencies with various formats, we are then bombarded with tasks that takes our focus from this.</p> <p>We are also strengthening our documentation system. Our main concern in GAD office is the lack of human resources. We knows the need but we are also faced with this challenge.</p> <p>When it comes to victims, the concern is mostly empowerment. We avoid dictating them what to do. We ask the service providers to be extra patient to the victims.</p> <p>These are some of the challenges and intervention in Marikina City.</p> <p>From your presentation, we see the need to develop our own IEC materials.</p> <p>Another that concerns us the reality that family should be the first one to respond, but most times they are the perpetrators.</p> <p>I hope Ms. Len can help us in strengthening our M&E systems.</p>	
<p>Nancy Adalin (from Koronadal City): The research will help us in implementing and improving our operations in Koronadal City. We have 15% IPs and Muslims. In South</p>		

Cotabato, we have 90% Ips from the municipality of Sebu and T'boli.

The Muslim community have these practices where reporting is hindered by their cultural practices. I can attest to that even when I was in clinical service.

We cannot force them to tell their stories, not until they are ready for it.

In terms of this research, we want the ideal, but in reality we cannot as it is totally different at the implementation level. We have to consider the culture and values of each person.

We are still trying to connect the laws and culture as we strive for synergy.

In Koronadal City, we suggest each barangay to have a VAWC office and notebook for documentation. So that there will be privacy for the clientele.

Hopefully through the DILG, there is a permanent person who will handle VAWC cases. In practice, the councilor in charge of women affairs is also the one handling VAWC cases. Hence very high turnover rates. There

is no permanency, then another capacity building again.

In terms of observation, there is no mediation happening in our area because the officials are very aware that mediation is not allowed. However, cases filed are not progressing because of economic considerations.

We also have this culture to make the family still intact. Although we are talking about values here. Even in the face of violations.

In terms of documentation, I would say that our VAWC records are intact. However, because of the turn over rates, documentations are lost eventually.

For challenges: when you do the capacity building for the implementers in the barangay levels, very few are truly sincere to go through the seminar. It depends now on the priority of the executive. Although gender is anchored in all programs, once we implement, we have to take care of the operational capacity. We need to have budget. DILG has a crucial role in monitoring the implementation.

In terms of the local data, we strengthen our advocacy through the establishment of VAWC offices in the barangays.

We respect the client's rights should he or she chose not to disclose his or her case. The barangay captain or officials are also worried that they might carry the burden of financially supporting the family of the VAWC victim whose perpetrator is the family provider.

We also do profiling and home visitation. Sometimes they make separate session with the husband for counselling. We also have the advocacy programs with our population office, involving men's group. KATROPA, we are capaciting them as partners of women in development.

OPEN FORUM

ISSUES AND CONCERNS	DISCUSSIONS (who said what)	AGREEMENTS (if any)
Carol: Is there participation from PWD women on the study?	Len: We do not have participation from PWD. This is part of the gaps and limitations of the study.	Atty. Twyla: For the conduct of mapping, we are going to choose cities and municipalities, we will make the conscious effort on inviting the PWD.
Carol: Is Bangsamoro Organic Law considered in the study?	Len: It is not part yet of the research, considering that the CHR has no office in ARMM. In terms of policy, we will look into that.	
<p>Junice: VAWC includes boys. Will they be included? Also consider that there are a number of GBV cases that involved boy children.</p> <p>A lot of our boy clients in our clinic are victims of male sexually violating boys. Isn't that also gender-based violence?</p>	<p>Nancy: VAWC was approached from the perspective of the adult women. It is focused on their intimate partner abuse but the children are there because they are used as instruments of violence. VAW will be another law.</p> <p>We are talking of general "anak". There is no conscious segregation unless there is an incest rape. But the consciousness to say babaeng anak ay nabibiktima din, it may not reflect in our data. This will surface in the findings.</p>	Atty. Twyla: This is a GBV observatory that looks into how gender affects the different kinds of violence that individuals suffer. It can be part of women's lived experiences as well. But we will be focusing on that issue also. As of the current status, we are still focused on the GBV against women. But of course masculinity is part of the discussion.
Jon: On GBV not being necessarily limited by the legal definition, since we are working on	Twyla: While we are discussing the GBV observatory project here, there is an online	

<p>the foundation of the GBV observatory, if we can make a note on some of the gaps mentioned here like issue of the silence of GBV in the cases of the boy children or GBV as sexual orientation as key component.</p> <p>Also, how can we contribute to this moving forward? At least for us in ASC, we have been working with data collection issues on the basis of SOGIE. This is the kind of information that we believe would be very helpful to others. I hope that soon we can get in touch and get the information that we need.</p>	<p>component of this project. This platform can be resource center for GBV. Here, we can expand on GBV and look into what has been studied before and make it a point for departure in policy formulation. Data on GBV pertaining to LGBTI is very little because no government agency is tracking it, except for CHR. But it is still very limited.</p> <p>Nancy: LGUs' work on LGBTI data is mostly focused on their HIV centers. In terms of mainstreaming the numbers, they still don't have it.</p> <p>Len: When we checked with different LGUs, the right of LGBTI in terms of what uniform to wear is something that we would be recommending to the them.</p> <p>Atty. Twyla: CHR will be training the policemen on gender-sensitivity training.</p>	
<p>Shiela: Please have accessible format to be inclusive to PWDs, e.g., palatable language, etc. so everyone could access the information. It will be useless if the information will not be understood.</p> <p>We can also collaborate with CSOs on the guidance to make it accessible for PWDs.</p>		

Atty. Star from CHR Region IV-B: Our provincial office in MIMAROPA is new; CHR is slowly establishing its presence in the provincial islands. In terms of data, perhaps we could improve its accuracy since we are already there and people are asking us.

For the legal challenges of the VAWC victims, there was a case where the case was lost due to the affidavit not made by the children. In affidavit, somehow, we are required to specify the date when the crime or rape was committed. It does not mean that if the children cannot remember the date when the crime was committed, the violation did not take place. Then it was endorsed to CIDG for another statement which brought more trauma to the victim.

One of the challenges is the procedure of our legal system. Just because the child cannot remember the exact date of abuse, doesn't mean it did not happen. It is frustrating because the child might not get the justice deserved because of the technicalities. I've even come to the point where I questioned my capabilities as a Lawyer. Time is not an essential ingredient and if the child forgot it, the case should not be still dissolved. It

Len: Please document your experience on how these things were handled and the lack of sensitivity of the government in handling such cases.

Twyla: It's good that we have raised this. That even us from CHR face these challenges when we are doing legal assistance and referrals. What we work toward this is to keep strengthening our inter-agency relationships.

We are also conducting a gathering of the cases handled by the Commission. Some are really unsuccessful but this highlights the gaps that needs to be addressed when handling the cases.

Ma'am Adel: When we conduct investigation with children, we encourage them to make a statement. We avoid using legalese so that it will be easier for them to express. When the victim do not remember the exact time, we use phrases like "sometime in February", etc.

doesn't change the fact that abuse happened.		
Carol: Do you also include human trafficking on your study in terms of GBV?	Nancy: Out of 159, Yes, 2 were classified as human trafficking. Also, during our data gathering, we have gathered data on that in Zamboanga and Batangas ports. Like most victim-survivors, they also have difficulties stepping forward and speaking up. This is related to trafficking and prostitution. The role of government agencies and civil societies are crucial.	

RESPONSES FROM THE NATIONAL GOVERNMENT AGENCIES

Assistant Chief of the WCPC.:

We are focused on the maintenance of all statistical data of all the reported cases of all GBV cases nationwide. We get our data from here so we ask your cooperation to report and forward all cases as well. We do not investigate minors, we only interview them then we forward our reports to DSWD. Also, we perform rescue operations. As discussed a while ago, human trafficking is part of our expanded mandate of WCPC. We also have an after-care program where we religiously visit juvenile cases. We reach as far as region 3 and 4 and of course Metro Manila. We have investigators on case (IOC) that follow up all the cases that we handle in court. We use our documentation reports in monitoring GBV cases. I would like to mention on the intake form. We already finalized and implemented it in Camp Crame. This is a pilot study in our study last July up to the present. We are using it. We also included in form the LGBTQ+. Also the cultural background, the ethnicity. We believe that this form is really complete. We are announcing to all NGAs that maybe we can all use this intake form we developed.

We have a new office, the Family Juvenile Gender and Development law of the Directorate for Police and Community Relations. In our advocacy campaign all reports of Gender-based Violence will go here. We cater to all human/child trafficking, internet rights against

children, harassment, harassment in public places, e-VAW, child pornography, gender-based cases committed through social media. As a result, there is an increase in the received complaints and reports of the WCPC and that WCPD. WCPD is found in the police station.

For WCPC, Our function is to monitor, supervise, and provide policy making, and collate all data. That is why all the agencies come to WCPC for the reporting of statistics. This is my share of experiences: when it comes to statistical data, one observation that we want to resolve is mostly the issue on duplication. When you report to the barangay, they will tell the statement. But after a few months, they will also tell the same statement to the police. The records/cases are being duplicated, sometimes even tripled. For the PNP, a case is considered successful if the case is filed in court, the suspect has been arrested and convicted and placed behind bars. The challenge is to really reconcile the data that we are collecting. We can say that we are receiving more complaints and raising more awareness because of our strong campaign of Anti-VAWC. For the PNP, we consider a case successful if the case is filed in court, suspect arrested and convicted and placed behind bars.

Challenges:

1. **Reconciling data from barangay and from the police.** We also want to be updated to the cases we turned over to the social workers. We have to have this holistic approach, from rescue to turn over to DSWD to case filing.
2. **For the Persons with Disabilities and LGBTQI+.** Our concern here is that if it is not gender-based case, the cases go to general investigation. There should be a special staff/desk for the LGBTQI + and Persons with Disabilities. There should be an officer for the LGBTQI+ at the police station and for the PWD.

At present, there is only one policewoman trained for sign language. Of course we have also encountered deaf clients who want to file cases and we cannot give the right assistance due to the lack of human resources. We recommend that we should have someone who knows the sign language that we can contact and call to our office right away.

3. At the station, there is a lot of confusion which desk is mandated to address which issues, especially on the special case.
4. We request that 24/7 assistance from DSWD, or the MSWDO (especially during weekends).

Department of Social Welfare and Development (Elgin Mazo)

We have Local Social Welfare Development Office. They have the mandate to give assistance to victim survivor of VAWC and GBV. Remember that the police is for blotter, DSWD is for services, mainly provision of counselling and financial assistance. For monetary and non-monetary, we can take account for that. We also look at the after-care.

Challenges

1. We are providing continuous training to social workers on GBV case management, which includes local social workers in LGUs. However, due to fast turn over in our field offices, we were not able to sustain them. It is through their request only, and we still need to consult it with our regional counterpart. We recommend that we come up with a protocol, or update it in handling VAWC. Is it upgraded / updated? How to provide basic services available to our victim-survivors?
2. Are the facilities available, e.g., interview room or a private room or space for the victim not to be heard by others? Can the LGUs provide temporary shelter? We have facilities in our regional offices/regional provinces. We have 72 residential facilities from children to older persons managed by the Department. This is to equip our social workers on how to handle these VAWC cases.
3. VAWC is a multidisciplinary approach. For example, after /post care is not within our control. We recommend that a referral system should be established and articulated.
4. For crisis intervention, we provide assistance to individuals in crisis situations. This is available through our regional offices, in particular, our crisis intervention units. We can reinforced this through the MSWDO to LGU.
5. In terms of intake form, we need to talk of the dos and don'ts. On the part of social worker, we need to look at the support system from the family and the community. We can articulate it into the intake form.

6. The advantage of DSWD is that we are sharing our modules to have a gender responsive case management. (GRC) This is a tool that we provide to our social workers. We have the principles, including the international laws and perspectives.

Prosy Dumlao, IACVAWC representative:

We share initiatives on GBV Observatory Project:

1. **Functionality of mechanisms.** RA 9262 provides for the creation of a council who would ensure that this law is properly implemented. Though we call it VAW, it also covers other forms of violence, which includes GBV. In the regions, we have RIACVAWC. In the provincial level, we have PCAT-VAWC. In the municipal level, we have MCAT VAWC. In Barangay, we have Barangay VAW Desk

Although we have the mechanism for GBV, the question is their functionality especially the Barangay VAW Desk. DILG through RO and POs is now monitoring the functionality of these mechanisms through a tool developed by the council.

2. **VAW data harmonization.** We look at the VAW data harmonization. For example, we had consultation in Cavite. PNP reported 400 cases. DILG reported it is more than 800. There is a 50% discrepancy. This is now a priority project. We now have VAW data harmonization tool developed by the council of 12 member agencies. 14 agencies have 49 VAW data collection forms. Also, there had been 5 technical consultations. We came up with a client intake form, VAW referral form, and consent form.

We further discuss it with PNP-VAWCD. Ateneo also conducted a study on what should be included. We are now pilot testing the forms. If you are interested, we can provide you the forms. LGBTQI, incidence details, PWDs are already included. This is where your experience will enrich the tools. We will probably conduct a workshop on this again with a representative from the PSA.

We congratulate CHR on coming up with GBV Observatory project. There is really a clamour to address this.

3. **Online platform.** We need an online platform; we already developed a web-based system and put it in hold since we still need to harmonize the forms. Perhaps CHR can consider incorporating this to the observatory. Look at the factors why they are increasing/decreasing as well as the underlying factors.

4. **Mapping of the available VAW program, service, and facilities.** You focus on the legal referral, legal mechanisms, and the researches, while our VAW mapping covers all forms of services. We conducted consultations in 24 provinces, 10 highly urbanized cities. We intend to cover 81 provinces, 33 highly urbanized cities, and 5 independent components. This is a massive mapping. And IACVAWC will issue, after finalizing the tool, a resolution from the council to use the mechanisms.
5. **Use of local level data.** In terms of local level data, we recommend a conduct of validation forum first before releasing the data for a particular period. This is to have an integrated system of reporting.

After the responses of the government agencies, the following concerns were raised:

ISSUES AND CONCERNS	DISCUSSIONS (who said what)	AGREEMENTS (if any)
<p>Catherine of CHR-NCR: What if PNP personnel are the ones committed the GBV? Do you do separate investigation with PNP-IAS?</p>	<p>PNP: We file the case directly to the PNP. Even if the case is filed to IAS, we refer them to the right office. Which is on VAWC Office of the WCPC. The right office is the VAWCD, even when you file it through IAS. As mentioned this morning, almost all of them ask for financial support.</p> <p>CHR personnel: How about if rape cases are committed by the police?</p> <p>PNP: Police will be imprisoned. That is a rape case against 8353. A lot of police personnel had already been put to jail because of Rape.</p> <p>If civilian, we direct them to court because it's not under PNP.</p>	

<p>Marikina: How many staff does the WCPD have? Ideally? At the police station, how many?</p>	<p>WCPC: For WCPC, we need the strength of 280 personnel for the nationwide operation, including the centers in Mindanao. Our Main Center is located at Camp Crame.</p> <p>For the police station, we admittedly lack the human resources. The case you shared, it really happens. Interviewing minors take time, lots of time.</p> <p>For Marikina, if you have 50 personnel, 5-10% of the 50 personnel should be women.</p> <p>Shiela: There should be a continuous training of all the personnel. There should be more personnel trained to cater PWDs. Perhaps, it should also be part of the PNP curriculum on how to assist PWDs. I think CHR should monitor this.</p> <p>Atty. Twyla: For small precincts, is it really possible to have so many desks?</p>	
<p>Risa from CHR Region XII: We have a case where we asked documents from police station on EJK, we were required to fill up FOI form.</p> <p>The request was denied. Is FOI demanded in all cases?</p>	<p>PNP: We have FOI forms. We have a manual that will tell where and when should information be disclosed. For EJK, it is case-to-case basis, most especially for high profile cases. As for our center, we do not apply FOI. But other centers do.</p>	
<p>Rodel: The number of reports is an indicator of the level of women empowerment. It also</p>	<p>Prosi: We will do everything to make the National VAW or GBV data collection system uniform and</p>	<p>Atty. Twyla: We will gather all these recommendations. But your recommendations</p>

<p>means that the advocacy has been effective. We have already seen how the harmonization would help our operation. It is really important for us to have the accurate data for GAD office operations in Marikina.</p> <p>We started gathering data and establishing referral system in 2014. We have data from PNP and 16 barangays. We are doing our best to orient our city on the tool we are using. We want to promote the appreciation of data. This is quite challenging as other barangays submit consolidated data for compliance. We also need to filter how many times a client seek the help of the barangay.</p> <p>If we are going to develop the tool, we need to orient everyone. Even in Tagalog, the forms were not filled. We also recommend to monitor the compliance of the barangay in submitting the data.</p> <p>We also support having one tool or form only. At present, different agencies have different tools.</p> <p>The change in administration also affects the data interpretation on GBV.</p> <p>We also need to increase the awareness on RA 9262, that crimes committed against RA</p>	<p>implemented from the national down to the barangay levels. Also, if it will incur expenses, include it in the GAD budget expenses.</p>	<p>are really on the ways forward part already. Our goal in GBV observatory at the moment is very minimal target, i.e., to have a repository of GBV data that will be utilized by the researchers, policy makers. We are not yet targeting to establish the passage of one person to the justice system, which is what the unified VAW law is trying to achieve. But we will be talking about it in the technical working group.</p>
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<p>9262 are public to crime. They are afraid that their area will be labelled as areas with high incidence of VAWC. This is a big hindrance in getting the real situation of women in the area.</p> <p>We really need to see and harmonize the data to really see the situation of women in the area.</p>		
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WAYS FORWARD by Atty. Krissi Shaffina Twyla A. Rubin

Atty. Twyla synthesized the discussions by reiterating what the GBV mapping has accomplished so far. According to her, the GBV mapping enhanced the understanding of the government on GBV, as well as on the gaps in mechanisms and documentation. She then proceeded with the announcement on the call for proposal. Accordingly, three funded research under the CHR Go Just Project with a thematic focus on the gaps as surfaced in the GBV Mapping. The call will commence 4th of March, during the Purple Action Day. Secondly, there will also be an expansion of current Regional Women’s Human Rights Profile reporting. It will have three components, as follow:

1. Capacity Building on GBV Observatory Project and conduct of GBV mapping at the regional level (April)
2. Regional GBV mapping in three selected cities/municipalities in the region;
3. Regional Summit against GBV in the 16 regional offices

Accordingly, these will be achieved through the following strategies:

- Embedding GBV and Gender Ombud work in the functions of regional offices;

- Tapping the support of government inter-agency mechanisms for the project: IACVAWC at the national level and the RIACVAWC
- Including partnerships/coordination with CSOs/women's organizations in conduct of the GBV mapping;
- Gaps and challenges surfaced to be initially addressed at the regional level through inter-agency mechanisms and CHR regional office mandate.

Awarding of the certificates followed.

-----CHR: Dignidad ng lahat-----

Commonwealth Avenue, U.P. Complex, Diliman 1101 Quezon City Philippines

Tel. Nos. (02) 294 8704 (02) 925 3886

ANNEXES

ANNEX A. LIST OF PARTICIPANTS	See link: https://drive.google.com/drive/u/1/folders/1rybMup8-s-v_qY0tCgESWxhG5okd5gW
ANNEX B. GBV AUDIO-VISUAL PRESENTATION	See link: https://drive.google.com/open?id=1PJ5b_zSeOLrEbVaX63_F3s16FRSRhiA
ANNEX C. PRESENTATIONS	See link: https://drive.google.com/open?id=1x0JCP6bof3LEnWnTprBo0wMnpLKb_Nd-
ANNEX D. PHOTO-DOCUMENTATION	See link: https://drive.google.com/drive/u/1/folders/1Hcs0-nCo4mTOnt2TJNl9qbgfJRwjZdak
ANNEX E. RECORDINGS	See link: https://drive.google.com/open?id=1BDHiyHO1rV28lBZK1x1RkQKB9cKsfrP5