

RESEARCH REPORT

AN EVALUATION STUDY OF THE VARIOUS SERVICES OFFERED BY THE UNIVERSITY OF THE PHILIPPINES, DILIMAN TO FEMALE FACULTY, ACADEMIC NON-TEACHING AND ADMINISTRATIVE STAFF

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Objectives and scope of the Study

This study was designed to determine the various types of services being offered by the U.P. to its female faculty, academic non-teaching and administrative staff, and to assess whether such services adequately address their needs. The results of this study are intended to help the Center for Women Studies identify and design its action programs for the coming years and propose policy and administrative changes regarding the delivery of welfare services in the Diliman campus.

Five service units were included in this review. They are the units that provide medical and health care (the U.P. Health Service), security (the U.P. Police), legal assistance (the Office of Legal Services), counseling (Office of Counseling and Guidance) and housing (Housing Office).

Sources of Data

The study relied heavily on two types of data source: interviews with key officials and employees of the service units, and documentary materials, particularly annual reports and office records that provide information on the following topics: (a) brief history of the service unit (b) office functions and duties (c) types of service offered to women (d) number and profile of women who seek assistance (e) problems with regard to service delivery and (f) future development plans and programs.

Twenty officials and employees of the various service units were interviewed. They were asked not only about the above-mentioned topics but also about their impressions of the status and problems of women, particularly U.P. women. Both male and female respondents admitted that they never before thought of the people who came to them for assistance in

terms of their gender. In fact, they claimed that their office programs and activities were designed for both sexes and without consideration of gender differences and needs. A male official, in fact, said in jest that he did not see the need to pay special attention to women since it is the men who suffer more in this society. The lack of awareness of gender differences and issues is clearly reflected in the manner the units collate their data. Statistical reports are not broken down according to sex and there was hardly any evaluation of programs according to differences in response of male and female clients. The lack of gender-specific data has made it extremely difficult to determine whether there are significant gender differences say, for example, in types of legal or medical assistance sought or in the number of times help was sought.

Background Information:

The History and Functions of the Service Units

● The U.P. Health Service.

This unit was established in March 1929 during the term of President Rafael Palma. It was originally called the U.P. Infirmary and tasked to provide medical care for students only. As its facilities expanded in later years, the Infirmary extended its services to the faculty and employees.

In 1948, the Unit was transferred from Padre Faura to the Diliman campus, and housed in a quonset hut behind the College of Engineering. As the Diliman campus grew, the functions and activities of the Infirmary likewise expanded.

The building where the UPHS is now housed was constructed in the late fifties while its extension, the Virginia Llamas Romulo Pavilion, was built in the late sixties. During these years, the UPHS had among its services and facilities the outside-and in- patient clinics, the EENT, Dental clinic, an ambulance, a laboratory, radiology service, and later, family planning and nutrition services.

At present, the UPHS boasts of having added to its regular services the public health and community outreach program which include such services as pre-natal and well-baby clinics, family planning, nutrition clinic, immunization campaigns, environmental sanitation and health education. Medical and dental services were improved by making available to students and employees the services of specialists in various areas such as in allergy/immunology, endocrinology, cardiology, orthopedics, pediatrics, psychiatry, neurology and others. Although the main tasks of the UPHS remain to be the pre-registration physical-medical examination of incoming students, pre-employment physical-medical tests and the annual checkup of the U.P. faculty and employees. it has succeeded, across the years, and despite budgetary problems, to attend to the medical and health problems of its clients from the Diliman campus.

● The U.P. Police.

This Unit was created in 1949 when the University of the Philippines was transferred to its campus in Diliman. It was originally called the University Security Force and had a staff of 38 security guards and 25 watchmen. Through the years, the powers and functions of this Unit were not clearly described; its duties and responsibilities were left to the discretion of whoever was designated Chief Security Officer. Several reorganizations (initiated in 1971, 1977 and 1986) eventually led to the formalization and strengthening of its powers and functions. At present, the U.P. Police has a total force of 120 regular personnel. Its main functions are to preserve peace and order in the campus, prevent the commission of crime, protect life and property and apprehend all violators of laws, ordinances and regulations. These functions are carried out through such activities as conducting foot and mobile patrols, deployment of guards in selected buildings, traffic regulation and enforcement of traffic rules, supervision of blue guards, monitoring and demolition of illegally constructed structures, and others.

● Office of Counseling and Guidance (OCG).

This Unit was created by the Board of Regents on April 6, 1956. On January 15, 1960, the Board placed it under the Office of Student Affairs. It was originally named the Office of Guidance and Counseling Services (OGCS). The OCG evolved from the Guidance and Service office of the College of Education, established in 1951 to serve the needs of students both at the college level and in the laboratory schools.

Its present name was adopted after a reorganization in 1983. At present, the OCG performs its main functions and activities in the Vinzons Hall while maintaining 14 counseling nooks in colleges around the campus and coordinating closely with the college-based faculty. The mandated task of the Unit is to serve the students, although it occasionally attends to the needs of the faculty and employees. The OCG is not officially mandated to provide counseling service to the latter. As such, it can provide assistance only to those who voluntarily seek their help. The specific functions of the OCG are as follows:

- Assists individual students toward self-awareness, self-realization and achievement.
- Gives needed professional assistance to help students adjust to university life.
- Guides students to solve their problems whether personal, vocational, social and/or educational.
- Assists students to achieve their maximum potentials and development as total persons. (OCG Annual Report, 1989).

To carry out these functions, the OCG provides counseling and testing services, conducts training of personnel engaged in counseling and testing

services, and undertakes research activities necessary for the counseling and testing services. It also undertakes community and extension work which includes, among others, the Gintong Samahan program for retired and retirable faculty members, administrative personnel and alumni of the U.P. For the students, the OCG initiated the peer facilitators program, learning assistance program and self-search program. These activities are aimed at providing opportunities for students to know themselves better, to help each other with their problems, and to improve their academic performance.

● Office of Legal Services

It was in 1963 that the University created, for the first time, an office that would handle all its legal problems. The Unit was named the Office of Legal Council and placed under the Office of the President. In 1976, the Office of Legal Council changed its name to the University Legal Services. It also came under the supervision of the Dean of the College of Law. By this time, the functions of the Office increased to include, among others, the rendering of legal advice, appearances before courts and administrative bodies, drawing up of contracts, and attending to matters relating to personnel and student discipline.

In 1981, the Board of Regents again reorganized the Office, gave it its present name and redefined its functions to include the following:

- * Provides and renders legal opinions, advise, and assistance to the President and to other officials of the U.P. System;
- * Prepares and/or reviews contracts, agreements or undertakings involving students and personnel of the U.P. System;
- * Acts as counsel in all cases where the U.P. System or any of its units is a party in a case being litigated in any court or before a government entity; and
- * Performs and undertakes such other functions and responsibilities as may from time to time be assigned by the U.P. President or the U.P. Board of Regents in furtherance of the interests of the U.P. System (Office of Legal Services, 1990).

● Housing Office

This Unit was established sometime in the fifties for the purpose of supervising and managing the housing facilities of the U.P. It is presently under the Vice Chancellor for Community Affairs. With a current staff of 16, the Housing Office takes charge of processing applications for housing, overall supervision and management of housing facilities, collection of rentals and monitoring of electric consumption. It looks into illegal occupation of campus facilities and initiates ejectment proceedings against illegal occupants. The

U.P. housing units are spread out all over Areas 1, 2, 3 and 17; Employees' Village, Purok Hernandez, Pook Amorsolo and Purok Aguinaldo. The Housing Office has also supervisory functions over "self-built units" located mostly in Pook Dagohoy and Pook Ricarte.

Assessment of Services for Women

The service units included in this study claim that they generally provide the same quality of service to U.P. faculty and employees regardless of their sex and other personal characteristics. Some of the heads of these offices are receptive to gender issues and aware of the need to look more closely on how the delivery of welfare services affect the different sectors of the U.P. community. However, the other employees believe that their present programs are adequate to address the needs and concerns of all women working and/or residing in the campus. This section of the report highlights some of the issues surrounding the delivery of health and medical, security, counseling, housing and legal services to U.P. female academic and non-academic personnel.

Health and Medical Care

The U.P. Health Service provides the most varied service to its clientele. In addition to the regular health, medical, and dental services, it has undertaken programs on health education and prevention of the spread of common and communicable diseases as well as malnutrition in the campus. Of immediate benefit to women are the family planning, pre-natal, well-baby and nutrition clinics. There were plans as early as 1988 to establish a lying-in maternity clinic to provide inexpensive service for normal deliveries. This proposal has not yet been implemented due to lack of funds and midwives to carry out the program. Although the UP Health Service is primarily tasked to attend to the needs of the students, it has however expanded the services given to the faculty and employees of the U.P. A test for early cancer of the colon is available for persons 40 years of age and above. Papsmear, the test for early cancer of the cervix, is also now available to women and is a part of the regular tests given to those over 39 years old. In addition to these services are the blood examinations for uric acid, cholesterol and blood sugar levels again, for the older age groups. The Nutrition-Dietary service helps patients change their food intake to control the so called risk factors for coronary heart disease such as being overweight, having high blood pressure or high levels of blood sugar, uric acid and cholesterol.

Despite the expansion of services of the UPHS, the number of faculty members and employees who go there for diagnosis and treatment is relatively low. The figures for 1990 show that only four percent of the academic and non-academic personnel of the U.P. were confined due to common

diseases* and five percent for communicable diseases** while 63 percent and 18 percent availed of the out-patient and emergency services, respectively. One of the employees explained that the relatively low turnout of these groups may be due to the negative reports about the Health Service which came out in the newspapers a few years back. Some people in the campus, she claimed, have very negative perceptions and attitudes about the quality of their service. But she also added that the present rate of patient turnout is just enough considering the shortage of personnel and other resources.

Security

The crimes committed inside the Diliman campus are perhaps just as varied and frequent as in most communities in the country. Most offenses are against property and not against persons; they are committed at night and in the residential areas. A statistical summary of crimes committed in 1982, for instance, shows that of the total 331 reported offenses, about 30 percent were cases of theft and robbery. The other common crimes were physical injuries, malicious mischief, illegal possession of a deadly weapon and estafa. There was one case of rape and another case of acts of lasciviousness during that year. The residential areas with the highest reported incidence of crimes were Area 2, Pook Amorsolo and Pook Palaris. The general impression of the officers interviewed was that there were more male offenders apprehended during the past years and just about the same number of male and female victims. The Police record of crimes committed from January 1990 to May/June, 1991 (as shown below) confirms their impression. Only one fourth of the suspected offenders and close to one half of the victims were women.

● As Offender

Type of Offense	Male		Female		Total	
	No.	%	No.	%	No.	%
Theft	19.0	53.0	17.0	47.0	36.0	100.0
Robbery	20.0	95.0	1.0	5.0	21.0	100.0
Others	45.0	100.0	0.0	0.0	45.0	100.0
Total	84.0	75.0	28.0	25.0	112.0	100.0

* The common diseases include upper respiratory tract infections, hypertension, urinary tract infection, allergy, wounds, anemia and the like.

** Communicable diseases, on the other hand, include influenza, pulmonary tuberculosis, coryza/colds, measles and others.

● As Victim

Type of Offense	Male		Female		Total	
	No.	%	No.	%	No.	%
Theft	28.0	44.0	36.0	56.0	64.0	100.0
Robbery	23.0	55.0	19.0	45.0	42.0	100.0
Others	32.0	71.0	13.0	29.0	45.0	100.0
Total	83.0	55.0	68.0	45.0	151.0	100.0

Some of the cases classified under the category "Others" involved sexual molestation, attempted abduction and rape of women. There was also the case of an exhibitionist, a man who showed his genitals to a group of women who were inside the office of the U.P. Women's Club. The rape incident involved a second year student of Ramon Magsaysay High School in Cubao. She was allegedly raped at the U.P. Children's Playground. The seven suspects were also students of the same school. Of the seven, two raped her while the rest fondled and mashed her private parts.

The case of sexual molestation involved a female campus resident. She was closing their *sari-sari* store when a man "with malice, mashed her buttocks." (Police Report, 1990). On the other hand, the case of attempted abduction involved a female passenger of a taxicab. The woman was allegedly hugged by the driver and through force and intimidation, ordered to go with him. The woman was neither a student nor a resident of U.P.

The Police officers mentioned several cases of rape and sexual molestation committed against female students and campus residents during the past few years. There was the case of a female polio victim who was raped on her way back to her dormitory after attending a morning service in the Iglesia ni Kristo Church along Mariano Marcos Highway. This incident happened in 1987. Then in 1989, there were three rape incidents committed by the same man. One of the victims was a student and the two others were campus residents. The U.P. Police also handled several cases of women described to be psychologically disturbed. On some occasions the Police brought these women to the Mental Hospital. However, there were times when they were simply taken to places outside the jurisdiction and responsibility of the University.

The presence of many deserted areas inside the campus makes it very conducive for the commission of crimes. Added to this situation are the lack of lighting at night and the absence of well-paved pedestrian lanes between buildings. The Police officials claimed that female joggers and couples who stay in secluded places in the late afternoons are most vulnerable to sexual abuse and extortion. Although police patrol of the campus is done frequently and regularly, the former suggested that the University should institute measures to prevent students, especially cou-

ples, from hanging around in isolated areas in the campus at night. They also suggested putting more night lights along the streets and pedestrian lanes, regularly clearing the grounds of tall grasses, and a review of the route of the Ikot jeepneys at night so that residents and commuters become less vulnerable to danger.

Cases involving female offenders and victims are usually handled by the three female policewomen in the force. They do the body search, if necessary, and watch over those detained in their station. Female and male detainees are kept in separate quarters. The Police officials believe that they have already instituted all the necessary measures to protect arrested and detained female offenders from possible physical and sexual abuse. Rape victims are treated in much the same way as those involved in less serious crimes. The U.P. Police does not provide them with counseling assistance. The usual procedure is to refer the victim to the city or national police agency for medical tests and further interrogations. The least the University can do for these victims is to provide counseling service.

Counseling Service

As mentioned earlier, the primary function of the Office of Counseling and Guidance is to attend to the needs of the students. Although there are U.P. employees who occasionally go for counseling, they are mostly the "friends of the counselors," or "friends of friends of the counselors;" in short, persons who are aware that the OCG is willing to help employees even if its primary concern are the students.

A counselor mentioned that majority of the employees who sought their help in the past were women. Some had problems dealing with their husbands' "unfaithfulness," "too much drinking," or mishandling of finances. The others had problems with their children, officemates or supervisors. She also mentioned a few cases of sexual harrassment committed by male teachers against female students, and administrative officials against their female subordinates. However, the counselor could not give more information about these cases for ethical reasons.

Another counselor said that she was aware that many U.P. employees need counseling to be able to handle not only family-related but also work-related problems. In fact, she claimed that it is common knowledge that many offices in the University are unable to function effectively due to poor interpersonal relations or to the personal problems of the staff. The University does not have a unit specifically tasked to provide counseling service to both academic and non-academic personnel. Neither does it have a system whereby employees who need professional guidance and counseling are referred to the OCG.

Legal service

In view of the existing rule which prohibits access to records of cases handled by the Office of Legal Services, this study had to depend only on the information provided by the employees of this office. A careful study of the cases would have definitely given this research more insights into gender issues related to the delivery of legal service in the University.

The OLS employees who allowed themselves to be interviewed said that both male and female faculty and employees have been involved in legal cases either as complainant or defendant. The cases are many and varied. In 1990, for example, the OLS rendered a total of 222 legal opinions and conducted 101 hearings of administrative cases and 184 hearings of judicial cases. The most common administrative offenses committed by employees include the violation of housing regulations and grave as well as simple misconduct. Misconduct may include such acts as drinking alcohol or gambling during office hours, illegal use of office vehicle or equipment as well as sexual harassment and acts of lasciviousness. One of the OLS informants enumerated a number of immorality cases filed by the wife against the husband and sexual harassment committed by male faculty and administrative officials. While some of the immorality cases were dismissed for lack of sufficient evidence, the others were settled amicably, with the wife settling for a regular share of the husband's income and their conjugal properties. The act of settling out of court is, however, tantamount to condoning sexist traditions in Philippine society. The erring husband is not brought to court and given the appropriate sanctions. But as the informant confided, it is very difficult to win an immorality case because it is very difficult to gather evidence that is sufficient to warrant a *prima facie* case.

The prevalence of cases involving the violation of housing regulations necessitates a closer look into the housing needs and problems of employees as well as a review of the housing policies and rules. It is possible that the policies are no longer reasonable and realistic considering the economic difficulties faced by most U.P. employees.

Housing

The leasing of a housing unit is a privilege given to the faculty and employees of U.P. Diliman and Manila. Those connected with other University units may be extended the same privilege but only after all the applying campus personnel have been taken care of. The Committee on University Housing determines the number of units to be leased to the following: (a) married academic personnel (b) unmarried academic personnel (c) married non-academic and unmarried non-academic personnel. To determine who among the applicants are most deserving of a unit, they are given the following priority points:

- * single faculty member or employee -----2 points
- * when only wife is employed in the University -----2 points
- * when only husband is employed in the University -----3 points
- * when both husband and wife are employed in the University - 5 points
- * unmarried children, and/or spouse not employed
in the University (each) -----1 point
- * for every year of service -----1 point

It is clear from the foregoing distribution of priority points that the rules favor the male employees more than their female counterpart. What seems to be implied here is that the work contribution of female faculty members and employees is of less value and therefore, deserves less recognition. In the absence of information that can explain why the University discriminates against its married female faculty and employees, one can only speculate that those who made the rules were influenced by the stereotyped idea that a woman's economic contribution is secondary to her husband's or that the men should be given higher compensation and priority over other work benefits since they are the primary breadwinner.

Conclusions

Except for the Housing Office, all the service units do not have policies and programs that openly discriminate against the female members of the University. However, there is still a lot of room for these offices to gear their policies and activities to make them more relevant and sensitive to the needs of U.P. women. The rules on the awarding of housing units should be seriously reviewed since they are discriminatory to married female faculty and employees. Moreover, the University should examine whether these rules are still reasonable and practical in the light of the increasing incidence of violations filed in the Office of Legal Services.

The U.P. Police does not provide rape victims with counseling service. Once the crime has been recorded, the victim is immediately referred to the Quezon City Police where she undergoes medical tests and further interrogations. There are also cases of psychologically disturbed women who aimlessly loiter around the campus. Even if these women are often not campus residents, as the Police claims, U.P. should, as a policy, provide them assistance, like initial counseling or therapy or facilitate their admission to appropriate clinics or hospitals.

The physical condition of the campus, particularly the presence of tall grasses in many areas, inadequate lighting at night and the lack of well paved pedestrian lanes between buildings, makes it conducive to the commission of crimes. Appropriate measures should be taken to minimize the dangers posed by these conditions to campus residents and commuters. *

Since the primary function of the Office of Counseling and Guidance is to cater to the needs of the students, then U.P. should establish a unit with similar functions to serve the faculty and employees. It is common knowledge that many units or offices in the campus are unable to function effectively due to the personal problems of their staff or poor interpersonal relations. U.P. must seriously address this concern by providing counseling and related services to its personnel. Such intervention may even lessen the number of cases filed in the Office of Legal Services.

The University handles varied legal cases involving its female faculty and employees either as complainants or respondents. Although the rules and processes in the management of these cases are well defined, they should be more closely examined to determine whether they truly work in the interest of women. For example, previous cases of immorality against the husband have been either resolved through amicable settlement or dismissed due to insufficiency of evidence. By settling out of court, the wife is able to get her rightful share of the husband's income and other conjugal properties. However, such a process does not address the structural causes of female inequality in our society. Feminists argue that settling immorality cases out of court simply perpetuates patriarchal traditions. The UCWS should actively engage the OLS and other service units in dialogues to discuss more pro-women processes and strategies of addressing female concerns.

The U.P. Health Service, on the other hand, has already expanded its health and medical programs that cater to both males and females. It can further improve its service to women if the plan to establish a lying-in clinic is implemented soon. The University should allocate more funds to UPHS so that it can increase its staff and modernize its equipment.

Finally, this study found out that the service offices have different ways of collating their data. This has made it very difficult to look into gender-related issues and concerns. Statistical data, for example, are not broken down into sociologically relevant demographic variables. To facilitate internal research and comparative analyses, U.P. should standardize its data collection. The service units, in particular, should be asked to include in their reports, analyses of their work and accomplishments according to the demographic characteristics of their clients.