



# Policy Brief

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*While the Philippines has achieved significant milestones in the promotion of gender equality and women's empowerment, it seems to be losing ground in its quest to ultimately delete gender disparity in the country as manifested in its recent rankings in international gender indices.*

*One of the challenges is increasing compliance to the gender and development (GAD) budget policy and fully integrating GAD concerns in the planning and budgeting system of the government.*



The SEPO Policy Brief, a publication of the Senate Economic Planning Office, provides analysis and discussion on important socio-economic issues as inputs to the work of Senators and Senate Officials. The SEPO Policy Brief is also available at [www.senate.gov.ph](http://www.senate.gov.ph).

## Engendering a gender-responsive budget: A look at the GAD Budget policy

### I. Introduction

The passage of Republic Act (RA) 7192 or the Women in Development and Nation Building Act in 1992 was heralded as the most important achievement in gender advocacy efforts in the country. RA 7192 put forth the indispensable role of women in all aspects of national development and secured the fundamental equality of women and men before the law. To ensure financial support in addressing gender inequality, RA 7192 mandated that a substantial portion of funds received through official development assistance (ODA) packages be set aside by government agencies for gender and development (GAD) concerns. Three years later, a GAD budget policy was adopted, whereby all government agencies, state colleges and universities (SUCs) and even local government units (LGUs) were required to set aside no less than five percent of their annual budgets to support programs and activities for women. It is expected that by institutionalizing gender mainstreaming and using these dedicated public funds, gender inequality in the country will be further narrowed down.

The Philippines, however, seems to be faring worse in recent international gender assessments. While it still holds the distinction of being the only Asian nation in the top 10 of World Economic Forum (WEF)'s Global Gender Gap Index<sup>1</sup> (GGI), and among only 12 in the world which have closed the gender gap in both education and health, its ranking slid down from number 6 to number 9 in 2009. Likewise, in the 2009 Human Development Report of the United Nations Development Programme (UNDP), the country's standing in the Gender Development Index<sup>2</sup> (GDI) slipped from 77 to 86 out of 155 countries. The WEF notes that this is due to the drop in women's labor force participation as well as the perceived wage inequality between women and men employed in similar positions. The Country Gender Assessment of the Asian Development Bank (ADB) in 2008 concluded the same, that (1) "the Philippine's work force remains dominated by males despite more women having higher educational attainment; (2) women remain to be burdened by the debilitating impacts of poverty and the lingering economic crisis; and (3) out-migration of women remains high with many in service and domestic occupations."

<sup>1</sup> Gender Gap Index (GGI) is measured based on economic participation, educational attainment, health and survival and political empowerment of women. Ranking is out of 134 countries in 2009.

<sup>2</sup> Gender Development Index (GDI) is measured based on achievements in life expectancy, adult literacy, gross enrollment ratio to education and earned income. Ranking is out of 155 countries.

How does resource allocation on gender figure in the country's performance in the abovementioned indices? This paper aims to look at the implementation of the GAD budget policy, and determine the level of compliance of government agencies and the trend in the allocation and utilization of the GAD budget. The paper also identifies gaps in implementation and puts forth several policy proposals that both the legislative and executive branches of government may adopt to strengthen compliance and ensure that gender concerns are integrated in the national development agenda.

## II. Overview of the GAD budget

### A. The GAD budget policy

RA 7192 which was passed in 1992, was the first official GAD budget initiative. Under its implementing rules and regulations (IRR), at least five percent of the foreign aid and grants received by the Philippines should be allocated to programs and projects designed to address gender issues. The National Economic and Development Authority (NEDA) and the National Commission on the Role of Filipino Women (NCRFW) are given the main roles and responsibilities in mainstreaming gender concerns in development planning, advocacy, programming, monitoring and evaluation. NEDA, in particular, was tasked to monitor the gender responsiveness of the ODA.

To further mainstream gender concerns in the programs and projects (PAPs) of the government, President Fidel V. Ramos issued in 1993 directive to the NCRFW, Department of Budget and Management (DBM) and NEDA to ensure budgetary support for GAD. Subsequently, these three agencies sent out a joint memorandum circular (JMC 94-1) to all national government agencies providing the policy framework and procedures which they must follow in integrating GAD in their respective plans and budgets (NCRFW, 2002).

The 1995 General Appropriations Act (GAA) became the landmark legislation in institutionalizing gender-responsive budgeting in the country when it required all government departments, bureaus, offices and agencies to set aside a minimum of five percent of their appropriations for GAD-related activities. The 1995 GAA also provided for a reporting mechanism to enable NCRFW to monitor compliance. The GAD budget policy has since been incorporated annually in the GAA, though adjustments have been made to ensure its effective implementation. In 1998, it was expanded to include SUCs, and all government-owned and-controlled corporations (GOCCs), and required all to report to Congress as well.

The adoption of the GAD budget policy in the realm of local governments started when the Department of Interior and Local Government (DILG) issued in 1999 a memorandum mandating the LGUs to integrate GAD in their planning and budgeting processes. In 2001, the DILG, NCRFW and DBM jointly issued Joint Memorandum Circular 2001-01, which set forth the guidelines for integrating GAD in the local planning and budgeting system through the formulation of GAD plans (NCRFW, 2002).

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**Box 1. GAD best practice:  
The Philippine Port Authority (PPA)'s *Bahay Silungan sa Daungan***

*Philippine ports have become jump-off points for human trafficking as they are often used by traffickers to organize their transport operations.*

*As part of its advocacy campaign against human trafficking, the Philippine Ports Authority (PPA), together with its non-government organization partner, the Visayan Forum Foundation, Inc. (VFFI), established halfway houses in various ports around the country. Known as the Bahay Silungan sa Daungan (BSD), these halfway houses serve as a temporary shelter for stranded women and children who are victims or potential target of forced labor, illegal adoption or even sexual exploitation.*

*Using its GAD budget, the PPA provides and furnishes the BSD buildings, and funds its upkeep and maintenance while the Visayan Forum manages and operates the BSDs.*

*Currently, there are eight BSDs operating in the ports across the country: North Harbor, South Harbor, Davao City, Matnog (Sorsogon), Batangas City, Iloilo City, Zamboanga City, and Surigao City. BSDs are open 24 hours a day, seven days a week. In partnership with law enforcement agencies, they provide assistance not only in the form of temporary shelter but also early detection, investigation, arrest, case filing/prosecution, counseling, referrals to agencies concerned, repatriation to hometown as well as reintegration of potentially trafficked persons.*

*As of end of 2009, the VFFI reported that it has assisted of 61,836 women and children victims of trafficking and 59,034 vulnerable passengers in various ports around the country. (ADB, 2008 and VFFI, 2010)*

Number of Assisted Women and Children Cumulative Report, Bahay Silungan sa Daungan  
As of December 2009

Intervention	Period covered	Persons in trafficking situation provided with center-based services such as temporary shelter, counseling, medical assistance, legal assistance, skills training and other psychological intervention	Reached out victims and potential victims during pier rounding and warned about trafficking, provided hotlines with preventive counseling and informed about VF	Vulnerable passengers provided with IEC materials during pier roundings
Manila Harbor	July 01-Dec 09	3,340	10,509	12,064
Batangas	Jan 04-Dec 09	896	11,047	13,786
Davao	May 02-Dec 08	2,668	6,916	8,442
Iloilo	Aug 08-Dec-09	48	940	1,880
Matnog, Sorsogon	Nov 03-Dec 09	3,748	13,905	14,840
Zamboanga	Feb 08-Dec 09	431	5,882	6,737
Lipata, Surigao del Norte	Aug 08-Dec 09	221	1,285	1,285
<b>Overall Total</b>		<b>11,352</b>	<b>50,484</b>	<b>59,034</b>

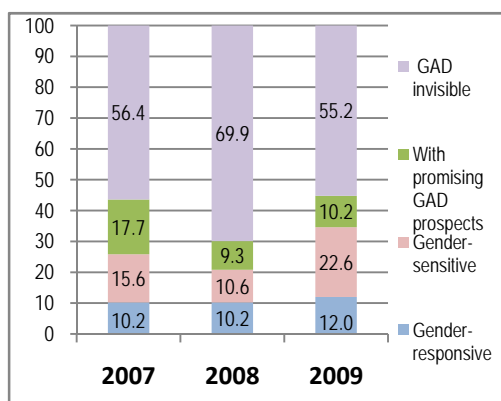
Source: Visayan Forum Foundation, Inc., February 1, 2010

**Table 1. 2009 ODA, Classification by Gender-Responsiveness (Implementation stage)**

Classification	No. of projects	Amount (in '000 US\$)	%
Gender-responsive	107	1,143,997	12.0
Gender-sensitive	128	2,155,364	22.6
With promising GAD prospects	113	978,651	10.2
GAD invisible	101	5,267,800	55.2
<b>TOTAL</b>	<b>449</b>	<b>9,545,812</b>	<b>100%</b>

Source: NEDA

**Figure 1. 2009 ODA, Classification by Gender-Responsiveness, 2007-2009 (in %)**



Source: NEDA

**Table 2. Trends in GAD Budget vis-à-vis National Government Budget (in billion PhP)**

Year	Total national gov't budget	GAD budget allocation	GAD budget as % of NG budget
1995	372.1	1.0	0.27
1996	416.1	1.3	0.31
1997	491.8	2.8	0.57
1998	537.4	2.7	0.50
1999	593.6	3.4	0.57
2000	682.5	3.2	0.47
2001	710.8	2.9	0.41
2002	742.0	0.8	0.11
2003	826.5	4.7	0.57
2004	867.0	3.9	0.45
2005	947.6	2.2	0.23
2006	1,044.8	1.1	0.11
2007	1,155.5	0.9	0.08
2008	1,314.6	1.1	0.08
2009	1,426.0	6.5	0.46
2010	1,541.0	1.3	0.08

Source: BESF-DBM, NCRW

## B. Gender-responsiveness of ODA

Since 2006, NEDA has been tracking and analyzing the gender-responsiveness of ODA-assisted programs and projects using the Harmonized Gender and Development Guidelines (HGDG). Donor agencies were asked to supply pertinent information about their projects, including how they will address identified gender issues.

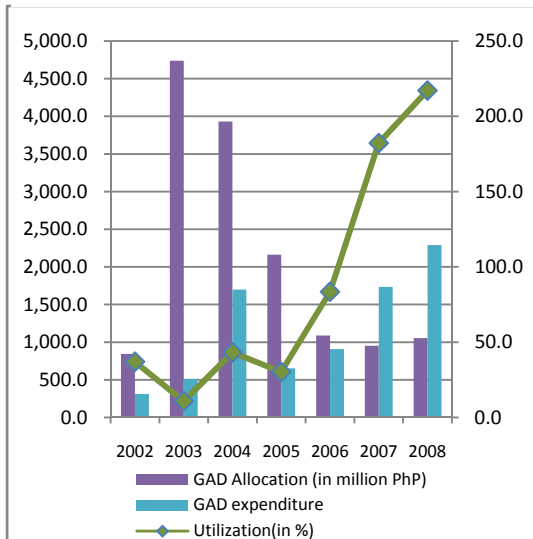
In its 2009 report, the agency noted that about 35 percent of the 18 donor agencies' total ODA portfolio support projects were gender-responsive and gender-sensitive at the design stage (Annex 1). Meanwhile, 10 percent of their total ODA allocations went to projects with "promising" GAD prospects. However, more than half (55%) of the total ODA amount was classified as 'GAD invisible', or with no gender issues or concerns identified in the project design. The same was true in assessing the quality of the 449 foreign-funded projects amounting to US\$9.6 billion in the implementation stage. Only about 7.5 percent and 30 percent of the total ODA allocations went to gender-responsive and gender-sensitive projects, respectively, while about 10 percent went to projects with promising GAD prospects. Again, as in the case of project design, a large part (53%) of the total ODA went to projects that did not consider gender concerns (Annex 2).

As expected, the sector with the largest share of gender-responsive and gender-sensitive projects at their implementation stage is the social reform and development sector. The infrastructure development sector had no gender-responsive projects while industry and services had the highest share (83%) of gender-invisible projects, clearly indicating that the gender perspective is often left out in the implementation of such undertakings. Nonetheless, the proportion of GAD invisible projects in 2009 was much lower than in 2008 and 2007 (Figure 1).

## C. Trends in GAD allocation and expenditure

Since its inception, the trend in GAD budgetary allocation has been erratic (Table 2). It increased from 1995 to 1999, began to fall in 2000, and hit rock-bottom in 2002. The following year, GAD allocation soared to PhP4.7 billion or five times its amount in 2002 before shrinking to less than a billion pesos in 2007. GAD allocation slightly went up in 2008 and peaked in 2009 at PhP6.5 billion. As of 2010, it has gone back to PhP1.3 billion, or just about the same amount when the policy was first implemented. Not even once did the GAD allocation reach one percent of the total budget of the national government. The unpredictability of the budget levels indicates that while the GAD budget policy has been implemented for more than a decade now, it has not been fully institutionalized in the agencies' respective annual budgets.

Figure 2. Planned vs. Spent Gender and Development Budgets, 2002-2008 (in million PhP)



Source: NCRFW

Table 3. GAD Plan Submissions, 1995-2010

Year	GAD Plan	Year	GAD Plan
1995	19	2003	109
1996	15	2004	147
1997	71	2005	153
1998	69	2006	103
1999	133	2007	137
2000	140	2008	130
2001	113	2009	115
2002	129	2010	109

Source: NCRFW

Table 4. Classification of GAD Plan Submissions by Agency Grouping, 2008-2010

Agency Type	Total No. of Agencies	Total No. of Agency Submissions			
		2008		2009	
		GAD Plan	GAD AR**	GAD Plan	GAD Plan
Office of the President	1	1	1	1	1
Office of the Vice- President	1	0	0	0	1
Line Agencies	21	13	14	14	11
Attached Agencies	109	55	64	48	62
GOCCs	59	7	9	7	3
GOCCs w/ budgetary support	24	5	4	5	3
SUCs	115	30	2	16	3
Other Executive Offices	36	12	13	16	17
Judiciary	4	4	4	4	4
Constitutional Commissions	4	2	1	2	2
Congress*	3	0	1	1	1
Others	3	1	0	1	1
<b>TOTAL</b>	<b>380</b>	<b>130</b>	<b>113</b>	<b>115</b>	<b>109</b>

Source: NCRFW

\* House of Representatives, the Senate and Commission on Appointments

\*\*AR= Accomplishment Report

In its country gender assessment report, the ADB observed that in the case of a budget cut, the allocation for GAD programs and projects is usually the first to be slashed. It is perhaps due to a common misconception that gender issues are irrelevant to issues of national development (ADB, 2008).

Meanwhile, actual GAD expenditures and utilization rates have been on the uptrend since 2005. In the last two years, spending even exceeded allocation. NCRFW explained that this was largely due to agencies which submitted accomplishment reports in the absence of GAD plans. In some cases, it is the other way around. Agencies failed to submit accomplishment reports even if they have submitted their GAD plans. Because of this, data on GAD expenditure, as collected by NCRFW, may not accurately reflect the actual level of GAD budget utilization.

#### D. Trends in agency submissions

Every year, all government agencies are required to submit a GAD plan and budget to the NCRFW and DBM. They also have to submit an accomplishment report showing how they implemented their plans and spent their gender budgets. While submissions have generally increased through the years, compliance to the said requirement remains low.

In 1995, when the GAD budget was first implemented, only 19 agencies were able to submit their GAD plans to NCRFW. By 2009, it went up to 130 GAD Plans and 113 accomplishment reports. However, the number of submitted GAD plans declined again to 109 in 2010. On the average, only about 28 percent or 106 of the 380 government agencies submitted their GAD plans from 1995 to 2010. The Office of the Vice President, for instance, only started submitting its GAD plan this year while the Senate of the Philippines and the Commission on Appointments, among others have yet to formulate and submit their GAD plans.

#### E. GAD programs, projects and activities

Agencies are directed to use their GAD budgets in supporting programs, projects and activities (PPAs) that will address the priority thrusts of the Framework Plan for Women (FPW). FPW is a time slice of the 30-year Philippine Plan for Gender-Responsive Development (PPGD 1995-2025).

PPAs are classified either as organization-focused or client-focused. The former include activities that mainly seek to create a gender-responsive organizational environment and address the gender issues of employees in the workplace.



Table 5. Compliance with the 5% GAD Allocation of Key Implementing Agencies, 2004-2008

Cluster	2004	2005	2006	2007	2008	Total
EE	DA-OSEC	DTI-CITC	DTI-CITC	DTI-CITC	DTI-OSEC	11
	DOLE-OSEC	DTI-CITEM		POEA		
	TESDA	NAPC				
GG	DTI-CITEM					8
	DILG-OSEC	DILG-OSEC	DILG-OSEC	NEDA-NSCB		
	NEDA-NSCB	NEDA-NSCB	NEDA-NSCB			
HR	DBM-OSEC					4
	DILG-BJMO	DSWD-OSEC	DSWD-OSEC			
Total	DILG-PNP					23
	9	6	4	3	1	

Source: NCRFW

\*OSEC-Office of the Secretary

DA-Department of Agriculture; DOLE-Department of Labor and Employment; DTI-CITC-Department of Trade and Industry Cottage Industry Technology Center; CITEM- Center for International Trade Expositions and Missions; NSCB- National Statistical Coordination Board; POEA-Philippine Overseas Employment Authority; DSWD-Department of Social Welfare and Development; PNP-Philippine National Police; NAPC- National Anti-Poverty Commission

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Meanwhile, client-focused activities are those that seek to address the gender issues or concerns of the agency's clients. These areas of concern are classified into the following: promotion of women's economic empowerment (EE); advancement and protecting of women's human rights (HR); and promotion of gender-responsive governance (GG).

From 2004-2008, only 23 key implementing agencies (KIAs)<sup>3</sup> and 56 non-KIAs complied with the five percent GAD budget allocation (NCRFW, 2009).

The NCRFW notes that gender mainstreaming initiatives predominantly focused on capability-building activities for its personnel such as gender sensitivity trainings, workshops, GAD-related fora and other gender awareness-raising activities. Other GAD-related PAPs reported by agencies include the conduct of livelihood and enterprise development training; orientation on RA 7877 or the Sexual Harassment Law; provision of credit and financial assistance; credit facilitation; provision of post-harvest facilities and agricultural technologies; conduct of technical assistance to LGUs on GAD; improvement of gender-based statistics; provision of hygienic materials and health information and services; and construction and repair of separate cells, jails and facilities for women (Refer to Annexes 3 & 4 for a list of notable GAD related PAPs). However, in a more recent report covering the period 2004-2008, NCRFW observed that some agencies include non-GAD projects and programs in their GAD plans, thus raising the need to examine more closely the usage of the GAD Budget.

#### F. Impact of the GAD budget

The inclusion of the GAD Budget in the GAA served as an enabling and advocacy tool for NCRFW and its partners from both government and non-government organizations in working towards GAD mainstreaming. It served as a financial handle, relieving the NCRFW the burden of having to raise funds for its activities. While the GAD budget helped draw the attention of agencies to important gender concerns, it has raised the problem of earmarking and added to the complexity of the budget process.

<sup>3</sup> Key implementing agencies are those agencies which have mandates, programs and services already relevant to priority concerns of women as articulated in the various laws and policies on women and other international and local commitments. Non-KIAs are those agencies that do not have direct mandates, programs and services relevant to priority concerns of women but are contributing to the overall goal of women empowerment.

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*Many local government units (LGUs) reported improvements in the communities' response to gender issues and to women's practical and strategic needs.*

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The ADB Gender Country Assessment (2008) highlighted the recent improvements in some sex-disaggregated data and gender equality indicators in the areas of education, employment and other social services. These improvements were indicative of the gains brought by the implementation of the GAD budget. The ADB report likewise noted some positive effects of implementing it at the local level. Anecdotal evidence showed improved services for women and men, and even reduced incidence of gender-based violence. Many LGUs reported improvements in the communities' response to gender issues and to women's practical and strategic needs. Factors that helped them succeed in mainstreaming GAD in the local PAPs are participatory planning, progressive and responsive leadership, technical assistance or capacity building for GAD planning and budgeting, assistance by external donors, and continuous and consistent advocacy by local GAD focal persons and women's groups. Less tangible benefits of the GAD budget include increased awareness and advocacy for gender issues and the development of local mechanisms for planning and implementation that increase the involvement of civil society groups in government processes (ADB, 2008).

The NCRFW has recognized 10 LGUs<sup>4</sup> with best practices. The GAD efforts of these LGUs have been replicated in other localities and many LGUs have in fact received awards and citations from national and international award-giving organizations for their GAD efforts.

#### **Box 2. Best practice: The Naga City Council for Women**

*The experience of Naga City exemplifies how a progressive and responsive leader can effectively sustain gender initiatives through their budget. In 2003, the City Council passed the Women's Development Code of Naga City, through City Ordinance No. 2003-045. This resulted from the collaboration between the city government, and the local women NGOs and people's organizations (POs). Two major provisions in the Ordinance ensured the sustainability of gender initiatives in the city. One is providing for a gender and development budget equivalent to 10 percent of the city's annual budget. Second is acknowledging women's right to directly participate in governance and the granting of membership to the Naga City Council, thereafter, creating the Naga City Council for Women or NCCW.*

*The NCCW, headed by the Mayor and the Sangguniang Panlungsod's Chairperson of the Committee on Women, is a quasi-government body whose lead role is to coordinate with national and local government agencies for sector specific services. It is politically supported by, and is in consultative status with 41 sector-based NGOs and POs, 18 government support services, and three ex-officio members. The NCCW Board recommends, formulates, and monitors the implementation of policies; ensures resources for GAD activities; and promotes the participation of all Council members.*

Source: ADB, 2008

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<sup>4</sup>Province of Bulacan; Brgy. Pianing, Butuan City; Province of Cagayan; Capoocan, Leyte; Cebu City; Daraga, Albay; Province of Davao del Norte; Malalag, Davao del Sur; Naga City; and Quezon City

## II. Issues and challenges in the implementation of GAD budget

According to NCRFW, one of the most pressing problem is the low level of agency compliance given the complex budgetary environment and the lack of technology capacity in designing and implementing gender-responsive programs. The inconsistent submissions of agencies have hindered the NCRFW in evaluating their respective PPAs. In fact, as many as 58 out of 90 agencies who submitted directly to DBM in 2008 did not even go through NCRFW's review and did not get its endorsement or approval. The lack of information on the final GAD budget of agencies has also seriously impeded data analysis (NCRFW, 2004-2008).

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The recent country gender assessment on the implementation of GAD budget policy points to the importance of engaging the civil society groups in the local government planning and budgeting, and integrating GAD in planning and budgeting of both local and national governments. Some challenges in the implementation of the GAD budget, however, need to be addressed . These are as follows:

- **The lack of monitoring and evaluation system hampers the ability of NCRFW to meaningfully keep track of the progress of GAD related programs and projects being implemented by the bureaucracy.** At present, monitoring of the compliance of agencies is based on their diligence in reporting (Asia Foundation, 2001). An updated, comprehensive and integrated technical assistance package for GAD mainstreaming, especially at the agency level, should include guidelines in monitoring and evaluation of the impacts of GAD related programs and projects, as well as prescribing a set of standards and/or indicators. This will help policymakers and public managers appreciate more seriously the importance of GAD related concerns.
- **Weak institutional mechanism in the current set up requires coordination among NCRFW, NEDA and DBM.** There is a need to strengthen the capacity, resources and authority of the NCRFW to monitor compliance to the GAD budget policy. NCRFW also admitted that it cannot fully implement the GAD budget without the involvement of other agencies such as the Department of Finance (DoF), DILG, and Commission on Audit (COA), which accordingly, should be partners in gender mainstreaming. Unlike the NCRFW, DILG and COA have manpower both at the national and local levels who can be tapped to do the monitoring of GAD projects and activities.
- **Lack of validation or audit mechanism to evaluate GAD budget implementation.** In addition, poor performance, or worse non-compliance, of the agencies is not sanctioned. The participation of COA through the conduct of gender budget audit should help NCRFW determine and recognize the best performing agencies. NCRFW should also be able to sanction those that fail to comply with the GAD



budget policy and RA 7192. Furthermore, DBM should provide a gender accounting code in support of gender audit.

- **Inadequate sex-disaggregated data and statistics, particularly at the local level, as bases for planning and programming as well as budgeting.** Though many national development indicators are sex-disaggregated such as literacy rates and employment, some statistics, e.g., property ownership, remain to be gender-biased. Generating and maintaining sex-disaggregated data and development indicators should be institutionalized within the National Statistics Office. Without these statistics, policymakers and/or public managers would not know how men and women fare in particular situations, e.g., disaster and risk management programs. This makes it difficult to make good policies, target resources, or, at the very least, prepare relevant and useful GAD budgets.
- **Provisions in the Local Government Code of 1991 espousing GAD as a local development priority.** The LGC specifies a proportion of the LGU's internal revenue allotment (IRA) for social concerns such as programs for children. However, the local executives have the prerogative over the LGU's development programs thus superseding the GAD Budget Act. Hence, there might be a need to revise the LGC provisions on the development priorities of the LGUs to the point of mandating them to integrate GAD in their annual budget, Comprehensive Land Use Plan (CLUP), Annual Development Plan, and Annual Investment Plan. The LGU may also opt for a Gender Code which will institutionalize the GAD budget. More culture-sensitive modules on gender-sensitizing for special audiences (i.e., Muslims, indigenous peoples, and youth) should also be developed.

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*While the Philippines relatively scores well globally in terms of closing the gender gap, problems of implementing the GAD budget policy persist in the local scene.*

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#### **IV. Conclusion**

If the Philippines wants to fully eliminate gender disparity in the country, the government should ensure that statutory mandates relating to gender and development concerns are followed. In particular, the government must address the issues hounding the implementation of RA 7192 and the GAD budget.

In the advent of the recently enacted Magna Carta of Women (RA 9710 signed into law on August 14, 2009), the GAD budget is elevated as a key institutional mechanism in adopting gender mainstreaming as a strategy to promote women's human rights and eliminate gender discrimination. Under this new law, the NCRFW, renamed as Philippine Commission on Women (PCW) assumes an expanded role of integrating gender issues and concerns in a more sustainable, gender-responsive, and performance-based planning and budgeting. The new law calls for the integration of GAD in all levels of development planning, maintenance of sex-disaggregated database, and the involvement of other government agencies apart from NEDA and DBM.

In addition, RA 9710 requires monitoring and evaluation of GAD programs through annual audit by COA – a much welcome improvement in tracking the progress of GAD programs and projects. It is expected that with these recent developments, the PCW will be more vigilant in ensuring that all government instrumentalities comply to the requirements of the GAD budget policy.

The oversight role of Congress should be reiterated. Needless to say, Congress should require the NCRFW or PCW to submit to them periodically an accomplishment report indicating the extent of which the GAD budget is being implemented. It must ensure that government funds and resources are indeed allocated to mainstream gender concerns in the development agenda as RA 7192 intended it to be.

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This Policy Brief was principally prepared by **Herminia R. Caringal** under the supervision of SEPO's Directors and the overall guidance of its Director General.

The views and opinions expressed herein are those of the SEPO and do not necessarily reflect those of the Senate, of its leadership, or of its individual members. For comments and suggestions, please e-mail us at [sepo@senate.gov.ph](mailto:sepo@senate.gov.ph).

## Annex 1. Classification of Projects, by GAD category of their Project Design\*

(Amounts are in thousand US\$)

Development Sector	Gender – Responsive	Gender -Sensitive	With Promising GAD Prospects	GAD Invisible	Total
1. Agriculture, Agrarian Reform and Natural Resources	\$255,974 <i>(10.2)</i> (11 projects)	\$264,228 <i>(10.5)</i> (27 projects)	\$602,486 <i>(24.1)</i> (43 projects)	\$1,382,891 <i>(55.2)</i> (30 projects)	\$2,505,579 <i>(100)</i> (111 projects)
2. Governance and Institutional Development	121,529 <i>(11.3)</i> (28 projects)	503,881 <i>(46.7)</i> (31 projects)	122,679 <i>(11.4)</i> (23 projects)	330,697 <i>(30.6)</i> (10 projects)	1,078,786 <i>(100)</i> (92 projects)
3. Industry and Services	37,207 <i>(8.0)</i> (6 projects)	25,985 <i>(5.6)</i> (8 projects)	22,601 <i>(4.9)</i> (8 projects)	379,483 <i>(81.5)</i> (7 projects)	465,276 <i>(100)</i> (29 projects)
4. Infrastructure Development	10,000 <i>(0.3)</i> (1 project)	602,851 <i>(16.3)</i> (16 projects)	135,864 <i>(3.7)</i> (17 projects)	2,940,843 <i>(79.7)</i> (46 projects)	3,689,558 <i>(100)</i> (80 projects)
5. Social Reform and Development	665,826 <i>(43.7)</i> (47 projects)	610,805 <i>(40.1)</i> (37 projects)	94,416 <i>(6.2)</i> (18 projects)	151,385 <i>(10.0)</i> (5 projects)	1,522,432 <i>(100)</i> (107 projects)
6. Integrated Sector (multi-sectoral)	53,461 <i>(18.8)</i> (14 projects)	147,615 <i>(52.0)</i> (9 project)	605 <i>(0.2)</i> (4 project)	82,500 <i>(29.0)</i> (3 project)	284,181 <i>(100)</i> (30 projects)
<b>Total</b>	<b>\$1,143,997</b> <b><i>(12.0)</i></b> <b>(107 projects)</b>	<b>\$2,155,364</b> <b><i>(22.6)</i></b> <b>(128 projects)</b>	<b>\$978,651</b> <b><i>(10.2)</i></b> <b>(113 projects)</b>	<b>\$5,267,800</b> <b><i>(55.2)</i></b> <b>(101 projects)</b>	<b>\$9,545,812</b> <b><i>(100)</i></b> <b>(449 projects)</b>

\* The italicized entries in the parentheses refer to the percentage of allocation for each sector by GAD category to the total ODA for the sector.

Source: NEDA

## Annex 2. Classification by Gender-Responsiveness (Project Implementation, Management, Monitoring and Evaluation (PIMME))

(Amounts are in thousand US\$)

Development Sector	Gender - Responsive	Gender - Sensitive	With Promising GAD Prospects	GAD Invisible	Total
1. Agriculture, Agrarian Reform and Natural Resources	\$302,478 <i>(11.9)</i> (13 projects)	\$626,606 <i>(24.7)</i> (40 projects)	\$298,222 <i>(11.7)</i> (34 projects)	\$1,311,474 <i>(51.7)</i> (24 projects)	\$2,538,780 <i>(100)</i> (111 projects)
2. Governance and Institutional Development	107,991 <i>(5.2)</i> (27 projects)	794,119 <i>(38.0)</i> (34 projects)	631,559 <i>(30.2)</i> (26 projects)	557,310 <i>(26.6)</i> (6 projects)	2,090,979 <i>(100)</i> (93 projects)
3. Industry and Services	46,811 <i>(10.3)</i> (7 projects)	17,239 <i>(3.8)</i> (9 projects)	13,034 <i>(2.9)</i> (6 projects)	378,633 <i>(83.0)</i> (6 projects)	455,717 <i>(100)</i> (28 projects)
4. Infrastructure Development	--	784,227 <i>(17.6)</i> (22 projects)	49,162 <i>(1.1)</i> (17 projects)	3,626,169 <i>(81.3)</i> (45 projects)	4,459,558 <i>(100)</i> (84 projects)
5. Social Reform and Development	343,781 <i>(22.6)</i> (38 projects)	967,786 <i>(63.6)</i> (57 projects)	114,680 <i>(7.5)</i> (9 projects)	95,485 <i>(6.3)</i> (3 projects)	1,521,732 <i>(100)</i> (107 projects)
6. Integrated Sector (multisectoral)	48,329 <i>(17.2)</i> (10 projects)	179,454 <i>(63.8)</i> (14 projects)	53,323 <i>(19.0)</i> (3 projects)	--	281,106 <i>(100)</i> (27 projects)
<b>Total</b>	<b>\$849,390</b> <b><i>(7.5)</i></b> <b>(95 projects)</b>	<b>\$3,369,431</b> <b><i>(29.7)</i></b> <b>(176 projects)</b>	<b>\$1,159,980</b> <b><i>(10.2)</i></b> <b>(95 projects)</b>	<b>\$5,969,071</b> <b><i>(52.6)</i></b> <b>(84 projects)</b>	<b>\$11,347,872</b> <b><i>(100)</i></b> <b>(450 projects)</b>

\* The italicized entries in the parentheses refer to the percentage of allocation for each sector by GAD category to the total ODA for the sector.

Source: NEDA



**Annex 3. Notable PAPs of Agencies With 5% Allocation By Area of Concern, In Pesos  
Client Focused GAD-related Programs, Projects and Activities, 2004-2008**

Economic Empowerment		Gender-Responsive Governance		Human Rights	
Notable PAPs	2004 - 2008	Notable PAPs	2004 - 2008	Notable PAPs	2004 - 2008
Conduct of livelihood enterprise development training; training cum production and other capability programs for women entrepreneurs	475,932,635	Conduct of technical assistance to LGUs on GAD and in the production and promotion of sex-disaggregated data.	111,098	Conduct of orientation on RA 7877 or the incidence of sexual harassment and relevant VAW laws	178,000
Provision of credit and assistance for financial / capital, credit facilitation, marketing and livelihood for women	469,335,509	Improvement of gender-based statistics, compilation, publication, & dissemination of statistics, & factsheets on men n women, updating of GAD databank/web-based database	1,961,054	Implementation of RA 8505 and Guidelines on Rape Crisis Center	2,600,000
Provision of postharvest facilities, agric. technologies, and other technical-related info for women	406,054,000	Coordination of technical working group on gender statistics to ensure the regular generation, collection, dissemination and use of gender statistics	5,951,718	Implementation of RA 9208 and coordination with appropriate agencies to implement measures vs. trafficking of persons	1,600,000
Conduct of training, capacity building and educational assistance and advocacy on workers' rights	15,199,000	Dissemination/advocacy on the use of harmonized GAD guidelines and gender mainstreaming in local planning and budgeting system	87,322,600	Development and distribution of educational modules on international migration and development	4,500,000
Conduct of press/radio releases, press conferences to feature programs to improve working and living conditions of workers, especially women	10,450,070	Intensify GAD advocacy awareness and related gender issues, conduct of advocacy on representation of women in sectoral councils	18,537,102	Conduct of capacity building activities, counseling and psychosocial services for victims of VAW	8,360,000
Review of project proposals/approval or referral of grants of capital resources, credit and livelihood for women in informal sector/rural workers	28,316,000	Development of gender-responsive policies, strategies, programs and projects, GAD modules, training manual on GAD mainstreaming; formulation of LGU GAD Code	149,260,340	Conduct of capability building/ info campaign for implementers of Rehabilitation of Perpetrators and Rehabilitation Program for Perpetrators	5,000,000
Conduct inspection among establishments, report and correct cases of violations of labor laws, standards and other legislations on workers especially women	8,906,000			Construction and/or repair and improvement, maintenance of separate cells, jails, dormitories and facilities for female inmates	16,690,916
Conduct of trade fair/ missions, trade facilitation, and special projects to increase income of women entrepreneurs	2,111,026			Inspection and monitoring of jails to include female inmates' conditions	1,739,122
				Release of female inmates thru applicable laws	1,206,430
				Provision for subsistence allowance, dist'n of hygienic materials, health assistance of inmates	96,768,728
				Setting up of Committees on Decorum and Investigation in establishments and Training on GAD, SH & Paralegal for CODI members	225,000
				Establishment/ enhancement of counseling centers to include Women's Desk	26,000,360

Source: NCRFW

**Annex 4. Notable PAPs of Agencies With 5% Allocation By Area of Concern, In Pesos  
Organization-Focused GAD-related Programs, Projects and Activities**

<b>Notable PPAs</b>	<b>2004 - 2008</b>	<b>Notable PPAs</b>	<b>2004 - 2008</b>	<b>Notable PPAs</b>	<b>2004 - 2008</b>
<i>Gender-responsive database</i>		<i>Enhancement / Improvement</i>		<i>Benefits for Women</i>	
Generation/update of GAD databank, sex disaggregated on personnel data collection, information and stats and baseline data on women entrepreneurs, including training reports	20,066,685	Review of the protective laws and policies on women and other economic laws in response to women issues	6,929,560	Conduct / implementation of health awareness raising programs to increase awareness of women employees on women's health issues	1,607,367,410
Conduct of Agricultural Labor Survey (ALS) & maintenance of the Agricultural Indicators System	2,800,000			Establishment /Operation / Maintenance of day care centers, child care minding centers and gender responsive facilities for women workers and gender responsive facilities for women workers and dependents	6,592,521
				Conduct of skills training and livelihood programs, trade fair / missions, trade facilitation, business matching and special projects	137,752,375
				Provision of educational assistance / scholarships	3,682,405
Procurement/ acquisition / publication of GAD information materials and resources and creation of library of gender publications, GAD advocacy corner & GAD webpage internet portal	10,092,628	Development of gender policies, guidelines and clientele feedback & monitoring mechanism in implementing programs and gender responsive standards and tools for accreditation	1,197,000	Conduct of GAD related seminars / trainings, advance GST, gender planning, gender audit, gender mainstreaming, gender statistics, sexual harassment in the workplace & gender responsive results framework	180,468,446
<i>Roles and Functions of Focal Points</i>				<i>Participation of Women</i>	
Coordination of technical working group / IAC on gender statistics to ensure the regular production of gender statistics / Coordination with Philippine Overseas Labor Office (POLO)	3,935,028			Advocacy campaign / participation in the women's month celebration/ participation in national celebrations and conferences	6,565,497

Source: NCRFW