



GENDER MAINSTREAMING IN THE PHILIPPINES:

Are the institutional mechanisms in place and functional?

**A Review of the Effectiveness of Institutional Mechanisms
in Implementing Gender Mainstreaming in Selected
National Government Agencies**

December 2019

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ABBREVIATIONS

ARMM	Autonomous Region in Muslim Mindanao
BLGD	Bureau of Local Government Development
BPfA	Beijing Platform for Action
CEDAW	Convention on the Elimination of Discrimination Against Women
CHR	Commission on Human Rights
CLGOO	City Local Government Operations Officer
COA	Commission on Audit
DA	Department of Agriculture
DBM	Department of Budget Management
DFA	Department of Foreign Affairs
DILG	Department of Interior and Local Government
DOH	Department of Health
DOST	Department of Science and Technology
FNRI	Food and Nutrition Research Institute
FPRDI	Forest Product Research and Development Institute
GAD	Gender and Development
GFPS	Gender Focal Point System
GIA	Grants in Aid
GM	Gender Mainstreaming
GMEF	Gender Monitoring & Evaluation Framework
GRSS	GAD and Regional Support Services
HRAC	Human Rights Action Center
IACVAWC	Inter-agency Commission on Violence Against Women and Children
IPCRF	Individual Performance Commitment Review Forms
LGUS	Local Government Units
MCW	Magna Carta of Women
MLGOO	Municipal Local Government Operations Officer
MITHI	Medium-Term Information and Communication Technology Harmonization Initiative
NEDA	National Economic Development Authority
NGA	National Government Agencies
OPCRF	Operating Performance Contract Report Forms
PAPS	Programs, Activities and Projects
PCW	Philippine Commission on Women
PDPMED	Policy Development, Planning, Monitoring and Evaluation Division (PDPMED)
PEHSFP	Philippine eHealth Strategic Framework and Plan
PHILMECH	Philippine Center for Postharvest Development and Mechanization
PHIVOLCS	Philippine Institute of Volcanology and Seismology
PTRI	Philippine Textile Research Institute

PCAARD	Philippine Council for Agriculture, Aquatic and Natural Resources Research and Development
PCIEERD	The Department of Science and Technology - Philippine Council for Industry, Energy and Emerging Technology Research and Development
PGA	Participatory Gender Audit
PPGD	Philippine Plan for Gender & Development
QMMC	Quirino Memorial Medical Center
SDPO	Strategic Development and Planning Office
SCD	Sectoral Coordination Division
TSRCD	Technical Services and Regional Coordination Division
TESDA	Technical Education and Skills Development Authority
TWC	TESDA Women's Center
TOR	Terms of Reference
VAW	Violence Against Women

I. INTRODUCTION

Promulgated on August 14, 2009, the Magna Carta of Women (MCW), or the R.A. 9710, is a comprehensive women's human rights law that seeks to eliminate discrimination against women by recognizing, protecting, fulfilling and promoting the rights of Filipino women, especially those in the marginalized sectors. This landmark legislation establishes a legal framework for women's rights and extends the duties of the State as laid out to all agencies, offices and instrumentalities at all levels, and government-owned and controlled corporations, subject to the Constitution and pertinent laws, policies, or administrative guidelines that define specific duties of such agencies and entities concerned¹.

Gender mainstreaming (GM) was officially adopted as a strategy to promote women's human rights and eliminate gender discrimination in their systems, structures, policies, programs, processes and procedures. Section 37 of the MCW Implementing Rules and Regulations (IRR) provides that gender mainstreaming shall be a strategy for implementing the Act. The MCW IRR further states that "Within two years from the adoption of these Rules and Regulations, and **every six (6) years** thereafter, the PCW shall review its gender mainstreaming strategy in consultation with key stakeholders and modify the program accordingly. Notwithstanding the review of gender mainstreaming, all government agencies, offices, bureaus, instrumentalities, SUCs, GOCCs, and LGUs shall pursue the adoption of gender mainstreaming as a strategy to promote and fulfill women's human rights and eliminate gender discrimination in their systems, structures, policies, programs, processes, and procedures."

As the primary policy-making and coordinating body of women and gender and equality concerns, and the overall monitor and oversight to ensure the implementation of the MCW, the Philippine Commission on Women (PCW) conducts this research-based analysis on the efficacy of the statutory requirements, structures, processes, and measures comprising the institutional mechanisms nearly ten years since the enactment of the Act.

Chapter VI of RA 9710 lays down the institutional mechanisms on gender mainstreaming as a strategy for its implementation. The gender mainstreaming institutional mechanisms include the following:

- a) planning, budgeting, monitoring and evaluation for gender and development (GAD);

¹ Section 6, R.A. 9710

- b) creation and/or strengthening of gender and development focal points (GFP) in national government agencies (NGAs), local government units (LGUs) and foreign posts;
- c) generation and maintenance of gender statistics and sex-disaggregated databases to aid in planning, programming and policy formulation;
- d) conduct of gender audit;
- e) development of GAD Code by the LGUs; and,
- f) installation and operationalization of the Gender Ombud at the Commission on Human Rights (CHR).

This study seeks to determine how far gender mainstreaming has been implemented. To begin with, the study seeks to identify what institutional mechanisms have been laid down in the government agencies to make gender mainstreaming happen.

Objectives. Specifically, the study endeavors to achieve the following:

- a) Assess the extent by which the government bureaucracy has implemented the institutional mechanisms and how these have contributed towards achieving gender mainstreaming;
- b) Analyze the extent of dependency of the gender mainstreaming on the institutional mechanisms;
- c) Evaluate the efficacy of gender mainstreaming as strategy in implementing the MCW;
- d) Identify the underlying issues, constraints and challenges in implementing the institutional mechanisms that may hinder in gender mainstreaming and in achieving the goals of MCW;
- e) Gather policy recommendations to improve the implementation of institutional mechanisms and gender mainstreaming as a strategy in implementing the MCW.

The data generated from the research shall serve as a reference for the enhancement of implementing tools and administrative policies for GAD monitoring and evaluation such as PCW-NEDA-DBM Joint Circular No. 2012-01 and PCW-DILG-DBM-NEDA Joint Memorandum Circular No. 2013-01 as amended by JMC No. 2016-01. The policy recommendations from the study shall also serve as guiding principles to steer the development of possible amendments to R.A. 9710 and/or its Implementing Rules and Regulations. This effort shall also serve as a partial assessment of the Philippine Government's progress in the implementation of R.A. 9710 as it reaches its tenth year of being in effect.

Scope and Limitations. The study covers the implementation of gender mainstreaming institutional mechanisms in eight (8) selected national government agencies since the enactment of the Magna Carta of Women in 2009. Due to time and budget limitations, the study sample was limited to only 8 agencies. In the future, more agencies could be included in the sample to allow for a broader representation of the agencies.

This evaluation study aims to address the general query: *How effective are the existing institutional mechanisms on gender mainstreaming in achieving the goals of gender equality and women's empowerment?*

II. METHODOLOGY

The evaluation study used the following methodologies:

1. Desk review of related literature and documents. The desk review of related literature and documents would provide information on both the facilitating and hindering factors that surround the specific institutional mechanisms. For example, PCW has a number of reports on the statuses of certain institutional mechanisms like the GAD Budget Policy, GFPS, etc.
2. Key informant interviews (KII). This method, like the focused group discussions (FGDs), is guided with a questionnaire although the respondent is more individualistic. KIIs were done with agency officials or relevant personnel in order to gather their impressions on the efficacy of institutional mechanisms in gender mainstreaming and how these have contributed to effective program implementation. This method also provided information on the roles of the agency top management in the implementation of MCW.
3. Consultation workshops. Representatives of the participating agencies in the study were convened for a consultation workshop to validate the initial findings of the study.

Two sets of agencies were included in the present study, namely:

A. Implementing agencies:

Department of Agriculture (DA), Department of Foreign Affairs (DFA), Department of Health (DOH), Department of Science and Technology (DOST), and Technical Education and Skills Development Authority (TESDA).

B. Oversight agencies:

Commission on Audit (COA), Commission on Human Rights (CHR), and Department of the Interior and Local Government (DILG).

These agencies were identified upon consultation with the Philippines Commission on Women's Policy Development, Planning, Monitoring and Evaluation Division (PDPMED), Technical Services and Regional Coordination Division (TSRCD) and Sectoral Coordination Division (SCD). Based on the PCW's observations, these agencies can offer a mix of experiences to draw some lessons and insights on the dynamics of gender mainstreaming at the agency level. Moreover, the identified oversight agencies are critical in ensuring the efficacy of gender mainstreaming at the

national and local levels. The annual reports of accomplishment on gender mainstreaming that are submitted to the PCW provide indications of the agency performance in gender mainstreaming. Analysis of these agencies' institutional mechanisms would help in understanding the relative efficacy of the statutory requirements, structures and processes and measures that are collectively referred to as Institutional Mechanisms.

This report consists of four chapters: Chapter I states the objectives of the study while Chapter II describes the methodology. The findings are presented in Chapter III and are organized around each of the study objectives. The overall assessment vis-a-vis the objectives is stated followed by the specific findings. Chapter IV states the conclusions and recommendations.

III. FINDINGS

A. Extent of Implementation of the Institutional Mechanisms

A.1. Creation and/or strengthening of gender and development focal points (GFP) in national government agencies (NGAs), local government units (LGUs) and foreign posts

Assessment. The GAD Focal Point System (GFPS) is the most crucial institutional mechanism and this is affirmed by the eight participating agencies in the study.

The GFPS is an element of the **People** dimension in the enhanced Gender Mainstreaming Evaluation Framework (GMEF) which has five aspects, namely: Establishing the GFPS and GAD champions, GAD initiatives and capacity development activities, GAD sponsorship and related programs, GAD champions as program implementers, and GAD experts.

The GFPS serves as the energizer and driver of gender mainstreaming processes in an agency. The people factor is expectedly the trigger that lays down the policies and implements them as well. Unless there is an actor that will initiate action in gender mainstreaming, the other institutional mechanisms cannot get activated.

The functionality of GFPS varies across the eight agencies. Four out of the 8 agencies (50%) have functional GFPS and have taken significant steps in pushing gender mainstreaming processes. COA, DA, DOST, TESDA have functional gender focal systems while the CHR, DFA, DILG, DOH are still in the process of activating and making their respective GFPS functional. (See Table 1) Staff from within the CHR, DFA and DOH have categorically noted the weak functionality of their GFPSs.

Functionality of the GFPS is defined in terms of: 1) a policy issuance supporting the creation of the GFPS; 2) the frequency of meetings of the Technical Working Group (TWG) and Executive Committee (EXECOM); 3) there are ongoing and/or planned programs, activities and projects, and 4) there are clear statements or definitions of the desired outcomes or results.

Table 1. Functionality of the GAD Focal Point System in the 8 Study Agencies

	Agencies	GFPS Functionality
1	COA	GFPS functioning well since its original constitution on December 5, 2001 under COA Office Order No. 2001-639. Reconstitution of the GFPS has been done as often as there were personnel movements of its members, the latest of which was under COA Office Order No. 2020-158, dated February 18, 2020
2	CHR	GFPS at the Central Office needs to be activated. The Gender Equality and Women’s Right Center fills the gap in gender mainstreaming. More needs to be done to mainstream gender within CHR as an NHRI. Client oriented services are covered through the performance of CHR’s Gender Ombud functions.
3	DILG	GFPS Central Office needs to be strengthened and made more functional
Line Agencies		
4	DA	Well-functioning GFPS
5	DFA	GFPS needs to be made functional
6	DOH	GFPS has been created but still needs to be functional although the Secretariat is active
7	DOST	Has set up the Gender Resource and Support Services, a special unit under the Office of the Undersecretary
8	TESDA	GFPS at the Central Office is functional; Need to strengthen GFPS Regional Offices and the TVET sector*

*TVET sector refers to the technical and vocational skills training institutions that are being supervised by TESDA.

The notion of “functionality” as operationally defined above is mainly derived from MC 2011-01. The functions of the GFPS are defined in section 37 C.2 of the Magna Carta of Women but the above criteria were considered by the author to be the minimum criteria of functionality.

It is suggested that the PCW should come up with its operational definition of functionality as an aid in its oversight functions. This can be correlated with the GMEF criteria.

Specific Findings on the GFPS

1) *The GFPS at the COA, DA, DOST and TESDA were found to be functional.*

COA. COA stands out as having a functional GFPS largely due to the full support and leadership of COA Chair Michael G. Aguinaldo, who also chairs the current COA GFPS. The COA GFPS was originally constituted under COA Office Order No. 2001-639 dated December 5, 2001 under previous COA leadership. Since then, the COA GFPS has been reconstituted due to major personnel movements, the latest of which was under COA Office Order 2020-158 dated February 18, 2020

Under COA Resolution No. 2015-039 dated December 1, 2015, the COA Commission Proper approved the implementation of the Revised Guidelines on Mainstreaming GAD and the Adoption and Institutionalization of the GAD Strategic Framework in the COA. The structure of the COA GFPS in the Central Office and the COA GFP Sub-Systems (GFPSS) of all its regional offices and sub-regional office are provided under the said COA Resolution.

The COA GFPS in the Central Office is well structured so that it has an Executive Committee now chaired by COA Commissioner Roland C. Pondoc and all the 11 Assistant Commissioners serve as members. It has a Technical Working Group chaired by then Assistant Commissioner Lourdes M. Castillo, with all the Chiefs of Staff of the COA Chair and the two Commissioners as members. There is a GAD Secretariat chaired then by Director Fortunata M. Rubico, support staff in ad-hoc capacities. The COA GFPS has eight Committees that implement its plans, programs, activities and projects, as follows: Audit and Gender Issue Analysis; Protection on Women; Finance; Personnel Welfare; Training and Advocacy; Regional GAD; Sports and Physical Fitness; and Database and Website Development and Maintenance.

In all its 16 COA Regional Offices (CAR, Regions 1-13 and ARMM) and one Sub-Region of Negros Island and Siquijor (NIS), they have the GFPSS chaired by the Regional Director as Regional GAD Focal Point (RGFP) with the Assistant Director as Assistant RGFP); and supported by their respective Secretariat and the eight Committees similar to that in the Central Office. The GFPSSs are duly constituted and reconstituted with the issuance of their respective office orders signed by the COA Chair. The GFPS appears to be functioning well and more males seem to be joining the GFPS and the GFPSS.

DA. Among the line agencies, the DA and DOST have functional GFPS. At the DA the GFPS appears to be in charge and actively driving the gender mainstreaming processes, certainly, a desirable situation. To move toward institutionalization, GM should seek to facilitate the internalization of GAD among the regular staff and not just the GFPS. Such re-acculturation process would take some time and would require deliberate and concerted efforts.

It is encouraging to note that the DA-GFPS has remained intact and continues with its tasks despite the leadership transitions under the Duterte administration. The

challenges persist however: GAD is an add-on *ad hoc* job for the GFPS, and their continuing involvement lies in their respective individual commitments and their sense of satisfaction in seeing changes in their women farmer constituencies.²

DOST. Noteworthy is the evolution of the GFPS at the **DOST**. The GAD Focal Point system (GFPS) was created in 2014 under DOST Special Order 436, 2014 and subsequently amended by DOST SO 093, 2015. In 2018, DOST Special Order No. 0786, *a fifth service under the DOST Central Office was created and called the Gender and Development and Regional Support Service (GRSS) and is functionally under the supervision of the Office of the Undersecretary for Regional Operations*. The said special order justified the creation of the GRSS in pursuant to section 5 of Executive Order 128: “the Department shall develop and implement together with other entities concerned, programs for strengthening scientific and technological capabilities in the relevant disciplines through human resource training and through infrastructure and institution building and rationalization, in both the public and private sector.

The GRSS shall be responsible for providing the Department with efficient and effective services relating to achieving performance excellence by various DOST System regional offices and entities, to mainstreaming of gender in DOST policies, systems and processes and to enhancing linkages with lawmakers to ensure that results of S & T efforts are utilized and accessed by the people.”³

With the creation of the GRSS, a Director was appointed to head the GAD and Regional Support Service (GRSS) and DOST-wide GAD focal point. The GRSS became operational with the support of DOST Grant-in-Aid (GIA) funds; the staff of the GAD secretariat became part of the GRSS, and additional staff were brought in when Director Elizabeth Fontanilla was shifted from the Administrative and Legal Service (AS) to head the GRSS.⁴ In essence, staff designated to populate the GRSS did not require DBM approval. Staff who were assigned to the GRSS had the following generic titles: supervising science research specialist and project assistant. As yet DBM has not approved the creation of plantilla positions for gender specialists in the bureaus and agencies.

The GRSS took over the functions of the GFPS and it is responsible for gender mainstreaming at DOST. The GRSS prepares the proposal to the DOST Executive Committee (EXECOM) for funding under the DOST Grants-in-Aid (GIA) as the EXECOM acts as the approving authority of all GAD activities in the Department. The EXECOM is the highest policy and approving body of DOST which has the authority to make decisions and ensures that these are carried out in the implementation of the DOST-GIA fund programs and projects. The DOST Executive Committee consists of

² Consultant’s impression from the meeting with the GFPS members, 7 June 2019, Philippine Rubber Research Institute, DA Bldg.

³ www.dost.gov.ph

⁴ Currently, Director Elizabeth Fontanilla heads both the AS and GRSS.

Secretaries, Undersecretaries, Assistant Secretaries, heads of sectoral councils, representatives from Research and Development Institutes, Science and Technology Services, and Collegial Bodies.

All offices have GFPS and the GRSS office has four full time staff at the GAD office in the DOST Taguig compound. The DOST Secretary issued a memo that all GAD Plans and Budgets should be reviewed first by GRSS. Thus, the GRSS exercises oversight function in gender mainstreaming; it monitors the gender activities of other agencies and serves as a clearing house for the Gender Plans and Budgets (GPBs). Every year, the GRSS convenes a GAD Assembly where the GAD agenda is discussed and contributes to the GAD planning and budgeting process.

The GRSS of DOST is not typical of GFPS as prescribed by the PCW MC 2011-01 because it is not headed by a Secretary or Undersecretary; hence, there have been challenges in truly influencing other divisions/departments/units within the Central Office to mainstream GAD. Gender mainstreaming, however, is more evident in the regional offices who have active GFPS.

Notwithstanding the atypical GRSS set up, it appears to have worked well for the DOST since its creation in 2018, but the DOST GAD office has been in existence since 2007 under the Office of the then Assistant Secretary for Technology Transfer. Beginning in 2015 onwards, DOST holds annual GAD assembly to advocate as well as to monitor the progress of gender mainstreaming in the organization. The support of the DOST Secretary who was a former head of the GFPS plus his intellectual appreciation of gender mainstreaming is a great help.

TESDA. Through TESDA Order No. 292 series of 2016, the GFPS was reconstituted that includes a GFPS Executive Committee, a Technical Working Group (TWG) that is composed of division chiefs from various units of the TESDA Central Office, and GAD focal points in the agency's regional offices. In short, the GFPS has been created/ reconstituted in the central office, and all seventeen (17) regional offices. In July 2020, TESDA reported that GFPS at their Regional Offices in NCR, Region III, IV-A, Region VII, IX and CARAGA are also functional.⁵

Majority of the members of the GFPS occupy strategic positions in TESDA and have attended all three basic GAD trainings i.e., GST, use of GA tools and orientation workshops on GPB.⁶ Top management allows all key officials, GFPS members and staff members to participate in GAD- related activities.

⁵ TESDA Feedback Report, July 2020.

⁶ TESDA 2018 GMEF Result.

Through the GFPS, TESDA moves to implement more gender-fair technical vocational education and training, which can only be achieved through the immediate and effective mainstreaming of the agency's gender endeavors and initiatives.”⁷

The TESDA Women’s Center (TWC) serves as the GFPS Secretariat. It has a pool of GAD Trainers with expertise in conducting Gender Sensitivity Training (GST), gender analysis, and results-based management program monitoring and evaluation. The PCW has certified two (2) GAD trainers from TESDA with the mandate, among others, to help continuously improve and strengthen the GFPS in the agency.

The TWC also convenes the Annual GFPS Assembly since 2013. The assembly aims to expand the capacities of the TESDA GFPS and GAD focal points on gender analysis, gender mainstreaming and new policies related to GAD planning and budgeting.

The GFPS Assembly is usually an important venue for TESDA to develop major GAD-related outputs. In its 2018 GFPS Assembly that was attended by the Director General, the Deputy Director General, and 70 gender focal persons, TESDA was able to develop its GAD Logic Framework and GAD strategic agenda. In its 2019 GFPS Assembly, facilitated by GFPS Executive Committee Chairperson, Deputy Director General Rosanna Urdaneta, TESDA came up with their Consolidated FY2020 GAD Plan and Budget that brought together the regional and central GPs.

Internally, gender mainstreaming has been a collaborative effort of the GFPS and the Deputy Director General⁸ with buy-in for the GAD cause and actively supports the Technical Working Group. For example, she recently advocated for gender inclusion among school administrators who run the school based TVIs. Throughout the leadership changes at TESDA, she has supported GAD. A career civil servant who rose from the ranks, she has a good understanding of the TESDA organization and operations, having been a previous regional director herself. With technical inputs from the GFPS, she adopted gender and development as a cause to espouse within TESDA. Her commitment appears to stem from a genuine conviction about the importance of GAD in development. As such, she sponsors GAD and is an important plank in the continuing institutionalization of GAD in TESDA.

The following GAD Champions of TESDA have steered the Agency into becoming a more gender fair TVET sector: Senator Leticia Ramos-Shahani, former GAD adviser of the TESDA; Dr. Leonilda Bayani-Ortiz and Dr. Maria Paloma Papa were the gender champions in the TESDA Board and Sec. Isidro Lapena, current Director General and the Chairperson of the GFPS DDG Rosana Urdaneta. In addition, Maria Clara Ignacio of TESDA was certified by the PCW as a GAD resource persons.

⁷ <https://www.tesda.gov.ph/News/Details/17862>

⁸ Rose Urdaneta

Under the leadership of Director General Isidro Lapena, TESDA garnered its second GADtimpala Award in 2019⁹ and incorporated GAD Awards *sa* TVET in the Program for Awards and Incentives for Service Excellence (TESDA PRAISE). Also, it submitted an Agency specific action plan for Women, Peace and Security to ensure that the concerns of women, especially those in conflict affected areas would be included in the GAD Plan and Budget.

2) *The GFPS is weak and need to be made functional at the CHR, DOH, DFA, DILG.*

While the functionality of the GFPS is palpable at the COA, DA, DOST, and TESDA, the same cannot be unambiguously said of CHR, DILG, DOH, and DFA. CHR and DFA realized that there were gaps in the functionality of their GFPS in the course of their self-initiated gender audits. The DILG also needs to activate their respective GFPS and make it fully functional, while there is also ambiguity in the functionality of the DOH GFPS.

DFA. The DFA's GAD Focal Point System was established in 2011 in accordance with the provisions of Republic Act No. 9710 or the Magna Carta of Women¹⁰ and in accordance with Department Orders No. 01-11 and 14-12. There is a designated GAD Focal Point Officer and Alternate in every Foreign Service Post (FSP), Consular Office (CO), and Office in the Home Office. This strengthens their role as part of the GFPS and ensures gender mainstreaming in the Department.

In pursuit of the MCW, Department Order No. 14-2012 was issued, and it identified and designated the members of the GFPS. DFA Secretary Teodoro Locsin, Jr., is the Head of the GAD Focal Point System and the GFPS Executive Committee consists of the five DFA undersecretaries and it is headed by Officer-In-Charge Ma. Theresa B. Dizon-De Vega, as Chairperson, GFPS Executive Committee and the Undersecretary for Administration. Members of the GAD Executive Committee are five undersecretaries.¹¹ In 2020, the DFA undersecretaries were: J. Eduardo Malaya, Undersecretary for Administration; Lourdes M. Yparraguirre, Undersecretary for International Economic Relations; Sarah Lou Y. Arriola, Undersecretary for Migrant Workers Affairs; Enrique Manalo, Undersecretary for Policy; Brigido Dulay, Undersecretary for Civilian and Consular Affairs and Ernesto C. Abella, Undersecretary for Strategic and Communications Research.

⁹ In 2014, TESDA was given the GADtimpala Bronze Award for gender responsive governance.

¹⁰ <https://dfa.gov.ph/dfa-news/dfa-releasesupdate/18682-dfa-holds-first-ever-gender-and-development-assembly>

¹¹ Undersecretary Sarah Lou Y. Arriola, Undersecretary for Migrant Workers Affairs, Undersecretary Enrique A. Manalo, Undersecretary for Policy, Undersecretary Ernesto C. Abella, Undersecretary for Strategic Communications and Research, Undersecretary for Civilian Security and Consular Concerns, and Undersecretary for International Economic Relations.

DFA's Participatory Gender Audit in 2018 noted that "the GAD Secretariat and GFPS are *not yet functioning optimally* as intended by the RA 9710. Both the GAD Secretariat and GFPS have to contend with the reality of limited GAD personnel, mobility and rapid turnover of DFA personnel, which is DFA's 'normal' operations. As a consequence of these challenges, both substantive and administrative GAD tasks are not yet systematically mainstreamed into DFA's strategic performance management systems including its mechanisms for strategic and business planning, accountability reporting (OPCRFs and IPCRFs) as well as internal audit and quality management systems. Nevertheless, the GAD Secretariat has been a key driver and change agent in pushing for and supporting the implementation of GAD activities. There is a perception that the GAD Secretariat's role and responsibilities go beyond the performance of its current functions, and that it may need to be re-structured or relocated under another office with accountability and authority over strategic policy formulation, programming and management operations."¹²

In line with the DFA's GAD Agenda 2019-2022 adopted on 28 February 2019, the DFA issued Office Order No. 932-2019 thereby restructuring the DFA's GFPS Technical Working Group into seven (7) thematic/functional clusters -- Office of the Secretary, Administration, Policy, Migration, Consular and other concerns, Economic and Communications -- led by the GFPOs and their Alternates.

CHR. "A resolution has established the CHR's GFPS but it has realized that it has not been functioning as it should be. The Gender Equality and Women Empowerment and Human Rights Center (GEWHRC) and the Planning Management Office attempt to fill the gap. The GEWHRC is providing support to Central Offices and Regional Offices to mainstream gender to CHR's staff through development of programs and activities that will capacitate the staff and integrate gender in their work but short of fulfilling the supposed role and functions of the GFPS. The PMO attempts to comply with GAD planning and reporting requirements. However, regular GFPS meetings as required is not met, and planning cycles still struggle to mainstream Gender and Development".¹³

CHR is recognized to have dual and closely intertwined mandate relative to gender equality: 1) as a National Human Rights Institution (NHRI) and 2) as Gender Ombud (*refer to section A.6*). The role of Gender Ombud is unique to the CHR given its authority to monitor and investigate violations of private, individuals/corporations, government officials as well as government agencies upon complaints or *ipso facto* violations of the R.A. 9710 and other related laws including international human rights treaties to which the Philippines is a State Party. The CHR clarifies that "its designation as Gender Ombud does not mean creation/installation of another

¹² DFA PGA, Dec. 2018 Executive Summary.

¹³ CHR Feedback Report, August 2020.

mechanism within the Commission; it simply means bestowing and supplementing it with specific functions to strengthen its existing mandates.”¹⁴

DOH. “The DOH has an existing GFPS, however, *its functionality is ambiguous*. The committee doesn’t have regular meetings and convene only as need arises mostly for the purpose of GAD Planning and Budgeting and compliance to reports/updates on international GAD commitments. Recently though, a meeting was held for the development of the GAD Agenda.” Initial efforts were also conducted in 2017 in developing the DOH GAD Framework, but this has not been finalized at the time of the interview. (Minutes of the Meeting with GFPS, 9 May 2019)

DOH can drive the gender mainstreaming activities within the central office, the regional offices and the retained hospitals. It must be mentioned that in the government hospitals retained by the DOH after the devolution, gender mainstreaming should also be in force. While the present study was limited to the DOH Central Office, the author noted that in one DOH-retained hospital, the Quirino Memorial Medical Center¹⁵ (QMMC), gender mainstreaming was very much in progress. To verify if GM is being practiced in the other DOH retained hospitals, a separate look into the other DOH retained hospitals would be worthwhile as well. Health service delivery which happens at the LGU level is not within its purview due to the devolution.

DILG. DILG is a national government agency which has supervisory role over the local government units (LGUs). Its GFPS was reconstituted in 2018 but it has not been meeting regularly since then. Reportedly, it functions but rarely meets, although the Assistant Secretary in charge is active in attending PCW functions.

A vital role of the DILG is rolling out gender mainstreaming to the Local Government Units. While it is the LGUs that monitor the women’s situation on the ground, DILG is mandated to monitor LGUs’ compliance on the implementation of MCW, and one method is through the review LGUs GAD Plan and AR. Apart from this, it also ensures that LGUs are compliant with the other requirements of the MCW like the GAD Code, establishment of GFPS, enactment and implementation of GAD-related policies, among others.

At the BLGD, data on LGUs’ compliance with the localization of the MCW are stored in their google drive. At present, the DILG has information on the number of LGUs with GPB. These data could be the foundation of a database which will be linked to the online submission of GPB. This system is a work in progress. The BLGD in partnership with Department’s Systems and Management (ISTMS), launched its new online platform using the DILG intranet where LGUs can easily upload and get approval on their GAD GPB and GAD AR. The Google drive has provided much help

¹⁴ CHR Feedback Report, August 2020.

¹⁵ The author was a resource person of QMMC for a training on Anti-Sexual Harassment, 2019.

to the implementation of the program but it needs to be institutionalized by developing a responsive online tool for this.

Based on the DILG report to PCW on 23 January 2020, GFPS have been set up in 78% (63 out of 81) provinces, 92 % (132 out of 143) cities, and 87 % (1,302 out of 1,491) municipalities as per DILG data. While the data may need verification, but if these figures are to be taken as indicative, these data suggest quite an extensive reach in terms of establishing the GFPS. The question is how functional are these GFPS? This could be the subject of another study to understand the dynamics of gender mainstreaming

In general, the MLGOOs/CLGOOs coordinate and consult with the DILG on GAD matters, including VAW and the arrangements appear to be in order in so far as the preparation of the GAD Code and GPBs are concerned.

Also, the cascading of the gender mainstreaming efforts is facing some temporary setback because there have been personnel movements and some members of the GFPS have retired.¹⁶ Due to personnel movements, there have been some flux in working arrangements of the GAD Secretariat that reports directly to the head of the GFPS. Currently, the Planning Service provides technical assistance to fill the void in the GAD secretariat functions.

At DILG, its Planning Service steers the GAD-related functions. The GFPS receives mandates from the Planning Service on the GAD-related programs or activities to be implemented at the central office level only. The Bureau of the Local Government Development (BLGD) receives instructions from the Planning Service and it cascades these to implement gender mainstreaming activities at the LGU level, particularly in localizing the MCW. This arrangement appears ideal but it renders the GFPS, who is more focused on the central office GAD implementation, being less informed of GAD mainstreaming activities and accomplishments at the local level.¹⁷

Other Findings/Observations

High leadership support could create functional GFPS while the lack of it could create otherwise. Agencies with functional GFPS were noted to have high level leadership support, presence of committed gender champions, systematic and sustained capacity building, and by now, they have developed their own gender experts. More high-level leadership support is crucial in the cases of DOH, DILG, and DFA.

GFPS may not prioritize GM functions when confronted with pressing national issues. In the case of DOH, former Secretary Ubial used to give GAD good support but after

¹⁶ Interview with the DILG GAD Secretariat last 24 May 2019.

¹⁷ Validation Meeting, October 2019.

her departure from the post, the same cannot be said anymore. Besides the DOH is distracted by many urgent concerns such as polio recurrence, public outcry over Dengvaxia victims and more recently, the COVID 19 pandemic.

Putting PCW under the DILG is both a gain and a challenge. The case of DILG is unique in that it has under its wings, no less than the PCW. On October 31, 2018, President Rodrigo Duterte, through executive Order 67, series of 2018, placed PCW as an attached agency of the DILG. This change in PCW's parent agency deviates from the MCW which specified that the Commission is under the Office of the President (OP). The MCW provides that the PCW shall "*Act as the primary policy-making and coordinating on women and gender equality concerns under the OP...*". On the other hand, PCW is a resource that can be gainfully used by the DILG to deepen gender mainstreaming at the LGUs; yet, it remains to be the oversight on gender equality concerns of the national government agencies.

This circumstance lends reason to rethink the set up and organizational attachment of the PCW. Scenarios can be thought out to redefine and/or reposition PCW so that it could best serve gender and development; whether it should be re-attached to the Office of the President or it should now be transformed into a Department of Women's Affairs and Gender Equality or an equivalent structure. Such organizational changes are needed to make the PCW become more responsive to the needs of the times. Gender has now become a global concern especially on the road towards achieving the sustainable development goals. This is worth deliberating on with the stakeholders.

Non-functionality of GFPS is linked with lack of institutional capacity. In the agencies with focal points that need to be more functional, institutional capacity was sorely missing, and this was noted by the agencies themselves.

Agencies with functional GFPS have developed their GAD champions and experts so that they could be less dependent on the PCW. GAD champions were identified as follows: DA – Undersecretary Evelyn Lavina, Chairperson of the DA GFPS, Marites D. Bernardo, Head of the DA GAD FPS Secretariat; Undersecretary Evelyn G. Lavina diligently attends the Search for the Outstanding Rural Women Farmer because it is seen as a mechanism for motivating women farmers and fisherfolk in performing sustainable agriculture and fisheries. Gender experts were also named in the agencies. For example, the DA has seven GAD experts, namely: Lorna A. Villegas, DA Central Office; Wilhelmina Pearl Guliman, DA BFAR; Aloha Gigi Bañaria, DA RFO 5; Rosemarie Martin, DA RFO 2; Ms. Carmelita Fantilanan of DA RFO 6, Edson Alijo, DA RFO 13, and Isabelita Ocampo, DA RFO 13.

Other gender champions are CO Assistant Commissioner Lourdes Castillo, Director Atty. Fortunata Rubico; DOST Director Fontanilla and TESDA Deputy Director General Rosana Urdaneta and Maria Clara Ignacio of the TESDA Women's Center.

The GAD champions served as the animators of gender mainstreaming processes. For example, at the COA, Assistant Secretary Lourdes Castillo, now retired, continues to participate in the GAD programs of COA. In her term, she was able to develop committed successors who sustained the gender mainstreaming efforts, one of which is the current head of the GFPSTWG. At the CHR, Atty. Twyla Rubin serves as the go-to person for queries on GAD. Ms. Leah Barbia also led the conceptualization of CHR's GAD audit in 2017 and its implementation in early to mid-2018. Likewise, Undersecretary Evelyn Lavina diligently attends the search for the Most Outstanding Woman Farmer because it is seen as a mechanism for motivating women farmers in performing sustainable agriculture.

ON GFPS CAPACITY BUILDING

Creating the GFPS is necessary but not sufficient to drive gender mainstreaming within the agencies. An important intervention is to build the capacity of the GFPS members in the what, why and how of gender mainstreaming. The GAD focal persons must become the animator and catalyst of processes whereby gender is integrated into the regular work processes of their respective units. Hence, capacity building is integral to the establishment of the GFPS.

Despite the many PCW trainings, the clamor for capacity buildings has remained. In fact, it is a perennial concern because personnel movements continue through time and new staff must be oriented on GAD.

Oversight Agencies

COA. As of December 31, 2019, COA has a total of 9,093 personnel where 65% are female. COA holds continuing capacity building for both the COA officials and staff, and agency personnel because this is vital to the performance of their gender auditing functions. Capacity building programs are conducted at the Central Office through its Professional Development Office (PDO); and in all Regional Offices and Sub-Regional Office (SRO) of Negros Island and Siquijor (NIS) through their respective Regional Training Units (RTUs). Four times a year, they conduct a GAD Awareness Program embedded in the Orientation Seminar of 3-5 days for new recruits. The annual training plans of the RTUs are reviewed and approved by the PDO for uniformity of course offerings. Thus, ROs and the SRO have conducted trainings on GAD Awareness; and GAD Planning, Budgeting and Auditing.

To date, the former head of the GFPS TWG believes that not all auditors are capacitated in GAD and, therefore, this is a continuing area for further action. On capacity building conducted in the Central Office, the number of trained COA officials and staff, including members of the GFPS, totaled to 4,137 with 1,206 male and 2,931 female

participants as of December 31, 2019. For the same period, COA has trained 54 male and 214 female agencies' personnel for a total of 268. Excluded from these numbers are the trained COA regional officials and staff, and agencies' regional personnel conducted by the Regional Training Units of all COA Regional Offices and Sub-Regional Office, In 2017 and 2018, likewise, there were five GAD seminars and fora conducted by agencies offsite where COA GFPS resource persons served as expert lecturers but the number of sex-disaggregated attendees were not provided by the host agencies.

COA emphasizes that the audit of GAD funds is no different from the regular audit of government transactions. There are only additional documents which the auditors have to review to determine the proper or judicious use of gender funds. These include the endorsed and approved GAD Plan and Budget and the GAD accepted and approved Accomplishment Report, among other GAD-related policies, enabling mechanisms and PAPs of government agencies. Hence, COA GAD audit policies and guidelines also ensure the mandatory inclusion of GAD audit observations and recommendations in the annual audit reports as required under COA Circular No. 2014-001 dated March 18, 2014 on the Revised Guidelines on the Audit of GAD Funds and Activities in Government Agencies; and COA Memorandum No. 2018-009 dated August 14, 2018 on the Checklist of Common Audit Observations in the Audit of GAD Funds and Determination of Gender Issues and Mandates of All Government Agencies.

These audit guidelines also include the annual sectoral consolidations (national, corporate and local) of common audit observations and recommendations which are appended in the respective Annual Financial Reports of National Government Agencies (NGAs), Government-Owned and Controlled Corporations (GOCCs), and Local Government Units (LGUs) issued by the COA's Government Accountancy Sector. The COA GFPS provides PCW annually a copy of the three sectoral consolidated common audit observations and recommendations; and the DILG-BLGD for a separate copy of the LGUs sectoral consolidated common audit observations and recommendations for guidance and monitoring of gender mainstreaming by these oversight agencies.

Most of these common audit observations and recommendations are results from compliance audits, which refer to conformity with laws and rules of audited agencies. After 10 years of MCW implementation, the COA GFPS envisions the transition from compliance audits to the conduct of more performance audits of agencies' GAD PAPs of agencies to ensure that program objectives are achieved based on the audit criteria of efficiency, economy and effectiveness audit criteria).¹⁸ Performance audit reports provide more quality audit reports on the utilization of GAD funds vis-à-vis the achievement of program objectives.

¹⁸ Atty. Fortunata Rubico, Head of the GFPS, COA. E-mail communication, 25 Nov 2019.

In 2017, the COA Chair has issued a directive to include the audit of GAD funds and activities in the Citizen Participatory Audits and the Audits of Foreign-Assisted Projects. Beginning 2017, the audits of GAD funds and activities have been included as thrust area in the annual conduct of Philippines Embassies and Consulates; with the consolidated audit observations and recommendations already furnished the PCW and the DFA.¹⁹

CHR. GAD capacity is essential in the exercise of CHR’s Gender Ombud functions as mandated in the MCW. In line with this, the Commission incorporated standards on gender sensitivity in handling of cases in its Guidelines and Procedures and Manual for Investigations in 2012 and adopted the Gender Ombud Guidelines in 2015.

“As of 2019, the Commission has trained 13/16 of its regional offices on GAD and its Gender Ombud functions. It hopes to be able to reinvigorate its GFPS and to finally mainstream GAD budgeting in its planning cycle.”²⁰

“Pursuant to directives under the RA 9710, the Women’s Human Rights Center of the Commission was strengthened through the establishment of the GEWHRC together with other thematic human rights centers under the Human Rights Centers Management Office. While GEWHRC primarily houses the gender equality champions within the Commission, there are also gender equality champions and experts in regional offices.”

By resolution, GFPS members are concentrated in the Central Office. However, some regional offices have designated and identified their own regional GFPS. The Commission is working towards a resolution on a more regional inclusive GFPS.²¹

Some GFPS members in the Regional Offices, and some GAD Focal members have GAD capacity. In the regions, most GFPS members, GAD Focal persons, and staff members from the Legal and Promotions Division are able to serve as GAD resource persons especially in relation to GAD-related laws.

The CHR as a government agency is mandated to adopt gender mainstreaming as a strategy and designated as Gender Ombud. These are interrelated but different functions. The GAD Focal persons serve as Gender Ombud in the regions and sometimes other related work on gender that include gender mainstreaming.

In general, the lack of a monitoring system to track trainings of staff members makes it difficult to assess the levels of GAD capacity of CHR staff. Training courses that were rolled out to CHR personnel typically combines GAD Ombud and gender mainstreaming topics into a limited timeframe, which makes it challenging for

¹⁹ COA Feedback Report, July-August 2020.

²⁰ CHR Feedback Report, August 2020.

²¹ Ibid.

participants to retain and process information. Among regular staff members, attendance to GAD trainings initiated by the Central Office is uneven. Those from the protection cluster are prioritized.

The 2015 and 2016 GAD ARs from the Central Office reported that 71 investigators and 257 lawyers had training on GAD-related HR violations. Staff members from other sections were not identified as participants in trainings. In Regions IX and X, almost all of the staff members were able to attend the GAD training initiated by the Regional Offices. This is also the case with Region IV-A when GAD Focal Points re-echo trainings from the Central Office to the entire Regional Office.²²

The request for regular capacity building activities for all employees has been consistently expressed, especially in the Regional Offices. The dearth of gender training is captured in one staff's observation: *"In my 14 years here in the office, I only attended a Gender Sensitivity Training once, and I think that's a basic one. That's just one time and I don't know if they will set another one again..."*

Also, the PGA of 2018 noted that many members of the top management have no recent training in GAD. Another issue in capacity development is the disruption of GAD capacity-building initiatives when people with GAD expertise resign or retire. For example, no one replaced the retired HRDD staff who used to do the gender training.

Despite limited training opportunities, there are personal efforts from proactive individuals to learn on their own. For instance, a staff member from Region IV-A reported reading reference materials such as the Gender Ombud Guidelines in his spare time to learn more about GAD. For many others, GAD is learned through experience and "common sense".²³

"The GAD trainings conducted by the Commission for its Regional Offices extend the content of the GAD trainings regular module to fit the Commission's mandate as Gender Ombud:

- Aside from basic gender concepts and GST, CHR emphasizes SOGIESC, being an advocate for the rights of persons with diverse Sexual Orientation and Gender Identify (SOGIE).
- There is a separate module on CHR as Gender Ombud that emphasizes the roles of protection, promotion and advocacy in performing its functions as embodied in the Gender Ombud Guidelines of 2015.
- The module also includes case studies on actual GBV cases handled and

²² CHR PGA, 2018:34.

²³ CHR PGA, 2018:35

investigated by the Commission on Human Rights. With the exception of three to 4 regions, the 16 regional offices have recently undergone updated GAD Training and specific SOGIESC training from 2017 to 2019. This arms the Commission's lawyers, investigators and staff with the knowledge and skills needed to act as Gender Ombud , in their different areas of responsibility.

Trainings also serve as venue for Gender Ombud focals to share best practices and address/ discuss continuing gaps and challenges.

The limited number of lawyers and investigators continue to limit the Commission's function. Gender Ombud focals, who are lawyers and investigators who oversee gender related programs and activities and who attend to gender related cases, often multi task; they are also regular lawyers and investigators of the Commission that handle the increasing number of EJK and human rights defenders' cases. The Gender Equality and Women's Human Rights Center is currently made up of only three occupied plantilla positions; the remaining three staffers are job orders. These are limitations that impact the work of the Commission as Gender Ombud. But despite these limitations, Regional Gender Ombud focals strive to address gender related cases and implement programs in relation to promotion, protection, and policy work of the Commission.

The Commission is able to tap PCW GAD Resource pool in its GAD trainings. It also invites PCW on its different programs, particularly on the situation of women in the marginalized sector.

Under the Gender Ombud Guidelines, the Commission can receive recommendations from the PCW on agencies that are not compliant with Magna Carta of Women or on existing gaps in the implementation of the Act, and CHR can issue an advisory on the matter. Together with PCW, the CHR also monitors government compliance with MCW; hence, apart from coming up with its own independent report, the Commission also contributes to state reports drafted by the PCW.

The CHR is among the agencies that comprise the IACVAWC as stipulated in R.A. 9262 tasked to “formulate programs and project to eliminate VAW as well as develop capability programs for its employees and became more sensitive to the needs of clients.” The establishment of the GBV Observatory is among its current initiatives. The Observatory is envisioned to serve as a data hub or repository of data on GBV.²⁴

As a national human rights institution, the CHR is mandated to promote the protection of, respect for, and enhancement of the people's civil, political, economic, social and cultural rights.

In terms of protection of GBV or discrimination against women and members of the LGBTQI community victims, assistance come in the form of investigation, legal and

²⁴ CHR Feedback Report, August 2020.

financial assistance. Constant monitoring is also conducted in cases of women who are detained and women in the context of disaster and armed conflict. In terms of promotion, CHR central and regional offices conduct sustained capacity building on women's human rights and the rights of persons with diverse SOGIESC. It also advocates with government and CSOs.

Through the Strategic Communications office, the Commission advocates for women's human rights (WHR) and calls out government officials for misogynistic remarks against women. In case of its Policy mandate, the Commission issues advisories and submits report to treaty bodies on state compliance with treaty obligations. Policies informed by situation monitoring of different sectors is also conducted. CHR has also used this role as basis for policy advisory services such as on proposed gender-related legislative measures and monitoring of the Philippines' compliance with the CEDAW.²⁵

The CHR website show the reports (Gender Ombud and Situational reports of the Commission) as well as statements and policy issuances of the Commission on relevant current affairs calling into account state accountability in cases of gender-based violence (misogynistic remarks, rape jokes, apparent violations of the Magna Carta of Women).

Cases are regularly handled and acted on by the regional offices, including investigation, legal assistance, and financial assistance to women victims of violence. Currently the Commission is compiling a casebook on GBV of cases handled and addressed by the Commission. This year, the Commission approved terminal reports on the Commission's Participatory Gender Audit, the GBV Mapping, and the *Panaghoy* on the impact of the war on drugs on women and children. One MCW case (on dismissal because of pregnancy outside of marriage) assisted by the Commission is currently pending in the Court of Appeals. Some cases were dismissed despite merit due to insensitivity of service providers such as on the case of a child who was a member of the LGBTQI community who was made to wear a curtain by a school principal.²⁶

Through this effort everyone at the CHR are made conscious of performing Gender Ombud functions, particularly among the lawyers, investigators, information officers, and training specialists.²⁷

Worth noting is that GAD-related activities at the CHR are reflected in the performance contracts (OPCRs, DPCR, and IPCR) starting this year, a practical way of strengthening gender mainstreaming quite apart from the performance of Gender Ombud functions. CHR emphasizes that "(g)ender mainstreaming is mandated to all government offices but the Gender Ombud functions of the CHR is unique.

²⁵ CHR-PGA, 2018.

²⁶ Based on the email reply of Atty. Twyla Rubin, 26 November 2019.

²⁷ Princess Molleno, 26 November 2019, Email communication.

Implementing Agencies

DA. In general, the DA-GAD Secretariat feels that the GFPS is functioning well though there are challenges. From the viewpoint of the GAD Secretariat, the GFPS can be improved through the provision of funds from the various programs (direct cost) and in the execution of strategies for gender mainstreaming (attributed cost).

In 2015, the DA stood halfway in the gender mainstreaming ladder. At this time, the Gender Plan and Budget of the DA was not accepted by PCW as there was already a change of mode from paper or hard copy to online transmission through the Gender Mainstreaming Monitoring System (GMMS) and DA encountered difficulties in following the tedious process. This was three years after it began its PCW's GREAT Women Project wherein some of the DA staff attended the gender trainings under the project; the current members of the GAD Secretariat were among those who participated in the said trainings which have elped in initiating the capacity building of the DA-GAD.

In 2016-2017, the Department inched its way up in gender mainstreaming. But by their self-assessment at the end of 2018, the Department has reached the highest level of GAD application and is now poised for *institutionalization*, the next level of gender mainstreaming.

DA's leap from 2017 to 2018 has been significant suggesting that it chalked up a lot of gains during the last two years of gender mainstreaming. From a PCW-GMEF score of 50 points it went up to 80 points in 2018 by its own GMEF scoring.

Notably, the GFPS perceives that top management of DA is supportive of women in the organization. Although women's representation at the top level of the organization is below 50 percent, there are numerous women at the middle and lower rungs of the DA hierarchy. They dominated the middle management and technical staff of DA but they comprised only 21 % of top management.

The GAD secretariat reported that in February 2015, then DA Undersecretary and now DOT Secretary Romulo Puyat conducted a briefing about GAD to all DA officials from the Secretary, Undersecretaries, Assistant Secretaries and all heads of Regional offices, Bureaus and Attached Agencies thus enjoining greater support for GAD, particularly on the GAD Budget. Moreover, Undersecretary Evelyn G. Laviña, now the head of the GFPS also attended a GAD orientation executive briefing in December 2018 and has initiated the utilization of the 1 % of the 5% GAD Budget for direct cost for women.

For the employees, GAD Orientation and Gender Sensitivity Trainings are being done under the supervision of the Human Resource Development Division (HRDD). The activity is part of the DA GPB.

The top-level management of DA is dominated by men and this is a group that could be targeted for gender sensitization and orientation. The transition to the Duterte administration has led to changes in the composition of the top leaders and to date, there is only one female undersecretary left (Evelyn Lavina) who is active in the GAD efforts. The DA men have not posed as obstacles to GM, but they could be “converted” into champions and that would send a powerful message. It would be useful to co-opt the men by making some of them gender champions in agriculture. Currently, the DA male employees have been involved as part of the Men Opposing Violence Everywhere (MOVE, particularly in Region 11), the Women’s Month celebration, 18-day Campaign against VAW, and membership to the GFPS and attendance in its capacity building activities.

This implies the need for continuing advocacy and sustained capacity building that can be driven by the GFPS, possibly with the help of the Women Agri-entrepreneurs who have been given awards.

DFA. At the DFA, the GFPS is in place (with policy), with GAD Focal Persons (GFPs) identified in all offices and GAD Secretariat. However, evidence, including feedback from GFPs, suggest that: 1) individual capacities of members of the GFPS are uneven; 2) in terms of GFPS’ system capacity, the lack of or inadequate system-wide planning and monitoring hinders or negatively affects the GFPS’s system-wide functionality; and 3) inadequately defined agency-wide strategic GEWE goals/outcomes/targets also serve as a barrier to strengthening DFA’s institutional capacity and maximizing DFA’s potential as a key actor in contributing to the achievement of national and international GEWE commitments and target.

The Participatory Gender Analysis (PGA) undertaken by the agency in 2018 also noted that “...there appears to be **no** evidence that a systematic training needs assessment was undertaken to determine the training needs of those trained, or a systematic evaluation of the participant’s uptake of what the participants were trained on. The rotation system of DFA personnel also makes it difficult to sustain capacity development investments. In practice, handover by which adequately capacitated GFPs share their specialized competencies when rotation happens is not systematically undertaken. Participants of previous GAD seminars were expected to conduct echo seminars, but not everyone did. There should be a monitoring system in place to make sure that all these are done.”²⁸

Activities such as the DFA GAD Assembly in 2018 and the first ever Gender Responsive Leadership Retreat for its top management officials in August 2019 are positive steps toward capacity building. This should catalyze the process of gender training needs assessment and capacity building actions in subsequent years.

²⁸ DFA PGA 2018.

DOH. According to the Knowledge, Attitude and Practice (KAP) survey undertaken by the DOH GFPS secretariat in 2017, there is a knowledge gap on common GAD terms and concepts such as gender, gender equity, gender equality and sex. At the same time, the study noted that in general, knowledge on GAD is relatively high regardless of sex and training/orientation in GAD. But male respondents who have had GAD training and orientation showed higher knowledge scores.

There have been personnel and leadership turnovers at the DOH during the last five years. Hence, there is good reason to launch capacity development initiatives. The continuous strengthening of the GFPS is in the work agenda of the DOH as shown in its 2018 GAD AR. The above mentioned KAP survey recommended a number of measures to foster GAD knowledge and information among DOH central office staff: Promotion and awareness of GAD among employees; Conduct an intensive and hands-on GAD training; Conduct of seminars on SOGIE (Sexual Orientation and Gender Identity or Expression) GAD discussions during flag ceremony, Share IEC materials on GAD.

Toward fostering a gender responsive culture, the 2017 KAP survey recommended the issuance of policies on GAD (i.e., recruitment, promotion and awareness, issues, training programs, guidelines, work life balance, and work from home); **incentivize GAD initiatives**; promote equality in terms of work, gender, anti-sexual harassment in the DOH-CO and regional offices; implement uniform applicable for unisex; provide fitness facilities that are separately used by genders. In 2018, to upgrade the capacity of the office staff in integrating gender in MFOs/PAPs, a number of training activities were organized such as for examples: Training on GAD and Gender Analysis was conducted for 29 staff of the Bureau of Local Health Systems Development (BHLSD); conduct of GAD training on basic GAD concepts, issues, policies and gender mainstreaming for members of the GFPS, and workshop on client gender advocacy, focusing on how to manage clients conducted in Luzon in the 1st quarter (March) of 2018, and participated by 12 men, 14 women attorneys and Legal Officers and Administrative staff. Other trainings are listed in the 2018 Gender Accomplishment Report of DOH.

PCW observed that DOH is one of the agencies where gender mainstreaming is a challenge because of the huge size and scope of the agency. For example, there are hospitals that are under DOH that ideally should be submitting GAD Plans under the CO or regions; however, DOH-retained hospitals also claim that they have varied functions and priorities as hospitals and direct health-service providers which may be different from that of the DOH as a government agency

DOST. In 2007, “through the GREAT Women Project (GWP), DOST recognized the need to build up its capacity for integrating a gender dimension in its technology transfer and diffusion services, as well as the need for protocols and tools to assess the gender-responsiveness of its technologies used by micro, small and medium enterprises

(MSMEs). The DOST entered into a project partnership with the Philippine Commission on Women which provided institutional and policy support, advocacy, networking, skills training and resource materials. The PCW also conducted a DOST-wide GAD Orientation on Gender-Responsive Planning and Budgeting that provided information on basic GAD concepts to at least 95 percent of DOST employees until 2010.”²⁹

TESDA. Both internal and external clients are able to articulate gender issues/needs in the development of the organization’s GAD PAPs. Also, TESDA had initiated activities with PCW to facilitate gender mainstreaming. It has requested for a resource person for the capacity building of GFPS and had partnered with the COA and the OPAPP. In 2017, PCW Chairperson Remedios Rikken attended the National Directorate and facilitated the Executive Briefing on GAD. The GFPS has also conducted industry consultations at the TESDA Women’s Center. It is noted that TESDA was PCW’s partner in the GREAT Women Project and it implemented various capacity development activities to mainstream gender in the certification programs, especially of TESDA Women’s Center (TWC).

With the assistance of consultant, TESDA developed the Harmonized Gender and Development Guidelines, a tool for mainstreaming gender in TVET systems and processes. The tool has been endorsed to the PCW and NEDA for evaluation and thence, to the ODA -GAD Network.

At TESDA, capacity building needs to be spread to the regional offices and the TVET sector. This would help in deepening the integration of gender in the field of technical and vocational training.

Other Findings/Observations

Capacity building has to be sustained. Capacity building is a perennial task to drill GAD deeper into the organizational culture of the agencies and their respective sectors and constituencies. GAD trainings must be sustained through time as there will always be personnel movements and leadership transitions.

Incentivize GAD initiatives to accelerate gender mainstreaming. The need to incentivize GAD initiatives came to fore in the DOH knowledge and practice survey, a point that must be taken into account if gender mainstreaming is to be leveled up. PCW’s setting up of the GADtimpala Award has motivated the agencies. For example, COA seeks to “go for gold” and to garner the highest award possible. In line with this, on December 21, 2018, COA issued the Memorandum No. 2018-017 on the Special Awards and Incentives of the GFPS Beginning Calendar Year 2018 to incentivize COA officials, auditors and staff for their efforts on gender mainstreaming as a step towards

²⁹ <https://pcw.gov.ph/case-study/dost-pursuing-gender-responsive-science-and-technology>

integration in the annual COA Program on Awards and Incentives for Service Excellence (PRAISE).³⁰

Other agencies are also aspiring to be given this award. For the GFPS, the award recognizes and re-enforces their GAD programs. Also, the inclusion of GAD as part of Social Protection, one of 7 criteria (i.e. financial administration, disaster preparedness, environmental protection, peace and orders, business friendliness and competitiveness, social protection, tourism, culture and arts) in the DILG's grant of the Seal of Good Governance is a positive step.³¹

More thought should be given to incentivize GAD efforts within organizations. This can aspect can be included in a deep dive on gender mainstreaming at the LGU level.

A.2. *Planning, budgeting, monitoring and evaluation for GAD*

Assessment. By dint of the law, i.e. MCW, even in the agencies where the GFPS is less than functional, gender plans and budgets (GPBs) have been duly submitted to the PCW. The MCW mandated the submission of GAD plans and budgets and the evidence shows that the enforcement of this legal provision has been effective. Reports from PCW suggest that, generally, there is an upward trend in the number of agencies submitting GPBs and GAD ARs. In 2016, COA noted that 35 % or 318 out of 891 agencies did not submit their GPB.

The MCW provides that “All agencies, offices, bureaus, SUCs, GOCCs, LGUs and other government instrumentalities shall formulate their annual GAD Plans, Programs and Budgets within the context of their mandates.” It likewise provides that “At least five percent (5%) of the total agency or LGU budget appropriations shall corresponds to activities supporting GAD Plans and Programs”.

In 2012, the PCW issued guidelines on the preparation and submission of GPBs and GAD ARs. In 2015, PCW set up an online facility, the Gender Mainstreaming Monitoring System (GMMS) to facilitate GPB and GAD AR submission. Though there have been reports of glitches and connectivity issues, in general, the system appears to have worked and somewhat eased-up the submission process despite the inconveniences on the part of some agency staff. The general feedback from the agencies is the tedious and the considerable time that GPB preparation entails every year. The practice has proven to be burdensome because it is essentially considered an ad hoc task added to the regular workload of the GAD focal points. On the other hand, the PCW is expected to review GPB submissions, provide prompt feedback and endorse

³⁰ COA Feedback Report, August 2020.

³¹ <https://gad.pia.gov.ph/news/articles/1021597>

it for budget allocation. Given PCW's limited staff complement, it is strained to the limit and is sometimes unable to promptly deliver feedback; then GPBs do not get the necessary PCW stamp of approval at the appropriate time. This matter was discussed in the stakeholder consultation held in 2018 under the auspices of the Investing in Women Study (funded by the Australian Government). As a result, in September 2018, the PCW issued a circular encouraging agencies to develop a strategic GAD Agenda that will be the basis of their annual programming. The presence of GAD Agenda will ease the annual preparation of GPBs.

“The GAD Agenda is a two-part document consisting of the GAD Strategic Framework (GADSF) and the GAD Strategic Plan (GADSP). The GADSF outlines the agency’s GAD Vision, Mission and Goals anchored on the mandate of the agency, while GADSP defines the strategic interventions, indicators, and targets to be pursued to achieve GAD goals over a period of time. The timeframe of the GAD Agenda is **six years**.”³² The impact of this policy reform remains to be seen in the coming years starting in 2020.

The Commission on Audit has also strengthened its audit of GAD funds, which is critical to encourage agencies to prepare and submit their GAD plans and accomplishment reports. Non-submission of GPBs and GAD ARs means that COA could audit and call the attention of an agency for non-utilization of the gender budget.

A challenge for the PCW is 1) how to up the compliance to the minimum five percent GAD budget which has remained low; 2) the monitoring of the outcomes and impacts of agencies’ GAD plans and budgets.³³ Similarly, there is a huge challenge to have more LGUs involved in gender mainstreaming. Box 1 briefly describes DILG’s role in LGU gender mainstreaming.

³² <https://www.pcw.gov.ph/law/revised-guidelines-preparation-gender-and-development-gad-agenda>

³³ <https://pia.gov.ph/news/articles/1015662>

Box 1. DILG's Role in Gender Mainstreaming at the Local Government Units

The preparation of the DILG GPB is the responsibility of the Planning Service. DILG admits that they do not have a GAD agenda yet. It is still in the process of preparing the DILG GAD Road Map.

Each unit/bureau of the department prepares their respective GPB. Aware of its limitations, DILG has sought assistance of the PCW Technical Services and Regional Coordination Division to help them develop a GAD agenda. A workshop had been scheduled in the second half of April 2019 to develop a road map that will guide them in the preparation of their GPBs in the near future. In fact, the PCW has had various interventions with DILG. DILG, being one of the partners in the GREAT Women Project, and PCW's (then) Technical Services Division had several engagements on the localization of the MCW. While the DILG's Bureau of Local Government Development (BLGD) is very appreciative of PCW's technical assistance, they feel the need for continuing technical assistance to advance their work in localizing the MCW among the LGUs.

At the LGU level, a GAD consultant observed the following gaps:¹ 1) services are generally related to the reproductive and traditional role of women; 2) inadequate visibility of gender equality and women empowerment results; and 3) the need to translate GAD policies, particularly the MCW into concrete PPAs from the grassroots to the provincial LGUs. She recommends the following: 1) linking GAD Code and GAD-related policies with strategies and PPAs; 2) integration of GAD mechanism from the grassroots, B/M/PLGU, women and men, LGBTQ+ groups, NGO/CSO/Private sector- government to make the service delivery seamless; 3) forming a systematic replication of GAD best practices; and 4) transparency in the GAD Budget utilization.

Specific Findings

The preparation of GAD plans and budgets are not necessarily led by the GFPS. In general, the GFPS initiates the preparation of the GPB; in reality, there are variations among agencies. For example, the CHR Planning Office leads the preparation of GPB as well as the review and monitoring but often times the GEWHRC provides different forms of technical assistance that include provision of training and capacity building, formal/informal tutorials, and advice/feedbacks. Admittedly, functionality of the GFPS has been challenging and is certainly not cascaded down to Regional Offices."³⁴

At the Regional Offices, the Legal Section leads the gender mainstreaming process. Women carry most of the GAD workload while the men are not likely showing much support. In 3 out of 5 offices audited by the PGA 2018, they noted that male employees lacked appreciation of and are not involved in GAD. In Region VIII, where the top

³⁴ CHR Feedback, August 2020.

management is all male, gender mainstreaming level was noted to be very low. In the Investigation Office/Division, which was dominated by men, there was low appreciation of and involvement on GAD PAPs.

The GFPS is hardly involved in GPB and GAR preparation because these tasks are not yet done regularly by the Central Offices except by the CGEWEHR and PMO, who were in-charge of producing the overall GPB and GAR of CHR. In fact, it was only the Policy Advisory Office that was able to share a copy of their GAR, specifically, their Midterm Accomplishment for GAD on 2017.³⁵

Regional Offices submit their GPB to the Central Office but are not given feedback and extra support to enact them. Given the additional work that is not accompanied by increase in human resources and budgets, it is understandable that the regional staff harbor resentment toward the Central Office, including GAD initiatives. (PGA Final Report, 2018:37) Region IV-A's PLDD (Promotion and Linkages Development Division) is an outlier when it comes to GAD involvement. Whereas PLDDs in other regions take on a support role when it comes to GAD initiatives, in Region IV-A, it is the most involved division with regular submissions of Proposed Activities for GAD every quarter in 2017 and 2018, and reports on actual PAPs conducted.

The GAD Plan is finalized at the Central Office after consultation with the regional offices. The CO prepares the budget, and simply sends to ROs their fund allocation. Regional staff draft GAD Plans and submit these to the central office. But every regional office needs to submit a GPB and GAR to the COA by the end of the year.

Agencies have been dutiful in submitting GPBs. Agencies have been dutiful in submitting GPBs. though many of them are still in the process of formulating their strategic GAD agenda. For instance, COA has consistently submitted Annual GAD Accomplishment Reports and has prepared and submitted its GPBs for FY 2006-2015 and GAD ARs for FY 2005-2009 and 2010, 2012 and 2013.³⁶

The preparation of the GAD Agenda 2020-2025 was required only under PCW MC No. 2018-04 to take effect in 2020. Hence, COA is in the process of preparing its COA GAD Agenda 2020-2025. PCW staff³⁷ have facilitated COA's analysis of gender issues in the formulation of the COA GAD Agenda 2020-2025.”

Likewise, the DA prepares a GPB every year and it follows the PCW-NEDA-DBM Joint Memorandum Circular 2012-01. It has used the Philippine Plan for Gender & Development (PPGD), the Beijing Platform for Action (BPfA), the Convention on the

³⁵ CHR's PGA Final Report, 2018:36.

³⁶ GAD Section in www.coa.gov.ph

³⁷ Mr. Raymond Mazo and Ms. Rhodora Manga

Elimination of Discrimination Against Women (CEDAW) in determining what gender issues to address. According to the PCW's compliance report of 2015-2017, DA did not submit a GPB in 2015, but has consistently submitted in 2016 – 2019. In 2018, the Department of Agriculture (OSEC) allocated Php 278.4 million for GAD from its total budget of Php 4.25 billion (for General Administration and Support Services (GASS), Support to Operations and Operations).³⁸

DOH has also been submitting GPBs as required. The process of preparation entails the submission of the GPB of units and bureaus to the GAD Secretariat which consolidates the submission into one document. DFA has also been submitting Gender Plans and Budgets from 2014-2019 as well as Annual Accomplishment Reports, from 2014 – 2016.

Annually, the DOST also prepares its annual GPB following the PCW memo circular. In preparing the GPB, the agency reviews the GAD Plan and Budget and Accomplishment Report of the previous years to determine the percentage of accomplishment. The GAD focused activities conducted yearly are always included in the GPB such as the 1) Women's Month celebration and 18-Day Campaign to End VAW; 2) Yearly GAD Focal Point Assembly of GFPS of DOST agencies which is done to determine the results of the Gender Mainstreaming Evaluation Framework which as an input in the preparation of the GAD Plan and Budget and 3) Mini assemblies of GFPS to thresh out problems on gender mainstreaming.

Stakeholders participation is lacking in some agencies' GAD efforts. While participation of stakeholders is evident in GAD efforts of some agencies, this is not particularly true to all. The stakeholders have been able to participate in the planning of DA's GAD efforts through their participation in the Agri-Fishery councils at the local level, the consultation with Rural Improvement Clubs (Region VI), DA budget proposal consultation at local and national levels where the PCAF is invited in the said consultation and a woman representative from the civil society organization is also invited.

Included in DA's GAD plans are various macro level issues whose programs are mainstreamed with gender perspective. Emerging issues such as the mainstreaming of gender in disaster risk reduction management in the agriculture sector (RFOs), climate change adaptation (ATI) and the development of women friendly farm equipment and machineries (PhilMech, PhilRice) have been incorporated by the concerned agencies in the GAD efforts of DA.

While conscientiously submitting its GPBs, at the DOH, there has been no DOH organization-wide discussion and debate as to what gender issues will be given priority

³⁸ DA Feedback Report, August 2020.

and what strategic gender goals will be focused on within certain timelines that could rally bureau and agency efforts toward.

The presence of GAD framework helps facilitate a programmatic approach to gender mainstreaming. DA had drawn up a GAD Framework in collaboration with the PCW but this has never been presented to the Management. Nevertheless, the said framework has been institutionalized in the implementation of DA GAD Programs and embodied in DA's GPBs and GAD ARs. "In line with this, the whole DA system proactively addresses issues and concerns related to rural women's lack of access to services necessary for improving their productivity and limited participation in decision making. Women farmers and fisher folk were provided with production support services such as seeds, planting materials, animals and fishery materials. They were given market development assistance, training and education services, as well as agricultural and fishery equipment and facilities. Moreover, they were provided with credit and insurance services for social protection."³⁹

The DOST GAD Framework guides the organization's gender mainstreaming for the next five years. Its development began in 2016 with a series of consultations with the DOST GAD Focal Point System (GFPS) and its network of internal and external stakeholders. The enhanced version of the DOST GAD Framework is aligned with the national directive outlined in the PDP 2017-2022 and the DOST SFTP initiatives of the DOST leadership in the aspects where gender mainstreaming can help raise the metrics of achievement towards increasing potential growth through the productive utilization and stimulation of science, technology and innovation (STI) in areas of higher economic benefit for the Filipinos.

Organization focused gender mainstreaming endeavors to deliver immediate and intermediate outcomes by strengthening and institutionalizing GAD in **all** DOST offices and attached agencies. The efforts are geared toward: *sustained engagement mechanisms in the leadership, planning, decision making, and operations aspects* of the Department. DOST will intensify GAD education and training at all levels through the creation of a speakers' bureau and a highly capable team of GAD advocates. They will undertake regular GAD orientation trainings for all Department staff. By the time of the present study, PCW had evaluated the DOST speakers and accredited six out of 14 as gender trainers and resource persons.

In addition, a Gender HELP Desk has been created and it is meant to be a mechanism where DOST staff could seek guidance in case they have concerns pertaining to their wellbeing. In fact, DOST wants to have a psychiatrist on demand in case there is a need for psychosocial assistance among their staff.

³⁹ DA Annual Report, 2018.

While DFA had been including activities that address important gender issues, the result of its organizational gender analysis says that the agency has no over-arching and comprehensive strategy to mainstream gender in all stages of the programming cycle in place.⁴⁰ Gender issues addressed in the 2018 GPB pertain to the lack of women's access to information on their rights, numerous/costly requirements before women workers can access social protection services and welfare programs, Filipino workers are not aware of the existence of ILO Convention No. 189-Decent Work for Domestic Workers of which the Philippines and Argentina are signatories, lack of awareness of the IOM campaign and migrants' rights based on Argentine National Migration Law which protects the rights of all migrants regardless of their legal status, limited access to information on women and GAD-related laws and policies, low level of consciousness on the grave effects of human trafficking, feminization of migration which requires greater gender sensitivity in all policies and efforts related to international migration, insufficient information and lack of awareness on benefits provided by local health institutions and information on safe sex, family planning, insufficient in Filipino au pairs may not have been fully briefed about the expected cultural differences between Philippines and The Netherlands (NL) by their au pair agencies prior to departing to NL, formation and drug abuse, need to raise awareness on health issues affecting women.

Due to the lack of a GAD agenda, DOH has had no clear directions on how to mainstream GAD in every office. Some bureaus are deemed to have no GAD-related functions which made it difficult for them to identify gender issues and prepare a GAD plan and budget. (Meeting with GFPS, 130- 4:00 pm, 19 May 2019) In 2015, PCW noted that the DOH has to develop and adopt its GAD Agenda/Strategic Framework and integrate the GAD perspective in the agency's vision, mission and goals (VMG). Results of gender analysis should also be utilized in the development and/or enhancement of policies...(T)he DOH lacks 3 of the 4 essential elements of GAD planning and budgeting: on gender audit, on capacity building plan for GFPS, and on collection of SDD... It also needs to review its policies, plans or guidelines to respond to emerging issues or present health context and on the use of gender-fair language.⁴¹

The preparation of the DOH strategic agenda was work in progress at the time of the study in May 2019. The elements of such an agenda can be derived from the MCW and the recently launched GEWE in March 2019. The analytical basis for the agenda must be explicitly stated and must use SDD from the DOH information system and Monitoring and Evaluation system. By mid-2020, DOH reported the completion of its Gender Agenda 2020-2023 that was prepared with the help of a PCW-certified GAD consultant/resource person and with the support from the World Health Organization. The DOH strategic agenda emerged from a series of stakeholder consultations

⁴⁰ DFA PGA 2018:32.

⁴¹ PCW 2015 GMEF.

including the DOH central offices and constituents such as the Centers for Health Development, Retained Hospitals, Treatment and Rehabilitation Centers.⁴²

TESDA has prepared its strategic gender agenda for 2019-2022 and may well be the pivot to get TESDA to GMEF Level 4 because it seeks to purposively drive GM in the regional offices and the TVET sector. As of May 2019, the Strategic Gender Agenda has been submitted for approval by higher management. It forms part of the National Technical Education and Skills Development Plan (NTESDP).

The stated goals of TESDA's Strategic Gender Agenda are threefold: *GAD Goal 1*: Enhanced gender mainstreaming in TESDA through policy actions, capacity development and enabling mechanisms to achieve gender equality and women's empowerment (GEWE), and improve TESDA's GMEF⁴³ score from Level 3 to at least Level 4 by Year 2022. *GAD Goal 2a*: Improved gender-responsiveness of TVET programs, activities, and projects (PAP's). *GAD Goal 2b*: Improved delivery of gender-responsive programs, activities, and projects (PAP's). *GAD Goal 3*: Decreased gender gap in the participation of women and men in non-traditional trades/STEM-related qualifications such as Automotive NC II (Automotive & Land Transport sector), Plumbing NC II (Construction sector), EIM NC II (Electronics and Electrical sector), and Game Programming NC III (ICT sector).

The strategic agenda include the following key actions: 1) Institutionalize the integration of gender equality and women's empowerment (GEWE) principles and materials in TVET programs; 2) Design and implement a progressive capacity building program (CBP) on GAD for the TESDA officials, GAD Focal Point System (GFPS), and employees, including expansion of a core team of GAD trainers to provide assistance to regions and TVET trainers, 3) To promote the enhanced gender equality and women's empowerment (GEWE) learning materials for rollout to TTI's and TVI's, 4) To build a local constituency for training and employment of women in Non-Traditional Trades (NTT).

In 2018, the agency observed that 'TESDA's GAD plans and budgets (GPB) in the Central Office and Regional Offices need to be intensified while targeting to achieve not only the outputs and the results of GAD but also to make relevant changes felt among clients, beneficiaries and the whole organization.'⁴⁴

Difficulty in reaching the minimum 5%. By law, agencies are required to utilize 5% of their total budget for gender programs and the law applies to all types of agencies

⁴² DOH Feedback Report, August 2020.

⁴³ The Gender Mainstreaming Evaluation Framework (GMEF) is a tool to measure the extent of the gender mainstreaming efforts of an organization.

⁴⁴ <https://www.tesda.gov.ph/News/Details/17862>

whether or not they are frontline service delivery agencies. During the consultations in 2018 under the Investing in Women study, the GFPs voiced difficulty in reaching the norm of 5%, especially if their agencies are not concerned with service delivery. In this study, for example, five of the 8 agencies, i.e. COA, CHR, DOH, DOST reported compliance with the 5% norm. This suggests **the need to revisit and rationalize the application of the 5% norm to ensure optimal use of funds.**

More attention is needed to the use of gender funds at the LGU level where there are devolved services such as health service delivery. Perhaps, partnerships and collaboration between line agencies and support agencies like GOCCs could be forged to mobilize the gender budgets for greater outreach, especially in the remote areas. Boxes 2 highlights some notable practices in gender budgeting. Box 3 illustrates examples of experiences that need improvement.

Box 2. Some Notable Good Practices on Gender Budgeting

- In 2015, the Department of Health had a total budget of 19 billion and out of this, 6.9 million was allocated as its gender budget. Actual gender expenditure was 3.2 million or 45.99% of the 2015 GAD allocation. It is 16.83 % of the total DOH budget. Thus, “DOH is one of the few agencies that is able to spend more than the required minimum 5% GAD budget. More than 30% of their total agency budget was spent to implement GAD PAPs.
- Historically, COA’s utilization of the GAD budget was below the mandated five percent and has not yet reached at least 30% of COA’s overall budget. By 2015 however, it has reached nearly 5% (4.98 to be exact). COA’s GAD budget in 2018 was placed at Php 380,295,055.00 which is 5.68% of the agency’s total budget, COA’s GAD budget utilization has increased from Php 277 million in 2013 to Php 385 million in 2015.
- There were documentary evidences that CHR Regions IV-A, VII, IX, and X were able to allocate 5 % of their budget for GAD. (CHR PGA Final Report, 2018:27) Regional Offices X, IX, and IV-A see attribution as the appropriate course of action to establish their gender budget utilization.
- In 2018, “(t)he Department of Agriculture (OSEC) allocated Php 278.4 million for GAD from its total budget of Php 4.25billion (for entrepreneurial skills, knowledge and interest to access loans of agri-enterprises). At the end of the year, the actual expenditure for GAD was Php 276.17 million resulting to a GAD expenditure of 6.5%. The amounts utilized for client-focused and organization focused activities were estimated at Php 1.6 million and Php 1.7 million, respectively. The total GAD expenditure also includes the Php 272.6 million worth of interventions which were evaluated as “gender-sensitive” using the Harmonized GAD Guidelines (HGDG), attributed to the gender mainstreaming efforts of the National Rice and Corn Programs.”¹
- In the 2013 GAD Budget Forum, the PCW acknowledged DOST to have had 100% annual submission of the GPB. Five DOST agencies, namely FNRI, FPRDI, PTRI, PCAARD and PCIEERD, were noted to have utilized their 5% allocation as presented by the PCW Monitoring and Evaluation Division during the GAD`Focal Point Assembly (GFPA) in September 2014.

Box 3. Some Deviations from the Minimum 5% GAD Budget

- The DFA gender budget is far below the minimum level of 5%. However, the utilization rate is high and has increased from 2014 to 2016. DFA program expenditures may be attributed to GAD as listed by the DFA.¹
- TESDA GAD Budget in 2018 was 3 billion pesos; the gender budget is 27 million pesos or 0.90% of the total TESDA budget in 2018. There is great unevenness or variability in the GAD allocation both in absolute amounts and the relative proportion to the total budget of each provincial office. Expectedly each region or provincial office will have different total budgets and therefore the absolute amounts would vary. However, the relative percentage should be within the vicinity of 5%. In this regard, there is a wide range - on one extreme the Central Office has allocated 0.90% of its budget for gender while Region IV-A allocated 67%. How can this wide variation be explained?
- The consolidation and preparation of the DILG GPB is the responsibility of the Planning Service and it has been mainstreamed in the Operating units. The latter should prepare a separate GPB and allocate a total of 5% of their budget. The LGUs under DILG oversight prepare their own gender plans and budgets. It is noted that the gender budget of DILG has declined from 2015 to 2017.

The MCW, however, states that “The cost of implementing GAD programs shall be the agency’s or the local government unit’s GAD budget which shall be at least 5% of the agency’s or the local government unit’s total annual budget appropriation.” Thus, **there is a need to treat the GAD budget allocation against the total GAD budget of the agency as a whole and not on per regional office basis.**

GAD Monitoring and Evaluation.

Assessment. The GAD M&E is one aspect that needs to be strengthened among agencies. While many agencies have efforts to establish their GAD M&E, their GAD frameworks need to be harmonized with indicators relative to their GAD mandates. Also, **evaluation of gender-related impacts of programs and projects are not within the mind-frame of many agencies.**

Among the 8 agencies in this study, COA, DILG, DA and DOST reported having a monitoring system for GAD. At TESDA, gender indicators are included in the monitoring of the agency performance assessment. The establishment of monitoring and evaluation system is either work in progress or work to be done in most agencies. It is a major plank of the GAD management cycle that can enable PCW to genuinely exercise its policy oversight function. In this regard, PCW’s compendium of core GAD indicators is a major step in the right direction.

Specific Findings

COA. COA has created the *Gender Audit Committee* which is responsible for formulating policies and **monitoring** the implementation and reporting of the programs, projects and activities with respect to gender audit. COA submits to PCW and DILG annual Consolidated Audit Observations and Recommendations which document its findings in the audit of GAD funds. Also, Audit Reports are uploaded in the COA Website. On 10 July 2019, COA issued a memorandum circular to its Assistant Commissioners, Directors, Supervising Auditors, Audit Team Leaders, and concerned personnel announcing the creation of a data base for audit observations from 2018 onwards. A GAD Audit Survey Form is to be filled-out and submitted to their Information Technology Office. This memorandum serves to monitor compliance with the COA Memo Circular 2014-01 regarding gender mainstreaming in government agencies.

DILG. At the DILG, the Human Resource Service submits data on the employees including the sex disaggregated data. It has also included GAD indicators in its monitoring system such as number of LGUs with a GAD Code, number of LGUs given gender-friendly awards. In fact, the Seal of Good Local Governance, a DILG incentive scheme to foster good governance, is awarded to LGUs that have a GAD Code, a GAD Plan, GFPS and sex-disaggregated data, among others.

Data on the DILG's constituent LGUs is collected through a harmonized monitoring system; data are obtained from the LGUs' 81 reports. However, at this point in time, the credibility of the data cannot be guaranteed. The Monitoring and Evaluation staff are overloaded with so much work and do not have as much time to check the quality of the data that they receive for gender planning and budgeting of Local Government Units (LGUs), nor guide the review and endorsement of LGUs' GAD plan and budget review. Moreover, DILG does not collect data with regard to implementation of specific devolved programs like welfare programs. Data related to these are said to be collected by the concerned line agencies like DSWD, DA, DOH, etc.

At the moment, PCW noted that there is no reporting mechanism from the LGUs to the DILG, then to the PCW. This is an area for future action.

DA. There is a DA-wide monitoring and evaluation system in which GAD has been integrated. The GMEF and HGDG parameters are used as indicators in the said monitoring system. Sample indicators in 2019 GPB include: Number of women and men farmers/women-led organizations provided with production support services e.g. seeds, planting materials, animals stocks, farm equipment and other support services. (RFOs and bureaus); Number of women participated/attended market related events; Number of women and men farmers attended to technology training; Number of women's organization participated in agriculture and fishery councils at the municipal, provincial and regional level (PCAF); Number of AFCs with at least 40% women AFC

members and Number of training, summit, congresses and other GAD related activities attended by member of the GFPS.

DA is currently revisiting the output indicators for CY 2020 onwards aligned with Results based Monitoring and Evaluation (RBME). Monitoring of GAD PAPs is integrated in the OMIS and in the regular monitoring activities of the Office. In general, monitoring and evaluation of the impact of gender mainstreaming is an area for work in the immediate future.

Strengthening the Gender Monitoring and Evaluation System was identified as an action area which is an important factor for future efforts to assess the impacts of gender PAPs at the DA.

DOST. In DOST's GAD Kit, there is a DOST GAD Performance Measurement Framework. The GAD indicators are aligned with the national directive outlined in the PDP 2017-2022 and the DOST Science for the People (SFTP) initiatives of the DOST leadership. These indicators were included in aspects where gender mainstreaming could increase potential economic growth through the productive utilization and stimulation of science, technology and innovation (STI).

TESDA. While there is no clear-cut monitoring and evaluation system solely for GAD at TESDA, gender indicators have been included and mainstreamed in the assessment of agency performance. And for the purpose of evaluation, there is a need improve its monitoring system on agency performance to clarify the desired impacts at every level of the gender mainstreaming process.

Meanwhile, three of the agencies in the study, i.e. CHR, DFA, and DOH have no clear GAD M&E as yet:

CHR. Evaluation at the CHR is confined to program evaluation and operations review and does not pay much attention to impact. In the case of GAD, the evaluation consists of comparing performance versus targets. CHR needs to do more in the monitoring and implementation of the GPBs.

In terms of monitoring, the (SDPO) affirms that the Human Rights Action Center (HRAC) has a monitoring tool on the cases handled but there is no M&E system in place. Martus Executive Information System (MAREIS) is being reviewed and existing monitoring tools have yet to be computerized through the said system. Similarly, GAD-related monitoring has yet to be integrated in MAREIS.

The lack of a monitoring system at the CHR was noted and was seen as a drawback in tracking trainings of staff members, making it difficult to assess the levels of GAD capacity of CHR staff.

DFA. Since gender mainstreaming needs to be driven further into the organizational culture of DFA by integrating GAD in its planning and programming processes, the matter of monitoring & evaluation does not feature yet. As revealed in the PGA 2018, gender mainstreaming has to be drilled into the management processes of DFA and the GAD mindset needs to deepen.

DOH. DOH has no M&E system solely for GAD. The existing M&E system is for the whole health sector and gender is considered to be an important social determinant.⁴⁵

Health indicators in the PCW Compendium of Indicators include: maternal mortality ratio, proportion of births delivered in a health facility, proportion of births attended by skilled health personnel, % of women ages 15-49 who give birth and received 4 or more antenatal care checkups and 2 postnatal care checkups, modern contraceptive prevalence rate, unmet need for family planning, among others.

A.3. Generation and maintenance of gender statistics and sex-disaggregated databases to aid in planning, programming and policy formulation

Assessment. Gender mainstreaming has spurred the collection of sex-disaggregated data (SDD) for all agencies. All agencies shall develop and maintain GAD data base containing gender statistics and sex disaggregated data that have been systematically gathered, regularly updated and subjected to gender analysis for planning, programming and policy making.⁴⁶

There is a national effort to develop and enhance gender statistics that is led by the Philippine Statistics Authority. For example, one of the areas of concern is to “develop improved sex-disaggregated and age-specific data on the victims and perpetrators of all forms of violence against women, such as domestic violence, sexual harassment, rape, incest and sexual abuse, and trafficking in women and girls, as well as on violence by the agents of the State.”⁴⁷

“In view of its mandate under the MCW, the PCW pursued the organizational strengthening of its Monitoring and Evaluation (M&E) System starting with the development of the PCW M&E Results Framework and the MCW Gender Mainstreaming (GM) and Women Empowerment (WE) indicators. These provided the basis for the development of the Gender Equality and Women’s Empowerment (GEWE) Results Frameworks of various sectors clustered under five strategic goal areas: a) Women’s Social Development Rights; b) Women’s Economic Empowerment;

⁴⁵ Meeting with GFPS, 9 May 2019.

⁴⁶ MCW Chapter 6; Sec. 36 and 37.

⁴⁷ Power point presentation, PSA in the PCW website on BPfA progress report.

c) Gender in Security, Justice and Peace; d) Gender in Environment and Climate Change; and e) Gender-Responsive Governance.

The GEWE results frameworks aim to guide monitoring and evaluation of national laws and international human development commitments on GEWE such as the MCW, the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the Beijing Platform for Action (BPfA), and the Sustainable Development Goals (SDGs). These were progressively enhanced following a series of workshops.”⁴⁸

Efforts on the development and maintenance of GAD database vary across agencies. While agencies like COA and DA have developed GAD database for its internal personnel and for its external clients, that of other agencies are confined to their personnel only. Analysis of GAD statistics is crucial to M&E to form the bases of policymaking and/or development or enhancing of program/project implementation. In this study, DA and DOH shows the benefit of utilizing GAD statistics in program implementation.

Specific Findings

Currently, the agencies are in varying states of progress in SDD collection and compilation:

COA. The collection of SDD is reflected as one of the activities in COA’s 2018 GPB with targets as follows: 1) SDD from regional offices collected every quarter of the year; 2) consolidated SDDs published in the website permanently in the GAD corner; 3) SDD updated every quarter of the year.

In 2018, the GFPS conducted a seminar on the updated sex-disaggregated data base. COA has intake forms for sex-disaggregation and has a database called Personnel Management information System (PMIS) that reflects sex-disaggregated data of internal clients. The Commission has administered an office-wide survey questionnaire on GAD based on the COA memorandum dated June 17, 2013. SDD are in the website of the COA. Every two years data are collected and COA is now on its third year of processing. The most recent data were collected in 2017 and there is now a memorandum to review the questionnaire in 2020. Seminars were held in 2017-2018 to come up with updated sex-disaggregated data base.

COA's SDD and GAD Database are separate from the Personnel Management Information System (PMIS) though the two databases are related. The PMIS is

⁴⁸ PCW, Chapter 1, p.14, Monitoring and Evaluation of Gender Equality and Women’s Empowerment in the Philippines. A Compendium of Indicators, Feb 2019.

maintained by the HRMO pertaining to the personnel information of COA personnel. The sex-disaggregated data and GAD database come from survey questionnaires being administered COA-wide every 3 years. The latest survey was done in 2017 and processed and uploaded in 2018. In 2020, an updated survey will be conducted to update the database.

COA uses the SDD and GAD database in GAD planning and budgeting and in identifying gender issues and designing gender-responsive programs. In fact, some of the PAPs of COA, i.e. Day Care Operations, Health and Wellness, protection of women, personnel welfare, etc. have been in existence even before the MCW came into force.

CHR. Gender statistics and SDD are generated by CHR's databases and M&E systems are not yet utilized in all stages of development planning. GAD database of the CHR is also found to be accessible only to the regional offices while other GAD mechanisms such as the Committee on Discipline and Investigation (CODI), Barangay Human Rights Action Center (BHRAC) and VAWC referral system, even when fully functional, have yet to result to their desired impacts. Also, there appears to be no clear-cut gender analysis that guided the preparation of gender plans and budgets in CHR.

DILG. The DILG Planning Service-Monitoring & Evaluation Division compiles gender statistics. Gender statistics are compiled at the Planning Service Monitoring and Evaluation Division. Even the GAD Code is submitted to them. At the LGU level, the DILG-LGU Compliance Monitoring, Evaluation and Audit looks into 1) compliance with institutional mechanisms i.e. GFPS, GAD Database, GAD Plans and Budget, GAD Accomplishment Report, GAD Code/Ordinances, GAD M&E; 2). Review of GAD Plans and Budget, i.e., compliance with 5% mandatory allocation and responsiveness of GAD PPAs to GAD issues identified.⁴⁹

DA. At the DA, sex disaggregated data from field implementers are gathered by the Operating Units and submitted to the Monitoring and Evaluation Division (MED) under the Planning and Monitoring Service (PMS). Currently, the PMS is working hand in hand with the Information and Communication Technology Service (ICTS) to come up with a program that will result to better organized data that can be retrieved in a shorter time.

DA has its own database of individual beneficiaries with gender statistics that can be extracted from the Online Data Capture System that are managed and operated by concerned personnel within the Planning Division while another data base with SDD is

⁴⁹ Lydia Mauricio-Baltazar, Local Government Operations Officer VI, DILG-Bulacan. Gender-Responsive Budgeting: Local Level Experience. Presented at the Regional Forum on Gender-responsive Budgeting in Asia and the Pacific. 18-19 July 2017. Bangkok, Thailand.

the Online Management Information System (OMIS) of the DA Field Operations Services. It has data on beneficiaries that are sex disaggregated and these data are used by DA's decision makers. The male-female beneficiaries of programs such as the recipients of production support services (seeds, planting materials, fertilizers, biological control agents, etc.), market development services, extension support services, agriculture and fishery equipment and facilities and others are contained in the OMIS.

The online system data base can only be accessed by reporting officers of DA-RFOS and concerned monitoring technical personnel of the DA Central Office. Concerned members of the GFPS have been trained to collect sex disaggregated data. Among the relevant trainings were the OMIS training in 2017 and the GFPS Meeting – capacity building on GMEF assessment in 2012.

Using the baseline data released by the Bureau of Agricultural Statistics, the beneficiaries of PAPs were purposively targeted; the DA seeks to increase the number of female farmers beneficiary through project interventions. Also, the SDD collected in the OMIS is being used to ensure equal access to services between women and men in the coming implementation year (2019)⁵⁰.

As yet, the Department's SDD *need to have benchmark information on women farmers, fisher-folks, or rural women, and their participation in the various parts of the agriculture and fishery value chain*. Impacts of gender related programs and projects can be assessed with the use of such data. Thus, the use of the SDD can be meaningfully used for policy evaluation and analysis. This is wrought to be done in the immediate future.

The Bureau of Agriculture Statistics, now part of the PSA, compiles agricultural data and statistics. "Data from the Philippine Statistics Authority do not reflect the role of women in agriculture, as their farming or fishing chores are considered family labor (mostly accomplished by women), and not hired labor (mostly accomplished by men)."⁵¹

To identify gender issues, the DA conducted a survey among its employees which yielded some interesting results such as: *construction of child-minding center/breastfeeding rooms, conduct of reproductive health forum/training and conduct of GST for new employees*. Among its external clients, DA noted the following gender issues that were included in the GPB, namely: *rural women have limited access to agricultural support; low level of gender sensitivity of most employees and key officials; women's contribution to agricultural development and low productivity due to*

⁵⁰ Question 3.3 in GMEF Assessment 2018.

⁵¹ <http://nine.cnnphilippines.com/life/leisure/food/2018/03/15/filipino-women-in-agriculture.html>

inadequate skills or lack of provision of technical assistance. These were derived through consultations with the Inter-agency Committee on Rural Women.

The gender issues in agriculture have been identified in the PPGPD, CEDAW and the GEWE Plan. Also, there are existing literature in the academe and international organizations that provide insight into the gender issues in the agriculture sector. In addition, the GMEF of 2015 provided information on the organizational gender issues.

In 2013, the DA formulated the GAD Framework based on the Logical Framework of the DA. Currently, work is in progress to craft the DA GAD Agenda 2020-2023 and this will be aligned with the Agriculture and Fishery Modernization Plan. For this purpose, DA engaged external GAD experts to aid in defining the results-based outcomes and output indicators.

In the 2019 GPB, the gender issues were derived from the 2017 GMEF ratings, **such as the need for regular capacity development activities of the key implementers and GFPS members on Gender Analysis Tools for the Agriculture Sector and training on Women Empowerment.**

Some of the organizational issues are based on the MCW provisions on the institutional mechanisms for gender mainstreaming such as: the need for a mechanism for a gender-responsive Monitoring and Evaluation.

Another gender issue based on sections 27 and 31 of the MCW pertains to the lack of awareness of both rural women and men of their roles and participation in food production and food sufficiency and how they can access the production support services of DA. In response to this, DA developed IEC materials on women's economic empowerment and gender equality. Rural women also have limited access to agricultural production support services, their contributions to agricultural development are not recognized, and are not recognized as farmers and fisherfolks, thus, they are not given equal opportunities in programs and projects. Rural women organizations also have low capacity of rural women organizations on entrepreneurial skills.

Some of these issues were articulated by the DA: “While women appear to be closing the gender gap in several fields such as education and political empowerment, they remain mostly invisible and undervalued in one of the Philippines’ basic industries: agriculture. “In some communities, women are still considered as mere assistants or subordinates of their husbands and male family members, as their role in farming and fishing is considered as household chores and remain unpaid. The data also reveal a widening pay gap in agriculture, despite the extensive role women play in farming.”⁵²

⁵² Roehlano M. Briones. The Wage Gap between Male and Female Agricultural Workers: Analysis and Implications for Gender and Development Policy. Discussion Paper Series 2018-
<https://www.pids.gov.ph>

Aside from the gender disparity, agriculture itself faces long-standing challenges in the Philippines: the still-unfulfilled promise of comprehensive land reform, the economic and social costs of natural disasters laying waste to farms, the militarization of agricultural communities, the problem of pests destroying crops, the lack of appropriate equipment and technology, and the need to turn to organic and sustainable farming practices. Each specifically affects the gender and development agenda for women in agriculture, even as they make an impact on all farmers and peasant workers, regardless of gender and sexual orientation.

DFA. At the DFA, the conduct of systematic gender analysis and SDD collection are not yet institutionalized or documented in foreign service posts (FSPs) and consular offices. Nevertheless, there are many DFA personnel who have an eye for identifying gender-specific needs of clients. (DFA PGA 2018) However, the DFA has conducted two gender audits, one in 2014 and one in 2018. These audits analyzed DFA’s organizational culture and capacity in gender mainstreaming.

The DFA has developed intake forms that produce sex-disaggregated data on the following: *human resources, assistance to nationals (ATN), civil registry (wedding, birth, and death), and on mobile passporting.* However, because of the absence of a policy institutionalizing SDD collection in all Offices, programs and services, not all are generating sex-disaggregated data, particularly on the mobile passporting and assistance to nationals. There is also no systematic consolidation of available sex-disaggregated data and making use of SDD for planning activities.

“As one of its commitments in the GAD Agenda 2019-2022, the Department has released its own gender statistics report in 2019. This showcased DFA’s efforts in collecting and analyzing sex- and age- disaggregated data of its personnel, along with memorandum circulars issued by the Office of the Undersecretary for Civilian Security and Consular Concerns in 2019 requesting the monthly submission of all Posts of SADD of its clients and the yearly requests from the Office of the Undersecretary for Migrant Workers Affairs of the submission of reports of FSPs on VAWC data on a quarterly basis.”⁵³

The performance of GFPOs is recorded in their Individual Performance Commitment Review Form (IPCRF). GAD tasks are now being systematically mainstreamed in the Department’s OPCR and IPCRF.

In HRMO's memorandum dated 11 July 2019, all GFPOs deployed in Foreign Service Posts (FSPs), Consular Offices (COs) and the Home Office were instructed to include their GAD functions in their respective IPCRF. The IPCRF lists down the office's goal,

⁵³ DFA Feedback Report, August 2020.

task objectives, performance indicator and actual accomplishment and rates the GFPO's efficiency, effectiveness and timeliness in delivering the tasks assigned to him/her. It is rated by the immediate supervisor then transmitted to HRMO for performance monitoring.

Moreover, all FSPs have been asked to attribute to GAD the equivalent amount of the salaries of GFPOs based on the percentage weight indicated in the GFPO's IPCRF. For example, if a GFPO indicates that 5% of his/her total workload is dedicated to GAD, then 5% of the GFPO's salary will be attributed to GAD. This will then be included in that unit's GAD Accomplishment Report.

DOH. Currently, the DOH-GAD statistics are part and parcel of the health statistics where there are sex-disaggregated data. There are no stand-alone gender statistics. The DOH maintains information systems such as the Integrated HIV Behavioral and Serologic Surveillance and the Field Information System. The latter has been enhanced and now includes early adolescent 10-14 years old and late adolescents 15-19 years old data in the monitoring of health services for maternal care, iron supplementations, family planning, breastfeeding and adolescent pregnancy.

The systematic analysis of such sex disaggregated data is a major area of work. Statistics can be used for tracking progress and can be purposively analyzed to check whether or not there are gains due to interventions relative to the key gender issues. This could be done more purposively if there is a strategic gender agenda.

The DOH maintains information systems such as the Integrated HIV Behavioral and Serologic Surveillance and the Field Information System. The latter has been enhanced and now includes early adolescent 10-14 years old and late adolescents 15-19 years old data in the monitoring of health services for maternal care, iron supplementations, family planning, breastfeeding and adolescent pregnancy.

The existing GAD statistics are mostly used for program and service delivery purposes and pertains more to the DOH clients rather than the organization. However, a GAD Knowledge, Attitude and Practices (KAP) Survey was conducted in 2017 among the DOH Central Office staff.⁵⁴

In addition, there is the ongoing eHealth project led by the DOH that recognizes the necessity of using information and communication technologies (ICT) for health or *eHealth* as one of the enabling strategic instruments not only to address these current disparities in service care delivery, and timely access to information for better decision making and intervention, but also, largely, to support and facilitate the achievement of the Universal Health Care (UHC) goals of better health outcomes, sustained health financing, and responsive health system.

⁵⁴ Minutes of the Meeting with the GFPS, 9 May 2019.

There appears to be no documented gender analysis in DOH, but many gender issues pertain to health such as violence against women, HIV/AIDS, maternal mortality and teen-age pregnancy. These are concerns germane to the mandate of DOH. Based on the 2018 GAD AR, it is very clear that the DOH addressed many gender issues such as maternal and child health, reducing the incidence of HIV and AIDS, expanding the supply of services to enable women's access to health services and claim their right to health as provided in the MCW. For example, the DOH addressed the specific issue of *increase in prevalence of HIV and AIDS among males having sex with men and other vulnerable groups i.e. wives of OFWs, children of people living with HIV/AIDS and drug users* - increase awareness on HIV and AIDS among target vulnerable groups and the general public especially the adolescent and youth; decrease prevalence of HIV and AIDS especially among target vulnerable groups; increase the number of gender responsive HCW/facilities in the country capable of providing treatment and care for HIV/AIDS; improve the quality of life of adolescent and youth with HIV/AIDS. For organization-focused GAD activities, there is no organization-wide discussion and debate as to what gender issues will be given priority and what strategic gender goals will be focused on within certain timelines that could rally bureau and agency efforts toward.

DOST. Collecting and analyzing gender statistics in S&T is one major area of work that could contribute to gender institutionalization in DOST. While there are statistics on science and technology and human resources these are not necessarily sex disaggregated. Toward the collection and compilation of gender statistics in S&T there is a need to draw up a framework for analysis and standardize the capture forms. In this regard, the strategic gender agenda would be appropriate and relevant.

Also, the GRSS chief acknowledges that “there is a need for proper management and disposition of statistics generated through training including generation of database for DOST system through the agency GAD Focal Point System.” The DOST has undertaken a systematic analysis of gender issues in the S&T field which is well documented in its 2018 publication of its Gender Toolkit. It analyzed gender parity in science, technology, engineering, agriculture and math (STEAM) education (GAD Toolkit, 2018:21-41). Essentially, the S&T field is male dominated in the arena of education and employment. DOST also noted that women in different STEAM fields require technologies specific to their needs. For example, women in agriculture need machines that will help them become more productive. DOST used the Gender Mainstreaming Evaluation Framework (GMEF) as well as the Harmonized Gender and Development Guidelines (HGDG) as tools for gender analysis.

TESDA. Gender statistics are now being produced by the Planning Service of TESDA as a result of the advocacy of the gender focal points. In 2015, TESDA GFPS Resolution No. 2015-01 mandated the incorporation of Gender and Development (GAD) Perspectives and Sex Disaggregation of Data across TESDA Programs,

Activities and Projects. TESDA has collected and made available online sex-disaggregated data for enrolment and graduates in TVET programs. The TESDA website has a GAD corner and it features sex-disaggregated statistics on the core indicators of TESDA's organizational performance. In fact, the gender profile of the TVET sector was based on these statistics.⁵⁵ Specific gender issues at the organizational level and at the level of the TVET sector were identified and analyzed with the use of such data. A gender profile of the TVET sector was prepared by TESDA⁵⁶ with the help of an external consultant. Specific gender issues at the organizational level and at the level of the TVET sector were identified and analyzed with the use of TESDA's gender statistics.

A.4. Conduct of gender audit

Assessment. Gender audit refers to the review of the utilization of gender budgets and it is mainly the responsibility of the COA. This should be differentiated from social audits such as the ILO Participatory Gender Audit. The latter is meant to check on the progress of gender mainstreaming in an agency just like the PCW's GMEF.

MCW Section 36 mandates that: "The COA shall conduct an annual audit on the use of the GAD budget for the purpose of determining its judicious use and the efficiency, and effectiveness of interventions in addressing gender issues towards the realization of the objectives of the country's commitments, plans, and policies on women empowerment, gender equality, and GAD."

COA has set the gender auditing processes into motion by issuing guidelines for the gender audit: COA Circular 2014-001, Guidelines for the Gender Audit and COA Circular 2018-009, Checklist of Common Observations in the Audit of GAD Funds. The practice of gender auditing has covered five years from 2014 to 2019. In 2018 some of the common audit observations were: *GPBs were not formulated by some agencies and thus, there were no budgetary allocations for GAD programs; funds appropriations for GAD were less than 5%; guidelines for the GPB and Annual Accomplishment preparation as per the PCW-NEDA-DBM Joint Circular 2012-01 was not strictly observed.*⁵⁷ Also, in 2017, COA hosted a GAD Budget Forum where it presented its overall observations on the utilization of the gender budget.

⁵⁵ Illo, 2018.

⁵⁶ Ibid.

⁵⁷ <http://www.pagba.com/wp-content/uploads/2018/08/Audit-of-Gender-and-Development-GAD-Funds.pdf>. Power point presentation of Assistant Secretary Lourdes Castillo, 3rd Quarterly Seminar and Meeting, 8-11 August 2018, Waterfront Hotel, Lahug, Cebu City.

Specific Findings

COA has created the *Gender Audit Committee* which is responsible for formulating policies and monitoring the implementation and reporting of the programs, projects and activities with respect to gender audit. COA submits to PCW and DILG annual Consolidated Audit Observations and Recommendations which document its findings in the audit of GAD funds. Also, Audit Reports are uploaded in the COA Website.

On 10 July 2019, COA issued a memorandum circular to its Assistant Commissioners, Directors, Supervising Auditors, Audit Team Leaders, and concerned personnel announcing the creation of a data base for audit observations from 2018 onwards. A GAD Audit Survey Form is to be filled up and submitted to their Information Technology Office. This memorandum serves to monitor compliance with the COA Memo Circular 2014-01 regarding gender mainstreaming in government agencies.

COA's audit observations serve to alert the audited agency regarding their compliance and violation of the law and policy on gender budgets. For example, in July 2019, COA had drawn attention to the Congress and the Senate regarding their non-compliance with gender budget guidelines: “Both chambers of Congress have failed to implement certain measures promoting gender and development (GAD), the Commission on Audit (COA) said. In the separate audit reports of the Senate of the Philippines and the House of Representatives released last July 8, COA noted that the Senate in 2018 did not comply with requirements on allocating at least five percent of their agency’s budget to GAD programs. Senate had a Php5.827 billion budgets for 2018, but only Php5 million or 0.08% was allocated to GAD projects — which supposedly ran contrary to Section 30 of the Republic Act 10964 or the General Appropriations Act of 2018. Based on COA’s data, five percent of the Senate’s annual budget is Php291.3 million, or more than Php286 million above what was allocated. Of the P5 million GAD fund, only Php2.188 million or 44 percent was already utilized, most of which went to GAD sensitivity seminars for Senate employees (Php797,143), consultations with women groups (Php463,699), and orientation on the GAD Focal Point System (GFPS) (Php360,710).⁵⁸

COA has been self-conscious in walking the talk so that it has moral ascendancy in enforcing the law. *The issuance of COA Audit Observation Memorandums (AOM) has been an effective tool in drawing the concerned agency’s attention toward their gender mainstreaming actions and to fulfill the MCW provisions.* Agencies are moved to action as a result of the AOMs. For example, several national government agencies that were

⁵⁸ [Gabriel Pabico Lulu](https://newsinfo.inquirer.net/1141950/coa-calls-out-congress-for-lack-of-programs-for-gender-and-development#ixzz5wKux5ZoP) - Reporter / [@GabrielLuluINQ](https://twitter.com/GabrielLuluINQ), COA calls out Congress for lack of programs for gender and development. [INQUIRER.net](https://newsinfo.inquirer.net/1141950/coa-calls-out-congress-for-lack-of-programs-for-gender-and-development#ixzz5wKux5ZoP) / 04:52 PM July 15, 2019. <https://newsinfo.inquirer.net/1141950/coa-calls-out-congress-for-lack-of-programs-for-gender-and-development#ixzz5wKux5ZoP>

non-compliant with the 5% gender budget norm, have taken efforts in order to be compliant (e.g. DA, DTI, among others.).

In 2017, COA pointed out that “35% or 318 of the 891 government agencies listed by PCW did not submit their GPBs, rendering doubt as to whether these government agencies have incorporated gender concerns in their PAPs as a means of institutionalizing GAD in government.”⁵⁹

On the part of the agencies being audited, they have noted inconsistencies in the conduct of the gender audit. For example, what is allowed by one auditor may be disallowed by another. Nevertheless, among other factors, PCW acknowledges the contribution of COA in the increasing compliance of national government agencies to GAD plan and budget, as well as GAD accomplishment report preparation and submission.

COA has also strengthened its audit of GAD funds, which is critical to encourage agencies to prepare and submit their GAD plans and accomplishment reports. “Under COA Memorandum No. 2009-020 dated May 15, 2009, the directive to audit GAD funds and activities was addressed to the COA Auditors only to ensure that GAD audit observations and recommendations were included in the annual audit reports, pursuant to the prevailing laws and rules at that time; but with very low compliance of agencies to submit their GPBs and GAR ARs.

In 2014, the COA GFPS sought to transform COA Memorandum No. 2000-020 into COA Circular No. 2014-001 dated March 18, 2014 which is now addressed to all heads of agencies to compel them to comply with the required submission of their GPBs and GAD ARs in accordance with the MCW and its IRR. With the issuance of COA Circular No. 2014-001, the audit of GAD funds and activities raises the level of accountability and responsibility of heads of agencies. Non-submission of GPBs and GAD ARs to PCW could lead to issuance by concerned Auditors of Audit Observation Memorandums (AOMs), or Notices of Disallowance (NDs) for non-compliance with the MCW and the COA rules on illegal, irregular, unnecessary, excessive, extravagant or unconscionable (IIUEEU) expenditures.

The approval and adoption of the COA GAD Agenda 2020-2025 under COA Resolution No, 2020-005 dated January 31, 2020 further strengthens the audit of GAD funds and activities of agencies. The goals and objectives of the COA GAD Agenda 2020-2025 have been aligned with the Revised COA Strategic Plan 2016-2022 on improving the quality and timeliness of the audit, and enhancing the engagement and cooperation with stakeholders.”⁶⁰

⁵⁹ Lourdes Castillo, Assistant Commissioner. GAD Budget @8, 2017 GAD Budget Forum, Power Point presentation.

⁶⁰ COA Feedback, August 2020

A.5. *Development of GAD Code by the LGUs*

Assessment. DILG is mandated to monitor LGUs compliance with the implementation of the MCW and this means monitoring LGU compliance with the institutional mechanisms for gender mainstreaming such as the establishment of the GFPS, GAD data base, preparation of GPBs, GAD Accomplishment Reports, enactment and implementation of GAD related policies (the GAD Code and ordinances), and the GAD M& E. DILG must review LGUs' GAD plans, budgets and accomplishment reports. The GAD Code is the consolidation of local ordinances related to women and gender equality which guides LGUs in identifying local policies, plans and programs to address gender issues. The GAD Code must be aligned with the MCW.

The PCW and the DILG have developed tools to aid gender mainstreaming in the LGUs such as the PCW handbook (no date) that provides the necessary information on how the stakeholders, particularly the LGUs, will develop and pass a GAD Code based on the gender issues and concerns in their respective localities. These issues and concerns should be based on consultation with their women constituents and the women's empowerment and gender equality agenda of the government. The DILG has a Guide on the Review and Endorsement of LGU's GAD Plan and Budget and Accomplishment Report (2016).⁶¹

The DILG reported that: "As of March 2017, 72% of our LGUs have established GFPS, 66% have submitted GAD AR and almost **43.5% have GAD Code and ordinance**. LGUs need assistance in the formulation of the GAD Code, putting-up of GAD database and installation of monitoring system as well as the establishment of a GAD office. Across LGU levels, i.e., province, cities and municipalities, there is a high level of compliance among provinces, cities and municipalities. Among the mechanisms, LGUs have high compliance on GFPS and submission of GAD Accomplishment Report, followed by GAD Database. LGUs have low compliance on the local Council of Women and GAD office."⁶²

Noteworthy is that an evaluation study observed that "(T)he conduct of policy, program, and structure evaluation of GAD revealed that *the existence of GAD Code does not guarantee that ideal GAD programs will be delivered to the people*."⁶³ The same study noted that of 3 LGUs studied, "(I)n the main, with the exception of those in LGU 2, the program implementers commonly view GAD programs as simply programs that have women as participants and beneficiaries. These programs need not be exclusively for women at all. It is also noticeable that most of the programs are

⁶¹ https://dilg.gov.ph/PDF_File/reports_resources/dilg-reports-resources-2016115_3e23ad73ac.pdf

⁶² Lydia Mauricio-Baltazar. Gender Responsive Budgeting: Local Experience. Presentation at the Regional Forum on Gender responsive Budgeting, UNESCAP Bangkok, 18-19 July 2017
<https://www.unescap.org/sites/default/files/20.%20The%20Philippines%20%28subnational%29.pdf>

⁶³ Lei Pangilinan. An Evaluation Study on the Institutionalization of Gender and Development Programs in Selected Local government Units of Bulacan Province, Philippines. *Asia Pacific Journal of Multidisciplinary Research*, Vol. 5, No. 2, May 2017.

essentially social welfare services programs. This is most likely due to the fact that GAD responsibilities are assigned and handled by the social welfare offices of the LGU. This study found out that among the three cases, the GAD Plan of LGU 2 focuses more on women issues and concerns and thus, is more in line with the concept of gender and development. However, its GAD Programs are still not considered ideal since there are some projects that focus on providing social services and assistance to different sectors of the municipality. In terms of structure, the three LGUs adhere to the DBM's requirement of giving a minimum of 5% of the LGU's total budget to gender and development. As reported, LGU 2 and LGU 3 even allotted more than 5% of the total LGU Budget to GAD. However, the problem lies in the way how these funds are utilized. In LGU 2, a bigger percentage of the GAD budget is allocated to programs that have women as sole beneficiaries, that address the concerns of women, promote gender equality and capacitate women with knowledge and skills. In the case of LGU 1 and LGU 3, *most of the GAD budget is allotted to social services and other programs that are not GAD in principle*. In terms of structural arrangements, the study observed another good practice of LGU 2-- the existence of GAD-IAC whose functions are crucial in the institutionalization and implementation of GAD programs. There is a need, however, for LGU 2 to establish its GAD Desk as envisioned because it will surely help in GAD implementation, monitoring and evaluation. In the case of LGU 1 and LGU 3, the two LGUs do not have a GAD Council or a GAD Committee, or a GAD Desk. Also, the three LGUs do not conduct regular GAD program monitoring and evaluation, and do not coordinate with the PCW. A clear structure, assigned committed desk and personnel for GAD, conduct of monitoring and evaluation and coordination with agencies like PCW are of utmost importance in institutionalizing a real GAD program at the LGU level.⁶⁴

Specific Findings

At the Bureau of Local Government Development (BLGD), data on LGUs' compliance with the localization of the MCW such as information on the number of LGUs with GPB are stored in their google drive. The latter is used to track if the LGUs are complying with the MCW localization. These data could be the foundation of a database which will be linked to the online submission of GPB. This system is a work in progress.

The BLGD in partnership with Department's Systems and Management (ISTMS), launched its new online platform using the DILG intranet where LGUs can easily upload and get approval on their GAD GPB and GAD AR. The Google drive has provided much help to the implementation of the program but it needs to be institutionalized by developing a responsive online tool for this.

⁶⁴ Ibid.

In general, the MLGOOs/CLGOOs coordinate and consult with the DILG on GAD matters, including VAW and the arrangements appear to be in order in so far as the preparation of the GAD Code and GPBs are concerned.

“LGUs’ gender responsiveness is manifested in 1) the type of services it provides to address the specific needs of women and men; and 2) the processes and mechanisms it installs and the capabilities it develops and builds within the organization to deliver the services.”⁶⁵ To measure this, the PCW, as early as 2006, has come up with a tool called *Gerl Ka Ba?*

Also, the BLGD has developed a template for gender responsive project proposals for the application of the Harmonized Gender and Development Guidelines which was rolled out in August 2019. It is rather too early to say how well this mechanism is working. It has also launched the online submission of GPB but this still subject to pilot testing in 2020.

A.6. Designation of the Commission on Human Rights (CHR) as the Gender Ombud

Section 39 of the MCW designates that Commission on Human Rights as the Gender and Development Ombud mandated to, among others, (1) Monitor with PCW and other state agencies in developing indicators and guidelines to comply with their duties related to the human rights of women, including their rights to nondiscrimination guaranteed under the Act, (2) Establish guidelines and mechanisms that will facilitate access of women to legal remedies and enhance the protection and promotion of rights of women, especially the marginalized, and (3) Assist in the filing of cases against individuals, agencies, institutions, or establishments that violate the provisions of the MCW.

As Gender Ombud, the Commission has functioned along its core mandates of Protection, Promotion, and Policy. CHR developed its gender ombud guidelines in 2016 and used this policy for the promotion and protection of women’s human rights and of people with diverse sexual orientation (SOGIE). The Center for Gender Equality and Women’s Human Rights together with the regional offices fulfill the role as gender ombud.” Protection, investigation, legal and financial assistance is provided in cases of gender-based violence (GBV) or discrimination against women and members of the Lesbian, Gay, Bisexual, Transgender, Queer or Questioning, and Intersex (LGBTQI) community.

⁶⁵ https://www.pcw.gov.ph/sites/default/files/documents/resources/gerl_ka_ba.pdf

CHR conducts constant monitoring of cases involving women who are detained and women in the context of disaster and armed conflict. In terms of promotion, CHR central and regional offices conduct sustained capacity building on women's human rights and the rights of persons with diverse sexual orientation. Through the Strategic Communications office, the Commission advocates for Women's Human Rights (WHR) and calls out government officials for misogynistic remarks against women. In case of its policy mandate, the Commission issues advisories and submit reports to treaty bodies on state compliance with treaty obligations. Situation monitoring of different sectors is also conducted to inform policy making such as on proposed gender-related legislative measures and monitoring of the Philippines' compliance with the CEDAW.

The CHR website show the reports (Gender Ombud and Situational reports of the Commission) as well as statements and policy issuances of the Commission on relevant current affairs calling for state accountability in cases of gender-based violence (misogynistic remarks, rape jokes, apparent violations of the Magna Carta).

Cases are regularly handled and acted on by the CHR regional offices, including investigation, legal assistance, and financial assistance to women victims of violence. Currently the Commission is compiling a casebook on GBV of cases handled and addressed by the Commission. This year, the Commission approved terminal reports on the Commission's Participatory Gender Audit, the GBV Mapping, and the *Panaghoy* on the impact of the war on drugs on women and children. One MCW case assisted by the Commission is currently pending in the Court of Appeals (Dismissal on the basis of pregnancy). Some cases were dismissed despite merit due to insensitivity of service providers like the case of a child who was a member of the LGBTQI community and was made to wear a curtain by a school principal.”⁶⁶

Worth noting is that GAD-related activities at the CHR are reflected in the performance contracts (OPCRs, DPCR, and IPCRs) starting this year. Through this effort everyone at the CHR is made conscious of performing Gender Ombud functions, particularly among the lawyers, investigators, information officers, and training specialists.⁶⁷

B. Analyze the extent of dependency of gender mainstreaming on the institutional mechanisms

The institutional mechanisms consist of various elements that pertain to: **people** – the GFPS; the **processes** – GPBs, M&E; and the **tools** – SDD, GAD Database, GMEF, Gender Indicators (in the Compendium), other instruments like the GeRL. These are mutually interdependent elements and as previously mentioned, having an actor such as the GFPS is fundamental because it is the trigger for processes to begin and for tools to be developed and appropriately used in order to put gender mainstreaming into effect.

⁶⁶ Based on the email reply of Atty. Twyla Rubin, CGEQE, 26 November 2019.

⁶⁷ Princess Molleno, CHR Planning Service, 26 November 2019, Email communication.

Also, there is no isomorphic or one to one correspondence between GM and these institutional mechanisms. ALL are vital aids in gender mainstreaming.

Gender mainstreaming may transpire **not** necessarily due to the existence of the GFPS. In agencies like the CHR which has set up the Gender Equality and Women Rights Center to perform its duties as the Gender Ombud, the Center has served as a driver of gender mainstreaming. The GFPS of the CHR has not been fully functional at the central office. Thus, at the CHR, the GEWRC - the proxy to the non-functional GFPS, has been able to deliver the required GPBs masking the non-functionality of the GFPS; and, to some extent, it has been delivering its functions as the Gender Ombud. In short, the presence of a competent and committed GAD champions can serve the purpose for which GFPS has been created. As long as there is a warm body that can “stimulate” the GAD mainstreaming processes, has the political will and is appropriately positioned in the organization, GAD mainstreaming can happen in the absence of the designated GFPS.

In the case of the DOH, its mandates the delivery of outcomes i.e. maternal mortality and teen-age pregnancy reduction, reduction of HIV/AIDs cases that are genuinely women – and gender-friendly. These programs are pursued regardless of the processes of gender mainstreaming because these issues have been identified as concerns germane to health.

However, it can be asserted that the lack of a trained GFPS or its equivalent can retard gender mainstreaming processes. Simply put, where there is no committed and competent actor, no gender mainstreaming action can be expected to begin even if there is a plethora of tools. GFPS or their equivalent mechanisms must be trained to be able to apply gender analysis in policy making and programs implementation.

As cited above, the monitoring and evaluation of gender-related outcomes or M&E on GAD has not merited the attention that it deserves in most government agencies. To be effective, a GAD M&E requires the collection and utilization of sex-disaggregated data, including gender statistics, compiled in a GAD-database. While there are efforts to strengthen GAD data collection and integrate GAD indicators in performance of some agencies, monitoring and evaluation on GAD remains a huge gap in gender mainstreaming. The absence of gender indicators in programs and projects renders the evaluation of these programs and projects gender blind. A necessary prerequisite to a purposeful M&E is gender analysis that determines the differentiated impacts of development actions on women and men.

Gender audit of GAD funds conducted by COA is a useful check on and triggers compliance with the guidelines on GAD budget allocation and utilization. The sustainability of the programmatic gender audit approach of COA is hoped to contribute to the more effective utilization of GAD budgets.

Additionally, the experience thus far shows that the LGU GAD Code has not been a crucial element in gender mainstreaming even if it is theoretically an ideal platform and catalyst in the implementation of GAD programs and services at the local level. Practical tools such as the MCW localization guidelines, the GERL Tool and the GMEF can aid LGUs to develop programs and activities for gender equality and women's empowerment. Use of these tools necessitates more GAD capacity building to enable LGUs to fully appreciate and understand gender mainstreaming. Strengthened LGU capacity should disabuse the LGUs' thinking that GAD are just welfare programs with women as beneficiaries.

In sum, among the institutional mechanisms, the M&E, including the corollary tools such as gender statistics, must be paid more attention because it is a vital means for determining the achievements and outcomes of gender mainstreaming.

C. Evaluate the efficacy of gender mainstreaming as strategy in implementing the MCW

To date, most of the agencies in this study have reached GMEF Level 3 which represents the application of gender mainstreaming. Some have reached the stage where they are ready to move to the next stage, i.e. institutionalization as is the case of COA (See Table 2).

Table 2. Status of Gender Mainstreaming in the Study Agencies

AGENCY	GMEF LEVEL
CHR	Level 3 (2015): 62.46 Level 3 (2017): 77.16
COA	Level 3 (2014): 70.58 Level 3 (2018): 79.73 ⁶⁸
DA	Level 2 (2015): 50.45 (PCW) Level 3 (2018): 61.40 ⁶⁹
DFA	Level 3 (2015): 70.71
DILG	Level 3 (2014): 68.17 Level 3 (2017): 73.74
DOH	Level 3 (2014): 64.31 Level 3 (2017): 71.56

⁶⁸ Validated 2018 GMEF Score for the GADtimpala 2018. The GADtimpala scores were based on the on focused-group discussions and actual original means of verifications (MOVs) presented during the conduct of GADtimpala validation meetings.

⁶⁹ Ibid.

DOST	Level 2 (2014): 55.23 Level 2 (2018): 60.18 ⁷⁰
TESDA	Level 3 (2014): 71.77 Level 3 (2018): 76.38

Other initiatives on institutional mechanisms are:

- In the PCW database as of December 2018, there were 93 agencies with updated GFPS profiles. The PCW provides technical assistance on gender mainstreaming by mobilizing members of the Gender Resource Pool which numbered 141 in August 2019.
- Tools for gender mainstreaming have been developed by the PCW such as the GMEF and HGDG, Gender-Responsive LGU (GeRL) Assessment Tool (formerly called the GeRLKa Ba?) This tool was designed to measure the extent of gender responsiveness of LGUs and in the delivery of basic services and facilities.
- In line with its mandate under the MCW, COA issued the Revised Guidelines in the Audit of GAD Funds and Activities in 2014, and the Checklist of Common Audit Observations on GAD Funds in 2018. These issuances increased the percentage of compliance of government agencies in the submission of GAD Plans and Budgets, and GAD Accomplishment Reports to PCW.” (PCW press release on the 10th celebration of the MCW)
- As previously mentioned, as of March 2017, 43.5% of the LGUs have GAD codes.

Where the institutional mechanisms are functional, the institutional mechanisms have helped in pushing the gender mainstreaming processes. At this point in time, it is hard to say if GM has led to the attainment of the gender outcomes due to the lack of a solid evidence base. Notwithstanding, one observable change is that there is now a general practice to generate gender statistics in the government agencies. The process entails having data capture forms and then, compiling the statistics and organizing them in meaningful categories. Agencies have varying stages of development in the production, compilation, analysis and utilization of statistics. In general, the current concern lies in the production and compilation of the statistical data. For some agencies, the greater concern is to analyze and utilize the data for policy-making, planning and programming.

Gender statistics and gender analysis are twin tasks. The gender statistics help build up the evidence base needed for gender analysis. However, gender analysis is yet to be internalized by agencies as a necessary step leading to GAD planning and budgeting. In the beginning, without the gender statistics, agencies may have an intuitive feel of what are the eminent gender issues and may have some qualitative and analytical research that provide insights into the vital gender issues. Initially, therefore these

⁷⁰ Ibid.

could be the basis of the first generation of GAD plans and budgets. Over time, these may be refined as more relevant and appropriate data are collected; the process is thus iterative. The need for gender statistics is marked when tracking progress in gender mainstreaming and evaluating the impacts of GAD interventions.

Among the institutional mechanisms, the author noted that the audit of GAD fund has been an effective tool in getting agencies to implement GM. Interactions with some national agencies revealed that COA's issuance of AOM is useful in catching the attention of agency executives and goading them into necessary action. Combined action of PCW and COA to optimize the use of the gender audit in broadening and deepening the practice of GM would be appropriate.

Outcomes of Gender Mainstreaming

The effectiveness of gender mainstreaming can be gauged in terms of 1) change in attitudes toward women's empowerment and gender equality in individuals, households and communities and 2) changes at the organizational level to bring about GEWE outcomes within the framework of the agency mandate. In both cases, the indicators that such changes have occurred have to be systematically established. PCW has embarked on defining the core indicators of gender equality and women's empowerment and these are contained in a compendium.

Further, the monitoring and evaluation systems on GAD need to be developed to provide information on the indicators. COA's gender audit is a mechanism for checking the LGUs' use of the gender budget. In the case of the DILG, the LGUs report on their compliance with MCW provisions such as coming up with a GAD code are indicators of progress in gender mainstreaming.

The evidence base demonstrating the link between the institutional mechanisms and gender mainstreaming process have yet to be systematized; they need to be further generated, compiled and consolidated. For example, the DOH addresses numerous women-related concerns such as maternal mortality, teen-age pregnancy, regardless of GM. These are health concerns that are germane to their mandate. In short, in the DOH context, women and gender programs cannot be attributed to gender mainstreaming; one can assert that GM reinforces the planning and implementation of gender-friendly programs.

But looking at certain evidence like the GMEF results of agencies there seems to be improvements overtime. The use of GM tools like the GMEF have encouraged gender mainstreaming in policies, people, enabling mechanisms and PAPs.

It may be said too that the efforts at raising GAD awareness and the painstaking efforts to conduct gender sensitivity trainings proved useful in softening the ground for

mainstreaming gender. GSTs have helped develop consciousness to ensure that policies and programs are gender sensitive and gender responsive.

Awareness, commitment and competence are vital elements to make GM happen. The current challenge is to spread the application of gender mainstreaming especially in the agencies with front line services for women and to have a critical mass of agencies that can demonstrate the impacts of GM. Relative to the latter, PCW could consider a sector-based approach and collect the evidences that show concrete impacts. The work of the past decade in the economic empowerment of women lends good evidence for GM for economic empowerment such as the gains and impacts of the GREAT Women Project. The gains in this area needs to be scaled up to a wider geographic area beyond the project sites of the GREAT Women Project.

Having this proof of concept, a dedicated approach to other sectors (aside from economic empowerment) and current issues such as disaster and climate change, health services, including mental health, peace and security can be areas for engagement that could expedite the achievement of GEWE. Where peace and security are concerned, the OPPAP has been in the lead and can be leveraged to further push gender mainstreaming. PCW could partner with the relevant agencies in the focus sectors. In such sector-based partnerships, the relevant agencies could take the lead and the PCW could provide the technical support on gender and development. A sector-based approach implies that the PCW must re-tool itself so that it will have a good grasp of the sector, the way the sector-relevant agencies work and how gender can be incorporated into the sector. Armed with this knowledge coupled with an understanding of the key stakeholders in the sector and the relevant agencies, PCW would gain some degree of ascendancy to influence the agencies to mainstream gender.

D. Issues, constraints and challenges in implementing the institutional mechanisms that may hinder gender mainstreaming and achieving the goals of MCW

1) *Uneven and/or limited knowledge and appreciation of GAD concepts among officials and technical personnel.* The need to deepen the knowledge of agency leaders and staff remains a continuing need. Gender training and orientation of Department officials should be encouraged among the staff, beyond the GFPS members. For example, DILG has been encountering numerous challenges in the exercise of its oversight functions such as limited awareness among the GFPS members on their role and function to ensure gender responsiveness of agency programs and project, limited opportunity among DILG personnel to be oriented and updated on GAD policies, processes and related mandates, lack of GAD related information to serve as reference in its gender mainstreaming, low level of awareness among DILG personnel on the promotion, protection and fulfillment of women's and children's human rights, the need to develop institutional capacity to mainstream gender and to monitor the use of the 5%

GAD budget. Relative to its clients, most LGUs are not familiar and do not have the knowledge and skills to apply gender mainstreaming in their jurisdiction. These issues will require time to be fully addressed and efforts would have to be intensified especially in light of the fact that the current political regime's priority for the war on drugs and homeland security concerns partake of the greater part of DILG's attention.

Likewise, "...gender mainstreaming knowledge at the DFA is still uneven across positions and between women and men personnel. Many still claim to not have received any GST or GAD Orientation as of yet, including majority of front-liners and senior managers/officials. A DFA survey revealed more respondents from home office not being knowledgeable on the GAD Approach and Gender Mainstreaming (GM), GEWE-related laws and mandates, sex-disaggregated data, gender fair language, gender mainstreaming in agency plans, policies, and gender mainstreaming in organizational processes and systems. Moreover, internalization of GAD among the respondents seems to be largely confined to the cognitive level, meaning they know about the requirement of gender mainstreaming but do not value its importance in their work. There are only a few who expressed confidence in using what they know about gender mainstreaming in everyday decision making, planning and programming, and even fewer expressed able-ness, willingness and preparedness to lead work on gender mainstreaming."⁷¹ Thus, the development of internal capacity and expertise for GAD mainstreaming within the DFA, and attendant to this, the strengthening of the GAD Unit and GFPS, are considered first-order recommendations..." Noteworthy is the DFA initiative to develop an online platform for GAD orientation of its staff, including those in overseas posts.

In a similar vein, at the DOH, gender work tends to be relegated to the members of the TWG and GAD secretariat who are able to fulfill the PCW requirements. The LGUS have trouble translating national GAD policies into local policies and programs, because of capacity gaps in human and financial resources, the absence of monitoring and accountability mechanisms and a weak conceptual understanding of gender. Therefore, local health policies exhibit varying degrees of gender responsiveness. All of these barriers exist within the context of an active and influential Catholic church which exerts political and personal pressure to block family planning champions and acceptors." This was referred to as the *fade away effect*.⁷²

At the CHR-PGA of 2018 reported that "(M)en lag behind when it comes to gender sensitivity, especially those that come from the Investigation Division/Office and those with seniority. Employees with unresolved religious issues also question GAD principles, particularly those concerning LGBT+ people. Likewise, at the DA it was noted that the men could be co-opted and to make some of them gender champions in

⁷¹ Executive Summary, DFA PGA 2018.

⁷² Rachel Kriesel and Elisabeth Rottach, 2014. *The Fadeaway Effect, Findings from a Gender Assessment of health Policies and Programs in the Philippines*. Washington, DC: Futures Group, Health Policy Project.

agriculture. Currently, the DA male employees have been involved as part of the Men Opposing Violence Everywhere (MOVE, particularly in Region 11), the Women's Month celebration, 18-day Campaign against VAW, and membership to the GFPS and attendance in its capacity building activities.

2) *GAD work remains as an add on ad hoc work in the agencies.* The creation and strengthening of the GFPS in NGAs is spelled out in Section 37 C. While there are provisions for an Executive Committee and a Technical Working Group as well as a Secretariat to compose the GFPS, gender mainstreaming remains essentially *ad hoc* work for everyone involved.

At this stage of GM, the tasks have evolved and multiplied and can no longer be absorbed by the staff on an ad hoc basis. If gender mainstreaming is to be genuinely institutionalized, then agencies must have dedicated and competent staff for this purpose. This idea had been recommended by previous studies on how to strengthen gender mainstreaming.

Since its inception gender mainstreaming has been an *ad hoc* work for most, if not all, agencies. In some instances, agencies have included gender and development as part of the performance contracts of their staff. This implies that appropriate recognition and credit is given to it and could motivate the staff to give more attention to gender. For example, personnel constraints make it difficult to allocate more time for gender and development work in order to foster gender mainstreaming at the TESDA. Notably, the Strategic Gender Agenda 2019-2022 addresses this concern to promote GEWE in the regional and provincial offices. Further, the 2018 GMEF observed that “only selected program implementers are trained on GA and use of GA tools (section 2, People, GMEF 2018).” The TESDA Women's Center is loaded with work and they may not be able to cope with this demand.

3) *There is a need to build the evidence base for demonstrating the results of gender mainstreaming.* This implies more attention should be drawn to monitoring and evaluation, generating statistics and strengthening the data base pertinent to gender mainstreaming. Aside from the NGAs, more efforts are needed to gather relevant information at the LGU level to show improvements in women's empowerment and gender equality. To date, DILG is still unable to generate GAD data at the organizational level.⁷³ GAD programs are not necessarily based on data but on the mandate. It has been hard to get data from the ground. LGUs have insufficient data and these are not necessarily submitted to the DILG. Monitoring GAD will be quite a burden for the municipal local government officers. The GAD indicators have yet to be mainstreamed in the DILG's monitoring system. Note that there are also GAD-related

⁷³ Ibid.

data at the Bureau of Local Government Supervision (BLGs) office, particularly the results of the Seal of Good Local Governance.

BLGD together with the DILG Regional Information Technology Officers (RITO) capacitated the Regional GAD Focal Persons on the Hands- on Training of the Online Submission of GAD Plan and Budget and Accomplishment Report last September to December 2019. Roll out of the hands-on at the local level on the said training scheduled this year however, due to COVID-19 pandemic, virtual platform was introduced to provide technical assistance to the requested LGUs.

4). Agencies continue to be challenged with meeting the 5% GAD budget requirement. Perhaps, a more important challenge is finding the best use of the gender budget so that GM can create better impacts on women and men’s lives. For example, the Mental Health Law was passed in 2018. For sure, mental health has gender dimensions and could be a legitimate basis for spending the GAD budget. However, this has to be brought to the attention of the agencies.

Also, it is time to calibrate the 5% GAD budget requirement. Some agencies do not have direct women clients or beneficiaries and some agencies are not service delivery oriented. Given the empirical data, it is worth revisiting, reconsidering and nuancing the application of the 5% GAD budget.

IV. CONCLUSIONS AND RECOMMENDATIONS

Are the institutional mechanisms in place and are they functional? Ten years since the MCW (2009) was promulgated, the institutional mechanisms have generally been put in place among the agencies in this study, i.e. DA, DFA, DOH, DOST, TESDA, CHR, COA and DILG, with varying degrees of functionality.

In DOH and DFA, there is some ambiguity in the way they function. At the DOH, the GAD Secretariat is working but the whole GFPS has not been as visible while at the DFA, “... the GAD Secretariat and GFPS are *not yet functioning optimally* as intended by the Magna Carta of Women (RA 9710) and the two Department Orders (DOs). Both the GAD Secretariat and GFPS have to contend with the reality of limited GAD personnel, mobility and rapid turnover of DFA personnel, which is DFA’s ‘normal’ operations. As a consequence of these challenges, both substantive and administrative GAD tasks are not yet systematically mainstreamed into DFA’s strategic performance management systems including its mechanisms for strategic and business planning, accountability reporting (OPCRFs and IPCRFs) as well as internal audit and quality management systems. Nevertheless, the GAD Secretariat has been a key driver and change agent in pushing for and supporting the implementation of GAD activities. There is a perception that the GAD Secretariat’s role and responsibilities go beyond the performance of its current functions, and that it may need to be re-structured or

relocated under another office with accountability and authority over strategic policy formulation, programming and management operations.”⁷⁴ It must be pointed out that despite the seeming non-functionality of the GFPS, two gender audits have been conducted at the DFA in 2014 and 2018. In 2019, DFA engaged a consultant to draw up an online gender training to aid in its gender capacity building.⁷⁵ I also conducted its first ever Gender Responsive Leadership Retreat for its top management officials in August 2019.⁷⁶ DFA should sustain its efforts to build internal capacity in gender mainstreaming, including the designation of gender focal points in the foreign service posts and building their gender mainstreaming capacity. Over the long term, these steps should level up the functioning of the DFA-GFPS.

In general, the institutional mechanisms are in place or endeavoring to be in place in the 8 agencies that were studied. Where they do not exist, there are “proxy” mechanisms. For example, at the CHR, the gender focal point system is not fully operational at the central office, but the Center for Women Empowerment and Gender Equality serves the purpose. Still there is a need to activate the GFPS so as not to overload the CGEWE.

In the case of the oversight agencies, the COA appears to be stable and constant in terms of maintaining the functionality of its mechanism and thus, it is able to drive the process of gender mainstreaming in the organization and its client agencies. In the case of the DILG which oversees the LGUs, there is a dedicated effort to localize the MCW in the LGUs as shown by the promulgation of guidelines. How deep and how far these guidelines have gone needs to be ascertained. Internally, within DILG, there is a “flux” arising from the leadership transitions, the latest of which is the attachment of the PCW to the DILG. There is a clear arrangement however that the BLGD takes charge of the client focused actions while the Planning Service takes charge of gender mainstreaming within the DILG. Relative to the latter, the overall direction is provided by the Office of Assistant Secretary Marjorie Jalosjos.⁷⁷

The CHR can focus on strengthening its GFPS and GAD Planning and budgeting. It can improve its sex disaggregated data and sector disaggregated data and analysis, enhance protection services (legal/financial assistance) specifically for the marginalized, and more accessible promotional and advocacy materials.

One immediate point of action for PCW is to ascertain if the GFPS is existing and functional in the various agencies beyond the 8 agencies that participated in the present study. Such a deliberate study could aid PCW in locating the points for immediate intervention, set and fast track GMS processes.

⁷⁴ DFA PGA, Dec 2018 Executive Summary.

⁷⁵ Conversation with Amar Torres, 31 Jan 2020, PICC. Celebration of PCW@45.

⁷⁶ DFA Feedback, August 2020.

⁷⁷ DILG Feedback, August 2020.

More time is needed to foster, fast track and intensify the implementation of gender mainstreaming. Considering that the operational guidelines for GPBs was issued only in 2012, the real time for GMS has only been 7 years (2012-2019). In fact, it can be asserted that disseminating and understanding the guidelines could easily take up 2-3 years; complying with the guidelines may really have begun a little later than 2012. If this were so, then the implementation of GM may well be less than 7 years.

Full implementation of the MCW is yet to ensue. For examples, to date, the GFPS at the CHR, and its functioning as the Gender Ombud, is yet to be completed. Also, section 38 of the MCW provides for the creation of Gender Focal Point Officers in the Philippine Embassies and Consulates. These provisions have not been fully implemented yet. Based on its 2019 gender audit, the DFA realizes that its GFPS is operating at sub-optimal level.

The MCW has been an effective legal platform for the PCW to introduce and implement gender mainstreaming over the past 5-7 years. This experience in GM provides a sense of how the societal change processes are being put into effect in the Philippine bureaucracy in order to eliminate social biases and gender-based discrimination. It also led to the realization of the need for deep drilling of GAD values especially at the LGUs. Alongside GM, there are current concerns like climate change and disaster management, environmental protection, mental health and well-being that must be advocated and mainstreamed into governance processes. In 2020, an added major concern is to control the spread of the COVID 19 pandemic.

Is it time to amend the law? It is good practice to be on the lookout for legal reforms to ensure that the policy platform for gender mainstreaming is grounded in the real world. However, the primordial task for now is to enforce and implement the MCW. The tools and processes have been designed and applied. The latest addition to the GM toolkit is the Compendium of Indicators which must be disseminated and **used by the agencies**.

Amendments on the gender budget may be considered to fine tune its application. The policy applies to all agencies irrespective of the nature of their mandate. Compliance with the 5% minimum GAD budget poses a challenge to certain agencies that do not have service delivery functions. PCW could categorize agencies in collaboration with COA and DBM.

RECOMMENDATIONS

1. FAST TRACK AND INTENSIFY THE IMPLEMENTATION OF THE MCW.

- 1.1. *Make the institutional mechanisms especially the GFPS functional.* PCW's attention can be geared toward ensuring that agencies have functioning GFPS and technical assistance can be given to those encountering some drawbacks to the

extent possible. PCW can come up with its operational definition of functionality. This can be linked to the *GADtimpala* award and the Seal of Good Local Governance as a criterion for the award.

PCW can provide technical assistance to activate the dormant GFPS in agencies such as the CHR and the DFA. This would help entrench the organizational changes that gender mainstreaming could bring and facilitate the attainment of gender equality and women empowerment outcomes. Also, administrative measures such as the inclusion of gender work as part of the staff's performance credit would be an incentive and give them recognition for the extra time and effort they invest on GAD.

1.2. Sustain the strengthening of GFPS and institutional capacity building. PCW must extend technical assistance to build and/or deepen institutional capacities such as the DILG which has had many issues and challenges in generating and collecting gender-related statistics. One such issue is the preparation of the LGUs' GAD agenda which could be extracted from the LGUs' Comprehensive Development Plan. Thus, there are suggestions that LGUs do not need to prepare a GPB.

1.3. Streamline gender mainstreaming processes and rationalize the gender budget standard of 5%. GM has been associated with so much tedium and detail. Acknowledging this, the PCW has introduced one major reform: the formulation of a strategic GAD agenda that will guide the annual GPB preparation and will serve as the tool for PCW's monitoring of GMS accomplishments over a five-year period. Such process improvements should be continued. For example, COA technical staff find the current practice in gender budgeting to be tedious and activity oriented. An aggravating factor is that their field offices have no Internet connectivity, necessitating that they find an Internet Café to make their online submissions. PCW review comments come late (in their case they submitted in February 2017 and received the comments in December 2017) and pertain to form rather than substance i.e. lack alignment of the columns in the matrix. Operational adjustments can also be made at the agency level. For example, the schedule of preparation of GPBs can be synchronized with the planning schedule of the agency as is being done now by the CHR.

The experience of 8-10 years of GM can now be used as basis for rationalizing the gender budget standard of 5-% which support agencies such as GOCCs consider to be too high. The application of the 5 % gender budget norm requires nuancing according to the nature of work of an agency i.e. service delivery versus support. Also, complementation between support and service delivery agencies can be defined as an appropriate modality for optimizing the use of the gender budget.

The results of the COA gender audits from 2016-2019 could be studied to discern trends in the utilization of the gender budget and shed light on how it could be better used. This could be an input into the revision of the MCW.

- 1.4. *PCW can intensify its support for the DILG to accelerate GM at the LGUs.* This could include further incentivizing GM for the agencies and linking it to the goal of promoting social inclusion. For example, under the Seal of Good Housekeeping, GEWE objectives can be included under the Social Protection criteria. LGUs that show impacts on marginalized women and girls and/or gender equality gains, PCW could influence the DILG/LGUs to put a premium on achievement of social inclusion and equity goals, both of which are part of the PDP.⁷⁸ This will require dialogue and advocacy with the LGUs concerned.

2. MORE STUDIES/DEEP DIVES NEEDED TO TRACK IMPACTS, BY SECTOR

The case for gender equality and women's empowerment has been argued in the past development decades but it seems to get lost in the leadership and political transitions in the Philippine bureaucracy. The lesson learned is that the GAD case must be reiterated and re-asserted each time a new set of leaders assume office. The GFPS in the agencies must tirelessly engage in this advocacy and constantly update it with their observations and findings on GM in the national and local settings. In short, the knowledge base on the impacts of GM must be consciously put together, consolidated into a coherent and logical argument and popularized among the leaders and the staff, especially those who have not come on board GAD. The advocacy is to change negative attitudes toward women and to create balanced male-female relations toward equality of opportunity and treatment. It must be acknowledged that the change advocated for has been there and entrenched in our psyche for the longest time. Reversing gender biases will certainly take considerable time. Hence, repetitive advocacy is warranted. For the gender advocates this means unending patience and relentless advocacy.

- 2.1. *Systematic efforts should be launched to build the evidence base for gender mainstreaming, including the pursuit of monitoring and evaluation of the impacts of gender mainstreaming at the national and local levels.* This could be approached on a sectoral basis. The need to build the case for institutionalizing gender mainstreaming requires evidence base to justify the creation of regular staff to perform GAD functions and to demonstrate the impacts of GAD interventions. Toward this, sex disaggregated data and gender statistics are vital to demonstrate the importance and impacts of gender mainstreaming at various levels, i.e., household, community and whole of society. For instance, the DA-GFPS noted that there are numerous gender efforts that have created some notable impacts but these have not been adequately documented and the reports are largely anecdotal. The

⁷⁸ <https://naga.gov.ph/news/dilg-names-bicol-lgus-with-%E2%80%9Cseal-of-good-housekeeping%E2%80%9D/>

Region V Gender Focal Point had conducted study tours i.e., *lakbay-aral* in the farms of some of its outstanding woman farmers. Such visits have proven to be very enlightening to the GFPS members because they were able to see for themselves the effects of their agricultural interventions. Such visits also strengthen the sense of pride of the Outstanding Women Farmer Awardees and facilitates the sharing of good farm practices.⁷⁹

2.2. Strengthen GAD M&E and gender statistics. Required actions are two-fold: 1) strengthening gender statistics in collaboration with the PSA; work is in progress and should be consistently pursued, sustained and intensified along with efforts to 2) install monitoring and evaluation systems in the agencies. Also, more emphasis should be given to the appropriate utilization of gender statistics in planning and program evaluation.

Among the 8 agencies in this study, COA, DILG, and DOST reported having a monitoring system for GAD. In most agencies, the establishment of monitoring and evaluation system is either work in progress or work to be done. PCW's compendium of core indicators in GAD can substantially aid this process; it must be disseminated and its active use encouraged.

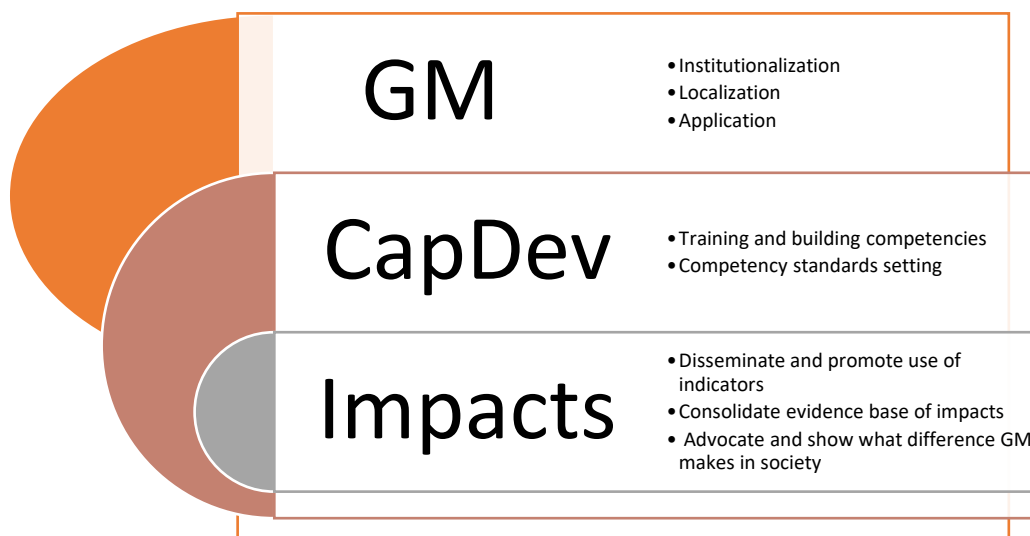
3. ORGANIZATIONAL STRENGTHENING OF PCW

The Philippine Commission on Women (PCW) is now 45 years old and it is the transformed NCRFW that was **established** on January 7, 1975 through Presidential Decree No. 633, as an **advisory body** to the President and the Cabinet on policies and programs for the advancement of **women**. It's mandate then was "to review, evaluate, and recommend measures, including priorities to ensure the full integration of women for economic, social and cultural development at national, regional and international levels, and to ensure further equality between women and men."

On August 14, 2009, Republic Act 9710, otherwise known as the Magna Carta of Women (MCW) was enacted and the mandate of PCW was expanded. Today, PCW is the **primary policy-making and coordinating body on women and gender equality concerns**.

⁷⁹ Consultant's Meeting with the DA GAD Secretariat and Focal Points, DA Conference Room, 7 June 2019,

Figure 1. Suggested PCW Focus in 2020 and Beyond



As the oversight body on women’s concerns, the PCW acts as a **catalyst** for gender mainstreaming, **authority** on women’s concerns, and **lead advocate** of women’s empowerment, gender equity, and gender equality in the country.⁸⁰ Having laid the legal platform for GM, PCW’s immediate challenge is to ensure that the MCW is implemented, localized, institutionalized as shown in Figure 1 above. Parallel efforts are needed to sustain development of gender mainstreaming competencies, shepherding processes to rally the agencies and LGUs toward the attainment of the desired GEWE outcomes. PCW’s major role is to monitor and oversee the roll out of GM and the achievement of gender equality and women empowerment. A major challenge to the latter is PCW’s short reach because it does not have staff at the regional and local levels. PCW needs considerable organizational strengthening to equal the tasks assigned to it. For some time now, the PCW has been proposing for GAD staff and possibly, having these staff at the regional level. Thus far, this lobby for more staff has not been heeded and requires “building the case” for expansion of PCW staff. A special audience for this is the DBM which remains lukewarm and in this author’s perception, unconvinced about PCW’s efficacy in bringing about the societal change,

Scale up the advocacy with the DBM to create staff positions for GAD. Campaigning for the creation of plantilla positions for GAD and other emerging advocacies necessitate: 1) demonstrating the positive impacts of GM in various sectors i.e. economic, social, environmental, etc. work; 2) dialogues between the PCW, COA, CSC and DBM & NEDA. Establishing staff positions requires dialogues with the DBM to persuade them about the worthiness of having such a staff position.

⁸⁰ In the PCW Website. www.pcw.gov.ph

Advocacy with the DBM will have to be scaled up to make them understand the worthiness of having regular staff positions that would do the work. Perhaps, the position can be labeled as “social inclusion” officers to lend a broader brief than just gender. One possibility is to link the position to the advocacy for other societal concerns that interfaces with GAD. For example, there are a number of emerging issues in contemporary Philippines such as climate change adaptation, greening the economy and society as a whole as well as mental health promotion, among others. These issues could be linked to gender and women’s issues, and thus, the GAD plans and budgets can embrace such societal issues and serve to mainstream women into the current social discourses as well.

The limited number of lawyers and investigators continue to limit the CHR’s function. Gender Ombud focals, that is lawyers and investigators who oversee gender related programs and activities and who attend to gender related cases often multi task; they are also regular lawyers and investigators of the CHR that handle increasing number of EJK and human rights defenders’ cases. The CGEWH is currently made up only of three occupied plantilla positions, with the remaining three staff as job orders. These are limitations that impact the work of the CHR as Gender Ombud. Despite these limitations, Regional Gender Ombud focals strive to address gender related cases and implement programs in relation to promotion, protection, and policy work of the CHR.

At the time of the study, the PCW was attached to the Department of Interior and Local Government in 2018. This was an unexpected change and not in keeping with the provisions of the Magna Carta of Women. The structural arrangement puts PCW under the supervision of DILG Secretary instead of the President of the Philippines. Questions are being raised by some quarters as to the wisdom of this move and whether or not PCW could be moved back to the Office of the President. This move is both an opportunity and a threat. For DILG, this arrangement can be put to good use in order to push localization of the MCW. *How can PCW’s attachment be optimized to accelerate the localization of the MCW?* On the other hand, it might mean the de-emphasis on GAD, especially in light of the misogynist remarks of some personalities holding positions in the government. This might add to the perception that GAD is not as important in the present scheme of things, Nonetheless, it might be worthwhile putting together women’s contribution in the conflict areas of Mindanao such as Marawi and in fostering peace and security. Again, more visibility of the women’s role and contribution is appropriate and imperative to strengthen gender and development.

END

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For more information, please contact:

Philippine Commission on Women

1145 Jose P. Laurel Street, Malacañan Palace Complex
San Miguel, Manila 1005 Philippines

 (+632) 8735-1654

 records@pcw.gov.ph

 <https://www.pcw.gov.ph>

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