Compliance, Performance, and Results

A Review of the Philippine GAD Budget Policy

GAD Budget Advocacy Forum
1 March 2011

Objectives

- To establish compliance of NGAs with the GAD Budget Policy per GAAs
- To ascertain whether the objectives of the law—support for gender mainstreaming and for ensuring that women benefit equally and participate directly in the development process—have been achieved
Focus

- Performance of oversight agencies (DBM, NEDA, NCRFW/PCW)
- Trend analysis of GAD budget compliance and utilization
- Performance of NGAs through case studies (DA, DepEd, DENR, DOLE, DOTC, DPWH)
- Lessons and recommendations for improving compliance and performance of the GAD Budget Policy

Views on the Gender Budget

- Political process: advocacy, lobbying and negotiations; recognition of the importance of public resource allocations for gender equality
- Technical process: stand alone, or as part of government budgetary processes; policies, instructions, competencies
- As part of process of change towards good, and gender-responsive governance
  - Inclusiveness, participation, transparency and accountability
  - Articulation of the budget rationale
Findings: Performance of Roles by Oversight Agencies

- Standards and guidelines
  - DBM budget calls, with GAD Plan and Budget (GPB) and Accomplishment Report (AR) annexes
  - NEDA Harmonized GAD Guidelines
  - COA MC 2009-080
- Monitoring
  - PCW and DBM—Accomplishment reports
  - NEDA—GAD monitoring reports from ODA agencies and national government agencies with foreign-assisted projects
- GAD planning and budgeting

Findings: Entry Points for GAD in the National Budgeting Process

- Setting of macroeconomic targets and the sector budget allocations: consider gender-related needs and constraints of relevant populations
- During budget calls through GPB and AR annexes
- During the budget forum: PCW can explain the GAD budgeting processing and need for gender analysis
- During the review and endorsement of GAD plans and budgets
- During DBM and Congress budget hearings: ask agencies about their GAD plans and budgets.
- BUT some of these opportunities have disappeared
Findings: Overall Compliance by National Government Agencies

- Low compliance rate: fewer than half of the 300+ agencies submitted their GPB, and fewer more, their ARs. More aggressive advocacy by the PCW improved submission rates.
- Of total agencies with budget submissions, only 46% also submitted their ARs.
- The compliance record (GPB and AR) of key implementing agencies is more encouraging: 61% vs. 37% among non-key implementing agencies.

Compliance trends
Findings: GAD Budget and Agency Budget

- Rise in the number of GPB submissions since 1995
- Abrupt peaking in some years, drop the next year.
- The total GAD budget made up less than 1% each year of total approved appropriations.
  > Low degree of commitment to gender mainstreaming
  > Women, along with other vulnerable and less influential groups, tend to lose in the competition for resources

Findings: GAD Budget Utilization

- AR requirement: to check whether GPBs were implemented and budget spent accordingly.
- How GAD budgets are utilized:
  > Organization-focused ("GAD PAPs"): preparing the organization to become gender-aware via GAD training programs, advocacy, setting up or improving facilities for women employees; and the like
  > Client-focused ("gender mainstreaming PAPs"): improving agency outputs, including facilities and in project design and implementation that integrate GAD
Table 2.3: Planned versus spent GAD budgets, 2002-2009

<table>
<thead>
<tr>
<th>Year</th>
<th>Proposed GAD Budget (in billion)</th>
<th>GAD Expenditures (in billion)</th>
<th>Percent Utilization</th>
</tr>
</thead>
<tbody>
<tr>
<td>2002</td>
<td>0.84</td>
<td>0.31</td>
<td>37</td>
</tr>
<tr>
<td>2003</td>
<td>4.74</td>
<td>0.51</td>
<td>11</td>
</tr>
<tr>
<td>2004</td>
<td>3.93</td>
<td>1.70</td>
<td>43</td>
</tr>
<tr>
<td>2005</td>
<td>2.16</td>
<td>0.65</td>
<td>30</td>
</tr>
<tr>
<td>2006</td>
<td>1.09</td>
<td>0.91</td>
<td>82</td>
</tr>
<tr>
<td>2007</td>
<td>0.95</td>
<td>1.73</td>
<td>182</td>
</tr>
<tr>
<td>2008</td>
<td>1.05</td>
<td>2.29</td>
<td>218</td>
</tr>
<tr>
<td>Average</td>
<td>2.11</td>
<td>1.16</td>
<td>55</td>
</tr>
</tbody>
</table>

Findings: Some GAD Results

**ORGANIZATIONS**
- Improved ability of GFPs and TWGs to mobilize their GAD budget ([DENR, PPA/DOTC](#))
- In-house trainers’ pool developed, increased pool of GAD advocates ([DENR, DA, PPA/DOTC, DepEd](#))
- Some improvements in women’s access to decision-making and key resources ([DOTC, DENR](#))
- Appreciation of sex-disaggregated data and gender studies, but not used systematically ([DENR, DOLE, DepEd](#))
Findings: Some GAD Results

CLIENTS
- Improved participation of women in some projects and programs (DENR, DPWH-water supply)
- Improved access to resources distributed through projects (DENR, DA, DOLE)
- Agency-specific results: reduced sexism in textbooks or other learning materials (DepEd); rescue of increasing number of trafficked women and children (DOTC/PPA & VF); and improved facilities, particularly for clients with young children (DOTC); and legal support for safer workplaces for women, and increasing access of women to jobs (DOLE)

Issues, Challenges and Lessons
- Planning and budget determination
  - Addressing agency-specific conditions and mandates—in many cases, not guided by gender analysis
  - Costing advocacy and similar activities
  - Issuing clear budget instructions and harmonization of agency budgeting guidelines
  - Harnessing the support of stakeholders (external and internal)
- Development of internal support for GAD
  - Lack of appreciation and commitment of agency leadership and management; competence of relevant technical staff in gender analysis, planning and budgeting
  - Need for concrete demonstration of ‘gender mainstreaming’ in organizational operations and programs and services
Issues, Challenges and Lessons

- Budget execution
  - Access to and release of GAD budget (scarcity of resources; agency budget office requirements)
  - Untangling GAD budget items that are embedded in regular agency budget
- Accounting for the GAD budget
  - Lack of appreciation and commitment of agency leadership and management; competence of relevant technical staff in gender analysis, planning and budgeting
  - Need for concrete demonstration of ‘gender mainstreaming’ in organizational operations and programs and services

Needed Actions

- Improve quality submissions and results
  - DBM, NEDA and PCW to update Joint Memorandum Circular and harmonize it with the Magna Carta of Women
  - All agencies to support the development of capacities in gender analysis, planning and budgeting
  - All agencies to support allocation of resources to create gender-responsive workplaces, improve mainstream operations, and produce GAD results
Needed Actions

- Improve accounting and accountability
  - DBM, PCW and COA to harmonize expectations and guidelines re accounting for and reporting on GAD budget execution or utilization
  - Department secretaries and agency heads to include producing key GAD results in their KRAs

- Enhance commitment to GAD
  - Prioritize the GAD budget in agency resource allocation
  - Allocation of funds for GAD initiatives (making operations and programs more gender-responsive), not just attribution of existing programs to GAD

Needed Actions

- Provision of coherent technical assistance on gender analysis, planning and budgeting
- Stakeholders' involvement in making GAD plans work for women
  - Support of women's groups and GAD advocates