

Republic of the Philippines Department of Social Welfare and Development

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Administrative Order No. _____ 05

SUBJECT: DSWD GUIDELINES ON GENDER AND DEVELOPMENT (GAD) MAINSTREAMING

I. RATIONALE

Series of 2012

Republic Act No. 9710, otherwise known as the Magna Carta of Women (MCW) defines Gender Mainstreaming as the strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring, and evaluation of policies, programs and projects in all social, political, civil and economic spheres so that women and men benefit equally. It is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs in all areas and at all levels.

Pursuant to Section 36 of the Magna Carta of Women is the need for all government agencies to adopt GAD Mainstreaming as a strategy to promote women's human rights and eliminate gender discrimination in its systems, structures, policies, programs, processes and procedures. It also instructs all concerned agencies to establish or strengthen their Gender and Development Focal Point System (GFPS) to catalyse and accelerate gender mainstreaming within their agencies.

Hence, the issuance of this guidelines.

II. LEGAL BASES

The following laws and issuances served as guide in crafting this Administrative Order:

- (1) Republic Act. No. 7192 Women in Development and Nation Building Act;
- (2) Republic Act No. 9710 Magna Carta of Women (MCW);
- (3) Executive Order No. 273 Approving and Adopting the Philippine Plan for Gender-Responsive Development (PPGD) 1995-2025;
- (4) The Philippine Commission on Women (PCW) Memorandum Circular No. 2011-01 Guidelines for the Creation, Strengthening and Institutionalization of the Gender and Development (GAD); and
- (5) PCW, National Economic Development Authority (NEDA), and Department of Budget and Management (DBM) Joint Memorandum Circular (JMC) 2004-1.

III. COVERAGE

This Administrative Order will cover all Offices/Bureaus/Services (OBSs) of Central Office (CO) and the Field Offices (FOs).

IV. OBJECTIVES

- 1. To adopt the Departments' GAD Mainstreaming Framework;
- 2. To strengthen the GAD Focal Point System of the Department;
- 3. To ensure that the programs, services, projects and activities being implemented, piloted and initiated by the Department are gender responsive;
- 4. To facilitate integration of GAD in the systems, structures, policies, processes and procedures of the Department; and
- 5. To guide the Department in monitoring and evaluating it's GAD mainstreaming efforts.

V. DEFINITION OF TERMS

For the purpose of this Administrative Order, the following terms are defined:

- 1. **Gender** refers to roles, attitudes and values assigned by culture and society to women and men. These roles, attitudes and values define the behaviours of women and men and the relationship between them. They are created and maintained by social institutions such as families, government, communities, schools, churches, and media. Because of gender, certain roles, traits and characteristics are assigned or ascribed distinctly and strictly to women or to men. (Source: PCW)
- 2. **Gender and Development (GAD)** refers to the development perspective and process that is participatory and empowering, equitable, sustainable, free from violence, respectful of human rights, supportive of self-determination and actualization of human potentials. It seeks to achieve gender equality as a fundamental value that should be reflected in development choices and contends that women are active agents of development, not just passive recipients of development. (Source: Magna Carta of Women)
- 3. **Gender Analysis** refers to a framework to compare the relative advantages and disadvantages faced by women and men in various spheres of life, including the family, workplace, school, community and political system. It also takes into account how class, age, race, ethnicity, culture, social and other factors interact with gender to produce discriminatory results. (Source: Joint Circular No. 2004-1 of the DBM, NEDA and National Commission on the Role of Filipino Women [NCRFW])
- 4. **Gender Audit** refers to a form of "social audit" or "quality audit" which determines whether the organization's internal practices and related support systems for gender mainstreaming are effective, reinforcing each other and are being followed. This tool or process assists organizations in establishing a baseline, identifying critical gaps, and challenges, and recommending ways of addressing them. (Source: Magna Carta of Women)
- 5. **Gender Awareness (GA)** the ability to identify problems arising from gender inequality and discrimination, even if these are not evident on the surface and are "hidden", or are rare not part of the general and commonly accepted explanation of what and where the problem lies. (Source:

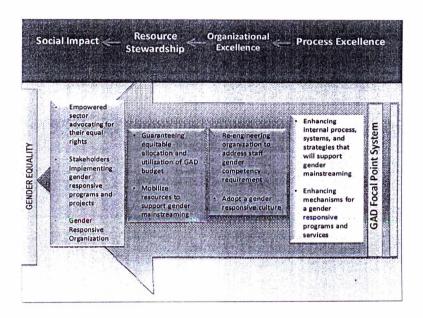
VI. GENERAL GUIDELINES

- 1. The Department shall institutionalize its gender mainstreaming through a Framework consistent with its mandate as the lead in social protection and anchored on the balanced scorecard.
- 2. The Departments' GAD Focal Point System shall be strengthened to ensure and advocate for, guide, coordinate and monitor the development, implementation, review and updating of the Departments' GAD plans and GAD—related programs, services, activities and projects.
- 3. The cost of implementing GAD plan shall be included in the Departments' annual Work and Financial Plan. GAD planning and budgeting shall be conducted annually as part of the Department's programming and budgeting exercises.
- 4. The Department shall undertake orientations and capacity development on GAD for its officials and employees.
- 5. A Department wide participatory gender audit shall be conducted periodically to determine the effectiveness of its internal practices and support systems for gender mainstreaming.
- An assessment of the Department's core social protection programs as to their gender responsiveness shall be undertaken by concerned National Project Management Offices (NPMOs).
- 7. The Department shall adopt a mechanism to monitor the progress and evaluate the impact, at various levels, the implementation of its GAD plan especially GAD-related programs, services, and projects.
- 8. A separate guideline will be issued to cover gender mainstreaming in the social protection programs initially for the Pantawid Pamilya Pilipino Program; Kapit-Bisig Laban sa Kahirapan: Community Integrated Delivery of Social Services (KALAHI-CIDSS); and the Sustainable Livelihood Project.

VII. SPECIFIC GUIDELINES

A. On GAD Mainstreaming Framework

Figure 1: DSWD GAD Mainstreaming Framework



The GAD Mainstreaming Framework of the Department (see Figure 1) ensures that all programs and projects are aligned with the achievement of the end goal of Gender Equality. The Framework tracks the DSWD's performance against a set of gender perspectives and strategic objectives anchored on the agency's mandate, vision, mission and core values.

To achieve **gender equality**, the framework provides for four (4) perspectives which include (1) process excellence; (2) organizational excellence; (3) resource stewardship; and (4) social impact. These processes as perspectives aim to: (a) ensure alignment of targets and resources; (b) improve organizational performance; (c) align organization strategy with what work people do on a day-to-day basis; (d) focus on the drivers of future performance; (e) improve communication of the organization's Vision and Strategy; and (f) prioritize projects and initiatives.

The GAD Mainstreaming Framework will be realized through their respective strategic objectives that will ensure excellence in a balanced process. Strategic measures on the other hand will be identified to assess the realization of the strategic objectives.

1. Process Excellence

This perspective ensures that all mechanisms, systems, policies and strategies are supportive to GAD. All activities of the Department should be gender sensitive from the planning stage, policy and program development, social marketing, implementation and reporting, knowledge sharing to monitoring and evaluation. Process excellence will be addressed through the following strategic objectives:

 Enhancing internal process, systems, and strategies that will support gender mainstreaming

Systems will be developed to assess gender responsiveness of the Department's programs and services, policies and standards. Annual assessment will be conducted to monitor and update the said system while knowledge sharing activities will be conducted at all levels. Each office, bureaus, services, units and regional offices shall have a GAD functional team that will facilitate the implementation of the gender mainstreaming efforts.

Enhancing mechanisms for a gender responsive programs and services
 Programs and projects will be subjected to gender analysis to determine their level of gender responsiveness.

2. Organizational Excellence

This perspective aims that with the GAD mainstreaming strategies, the organization as a whole will be more sensitive to the public as it performs its rowing and steering functions geared towards excellence. By applying the GAD principles, it aims to instil a culture of change by buying-in a more sensitive interaction to the actors of the organizations. It further aims to minimize, if not obliterate, biases against GAD with in the culture of the organization as well as eliminate labelling and discrimination based on one's gender, race, status or beliefs. Organizational excellence will be achieved through the following strategic objectives:

• Re-engineering organization to address staff gender competency requirement

A *ladderized* approach shall be adopted to harness staff skills, knowledge and competencies and to thereafter produce gender specialists and champions within the organization. Related policies will be revisited to require personnel to undergo capability building through GAD trainings such as but not limited to gender awareness, gender analysis and gender planning.

Adopt a gender responsive culture

A checklist to measure change of behaviour of DSWD personnel will be developed as part of the mechanism to discourage gender stereotype images, sexist languages and gender discrimination among others, within the organization.

3. Resource Stewardship

This perspective ensures availability of resources which not only includes financial allocation but also covers other infrastructures such as but not limited to information communication technologies (ICTs), networks, structures and assets needed for the implementation of programs and projects geared towards gender equality. This will be facilitated through the following:

• Guaranteeing equitable allocation and utilization of GAD budget

GAD Mainstreaming Budget of FOs and CO OBSs will be included in the organization's Annual Work and Financial Plan. The GAD-TWG will monitor utilization of allocated budget.

Mobilize resources to support gender mainstreaming

Resource opportunities with partners under the CSO engagement GABAY, TULAY, KAAGAPAY and BANTAY will be pursued to support initiatives and projects on GAD mainstreaming.

4. Social Impact

This perspective aims that the Department will eventually evolve to be a gender responsive organization by changing its gender perspective in its dealings with its employees, sectors and stakeholders. This will be facilitated through the following:

• Gender responsive organization

GAD will be mainstreamed in the manpower, enabling mechanisms, policy, programs, activities and projects of the Department.

Empowered sector advocating for their equal rights

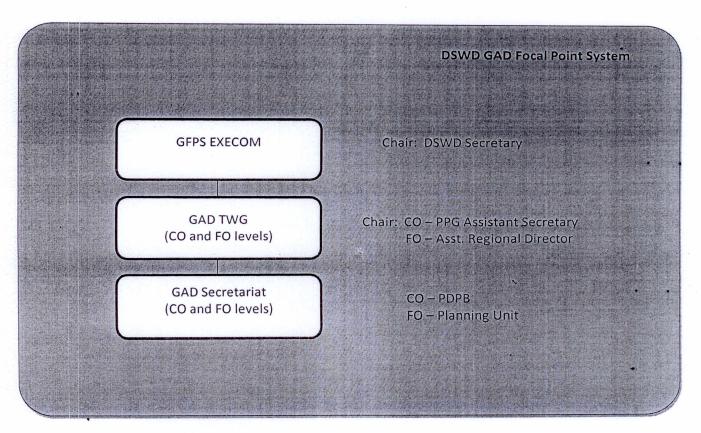
Various sectors being served by the Department are capacitated to participate in the Department's processes along planning, budgeting, monitoring and evaluation, policy formulations, standards and regulation, as well as programs and services implementation.

• Stakeholders implementing gender responsive programs and projects

The stakeholders will be contributing to the GAD agenda of the agency through an active exchange of knowledge and technologies. Stakeholders are able to actualize GAD mainstreaming in their programs and activities and assists the DSWD in reaching gender equality as a social impact.

B. On GAD Focal Point System

Figure 2: DSWD GAD Focal Point System



Structure and Composition

The DSWD GFPS shall be composed of the Secretary as Chairperson and the existing EXECOM as the GFPS EXECOM.

The TWG at CO will be chaired by the Assistant Secretary for PPG while the Assistant Regional Director (ARD) will Chair the TWG at FO. It shall be composed of the heads of offices, technical staff, and the representatives from the Social Welfare Employees Association (SWEAP) of CO and FOs. The Secretariat will be the Policy Development and Planning Bureau (PDPB) for CO and the Planning Unit for FOs.

Functions:

 Lead in mainstreaming gender perspective in policies, plans and programs of the Department. In the process, they shall ensure the assessment of the genderresponsiveness of systems, structures, policies, programs, processes, and procedures of the agency based on the priority needs and concerns of constituencies and employees and the formulation of recommendations including their implementation;

- 2. Lead in setting up appropriate systems and mechanisms to ensure the generation, processing, review and updating of sex-disaggregated data or GAD database to serve as basis in performance-based gender responsive planning;
- 3. Coordinate efforts of the different Central and Field Offices and advocate for the integration of GAD perspectives in all their systems and processes;
- 4. Spearhead the preparation of the agency annual performance-based GAD Plans, Programs and Budget and be responsible for submitting the consolidated GAD Plans and Budgets of the Department and as needed, in responding to PCW's comments or requests for additional information.
- 5. Lead in monitoring the effective implementation of GAD-related policies and the annual GAD Plans, Programs and Budget;
- 6. Lead the preparation and consolidation of the annual GAD Accomplishment Report and other GAD Reports that maybe required under the MCW;
- 7. Ensure that all personnel of the agency including the finance officers (e.g. accountant, budget officer, auditors) are capacitated on GAD.

Roles and Responsibilities:

1. The DSWD Secretary as GFPS Chairperson shall:

- a. Issue policies or other directives that support GAD mainstreaming in the policies, plans, programs, projects and activities, budget, systems and procedures of the Department including the creation, strengthening, modification or reconstitution of the GFPS; and
- b. Approve the GAD Plan, Program and Budget of the Department as duly endorsed by the Executive Committee, with the assistance of the Technical Working Group, and ensure its implementation.

2. The Executive Committee shall:

- a. Provide direction and give policy advice to the Chairperson to support and strengthen the GFPS and GAD mainstreaming activities of the Department.
- Direct the identification of GAD strategies, programs, activities and projects based on the results of the gender audit, gender analysis and according to the identified priorities of the Department in response to the gender issues faced by its clients and employees;
- c. Ensure the timely submission of the agency GAD Plan and Budget, Accomplishment Report and other GAD-related reports to the PCW and to DBM;

- d. Ensure the effective and efficient implementation of the agency GAD programs, activities and projects and the judicious utilization of the GAD Budget;
- e. Build and strengthen the partnership of the agency with PCW, GAD experts, advocates, women's groups and other stakeholders in pursuit of gender mainstreaming; and
- f. Recommend approval of agency GAD Plans and Budgets and GAD Accomplishment Reports.

3. The **Technical Working Group (TWG)** shall:

- a. Facilitate the implementation of the gender mainstreaming efforts of the Department through the GAD planning and budgeting process;
- b. Formulate Department's GAD Plans, Programs and Budget in response to the gender gaps and issues faced by their clients and constituencies, women and men employees, following the conduct of a gender audit, gender analysis, and/or review of sex disaggregated data;
- c. Work with the Capacity Building Bureau (CBB) on the development and implementation of an appropriate capacity development program on gender equality and women's empowerment for its employees.
- d. Initiate advocacy activities and work with the Social Marketing Service (SMS) in the development of IEC materials to ensure critical support of agency officials, staff and relevant stakeholders to the activities of the GAD Focal Point System and GAD mainstreaming activities;
- Monitor the implementation of GAD-related programs, activities and projects and suggest corrective measures to improve implementation of GAD PAPs and GFPS activities; and
- f. Endorse GAD Annual Accomplishment Report to the EXECOM.

4. The GAD Secretariat shall:

- a. Give notices of meetings and/or relevant information to all GAD-TWG members;
- b. Keep all official records and documents of the GAD TWG;
- c. Document minutes of the GAD TWG meetings; and
- d. Consolidate the FOs and CO GAD Plans and Accomplishment Reports.

C. On Preparation of Annual GAD Plan, Budget and Accomplishment Report

- 1. In support of the implementation of the annual GAA on GAD budget, the GAD Plan shall be integrated in the Work and Financial Plan (WFP) of the Department, the cost of which shall be at least five percent (5%) of the total budget.
- 2. Activities currently being undertaken by the Department which contribute to poverty alleviation, economic empowerment especially of marginalized women, protection, promotion and fulfilment of women's human rights, and practice of gender-responsive governance are considered to be part of the Department's GAD Plan.
- 3. Allocation for capability building activities for the employees of the Department shall form part of the WFP of the following:
 - a. National Project Management Offices;
 - b. Capacity Building Bureau;
 - c. Social Technology Bureau;
 - d. Protective Services Bureau; and
 - e. Field Offices
- 4. All GAD Plans shall be submitted to the PDPB on the 10th day of December prior to the start of the GAD Plan Year (e.g. December 2011 for 2013 GAD Plan) based on the schedule of the National Budget Call (NBC). (refer to Annex A for the format)
- 5. All GAD Annual Accomplishment Reports should be submitted to the PDPB on the 10th day of January of the succeeding year (e.g. January 2012 for 2011 GAD Accomplishment). (refer to Annex B for the format)

D. On Capability Building

- 1. The Department shall ensure that its officials and employees will be engaged in Gender Sensitivity Training (GST).
- 2. A *ladderized* GAD capability-building plan will be developed by CBB to address the Department's GAD mainstreaming competency requirement.
- 3. Gender perspective shall be integrated in the training designs.

VIII. EFFECTIVITY

This Administrative Order shall take effect immediately.

Issued this 14th day of May 2012.

Certified Copy:

MYRNA H. REYES Officer In-Charge Records Unit AZON JULIANO – SOLIMAN .

Secretary

BP 600: FY 2013 ANNUAL GENDER AND DEVELOPMENT (GAD) PLAN AND BUDGET

Department: Agency:						
Major Final Output:						
PROGRAM/ACTIVITY/ PROJECT (PAP) (1)	GENDER RELATED ISSUES/CONCERN (2)	GAD OBJECTIVE (3)	IDENTIFIED GAD ACTIVITY (4)	TARGET (5)	GAD PERFORMANCE INDICATOR (6)	GAD BUDGET (P'000) (7)
TOTAL						
Prepared by:			Approved by:	Date:		
CHAIRPERSON OF GAD FOCAL POINT			НЕ	DAY/MO/YR		

BP 600: ANNUAL GAD PLAN AND BUDGET Instructions

This form presents the agency GAD plan and budget for FY 2013.

Column (1) Program/Activity/Project

The objective for reviewing the agency mandate and existing P/A/P (s) is to surface the gender issues that the agency should address. Agency P/A/P(s) to be reviewed must be major, centerpiece programs.

The Gender Equality and Women's Empowerment Framework shall be the guiding framework in reviewing the agency's existing P/A/P (s). Sex-disaggregated data must also be used when analyzing the agency's existing P/A/P (s). The Framework Plan for Women, the Philippine Plan for Gender-responsive Development and the Convention on the Elimination of All Forms of Discrimination Against Women may serve as references for identifying the gender issues that the agency must address. Consultations with gender-aware women and the agencies' clientele should likewise be undertaken to validate and further define the gender issues articulated in the above-mentioned documents.

Agencies without sex-disaggregated data must identify the disaggregation of data by which sex as a GAD activity to be prioritized for implementation so as to avoid reporting the same problem in the following years.

Column (2) Gender Issue/Concern

The objective of this action then is to prioritize the gender issues that the agency will commit to address within the year.

A gender issue can be classified as client-focused or organization-focused. A client-focused gender issue articulates the extent of disparity of women and men over benefits from and contribution to a program and/or project of the agency. On the other hand, an organization-focused issue points to the gap in the capacity of the organization to integrate a gender dimension in the activities of its programs and projects.

The GAD Focal Point, however, must ensure that gender issues that have not been prioritized shall be addressed by the agency in the next planning year.

Column (3) GAD Objective

The objective at this point is to clarify and spell-out what the agency intends to accomplish vis-à-vis each gender issue that the agency commits to address.

The GAD objective must describe the intended outcome rather than merely state the intended activities of the agency. It must be specific, measurable, attainable, realistic and time-bound.

Identifying intended outcomes will help the agency identify appropriate GAD activities; keep its direction and ensure proper focus during implementation; and assess its accomplishments and gains vis-à-vis the gender issues identified.

Column (4) Identified GAD Activity

The objective of this action is to identify corresponding interventions for each gender issue that the agency commits to address.

Said interventions may take the form of the agencies existing P/A/P (s) but enhanced with the GAD perspective OR it may take the form of a reformulated P/A/P. The activities that will make the agency or the existing P/A/P (s) of the agency address the gender issues of its clients or organizations are called GAD activities. The GAD activities can either be client-focused or organization-focused.

Client-focused GAD activities are activities that seek to address the gender issues of the agency's clients. For oversight agencies whose clients are government organizations, client-focused GAD activities may include the review and integration of GAD in policies, database systems, monitoring and evaluation, or integration of GAD in training modules of government employees.

Organization-focused activities are activities that seek to: a) create the organizational environment for implementing gender-responsive policies, programs and projects; and b) address the gender issues of employees particularly those that affect women's performance as government workers like sexual harassment, low participation of women in human resource development undertakings and decision-making structures and processes, and lack of support to ease women's multiple burden such as daycare in the workplace.

Agencies shall give premium to client-focused GAD activities than the organization-focused GAD activities.

Column (5) Target

The objective of this action is to identify the quantitative and qualitative results that the agency is aiming for which will be the bases for monitoring and evaluating the agency's accomplishment and achievements on GAD.

Results refer to the change that has occurred after implementing the activity. The two types of results are the **immediate results of the activity (output)** and the **more distant change (outcome)** that are anticipated or actually have occurred as a result of a series of related activities and achieving a combination of outputs.

Column (6) Performance Indicator

The objective of this action is to identify the quantitative and qualitative measures of progress vis-à-vis the achievement of the targets set by the agency.

Quantitative indicators are measures or evidences that can be counted while qualitative indicators are measures or evidences that provide meaning and understanding of the clients' experiences.

Column (7) GAD Budget

The objective of this action is to determine the amount to be allocated by the agency for the implementation of its GAD activities contained in the fourth column.

BP 600-A: ANNUAL GENDER AND DEVELOPMENT (GAD) ACCOMPLISHMENT REPORT FY 2011

PROGRAM/ACTIVITY/ PROJECT (PAP) (1)	GENDER ISSUES (2)	GAD ACTIVITY (3)	RESULTS (4)	COST (5)	REMARKS (6)
			,		
epared by:			Approved by:	•	Date:
CHAIRPERSON OF GAD FOCAL POINT			HEAD OF A	DAY/MO/YR	

BP 600-A: GENDER AND DEVELOPMENT (GAD) ACCOMPLISHMENT REPORT Instructions

Column (1) Program/Activity/Project

Agencies which have reviewed their programs/activities/projects for gender responsiveness will proceed by filling up all the sections. Beginners in gender mainstreaming or those agencies which have yet to create the environment supportive of gender mainstreaming will start with the second section of the form. Beginners in gender mainstreaming are those which have yet to: make key people in the agency appreciate and understand gender; formulate internal policies that will support gender mainstreaming in the agency; create mechanisms for GAD such as Focal Point and trainers' pool; and develop sex-disaggregated databases.

To assess the progress in gender mainstreaming, agencies may use the Gender Mainstreaming and Evaluation Framework (GMEF). It is self-assessment tools which will help agencies determine where they are in the gender mainstreaming continuum and formulate measures towards progress. The GMEF is available for viewing and free download at www.ncrfw.gov.ph. Hard copies may be purchased at the NCRFW library.

Entries to this section shall include the title, objectives, target, clientele, and the total budget of the program, project or mainstream activities.

Column (2) Gender Issue

An issue may be reported as a gender issue if it:

- articulates the extent of disparity of women and men over benefits form and contribution to a program and/or project of the agency (Client-Focused Issues), or
- points to the gap in the capacity of the organization to integrate a gender dimension in the activities, of its program and projects (Organization-Focused Issues).

A gender issue is best drawn from a gender analysis or diagnosis and is supported by data and statistics. The supporting data tells about the extent and magnitude of the gender issues or bias being presented.

Column (3) GAD Activity

The GAD activity is a component of the regular programs, activities and projects of the agency. An activity may be reports as a GAD activity it seeks to:

- promote the equality between women and men in the distribution of benefits and the opportunity to contribute to an agency program or project; and/or
- address the gaps in knowledge, skills and attitudes of key personnel on gender mainstreaming.

It is important to note that in most areas of life, there are significant disparities between women and men. In order to address the disparities,

agencies have to uphold positive action to promote the interest of women. For example, in promoting women's participation and involvement in farmers' cooperatives, it is not a value for agencies to target and report 50% women and 50% men as participants since this will not change the existing status of women as against men. In the same token, activities that target women without clear articulation as to how they will contribute to closing in gender gaps are likewise of little value. Examples of this are: procurement of violet uniforms for the agency's women choral group members, laser tooth extraction for employees, purchase of mineral water for employees, and construction of structures such as covered path walk and tennis court.

GAD activities may target women, men or both. Activities that have targeted men may be reported as GAD activity for as long as the objective is to correct gender disparities as in the case of establishing a network of men against sexual harassment in the workplace or training and encouraging men to share in parenting and child-rearing responsibilities.

Agencies, especially those which are new in gender mainstreaming may report activities that are intended to develop or strengthen their institutional capacity for gender mainstreaming.

Column (4) Results

This section shall reflect the consequences of the activity that has been conducted. It shall provide a description of the change that has occurred after implementing the activity. There are two types of result that have to be reported. The immediate results of the activity (output) and the more distant change (outcome) that are anticipated or actually have occurred as a result of a series of related activities and achieving a combination of outputs. In cases where many activities are required to come up with an output, it is recommended that the agency reflects all these activities in the report.

Column (5) Cost

To avoid double counting and attributing the entire program or project cost as GAD Budget, agencies will only report the actual cost for the conduct of the GAD activities. The agency shall specify whether the funding was sourced from overseas donors or from the GAA or from both.

Column (6) Remarks

Agencies are encouraged to report any deviation from their proposed plan and budget and provide the reasons for the deviation as well as the factors that have facilitated or hindered the implementation of gender mainstreaming in the agency.