



**PHILIPPINE COMMISSION ON WOMEN
MEMORANDUM CIRCULAR
No. 2011-01**

**Guidelines for the Creation, Strengthening and
Institutionalization of the Gender and Development
(GAD) Focal Point System**

Published by:



Office of the President
Philippine Commission on Women
1145 J. P. Laurel Street, San Miguel
1005 Manila, Philippines

1st Printing
December 2012

With funding assistance from the Office of Senator Pia Cayetano

Complimentary copy. Not for sale.

PCW MC No. 2011-01

**Guidelines for the Creation,
Strengthening and Institutionalization
of the Gender and Development
(GAD) Focal Point System**

--	--

TABLE OF CONTENTS

Foreword ----- vii

PCW Memorandum Circular No. 2011-01 ----- 1-10
Guidelines for the Creation, Strengthening and Institutionaliza-
tion of the Gender and Development (GAD) Focal Point System

--	--

FOREWORD

Gender-related laws such as Republic Act (RA) 7192 (Women in Nation Building Act) and most recently, RA 9710 or the Magna Carta of Women (MCW) mandate the agency GAD Focal Point System (GFPS) to lead gender mainstreaming in their offices. This means playing a catalytic and facilitative role to ensure that their agencies adopt the gender-responsive and rights-based approach in policymaking, program and project development and service delivery. Specifically, the GFPS will spearhead the agency's review and enhancement of its policies, programs, projects and services so that these are able to address the differentiated needs and concerns of the agency's women and men clientele, including the agency's female and male employees. In fulfilling these roles, the GFPS is primarily assigned to prepare the agency's GAD plan and budget as required in the recently-issued PCW-NEDA-DBM Joint Circular 2012-01 and to lead the capacity development of their agency's officials and employees on GAD.

The GFPS is envisioned to be instruments in fulfilling the current administration's Social Contract No. 13 on Gender Equality: "From a lack of concern for gender disparities and shortfalls, to the promotion of equal gender opportunity in all spheres of public policies and programs".

Consistent with Section 37 of the Magna Carta of Women's Implementing Rules and Regulations (MCW-IRR), the PCW MC 2011-01 spells out the key roles and responsibilities of the GFPS. As mandated by the MCW-IRR, the policy also provides for its organizational structure so that the roles and responsibilities are equitably shared and owned by those concerned.

The issuance of the PCW Memorandum Circular (MC) 2011-01 or *Guidelines for the Creation, Strengthening and Institutionalization of the GAD Focal Point System* is expected to increase understanding and support of government agencies at the national level for their GFPS or similar mechanisms to accelerate gender mainstreaming in their offices. By strengthening their GAD Focal Point and transforming it into a **GAD Focal Point System (GFPS)**, the task of gender mainstreaming will become a collective responsibility and accountability of all concerned offices and officials.

PCW calls upon all government agencies, state universities and colleges, government-owned and controlled corporations and other government instrumentalities to refer to this Circular in restructuring and strengthening their GFPS.

Lessons from our Gender and Development (GAD) advocacy over the past decades show that enabling mechanisms are necessary for gender mainstreaming to prosper. These mechanisms include a clear and doable GAD plan with adequate budget, a database that contains sex-disaggregated data, gender statistics, and GAD-related information necessary for gender-responsive policymaking and programming and a strengthened GAD Focal Point System (GFPS). Among the three, it is the GFPS that ensures that all other enabling mechanisms are implemented and/or operational.

To function effectively, it is important that the GFPS is composed of technically competent staff and key people representing various offices and divisions from both operations and support units who have expertise and authority to influence the course of gender mainstreaming in their agencies. It is thus very crucial for heads of government agencies to strengthen their GFPS by providing them top level support and with human and financial resources.

The work of the GFPS members is both challenging and rewarding. Challenging because they have to study GAD and adopt a gender lens as they go about their regular work. It is rewarding because notable gender-responsive programs and projects that have been recognized as good practices on GAD are due in part to the efforts of committed and hardworking GFPS members.



**OFFICE OF THE PRESIDENT
PHILIPPINE COMMISSION ON WOMEN
SAN MIGUEL, MANILA**

MEMORANDUM CIRCULAR NO. 2011-01

Date: *October 21, 2011*

TO: All Government Departments, including their Attached Agencies, Offices, Bureaus, State Universities and Colleges (SUCs), Government-Owned and Controlled Corporations (GOCCs), and All Other Government Instrumentalities

SUBJECT: GUIDELINES FOR THE CREATION, STRENGTHENING AND INSTITUTIONALIZATION OF THE GENDER AND DEVELOPMENT (GAD) FOCAL POINT SYSTEM

1. PURPOSE

- 1.1. To provide guidelines and procedures for the establishment, strengthening, and institutionalization of the GAD Focal Point System (GFPS) in constitutional bodies, government departments, agencies, bureaus, SUCs, GOCCs and all other government instrumentalities; and
- 1.2. To clarify the roles and responsibilities, composition and structure of the GFPS to enable it to function as a mechanism for catalyzing and accelerating gender mainstreaming in the agency towards the promotion of Gender Equality and Women's Empowerment.

2. POLICY GUIDELINES

- 2.1. Pursuant to Section 36 of Republic Act No. 9710, otherwise known as the Magna Carta of Women (MCW), all government departments, including their attached agencies, offices, bureaus, state universities and colleges, government-owned and -controlled corporations, local government units and all other government instrumentalities shall adopt gender mainstreaming as a strategy to promote women's human rights and eliminate gender discrimination in their systems, structures, policies, programs, processes, and procedures;



- 2.2. Section 37-C of the Implementing Rules and Regulations (IRR) of the MCW provides that all concerned government agencies and instrumentalities mentioned above shall establish or strengthen their GFPS or a similar GAD mechanism to catalyze and accelerate gender mainstreaming within the agency.

3. DEFINITION OF TERMS

For the purpose of this circular, the following terms are defined:

- 3.1. *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;
- 3.2. *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;
- 3.3. *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;
- 3.4. *Gender Equality* – refers to the principles asserting the equality of women and men and their right to enjoy equal conditions realizing their full human potentials to contribute to and benefit from the results of development, and with the State recognizing that all human beings are free and equal in dignity and rights;
- 3.5. *GAD Focal Point System* – is an interacting and interdependent group of people in all government instrumentalities tasked to catalyze and accelerate gender mainstreaming. It is a mechanism established to ensure and advocate for, guide, coordinate, and monitor the development, implementation, review and updating of



their GAD plans and GAD-related programs, activities and projects (PAPs);

- 3.6. *Gender Mainstreaming* – refers to 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;
- 3.7. *GAD Plan and Budget* – is a systematic approach to gender mainstreaming, carried out by all government instrumentalities, through the annual development and implementation of programs, activities and projects and addressing gender issues and concerns in their respective organizations, sectors and constituencies by utilizing at least 5% of their total budget allocation;
- 3.8. *Performance-Based Budgeting* – is an approach to budgeting which involves a review of the agencies’ existing budgetary programs and projects to ensure that these support their core mandated functions and produce the targeted outcomes and outputs;
- 3.9. *Rights-Based Approach* – refers to the recognition of every human being both as a person and as a right-holder. It strives to secure the freedom, well-being and dignity of all people, everywhere, within the framework of essential human rights standards, principles, duties and obligations;
- 3.10. *Women’s Empowerment* – is a goal of and an essential process for women’s advancement. It is the process and condition by which women mobilize to understand, identify and overcome gender discrimination so as to achieve equality in welfare and equal access to resources. In this context, women become agents of development and not just beneficiaries enabling them to make decisions based on their own views and perspectives.

4. GENERAL GUIDELINES

- 4.1. The heads of agencies shall issue appropriate directives to institutionalize the creation of the GFPS in their respective agencies;



- 4.2. Agencies with existing GFPS or similar mechanisms shall reconstitute and strengthen said mechanisms based on the provisions of RA 9710, its IRR and this Memorandum Circular;
- 4.3. The tasks and functions of the members of the GFPS shall form part of their regular key result areas and work plans and shall be given due consideration during performance evaluation;
- 4.4. Agencies shall develop GAD capacity development programs that support continuing gender education, updating and enhancing skills customized according to the functions of the GFPS, to be integrated in the regular agency Human Resource Development Plan. These capacity development programs may include gender sensitivity, gender analysis, gender-responsive planning and budgeting and gender audit, among others;
- 4.5. Agencies shall conduct periodic monitoring and evaluation of their GFPS and shall undertake measures to address possible issues hindering the performance of their functions in accordance with the MCW and other GAD-related laws, policies and plans; and
- 4.6. Funds shall be allocated for programs, activities and projects to support the organization, management and operations of the GFPS, to be charged to the agency's GAD budget.

5. SPECIFIC GUIDELINES

5.1. Structure and Composition of the GFPS

- a. The GFPS shall be composed of the Agency Head and Executive Committee (ExeCom), and a Technical Working Group (TWG). *(Refer to Figure 1). The head of agency may designate an Undersecretary or its equivalent to head the GFPS Executive Committee.*

The existing executive committee or its equivalent highest policy making body may concurrently serve as the GFPS executive committee. In this case, the head of agency may designate an alternate Chair.

The Technical Working Group (TWG) may be chaired by a member of the ExeCom; or the head of the agency may designate a Chair outside of the ExeCom. The TWG shall be composed of representatives from various divisions or offices from both operations and support units within the agency, such

as but not limited to planning, finance, human resource, senior technical officer from each bureau/division/office and where feasible, the statistics and management information office and/or whichever is applicable in the organization.

The Technical Working Group may designate a secretariat.

- b. The structure and composition of the GAD Focal Point System may be modified based on the organizational structure of the agency or office. When necessary, the membership may be reconstituted in accordance with item (a) above.
- c. Regional Offices, bureaus and attached agencies may follow the structure of their mother agency or have a modified structure, which may, at a minimum, be composed of a TWG headed by a director or its equivalent.
- d. For SUCs, the GFPS shall create a TWG composed of the heads or deans of the different colleges or other campuses, policy and planning, budget, finance, human resource, research and extension offices and representatives from the students and the faculty. The GFPS shall be chaired by the highest official or her/his designate.

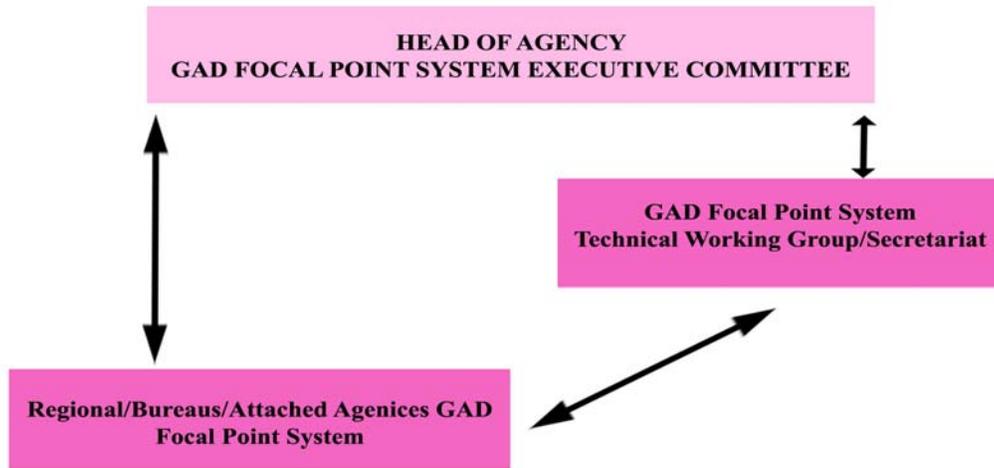


FIGURE 1: GAD FOCAL POINT SYSTEM STRUCTURE



5.2. *Functions of the GAD Focal Point System*

The GFPS shall perform the following functions:

- a. Lead in mainstreaming gender perspective in agency/ department policies, plans and programs. In the process, they shall ensure the assessment of the gender-responsiveness 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;
- b. Assist in the formulation of new policies such as the GAD Code in advancing women's status, such as in the case of LGUs;
- c. 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;
- d. Coordinate efforts of different divisions, offices, units of the agency and advocate for the integration of GAD perspectives in all their systems and processes;
- e. Spearhead the preparation of the agency annual performance-based GAD Plans, Programs and Budget in response to gender issues of their constituencies and clients and in the context of their agency mandate, and consolidate the same following the format and procedure prescribed by the PCW, DBM and NEDA in the Joint Circular 2012-1. The GFPS shall likewise be responsible for submitting the consolidated GAD Plans and Budgets of the department/agency, and as needed, in responding to PCW's comments or requests for additional information;
- f. Lead in monitoring the effective implementation of GAD-related policies and the annual GAD Plans, Programs and Budget;
- g. Lead the preparation and consolidation of the annual agency GAD Accomplishment Report and other GAD Reports that maybe required under the MCW;



- h. Strengthen the external link with other agencies or organizations working on women's rights and gender and development to harmonize and synchronize GAD efforts at various levels of governance;
- i. Promote and actively pursue the participation of women and gender advocates, other civil society groups and private organizations in the various stages of the development planning cycle, giving special attention to the marginalized sectors; and
- j. Ensure that all personnel of the agency including the finance officers (e.g. accountant, budget officer, auditors) are capacitated on GAD. Along this line, the GFPS will recommend and plan an appropriate capacity development program on gender and development for its employees as part of and implemented under its regular human resource development program.

5.3 Roles and Responsibilities

a. The **GFPS Chairperson or Head of Agency** shall :

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



b. The **Executive Committee** shall:

- i. Provide direction and give policy advice to the Agency Head to support and strengthen the GFPS and agency's GAD mainstreaming activities;
- ii. 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 agency in response to the gender issues faced by its clients and employees;
- iii. Ensure the timely submission of the agency GAD Plan and Budget, Accomplishment Report and other GAD-related reports to the PCW and to DBM;
- iv. Ensure the effective and efficient implementation of the agency GAD programs, activities and projects and the judicious utilization of the GAD Budget;
- v. Build and strengthen the partnership of the agency with PCW, GAD experts, advocates, women's groups and other stakeholders in pursuit of gender mainstreaming;
- vi. Recommend approval of agency GAD Plans and Budgets and GAD ARs; and
- vii. Recommend awards or recognition to outstanding institutional GAD programs, activities and projects and/or GAD FP members.

c. The **Technical Working Group (TWG) or Secretariat** shall:

- i. Facilitate the implementation of the gender mainstreaming efforts of the agency through the GAD planning and budgeting process;
- ii. Formulate agency 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;



- iii. Assist in the capacity development of and provide technical assistance to the agency, and as needed, to officers in the other offices or units. In this regard, the TWG shall work with the human resource development office on the development and implementation of an appropriate capacity development program on gender equality and women's empowerment for its employees, and as requested or deemed necessary, for other offices under the Department or Agency, as the case may be;
- iv. Coordinate with the various units of the agency including its regional and attached agencies and ensure their meaningful participation in GAD strategic and annual planning exercises. The TWG of the GFPS of the central agency shall coordinate with the GFPS of its attached agencies, bureaus and regional offices especially on the preparation, consolidation and submission of GAD Plans and Budgets;
- v. Lead the conduct of advocacy activities and 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;
- vi. Monitor the implementation of GAD-related programs, activities and projects in their respective offices and suggest corrective measures to improve implementation of GAD PAPs and GFPS activities;
- vii. Prepare and consolidate agency GAD accomplishment reports; and
- viii. Provide regular updates and recommendations to the head of agency or ExeCom on the activities of the GFPS and the progress of agency GAD mainstreaming activities based on the feedback and reports of the various units of the agency.



6. The Philippine Commission on Women shall:

- a. Serve as the over-all monitoring body and oversight to ensure the implementation of the GFPS Policy and call for the compliance of such;
- b. Develop a database and profile of all GFPS in the Philippines;
- c. Recognize deserving and good performing agency GFPS thru an incentives and awards system; and
- d. Support capacity development of GFPS through training, technical assistance, and or referral of agencies to gender experts, advocates, practitioners and institutions on gender sensitivity, gender audit, gender analysis, gender-responsive planning and budgeting, project design and implementation and institutional strengthening, among others.

7. EFFECTIVITY

All existing GFPS shall henceforth be guided by the provisions of this Circular effective immediately.

By Authority of the Board,

REMEDIOS I. RIKKEN
Chairperson



Office of the President

PHILIPPINE COMMISSION ON WOMEN

1145 J.P. Laurel Street, San Miguel, 1005 Manila, Philippines

Telephone Nos. (+632) 7354955; 7351864; 7351654

Facsimile No. (+632) 7364449

E-Mail: edo@pcw.gov.ph; irmd@pcw.gov.ph

Website: www.pcw.gov.ph