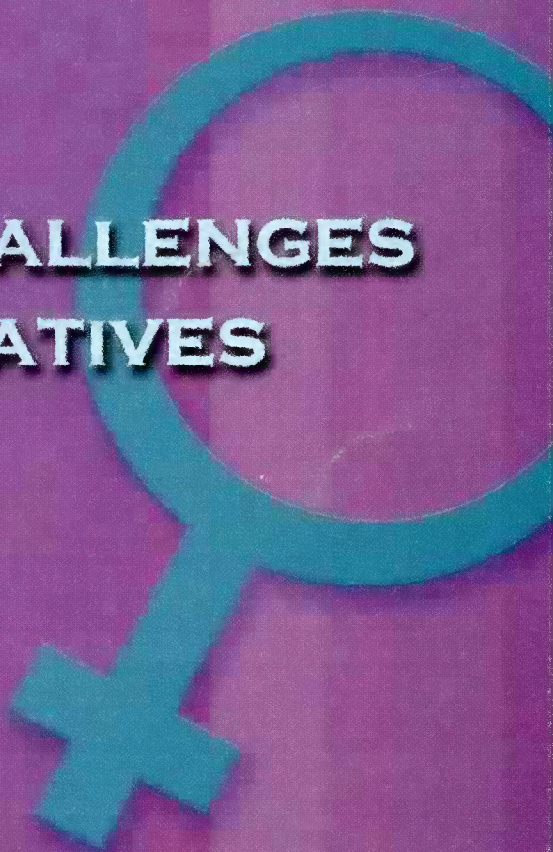


**GENDER
AND DEVELOPMENT
BUDGETING
IN THE PHILIPPINES**

**ISSUES, CHALLENGES
AND IMPERATIVES**

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GENDER AND DEVELOPMENT BUDGETING IN THE PHILIPPINES

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This policy analysis is part of the Preparatory Assistance to Gender Budgeting in the Philippines being implemented by the National Commission on the Role of Filipino Women with technical and financial assistance from the United Nations Development Fund for Women's Regional Programme on Engendering Economic Governance in Asia-Pacific and Arab States.

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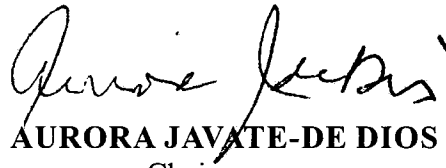
FOREWORD

The introduction of the Gender and Development (GAD) Budget Policy in 1995 was an important milestone in the promotion of gender equality in the Philippines. Through this unprecedented policy, all government agencies, government-owned and controlled corporations, state universities and colleges, and local government units, are enjoined to utilize at least 5 per cent of their budget for programs to promote women's empowerment and gender equality. This policy has been hailed as a serious commitment of government to concretize its support for the gender mainstreaming approach in development. By itself however, a policy, no matter how groundbreaking, cannot be expected to be self-propelling. An extensive information and advocacy for compliance to the policy had to be made through capacity-building workshops, series of gender training, technical assistance, and constant monitoring and evaluation of agency Gender and Development plans and budgets.

In almost a decade of strategizing to situate the budget policy at the core of development agenda, the NCRFW has encountered countless interesting stories – some more successful than others, on how agencies manage implement the GAD Budget Policy. The Philippine Port Authority's *Bahay Silungan sa Daungan*, a shelter for women and girls who are victims or potential victims of trafficking; *Bantay Banay*, a community based response to violence against women, Day Care centers, capacity building programs to appraise the gender responsiveness of agencies, gender sensitivity seminars are some of the ways in which the GAD budget had been used. But one thing undeniably emerges: the GAD budget is seen as a visible and efficient utilization of resources for the benefit of both women and men in both the agency level and the community level. For this reason, civil society organizations have been most supportive of NCRFW in its monitoring of the GAD Budget policy through purposive lobbying especially at the local level; critiquing the performance of agencies and local governments and reporting their findings at public fora.

Through the years, partner government institutions provided critical inputs in defining strategies to implement the policy, helped develop tools and support policies aimed at clarifying operational issues. Despite these efforts, there is still a lot of room for improvement both in terms of the number of compliance reports submitted and the quality of gender plans and programs supported by the GAD budget. This Policy Appraisal Report is the first published evaluation of the GAD Budget Policy. It critically analyzes the issues and challenges the government faces in mainstreaming gender and the bureaucracy and the operationalization of the GAD Budget policy as whole. Based on the findings from our own country experience and best practices of other countries, the Report provides recommendations for engendering the Philippine budgeting systems and processes.

We are grateful to the many individuals who shared their ideas and insights in this Policy Appraisal Report. We are especially indebted to UNIFEM for its timely support for this important project. We are hopeful that with a better appreciation and understanding of the positive lessons as well as the gaps and problems identified in implementing the GAD budget policy, we will be in a better position to make it an even more empowering tool for gender responsive governance and for gender equality.



AURORA JAVATE-DE DIOS
Chairperson
National Commission on the Role of Filipino Women

MESSAGE

This appraisal report is a result of the UNIFEM-sponsored “Preparatory Assistance to Gender Budgeting in the Philippines” which sought to evaluate the GAD Budget Policy and its implementation. The evaluation findings provide a practical platform for the Philippine government in enhancing the capacity of its agencies to effectively implement meaningful plans for women. By their success, mistakes and failures, the Philippines has lessons to share in the process of gender budgeting.

Their journey in gender budgeting is yet to come full circle. The impact of an engendered budget is yet to impact on the actual lives of Filipino women, especially those in the margins of society. Gender budgeting gains meaning when and if it translates into concrete outcomes such as reducing women’s poverty, ending violence against women and enabling women to participate in decision making at the household, community and the larger society. In other words, gender budgeting must lead to concrete results that would reduce the burdens of women and improve the quality of their lives. In sum engendered budgets must allow women to claim their rights and hold duty bearers accountable.

But gender budgeting can be a complex process and requires analytical research and methodical studies. UNIFEM helps its partners, including national women’s machineries such as the National Commission on the Role of Filipino Women (NCRFW) perform the tedious task of understanding, analyzing the budgeting process and ensuring that the gender perspective is properly brought in. As well, support is given in popularizing and disseminating to policy makers and implementers the implications of gender budgets and how it can be used to further the Millennium Development Goal of women empowerment and promote gender equality.



LUCITA S. LAZO

Regional Program Director

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Acronyms

Agencies/organizations

BSP	Bangko Sentral ng Pilipinas
BWYW	Bureau of Women and Young Workers
DA	Department of Agriculture
DBCC	Development Budget Coordination Committee
DBM	Department of Budget and Management
DILG	Department of the Interior and Local Government
DOF	Department of Finance
DOH	Department of Health
DOLE	Department of Labor and Employment
DSWD	Department of Social Welfare and Development
IDRC	International Development Research Centre
ISST	Institute for Social Studies Trust
NAPC	National Anti-Poverty Commission
NCPAG	National College of Public Administration and Governance
NCRFW	National Commission on the Role of Filipino Women
NEDA	National Economic and Development Authority
OECD	Organization for Economic Cooperation and Development
OP	Office of the President
UNIFEM	United Nations Development Fund for Women
UP	University of the Philippines

Others

CBMS	Community-based monitoring system
CDP	Comprehensive development plan
FGDs	Focused group discussions
FPW	Framework Plan for Women
GAA	General Appropriations Act
GAD	Gender and development
GOCCs	Government-owned and controlled corporations
IRA	Internal revenue allotment
IRR	Implementing Rules and Regulations

JMC	Joint Memorandum Circular
LCE	Local chief executive
LGC	Local Government Code
LGUs	Local government unit
MFO	Major final output
MIMAP	Micro impacts of macroeconomic adjustment policies
MTEF	Medium Term Expenditure Framework
MTFP	Medium Term Fiscal Plan
MTPDP	Medium Term Philippine Development Plan
NEP	National Expenditure Program
NGOs	Non-government organizations
ODA	Official development assistance
OPIF	Organizational Performance Indicator Framework
PAPs	Programs, activities and projects
PDPW	Philippine Development Plan for Women
PEM	Public expenditure management
PPF	Priority projects fund
PPGD	Philippine Plan for Gender-Responsive Development
RA	Republic Act
SEER	Sectoral effectiveness and efficiency review
SK	Sanggunian Kabataan
SUCs	State universities and colleges
VAW	Violence against women
WEDC	Women in especially difficult circumstances
WBI	Women's Budget Initiative

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Executive Summary

This report, prepared under the UNIFEM Preparatory Assistance to Gender Budgeting in the Philippines, analyzes the Philippines' current policy on gender-responsive budgeting. Also known as the "Gender and Development (GAD)" budget policy and the "5 per cent GAD budget policy," it has the force of law, being a regular section of the annual General Appropriations Act (GAA) since 1995. The policy authorizes government agencies, local government units (LGUs), state universities and colleges (SUCs), government-owned and -controlled corporations (GOCCs), and other instrumentalities to utilize at least 5 per cent of their total budgets for programmes, activities and projects (PAPs) that address the needs and uphold the rights of women. The National Commission on the Role of Filipino Women (NCRFW) is the lead oversight agency in charge of coordinating the implementation of the policy and its monitoring and evaluation.

The assessment of the GAD budget policy carried out under the UNIFEM Programme of Preparatory Assistance poses the question: How can government improve the effectiveness of GAD budgeting, particularly within the context of the performance-based budgeting system that is evolving in the country?

The Philippines started gender-responsive budgeting earlier than most countries, and is the only country that authorizes a specific budgetary allocation to implement the GAD budget policy. However, compliance with the policy has been very low among national government agencies, and even lower among LGUs, SUCs and GOCCs. The specification of a quota has contributed to the ambiguity of the policy. Although the policy does not provide for a separate budget, its operational link with mainstream budgeting remains weak. Moreover, there is no operational mechanism to deter noncompliance or reward compliance. GAD budgeting at present is also generally a government activity with very limited civil society participation. It is more of a technical process that agencies have to undergo every year as part of government's regular budgeting exercise.

GAD budgeting has not yet been contextualized within the performance-based budgeting system that government had begun to adopt even before 1995 and which is evolving. Nor has it been successfully utilized by interest-group politics as a lobbying tool to influence the main government budget. Gender-responsive budgeting assumes a whole new perspective when these two factors of performance-based budgeting and interest-group politics are considered. Because the objective focuses more on gender-differentiated results and outcomes than mere financial allocations, performance-based budgeting provides a logical framework for gender-responsive budgeting.

Opening up the budgeting process to greater and more meaningful participation by civil society also helps to ensure that gender imbalances – the concerns of women in particular – receive an adequate response in budgetary terms.

The appraisal report identified four kinds of interventions that are needed to transform GAD budgeting from its current state into a fully mainstreamed one and, eventually, into a mechanism that improves mainstream budgeting. These are:

- rationalization of the policy design to make it consistent with and adapted to evolving trends in mainstream planning and budgeting;
- “inside track” initiatives that require agencies to issue gender budget statements, conduct capability building on and pilot-testing of analysis of the gender-differentiated implications of mainstream agency budgets, and to open up gender-responsive budgeting and the traditional technical budgeting process itself to civil society participation;
- “outside track” capacity-building for policy-oriented civil society groups, especially women’s groups at the national and local levels to initiate and conduct strategic and effective lobbying; and
- support to NCRFW and other oversight agencies.

This report is in seven sections. Section 1 begins with an examination of the problem, establishes the underlying principles and motivations for the conduct of the policy analysis, and discusses the objectives of the analysis and the methodologies used. Section 2 considers issues and challenges to the GAD Budget Policy within the context of the evolving performance-based budgeting in the Philippines. Section 3 places the issues and challenges in the context of the broader political environment, and traces the weaknesses of gender-responsive budgeting to the bigger challenge of improving civil society participation within the mainstream budgeting system itself. Section 4 identifies some prerequisites for sustainable gender-responsive budgeting, drawing on lessons from other countries. Section 5 recommends a package of interventions to improve the effectiveness of gender-responsive budgeting in the Philippines. Section 6 discusses the roles and interests of stakeholders. Section 7 focuses on the role of Congress in promoting compliance with the GAD budget policy among government agencies.

Introduction

This report, prepared under the UNIFEM Preparatory Assistance to Gender Budgeting in the Philippines, analyzes the Philippines' Gender and Development (GAD) budget policy. Since 1995, the policy has been a regular section in the annual General Appropriations Act (GAA). It mandates government agencies, local government units (LGUs), state universities and colleges (SUCs), government-owned and controlled corporations (GOCCs), and other instrumentalities to allocate at least 5 per cent of their respective total budgets for programmes, activities and projects (PAPs) that address the needs and uphold the rights of women. These PAPs are contained in a GAD plan, which is a set of interventions to be implemented by agencies over a given period to address gender issues in their regular PAPs.

The GAD budget policy has the force of law, and is an important aspect of the government's commitment to pursue gender mainstreaming in its programs and operations. The entire government machinery is therefore responsible for putting it into practice, with the National Commission on the Role of Filipino Women (NCRFW) as the lead oversight agency mandated to coordinate its implementation, monitoring and evaluation.

The problem

This assessment of the GAD budget policy poses the question: How can the government improve the effectiveness of GAD budgeting in achieving gender equality objectives, within the context of the system of performance-based budgeting that is evolving in the Philippines?

Effective gender-responsive budgeting follows the principles of good governance, including participation, transparency and accountability. The budgeting process should be open to civil society participation so that the various perspectives on women's needs and priorities within society will be reflected in the output. Transparency is of central importance – without it there is no real basis for participation and no mechanism for ensuring accountability. Transparency requires that information, such as simplified guides on the budget, its structure, trends and current allocation, and a discussion of issues be made available so that constituents can understand the process and be able to track where the money goes. Stakeholders in and outside government should also be able to assess, through certain performance indicators, whether the budget is contributing to the attainment of specified policy objectives. While efficiency (defined as attaining the desired outputs and outcomes of PAPs at a reasonable cost and time) is an important consideration in performance-based budgeting; it is secondary to the quality and effectiveness of outputs. For example, lower cost leadership training

programmes for women may not enhance women's capability to become quality managers and entrepreneurs as effectively as higher-cost programmes. Gender-responsive budgeting should produce effective results.

The Philippines started GAD budgeting earlier than most countries. In fact, it is the only country that specifies a percentage of the budget for the implementation of GAD projects. GAD budgeting in the Philippines aims to facilitate the mainstreaming of gender concerns in the development process by ensuring that resources are available to carry out GAD programs and other various interventions.

However, the policy has not functioned fully as intended. Although the compliance rate among national government agencies steadily increased, it had only reached 40 per cent in 2003 and was even lower among LGUs, SUCs and GOCCs. Although the policy does not provide for a separate budget, it is unclear to many agencies how the GAD budget relates to the larger budget, or how gender concerns can be addressed in the mainstream budget. The specification of a quota adds to the ambiguity. There has been no mechanism for deterring noncompliance or, as a gesture of encouragement, rewarding compliance, other than being included in a publication of good practices in using the GAD Budget Policy (NCRFW, 2001a). It is also unclear how GAD budgeting fits within the performance-based budgeting system that is currently being developed.

Except in a few LGUs, such as Cebu City, Davao City and Bulacan Province, GAD budgeting has had very limited civil society participation and seems to be more of a technical process that agencies comply with every year. Although interest-group politics influences policy-making in general, GAD budgeting has not been widely utilized as a lobbying tool to influence the mainstream government budget.

This policy appraisal views gender-responsive budgeting as a way to improve the mainstream budgeting system by enhancing government capability to achieve results, ensuring an engendered development process, and opening the system to greater and more meaningful participation by civil society. In this way, the outputs that result from expenditures under the government budget will better reflect the priorities of women and address gender disparities in policies and programmes. Performance-based budgeting provides a logical framework for gender-responsive budgeting because of the latter's focus on gender-differentiated results and outcomes.

Rationale and objectives

This policy appraisal was conducted to assess the effectiveness of the GAD budget policy in its attempt to influence the mainstream budget to address gender needs and interests and uphold the rights of women.

Specifically, the study aims to:

- map and assess the wider budgeting system in order to situate the GAD budget within it, and identify the most appropriate entry points and areas for broader gender budget analysis; and
- recommend steps to identify appropriate strategies and mechanisms for providing the technical and political support needed to sustain gender-responsive budgeting; ensure

the active participation of civil society organizations and women's groups in the budgeting process; and strengthen the capacity of women's groups, NCRFW and other agencies to utilize the output of gender-responsive budgeting for lobbying and advocacy.

This report envisions GAD budgeting as evolving into a potent mechanism for transforming mainstream budgeting into a more participatory, transparent and accountable exercise. The ultimate goal is to develop a system in which government is accountable for budgetary decisions to better address the needs and uphold the rights of women across all sectors and civil society is able to influence such decision making. The immediate objective is to use gender-responsive budgeting for more strategic advocacy for women.

Hence, GAD budgeting also promotes good governance. The gender analysis inherent in gender-responsive budgeting is an opportunity for women, especially those in civil society, to participate in economic decision-making through their engagement in the budgetary process. This participatory approach enables them to exercise their right to question resource allocation and priorities and monitor expenditures.

Women can also be proactive in holding government – from economic policymakers to legislators – accountable for ensuring that commitments to gender are translated into “doable” and effective programmes and projects supported by substantial and efficient resource allocation.

Methodology

This report is based on a participatory appraisal that used several approaches. Initially, published and unpublished documents on GAD budgeting in the Philippines, including compliance reports of government agencies and LGUs, were examined. Joint Memorandum Circulars adopted by the NCRFW, Department of Budget and Management (DBM), National Economic and Development Authority (NEDA), Department of the Interior and Local Government (DILG), among others were also reviewed. The experience of other countries also provided lessons for the Philippines.

The literature review was enriched by focus group discussions among key stakeholders from government and non-government organizations, especially those in decision-making positions in selected oversight agencies, line agencies and LGUs. Specifically, focus group discussions were conducted among key staff from the NEDA, DBM, Department of Finance (DOF), DILG, NCRFW, IMA Foundation, Ateneo Center for Social Policy, and the National College of Public Administration and Governance (NCPAG) of the University of the Philippines (UP). A separate focus group discussion was also held with the Women's Sectoral Council of the National Anti-Poverty Commission (NAPC), composed of representatives from various women's groups and organizations nationwide. The participants were asked to provide information on the conceptual, operational and political issues surrounding the GAD budgeting policy within their respective fields and experiences.

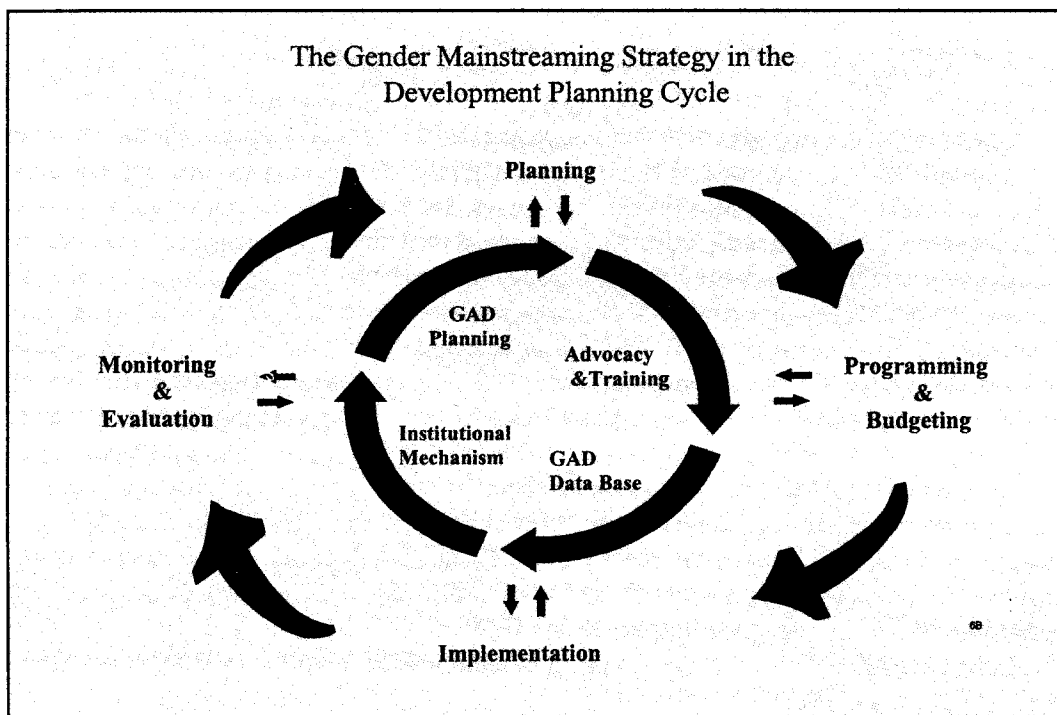
Finally, two stakeholders' workshops were conducted to present and validate the initial output to key policy makers, programme implementation staff, members of academia, advocates and activists from government and civil society.

GAD Budget in Mainstream Budgeting

To become a reality for women, human development has to be framed within the paradigm of gender and development or GAD. Gender influences all stages of the development planning cycle – from policy-making, planning, programming and budgeting to the implementation, monitoring and evaluation of programs and projects (*NCRFW 2000*). The strategy of gender mainstreaming integrates the gender dimension in the development planning cycle.

In order to make the development process gender-responsive, four elements in gender mainstreaming are considered necessary at each stage of the planning cycle (Figure 1). These are GAD planning, advocacy and training for agency decision-makers, designation of GAD focal points and technical staff, development of a GAD database with sex-disaggregated data, and establishment of institutional mechanisms to ensure sustainability of efforts.

Figure 1. Gender mainstreaming in the development planning cycle



HUMAN RIGHTS AND HUMAN DEVELOPMENT

Because human development and the pursuit of human rights are inextricably linked, in the context of development planning GAD planning needs to advance women's human rights by placing gender equality and women's empowerment at the core of development efforts.

Government's development agenda is supported by a budgetary allocation – the mainstream budget – that translates its priorities into concrete actions and outputs. Since budgetary resources are always limited, choices have to be made about how it will be distributed among the various sectors. Such choices are inevitably political decisions. Those who have power and status, such as big businesses, landowners and the social and political elite, will seek to influence the budget according to their vested interests. Women traditionally have had little influence in decision-making processes and have not been able to negotiate for their specific concerns to be allocated an adequate share of the mainstream budget.

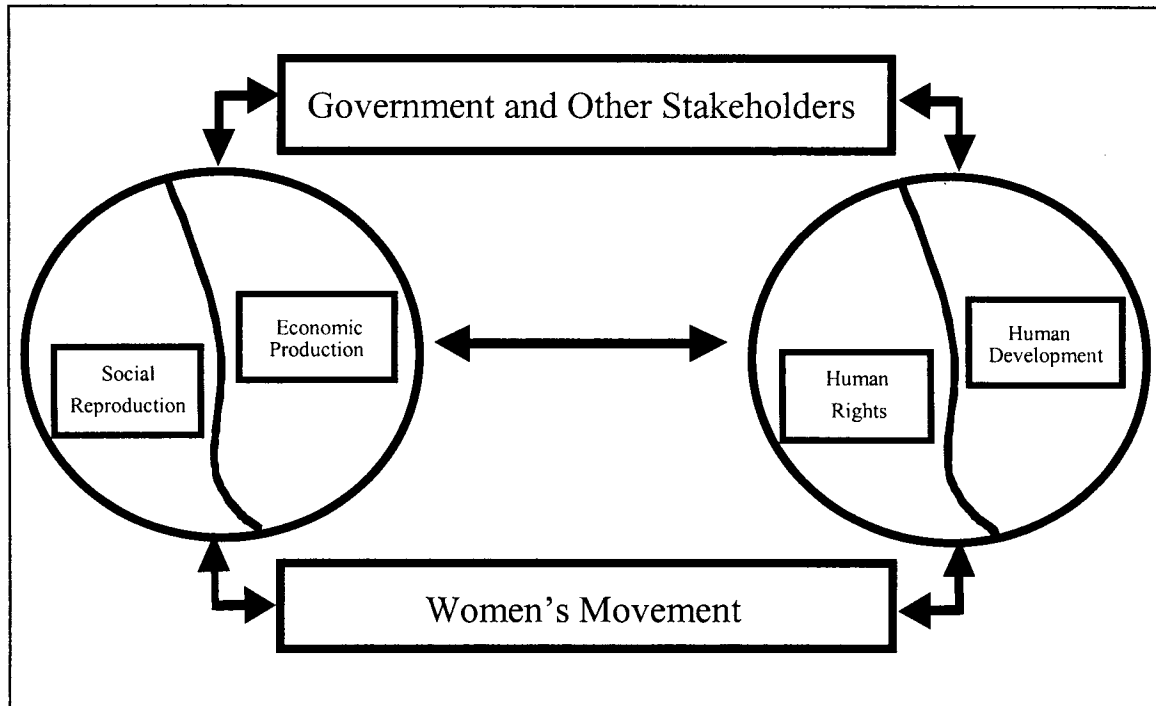
GAD budgeting can provide women with political leverage to change this. It can become a tool for transforming the mainstream budget into a gender-responsive one. Ideally, the GAD budget should be used as an instrument for analyzing the gender-differentiated implications for women and men of the mainstream budget, including both expenditures and revenues. Supported by gender-sensitive data and indicators, gender analysis can reveal differences between men's and women's access to resources and identify the responses that would be most strategic. The process also gives women the opportunity to be actively involved in determining priorities for government resource allocation and distribution by creating a vehicle for women to participate in public debates and consultations on budgetary issues and negotiations.

THE PRODUCTIVE AND REPRODUCTIVE SPHERES

Understanding the productive-reproductive labour divide is crucial to an analysis of the gender-differentiated implications of the budget. This divide determines how women and men participate in and benefit from development processes. Production or economic activity – usually dominated by men – is monetized, paid and given high value in the development process. In contrast, activities categorized as reproductive and domestic, such as housekeeping, care of the sick and of children and the elderly, volunteer work for the community – done mostly by women, remain unpaid, unmonetized and are given little or no recognition as having an impact on development. Although women often also have to work for income, whether in their homes or outside, they tend to be paid less because that work is also undervalued as a result of them being cast in reproductive roles.

Because of their focus on the economic sphere where women's participation is peripheral, development programmes have not benefited women in the same way as men. "Blindness" to the differential situation of the sexes has resulted in the neglect of crucial investments in women in terms of education and training, health services, and livelihood and job opportunities, among others. Appreciation of women's multiple roles, especially their unpaid work as homemakers and caregivers, has also been lacking, so that budgetary support is seldom allocated, if ever, for interventions that can reduce women's burden.

Figure 2. The dynamics in GAD budgeting



MACROECONOMIC POLICIES: gender-neutral?

Macroeconomic policies govern a country's development agenda, including the basis for resource allocation. They generally refer to three major areas of economic policy: fiscal, monetary and external. Multilateral institutions as well as the private sector help shape these policies (NCRFW, 2002c).

In this age of globalization and trade liberalization, the priority of macro-economic policy is to establish an economy that is able to compete in the global free-market. Development is pursued and assessed in terms of economic growth and efficiency (UNIFEM 2000). Governments tend to focus their development efforts on economic production where financial costs and benefits are monetized and recorded in national accounts, rather than on reproduction, which is unmonetized and invisible. Other aspects of human development, such as social, political and cultural interventions that can improve people's lives, become secondary to economic goals (Cagatay et.al.1998).

Macroeconomic reforms such as stabilization, liberalization and privatization have a greater impact on women because of women's multiple roles as mothers, household managers, community workers and producers. When incomes fall and prices rise as a result of structural adjustment programs, it is women who take on additional paid work, whether formal or informal, to make ends meet. They are expected to absorb the shock if social services become more expensive or inaccessible should government cut spending on, or privatize, social services such as health care, family planning and education.

The bias in favour of economic production has also resulted in women having limited representation in or absent from decision-making positions. Since women predominate in the reproductive sphere, their contributions are not reflected in development indicators, which are market-based. Women are also rarely involved in the formulation of macroeconomic policies, although they may be among those most affected by economic reforms.

Macroeconomic policies are considered gender-neutral: that is, they affect women and men equally. However, the productive-reproductive divide, under which women generally have less economic social and political power than men, belies this. Women's subordinate status prevents them from having full access to development resources and benefits, further widening the gender equality gap. Macroeconomic policies, therefore, need to be redefined in ways that recognize their differential impact on women and men and make them accountable to women. In the same manner, the national budget — a macroeconomic policy instrument — has to be redirected to allow it to fulfill commitments to gender equality and women's rights. Women also need to participate in the budgeting process so that their voices can be heard and their priorities articulated in budget debates and decision making.

Certain key policy decisions relating to the national budget are determined at the macro level. It is at this level that priorities in budget allocation among sectors are determined. Such choices should take into account the differential implications for women and men, thus paving the way for a gender-responsive budget.

National budgeting processes

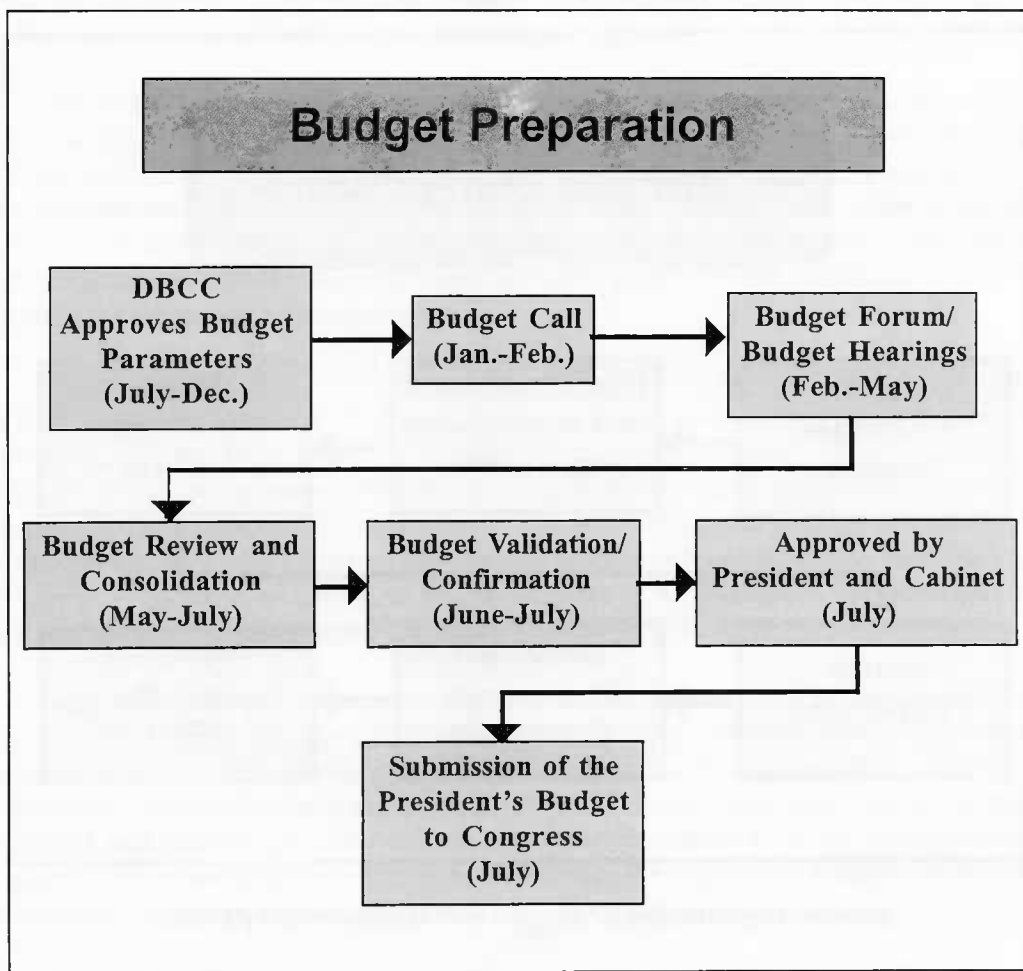
In order to be effective in mainstreaming gender in national development, gender budgeting should form an integral component of the national budgeting process. The following overview of national budgeting thus provides the framework for a comprehensive review of the Philippines' GAD Budget Policy.

Preparation of the annual budget starts with determination of the overall macro-economic targets, expenditure levels, revenue projections and the financing plan. This is carried out by the Development Budget Coordination Committee (DBCC), an inter-agency body composed of the Budget Secretary as chair, the Bangko Sentral ng Pilipinas (BSP/Central Bank) Governor, the NEDA Director-General, the Finance Secretary, and a representative from the office of the President (OP) as members. Because the DBCC sets the fiscal framework and sectoral budgetary ceilings for the incoming year, it is a potent entry point in ensuring that the gender-differentiated effects of policies are considered in the formulation of macro-economic policies.

DBM then issues the Budget Call, which provides the budget framework, economic and fiscal targets, priority thrusts, guidelines and procedures, and timetable for budget preparation. The sectoral budgetary pie is then divided into agency allocations. A budget forum with the agencies follows where the guidelines are further clarified. NCRFW is invited to the forum to discuss the guidelines for the preparation of the GAD Budget. Each agency prepares its budget based on these guidelines, and submits it to the DBM. Budget hearings are then conducted at the DBM at which agencies are called to justify their proposed budgets. The NCRFW sometimes sits in these Technical Panels to question agencies about their GAD budget.

Since the budget pie will never be enough to meet all requests, the DBM reviews the proposals and decides what agencies get and how much (based on preceding justifications, accomplishments and priorities of the current administration). It then consolidates the revised budget proposals into the National Expenditure Program (NEP) and submits it to the DBCC. The DBCC reviews the NEP to ensure that it is consistent with macroeconomic policies and national priorities. After any necessary adjustments are made, the NEP is presented to the Cabinet where it is reviewed and finalized before the President submits it to Congress. (See Figure 3)

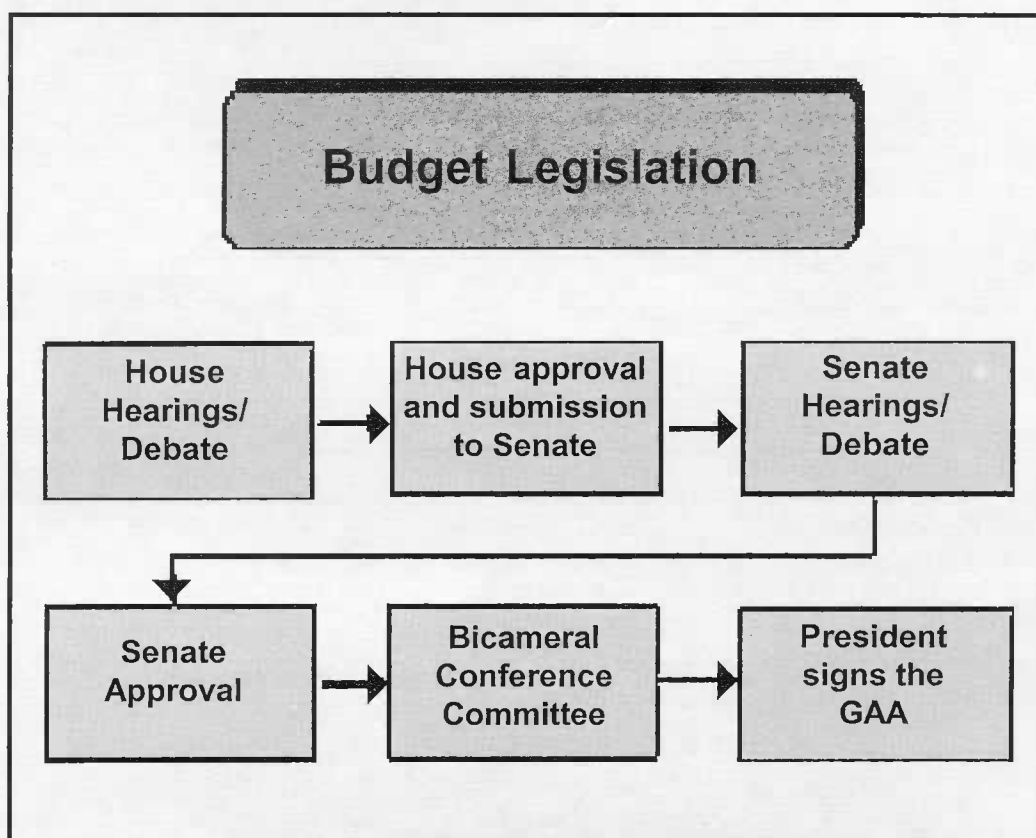
Figure 3. Budget Preparation



Source: Department of Budget and Management (2003a)

Once in Congress, the proposed budget is subjected to the same process of consultation and review. Agencies again present and defend their proposed budgets, this time to the Committee of Appropriations in the House of Representatives and the Finance Committee in the Senate. Ideally, gender-aware legislators, particularly Members of the House Committee on Women, should ask agencies during their budget hearings about their accomplishments and compliance with the GAD budget policy. After the hearings and preparation of the House and Senate versions of the appropriations bill, a bicameral conference committee is formed to consolidate the two versions. Once the bicameral committee approves it, the budget goes back to the President for approval or veto. If approved, it becomes the GAA for that fiscal year. (See Figure 4)

Figure 4. Budget legislation



Source: Department of Budget and Management (2003a)

Development of the GAD Budget Policy

One of the major accomplishments of the women's movement in the Philippines was its success in lobbying for the provision in the 1987 Philippine Constitution: "The State recognizes the role of women in nation building and shall ensure the fundamental equality before the law of women and men" (Article II, Section 14).

This equality provision became the basis for landmark legislation, Republic Act 7192 or the Women in Development and Nation Building Act, that provided the legal basis for gender mainstreaming in government. Even before the approval of RA 7192 in 1992, government had begun to include the women's agenda among its top priorities through the Philippine Development Plan for Women (PDPW), 1989-1992, the country's first plan for women formulated during the term of its first woman president, Corazon Cojuangco-Aquino.

The PDPW was succeeded by the PPGD, adopted during the term of President Fidel Ramos. The PPGD time frame – 30 years (1995-2025) – recognizes that it will take at least a generation "to wear down resistance, redefine policies and carve out a culture where gender issues become mainstream issues." The Framework Plan for Women (FPW), 2001-2004, a time-slice of the PPGD, serves as the women's agenda of the present administration of President Gloria Macapagal-Arroyo. It focuses on women's economic empowerment, protection and fulfillment of their human rights, and gender-responsive governance.

The development plans for women have served as companion documents to the Medium-Term Philippine Development Plan (MTPDP), the socio-economic blueprint of each new administration. They also propose national interventions and actions that parallel initiatives at the international level. One objective of the PPGD is to translate the Beijing Platform for Action, adopted during the Fourth World Conference on Women, into national policies and strategies. The same is true of the FPW, which aims to "provide the standards and mechanisms to fulfill the country's commitments... (to the) Convention on the Elimination of All Forms of Discrimination Against Women and the Beijing +5 Outcome Document" (*NCRFW 2002b*).

Adoption of the GAD Budget Policy in 1995 was an important victory for the women's movement in the Philippines. The policy provided a handle for women's groups and civil society advocates to claim a specific portion of the budget of government agencies, LGUs, GOCCs, SUCs and other instrumentalities. It also served as an instrument to encourage agencies to implement the international and national commitments on GAD, the Philippine Plan for Gender-Responsive Development, and eventually served as a tool to influence the mainstream budget. Thus, it became a tool for sensitizing development processes to gender concerns.

Without doubt, the GAD Budget Policy has helped implant gender into the consciousness of the bureaucracy, including the LGUs. However, instilling a deeper understanding of its purpose and the concept behind it is still needed. Because the outputs (GAD plan and budget) are developed separately from the main budget, and the operational link between these outputs (i.e. GAD plan/budget and main budget) has not been clearly established, the effects of interventions in the GAD plan are difficult to measure vis-à-vis an agency's mainstream interventions.

RA 7192 and GAD Budget Policy applied to ODA

Apart from encouraging agencies to implement the PPGD and facilitating the agencies' gender-responsive planning, the GAD Budget Policy responded to the need to encourage agencies to implement RA 7192. Quota-based budgeting is also one of the features of this landmark legislation, and precursor of the GAD budget policy. RA 7192 also provided the mandate for: setting aside a substantial portion of Official Development Assistance (ODA) by agencies for programmes and activities for women; ensuring women's participation in and benefit from development programs and projects of agencies; and review and revision of all government rules and regulations to remove gender bias. RA 7192 Implementing Rules and Regulations (NCRFW 1993) stipulate that agencies shall ensure that at least 10-30 per cent of ODA received supports programmes and projects that mainstream or include GAD concerns.

A recent report on the level of compliance with the IRR of the RA 7192 quota provision on ODA revealed that gender-responsive programmes and projects made up 17 and 31 per cent of total ODA commitments in 2001 and 2002, respectively. These figures cover three classifications stated in the IRR ("mainstreamed/ integrated," "with women's components" and "for women only"). However, the figures did not include programmes and projects classified as "non-gender responsive" – an additional classification that was not included in the IRR but was nevertheless used due to difficulties encountered in classifying programmes and projects within the infrastructure and non-social sector, including those which do not have explicit women- or gender-related goals and targets.

The report also highlighted other related issues encountered by donor agencies. In response to NEDA's request for donors to submit a list of foreign-funded programmes and projects classified according to the RA 7192 IRR, some donors identified sectoral issues as gender issues, e.g., lack of hospital facilities, occupational safety and health, impact of trade liberalization, without clearly defining how such projects would ultimately lead to gender equality and women's empowerment. Some projects are classified as "gender mainstreamed" because those projects will "benefit all members of society". As the report mentioned, this kind of "blind targeting" takes women's participation for granted because of current limitations imposed by their stereotyped roles.

This is an inherent weakness of the quota provision in RA 7192. Its almost impossible for agencies to set aside a portion of the ODA they receive from donor organizations for gender mainstreaming. The amount of ODA the government receives depends on priorities agreed upon with donors, and on the agencies' project proposals, which the government submits to the donor organizations for funding. Project proponents and donor agencies, thus, need to know about this law and be convinced about why and how the inclusion of gender considerations can enhance their programmes. Nevertheless, monitoring ODA based on RA 7192 facilitates tracking of foreign assistance allocated for gender-responsive programmes and projects.¹

Another concern among GAD Focal Points in agencies was that the RA 7192 quota provision was insufficient because the funds for gender-responsive PAPs were to be sourced only from ODA.

¹ Since 2002, an ODA GAD Network, composed of Gender focal persons in multilateral and bilateral agencies, has been meeting regularly to share experiences on gender policies and programmes. NEDA, with the support of UNDP, commissioned development of a "Harmonization Tool" to appraise project proposals w/ gender perspective to be used by all the donors. The Tool will be validated in early 2004.

They believed that funding also had to be allocated from the agencies' annual budgets. Since agencies' budgets are contained in the GAA, efforts were therefore made to include a GAD budget provision in the GAA in 1995, a success that has been maintained in successive GAAs.

Agency Budget-GAD Budget Compartmentalization

The current GAD budget policy has two basic components: formulation of the GAD plan; and allocation of a minimum percentage of the total agency budget to implement this plan. The GAD plan, which is intended to address issues confronting women based on each agency's mandate, is only a section of the main agency plan submitted to DBM during the annual budget exercise. Thus, the proposed budget for the GAD plan is a subset of the agency's main budget proposal. However, it is typically formulated through a different process and for a different time period.

Thus, gender concerns are compartmentalized from the very start of implementation of the GAD budget policy – separating it from both the agency plan and the agency budget (Millar 2002). For example, the Department of Agriculture (DA) submits to DBM its annual agency plan and budget reflecting the agency's mainstream priorities for the fiscal year as part of its three-year expenditure program. To comply with the GAD budget policy, DA also submits to DBM a separate GAD plan, with corresponding priorities and budget estimates that may bear little relation to those of the mainstream plan. This GAD plan then becomes the basis for the GAD plan for the following year.

The compartmentalization stems in part from the rather limited objectives of the policy design of the GAD budget, compounded by the inflexible design of government budgeting forms. The GAD quota of 5 per cent was adopted in 1995 as an affirmative action policy to provide initial funding and encourage government agencies to implement the Philippine Plan for Gender-Responsive Development (PPGD), 1995-2025. However, with the advent of the rights-based approach to development, the thrust of gender mainstreaming has shifted from correcting imbalances caused by discrimination and stereotyping to recognizing women's rights as human rights and promoting their full realization. This shift places greater emphasis and a heavier responsibility on government to uphold women's rights to decent shelter, safe drinking water, participation in decision making, employment and non-discrimination, among other elements of mainstream development policy (*Office of the UN Commission for Human Rights 2002, in Millar 2002*). NCRFW and women's groups have realized that the current marginalized and minuscule GAD budget will never be sufficient to address the needs and uphold the rights of half of the population. Given a broader mainstreaming mandate, it has become necessary to review gender-responsive budgeting as a potential tool for influencing the regular budgetary priorities of agencies.

The GAD 5 per cent quota has other weaknesses. Government and civil society have been preoccupied with that task of determining what constitutes valid expenditures for inclusion in the 5 per cent, rather than using it to influence the rest of the budget. Attribution has sometimes been abused for the sake of compliance. A closer examination of agency submissions (*NCRFW 2002a; NCRFW 2001a; NCRFW 1999*) reveals that some agencies have included their regular programmes and services as part of their GAD plans without examining the gender-differentiated effects of

these or how gender imbalances might be corrected through additional interventions. The policy became a track on which a “race” of token, superficial compliance was performed each year.

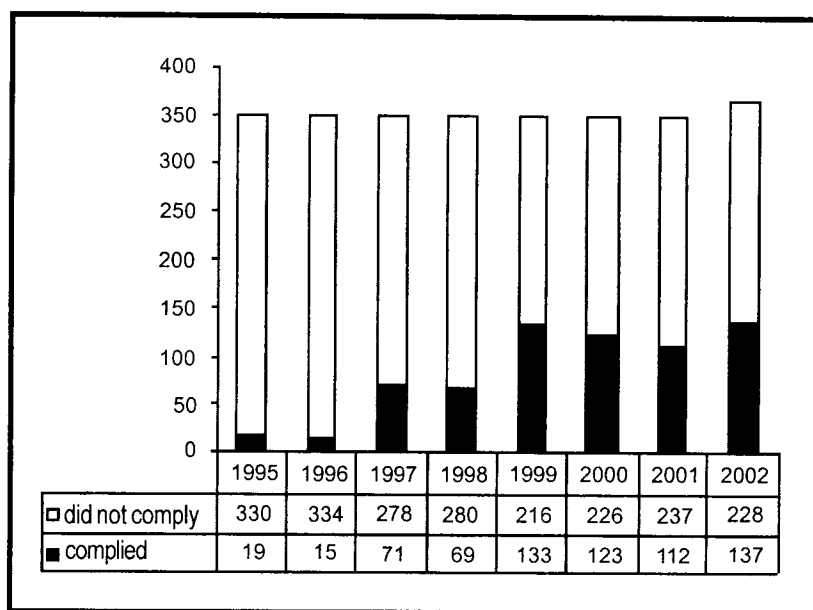
NCRFW technical support for the GAD Budget

NCRFW interventions to support the GAD Budget Policy have been directed at de-emphasizing the quota and focusing more on planning for PAPs that correct gender imbalances and mainstream gender concerns within each agency’s mandate. Technical assistance first centered on facilitating agencies’ efforts to develop a GAD plan through a suggested list of PAPs to be “allowed and not allowed.” NCRFW distinguished between “start-up” and “mainstream” PAPs that could be proposed by agencies in their GAD plans. Input or start-up PAPs are “designed to create the enabling environment for the agency to utilize GAD tools, gender training and advocacy using gender planning, gender analysis, gender programming and budgeting, gender statistics and gender audit (*NCRFW 2000*).” They are designed to create an enabling environment that starts or facilitates gender mainstreaming in the agencies’ functions and procedures. Mainstream PAPs, by contrast, are regular PAPs implemented by agencies that have been reviewed as to their gender responsiveness (*WBI 2001*).

However, the Commission realized that such a list diminishes planners’ capacities to critically analyze the gender issues specific to their agency. Gender analysis is a prerequisite skill that needs to be learned in order to identify women’s and gender issues and make GAD plans and budgets effective and results-oriented. In order to assist agencies undertake such analysis, NCRFW identified two tracks to enhance or modify regular PAPs and make them gender-responsive: “organization-focused” and “client-focused” support. Organization-focused efforts are “geared to respond to gender issues that affect the welfare and performance of women and men employees” of the agency. Client-focused initiatives address gender issues affecting agency clients partners or beneficiaries, and include upgrading skills and knowledge of employees on GAD to make their technical assistance, service delivery, research or regulatory functions, as the case may be, more gender-responsive (*NCRFW, 2001a*). NCRFW, NEDA and DBM have been emphasizing that the GAD plan should contain existing PAPs (major or flagship programs of the agency) and integrate GAD objectives into these.

Despite efforts to fine-tune the categories of PAPs at the operationalization phase, agencies remain confused about the use of the 5 per cent GAD figure, and compliance levels remain low (Figure 5). In their efforts to comply with the quota, agencies have tended to associate the GAD budget policy only with the quota. They often miss the main point of the policy, which is to ensure that gender issues are recognized, interventions to address them are planned, and the required budget provided.

Figure 5. Compliance with the GAD budget policy by national government agencies, 1995-2002



Source: NCRFW (2002a; 2001a; 1999)

After several years of implementation, the GAD budget policy continues to struggle with issues of interpretation and implementation. Agencies remain unclear about which PAPs may be attributed to the GAD Budget. Social sector agencies that have specific programs and services for women, such as the Women in Especially Difficult Circumstances (WEDC) Program of the Department of Social Welfare and Development (DSWD), the Women's Health and Development and the Maternal and Child Health Programs of the Department of Health (DOH), the National Nutrition Council, and the Bureau of Women and Young Workers (BWYW) of the Department of Labor and Employment (DOLE) attribute their regular PAPs to the GAD budget precisely because they benefit women clients. This type of attribution is acceptable because women's welfare and access programs addressing basic, material needs or "practical gender needs", are necessary first steps to women's empowerment. The danger is that agencies may not be able to move beyond provision of welfare needs. Interventions confronting more strategic gender interests, such as challenging gender gaps and disparities, stereotypical roles, and unequal power relations, are essential to increase the status of women.

Inappropriate attributions occur when agencies include PAPs that "benefit women and men" without analyzing what gender issues they are addressing. There is a misconception that gender is anything to do with both women and men; hence regular PAPs targeting males and females (or those with no specified targets at all) are then "qualified" or attributed for funding under the GAD budget, e.g., construction of school buildings, sports and fitness programs, general livelihood programs. This type of misunderstanding on gender needs defeats the objectives of the GAD budget policy.

Linkages between the mainstream budget processes and GAD budgeting revolved around partnership between NCRFW and DBM. This facilitated an initial discussion on how agencies could be assisted to implement the GAD Budget Policy. Specific provisions were introduced into the budget preparation guidelines, which were also revised, and new forms were developed. However, resistance to GAD at various levels slowed effective implementation. Meanwhile, as implementation of the GAD Budget Policy was gradually evolving, a parallel but quite separate process of transformation was developing within the mainstream budgeting system.

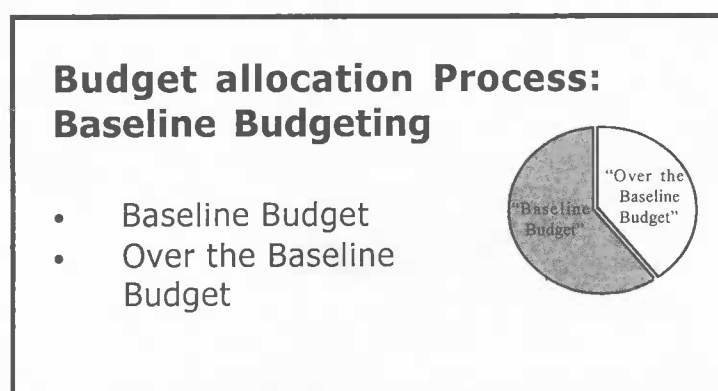
Developments in Mainstream Budgeting

Baseline Budgeting

The GAD budget policy was first implemented in 1995, one year after the government adopted the Baseline Budgeting Scheme, which was the first step in a major transformation of mainstream budgeting from financial accountability to a more results-based approach. Baseline Budgeting involves two stages: determination of the baseline budget that corresponds to the minimum operating requirements that will enable an agency to continue its ongoing programmes; and determination of priority projects fund (PPF), which is the difference between the approved agency budget ceiling agency and the baseline budget. The PPF is the source of budget for new PAPs and any expansion of existing PAPs. All proposals above the baseline budget are considered as PPF claims that have to compete with those of other agencies (*OECD 1998*).

Although baseline budgeting facilitated budgetary control and promoted efficiency through competition for new funding, it did not enable Government to project the level of expenditures needed in the medium-term. Thus, budgetary reforms were also initiated to review medium-term expenditures vis-à-vis government performance in attaining the MTPDP targets and rationalizing expenditures.

Figure 6. Baseline budgeting



Source: Department of Budget and Management (2003b)

Performance Based-Budgeting

To address perceived gaps in the national budgeting process, the government began implementing a performance-based budgeting scheme that tightened the link between planning and budgeting. Operationally, this was implemented through Public Expenditure Management (PEM) reforms (*NEDA 2001*). PEM is a public sector resource allocation system that provides reasonable assurance that new spending approved for a fiscal year can be funded over the next three years; and prioritizes spending oriented toward achieving desired outcomes. PEM aims to achieve sustainable fiscal discipline, more strategic resource prioritization, and greater efficiency in implementing agencies.

The Medium Term Expenditure Framework (MTEF) is one of the more important components of the PEM reforms. The MTEF is a three-year forecast of ongoing and proposed PAPs consistent with the national priorities indicated in the MTPDP. The MTEF continuously realigns and reallocates government resources towards agency priorities based on the relevance and effectiveness of PAPs relative to national priorities, rather than on incremental requirements of ongoing PAPs, as formerly.

The Sectoral Effectiveness and Efficiency Review (SEER) is a key component of the MTEF. The SEER is intended to enhance the link between planning and budgeting processes in the context of the MTEF. Through the SEER, ongoing and proposed PAPs are classified according to their appropriateness and effectiveness in attaining desired outcomes. PAPs are classified as high, medium or low priority, based on their link to societal outcomes (e.g., in the MTPDP) and agency mandates. Thus:

- High priority PAPs are in accordance with the agency's mandates and contribute directly to the attainment of desired sectoral and societal outcomes (to be funded).
- Medium priority PAPs are in accordance with the agency's mandates but do not directly contribute to the attainment of societal outcomes (to be funded, although funding may be deferred to the next fiscal year, depending on other competing PAPs).
- Low priority PAPs do not conform to the agency's mandates and are to be discontinued or delegated to other agencies/LGUs.

This system is slowly evolving toward full performance-based budgeting. The next step involves developing an Organizational Performance Indicator Framework (OPIF), a mechanism that identifies performance indicators to measure agency performance. The OPIF limits agency performance indicators to outcomes and outputs or processes that are directly under the control of the specific agency *and* directly linked to larger sectoral and societal outcomes. This mechanism encourages agencies to allocate or reallocate resources to high priority PAPs, as well as clearly defines what government agencies are accountable to deliver to their respective clients given their approved appropriations (*DBM 2000*).

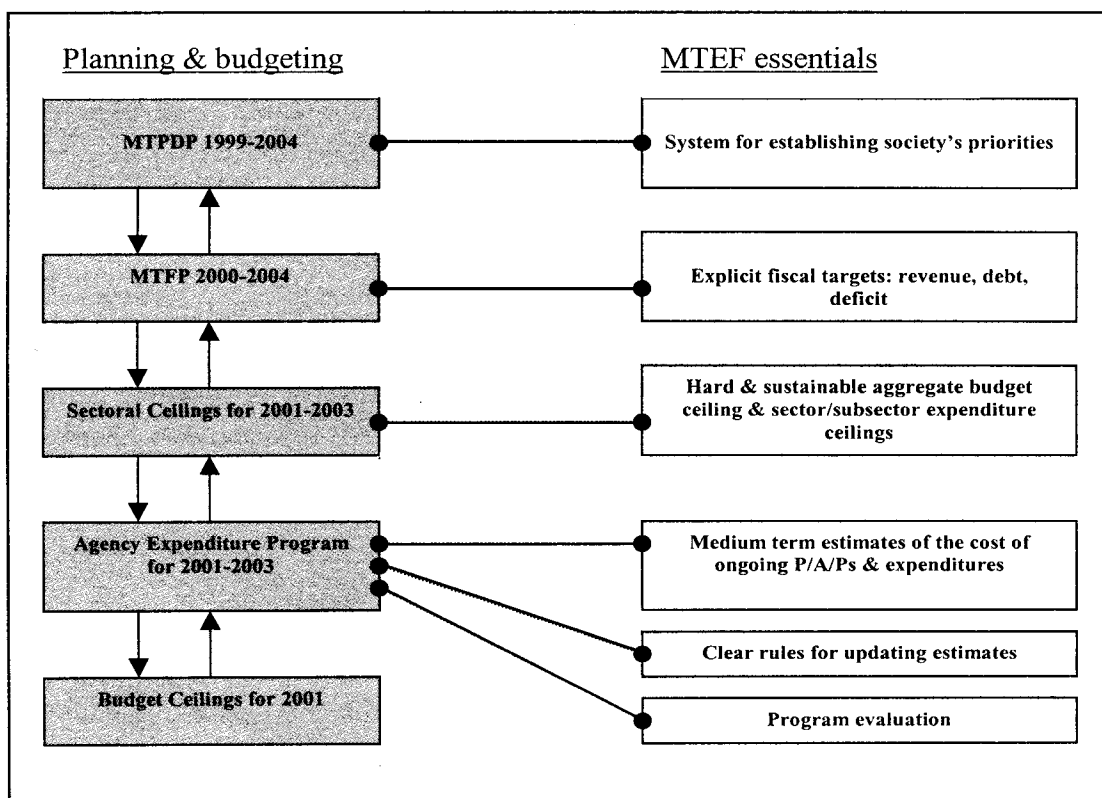
However, no consideration has been given to gender mainstreaming in these processes. While the categorization of agency PAPs is already being implemented in the mainstream, related

developments in GAD budgeting have been limited to identifying PAPs that agencies may include in their GAD plan. GAD budgeting has no parallel to the emerging mainstream system of prioritization and linking inputs, outputs and societal outcomes. However, a parallel SEER could be implemented for the GAD plans and budgets of agencies, and/or a gender perspective integrated into mainstream processes. In terms of the objectives of both development and mainstreaming, gender should be integrated into high priority programmes to ensure that they will equally benefit women and men.

Medium-Term Expenditure Framework (MTEF)

The issues surrounding mainstream and GAD budgeting may be appreciated more fully through Figure 7, which shows the flow of planning and budgeting in the Philippines and MTEF essentials based on the experiences of other countries.

Figure 7. Planning and budgeting vis-à-vis MTEF essentials



Source: NEDA (2001)

The boxes on the left correspond to the planning and budgeting flow before the actual budget preparation process, which itself is a product of reforms based on the MTEF. These activities correspond to MTEF essentials on the boxes on the right, which are based on the MTEF experiences of other countries.

The Philippine MTEF has five basic elements:

1. A system for establishing society priorities

These are embodied in the MTPDP, the national medium term plan, which is formulated by multi-sectoral planning committees and subcommittees composed of representatives from government agencies and Congress, the private sector, academe and civil society.

2. Explicit fiscal targets

These correspond to the Medium Term Fiscal Plan (MTFP), which provides the framework and sets the directions for fiscal planning; assures medium term financing of annual budgets; and provides a systematic way of capturing the impact of macro-economic changes on the fiscal program.

3. Sectoral ceilings

Starting with the 2001 budget, the government requires indicative ceilings by sector and sub sector. For example, instead of the previous ceiling for DOH, the government now has an indicative ceiling for the entire social sector, composed of DOH and other social sector agencies.

4. The rolling three-year expenditure program

This ensures that the government has a longer term horizon with respect to planning and budgeting, even at the agency level.

5. A budget ceiling per agency

DBM informs agencies of the rules for updating baseline budgets through manuals, budget memoranda, budget preparation guidelines, and circulars, among others.

While a multi-sectoral approach is used in the first element (MTPDP) to draw up development priorities, the rest of the elements are mostly technical processes carried out by government agencies led by NEDA, DBM and DOF.

Although gender concerns are considered important guiding principles in the preparation of the MTPDP, they lose prominence in the succeeding elements. This shows that while mainstreaming gender concerns in the MTPDP is necessary — and is a very good entry point for gender-responsive budgeting — it is not sufficient. One challenge is to produce better analysis of the gender-differentiated implications of government revenue, debt, budget deficit and ceilings, and expenditure programmes. The current lack of analysis may be due to the interplay of several factors, including insufficient appreciation of gender concerns; inability of agencies to fully articulate the gender-differentiated implications of ceilings and expenditure programs during budget deliberations; and technical government procedures that have little or no civil society participation.

Other elements of the MTEF may become potent entry points for gender-responsive budgeting only if these challenges are addressed. In addition to the need for improving appreciation of gender concerns and the capability of government to respond to these, it is necessary to open the

process to civil society participation in the succeeding stages of budget preparation, legislation, and accountability. The five elements of the MTEF determine the parameters for the succeeding stages of budget preparation, legislation, execution and accountability.

Similarly, no parallel efforts have yet been undertaken to ensure that gender considerations become part of the system of setting priorities and linking inputs and outputs to societal outcomes. government has not yet been able to consistently integrate gender within the framework for monitoring performance.

The potential is high for incorporating gender in the crafting of the sectoral outcomes and harmonization of agency outcomes, major final output (MFO) and indicators. This will require use of gender indicators in the performance monitoring of NEDA and DBM, and of gender-differentiated impacts in the assessment of sectoral and agency outcomes. The adoption of a results-based approach to mainstream budgeting and the revision of mainstream programmes provide an important opportunity to integrate a gender perspective in order to better address the differential needs of women and men.

Mainstream budgeting at the local level

Difficult as it is to apply the GAD Budget Policy at national level, the challenges are even greater at the local level, as reflected in the low compliance rate among local government units: of 1,894 LGUs nationwide, only 214 (11.3 per cent) submitted GAD plans in 2000 (*NCRFW 2002b*).

Aside from compliance problems arising from operational difficulties, GAD budgeting among LGUs is also more politically sensitive. This is due in part to the greater autonomy granted to local governments by the Local Government Code of 1991. Another reason is the relative strength of the local chief executive in determining budgetary priorities.

As with other local government functions, the Local Government Code prescribes how planning and budgeting are to be carried out at the local level. LGUs are directed to develop a Comprehensive Development Plan (CDP) which sets development goals and priorities. However, compliance with this has been very low. In lieu of the Comprehensive Development Plan, local chief executives craft an executive agenda that spells out their vision and programmes for their term of office. Programmes that receive priority attention are often those that would give the local chief executive electoral mileage, such as infrastructure projects. Added to the influence of politics in choosing priorities is the lack of technical capability of the LGU to pursue and implement decentralized programmes and services.

Budget preparation at the local level is coordinated by the local chief executive. The proposed budget is based on priorities and goals set out in the local development plan, if any. It is then submitted to the local *Sanggunian* (council), which is tasked to enact the annual budget by issuing an appropriations ordinance. Review and execution of the approved budget and accountability complete the process (*Tomas 1999*).

LGUs began implementing the GAD budget policy in 1998. The DBM directed them to set aside a minimum of 5 per cent of their appropriations for projects addressing gender issues. In 1999, the DILG issued a memorandum that LGUs were to source GAD funding from their 20 per cent development fund. In 2001, JMC 2001-1 was issued by DILG, DBM and NCRFW identifying internal and local sources, foreign donors and other external funding agencies as possible sources of the annual GAD budget.

At the local level, where planning and budgeting processes are often rather loosely implemented, setting the 5 per cent quota became the impetus for local chief executives to pursue gender-related programmes. The quota became a political tool and policy handle for women's NGOs in lobbying their chief executives to address gender concerns. However, a common practice has been for the wives of local chief executives to organize and chair women's groups and use the GAD budget to fund their own (often politically-motivated) activities, at least to show that something is being done for their women constituents.

Thus, while offering women's groups some political leverage, the fiscal autonomy mandated for LGUs is also a source of difficulty. LGUs complain of receiving "unfunded mandates" from the national government, especially with the acceleration of the devolution process. Services previously provided by national government agencies were devolved to the LGUs without a corresponding devolution of resources (*Estrella, 1999*). Devolution was also the setting in which the GAD Budget Policy was passed. It was not expected, therefore, that LGUs would welcome its implementation – which enjoins them to set aside a minimum of 5 per cent of their respective total budgets for addressing "GAD concerns" — at their level. The policy was often perceived as another "imposition" of the national government threatening to undermine local government autonomy.

Despite the politics, a number of LGU officials welcomed the idea of amending the Local Government Code to incorporate the 5 per cent minimum GAD budget (perhaps seeing it as similar to the 10 per cent Sangguniang Kabataan (SK or Youth Council) fund and the 5 per cent calamity fund).

Institutionalization of gender-responsive budgeting at the local level should be linked with the Local Government Code of 1991. The mandatory review of the Code may be a good entry point, particularly in terms of linking the GAD budget with the provision on LGUs' internal revenue allotment (IRA). However, an omnibus amendment of the LGC may not be feasible at present, in which case efforts to institutionalize the GAD Budget may need to focus on the legislative agenda (see Section 5.2).

Other entry points for mainstreaming gender in local planning and budgeting include influencing the executive agenda and priorities of the chief executive; lobbying the local council to move toward results-oriented planning and budgeting during the review process; increasing the capacity of LGUs to craft gender-responsive local development plans, particularly in conducting the situational analysis and setting targets and indicators for the LGU annual investment plan; and encouraging the involvement of interest groups in the review of budgetary proposals.

Role of Women's Groups in Gender Budgeting

The participation of civil society in decision-making is a component of democracy and good governance. Thus, government agencies should consult women's and civil society groups and provide opportunities for their participation in the preparation of the GAD plan, especially in identifying problems and designing PAPs to address them. Women's groups should also be involved in implementation and especially in monitoring and evaluation of projects in order to ensure transparency and accountability. Unfortunately, GAD budgeting is not yet participatory and remains a largely technical process that government agencies are obliged to perform each year.

This situation reflects a general lack of public participation in mainstream budgeting and other governance processes. If civil society groups are not able to participate actively in local budgeting, it should be no surprise that women's groups are also unable to participate actively in gender-responsive budgeting at the local level. The resistance and indifference which GAD budgeting encounters at all levels are a reflection of stakeholders' reactions to gender mainstreaming in general. Gender as a cross-cutting concern has yet to be fully accepted and appreciated in all development processes. However, considerable progress has been achieved in the Philippines, and a few civil society and women's groups have achieved an active presence in local budgeting in certain LGUs.

Civil society groups can wield considerable influence in development planning and policy making in the Philippines. They can put their concerns on the agenda because of the existence of relatively systematic and open mechanisms. For example, preparation of the MTPDP requires consultations with civil society groups, which are also represented in the various committees and subcommittees that draft the MTPDP. In the steering committee, which is the main committee for medium term planning, an NGO member is co-chair. A number of civil society activists also participate in policy making as members of certain sectoral bodies. The National Anti-Poverty Commission (NAPC), for example, has 11 basic sector representatives, including for women, youth, children, elderly, persons with disabilities, workers in the informal sector, farmers, laborers, indigenous peoples cooperatives, and NGOs. Such collaboration should also be facilitated in the budgeting process. While efforts are being made to improve the capability of government offices to undertake gender analysis for more systematic GAD planning and budgeting, few parallel efforts have been undertaken to familiarize civil society organizations with government budgeting systems so that they could participate in the exercise. Constituency building for both advocates and stakeholders of gender budgeting is crucial at the national and local levels. A critical mass of organized women (and men supporting women's empowerment and rights) can become a driving force to lobby and influence LGU budgetary priorities. Ultimately, gender-responsive budgeting must be put on the political agenda to help ensure equal rights and opportunities for women and men.

Improving civil society's capacity to undertake gender analysis of budgets and lobbying may also constitute a strategic entry point to open up mainstream budgeting to civil society participation. Participatory gender-responsive budgeting is simply asking some of the basic things that people want to know from the budget, such as:

- Who will benefit from the program?
- Why will the program be implemented? Where?
- Do women and men have equal opportunity to benefit from and participate in the project?
- Will the project affect women and men differently?
- Will it affect the roles of women in the community?

The process of asking even such basic questions should lead to lobbying so that budget priorities would better reflect the needs and priorities of women. These questions may also be asked of the mainstream budget of agencies. The only prerequisite is that the budgeting system be open to civil society participation.

Initially, it may be expected that majority of the agenda items brought by civil society organizations and women's groups would be focused on meeting women's practical gender needs, i.e., needs that correspond to their current gender roles. However, with strategic capacity building, community organizing and lobbying, the agenda could move on to also cover strategic gender needs. These involve challenging the stereotypical gender roles of women and men; changing not just the conditions of women, but raising their status or position in their community; and acceptance of greater responsibility for effecting meaningful change among individual women and in their position in the locality.

Sustainability and other lessons from International Experiences

The need to balance capability building for government personnel with that for civil society reflects a lesson that the Philippines may learn from the experiences of Australia and South Africa, whose gender budget initiatives are among the most well-known at the international level. Emerging experiences from other countries also offer lessons that may be adopted, modified or replicated.

Balancing government and civil society efforts

Women's Budgets was first developed in Australia at the Federal level. Gender analyses of the impact on women of department programmes and the preceding budgets that funded them formed the basis for assessing proposed budgets. Receipt of the new budget depended on completion of a women's budget statement, an apparently very strong institutional base that was effective in making gender-responsive budgeting mandatory – at least for a time. The women's budget initiative was initiated by a group of powerful women located within the bureaucracy, and with the political support of the Government at the time. Women's groups were little involved, and the substantial analysis prepared and presented by Departments in their women's budget statements was not widely used in advocacy and lobbying on women's issues; rather, toward the end of the women's budget initiative, such analysis was more often used by Government itself to promote its political image among women voters (*and Sharp, 2002*). A change of government in the mid-1990s resulted in the decline in the priority accorded to the women's budgets in Australia (*Budlender 2001*), which now survive only at the state level (*and Sharp, 2002*).

Box 1. Australian Women's Budget Initiative

The Australian Women's Budget Initiative was started in 1984. It was a government effort coordinated by the then women's machinery, now the gender machinery or gender management system. The hard work and commitment of the "femocrats" (feminist bureaucrats) in pushing for it resulted in a government-focused initiative, but weakened the participation of civil society.

The Australian Women's Budget Statements at the national level averaged 300 pages, with a supplementary shorter and illustrated version to attract wider readership, especially among women's groups. The documents were thick because they included a comprehensive statement from each agency head on the implications of their expenditure program on women and men.

With the change in government in the mid-1990s, priorities also changed. There was less interest on the part of government to carry out the initiative. It is still undertaken today but is not as effective as it was in its early years.

Source: *Budlender (2001)*

The Australian experience suggests that the involvement of women's civil society groups is critical, both to lobby for changes in budget priorities and to protect the institution of gender-budgeting itself. In the longer-term, the dependence of gender-responsive budgeting on forces within government alone may not be sustainable because support is subject to changes in government priorities and personalities. Civil society and women's groups need to maintain the commitment of bureaucrats to gender-responsive budgets by active use of the results of the gender analysis they provide for lobbying and advocacy for increased (and more effective use of) resources to address women's needs and concerns. They may also need to protect the mechanisms of gender-responsive budgeting during periods of political change.

The Australian approach can also be applied to the Philippine setting. Its strength is that it provides a mechanism by which the previous year's budget may be assessed with the end in view of identifying gaps, which can then be the basis for refocusing programs and funds proposed for the next fiscal year. For example, given the rise in cases of violence against women (VAW), has government allocated funds to certain key agencies to address this problem in the next fiscal year? If not, then this can be the basis of lobbying for a corresponding increase in budget (and attention). One downside of this approach, however, is the degree of objectivity sacrificed, as the analysis will be undertaken by government agencies themselves.

The South African gender budgeting experience was effective during the early years of the democracy following the 1994 elections (*Budlender 2001*). The critical involvement of civil society and the existence of an "outside-government" document for political advocacy and lobbying, combined with the openness of the new government to civil society participation in budgeting, were the core elements for its success. While the direct involvement of women's groups and women leaders was better able to ensure that the gender analysis undertaken reflected the needs and concerns of women in South Africa, this approach also demonstrated a significant weakness in terms of sustainability. Because the analysis was undertaken on behalf of women's groups (by a consultant), a source of funding was needed to support the gender analysis. (A minimum level of support from the bureaucracy was also necessary to provide access to data.) As with many Third World gender budgeting initiatives, the source of funding in this case was an international donor agency. Due to the nature of donor funding and the constantly changing priorities and "fashions" in donor support, this source of funding is not sustainable over the long period that is likely to be required to effect real changes in resource allocations. Another challenge for civil-society based gender budget initiatives lies in retaining access to the technical expertise needed to carry out the gender analysis, and maintaining the enthusiasm of a core group of members to support gender budgeting for the significant period needed until real shifts in resources can be achieved.

Another lesson from South Africa is its success in debunking the myth that budgets are gender-neutral. The assumption was that the average citizen was white, male, a "family breadwinner and that his children were managed by his wife who supervised her domestic worker. His children had access to good education and schools and university. He had one or two cars, owned a house. He had a job in the formal sector of the economy. His work was paid, recognized and valued" (*UNIFEM 2002*). Gender budget analysis showed how far this myth lay from the reality of the modern Republic of South Africa, and also showed that the budget was too focused on the monetized economy, overlooking the unpaid work of women and girls. The South African experience makes a strong case for the greater and more meaningful participation of women and civil society groups in the budget process.

Box 2. South Africa Women's Budget Initiative

The Women's Budget Initiative was established in mid-1995. The initiative was an "outside" government initiative because it was a result of a collaboration of two policy research non-government organizations with the Parliamentary Committee on Finance. In fact, in the first year, the initiative was funded through one of the NGO's, sourced from the US Agency for International Development and Ford Foundation. In succeeding years the initiative has received support from the Netherlands Embassy, Commonwealth Secretariat, Ford Foundation, United Nations Development Fund for Women (UNIFEM), Charles Stewart Mott Foundation, Oxfam-Canada/Novib Gender and Development Fund, and GTZ Pilot Project on Gender. The outputs were analyses of programs and how they impact on women and men, packaged into reading materials, accessible to any second language speaker with about 10 years of education.

The outside government initiative continues, but it has become weak mainly because of the departure of key players during the early months of 2000. In addition, the influencing government became more difficult to deal with in contrast to the early years of the new democracy – when the bond between activists and people in government and parliament was still fresh.

The initiative has inspired similar approaches that look at the impact of the government budget on other groups, such as children and persons with disabilities. One big difference between the women's budget initiative and the other initiatives that came out is that the new ones employ a simple "special interest group" argument whereas the women's budget initiative argues that it is the conventional approach to economics, and in particular the blindness to the care economy, that is responsible for policy and budgets that are not gender-responsive.

Source: Budlender (2001)

The lessons from Australia and South Africa suggest a need for an "inside-outside" approach to gender-responsive budgeting (Box 3) that combines the strengths of both the government-based and civil society-based approaches.

Box 3. An Inside-Outside model for gender budgeting

The inside-outside, two track approach might combine independent analysis of the gendered impact of the previous year's budget initiated by women's groups with in-house analysis by each agency mandated through the mainstream budget process or a GAD budget mechanism.

This could combine the objectivity of "outside-government" analysis with the strong institutionalization and sustainability that can probably only be attained with an "inside government" approach.

The outside-track analysis might be carried out periodically, say every three years, while the inside-track would be carried out annually as part of the mainstream budget process.

Source: Based on Millar (2002)

Aside from adopting the successful features of the Australian and South African approaches and eliminating their weaknesses in terms of sustainability, the two track approach is consistent with ongoing budgetary reforms leading to performance-based budgeting. As PAPs are ranked as high, medium, or low priority, agencies can link them directly with identified outcomes that require the combined inputs of several agencies or sectors. The inside-outside approach implies an issue-based budgeting system would support the performance-based budgeting that is evolving in the Philippines.

Other emerging experiences on gender budgeting

The experience of Morocco (*Corner 2003*) may also provide lessons for the Philippines. Morocco is using an emerging performance-based budgeting approach as a platform for gender-responsive budgeting. The simple tools that have evolved in gender analysis for identifying the differential impacts of programmes and projects on women and men can be readily adapted to also identify differential impacts on other groups within society, such as urban and rural women and men, or women and men in different ethnic communities. Gender analysis combined with a programme approach shifts the focus from the inputs of a sector or agency to desired social or economic outcomes that require inputs from several sectors and coordination and collaboration across sectors. For example, in Morocco the desired outcome of increased retention rates for girls' from poor families in lower secondary schools may require inputs from sectors such as transport (roads from home to school, public bus services), public works (rural electrification and piped water to free girls from carrying water and fuel so they have time to attend school), in addition to gender-sensitive inputs from the education sector (separate schools for girls, especially at secondary level, women teachers, gender-sensitive education materials, separate toilets for girls in all schools). Combined with a results-based approach, gender analysis in Morocco provides both a simple set of tools and the multi-sectoral focus required for more efficient and more effective programming to achieve positive outcomes and impacts for women and men.

Nearer to home, the vital role of NGOs and women's groups in advancing gender-responsive budgeting in the Philippines is affirmed by the findings of an Asia Foundation study in three LGUs (*Budlender et al, 2001*). In the town of Surallah, the participatory approach to local development planning provided an opportunity for grassroots women to become involved, resulting in village-level programmes and budgets being reoriented to better respond to their needs. The women found gender analysis an "empowering exercise" that allowed them to ask their officials how resources were spent in real terms and what impact these had on the community. By examining the budgeting process, they were able to identify how best to introduce reforms so that the budget would work as intended. In Angeles City, women NGOs constituted themselves into a multisectoral assembly and successfully lobbied for, among others, a GAD ordinance that formed the basis for the city's GAD budget.

On a broader level, the effect of macroeconomic policies on the lives of ordinary individuals and local communities is clearly seen from the Micro Impact of Macroeconomic Adjustment Policies (MIMAP) project implemented in 12 countries in Africa and Asia including the Philippines. MIMAP, a research programme of the International Development Research Center of Canada, "aims to assist developing countries in analyzing and creating alternative policies and programs (to) achieve the goals of economic stabilization and adjustment while reducing poverty and cushioning the impacts on vulnerable groups" (*MIMAP, 2002*). Filipino women, who according to the NAPC are among

the country's most vulnerable groups, can benefit from the information base that MIMAP is able to generate to help government correct imbalances resulting from macroeconomic policies. One of MIMAP's concerns is to study, together with UNIFEM and the Commonwealth Secretariat, gender budget initiatives as a first step by governments to make the national budget — a macroeconomic policy instrument — gender-responsive.

Specifically, the MIMAP program in the Philippines has already succeeded in giving the poor a voice through the community-based monitoring system (CBMS) introduced in the province of Palawan in 1999 (*IDRC 2003*). Information collected through the community-based monitoring system provides details about local problems and needs, and allows officials to tailor their interventions to better meet those needs. A significant value-added of the project was that it facilitated the combination of the data gathered from the various municipalities with spatial analysis to produce maps that allow planners to compare municipalities and pinpoint disparities between and among them, hence facilitating better targeting. CBMS is now being adapted and replicated at the national level and could be a significant tool for participatory planning and budgeting. Gender-responsive budgeting and other related initiatives should build on the outputs and outcomes of the CBMS, particularly on the possible refinement of targeting methodologies, including consultation, identification of needs by women themselves, and advocacy.

In 2002, MIMAP Philippines began collaborating with the Institute for Social Studies Trust in India (*MIMAP 2002*). This collaboration has incorporated non-conventional gender concerns in the community-based monitoring system by generating sex-disaggregated data in the areas of health and nutrition, education and literacy, peace and order, employment, and participation in community development. In addition, a pilot survey to gather information on the incidence of domestic violence, alcoholism, access to and control of resources, and mental stress among men and women in various households was also conducted initially in 12 barangays in Puerto Princesa City, Palawan. Replication of these efforts will generate useful statistics to provide a basis for more strategic formulation and implementation of programmes for women and men at the local level. The community-based monitoring system (including its participatory process) of MIMAP can play an important role in gender-responsive budgeting by providing local (and national) stakeholders a more complete picture of the situation of women and men constituents.



Influencing the Mainstream Planning and Budgeting Systems

Gender-responsive planning and budgeting can improve the mainstream budgeting process by enhancing government capability to achieve results, ensuring an engendered development process and opening up the system to greater and more meaningful participation by civil society so that the budgets of agencies and even government's budget as a whole reflect the priorities of women. It involves assessing the implications of agencies' budgets on women and men in order to influence budgetary priorities.

Advocacy and mobilization need to be embedded in the processes of gender-responsive budgeting. This is particularly important in managing the transition from GAD budgeting to gender-responsive mainstream budgeting. Concepts and procedures need to be clarified at a technical level, while at the same time building a solid support base from civil society, women's groups and allies in government. Thus, advocacy and mobilization strategies should form part of every activity.

The "Inside" track

GAD Budget Policy Design

The design of the GAD budget policy – prescribing separate planning and budgeting procedures — contributes to its marginalization in mainstream budgeting processes and development. Fine-tuning operationalization of the GAD budget should be pursued to facilitate transition to gender-responsive budgeting. The policy needs to be redesigned in order to integrate formulation, implementation and monitoring of the GAD budget into mainstream budgeting. A revised and strengthened GAD Budget Policy could become a powerful tool for mainstreaming gender throughout mainstream budgeting processes at every level, from macroeconomic policy to LGU budgeting.

Rather than focusing on a narrow range of PAPs that may or may not be included in the current GAD 5 per cent, the new GAD Budget Policy should assess how the entire agency budget may affect women and men differently. With effective mainstreaming, preparation and submission of separate GAD plans should not be necessary. Instead, agencies should submit engendered agency plans and budget statements to the budget hearings. Budget statements should reflect agency heads' articulation of how proposed budgets will address, among others, gender issues within the agency's mandates. They would be based on analysis of prevailing gender issues, including those inadequately addressed by previous budgets. In addition to identifying gender-differentiated effects of their respective budgets, agencies would develop new PAPs or reconfigure existing PAPs that would address remaining issues identified in the budget statements. New and

ongoing PAPs would be classified according to SEER prioritization, and the engendered strategies and PAPs would form part of the main agency plan and budget.

The engendered plans and budgets of the various agencies can be used as platform for gender-responsive planning and budgeting at sectoral and national levels. To facilitate this, the link between national and sectoral plans needs to be strengthened, and sectoral targets (disaggregated by sex in many cases) made more specific. Agency planning and budgeting are anchored on national and sectoral priorities articulated in the national and sectoral plans — gender-responsive budgeting seeks to further transform this system, including mainstream planning, into a more participatory one.

One element from the current policy that should remain untouched is the budget quota. Agencies should be authorized to use the GAD 5 per cent for start-up PAPs only to influence mainstream budget priorities and make the rest of the budget (the 95 per cent) more gender-responsive. However, the medium term and annual processes of producing agency plans and budget statements supported by analysis of gender-differentiated effects of the agency's budget might be funded by the 5 per cent fund as a start-up activity. Even with the benefit of the quota, integration of a gender perspective throughout the mainstream budgeting process and at all levels will not be easily or quickly achieved.

Compliance should be taken to mean submission of gender-responsive budget statements by agency heads. During the critical transition phase, the NCRFW should undertake “soft monitoring” to track agencies' utilization of the 5 per cent quota for start-up PAPs. However, compliance with the submission of gender-responsive agency plans and budget statements should be subjected to hard monitoring by both NCRFW and women's groups.

Inside Track Initiatives

Specific strategies to be implemented within government can support evolution of a new policy design for the GAD Budget Policy. NCRFW might initiate pilot projects covering the mainstream budget of a few strategic agencies. This approach could be implemented vertically (from national agencies down to LGUs) or horizontally (between sectoral and oversight agencies). Such pilot testing might generate more detailed analysis of the gender-differentiated effects of certain critical programmes and explore ways of integrating a gender perspective into the internal agency processes for preparing inputs to the mainstream plan. Initially, agencies and LGUs might be encouraged to develop gender-responsive rapid appraisals of how their respective budgets affect women and men.

Pilot testing should explore potential indicators for monitoring the transparency and accountability of gender-responsive budgeting, as well as performance measures of agency inputs, outputs and outcomes to track the path of gender-responsive budgeting. Strategic capacity building should be introduced during this stage for key institutions involved in gender-responsive budgeting, particularly DBM, NEDA and Department of Finance.

At the local level, LGU might be encouraged to use community-based monitoring systems, as promoted by the MIMAP project in some communities. Community-based monitoring systems can track welfare conditions and facilitate identification and implementation of specific measures to

alleviate the plight of vulnerable sectors, especially the poor. Participatory processes are used to collect data and information on the welfare needs and status of communities and households. Community-based monitoring systems can also be used for monitoring and evaluating the impact of macroeconomic policies on households. The data and information generated can support local government planners and implementation staff in crafting local development plans, identifies target beneficiaries for specific programmes and projects, and provide a basis for resource allocation. Although the MIMAP community-based monitoring systems initially collected data only at the household level (and hence was gender-blind), it has been generating sex-disaggregated data since 2002. It therefore offers another potential entry point for promoting more participatory and gender-responsive budgeting at the local level.

Supportive policies from the President are crucial to institutionalizing gender-responsive planning and budgeting. In particular, the provisions of the GAA should be revised to include an instruction for government agencies and other instrumentalities to analyze the gender-differentiated effects of their budgets, including a summary of the fiscal year budget.²

In addition to supportive policies, policy studies are also needed to support the evolution of results-oriented and gender-responsive planning and budgeting processes. Among the areas to be explored are the gender differentiated impacts of different sources of national income and government revenues. Like expenditures, revenue sources such as taxation and user fees can have different implications for women and men, especially in the way they affect the role of women and men in the paid market economy and in unpaid care work. Macroeconomic analysis is also needed on the gender-differentiated implications of traditionally gender-blind budget parameters such as policies on budget deficits/surplus, public borrowing and debt servicing. Policy research is needed to explore how to introduce a gender dimension into the deliberations and negotiations of sectoral and agency ceilings under the MTEF.

Ultimately, gender-responsive budgeting should be institutionalized through legislation. Like other components of the annual GAA, the GAD budget provision is always in danger of being amended or abandoned. Much energy and effort has been required of NCRFW and women's groups in recent years just to avoid such an outcome. Institutionalizing through legislation to provide a firm legal basis for gender-responsive budgeting could be carried out by amending RA 7192 or as part of a separate legislative agenda. Strategies for lobbying and advocacy will be needed, as well as an analysis of other laws that may need to be amended to further improve gender-responsive budgeting in the Philippines.

The international experience demonstrates the importance of opening the budgeting process to civil society groups and identifying strategic entry points for their participation. Multi-sectoral consultations prior to the budget hearings, with the results disseminated to the relevant technical panels, might be one mechanism. An alternative adopted in several other countries is preparation of an independent analysis of the impact on women of the government budget, either as a whole or of specific agency budgets or programmes on women.

²The GAD budget provision in the GAA for 2003 specifies that agencies conduct gender analysis and planning to address gender issues along the three priority areas of the Framework Plan for Women: promoting women's economic empowerment, protecting women's human rights, and promoting gender-responsive governance.

A further area for gender analysis is utilization of the internal revenue allotment (IRA) of LGUs, particularly its disbursement to local PAPs. The internal revenue allotment is mandated by the Local Government Code as the local government's share of tax revenues collected by the national government based on population, land area and equal sharing. Civil society groups and women and men constituents should participate in setting local priorities, including identification of the PAPs that are to be funded by either local government revenues or IRA.

A crucial requirement in gender-responsive mainstream budgeting is transparency in terms of accessibility of information. This facilitates civil society participation in the process. For multisectoral consultations, non-technical guides on the budget (structure, trends and issues) must therefore be disseminated.

Eventually, it is envisioned that the analysis of the gender-differentiated implications of the agencies' budget will include designing gender-responsive MFOs.

The "Outside" track

Outside of government efforts are essential to provide checks and balances, and to ensure sustainability. Civil society groups can hold government accountable on its commitments through monitoring to ensure that the government budget contains programmes that reflect the needs and priorities of constituents. These groups may also be involved in identifying programme priorities and monitoring specific indicators to ensure that programme implementation both reflects stated priorities and achieves the stated objectives. In particular, women's groups can lobby for the reallocation of resources to better reflect their priorities and concerns.

Strategic capacity building on the analysis of agency plans and budgets and lobbying techniques will be needed for selected policy-oriented civil society groups at both national and local levels. Authoritative independent and external evaluations of selected agency budgets from outside government are needed to serve as a countercheck and to reduce the potential vulnerability of gender-responsive budgeting mechanism and policies to changes in administration personalities and priorities.

Outputs of the "outside" track might include lobbying documents assessing whether or not budget documents reflect the priorities of women, including strategies for effective lobbying across different target groups such as Congress, oversight agencies, and implementing agencies, and independent analyses of budgets. Timing is critical for successful lobbying. Thus careful preparation and strategizing will be required in order to influence budgeting decisions and the setting of the priorities that determine the agencies' choices of PAPs. Much of this effort must be undertaken even before the budget preparation stage.

Local constituencies, represented by civil society organizations, should seek to influence not only their LGU budget priorities, but also national government budget allocations that will be disbursed within their local area. Linkages between sectoral agencies and civil society groups at the local level should be strengthened through strategic networking and capacity building of local civil society groups.

For effective lobbying, it is necessary to collaborate with allies in Congress and agencies, and possibly to include them in a regular programme of meetings (biannual) of civil society groups. To encourage good practices from agencies and LGUs, awards might be established, sponsored by government or NGOs, to provide recognition and visibility to effective practices in gender-responsive budgeting. These awards could be given annually as part of the Women's Day celebration and should be given wide media coverage.

Support to NCRFW and other oversight agencies

To improve NCRFW's ability to carry out its oversight functions, specific activities for capacity building will be needed within the Commission. NCRFW needs the capacity to undertake directly, or to commission and utilize effectively, analysis of the gender-differentiated implications of agency budgets. It also needs to develop strategies for linking government and civil society in support of gender-responsive budgeting.

Harmonization of Roles and Interests of Stakeholders

The revised GAD budget policy must consider the institutional context in which it will eventually be put into operation, that is, how different actors will interact. Without preempting the result of consultation with stakeholders on a revised GAD budget policy, this section outlines some possible roles for the main actors.

This section answers the following questions:

- ◆ Who are the main stakeholders?
- ◆ What are their current roles?
- ◆ What should be their role in the new GAD budget policy?
- ◆ Why should these stakeholders be interested in performing these new roles? In short, what is in it for them?

Table 1. Roles, suggested roles and interests of stakeholders

Major Stakeholders	<u>Mandated roles</u>	<u>Suggested additional roles</u>	<u>Interests</u> (What's in it for them?) (What will persuade them to take the desired action?)
National Commission on the Role of Filipino Women (NCRFW)	<ul style="list-style-type: none"> a. Formulate guidelines on gender budgeting b. Provide technical assistance to agencies on gender budgeting c. Monitor and evaluate the implementation of gender-responsive agency plans in compliance with the policy d. Give feedback to agencies on their GAD plans and budgets 	<ol style="list-style-type: none"> 1. Provide agencies with technical assistance on in-house gender-responsive planning & budgeting 2. Facilitate the conduct of independent gender-responsive budgeting initiatives 3. Lobby for the replacement of the gender-responsive budgeting section in the GAA to one that will direct all agency heads to produce a gender analysis of their previous year's budget/budget statements 	<ul style="list-style-type: none"> ■ The change in gender-responsive budgeting will shift NCRFW's focus from mechanisms to intended results of addressing specific women's issues through the budget, making its work more focused.

Major Stakeholders	<u>Mandated roles</u>	<u>Suggested additional roles</u>	<u>Interests</u> (What's in it for them?) (What will persuade them to take the desired action?)
		4. Facilitate the institutionalization of gender-responsive budgeting in RA 7192	
National Economic and Development Authority (NEDA)	a. Ensure that government departments, including agencies and instrumentalities that, directly or indirectly, affect the participation of women in national development are involved in the planning and policy making b. Ensure integration of the concerns articulated in the PPGD in the MTPDP c. Ensure that Official Development and Assistance Agencies with RA 7192 provision on the allocation of gender budgets	1. Coordinate gender planning and budgeting initiatives at the regional level 2. Advocate among national and regional line agencies to integrate gender in medium term sectoral plans, especially in the economic, infra-structure, and development administration sectors. 3. Support the appointment of Women/GAD representatives in the Regional Development Council	<ul style="list-style-type: none"> ■ NEDA is mandated by law to monitor ODA compliance to RA 7192. ■ As the central development planning agency, NEDA can get credit for being able to lead macroeconomists to understand and consider gender in their policies and programs.
Department of Budget and Management (DBM)	a. Formulate guidelines for annual fiscal year budgeting b. Coordinate annual technical budget hearings	1. Monitor the agencies' budgets to ensure that submissions contain funds that will enable them to conduct in-house gender-responsive budgeting (if needed) 2. Act on the suggested budget transfers (from one item to another) to address gaps identified in the analysis	<ul style="list-style-type: none"> ■ DBM's work on gender-responsive budgeting will be more focused as the analysis will flag gaps to be addressed and budgeted ■ The proposed gender budgeting is consistent with performance budgeting as it facilitates responding to issues not addressed in the previous year's budget

Major Stakeholders	<u>Mandated roles</u>	<u>Suggested additional roles</u>	<u>Interests</u> (What's in it for them?) (What will persuade them to take the desired action?)
Department of Finance (DOF)	(no role at present)	<ol style="list-style-type: none"> 1. As Chair of the Development Budget Coordinating Committee, help to ensure the integration of the gender dimension into the planning and budgeting stages of the development process and assessment of the differential impact of macro-economic policies and parameters on women and men. 2. Analyze fiscal and credit policies in terms of their differential impact on women and men and revise them accordingly 	
Office of the President (OP), e.g., Presidential Management Staff and Office of the Executive Secretary	(no role at present)	<ol style="list-style-type: none"> 1. Ensure that the performance contracts of department heads contain an annual submission of budget statements 2. Facilitate institutionalization of gender-responsive budgeting in agency heads' performance contracts 	<ul style="list-style-type: none"> ■ Better basis for evaluating performance contracts of agency heads. ■ The improvement in gender-responsive budgeting is reflected in the accomplishments of the President. ■ The President is seen as acting on the demands of women's groups, improving relations with this particular interest group.
Agencies	<ol style="list-style-type: none"> a. Submit GAD plans to NCRFW in compliance with the policy b. Submit accomplishment reports on the implementation of the GAD plans 	<ol style="list-style-type: none"> 1. Conduct in-house gender-responsive budgeting annually 2. Incorporate funding requirements for the gender analysis of the previous year's budget to the main agency plan 3. Report accomplishments and issues to NCRFW and DBM 	<ul style="list-style-type: none"> ■ The proposed gender budgeting proceeds from issues and is consistent with issue-based planning and budgeting. ■ The in-house gender analysis of the previous year's budget is in the performance contract of department heads.

Major Stakeholders	<u>Mandated roles</u>	<u>Suggested additional roles</u>	<u>Interests</u> (What's in it for them?) (What will persuade them to take the desired action?)
		4. Propose programs and projects to address gaps identified in the gender analysis of the budget	<ul style="list-style-type: none"> ■ Congressional public hearings serve as a deterrent to bureaucratic failure
DILG	a. Enjoin LGUs to allocate at least 5% from their budget, including ODA and other sources, to address gender issues in their locality b. Issue guidelines on the implementation of the GAD budget policy c. Provide technical assistance on the preparation of GAD plans	1. Enjoin LGUs to submit budget statements articulating how their proposed budgets affect women and men differently and facilitate the conduct of multi-sectoral consultations with LGU constituencies 2. Provide technical assistance, in coordination with the NCRFW, on the conduct of gender-responsive rapid appraisal to surface possible implications of proposed LGU budgets on women and men	<ul style="list-style-type: none"> ■ The proposed gender budgeting proceeds from issues and is consistent with issue-based planning and budgeting and with the local development planning process. ■ Gradual phasing out of the quota will reduce the friction between the national government and LGUs.
LGUs	a. Submit GAD plans to NCRFW in compliance with the policy b. Submit accomplishment reports on the implementation of GAD plans	1. Incorporate funding requirements for gender analysis of the previous year's budget with the LGU plan 2. Report accomplishments and issues to NCRFW and DBM 3. Propose programs and projects to address gaps identified in the gender analysis of the budget	<ul style="list-style-type: none"> ■ The proposed gender budgeting proceeds from issues and is consistent with issue based planning and budgeting.
Civil society, e.g., women's groups	a. To a limited extent, call on LGUs to comply with the GAD budget policy and claim programs and services where women can participate and get benefits	1. Propose spending priorities and determine gaps that are not being met by agencies 2. Advocate with LGUs to allocate funds for priority needs of women 3. Provide Congress feedback on implementation of GAD budget policy and other gender related legislated mandates	<ul style="list-style-type: none"> ■ Greater and more meaningful participation in gender-responsive budgeting

Major Stakeholders	<u>Mandated roles</u>	<u>Suggested additional roles</u>	<u>Interests</u> (What's in it for them?) (What will persuade them to take the desired action?)
<p>Congress, i.e., Upper House (Senate) and Lower House</p>	<p>a. Monitor compliance with the policy</p>	<ol style="list-style-type: none"> 1. Convene public hearings to ensure compliance of agencies with the new policy 2. Induce greater compliance by acting on the feedback of constituents or women's groups 	<ul style="list-style-type: none"> ■ Better compliance of agencies ■ Good public perception/publicity as improved compliance of agencies leads to better programs for women constituents



The Role of Congress in Deterring Noncompliance

While there are currently no sanctions for agencies that do not comply with the GAD Budget Policy, Congress (both Lower House and Senate) has a significant role to play in deterring noncompliance. Its committee hearings serve as a pseudo-sanction for noncomplying agencies.

Congress convenes oversight committee hearings to check whether agencies are complying with policy. Such hearings are sometimes preceded by lobbying from within government (e.g. by NCRFW) or from civil society groups. Agencies are required to attend hearings and to respond to the committee's inquiries. Print and TV media often cover committee hearings, especially controversial ones. In the absence of a direct sanction, public hearings conducted by the legislature can function as a deterrent to noncompliance.

Feedback – either from NCRFW or from civil society groups – is necessary to encourage Congress to convene committee hearings and to monitor gender-responsive budgeting. This is where strategic lobbying and the outcome of the outside-track (Section 5.2) are crucial, not only to support analysis of budgets but also to lobby Congress to conduct committee hearings.



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