



Auditing Gender and Development (GAD) Funds and Activities

Lecture delivered by:

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COA GAD Focal Point System

At the:

**PHILIPPINE ASSOCIATION FOR GOVERNMENT BUDGET
ADMINISTRATION (PAGBA)**

August 08, 2018 / Cebu City

2018 3rd Quarterly Seminar & Meeting
Waterfront Hotel, Lahug, Cebu City
August 8-11, 2018



Outline

- I. Introduction
- II. A Review of GAD Concepts and Definitions
- III. Fundamental Principles in the Audit of Disbursements
- IV. Revised Guidelines in the Audit of GAD Funds and Activities
- V. Sample Allowable Expenses Chargeable Against GAD Funds
- VI. Common GAD Audit Findings and Observations
- VII. Open Forum



Creation and Functions of COA

- **Article IX-D, 1987 Constitution**
- **P.D. 1445 (June 11, 1978)**
- **Sub-Title B, Title I, Book V, Administrative Code of 1987 (E.O. 292), July 25, 1987**



Principal Duties

- Power, authority and duty to **examine, audit, and settle all accounts** pertaining to **revenue and receipts of, and expenditure or uses of funds and property**, owned or held in trust by, or pertaining to, the government



Principal Duties

- Exclusive authority to promulgate accounting rules and regulations, including **prevention and disallowance of irregular, unnecessary, excessive, extravagant, or unconscionable expenditures, or uses of government funds and properties**



Principal Duties


- **Keep the general accounts of government and preserve the vouchers and supporting documents**
- **Decide any case brought before the Commission within 60 days**
- **Perform such other duties and functions as may be provided by law**



Legal Bases: Laws/Executive Orders/ Conventions/Circulars Related to GAD

1. Section 14, Article II, 1987 Constitution:

“The State recognizes the role of women in nation-building and shall ensure the fundamental equality before the law of women and men.”

A faint, stylized illustration of a diverse group of people in various colors (blue, pink, purple) is visible in the background of the text area.



2. Section 2, R.A. 7192: Women in Development and Nation Building Act provides

“(1) A substantial portion of official development assistance funds received from foreign governments and multilateral agencies and organizations shall be set aside and utilized by the agencies concerned to support programs and activities for women;



3. Section 36, R.A. 9710 – Magna of Women (MCW)

- Approved on August 14, 2009
- IRR approved on March 10, 2010
- Embodies the law and rules on GAD, establishes the GAD Focal Point System in all agencies, etc.



Section 36, R.A. 9710 – Magna of Women (MCW)

The Commission on Audit (COA) shall conduct an annual audit on the use of the GAD budget for the purpose of determining its judicious use and the efficiency, and effectiveness of interventions in addressing gender issues towards the realization of the objectives of the country's commitments, plans, and policies on women empowerment, gender equality, and GAD.



4. Section 30 of the Annual General Appropriations Act (GAA):

Sec. 30 Programs and Projects related to Gender and Development. All agencies of the government shall formulate a Gender and Development Plan designed to address gender issues within their concerned sectors or mandate and implement the applicable provision under RA No. 9710 or the Magna Carta of Women, Convention on the Elimination of All Forms of Discrimination Against Women, the Beijing Platform for Action, the Philippine Plan for Gender-Responsive Development (1995-2025) and the Philippine Development Plan (PDP).



4. Section 30 of the Annual General Appropriations Act (GAA) *(continued)*

The GAD Plan shall be integrated in the regular activities of the agencies, which shall be at least five percent (5%) of their budget. X x x. Utilization of the GAD budget shall be evaluated based on the GAD performance indicators identified by said agencies.

The preparation and submission of the annual GAD Plan and annual Accomplishment Report shall be subject to the guidelines issued by the agencies concerned.



5. COA Circular No. 2014-001 dated March 18, 2014

Revised Guidelines in the Audit of
Gender and Development (GAD)
Funds and Activities in Government
Agencies



6. **PCW-NEDA-DBM Joint Circular No. 2012-001**

Guidelines for the Preparation of Annual Gender and Development (GAD) Plans and Budgets and Accomplishment Reports to Implement the Magna Carta of Women



Conventions

7. Beijing Declaration and Platform for Action adopted in 1995 during the UN 4th World Conference on Women as a visionary agenda for women empowerment:

- Most comprehensive global policy framework and blueprint for action
- Current source of guidance and inspiration to realize gender equality and the human rights of women and girls, everywhere



Conventions

8. Convention on the Elimination of All Forms of Violence Against Women (CEDAW)

- Adopted in 1970 by the UN General Assembly as an international bill of rights of women
- Consisted of a preamble and 30 articles defining what constitutes discrimination against women and sets up an agenda for national action to end such discrimination

Conventions

9. ***189 countries signed the historic millennium declaration at the UN Millennium Summit in 2000***

Millennium Development Goals (MDGs) are eight goals with measurable targets and clear deadlines for improving the lives of the world's poorest people



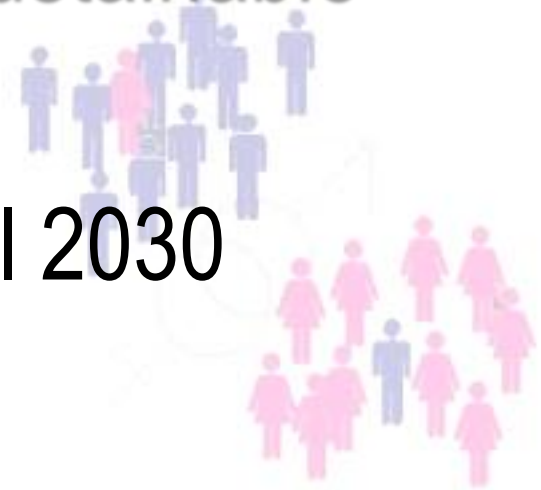
Conventions

10. Sustainable Development Goals (SDGs) 2016-2030 consisting of 17 goals and 169 targets





- SDGs were adopted by the UN General Assembly on September 25, 2015 thru Resolution A/RES/70/1, “Transforming our world: the 2030 Agenda for Sustainable Development”
- Effective January 1, 2016 until 2030
- Replaced MDGs 2000-2015



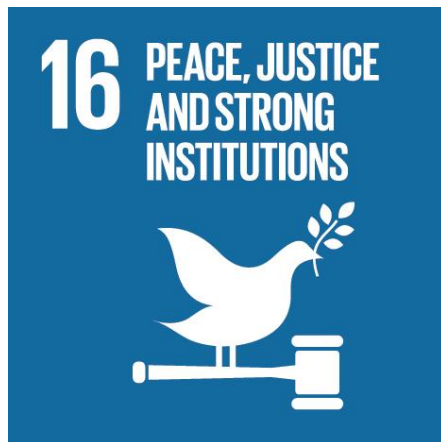


- Goal 5 of the SDGs: Achieve gender equality and empower all women and girls



- Goal 16 of the SDGs:


Promote peaceful and inclusive societies for sustainable development, **provide access to justice, accountable, and transparent institutions at all levels**



16.6 Develop effective, accountable, inclusive and transparent institutions at all levels



GAD Basic Concepts

- 
- A background illustration of silhouettes of people holding hands, symbolizing unity and community. The silhouettes are in various shades of blue and green, and are arranged in a line, with some figures appearing to be in motion or dancing.
- Gender and Development
 - Gender Equality
 - Women Empowerment
 - Gender Analysis
 - Gender Issue
 - Gender Responsiveness
 - Sex Disaggregated Data
 - GAD Focal Point System
 - Gender Mainstreaming/ Attribution
 - Gender Audit
 - Gender Issue
 - Harmonized Gender and Development Guidelines
 - Enhanced Gender Mainstreaming Evaluation Framework

What is GAD?

GAD refers to the development perspective and process that are:


- Participating and empowering
- Equitable
- Sustainable
- Free from violence
- Supportive of self-determination and actualization of human potentials
- **Seeks to achieve gender equality**

What is GAD?

- It envisions a future society where women and men equally contribute to and benefit from development.
- It is a government policy enshrined in the constitution and supported by various laws and International treaties.
- It is a mission of both Government and the civil society.

What is GAD about?

GAD is about ...

- empowering women **not** disempowering men.
 - working out alternative family relations **not** breaking families.
 - gender **less** about sex.
 - transformation **not** change.
- 
- A faint, stylized illustration of a diverse group of people in various colors (blue, pink, purple) standing together, symbolizing inclusivity and community.

Why GAD?

GAD is about being faithful to the principle that

Development is for all!



Fairness and **equity** demands that everyone in society, whether male or female, has the right to the same opportunities to achieve a full and satisfying life.

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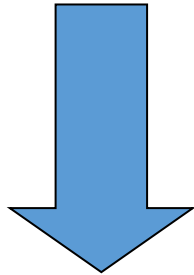
Gender =

- Refers to the differentiated social roles, behaviors capacities, intellectual, emotional and social characteristics attributed to by given culture to men and women.
- It is socially determined and a learned behavior
- Change across time, place, and culture



SEX

BORN WITH

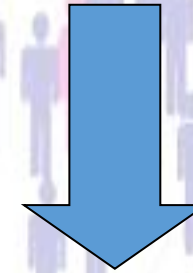


CANNOT BE CHANGED

- only women can give birth
- only women can breastfeed babies
- only men can produce sperm

GENDER

SOCIALLY CONSTRUCTED



CHANGEABLE

- women can do male jobs
- men can take good care of children



Gender Equality

Auditing GAD Funds and Activities

- **Gender Equality** refers to the principle asserting the equality of women and men and their rights to enjoy equal conditions.
- It recognizes that all women and men are free and equal in dignity and rights.



"EQUALITY"

“We hold these truths to be self-evident, that all **MEN** are created equal, that they are endowed by their Creator with certain unalienable Rights, that among these are Life, Liberty and the pursuit of Happiness.” (*American Declaration of Independence*)



Why "Go Gender" in Development



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Why "Go Gender" in Development?

- Gender Equality is a Human Right!
- Development is for All!
- Unequal opportunities constrained either men and women to develop their "capacity to do and capacity to be"
- Human development, if not en-gendered, is endangered." Mahbub ul Haq, UNDP

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Traditional gender roles divide men and women from each other.

Deny women access to the public world of:

WORK

POWER

ACHIEVEMENT

INDEPENDENCE

Deny men access to be:

NURTURERS

EMOTIONAL



Feminine-Masculine Continuum

Domestic vs. Public Sphere

WOMEN

Domestic: child care; home and family management

MEN

Public: social, economic, political, extra-familial activities



Gender Analysis

- **Gender Analysis** refers to an examination of a problem or situation in order to identify gender issues within the problem/context of a project and obstacles to the attainment of gender equality or similar goals.

Gender Analysis

- **Gender Issue** arises when gender equality is recognized as undesirable or unjust.
- **Gender analysis and gender issue** are bases for GAD planning and budgeting

Women Empowerment

Refers to...

- a goal and essential process of women's advancement.
- a process to understand, identify and overcome discrimination to achieve quality in welfare and equal access to resources.

Gender Responsiveness

- **Gender Responsiveness** is the capacity of individuals, groups or institutions to substantially respond to gender-related issues; willingness to allocate resources for the issues.
- It is the capacity to collect and use sex-disaggregated and gender-related information out of gender analysis and tracking of results.

What is GAD Mainstreaming?

- Processes and strategies to ensure the recognition of **gender issues** on a sustained basis
- Assessment of the implications for men and women of policies, legislations, programs and projects



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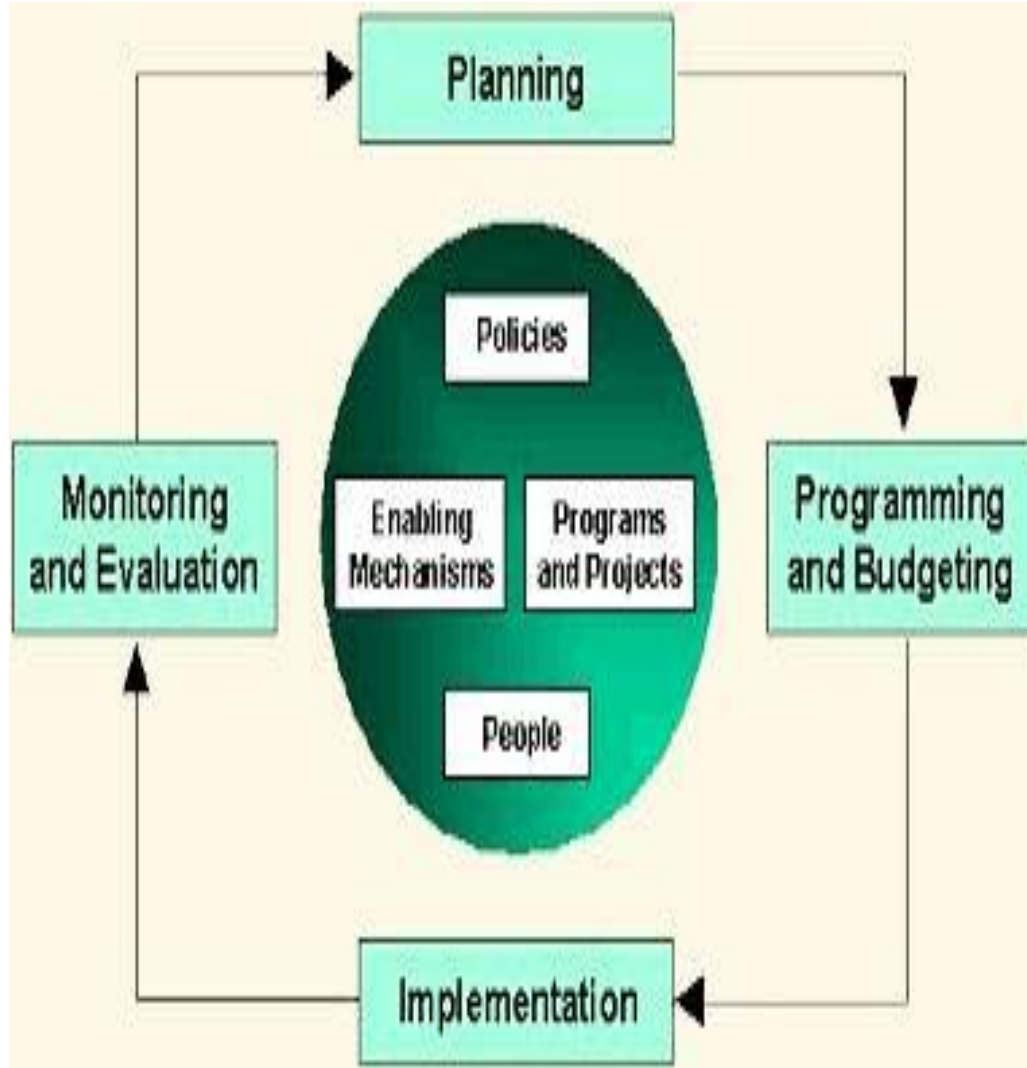


What is GAD Mainstreaming?

- Inclusion of a gender perspective in the design and implementation of plans and programs to carry out agency mandates
- Allocating adequate logistics for the conduct of gender-responsive activities in the regular programs of the organization.



ENTRY POINTS



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National GAD Resource Program
Philippine Commission on Women

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What is GAD Focal Point System?

- An interacting and interdependent group of people in all government instrumentalities tasked to catalyze and accelerate gender mainstreaming.

What is GAD Focal Point System?

- A mechanism established to ensure and advocate for, guide, coordinate, and monitor the development, implementation, review and updating of their GAD plans and GAD – related programs, projects and activities.



The Creation and/or Strengthening of the Agency GAD Focal Point System:

- Focal Point/Chair: Agency Head
- Steering Committee
- Technical Working Group (TWG)
- Secretariat

(As required under PCW Memorandum Circular 2011-01 re: Guidelines for the Creation, Strengthening and Institutionalization of GAD FPS)

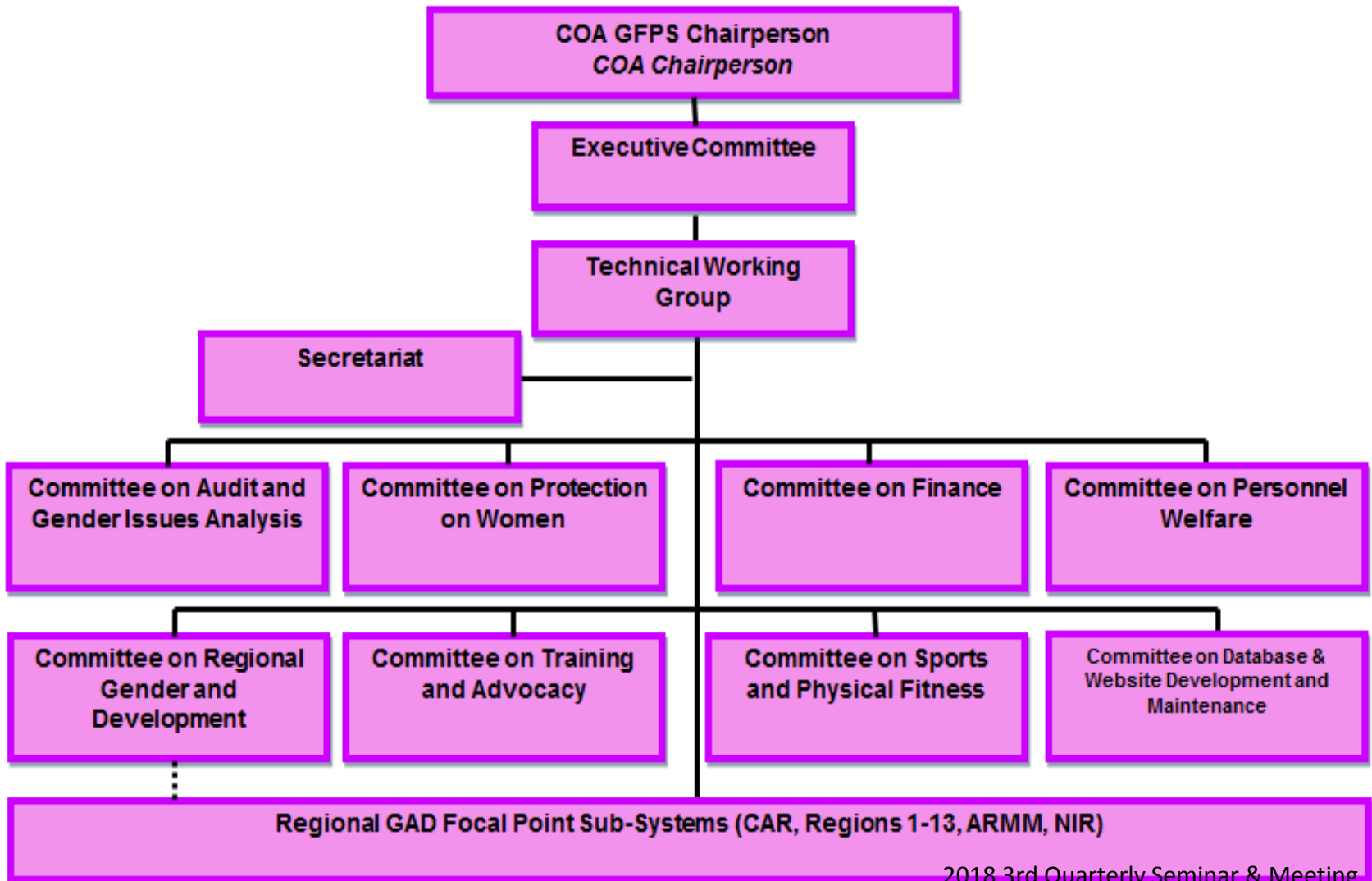


Role of the GFPS

- Focal Point/Chair to provide resources for GAD activities
- Responsible for the GAD Planning and Budgeting
- Responsible for the implementation of the approved GPB, including monitoring thereof
- Prepares and submits the GAD Accomplishment Report



Sample GAD Focal Point System



Gender Audit

- Refers to Social Audit or “quality audit” which determines whether the agency’s internal practices and related support systems for gender mainstreaming are effective.
- It is a process of assisting agencies to establish a baseline, identifying critical gaps and challenges and recommending ways of addressing them.



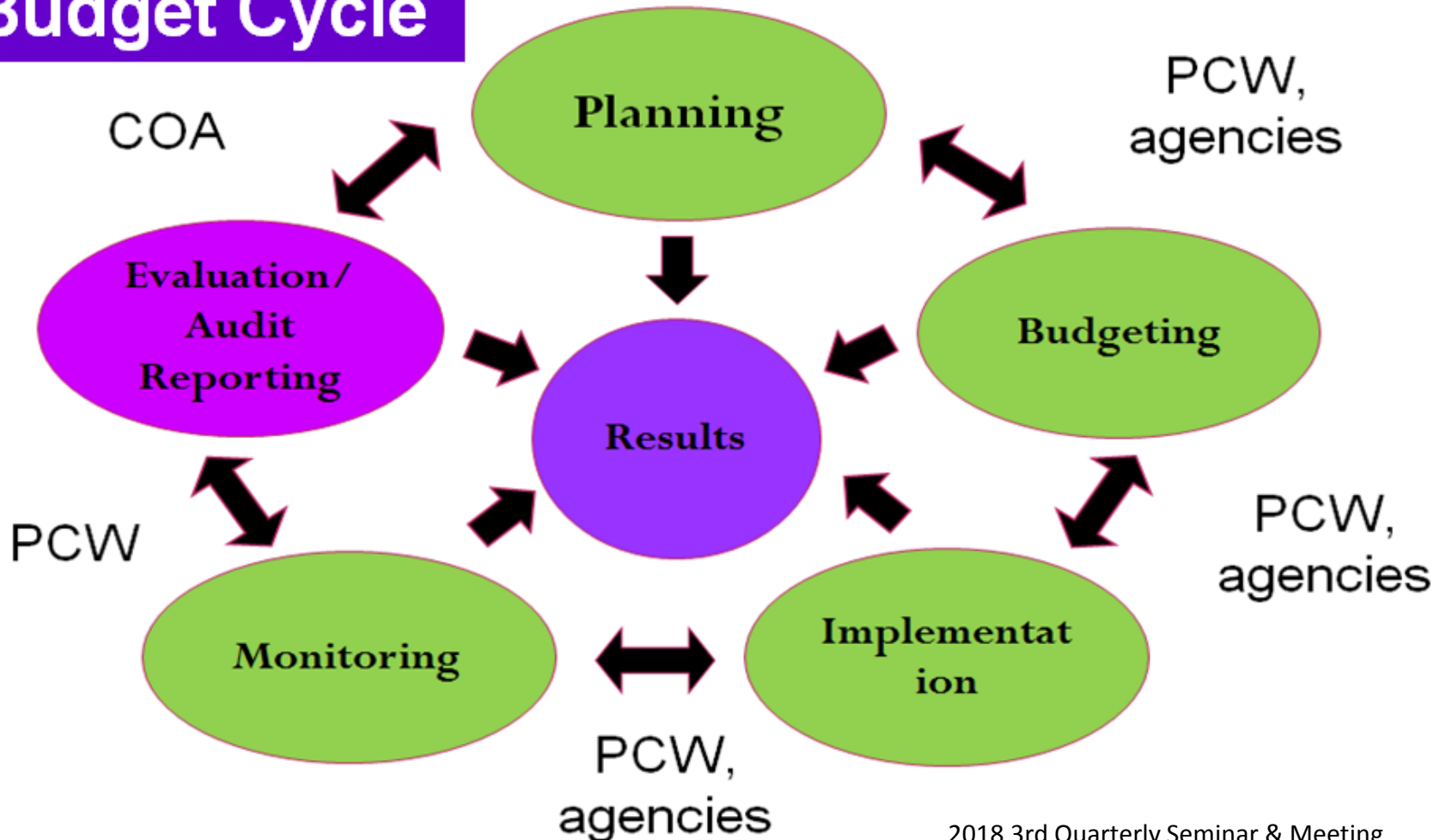
Audit of GAD Funds and Activities

(COA Circular No. 2014-001 dated 3/18/14)



Audit of GAD Funds

Budget Cycle





Audit of GAD Funds

■ Fundamental Principles

- ✓ Fiscal responsibility shall, to the greatest extent, be shared by all those exercising authority over the financial affairs, transactions, and operations of the government agency.
- ✓ Disbursements or disposition of government funds or property shall invariably bear the approval of the proper officials.



Audit of GAD Funds

■ Fundamental Principles

- ✓ No money shall be paid out of the treasury or depository except in pursuance of an appropriation law or other specific statutory authority.
- ✓ Government funds or property shall be spent or used solely for public purposes.



Audit of GAD Funds

■ Fundamental Principles

- ✓ Trust funds shall be available and may be spent only for the special purpose for which the trust was created or the funds received.
- ✓ Claims against government funds shall be supported with complete documentation.
- ✓ All laws and regulations applicable to financial transactions shall be faithfully adhered to.

Audit of GAD Funds

■ Fundamental Principles

- ✓ Generally accepted principles and practices as well as of sound management and fiscal administration shall be observed, provided that they do not contravene existing laws and regulations.



Audit of GAD Funds

■ Basic Audit Requirements

- ✓ Certificate of availability of funds
- ✓ Existing laws and sufficient allotment duly obligated as certified by authorized officials
- ✓ Legality of transactions and conformity with laws, rules and regulations



Audit of GAD Funds

■ Basic Audit Requirements

- ✓ Approval of expenditure by head of office or authorized representative
- ✓ Other documents as may be necessary in the audit of specific transactions or accounts.



GAD Funds Audit shall consist of:

- a) Financial and Compliance Audit
- b) Value for Money Audit (VFM) – which must be mandatory for the first two years of implementation



GAD Funds Audit shall consist of:

c) Government-wide and Sectoral Audits

Government-wide Audit – the simultaneous examination of programs, projects and activities pertaining to GAD in a number of government agencies with the end in view of assessing their efficiency and economy

Sectoral Audit – the operations audit of particular GAD programs, projects, activities being implemented by various agencies of the government



Specific Guidelines

1. Audit of the GAD funds which shall be at least five per cent (5%) of the total budget appropriations of the agency shall be in accordance with the existing guidelines (PCW-NEDA-DBM Joint Circular No. 2012-01)
2. In case of ODA-funded projects, 5% to 30% of funds from foreign governments and multinational agencies are in support of gender-responsive programs and projects.



Specific Guidelines

3. Verify if PPAs in the GPB conform with pertinent issuances/joint circulars and other laws, rules and regulations, and guidelines.

Verify if the GPB and the AR are PCW-endorsed and approved by head of agency.

Apply existing accounting and auditing rules and regulations in the audit of GAD expenditures (PS, MOOE and CO).



Specific Guidelines

4. In the absence of GPB/AR, the Auditor shall:
- Verify if funds were used properly for GAD projects;
 - Secure information from the agency's GFP or Chief Accountant on the sources of funds for GAD; and
 - Ascertain if funds for specific projects were integrated in the regular budget of the agency.



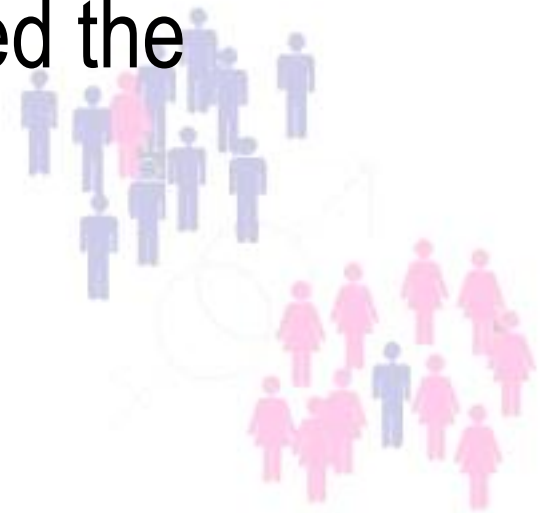
Costing & Allocation of the GAD Budget

1. At least 5% of the total agency budget appropriations authorized the GAA shall correspond to GAD activities. This shall be drawn from PS, MOOE and CO and does not constitute an additional budget over the agency's total budget appropriations.
2. The GAD budget may be allocated using the ff:
 - 2.1 As a separate GAD Funds to support GAD Focused PAPs
 - 2.2 As fund support to gender mainstreaming
 - 2.3 As a counterpart fund to support ODA-funded projects



Costing & Allocation of the GAD Budget

3. The utilization and outcome of the GAD budget shall be annually monitored and evaluated to see if it influenced the remaining 95% budget.





GAD Funds may be used for:

1. Programs and Projects (PAPs) for which gender issues have been identified under the PPGD and by the GAD Focal Point in the course of gender analysis
2. PAPs included in the PCW-endorsed GAD Plan
3. Personal Services such as salaries of agency personnel assigned to plan, implement and monitor GAD PAPs



GAD Funds may be used for:

4. Maintenance and Operating Expenses provided that
 - a) Expenditures for supplies and materials shall pertain to existing GAD Projects or Programs which are organization focused or client focused and which are among those approved by the PCW. Such supplies shall be included in the annual procurement plan and program of agencies;



GAD Funds may be used for:

- b) Attendance in trainings abroad on GAD may be allowed provided there is a specific authority from appropriate government oversight agencies, said trainings are not offered in any of the local training institutions or universities and provided that knowledge from such training shall be cascaded to the employees of the concerned agency and subject to availability of funds; and



GAD Funds may be used for:

- c) Capacity Development on GAD which shall include meals and snacks, honoraria and transportation of lecturers, trainers and resource persons, supplies and materials and incidental expenses for GAD Trainings and meetings in reasonable amount.



GAD Funds may be used for:

5. Equipment and Capital Outlay provided that
 - a) Procurement of equipment or capital outlay is necessary for an identified gender issue, and -the project was approved by the PCW;
 - b) The equipment can be operated by a corresponding technical employee or staff; and
 - c) The prices are reasonable and quantity is not excessive.



GAD Funds may be used for:

6. PAPs identified or authorized in specific laws for gender and development, such as:
 - a) R.A. 8425 – An act Institutionalizing the Social Reforms and Poverty Alleviation Program
 - b) R.A. 8505 – An Act Providing Assistance and Protection for Rape Victims
 - c) R.A. 8504 – An Act Promulgating Policies and Prescribing Measures for the Prevention and Control of HIV/AIDS
 - d) R.A. 6728 – An Act Providing Assistance to Students and Teachers



GAD Funds may be used for:

- e) R.A. 9762 – The Anti-Violence Against Women and Their Children Act
- f) R.A. 7877 – The Anti-Sexual Harassment Act of 1995
- g) R.A. 10354 – The Reproductive Health Act
- h) R.A. 9710 – The Magna Carta of Women



Expenses that **CANNOT** be charged to the GAD Budget (Source: Joint Circular No. 2012-01)

1. Programs and projects that are not in the agency's PCW endorsed GAD Plan
2. Personal Services of women employees **unless** they are working fulltime or part-time on GAD-PAPs
3. Honoraria for agency GAD Focal Point System members or other employees working on their agency GAD program and activities
4. Salaries of casual or emergency employees **unless** they are hired to assist GAD-related PAPs
5. Provision for contingency funds or “other services” of PAPs
6. Car pooling, gas masks for traffic/environment enforcers



Expenses that **CANNOT** be charged to the **GAD Budget** (Source: Joint Circular No. 2012-01)

7. The following expenses may NOT be charged to the GAD budget **unless** they are justified as clearly addressing a specific gender issue:

- Physical, mental and health fitness including purchase of equipment and information dissemination materials
- Social rest and recreation activities
- Religious activities and implementation of cultural projects; and
- Construction expenses



Expenses that **CANNOT** be charged to the **GAD Budget** (Source: Joint Circular No. 2012-01)

8. Extraordinary and Miscellaneous Expenses (EME)
9. Additional allowances, benefits, bonuses and the like unless there is a specific law or authority from the President of the Philippines authorizing the same
10. Purchase of T-shirts to be used during rallies, procession and the like, as well as supplies for ballroom exercises and for sports
11. Purchase of sports equipment as well as maintenance of gym
12. Other expenditures that are irregular, illegal, unnecessary, extravagant and excessive



- **COA Circular No. 2012-003, 10/29/12:**
Updated Guidelines for the Prevention and Disallowance of IUEEU
- **COA Circular No. 2012-001, 6/14/12, as amended:** Revised Guidelines and Documentary Requirements for Common Government Transactions
- Other applicable rules and regulations



A. Irregular Expenditures

Non-adherence to established rules, regulations, procedural guidelines, etc.

- Payment of salaries or wages other than the payees
- Payment of honoraria or allowances to those not qualified to receive
- Use of government vehicle for private purpose



B. Illegal Expenditures

Incurred in violation of laws, i.e.

- Payment of claims under a contract awarded no in accordance with RA 9184
- Payment of contracts without prior approval or authorization of the Sanggunian
- Use of public funds for private purpose



C. Unnecessary Expenditures

Incurred which could not pass the test of prudence or the diligence of a good father of a family, i.e.

- Hiring consultants whose functions are redundant to regular functions of officials
- Unjustifiable purchase of high-end or expensive models/brands of electronic gadgets, etc.
- Hiring of PR companies, PR expenses



D. Excessive Expenditures

Unreasonable expenses or expenses incurred at immoderate quantity and exorbitant price, i.e.

- Overprices purchases, grossly exaggerated or inflated quotations
- Grant of cash advance in excess of budget
- Release of funds to NGOs/POs in excess of project requirements



E. Extravagant Expenditures

- Incurred without restraint, judiciousness and economy, exceed the bounds of propriety, i.e.
 - Procurement of luxury vehicles
 - Rent of expensive halls or rooms in luxury hotels
 - Luxurious furnishings of government buildings



F. Unconscionable Expenditures

Unreasonable and immoderate; no person in right sense would make or a fair and honest person would accept as reasonable; and incurred in violation of ethical/moral standards, i.e.

- Exorbitant bonuses, allowances, etc.
- Live-in seminars in five-star hotels
- Repair of equipment exceeding 100% of market value



Common Audit Observations on GAD

- A gender and development plan was not formulated and funds equivalent to 5% of the agency's budget were not allocated for the implementation of programs/ projects and activities related to GAD
- Funds allocated for GAD were less than of 5% of the agency appropriations



Common Audit Observations on GAD

- The Guidelines for the preparation of Annual GAD Plan and Budget and Accomplishment Report as prescribed in PCW-NEDA-DBM Joint Circular 2012-01*, was not strictly observed.
- Funds allocated for GAD were less than of 5% of the agency appropriations.

* *Guidelines for the Preparation of Annual GAD Plans and Budgets and Accomplishment Reports to Implement the Magna Carta of Women*



Common Audit Observations on GAD

- GAD programs/projects were not fully implemented or not implemented at all
 - *Programs and projects should be implemented in accordance with the Harmonized Gender and Development Guidelines for Project Development Implementation, Monitoring and Evaluation*
- GAD accomplishments vis-a-vis targeted activities cannot be evaluated due to non-submission of GAD Plan and Budget and/or accomplishment reports



"Gender equality will only be reached if we are able to empower women."

- Michelle Bachelet
President of Chile and Former UN Undersecretary General and Executive Director of UN Women

“ Gender equality is more than a goal in itself. It is a precondition for meeting the challenge of reducing poverty, promoting sustainable development and building good governance.”

- Kofi Annan
Former UN Secretary General

*"Woman
is the companion of man,
gifted with
equal mental capacity."*

- M. Gandhi



*“If you want something said
ask a man;
if you want something done,
ask a woman”*

- Margaret Thatcher





Thank You

