



**PUNONGHIMPILAN TANOD BAYBAYIN NG PILIPINAS**  
(Headquarters Philippine Coast Guard)  
139 25<sup>th</sup> Street, Port Area  
1018 Manila

**DCS-COMPTROLLERSHIP**

11 February 2016

CIRCULAR  
NUMBER 01-16)

**GUIDELINES IN ANNUAL GENDER AND DEVELOPMENT  
(GAD) PLANNING AND BUDGETING**

**I. REFERENCES:**

*A. International Mandates*

1. United Nation's Convention on the Elimination of all Forms of Discrimination Against Women ( UNCEDAW ) ; and
2. Beijing Declaration and Platform for Action (BDPfA)

*B. National Mandates*

1. Article II, Section 14 of the 1987 Philippine Constitution affirms the fundamental equality of women and men before the Law.
2. Republic Act 7192, otherwise known as an " Act Promoting the Integration of Women as Full and Equal Partners of Men in Development and Nation Building and for other Purposes";
3. Executive Order 273. "Approving and Adopting the Philippine Plan for Gender –Responsive Development, 1995-2025". Agencies are mandated to Institutionalize Gender and Development (GAD) and to incorporate and reflect GAD concerns in their agency performance commitment contracts, annual Budget proposals and work and Financial Plans".
4. Harmonized Gender and Development Guidelines

5. Republic Act 9993 or the Coast Guard Law of 2009

*C. GAD Planning and Budgeting Mandates*

1. General Appropriations Act FY 2015
2. Republic Act 9710. Otherwise known as an Act providing for the Magna Carta of Women (MCW) 2009 and its Implementing Rules and Regulations;
3. Joint circular No. 2012-01. Guidelines for the preparation Annual Gender and Development (GAD) Plans and Budgets and Accomplishment Report to Implement the Magna Carta of Women;
4. COA Memo Circular 2014-001 Revised Guidelines in the audit of Gender and Development (GAD) Funds Activities in government agencies;
5. DND Circular No. 2 Dated 22 February 2011.

**II. BACKGROUND:**

In Compliance with the nation's commitments to various International and National conventions, Laws, Rules and Regulations on GAD, all government Agencies are mandated to institutionalize GAD in their systems by incorporating GAD in their planning, programming and budgeting processes. Moreover, pursuant to joint Circular No. 2004-1 of the Department of Budget and Management (DBM), National Economic and Development Authority (NEDA), The Philippine Commission on Women (PCW) and the General Appropriations Act (GAA) government agencies are tasked to formulate annually a GAD plan and to Implement the same by utilizing **AT LEAST FIVE PERCENT (5%)** of their total budget appropriations.

**III. PURPOSE:**

This Circular prescribes the Guidelines in the preparation of the annual GAD Plan and Budget.

#### IV. DEFINITION OF TERMS:

1. **Annual GAD Plan and Budget** refers to the cost of implementing the Annual GAD Plan, which includes programs, Activities and Projects (PAP's) design to address gender issues through the promotion of Women's economic empowerment, protection and advancement of Women's Human Rights, and promotion of Gender-Responsive Governance as spelled out in the Framework Plan for Women (FPW), and in accordance with Republic Act 7192, otherwise known as the Philippine Plan for Gender-Responsive Development, 1995-2025, and Republic Act 9710, otherwise known as the Magna Carta of Women.
2. **Beijing Declaration and Platform for Action** adopted by the Fourth World Conference on Women: Action for Equality, Development and Peace, Beijing, 15 September 1995. The document was agreed upon by world governments at the Conference and is a comprehensive outline of strategic steps to be taken in order to concretize and enhance the goals of **CEDAW**.
3. **CEDAW** (The Convention on the Elimination of all Forms of Discrimination against Women) is an international convention adopted in 1979 by the UN General Assembly. It is often described as an international bill of rights for women. Consisting of a preamble and 30 articles, it defines what constitutes discrimination against women and sets up an agenda for national action to end such discrimination.
4. **Client-focused GAD activities** refer to the activities that seek to address the gender issues of its clients.
5. **Discrimination against Women** refers to any gender-based distinction, exclusion, or restriction which has the effect or purpose of impairing or nullifying the recognition, enjoyment, or exercise by women, irrespective of their Marital Status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil, or any other field.
6. **Displaced Persons** are those who have fled or been driven from their communities to other localities within their country of nationality. According to the UNCHR, more than 75% of displaced persons are women and their children; they are subjected to physical and sexual violence.

7. **Equality** refers to a revised term for 'Equal Opportunities'. It is based on the legal obligation to comply with anti-discrimination legislation. Equality protects people from minority groups from being discriminated against on the grounds of group membership, i.e. sex, disability, sexual orientation, religion or belief, age.
8. **Gender** means (a) the socially determined difference between women and men such as roles, attitudes, behaviors and virtues; and (b) the roles, attitudes, and values assigned by culture and society to women and men;. These roles, attitudes and values define the behaviors of women and men and the relationship between women and men. They are created and maintained by social institutions such as families, governments, communities, schools, churches and media.
9. **Gender Analysis (GA)** refers to the methodology for collecting and processing information about gender. It provides disaggregated data by sex, and an understanding of the social construction of gender roles, how labor is divided and valued. Gender Analysis is the process of analyzing information in order to ensure development benefits and resources are effectively and equitably targeted to both women and men, and to successfully anticipate and avoid any negative impacts development interventions may have on women or on gender relations. Gender analysis is conducted through a variety of tools and frameworks, including those listed below.
10. **Gender and Development (GAD)** refers to the development perspective that recognizes the unequal status and situation of women and men in society. Women and Men have different development needs and interest as a result of said inequality, which is institutionalized and perpetuated by cultural, social, economic and political norms, system and structures. As a Development approach, GAD seeks to equalize the status and condition of said relations between women and men by influencing the process and outputs of policymaking, budgeting, Implementation, and monitoring and evaluation so that they would deliberately address the gender issues and concerns affecting the full development of women.
11. **Gender and Development Activities** refer to the specific activities in the regular P/A/Ps which address the gender issues of its clients and/or organization.
12. **Gender and Development Budget** means the cost of implementing the annual GAD, which may include agency PAPs designed to address

gender issues and promote women's empowerment and gender equality.

13. **Gender and Development Focal Point System** is tasked to catalyze and facilitate the Institutionalization of the GAD program within the Organization. This is Headed by the Central Office GAD Focal Point Chairperson (the Commandant or Deputy Commandant, or on Planning), with members from different services in the central Office, and supported by a Technical Working Group (TWG) or Secretariat with its own Chairperson. GAD Coordinators can likewise be designated by each head of department or office/unit.
14. **Gender and Development Plan** means a systematic designed set of programs, activities and projects with corresponding budget carried out by agencies over a given period of time to address gender issues and concerns in their respective sectors and constituents.
15. **Gender Aware Policies** recognize that women, as well as men, have an important role to play in society; that the nature of women's involvement is determined by gender relations, which make their involvement different and often unequal; and that consequently women have different needs, interests and priorities, which may sometimes conflict with those of men.
16. **Gender-based Violence** is any act or threat by men or male-dominated institutions that inflicts physical, sexual or psychological harm on a woman or girl because of their gender. Commonly, the acts or threats of such included in the definition are rape, sexual harassment, wife battering, sexual abuse of girls, dowry-related violence, non-spousal violence within the home, marital rape, acts such as female genital mutilation, female infanticide, and sex-selective abortion, 'sexual exploitation such as enforced prostitution, trafficking of women and girls and pornography.
17. **Gender Blind** refers to the failure to recognize that gender is an essential determinant of social outcomes impacting on projects and policies. A gender-blind approach assumes gender is not an influencing factor in projects, programs or policy.
18. **Gender Equality** refers to the result of the absence of discrimination on the basis of a person's sex in opportunities and the equal allocation of resources or benefits or in access to services.

19. **Gender Equity** refers to the provision of fairness and justice in the distribution of benefits and responsibilities between women and men. The concept recognizes that women and men have different needs and power and that these differences should be identified and addressed in a manner that rectifies the imbalances between the sexes.
20. **Gender Issues** are problems and concerns that arise from the unequal status of women and men including the different characteristic, roles and expectations attribute by society to women and men. This societal expectations and expectations which are reflected and perpetuated by Laws, policies, procedures, systems, programs, projects and activities of Government could impede women's full development and their participation in and equal enjoyment of the fruits of development. Common gender issues are: political subordination, economic marginalization, disempowerment, discrimination, stereotyping, multiple burdens, violence against women and personal dehumanization.
21. **Gender Mainstreaming** is a process of assessing the implications for women and men of any planned action (including legislation, policies and programs) in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation and evaluation of policies and programs in all political, economic and social spheres so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal is gender equality.
22. **Gender Needs** refer to the fact that women and men have differing roles based on their gender; they will also have differing gender needs. These needs can be classified as either strategic or practical needs.
23. **Gender Sensitivity** refers to the ability to acknowledge and highlight existing gender differences, issues and inequalities and incorporate these into strategies and actions.
24. **Gender-Responsive Development Planning** the use and integration of the GAD framework into the entire development planning cycle. It rests on the premise that introducing gender considerations makes development planning/programming more "people oriented or people focused".

**25. Organization-Focused GAD activities** are activities that seek to:

- a) create the organizational environment for implementing gender-responsive policies, programs and project; and
- b) address the gender issues of employees particularly those that affect women's performance as government workers like sexual harassment, low participation of women in human resource development undertakings and decision-making structure and processes, and lack of support to ease women's multiple burden in the workplace, such as Daycare or Child-minding Centers.

**26. Philippine Commission on Women (PCW)** under the Office of the President, it is the national machinery for the advancement of women and is the central policy coordinating unit inside government. Its main task is to support the government-wide mainstreaming of a gender-equality perspective in all policy areas.

**27. Women Empowerment** refers to the provision, availability, and accessibility of opportunities, services, and observance of human rights which enable women to actively participate and contribute to the political, economic, social, and cultural development of the nation as well as those which shall provide them equal access to ownership, management and control of production, and of material and informational resources and benefits in the family, community, and society.

**28. Substantive Equality** refers to the full and equal enjoyment of rights and freedoms contemplated under this Act. It encompasses *de jure* and *de facto* equality and equality in outcomes.

**29. Violence Against Women (VAW)** refers to any act of gender-based violence that results in, or is likely to result in, physical, sexual, or psychological harm or suffering to women, including threats of such acts, coercion, or arbitrary deprivation of liberty, whether occurring in public or in private life.

## **V. GENERAL GUIDELINES**

The PCG shall adhere to existing national and international Laws on Gender and Development, particularly on the Policies and procedures in the preparation of GAD plan and Budget. All PCG Units shall;

- a. organize a GAD Focal Point System ( A chairperson and members/ TWG with chosen office coordinators as members) that will oversee the institutionalization of GAD in the whole PCG and the proper implementation of the PCG's GAD plan.
- b. formulate an annual GAD Plan and Implement the same by utilizing at least 5% of their total budget appropriations as stipulated in the GAA.
- c. coordinate with their respective Chairperson, GAD TWG in the formulation of their GAD Plan and Budget.
- d. reflect in the appropriate portion of their GAD Plan and Budget the Organizational Performance Indicator Framework (OPIF) and shall reflect the same in the regular P/A/Ps.

## **VI. GAD Programs, Activities and Projects (PAPs)**

### **A. Organization-focused**

#### **1. Promotion of Gender-responsive governance;**

Capacity-building and awareness-raising on GAD

- Establish GAD office in the respective Units;
- Integrate GAD in Training modules/ Programs of instructions (POIs);
- Attendance to national and international GAD conventions, seminars, trainings, fora, symposia, conferences, schoolings;
- Conduct GAD orientations/trainings/information/dissemination for GAD Focal Point Committees;
- Gender Sensitivity Training (GST)/GAD Training of Trainers (TOT) for Instructors;
- Establish inter-agency training pool on GAD;
- Rehabilitation, and repair of both male and female barracks, quarters, comfort rooms, on ships or its equivalent;
- Periodic conduct of meetings of GAD Focal Point and TWG;

#### **2. Protection and advancement of women's rights.**

- Reproductive Health Programs ( pap smear, prostate test);
- Awareness raising programs on women and men's health through Gender and Wellness Seminar;



- Symposium on Health related topics (i.e. cancer,)
- Conduct of Trainings/Seminars on:
  - Gender Sensitivity
  - Gender Mainstreaming
  - Gender Analysis
  - Gender Audit
  - Magna Carta for Women
  - Anti-Trafficking in Person
  - Anti-Sexual Harassment
  
- Intervention Programs for victims of
  - Violence Against Women and their Children
  - Sexual Harassment Cases
  - Domestic Violence
  - Discrimination Against Women
  
- Review and Integrate GAD existing Laws, policies, and regulations for gender fair language and formulate policies that will address gender issues in the PCG;
- Conduct research on the prevalence, causes and consequences of act of gender-based discriminations including domestic violence;
- Conduct research on the prevalence of other gender issues in the PCG;
- Develop and maintain GAD sex-disaggregated data-base;
- Develop and produce Information and Education Communication (IEC) materials such as posters, primers, manuals, briefers and handouts;
- Develop and maintain GAD website;
- Document best practices on GAD;
- Establish and maintain Child Care Facility, Child Nurturing Facility / Breastfeeding Center / Women's Desk;
- Provide separate hotel accommodations to PCG women during official travels;
- Maintain sport facilities for women;
- Conduct Parenting and child-rearing seminars (both for men and women);
- Conduct Marriage Enhancement programs;
- Conduct Training for Gender-Responsive Family Councilors;

- Conduct of Seminars for about-to-be married PCG couples, to include PCG personnel with civilian spouses and vice-versa;
- Establish and maintain assistance center for heirs of deceased / injured personnel;

**B. CLIENT-FOCUSED GAD ACTIVITIES ( Support to PCG Operations);**

**1. Promotion of Gender-responsive governance;**

**.1 Maritime Security and Patrol Services**

- Activities that will cater to women and children during disaster such as:
  - Assistance in the reconstruction of physical infrastructure;
  - Assistance in the Resettlement of evacuees/displaced persons or families;
  - Assistance in the Rehabilitation and recovery of traumatized civilians (particularly women and children);
  - Establishment of measures that will eradicate the insecurity and vulnerability of women and girls to sexual abuse during disasters;
  - Establishment of programs that would alleviate or eliminate the psychosocial trauma brought about by constant exposure to disasters and deaths;

**2. Protection and advancement of women's rights.**

- Assistance of PCG personnel to women and children in the access or utilization of basic services;
- Enhancement of women's awareness of their economic rights and opportunities;
- Activities that will promote GAD during maritime security and patrol operations:
  - Conduct briefings/orientations to detect possible victims of human trafficking;

- Provide welfare goods for victims as well as for captives (napkins, tissues, diapers, etc);
- Provide medication or hospitalization of injured persons during operations and;
- Maintain a separate personal protective and self-defense equipment for women law enforcers

## **.2 Maritime Search and Rescue and Disaster Response Operations**

- Activities that would promote and advance the Human rights of women, young and old, in populace where there is disaster;
- Prioritize the safety of pregnant women, children, mothers with infants and persons with disabilities (PWD) during rescue operations;
- Prioritize pregnant women, children, mothers with infants and PWD in relief goods distribution;
- Establish and maintain separate rescue facilities for pregnant women, mothers with infants, children and PWD;
- Maintain welfare goods and medicines intended for women, children, and PWD ( napkins, diapers, tissues, etc)
- Prioritize medication of injured pregnant women, mothers with infants, children and PWD;
- Maintain lifesaving equipment intended for pregnant women, mothers with infants, children and PWD;
- Maintain medical and emergency kits intended for pregnant women, mothers with infants, children and PWD;
- Improve and maintain PCG medical facilities and ambulances;
- Maintain a separate medical wards for women;
- Develop a Training Module on Effects of Disasters on Person;
- Resettlement of evacuees; and
- Other humanitarian assistance in times of disasters

### **.3 Navigational Safety Services**

- Maintain separate personal protective equipment for PCG women during salvage operations

### **.4 Maritime Safety and Environmental Protection Services**

- Response, containment and recovery activities against ship and land based pollution:
  - Maintain separate personal protective equipment for women during oil spill response and containment activities, vessels, sites and facilities, inspections, mangrove planting and coastal clean-up;
- Enforce flag and port state control inspections by:
  - Ensuring that facilities are gender responsive (male, female, and PWD comfort rooms are separate, provision of breastfeeding room/nurturing facility);
  - Ensuring that passenger manifest are separate for women, children and men
  - Ensuring that passenger vessels provide special assistance to pregnant women, mothers with infants, children and PWD
- Include gender sensitivity awareness in public information drives;
- Inspect lifesaving equipment intended primarily for pregnant women, mothers with infants and PWD
- Enforce salvage regulations
  - Mainstream GAD in salvage operations
- Enforce laws, rules and regulations for the protection of marine environment
  - Maintain separate personal protective equipment for women

## **.5 Infrastructure Projects**

- Include child care and nurturing facilities, breastfeeding centers, day care centers, women's desks and ramp and comfort rooms for PWD in all building construction projects of the PCG.

### **C. Other GAD Activities organized by the Philippine Commission on Women (PCW)**

- National Women's Month Celebration (March)
- 18-Day End VAW (Violence Against Women) Campaign

### **D. Non-Acceptable Programs / Projects/Activities (PPA's) commonly proposed for Funding under the Gender and Development Budget**

1. Foreign-assisted GAD PPA's;
2. Conduct of Meeting/workshops/ consultations, topics of which are not related to gender concerns;
3. Personal Services (PS of women employees within the agency and incentives which include clothing allowance, PERA, Hazard pay, subsistence allowance, bonus and other incentives) unless strongly justified as gender related, e.g. hiring of Civilian Employees to act as GAD Secretariat, hiring of consultants as Resource Speakers for GAD Trainings;
4. Provision for contingency funds or "other services" of PPA's not related to gender;
5. Car-pooling, safe/mineral water, gas mask for traffic/ environment enforcers, etc;
6. Calisthenics, tea party, sports fest, summer tennis clinic, etc. including purchase of equipment/sports gadget and publication and dissemination of physical, mental and health fitness information campaign/materials;
7. Conduct of social, rest and recreation activities such as team building, acquaintance and Christmas party, organization of chorale group, social graces seminar, night shows, fun day, youth leaders interaction, return reception of peer counseling group ,ballroom dancing etc;
8. Conduct of religious-related activities and implementation of cultural projects;
9. Skills training/ entrepreneurial/livelihood projects/ programs for women within the agency (e.g. tocino-making, cross stitch contest, etc.) proposed PPA's should be within the mandate of the agency;
10. Purchase of supplies/ materials/ equipment and vehicles for general use of the agency. Repair/maintenance of overpass, waiting sheds, fly-overs, etc;

11. Construction expenses not related to women/gender concerns, which may include establishment of telephone directory assistance corner, multi-purpose hall, first-aid corner, community libraries and reading centers.

**A. PROCEDURAL GUIDELINES:**

1. All PCG Units shall prepare their Annual GAD Plan and Budget in coordination with their respective personnel / HR Office, which shall conduct an annual GAD Planning and Budgeting Seminar Workshop for this Purpose. The format is prescribed in Joint Circular No. 2012-01;
2. Upon approval of the respective Unit Commanders, the Annual GAD Plan and Budget shall be submitted to the PCG GAD TWG Secretariat for consolidation and subsequent endorsement to PCW thru the Gender Mainstreaming and Monitoring System (GMMS) along with the budget proposals in accordance with the budget call;
3. An Annual GAD Accomplishment Report shall also be prepared by the GAD Focal Point of the respective PCG Units for submission to HPCG (Attn: GAD Secretariat), which shall then be forwarded to the PCW for the assessment of the DBM. This report shall follow the format prescribed in Joint Circular No. 2012-01.

**B. SPECIFIC TASKING:**

1. GAD Focal Point Officer shall issue relevant and up-to-date policies on the preparation and implementation of the GAD Plan and Budget;
2. GAD Focal Point TWG shall consolidate the GAD plan and Budget submitted by Major Units/Districts, ensure the proper allocation for important GAD activities in the said plan; and monitor monthly and annual GAD accomplishments and reports;
3. DCS for Comptrollership, CG-6 shall assist the GAD TWG in the planning of formulation of the GAD Plan and Budget and shall ensure its inclusion in all the Annual Program Budget;
4. All Unit Commanders shall ensure adherence to these guidelines for the proper preparation and implementation of the GAD Plan and Budget;

5. GAD Branches/Sections and its equivalent shall annually program a GAD Planning and Budgeting Seminar-Workshop, consolidate GAD Plan and Budget, and monitor their monthly and annual GAD accomplishments and reports.

**C. RESCISSION:**

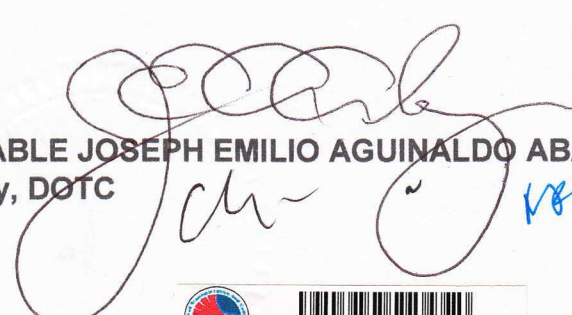
Provisions or existing directives not consistent with the foregoing provisions are hereby rescinded.

**D. EFFECTIVITY:**

This Circular takes effect immediately upon publication.

  
WILLIAM M MELAD  
RADM PCG

APPROVED/DISAPPROVED

  
HONORABLE JOSEPH EMILIO AGUINALDO ABAYA  
Secretary, DOTC



DOTC-OSEC OUTGOING 16-00313



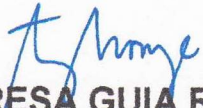
HEADQUARTERS PHILIPPINE COAST GUARD  
(Punonghimpilan Tanod Baybayin Ng Pilipinas)  
**COAST GUARD LEGAL SERVICE**  
139 25<sup>th</sup> Street, Port Area  
Manila, 1018



**MEMORANDUM**

For : **Chairperson, PCG GAD Technical Working Group**  
From : **Commander, Coast Guard Legal Service**  
Subject : **Legal Comment on the Proposed Guidelines in the Preparation of Annual GAD Plan and Budget, Request for**  
Date : **27 July 2015**

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1. Reference: Letter from the Chairperson, GAD Technical Working Group dated 08 July 2015 with Draft copy of the Guidelines in Annual GAD Planning and Budgeting
  2. Above reference pertains to the draft copy of the Guidelines in Annual GAD Planning and Budgeting as referred by the Chairperson, GAD Technical Working Group (TWG) through his letter dated 08 July 2015 requesting for legal comment.
  3. As per perusal of the draft copy of the said guidelines, the latter found it to be legally in order and in accordance with the prescribed guidelines set forth in the Joint Circular No. 2012-01. The said guidelines are important in the furtherance of GAD.
  4. ITCON, this Service finds the said guidelines to be responsive on the objectives of GAD, and recommends for its approval.
  5. For consideration.

  
TERESA GUIA R MONJE  
LT PCG

CGLS-0715-39 M





**HEADQUARTERS PHILIPPINE COAST GUARD**  
(Punonghimpilan Tanod Baybayin ng Pilipinas)  
**Deputy Chief of Coast Guard Staff for Human Resource Management, CG-1**  
139 25<sup>th</sup> St., Port Area  
1018 Manila

**MEMORANDUM**

To : **The All Central Staff**

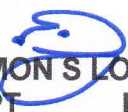
From : **Deputy Chief of Staff for Human Resource and Management, CG-1**

Subject : Proposed Circular on the Guidelines in Annual Gender and Development (GAD) Planning and Budgeting

Date : 07 September 2015

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1. Transmitted herewith is the Memo from Chairperson, GAD Technical Working Group dated 02 September 2015 regarding the proposed Circular on the Guidelines in the preparation of PCG GAD Annual Plan and Budget. Further, the proposed circular is the output of the workshop conducted by the GAD TWG together with the TWG on the creation of GAD Plan and Budget Circular.
2. In this connection, request comment on the said proposed Circular on the Guidelines in Annual Gender and Development (GAD) Planning and Budgeting.
3. For info and reference.

  
**RAMON S LOPEZ**  
**CAPT PCG**

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