



Republic of the Philippines  
**PROVINCE OF NORTHERN SAMAR**  
Cataraman

NORTEHANON: MARIG-ON, MAINUSWAGON, MALIPAYON

**OFFICE OF THE GOVERNOR**

**MEMORANDUM**

23-03-22

TO : MARIA TERESA R. GACUSAN  
Provincial GAD Focal Person

ARLYN C. TEPACE  
Member, GAD TWG

AMALIA V. ESPINAR  
Provincial Accountant

SUBJECT : COMMENTS ON COA AOM No. 2022-016(2021)

DATE : March 17, 2022

You are hereby directed to submit to this office, copy furnished the Commission on Audit (COA), within three days (3) days from receipt of this memorandum, your comments in writing on the herein attached Audit Observation Memorandum (AOM) No. 2022-016 (2021) dated March 14, 2022 issued by the Commission on Audit (COA), received by the Office of the Governor on March 15, 2022, pertaining to the CY 2021 Gender and Development PPAs of the Province, and their corresponding findings and recommendations.

In addition, the PGAD Focal Person is directed to:

- GD  
MAY  
3-18-2022
- ensure the preparation of GAD plan and budget with results of HGDC tests with cost breakdown of the implementation with each GAD activity by object of expenditure;
  - adjust the GAD plan and budget to effect changes made in the annual budget with updated cost breakdown; and
  - prepare and submit the GAD Accomplishment Report with the necessary supporting documents.

The Provincial Accountant is directed to maintain a subsidiary ledger for each account for GAD to facilitate the monitoring, accounting and preparation of the GAD-related reports by the PGAD.





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
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NORTEHANON: MARIG-ON, MAINUSWAGON, MALIPAYON

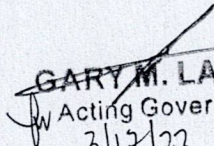
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**OFFICE OF THE GOVERNOR**

For strict compliance.

**EDWIN MARINO C. ONGCHUAN**  
Governor 

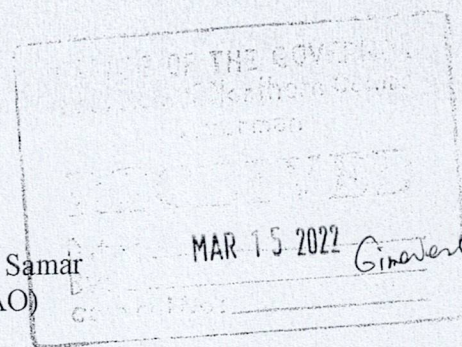
cc:  
COA

  
**GARY M. LAVIN**  
Acting Governor  
3/17/27





Republic of the Philippines  
**COMMISSION ON AUDIT**  
Regional Office No. VIII  
Team R8-01, LGS D – Province of Northern Samar  
Provincial Satellite Auditing Office (PSAO)  
Catarman, Northern Samar



AOM No. 2022-016 (2021)  
Date: March 14, 2022

### **AUDIT OBSERVATION MEMORANDUM (AOM)**

FOR: **Hon. EDWIN MARINO C. ONGCHUAN**  
Provincial Governor  
Province of Northern Samar

Attention: **MARIA TERESITA R. GACUSAN**  
Provincial GAD Focal Person

**ARLYN C. TEPACE**  
Member, GAD TWG

**AMALIA V. ESPINAR**  
Provincial Accountant

We audited the CY 2021 Gender and Development PPAs of the Province and observed that:

The Provincial Gender Focal Point System (GFPS) did not prepare the CY 2021 GAD Accomplishment Report, and failed to administer the Harmonized Gender and Development Guidelines (HGDG) tool in the conduct of gender analysis of GAD PPAs, in disregard to the provisions of the PCW-DILG-DBM-NEDA JMC 2016-1, thus the implementation and the gender-responsiveness of GAD PPAs and the judicious utilization of the CY 2021 GAD Budget were not ascertained.

The PCW - DILG - DBM -NEDA Joint Memorandum Circular No. 2016-1 dated January 12, 2016 provided the amendments to PCW-DILG-DBM-NEDA JMC No. 2013-01: Guidelines on the Localization of the Magna Carta of Women. Relevant amendments are as follows:

3.0 Section 4.1.C.4 (Attribution to the GAD Budget) is hereby amended to read as follows:



#### ***“C.4 Attribution to the GAD Budget***

- 1) Attributing LGU programs and projects including ODA-funded projects to the GAD budget:
  - a. To gradually increase the gender-responsiveness of LGU programs and projects, the LGU may attribute a portion or the whole of the program's budgets to the GAD budget supporting gender-responsive PPAs. To facilitate this, the LGU shall conduct a gender analysis of their programs and projects through the administration of the Harmonized Gender and Development Guidelines (HGDG) tool using the appropriate design checklist (HGDG Boxes 9-15, 18-23), the funding facilities checklist (HGDG Box F1) or the generic checklist (HGDG Box 7a). x x x
  - e. During the preparation of its GAD AR, the LGU will again subject the same program or project to the HGDG test using the Project Implementation and Management, and Monitoring and Evaluation (PIMME) checklist (HGDG Boxes 16 and 17) or the Facility Implementation, Management and Monitoring and Evaluation (FIMME) checklist (HGDG Box F2) based on the project's annual accomplishment report to determine the extent that the targeted HGDG score is attained. This score will be the basis in determining actual expenditure that can be attributed to the GAD budget. x x x

Section 4.1.C.5 (Schedule to be observed in GAD Planning and Budgeting) are hereby amended to read as follows:

#### ***“C.5 Schedule to be Observed in GAD Planning and Budgeting***

- 2) **January - February** – All LGU departments/offices including barangays shall formulate their GAD AR of the preceding year. X x x The LGU GFPS Technical Working Group (TWG) shall review and consolidate the inputs submitted by the LGU departments/offices for the preparation of the LGU GPB and GAD AR.

6.0 Section 4.1.C.7 (Implementation and Monitoring of the LGU GAD Plan and Budget) is hereby amended to read as follows:

#### ***“C.7 Implementation and Monitoring of the LGU GAD Plan and Budget***

- 2) The LGUs through their LCEs shall inform the concerned DILG Office in writing if there are changes in the DILG endorsed GPB and/or if there is a need to implement additional PPAs relevant to current gender issues or GAD related undertakings. The concerned DILG Office, in turn, shall acknowledge receipt of the adjusted GPB and shall inform the LGU if the GAD PPAs or activities in the adjusted GPB are in accordance with the JMC, as amended.



Whereas, COA Circular No. 2021-008 dated September 6, 2021 required the LGUs to assign responsibility center for the Gender and Development (GAD) Focal Point System to account, monitor and report GAD expenses and other GAD-related financial transactions, specifically:

4.9 Government entities using manual accounting system and impractical to establish separate RC for GAD shall maintain a subsidiary ledger (SL) for GAD for each account and may assign SL code for example 01 (i.e., training expenses 5020201002-01, travelling expenses 5020101000-01) to record all GAD-related expenses/programs/activities/projects, in order to facilitate the monitoring, accounting, and preparation of the GAD-related reports.

In CY 2021, the Provincial Government of Northern Samar (the Province), through the GAD Focal Point System (GFPS), formulated the CY 2021 GAD Plan and Budget (GPB) amounting to P 276,372,701.00 or 15% of the CY 2021 Annual Budget of the Province of P 1,838,576,823.00.

Review of the CY 2021 GPB and inquiries with the GFPS, the audit team found the following deficiencies:

a.) Non-preparation of CY 2021 GAD Accomplishment Report

The Province furnished the audit team a copy of the CY 2021 GPB on March 10, 2022 but did not submit the CY 2021 GAD Accomplishment Report (GAD AR) as of this writing, March 14, 2022. Interview with the Provincial GAD Focal Person on March 11, 2022 disclosed that the GFPS TWG was still gathering data on the accomplishments on the implementations of GAD Program, Projects and Activities (GAD PPAs) from each department concerned. As a rule, the GFPS TWG shall submit the CY 2022 GPBs and CY 2021 GAD ARs to the DILG Regional Office before March 31, 2022. At the end of February, 2022, they should have already reviewed and consolidated the inputs submitted by the implementing departments for the preparation of the said GAD GPBs and ARs. Had this schedule been strictly observed, they could have submitted to the audit team the CY 2021 GAD AR at this time, to facilitate the audit of GAD-related projects of the Province.

Meanwhile, Ms. Arlyn C. Tepace, a GFPS TWG member explained that the GFPS TWG usually encountered difficulty in collecting data of the actual amount spent and the results of implementations of GAD PPAs for the preparation of GAD ARs. In preparing prior years' GAD ARs, she recalled that some implementing departments could not submit the data as scheduled. At times, the implementing departments sought assistance from the Provincial Budget Officer and the Provincial Accountant to easily determine the actual expenditures of the implemented GAD PPAs. The latter affirmed that they usually track the cost of GAD PPAs from their accounting records and budget registries upon request from the implementing departments. Further, the Provincial Accountant also revealed



that no subsidiary ledgers for GAD for each account were maintained to facilitate the monitoring, accounting, and preparation of the GAD-related reports. As of this writing, no requests for GAD data were made by the implementing departments or by the GFPS for the preparation of the CY 2021 GAD AR.

It is worth mentioning that the audit team actually received a copy of a GAD report signed by the GAD Focal Person. However, the report was incomplete which only covered the accomplishments of the implementation of the GAD Office and it did not include the accomplishments of GAD projects that were attributed from the Province's regular PPAs. Due to its departure from the prescribed format, the report lacked various important data especially the amount spent for each GAD PPA. As such, this could not be considered submission of the CY 2021 GAD AR.

In effect, the absence of the GAD AR hindered the audit team to determine if the Province had effectively and efficiently implemented the GAD PPAs or had judiciously utilized the GAD Budget.

b.) Non-use of Harmonized Gender and Development Guidelines (HGDG) tool

The GAD Focal Person stated that the GFPS did not administer the Harmonized Gender and Development Guidelines (HGDG) tool in attributing the regular PPAs of the Province to the CY 2021 GAD budget. She alleged that the CY 2021 GAD PPAs proposed by implementing departments, were viewed by the GFPS as all gender responsive, which could be easily determined even without the use of HGDG tool. On the other hand, she admitted that the conduct of gender analysis on infrastructure projects was difficult although the same was not administered with HGDG tool.

The audit team viewed the use of HGDG tool as necessary to properly assess on how the GAD PPAs effectively responded to the gender issues of the constituents of the Province. To administer the HGDG tools, the GAD PPAs should be evaluated and scored based on the following elements:

1. Degree of participation of women and men in project identification;
2. Use of sex-disaggregated data and gender-related information in project identification;
3. Conduct of analysis of gender gaps, inequalities, constraints, and opportunities related to gender roles, perspectives, and needs, or access to and control of resources in project identification;
4. Clarity of the project's statement on gender equality goals, outcomes, and outputs;
5. Ability of the project's strategies and activities to match with gender issues and gender quality goals;
6. Conduct of gender analysis of likely impacts of the project;
7. Inclusion of gender equality targets and indicators to measure gender equality outputs and outcomes;



8. Requirement of collecting sex-disaggregated database;
9. Sufficiency of budget allocation and level of expertise in promoting gender equality and women's empowerment;
10. Degree of project's relationship with the agency's GAD efforts; etc.

In the application of these elements, the levels of gender responsiveness of the following PPAs taken from the CY 2021 GPB were not clearly determined:

**Table 1. Examples of GAD PPAs with Undetermined Level of Gender-Responsiveness**

No.	GAD Activity	Gender Issue	GAD Objective	Performance Indicator and Target	Amount in the CY 2021 GPB	Amount in the CY 2021 Annual Budget
1	Provision of medical and burial assistance	Lack of access to affordable, quality social services	Provided medical and burial assistance to indigent recipients of the province	5,000 families availed the service	P20,000,000	P15,000,000
2	Iskolar ng Probinsya Program	Equal opportunity for female youth and equal access to athletics, scholarships and grants	Provided education and social services for the youth to address their holistic needs.	2,000 college students availed the financial assistance	25,000,000	22,327,500
3	Quick Response Fund	Social protection to reduce poverty and vulnerability to risks	Increased access to food and non-food items, medical and hygiene kits and supplies, emergency shelter assistance to damaged houses during calamities	10,000 population provided with food; 1,794 households provided with nonfood items/emergency shelter assistance	25,000,000	26,813,652.34
<b>Total</b>					<b>P 70,000,000</b>	<b>64,141,152.34</b>

The gender issue, that sought to be addressed by two PPAs, the provision of medical and burial assistance and the quick response fund, failed to clearly establish the presence of gender inequality or bias on access to social services and social protection. As a result, the GAD objectives in the GPB, did not properly respond to actual gender issues as well. The GFPS should have identified an existing gender issue, for example, lower access of women to certain social services and protection than men. In such case, the GAD objective could be, to increase the access on social services and protection to women while the performance indicator and target would be the specific number of women that access those social services and protection.

On the other hand, under the Iskolar ng Probinsya program, the GFPS properly established that there was an unequal opportunity to female youth on access to athletics and scholarships and grants. However, this should have been supported with a more



responsive GAD objective statement such as to increase the access of female youths to sports and scholarships, and should have set clear performance indicators and targets to the achievement of the objective.

Further, the audit team observed that there were discrepancies in the amounts reported in the CY 2021 GPB and the amounts approved in the CY 2021 Annual Budget as also presented in Table 1. Interview with the GAD Focal Person disclosed that the budgets of GAD PPAs in the GPB changed after deliberation and approval of the Annual Budget. In fact, to sustain at least 5% of Annual Budget for GAD, the GFPS chose to formulate the CY 2021 GAD Budget at 15% rate. However, no adjustments in the CY 2021 GPB were created to reflect the changes made in the CY 2021 Annual Budget.

In effect, the non-use of HGDG tool cast doubt on the responsiveness of the GAD PPAs in addressing the gender issues within the Province. Likewise, due to the failure to prepare the GAD Accomplishment Report, the implementation and judicious utilization of the CY 2021 GAD Budget was not ascertained.

**We recommend that the Provincial Governor take the following courses of actions:**

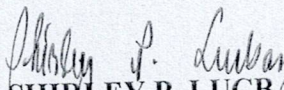
**1.) require the GAD Focal Point System to:**

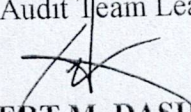
- a. support the preparation of GAD Plan and Budget with results of HGDG tests with cost breakdown of the implementation of each GAD activity by object of expenditure;**
- b. adjust the GAD Plan and Budget to effect changes made in the Annual Budget with updated cost breakdown; and**
- c. prepare and submit the GAD Accomplishment Report, accompanied by the following:**
  - brief summary of the reported program or project;**
  - copies of reported policy issuances;**
  - results of HGDG tests; and**
  - actions taken by the LGU on the COA audit findings and recommendations**

**2.) require the Provincial Accountant to maintain a subsidiary ledger for each account for GAD to facilitate the monitoring, accounting, and preparation of the GAD -related reports by the GFPS.**



May we have your comments on the foregoing audit observations within five (5) calendar days from receipt hereof.

  
**SHIRLEY P. LUCBAN**  
State Auditor III  
OIC-Audit Team Leader

  
**ROBERT M. DASILLO**  
State Auditor IV  
OIC-Supervising Auditor

Proof of Receipt of AOM No. 2022-016 (2021) dated March 14, 2022

Name	Position	Signature	Date Received
Edwin Marino C. Ongchuan	Provincial Governor		
Amalia V. Espinar	Provincial Accountant		
Aria Teresita R. Gacusan	Provincial GAD Focal Person		
Arlyn C. Tepace	Member, GAD TWG		