

## CHAPTER 5

# Ensuring Responsive, People-centered, Technology-enabled, and Clean Governance

The government instituted major reforms to improve service delivery, such as the Ease of Doing Business and Efficient Government Service Delivery (EODB EGSD) Act and the Philippine Identification System (PhilSys) Act, and by supporting digitalization to build resilience amid economic shocks. With the end of the plan period fast approaching, the government will continue to pursue strategies in the Updated PDP, such as boosting the capacities of local government units (LGUs) towards full devolution, streamlining government processes, and empowering and engaging citizens. The government will also continue pushing for the passage of the Freedom of Information Bill, strengthening public sector capacity, and reinforcing monitoring and evaluation mechanisms to ensure accountability.

## ASSESSMENT

The Philippines has made marked improvement in promoting ease of doing business, digital transformation, and ensuring public access to budget information in the past two years. The implementation of the EODB EGSD Act, which required streamlining processes and requirements for starting a business and granting construction permits, boosted the confidence of the private sector and eased the burden of the public in transacting with government.

The continuous establishment and enhancement of online government services and development of human capital improved e-government systems in the country.<sup>1</sup> The relatively less developed telecommunications infrastructure, however, stalled digitalization efforts.<sup>2</sup> The government needs to accelerate the rollout of the National Broadband Plan (NBP) to improve connectivity and access throughout the country.

<sup>1</sup> The country met its target e-Government Development Index score of 0.7 in 2020. The United Nations Department of Economic and Social Affairs conducts the e-Government Survey every two years, and the next assessment will be in 2022. (UNDESA, E-Government Survey 2020: Digital Government in the Decade of Action for Sustainable Development, UNDESA 2020)

<sup>2</sup> In the 2020 e-GDI assessment, the Philippines scored 0.58 in the Telecommunications Infrastructure Index subcomponent pertaining to the development status of telecommunication infrastructure. This is lower than the average score of 0.61 for Southeast Asia. The Department of the Interior and Local Government (DILG) also identified limited access or poor connectivity as one of the factors hindering LGUs' automation of business permitting and licensing systems. Only 580 of the 1,600 LGUs (or 36.3 percent) were able to comply despite the requirement of the EODB EGSD Act that all LGUs should have automated their business registration processes or established their electronic Business One Stop Shops or e-BOSS within three years after the law's effectivity (i.e., 17 June 2021) (PNA 2021).

With respect to promoting transparency and accountability, the government has maintained comprehensive, timely and online publication of all eight key budget documents and strong budget oversight by the Congress and the Commission on Audit.<sup>3</sup> Despite this, negative public perception persisted due to issues on the seemingly shrinking civic space and media freedom, prolonged enforcement of strict lockdowns, and alleged irregularities and delays in the delivery of social services.<sup>4</sup>

## BROADENING PARTICIPATORY GOVERNANCE

**The government continues to inform, engage and empower citizens.** The Department of the Interior and Local Government (DILG) rolled out the guidelines<sup>5</sup> on the accreditation of civil society organizations (CSOs) to enhance their participation in local governance processes and implementation of programs. As of October 2020, there are 33,719 accredited CSOs.<sup>6</sup>

The government likewise launched platforms that allow citizens to participate in information sharing, public resource management, policy and regulation review, and other related processes. These include the Development LIVE mobile app, Report Card Survey 2.0, and Philippine Business Regulations Information System (PBRIS).<sup>7</sup>

## ENSURING SEAMLESS SERVICE DELIVERY

**The continuous streamlining and automation of processes improved mechanisms for effective and efficient service delivery.** Through a sector-based inter-agency streamlining effort, key economic sectors were able to meet the goal of reducing time, costs, and requirements or procedures by 52 percent in 52 weeks.<sup>8</sup> In the common towers and connectivity sector, streamlining efforts have decreased the number of required permits from 30 to 8, the number of other requirements from 86 to 35, and the number of days from 241 to 16 to secure permits and licenses for the construction of shared passive telecommunications

<sup>3</sup> The Philippines' Open Budget Index score climbed nine notches higher to 76 from 67 (2018). The Philippines' score of 76 in 2019 remains until the release of the 2021 report, as the international Budget Partnership conducts the Open Budget Survey every two years. The eight key budget documents include the Pre-Budget Statement, Executive's Budget Proposal, Enacted Budget, Citizens Budget, In-Year Reports, Mid-Year Review, Year-End Report and Audit Report. (DBM, "Philippines Remains No.1 in Southeast Asia for Budget Transparency." DBM Website, last updated May 4, 2020.)

<sup>4</sup> The Independent Reporting Mechanism (IRM): Philippines' Design and Implementation Report 2017–2019 highlighted that: (i) civic space in the Philippines is obstructed amid the deepening militarization and the use of laws and policies against CSOs; and (ii) freedoms of expression, assembly, and association have recently been constricted in light of strong anti-drug and anti-terror campaigns. (OGP-IRM 2021)

On irregularities in delivery of social services, the DILG received and acted on a total of 441 complaints against barangay officials on alleged corruption, violation or abuses related to the implementation of community quarantine protocols, relief distribution and the implementation of the Social Amelioration Program. The Philippine National Police - Criminal Investigation and Detection Group had to investigate 782 complaints filed against 505 elected officials for alleged abuses or corrupt acts. (DILG 2020)

These adversely affected the Philippines' performance, which led to the failure of meeting 2020 targets in the Worldwide Governance Index indicators on Voice and Accountability, Regulatory Quality, Government Effectiveness, Control of Corruption, and in the Corruption Perceptions Index.

<sup>5</sup> DILG Memorandum Circular No. 2019-72: Guidelines on the Accreditation of CSOs and Selection of Representatives to the Local Special Bodies

<sup>6</sup> Latest available data from DILG.

<sup>7</sup> Developed by the DILG in partnership with the United Nations Development Programme, DevLIVE is a mobile application where citizens can report status of projects in their communities that allows greater transparency, accountability, and efficiency in the implementation of government infrastructure projects. The ARTA administers the RCS, features an online Client Satisfaction Measure that will allow citizens to assess and provide feedback on government service availed, and PBRIS, which serves as a repository of all government regulations and regulatory impact assessment documents and platform for stakeholder consultation.

<sup>8</sup> Launched in March 2020, the National Effort for Harmonization of Efficient Measures of Interrelated Agencies (NEHEMIA) Program is a sector-based inter-agency streamlining effort that aims to reduce time, cost, requirements, and procedures in sectors of economic and social significance by 52 percent within 52 weeks. The first phase includes common towers and connectivity, housing, food and pharmaceutical, logistics, and the energy sectors.

tower infrastructure.<sup>9</sup> In the logistics sector, the QR-coded Unified Logistics Pass System has expedited the issuance and validation of certificates of public convenience for logistics firms and their cargo trucks, bringing down the number of steps from 209 to 56, and the number of days from 271 to 35.<sup>10</sup> In food and pharmaceuticals, integrating the process applications for the Food and Drug Administration's License to Operate to the Central Business Portal (CBP) has lessened the number of steps from 28 to 9, the number of requirements from 41 to 12, and the number of days from 63 to 21. For the acquisition of land for socialized housing, the steps have been reduced from 11 to 1 and the days from 475 to 108.4.<sup>11</sup> For obtaining building permits or certificates of occupancy, the steps have been lowered from 22 to 3, while the days have been shortened from 120 to 3 for simple construction projects, 7 for complex, and 20 for highly technical projects.<sup>12</sup>

The number of eServices linked to the National Government Portal increased from 156 in 2018 to 222 in 2021. The CBP ([business.gov.ph](http://business.gov.ph)), launched in January 2021, serves as a single window for all business-related information and transactions.<sup>13</sup> The number of LGUs implementing the Integrated Business Permits and Licensing System (iBPLS), which enables electronic application, and processing of permits, clearances and payments, has also increased. There are 377 LGUs that are implementing the iBPLS module on business permit, 48 LGUs on barangay clearance, 11 LGUs on building permit and certificate of occupancy, and 5 LGUs utilizing e-payment. Of these, 267 LGU iBPLS have already been linked to the CBP while 17 have been integrated.<sup>14</sup>

## DEVELOPING SMART AND RESILIENT PUBLIC ORGANIZATIONS AND FUTURE-READY PUBLIC SERVANTS

**Programs for strengthening competencies and civil service values of public servants and officials continued via online platforms.** Due to limitations on face-to-face trainings posed by the COVID-19 pandemic, the Career Executive Service Board has migrated its training courses under the Leadership and Management Proficiency Program (LAMP) for third-level officials to online platforms in June 2020. However, the transition has been challenging as only 45 eligible officials were able to complete the LAMP in 2020 and 73 in 2021<sup>15</sup> out of the target 105 officials per year. The Development Academy of the Philippines (DAP) has also been conducting its Public Management Development Program (PMDP) online using flexible learning management systems. It has also launched the Local Government Executives and Managers Class under the PMDP in 2020 to capacitate local government leaders on development and

<sup>9</sup> The following joint memorandum circulars were issued: (i) JMC No. 01, s. 2020 (dated July 23, 2020) on the Streamlined Guidelines for the Issuance of Permits, Licenses, and Certificates for the Construction of Shared Passive Telecommunications Tower Infrastructure (PTTIs); and (ii) Revised JMC No. 01, s. 2021 (dated June 11, 2021) Revising and Expanding Joint Memorandum Circular no. 01, s. 2020 or the "Streamlined Guidelines for the Issuance of Permits, Licenses, and Certificates for the Construction of Shared Passive Telecommunications Tower Infrastructure (PTTIs)".

<sup>10</sup> Currently under pilot implementation, the guidelines for full implementation will be issued in 2022.

<sup>11</sup> The JMC is being circulated for signature of concerned agencies

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<sup>13</sup> The CBP allows business applicants to register their businesses in just one step in less than a day, as compared to the previous manual process with 13 steps entailing up to 33 days. It now hosts the following frontline services: business registration with the Securities and Exchange Commission (SEC) and the Bureau of Internal Revenue (BIR); generation of BIR tax identification number; payment for BIR filing and registration fees; registration of employer numbers and Unified Employee Reporting for Social Security System, PhilHealth, and Pag-IBIG.

<sup>14</sup> ARTA, "Yearender 2021: ARTA Rides Momentum in Eradicating Red Tape, Improving Government Processes; Vows Better Services in 2022." ARTA Website, date created December 31, 2021

<sup>15</sup> As of third quarter of 2021 (latest available data from CESB)

governance, strategic public management, and leadership.<sup>16</sup> In 2020, DAP trained 180 officers and senior technical personnel, exceeding the target of 175 for the year.<sup>17</sup> The Civil Service Commission, through the Civil Service Institute, has administered its Public Service Values Program (PSVP) with one batch for non-supervisors and ten batches for government leaders, managers, and supervisors. A total of 2,969 government officials and employees were trained on PVSP in 2021.

## STRENGTHENING PUBLIC ACCOUNTABILITY AND INTEGRITY

**The government simplified reporting mechanisms to encourage active involvement of citizens in curbing corruption and inefficient delivery of government services.** The Office of the President, in partnership with telecommunications companies, relaunched free text messaging to the 8888 Citizens' Complaint Center in November 2020.<sup>18</sup> The DILG also implements the *Sumbungan* Online under its *Bantay Korapsyon* Program, which allows citizens to file complaints through email.

<sup>16</sup> DAP. (2020, September 25). DAP's PMDP Class for Local Government Leaders Opens this Year. Retrieved from <https://www.dap.edu.ph/daps-pmdp-class-for-local-government-leaders-opens-this-year/>

<sup>17</sup> As of third quarter of 2021 (latest available data), DAP was able to train 131 out of the target 245 officers and senior technical personnel under the PMDP

<sup>18</sup> PCOO, "Statement on Text 8888." PCOO Website, date created November 25, 2020.

## IN FOCUS: MARIE, ASPIRING ENTREPRENEUR



*Marie is a full-time mother of two school-aged children. Her husband, who works on a construction project in another town, is often unable to come home due to long work hours. Most days, she takes care of the kids on her own. She also ensures their participation in the blended learning program by picking up the printed modules from their school. She hopes that the kids will be provided with an internet connection and gadgets as these would save them time and effort to complete class requirements.*

*If she had more time on her hands, Marie would open a sari-sari store to ensure that they have enough income to send their kids to high school and college. Doing so would also be a way to preserve her good standing in the community, as she would help provide access to basic goods that are hardly available in their area. However, with the town center and the municipal government offices located far from their residence, she finds the business registration process difficult. Support from the LGU is often limited, and business operations are often disrupted by sudden weather changes. She prays for an easier way to realize her dreams.*

## STRATEGIC FRAMEWORK

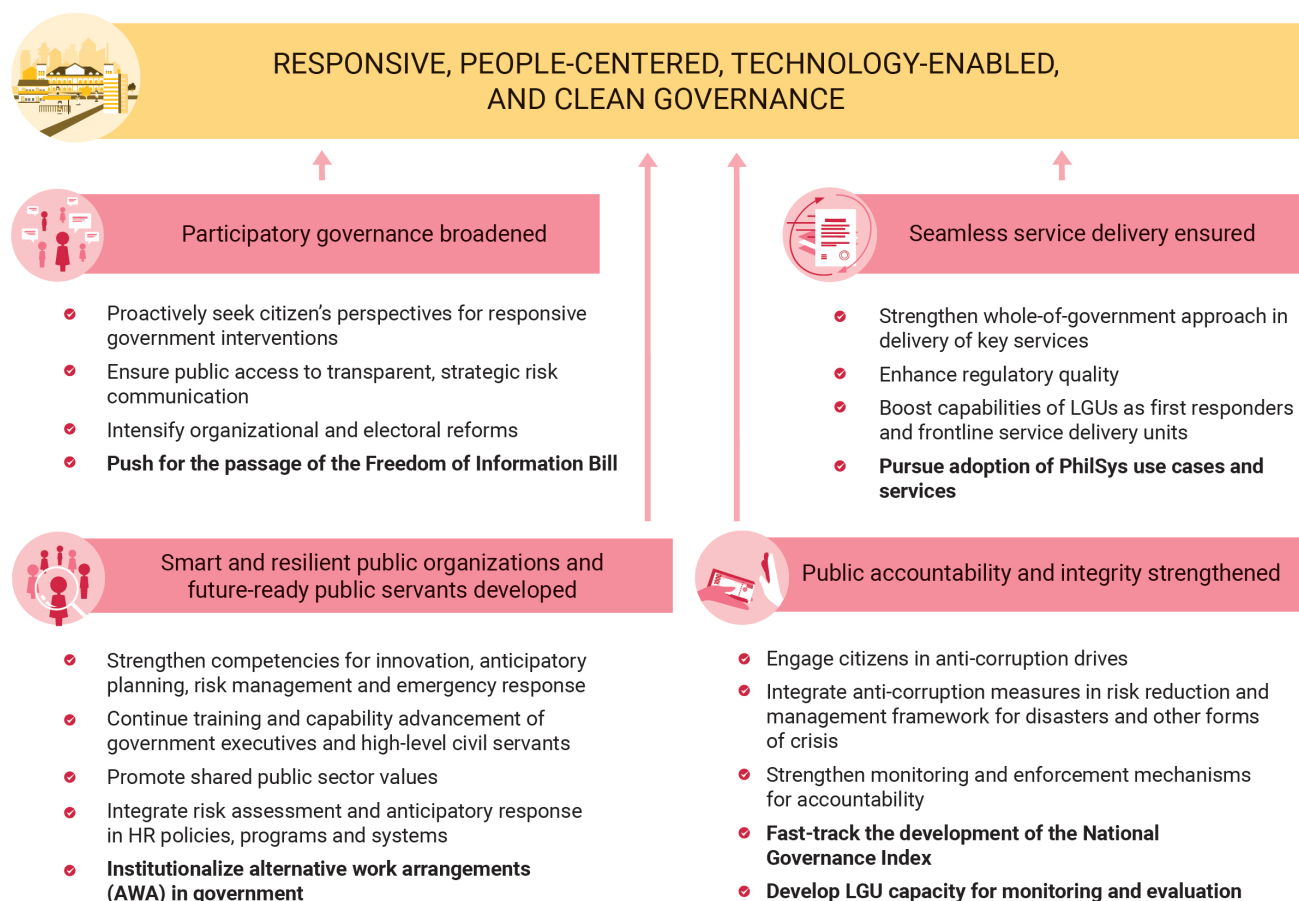
The pandemic has exposed and amplified the governance weaknesses in the country, which have hindered Filipinos like Marie from coping with the challenges of the pandemic and from pursuing dreams and ambitions. But our experience has also served as impetus for sustaining gains from the institutional and governance reforms.

The EODB EGSD Act will address the frustrations of Marie in accessing public services and pursuing business or employment opportunities that can enable her and her husband to provide for the needs of their family and achieve work-life balance. The EODB EGSD Act aims to ensure continuous and efficient delivery of public services despite the occurrence of crises.

To make significant improvements in public service delivery, the government will also intensify efforts to accelerate the implementation of the PhilSys Act, the Community-Based Monitoring System (CBMS), and the National Broadband Program (*See Chapter 19*) as the country progresses towards digitalization to build resilience against shocks. With the implementation of the Mandanas-Garcia ruling, LGUs will be empowered towards full devolution.

The government will continue enhancing feedback, transparency, and accountability mechanisms to build public trust and encourage collaboration. A whole-of-society approach is crucial in achieving development goals and in recovering from the ill effects of various crises. Figure 5.1 shows the strategic framework containing intended results and corresponding strategies to ensure responsive, people-centered, technology-enabled, and clean governance. The following new strategies have been included: 1) push for the passage of the Freedom of Information Bill; 2) pursue adoption of PhilSys use cases and services; 3) institutionalize alternative work arrangements in government; 4) fast-track the development of the National Governance Index; and 5) develop LGU capacities for monitoring and evaluation.

**Figure 5.1 Strategic Framework to Ensure Responsive, People-centered, Technology-enabled, and Clean Governance**



Note: Text in bold are revised/new strategies to address the challenges identified in the sector.

# STRATEGIES

## TO BROADEN PARTICIPATORY GOVERNANCE

**Mainstream the use of technology in informing, consulting, collaborating with, and empowering citizens.** The government will maximize the use of online platforms to provide timely and responsive public information including policies, advisories, statistics, and other government data. It shall also generate feedback on the quality of government services.

**Push for the passage of the Freedom of Information Bill** to increase meaningful citizen participation in decision-making and in ensuring public accountability. The proposed Freedom of Information Act will address current limitations and related issues on government transparency.

**Encourage volunteerism** to promote shared responsibility and accountability in achieving development goals. The DILG will also explore volunteerism as a criterion in the Seal of Good Local Governance to institutionalize citizen engagement in local governance.

## TO ENSURE SEAMLESS SERVICE DELIVERY

**Fast-track the digitalization of frontline services and contactless transactions with the government.** The automation of government processes and systems builds the country's resilience under the new normal, particularly ensuring continuous, efficient, and safe delivery of public services.

**Strengthen the implementation of policies on expediting ICT development and ensuring cybersecurity to address the digital divide and data security concerns.** The Oversight Committee on Passive Telecommunications Tower Infrastructure (PTTI) Permit Reforms<sup>19</sup> will promote and monitor closely the implementation of the streamlined guidelines<sup>20</sup> on the issuance of permits, licenses, and other certificates for the construction of PTTIs. The DICT-Cybersecurity Bureau will continue conducting vulnerability assessment and penetration testing of government systems.

**Harmonize and provide needs-based capacity development interventions for LGUs to effectively provide devolved public services.** The DILG, in collaboration with DAP and other government agencies, will provide learning and development interventions to ensure that LGUs are prepared for bigger responsibilities and accountability with increased financial resources.

**Strengthen public sector capacity and data collection for effective conduct of regulatory impact assessment.** DAP and the Anti-Red Tape Authority (ARTA), in partnership with the University of the Philippines - Center for Policy and Executive Development will continue providing training courses on Regulatory Impact Assessment (RIA) and Regulatory Compliance Cost Assessment for government

<sup>19</sup> The Oversight Committee is composed of the following agencies: ARTA, DICT, DILG, Department of Human Settlements and Urban Development, Bureau of Fire Protection, Department of Public Works and Highways, National Telecommunications Commission, and the Department of Health-FDA.

<sup>20</sup> The DICT, ARTA, and concerned agencies jointly issued: (i) JMC No. 01, s. 2020 (dated 23 July 2020) on the Streamlined Guidelines for the Issuance of Permits, Licenses, and Certificates for the Construction of Shared Passive Telecommunications Tower Infrastructure (PTTIs); and (ii) Revised JMC No. 01, s. 2021 (dated 11 June 2021) Revising and Expanding Joint Memorandum Circular no. 01, s. 2020 or the "Streamlined Guidelines for the Issuance of Permits, Licenses, and Certificates for the Construction of Shared Passive Telecommunications Tower Infrastructure (PTTIs)".

agencies and LGUs. ARTA will periodically update the RIA Manual to ensure that it remains a relevant guide for government agencies and LGUs. The PBRIS will enhance access to relevant data, such as compliance costs, for prospective RIA.

**Pursue adoption of PhilSys use cases and services.** Recognition of the PhilSys ID as a sufficient and valid proof of identity will allow both government and the private sector to streamline identification and authentication of individuals. Government agencies, such as the Department of Social Welfare and Development, Social Security System, and Philippine Health Insurance Corporation, will start improving databases and building the necessary digital registries to enable integration with PhilSys as an authoritative source of basic demographic and biometric information.

## TO DEVELOP SMART AND RESILIENT PUBLIC ORGANIZATIONS AND FUTURE-READY PUBLIC SERVANTS

**Capacitate public servants on ICT use, risk-informed planning, and strategic foresight.** This will harness the benefits of digitalization, improve resiliency of operations, and encourage innovative and futures thinking within the public sector.

**Institutionalize alternative work arrangements (AWA) in government for resiliency to future shocks.** The adoption of AWA in the public sector will ensure continued operations while guaranteeing the welfare of government workers despite the occurrence of health issues or emergencies, natural or man-made calamities, and other crises. At the same time, government agencies will implement and maintain their respective Public Service Continuity Plans, incorporating necessary and applicable alternative work arrangements to ensure continued service delivery under any situation.

## TO STRENGTHEN PUBLIC ACCOUNTABILITY AND INTEGRITY

**Fast-track the development of the National Governance Index (NGI).** This index will be a more context-sensitive indicator to gauge the state of governance in the country. More importantly, it will serve as a mechanism for exacting accountability. In line with the implementation of the Mandanas-Garcia case ruling, the NGI will incorporate subnational indicators to measure LGU performance.

**Develop LGU capacity for monitoring and evaluation (M&E).** All cities and municipalities will establish or strengthen (in collaboration with PSA, DILG and other government agencies) their respective M&E units to ensure effective implementation of the CBMS, particularly in data collection and analysis for evidence-based development planning.

# RESULTS MATRIX

**Table 5.1 Results Matrix**

INDICATOR	BASELINE (YEAR)	TARGETS			ACTUAL		
		2020	2021	2022	2019	2020	2021
Sector Outcome: Responsive, people-centered, technology-enabled, and clean governance							
Score in the National Governance Index improved <sup>21</sup>	None (2015)	Increasing	Increasing	Increasing	N/A	N/A	N/A
Subsector Outcome: Participatory governance broadened							
Percentile ranking in the WGI-Voice and Accountability improved	51 (2015)	60	60	60	45	41	Data not yet available
Open Budget Index score improved	64/100 (2015)	67/100	71/100	71/100	76/100	76/100 (2019)	Data not yet available
Subsector Outcome: Seamless service delivery ensured							
Percentile ranking in the WGI-Regulatory Quality sustained <sup>22</sup>	52 (2015)	60	59	59	55	53	Data not yet available
Percentile ranking in the Global Competitiveness Index sustained <sup>23</sup>	59 (2016)	62	61	61	55	GCI rankings paused	Benchmarking exercise
Score in the Global e-Government Development Index improved	0.6/1.00 (2016)	0.7/1.0	N/A	0.7/1.0	N/A	0.7/1.0	0.7/1.0 (2020)
Percentile ranking in the WGI-Government Effectiveness improved	57 (2015)	60	60	60	55	56	Data not yet available
Subsector Outcome: Public accountability and integrity strengthened							
Percentile ranking in the WGI-Control of Corruption improved	40 (2015)	50	50	50	31	34	Data not yet available
Percentile ranking in the Corruption Perceptions Index improved	43 (2015)	50	50	50	37	36	35
Score in the Corruption Perceptions Index improved	35/100 (2015)	37/100	38/100	38/100	34/100	34/100	33/100

<sup>21</sup> NEDA and the Philippine Statistics Authority will develop the index. NEDA's procurement of consultancy services for the development of the Philippine Governance Statistics Operational Framework failed in 2021. The NEDA will instead form a team, under its direct supervision, to conduct the study in 2022.

<sup>22</sup> Regulatory quality captures perceptions of the ability of government to formulate and implement sound policies and regulations that permit and promote private sector development. Given the economic slowdown due to the impact of COVID-19 and enhanced community quarantines, it is expected that there will be reduced private sector development. Thus, the targets for 2021 and 2022 were decreased by 1 percentile rank.

<sup>23</sup> The Global Competitiveness Report analyzes competitiveness along 12 pillars: institutions, infrastructure, macroeconomic environment, health and primary education, higher education and training, goods market efficiency, labor market efficiency, financial market development, technological readiness, market size, business sophistication and innovation. Given the economic contraction due to the pandemic, 2021 and 2022 targets were lowered by 1 percentile rank. Due to the pandemic, the World Economic Forum (WEF) paused the GCI rankings in 2020. Instead, it released a special edition of the GCR, which lays out priorities for recovery and revival, and the building blocks of transformation towards new economic systems. For 2021, it will recalibrate benchmarks, tools and metrics for measuring levels of productivity and shared prosperity.

## RESULTS OF THE NEDA SURVEYS FOR CONSUMERS, BUSINESSES, AND AGRICULTURE SECTOR WORKERS

The National Economic and Development Authority (NEDA), in coordination with the Inter-Agency Task Force - Technical Working Group (TWG) for Anticipatory and Forward Planning (AFP), launched nationwide surveys in 2020 to assess the economic outcomes of the Enhanced Community Quarantine (ECQ).

The survey amassed 389,859 respondents for the consumer survey; 6,863 respondents for the agriculture sector survey; and 44,097 respondents from micro, small and medium enterprises (MSMEs) for the industry/services sector survey.

The results were used to identify pain points of consumers, businesses and agricultural sector workers linked to the emergence of the COVID-19 pandemic and implementation of the ECQ.

Consequently, the “We Recover As One” report was crafted to identify programs, projects, and activities of different agencies deemed critical to mitigate the adverse effects of the pandemic on the Filipino people, especially those belonging in vulnerable sectors.

Salient points from the survey revealed the experiences of consumers during the ECQ including: a significant decline in income; loss of source of livelihood; reduced food consumption that led to increased informal borrowing; difficulty in accessing groceries, public markets, banks and drugstores; and receipt of support in the form of relief goods.

Consumer confidence is expected to remain low even after the ECQ is lifted due to worse family income situation that is more pronounced among the low-income group. Those residing in the National Capital Region appear to have the most pessimistic outlook.

For the agriculture sector, concerns were mainly focused on disrupted farming activities in agricultural lands equivalent to 1,169 hectares or larger, and the difficulty in selling produce.

In contrast to the respondents of the consumer survey, those in the agricultural and fisheries sectors appear to be more auspicious during the ECQ. This may be because the sector is used to confronting challenges in the production chain even before the pandemic emerged. This, however, does not mean any good as losses will possibly limit their ability to bounce back.

Meanwhile, the business sector represented by MSMEs raised aggravations in the cost of raw materials, sales, work arrangements, number of workers, management of cash flow, and assistance received.

Based on sectors, the most pessimistic are in the education, tourism and transport sectors because restrictions on social distancing will continue to be implemented even after the ECQ is lifted.

In response, the PDP 2017-2022 strategic framework was updated to align recovery priorities grounded on the overall goal of a healthy and resilient Philippines, which is anchored to three pillars: **malasakit** (building a high-trust society), **pagbabago** (transforming towards equity and resiliency), and **patuloy na pag-unlad** (increasing growth potential).

