

Transparency, Accountability and Public Participation

Francisco A. Magno

ADRI Virtual Town Hall Discussion
“Transparency and Accountability:
Regaining Public Trust through Democratic Governance”
June 30, 2020, 9-11 am

Facing Up to the Democratic Recession

Larry Diamond

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SUBJECT

Democratic decline

REGION

Comparative Theoretical General

Democracy has been in a global recession for most of the last decade. Yet the picture is not entirely bleak. We have not seen “a third reverse wave.” The key imperative in the near term is to work to reform and consolidate the democracies that have emerged during the third wave—the majority of which remain illiberal and unstable, if they remain democratic at all. It is vital that democrats in the established democracies not lose faith. Democrats have the better set of ideas. Democracy may be receding somewhat in practice, but it is still globally ascendant in peoples’ values and aspirations.



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By [Larry Diamond](#) June 13, 2020

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FREEDOM IN THE WORLD 2018

Philippines

PARTLY FREE

62
/100

Political Rights

27 /40

Civil Liberties

35 /60

LAST YEAR'S SCORE & STATUS

63 /100 Partly Free

Global freedom statuses are calculated on a weighted scale. [See the methodology.](#)

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Overview





FREEDOM IN THE WORLD 2019

Philippines

PARTLY FREE

61
/100

<u>Political Rights</u>	26 /40
<u>Civil Liberties</u>	35 /60

LAST YEAR'S SCORE & STATUS 62 /100 Partly Free

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Overview



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FREEDOM IN THE WORLD 2020

Philippines

PARTLY FREE

59
/100Political Rights

25/40

Civil Liberties

34/60

LAST YEAR'S SCORE & STATUS

61/100 Partly Free

Global freedom statuses are calculated on a weighted scale. [See the methodology.](#)

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Overview



SCORE



CORRUPTION PERCEPTIONS INDEX 2019

ASIA PACIFIC

45/100

AVERAGE SCORE



SCORE	COUNTRY/TERRITORY	RANK	SCORE	COUNTRY/TERRITORY	RANK
87	New Zealand	1	38	Sri Lanka	93
85	Singapore	4	38	Timor-Leste	93
77	Australia	12	37	Vietnam	96
76	Hong Kong	16	36	Thailand	101
73	Japan	20	35	Mongolia	106
68	Bhutan	25	34	Nepal	113
65	Taiwan	28	34	Philippines	113
60	Brunei Darussalam	35	32	Pakistan	120
59	Korea, South	39	29	Laos	130
53	Malaysia	51	29	Maldives	130
46	Vanuatu	64	29	Myanmar	130
42	Solomon Islands	77	28	Papua New Guinea	137
41	China	80	26	Bangladesh	146
41	India	80	20	Cambodia	162
40	Indonesia	85	17	Korea, North	172
			16	Afghanistan	173

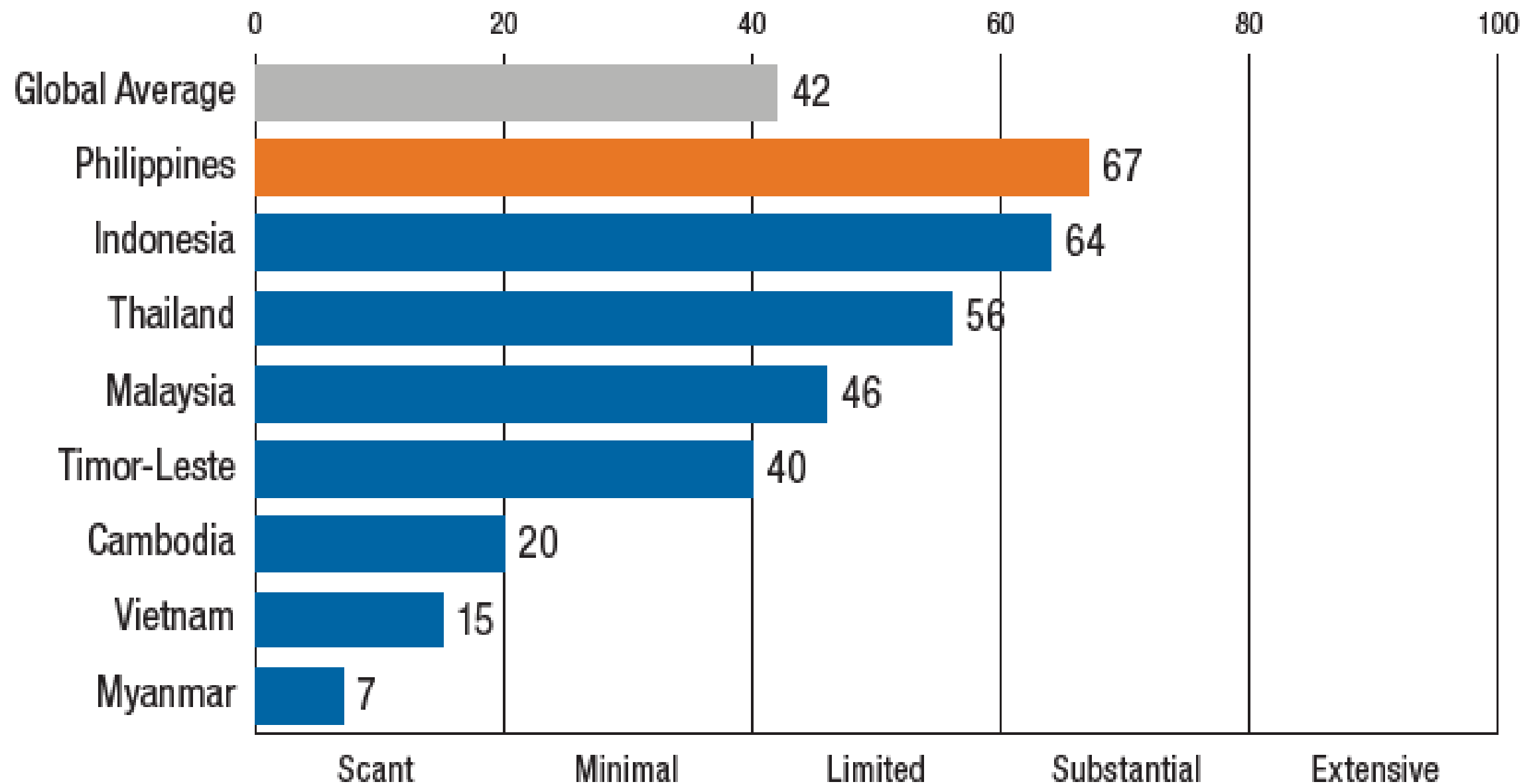
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www.transparency.org/cpi

SCORE



















































How is budget transparency in the Philippines compared to others



Indication: Substantially higher than the global average score of 42.

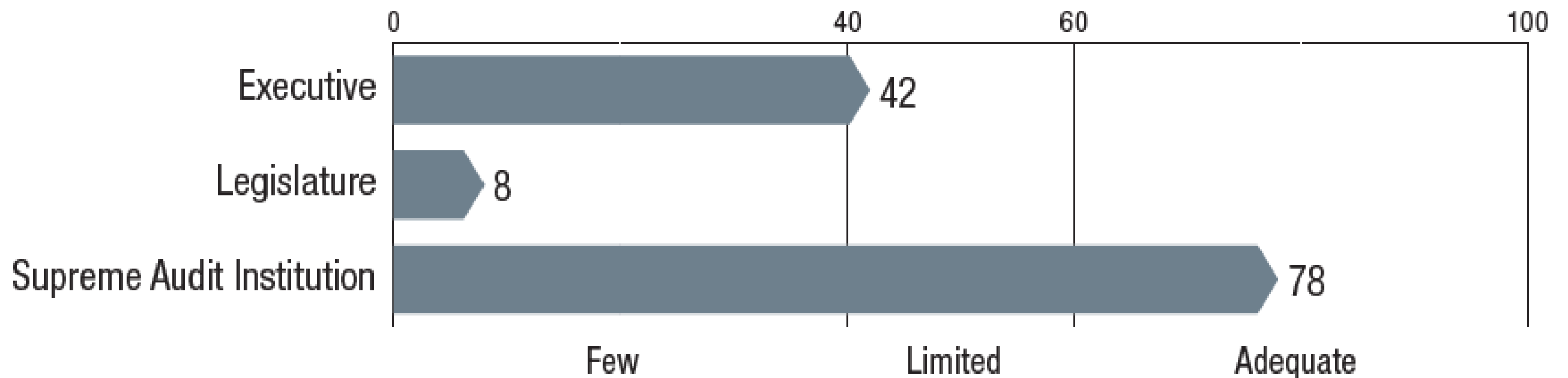
Public Availability of Documents (2006 – 2017)

Document	2006	2008	2010	2012	2015	2017
Pre-Budget Statement						
Executive's Budget Proposal						
Enacted Budget						
Citizens Budget						
In-Year Reports						
Mid-Year Review						
Year-End Report						
Audit Report						

 Available to the Public  Not Produced

 Published Late, or Not Published Online, or Produced for Internal Use Only

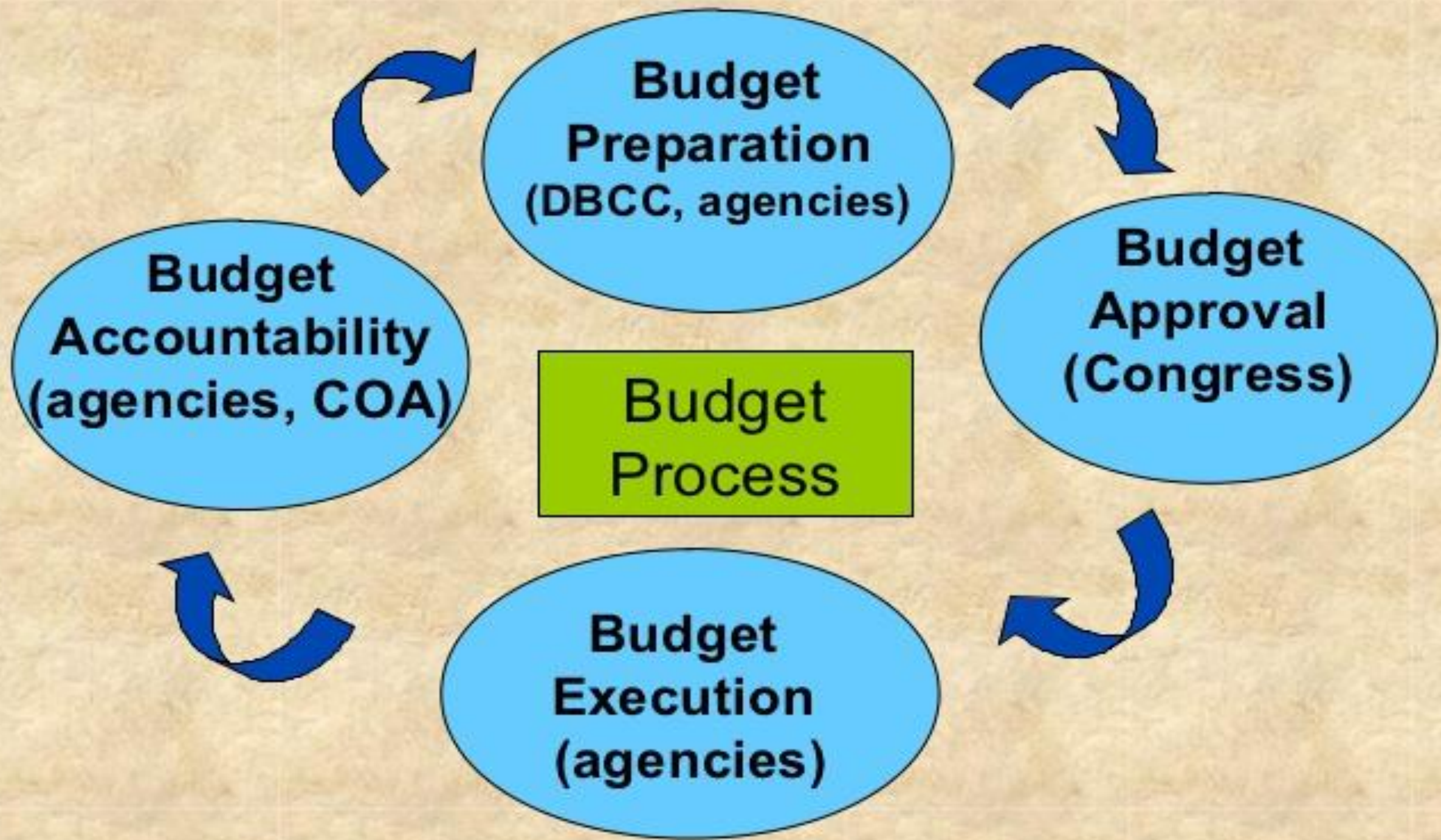
Opportunities for public participation



1987 Philippine Constitution

- Art. 2, Sec. 23: “The state shall encourage non-governmental, community-based, or sectoral organizations that promote the welfare of the nation.”
- Art. 13, Sec. 15: “The state shall respect the role of independent people’s organizations to enable the people to pursue and protect, within the democratic framework, their legitimate and collective interests and aspirations through peaceful and lawful means.”
- Art. 13, Sec. 16: “The right of the people and their organizations to effective and reasonable participation at all levels of social, political and economic decision-making shall not be abridged. The state shall, by law, facilitate the establishment of adequate consultation mechanisms.”

The Budget Cycle



BUDGET REFORMS

Budget reforms	Budget preparation	Budget legislation	Budget execution	Budget accountability
Budget Partnership Agreement (BPA)	X		X	X
Bottom-up Budgeting (BuB)	X		X	X
Citizens' Participatory Audit (CPA)				X

OTHER NOTABLE PRACTICES IN THE BUDGET CYCLE

Implementing CSO	Practice	Sector	Tools used	Operating level/region
Concerned Citizens of Abra for Good Governance (CCAGG)	Bantay Lansangan	Infrastructure monitoring	<ul style="list-style-type: none"> • Road Monitoring Guide • Field monitoring and evaluation of infrastructure projects 	Cordillera Administrative Region (CAR)
Caucus of Development NGO Networks (CODE-NGO)	PDAF Watch	Public expenditure tracking & procurement monitoring	<ul style="list-style-type: none"> • Public expenditure tracking of funds released for legislator's PDAF • Interviews 	Nationwide
Coalition Against Corruption (CAC)				

OTHER NOTABLE PRACTICES IN THE BUDGET CYCLE

Implementing CSO	Practice	Sector	Tools used	Operating level/region
Government Watch (G-Watch)	Bayanihang Eskwela	Infrastructure monitoring	<ul style="list-style-type: none"> • Checklist 	Nationwide
	Rapid Capacity Assessment (RCA)	Budget formulation	<ul style="list-style-type: none"> • Competency assessment and good governance surveys • Interviews • Focus group discussions (FGDs) 	Nationwide
	Textbook Count	Procurement monitoring	<ul style="list-style-type: none"> • Volunteer Monitoring Report Form • Inspection and Acceptance Report Form 	Nationwide

OTHER NOTABLE PRACTICES IN THE BUDGET CYCLE

Implementing CSO	Practice	Sector	Tools used	Operating level/region
Naga City People's Council (NCPC)	People's Council	Participatory planning and budgeting	<ul style="list-style-type: none"> • Community organizing and networking • Formation and institutionalization of mechanisms for effective people's participation in governance 	Region V
National Movement for Free Election (NAMFREL)	Medicine Monitoring Project	Procurement monitoring	<ul style="list-style-type: none"> • Procurement Diagnostic Report • Public Bidding Checklist • Observer's Diagnostic Report • Delivery Monitoring Report • Inventory Report Form 	Nationwide
Palawan Advocates for Good Governance	Barangay Development Plans (BDPs)	Participatory planning	<ul style="list-style-type: none"> • Participatory rural appraisal 	Region IV-B

OTHER NOTABLE PRACTICES IN THE BUDGET CYCLE

Implementing CSO	Practice	Sector	Tools used	Operating level/region
Procurement Watch, Inc.	Bantay Eskwela	Procurement monitoring and auditing	<ul style="list-style-type: none"> • Capacity building • Diagnostic Report • Pre-Delivery Inspection Form • Actual Delivery Report Form • Ending Inventory Count Form • Differential Expenditure Efficiency Measurement (DEEM) 	Nationwide
Transparent Accountable Governance Program of the Asia Foundation	Budget Tracking for Transparent Accountable Governance (BTTAG)	Budget allocation	<ul style="list-style-type: none"> • Technical assistance to local governments • Promoting public-private partnership • Surveys and tracking studies • Working with the leagues of local governments • Partnership with civil society networks • Nurturing local resource institutions 	Mindanao



**Improving the Philippine Road Sector
Through Vigilant Monitoring and Volunteerism**



**Affiliated Network for Social Accountability
in East Asia and the Pacific**

...connecting citizens to improve governance



Concerned Citizens of Abra for Good Government: Bantay Lansangan (Road Watch)

► Findings:

- Most government projects claimed to be completed in Abra were actually just beginning or were halfway through the construction phase
- 11 officials from the public works sector were suspended for dishonesty and misconduct
- COA partnered with the CCAGG in carrying out participatory auditing, which was later replicated in other parts of the country



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Citizen Participatory Audit

Enhancing Transparency, Accountability and Citizen Participation in the Public Audit Process

In April 2012, ANSA-EAP and the [Commission on Audit of the Philippines](#) (COA) formalized a partnership to implement a two-year Participatory Audit Program that focuses on providing technical assistance to the COA in its efforts to open public audit processes to citizens. Its overall goal is to contribute to improving the efficiency and effectiveness of the use of public resources.

Under the program, COA and ANSA-EAP will design, test and institutionalize the conduct of participatory audits through several pilot projects.

In participatory audit, citizens (civil society, academic groups, community members, private sector) and the COA work together to audit the processes of delivering public services and government programs. As a result, transparency and accountability in the way government performs its functions is enhanced.

The components of the program are:

- Partnership Building - Terms of Engagement among stakeholders will be established through a consultative and collaborative approach. Project designs will be drawn to specify parameters and operational approaches to pilot the participatory audit services undertaken by COA.
- Capacity Development - This will build the capacity of primary stakeholders, mainly civil society actors, COA auditors, and other government officials to undertake participatory audits. For greater effectiveness, capacity building will be carried out in actual work situations and be oriented towards improving practice.
- Public Communication - An integrated communication plan will be designed to create awareness of the program, and generate support for it from internal and external stakeholders.



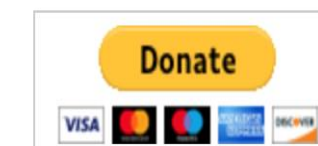
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Documents

[Participatory Audit Infosheet \(pdf\)](#)

[TOP: Participatory Audit Monitoring](#)

[Transparency](#) [Major Programs and Projects](#)



Republic of the Philippines
COMMISSION ON AUDIT
Komisyon ng Pagsusuri



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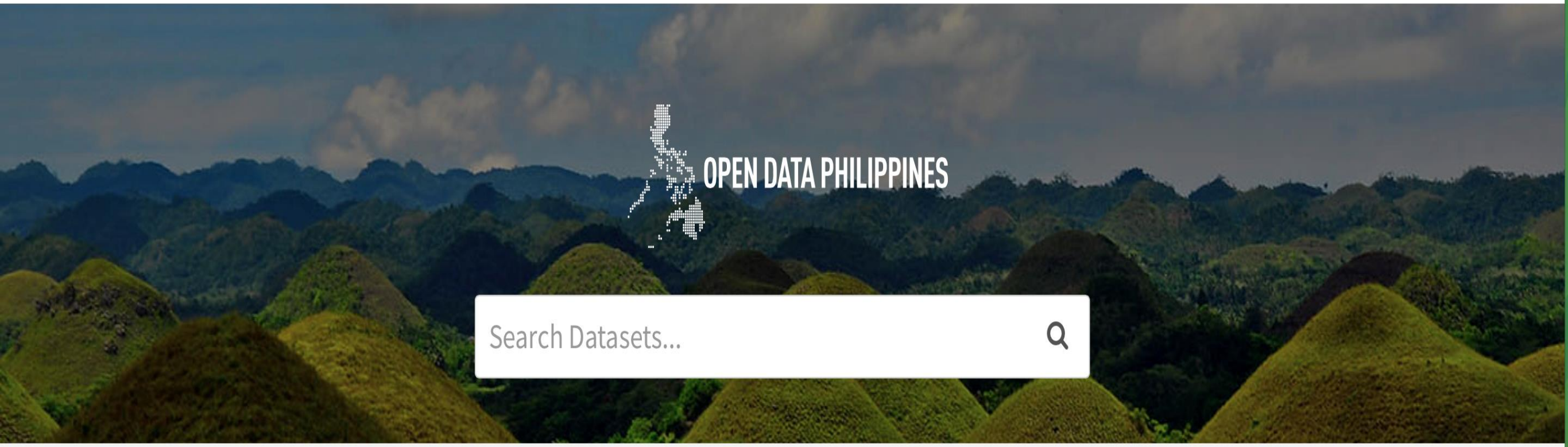
Enabling Conditions: Supply-Side

- Political culture and democratic space
- Enabling rules and legislation
- Open data: citizens' access to reliable public documents and data (e.g. Transparency Seal in national agencies, Full Disclosure Policy at the sub-national levels)
- Right to information: FOI in the Executive Branch
- Budget support for Open data infrastructure
- Capacity building for Government Agencies on Public Participation

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FULL DISCLOSURE POLICY PORTAL

*Advancing Transparency.
Promoting Accountability*



Annual Budget
Quarterly Statement of Cash Flow
Statement of Debt
Bid Results
Statement of Receipts and Expenditures
Special Education Fund Use
Annual Procurement Plan
Unliquidated Cash Advance
Annual Procurement List
Manpower Complement
Annual Use of GAD Funds
Supplemental Procurement Plan
Trust Fund Utilization
20% of IRA Component
Utilization of Local DRRM Fund

Role of Infomediaries and Think Tanks

- Transparency became a supply-driven exercise for LGUs. Compliance with the Full Disclosure Policy became a barren exercise when there are no users of the publicly-disclosed data.
- The weak local stakeholder up-take to use open government data stems from lack of awareness, capacity, incentives, and knowledge of citizens to concretize the everyday benefits of open government.
- One way to improve the use of FDP data is to bring in local knowledge stakeholders and develop platforms that can serve as info-mediaries in translating open government data into knowledge products.

Enabling Conditions: Demand-Side

- Availability and accessibility of independent media that enable the public to engage in discussions pertaining to public issues
- Capacity, legitimacy, representativeness, responsiveness, and accountability of civil society actors
- Role of data, infomediaries, and policy think tanks
- Public participation in legislative oversight mechanisms

THANK YOU!
