

BASELINE STUDY ON THE STATE DEVOLUTION IN THE (PRE- MANDANAS) PHILIPPINES

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JULY 13, 2023

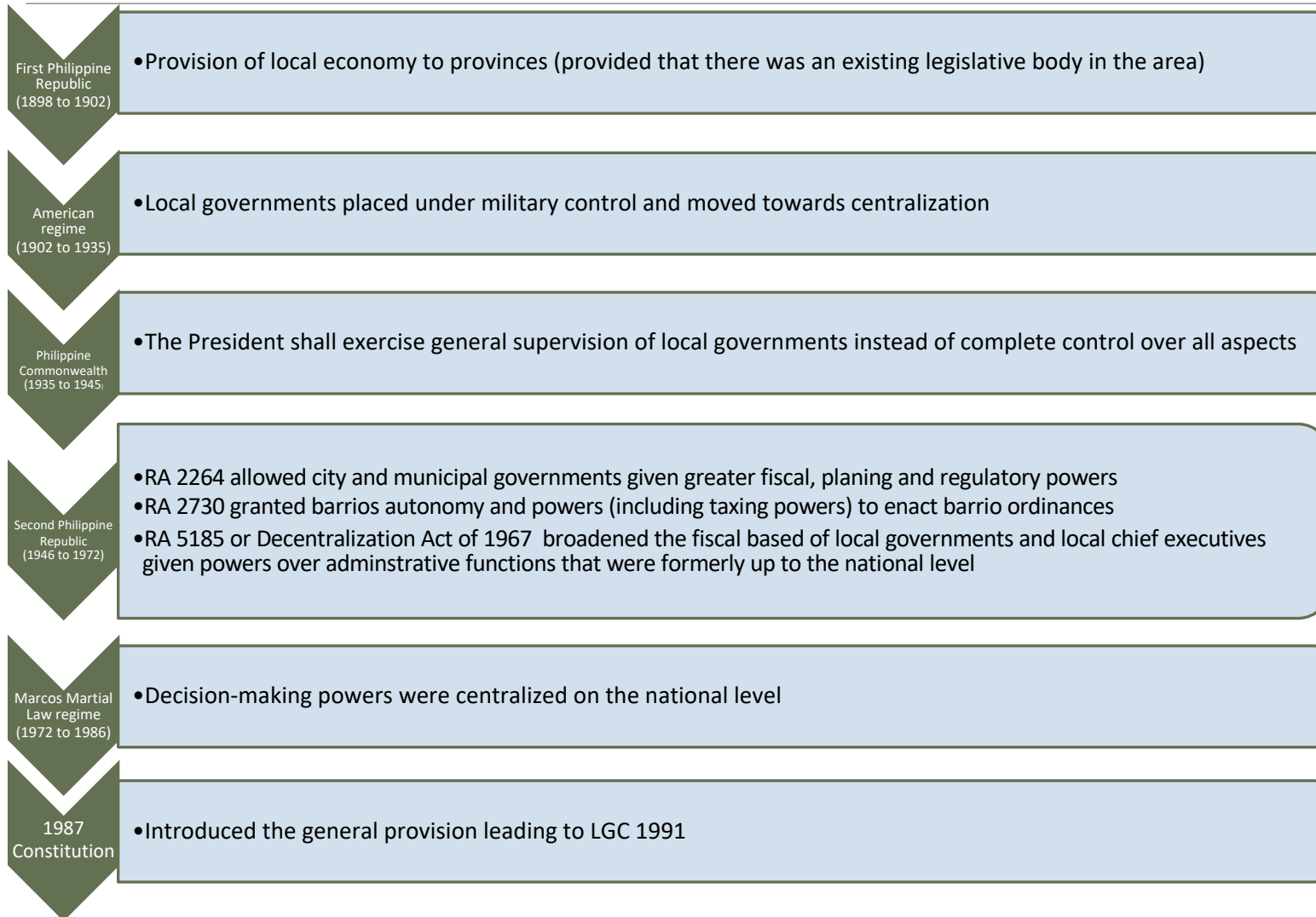


Philippine Institute for Development Studies
Surian sa mga Pag-aaral Pangkaunlaran ng Pilipinas

COVERAGE

- Background of the study
- Objectives
- Methodology
- Assessment of
 - State and trends of devolved functions
 - Phasing of devolved PPAs
 - Capacity development interventions needed
- Key takeaways
- Recommendations

1. Background: Timeline of Philippine decentralization



2019: *Mandanas-Garcia Supreme Court (“Mandanas”) ruling* increased the tax base for intergovernmental fiscal transfers

2021: *Executive Order No. 138* laid the guidelines for the effective transition of functions and responsibilities to the LGUs; design and review of devolution transition plans (DTPs).

2. PURPOSE OF THE STUDY

Objectives

- Examine the proposed phased assumption of devolved functions.
- Identify gaps or assistance needed to assume the devolved functions.
- Identify how decentralization can be deepened for LGUs.
- Identify how the delivery of devolved services can be improved towards the attainment of national goals.

Significance of the study

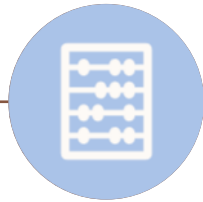
- Results as a basis for further examination of LGU needs, trigger the revisiting of the LGC and the provisions of EO 138, and prompt rethinking of the rational planning (CDP) process.
- Results as a baseline in monitoring and evaluating progress in devolution.

3. METHODOLOGY

Data, scope and limitations

- Data source: **LGU devolution transition plans** (DTPs) for 76 provinces, 142 cities, and 300 municipalities.
- Six sectors identified by the DILG: social welfare, health, agriculture, environment, DRRM, and infrastructure

The data used in the study were encoded from the following annex tables of the DTPs:



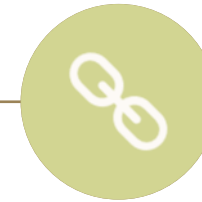
ANNEX E-1

- State of devolved functions, services, and facilities



ANNEX F-1

- Phasing of full assumption of devolved functions, services, and facilities



ANNEX G-1

- Capacity development agenda (CapDev)

3.1 Summary of DTPs reviewed

Total DTPs Reviewed

Total Provinces	Province DTPs Reviewed	Total Cities	City DTPs Reviewed	Total Municipalities	Municipality DTPs Reviewed
76	76	142	142	1,373	300

Sampling of municipalities

Income class	Average annual income	Municipalities (population)	Municipalities (sample)
1	PHP 55M or more	320	70
2	PHP 45M or more but less than 55M	170	37
3	PHP 35M or more but less than 45M	254	56
4	PHP 25M or more but less than 35M	358	78
5	PHP15M or more but less than 25M	252	55
6	Below PHP15M	19	4

3.2 Data limitations and suggested improvements

Data limitations

- Lack of standardization or no clear classification of identified devolved functions into program, project, or activity
- Lack of a complete detailed list of functions and current status of devolution
- No measurement of the quality of current devolved services
- Absence of NGA DTPs as a benchmark
- Ambiguous data/ no data entries (e.g., year of full assumption, lack of funding resource requirements, etc.)

Recommendations on the DTP template and data collection

- Direct guidelines relating to the filling out of the templates ensuring consistent and complete information
- Need for LGU DTPs to align with the NGA DTPs
- Explore efforts to improve the consolidation of collected DTPs

3.3 Summary table: LGU PPA count and share per sector

- Count of identified program, project and activities (PPA) per LGU

	Provinces		Cities		Municipalities	
	PPA count	Percent share	PPA count	Percent share	PPA count	Percent share
Social Welfare	1,423	14	7,287	34	11,442	34
Health	3,174	30	6,321	30	10,362	31
Agriculture	2,745	26	3,106	15	5,075	15
Environment	1,055	10	1,912	9	2,307	7
Disaster Risk Reduction	892	8	1,207	6	2,273	7
Infrastructure	1,234	12	1,336	6	2,157	6
Total	10,523	100	21,169	100	33,616	100

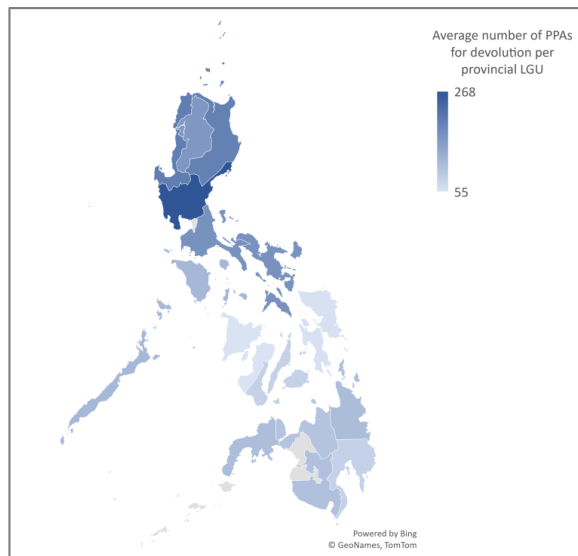
4. STATE AND TRENDS OF DEVOLVED FUNCTIONS

DTP ANNEX E-1

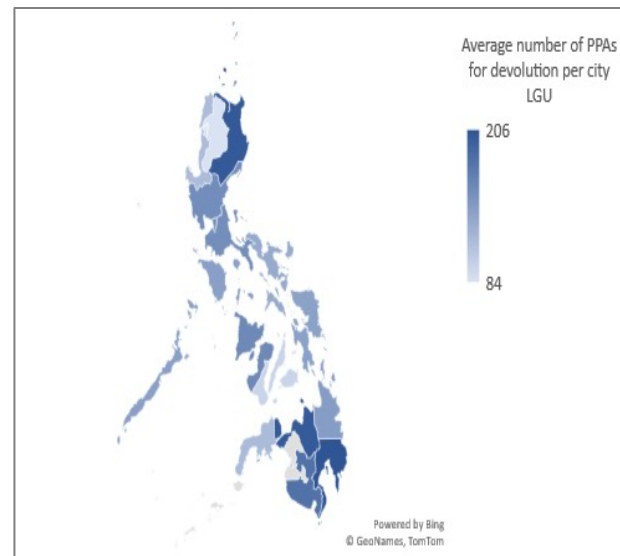
4.1 Main observations

- Ambiguity on how LGUs identify devolved functions
- Observable variation across provincial LGU sectoral priorities
- Observable variation across city and municipal LGU priorities

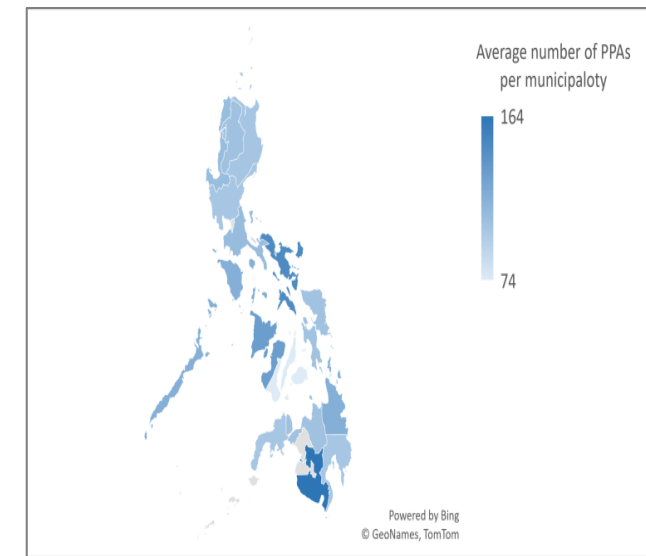
Provinces



Cities



Municipalities

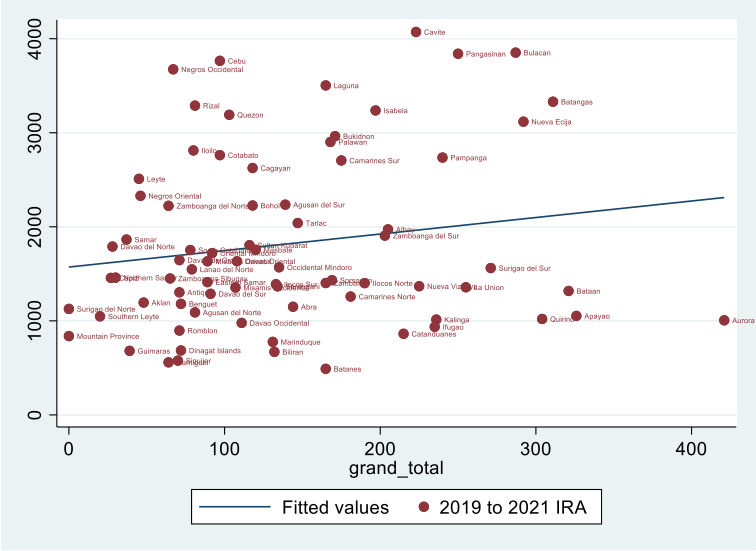


4.2 Assumed PPAs per LGU segmentation

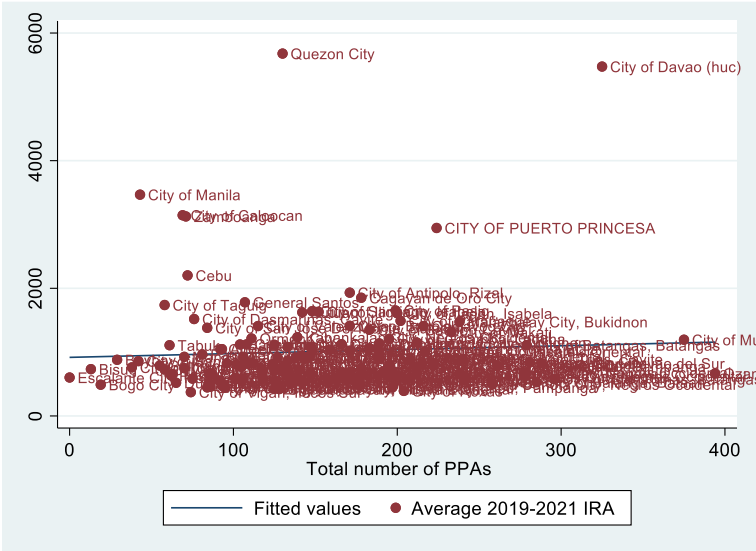
Segment	Number of Provinces	Number of PPAs	Number of Cities	Number of PPAs	Number of Municipalities	Number of PPAs
Quadrant 1 (High capacity and high performance)	34 (45%)	5,131 (49%)	78 (55%)	12,199 (58%)	154 (51%)	16,995 (50%)
Quadrant 2 (Low capacity and high performance)	11 (14%)	1,661 (16%)	16 (11%)	2,324 (11%)	34 (11%)	3,998 (12%)
Quadrant 3 (Low capacity and low performance)	20 (26%)	2,367 (22%)	31 (22%)	4,049 (19%)	78 (26%)	8,601 (26%)
Quadrant 4 (High capacity and low performance)	11 (14%)	1,364 (13%)	17 (12%)	2,597 (12%)	34 (11%)	4,062 (12%)
TOTAL	76	10523	142	21169	300	33656

4.3 Overall: weak correlation between the number of PPAs and average 2019-21 IRA

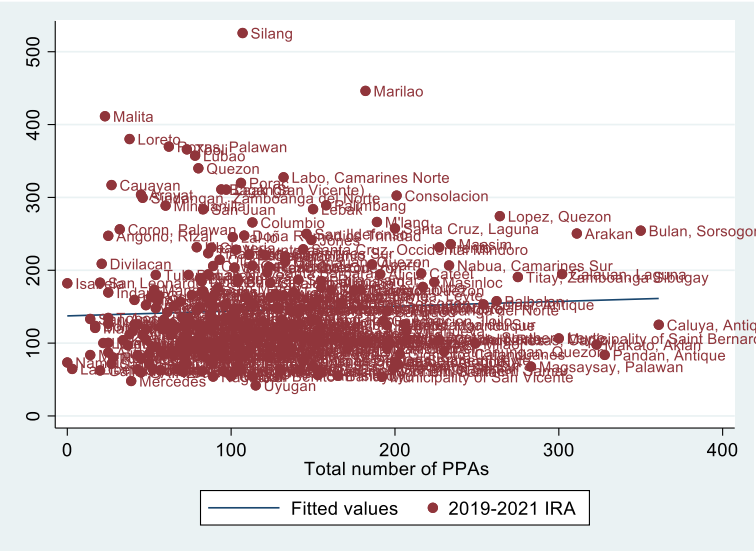
Provinces



Cities



Municipalities

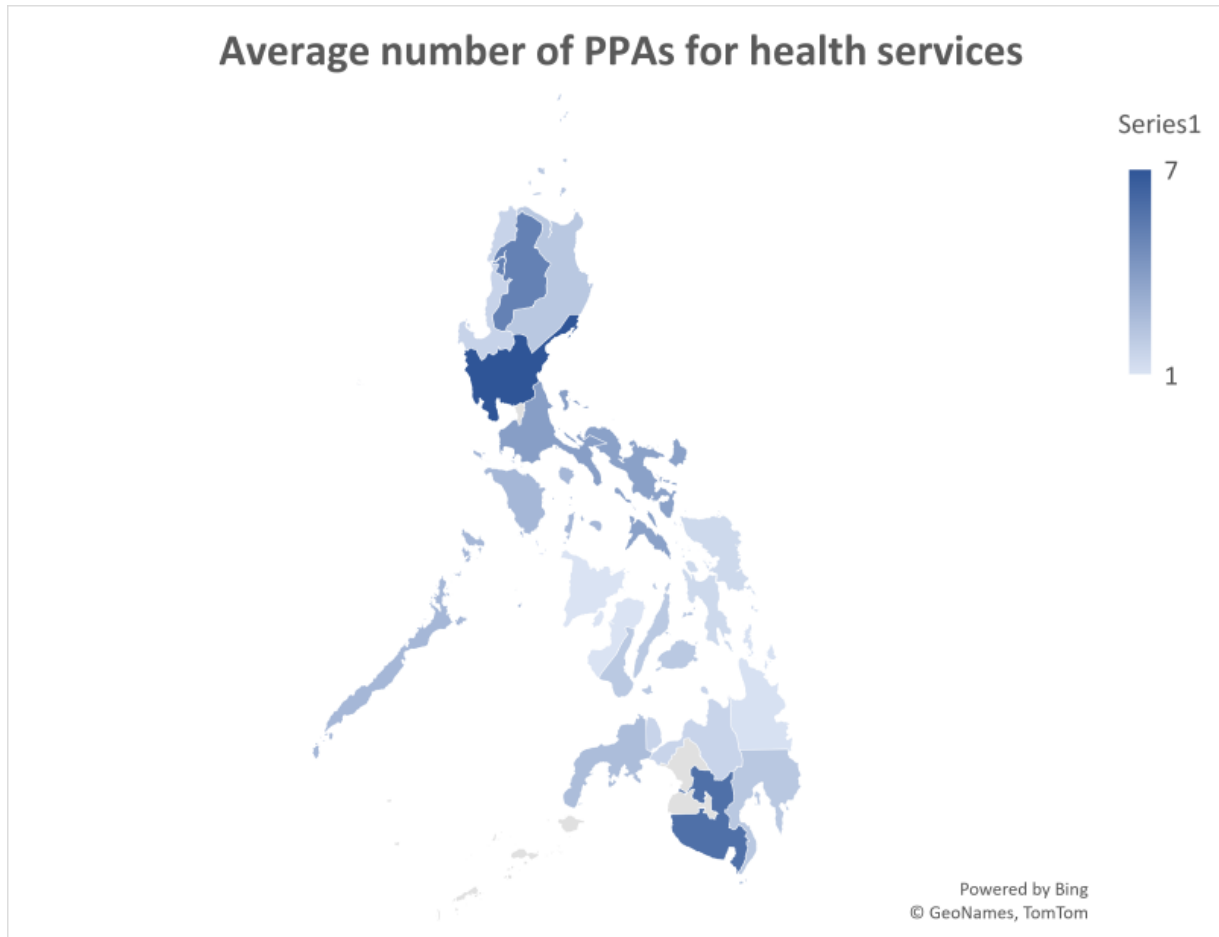


- correlation: 0.1676

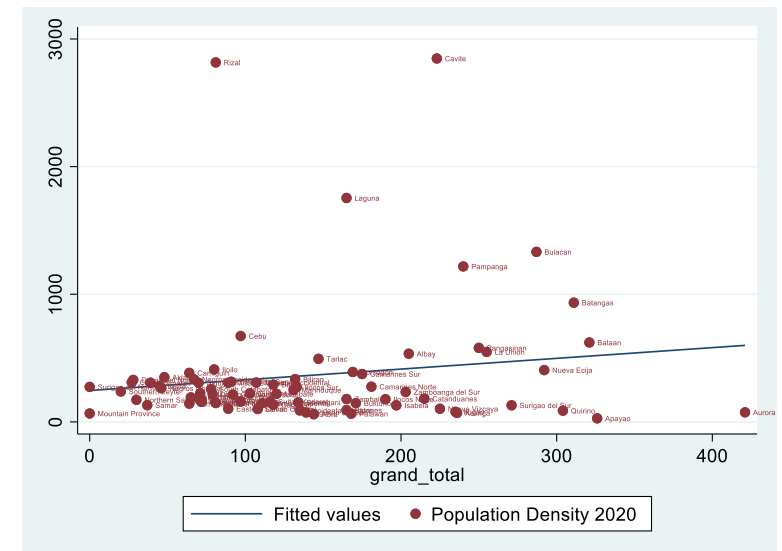
- correlation: 0.0570

- correlation: 0.0575

4.4 Provincial health sector: weak correlation between the number of PPAs and population density

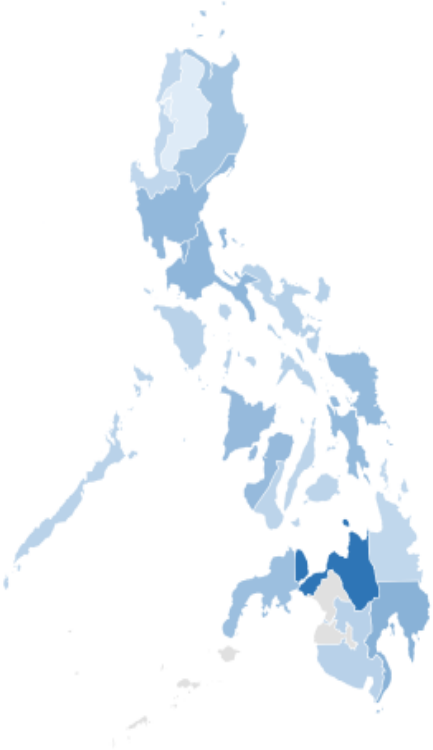


Distribution of total PPAs to 2020 population densities



4.5 City health sector: Weak correlation between the number PPAs and population density

Health Sector

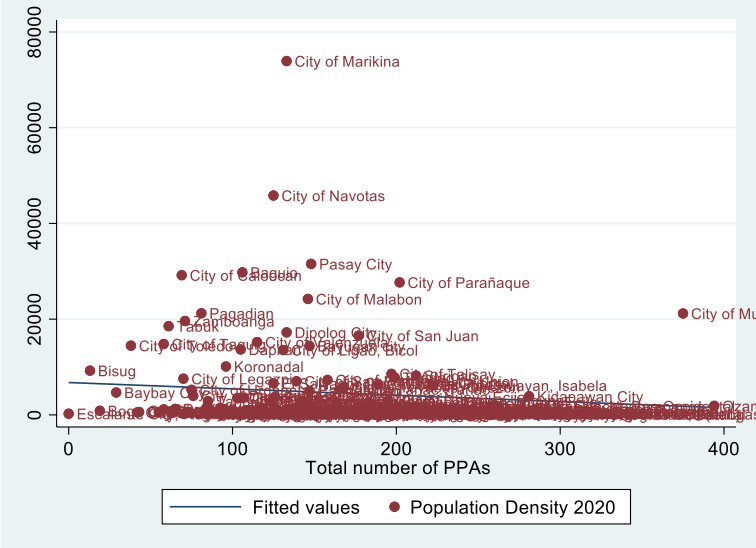


Average number of PPAs per city LGU



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Distribution of total PPAs to 2020 population densities



4.6 Municipal health sector: Weak correlation between the number PPAs and population density

Health Sector

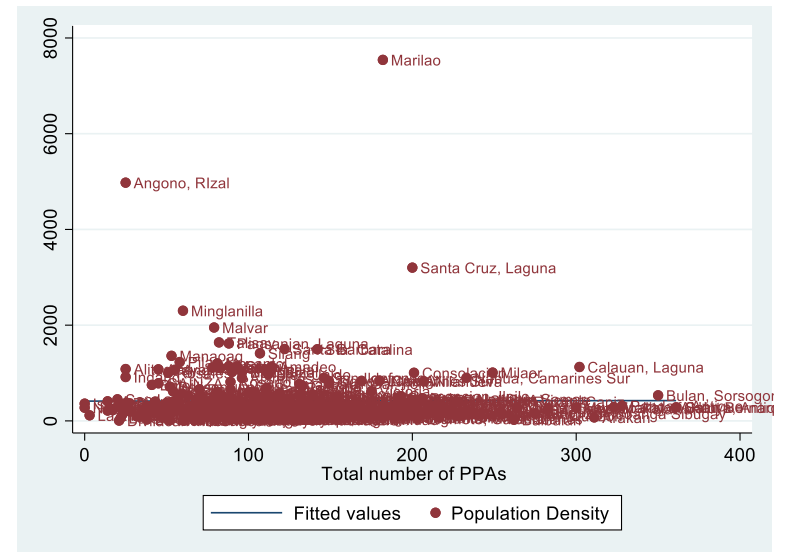


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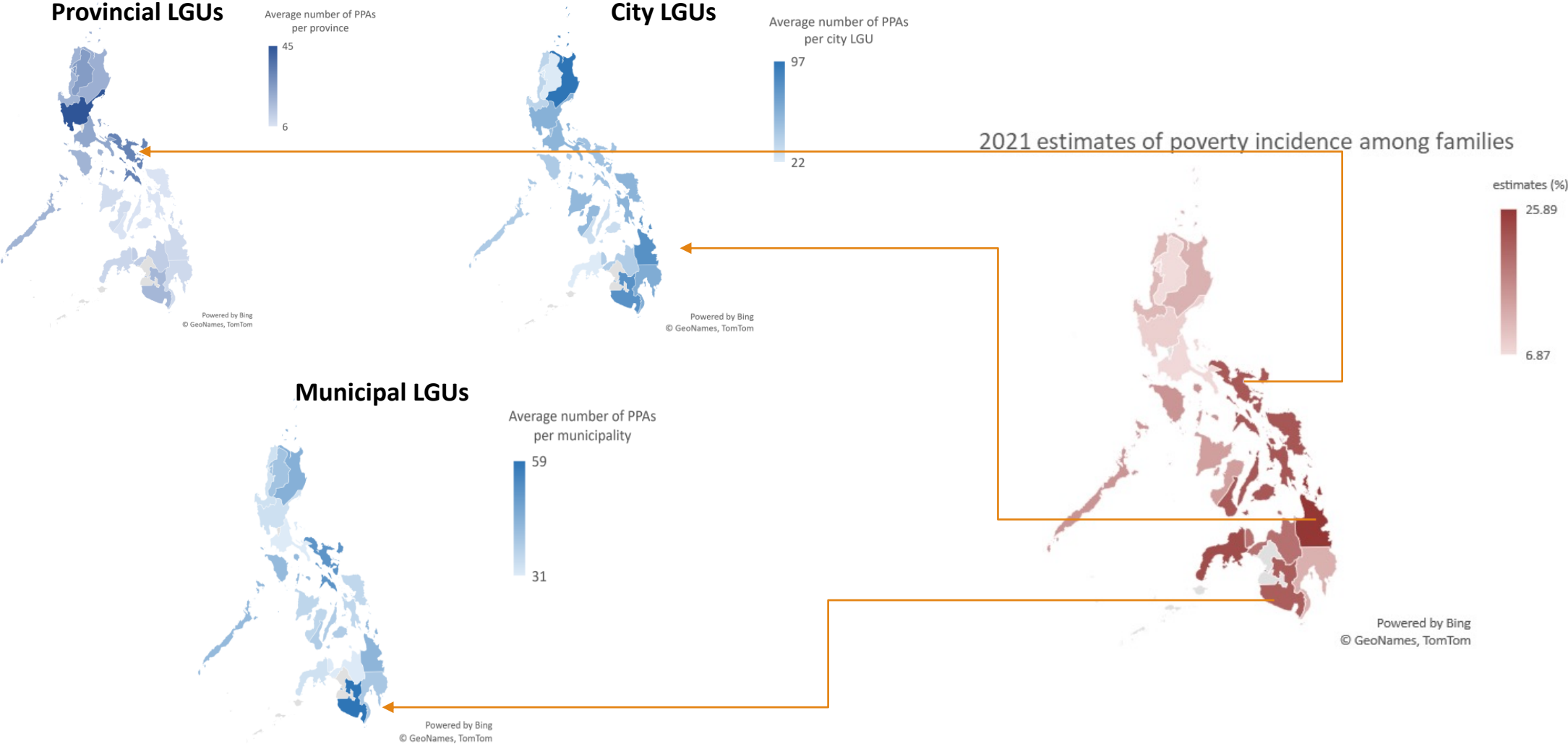
Average number of PPAs per municipality



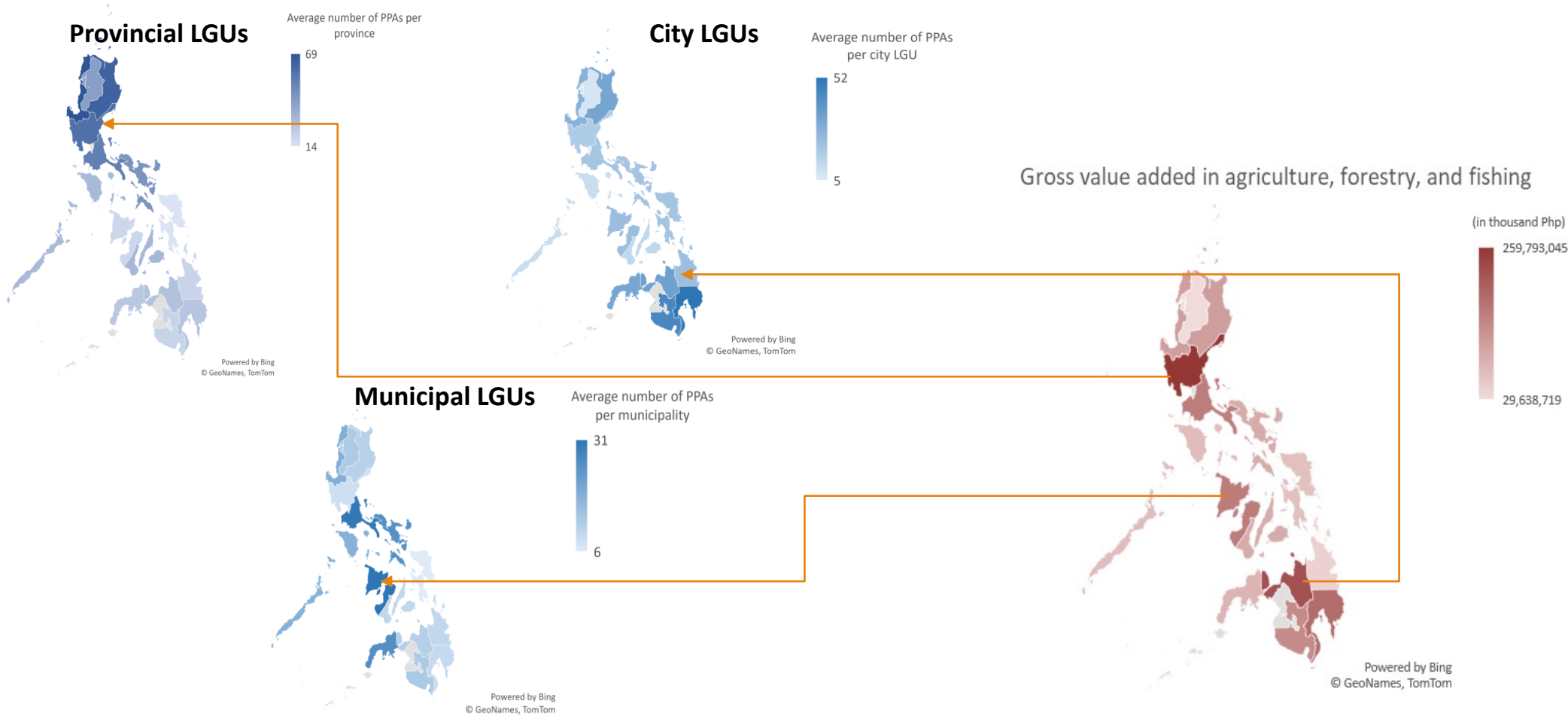
Distribution of total PPAs to 2020 population densities



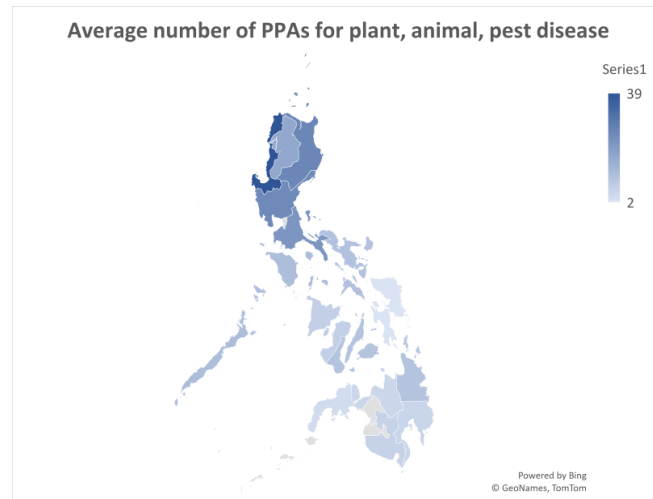
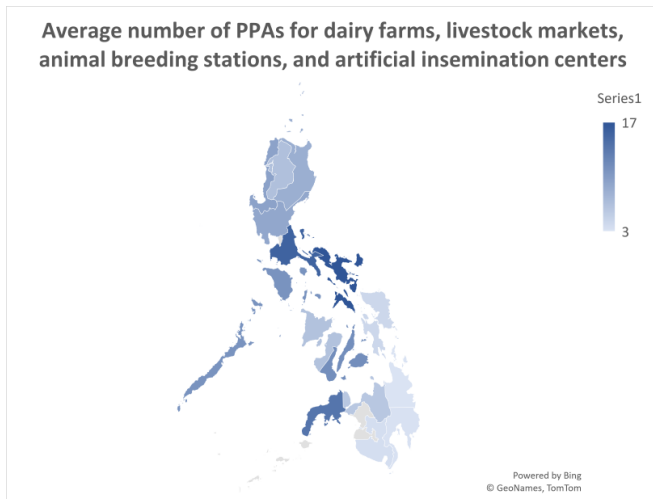
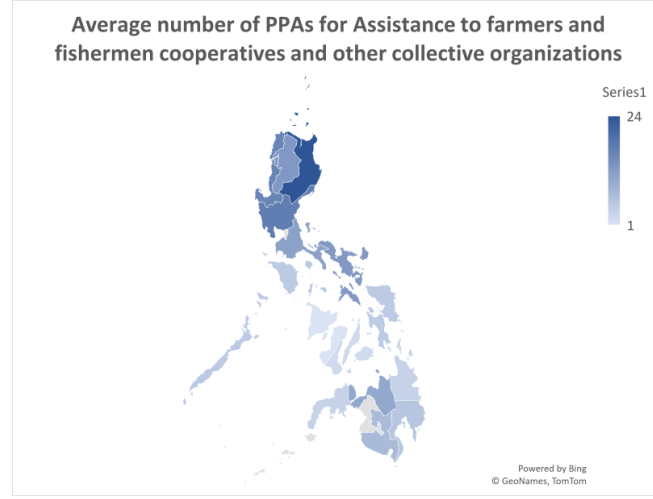
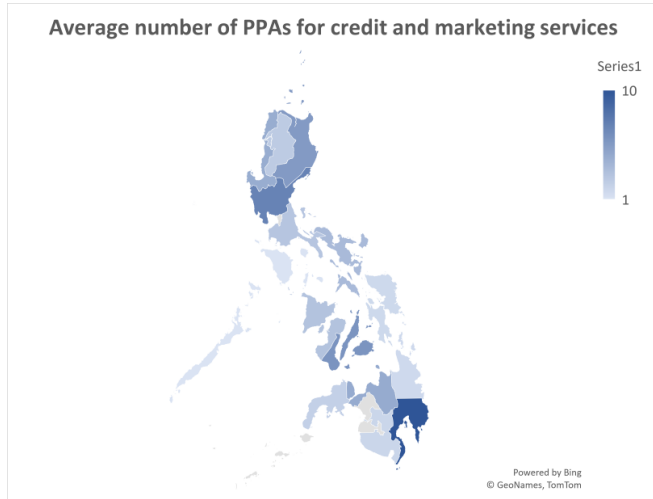
4.7 Social welfare: High poverty areas/LGUs have identified relatively less number of PPAs



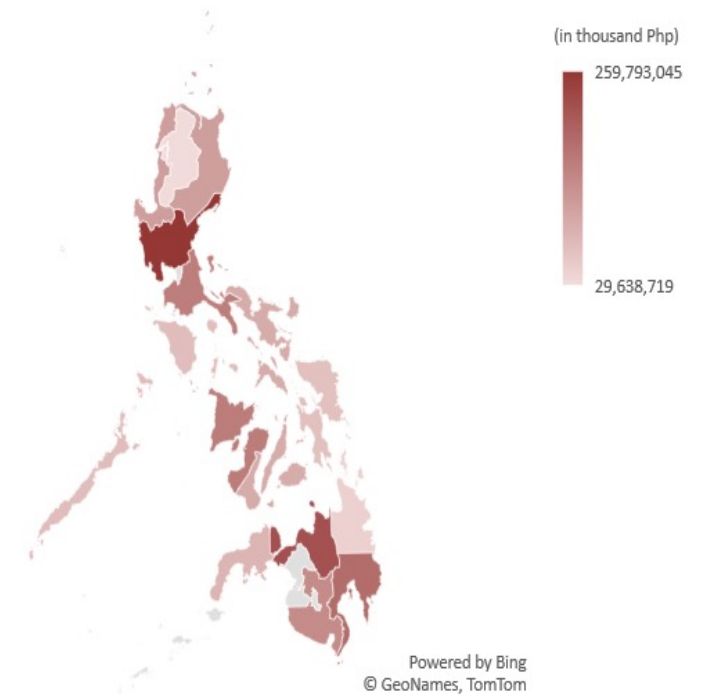
4.8 Agriculture sector: High variation in LGU-identified PPAs across high agri-GVA regions



4.9 Inter-provincial LGU: identified devolved functions signal different priorities for agriculture...

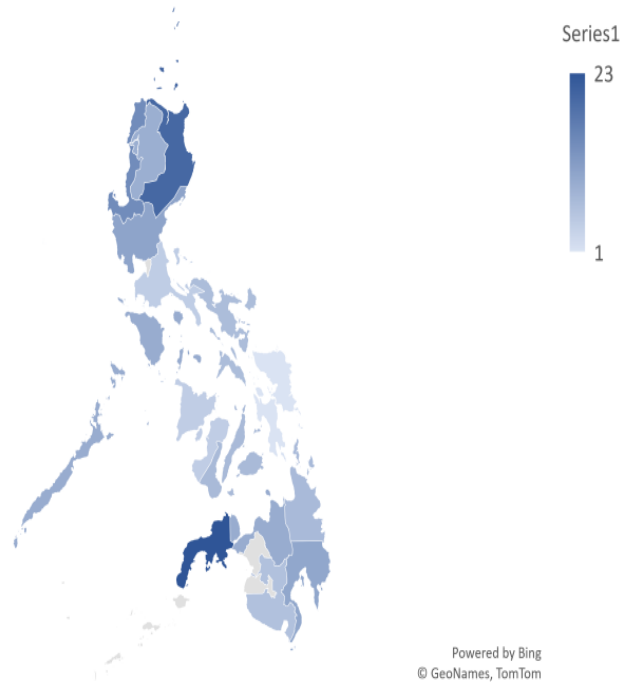


Gross value added in agriculture, forestry, and fishing

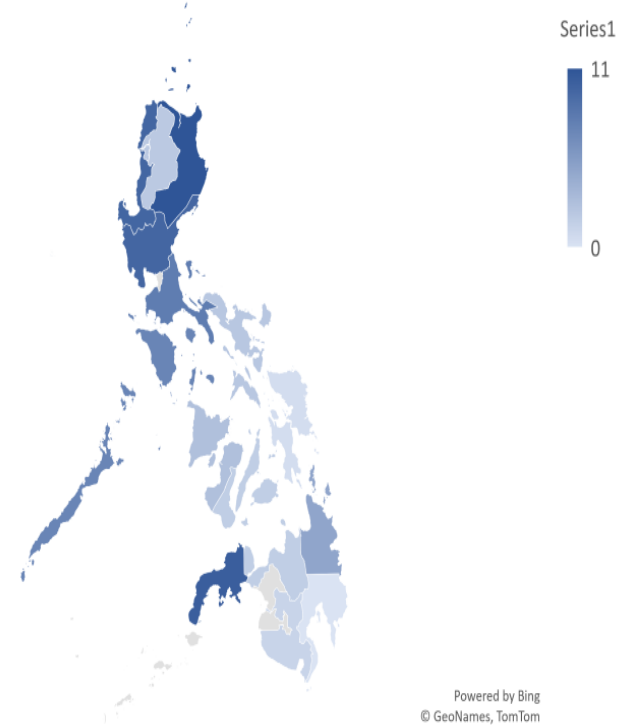


...different environment sector priorities across provincial LGUs...

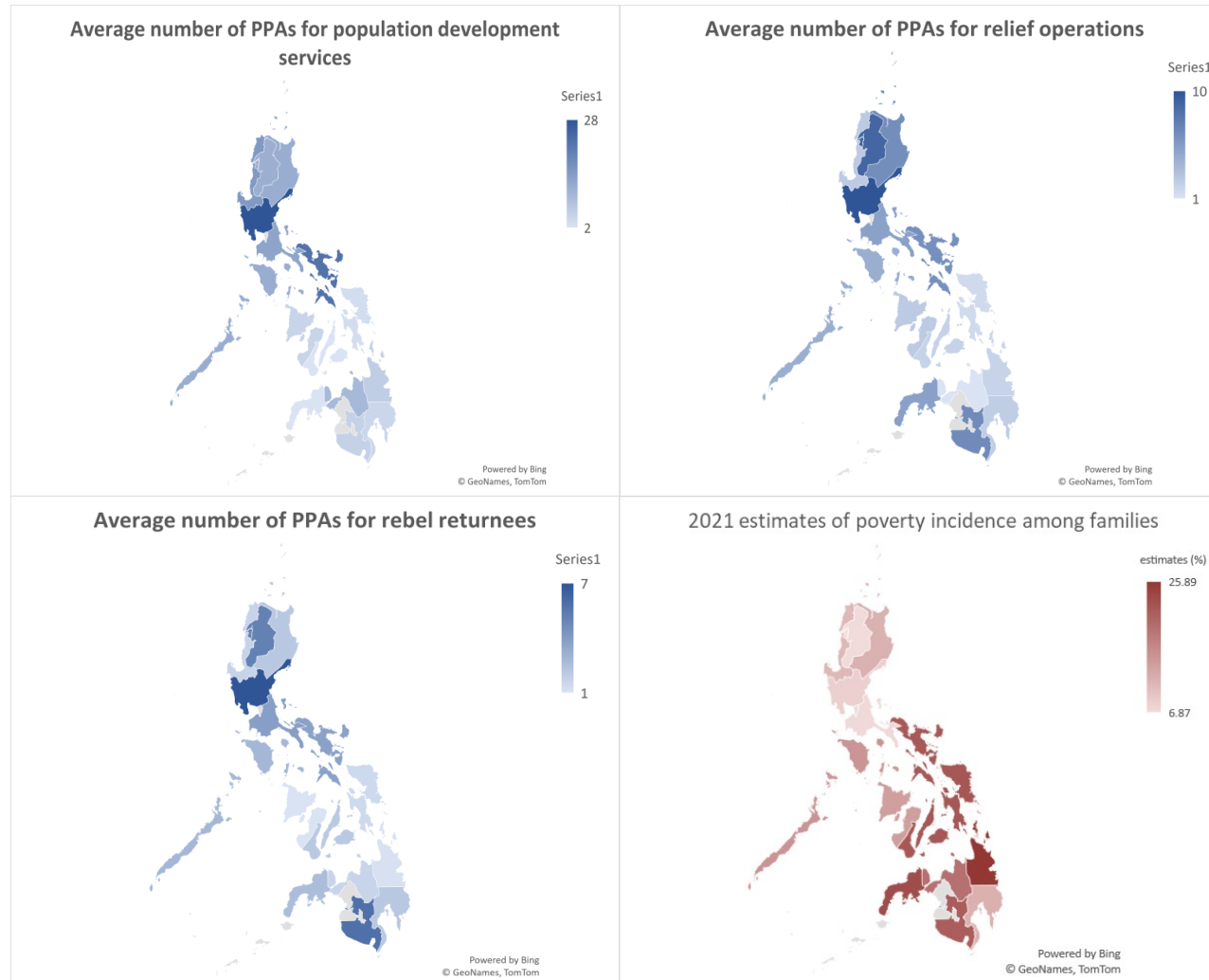
Average number of PPAs for natural resource management services



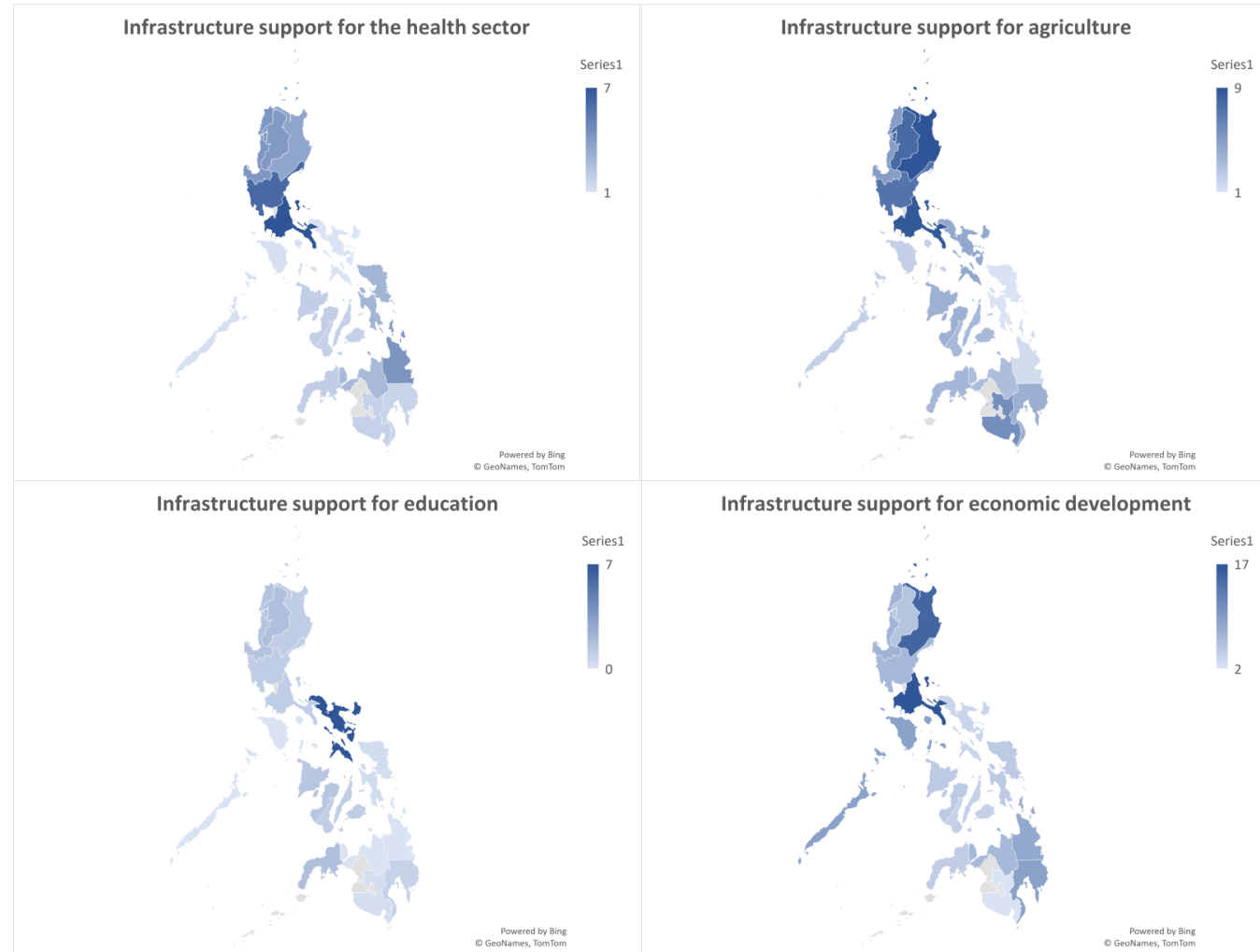
Average number of PPAs for environmental services



...different social welfare priorities across provincial LGUs...

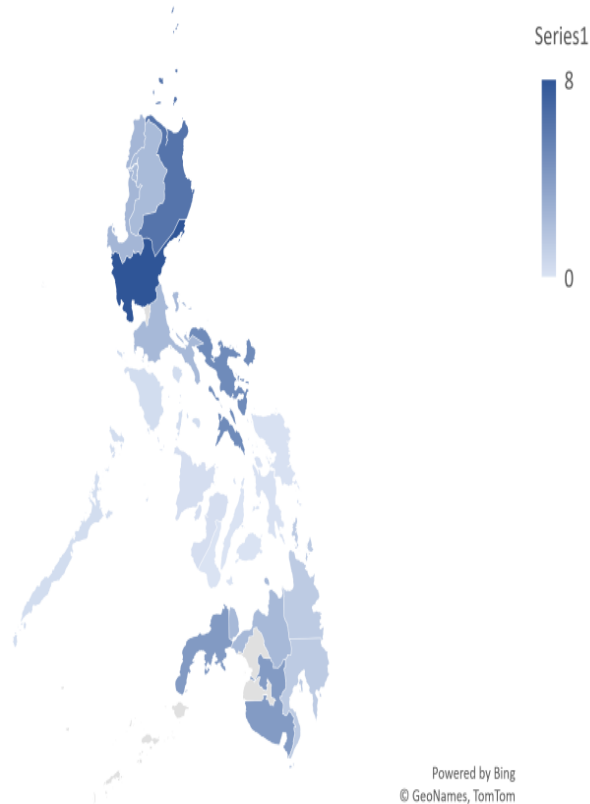


...different infrastructure priorities across provincial LGUs...

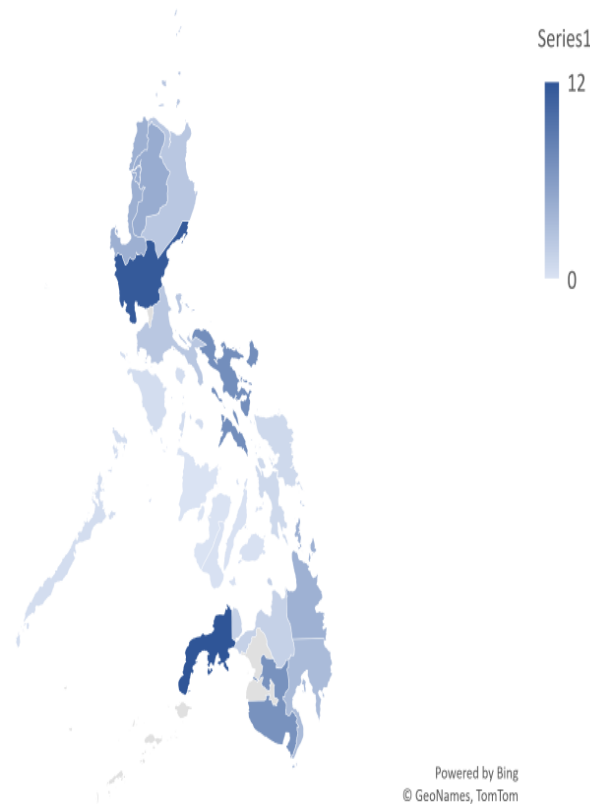


... different DRRM priorities across provincial LGUs...

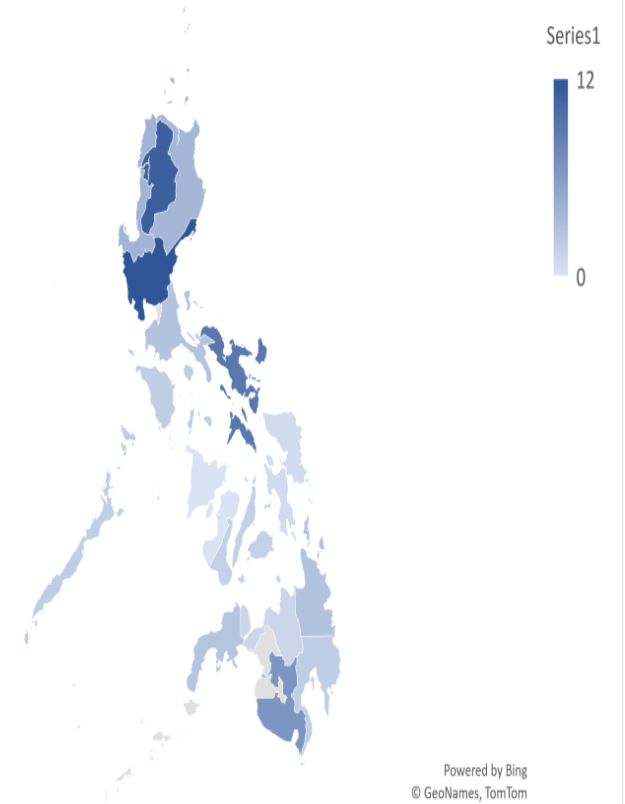
Average number of PPAs for prevention and mitigation



Average number of PPAs for disaster preparedness

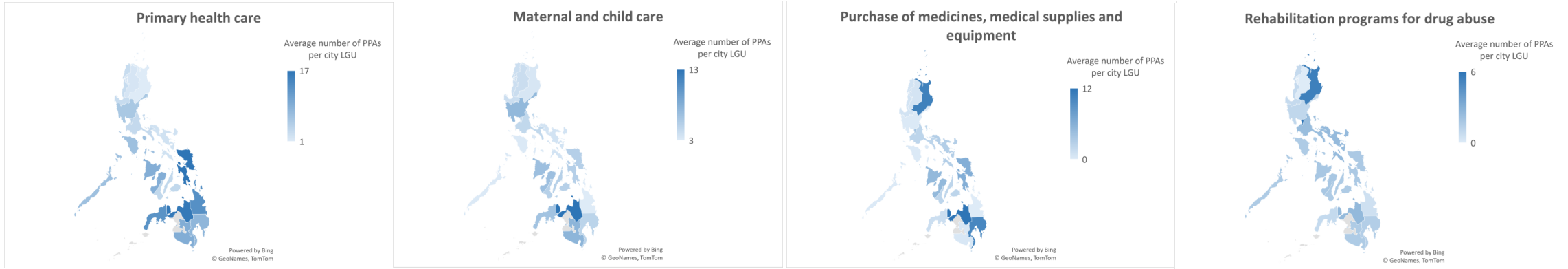


Average number of PPAs for rehabilitation and recovery



4.10 Inter-city/municipality LGU: observable variation in identified functions in the health sector...

Cities

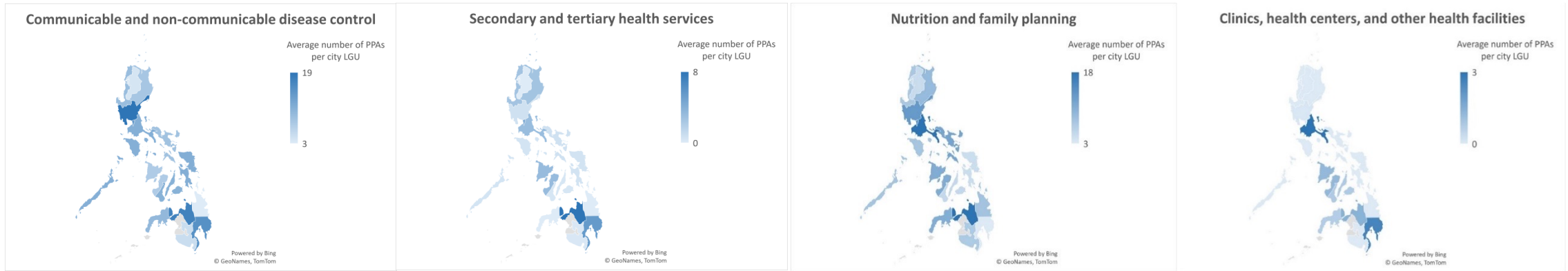


Municipalities

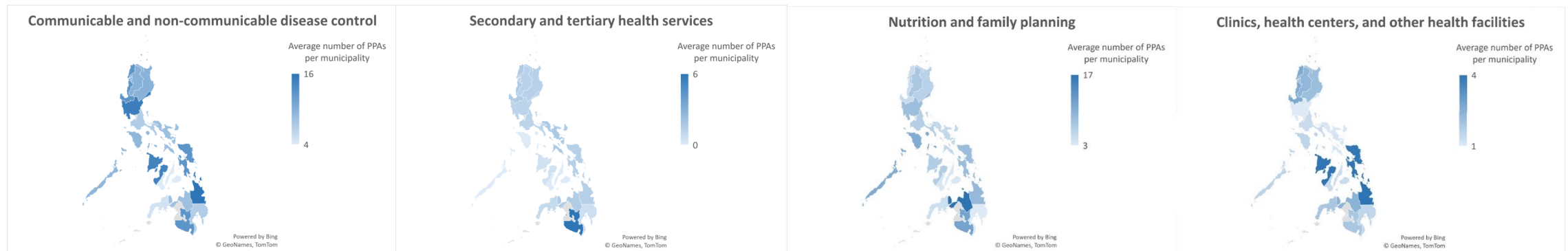


4.11 Inter-city/municipality LGU: observable variation in identified functions in the health sector (cont'd)...

Cities

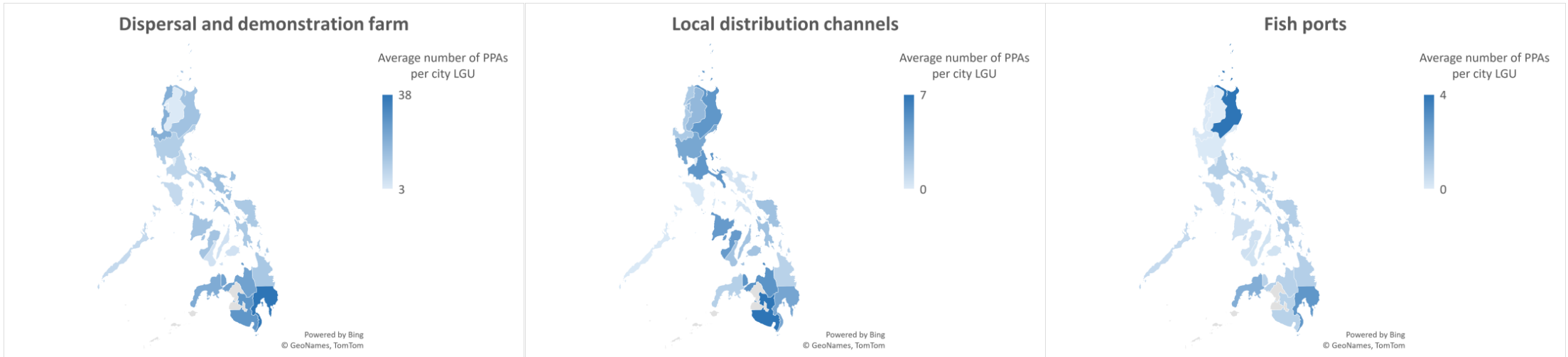


Municipalities

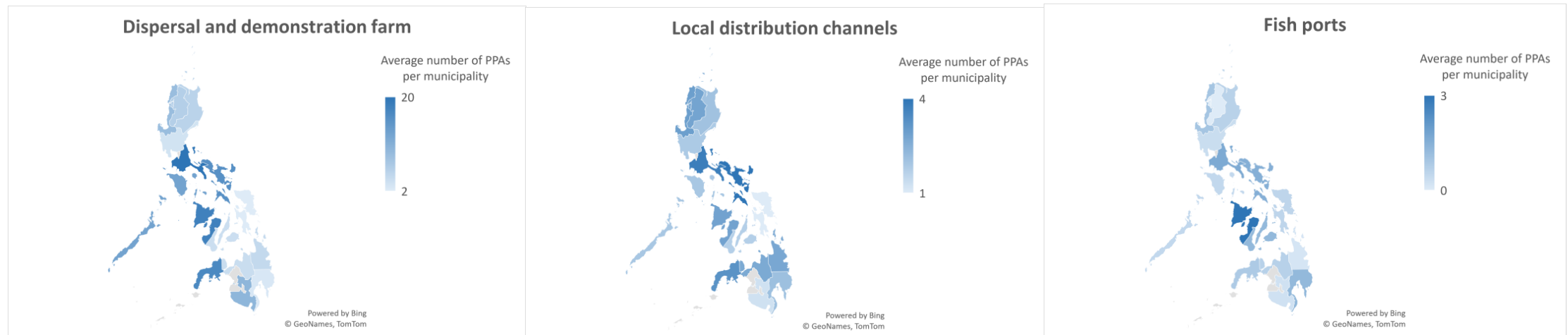


... observable variation in agriculture sector priorities...

Cities

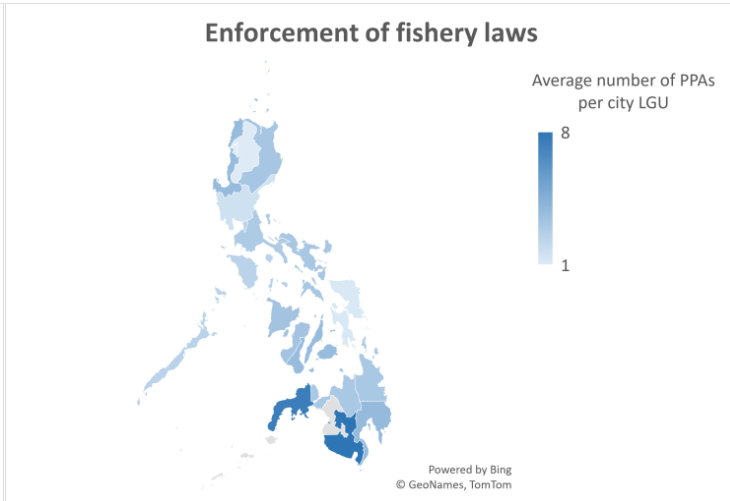
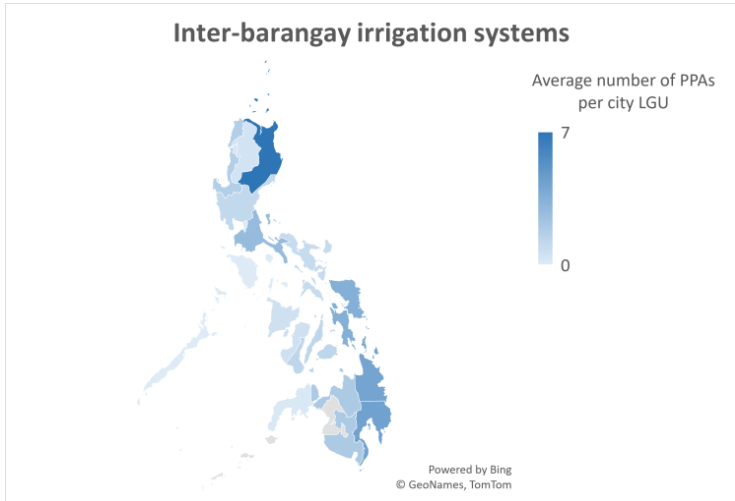


Municipalities

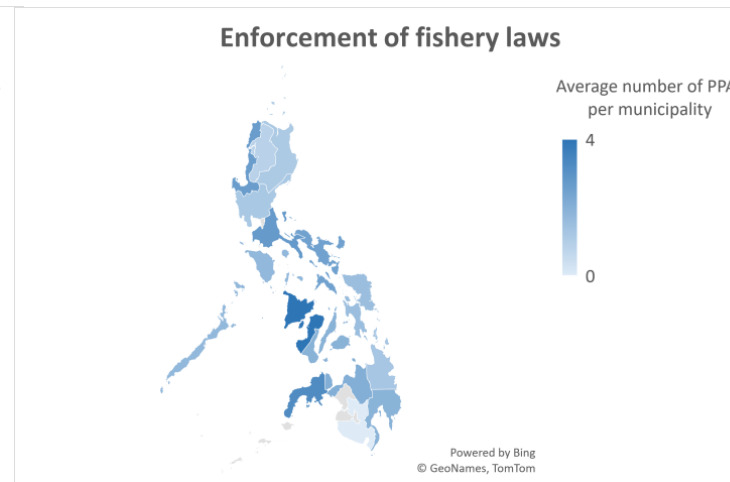
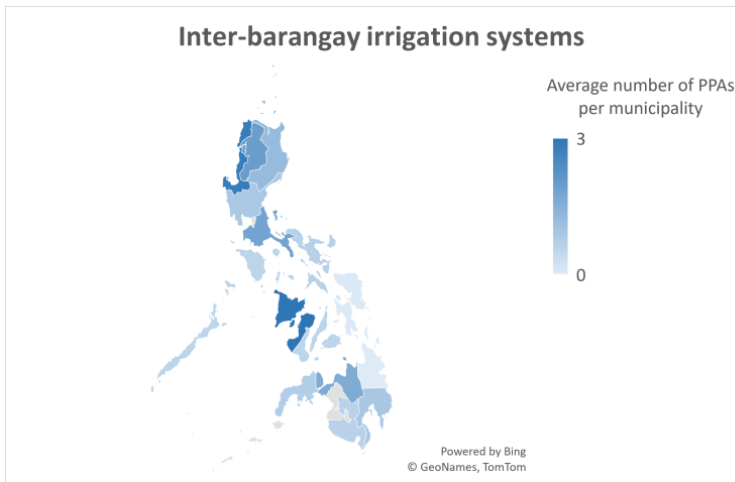


... observable variation in agriculture sector priorities (continued)...

Cities

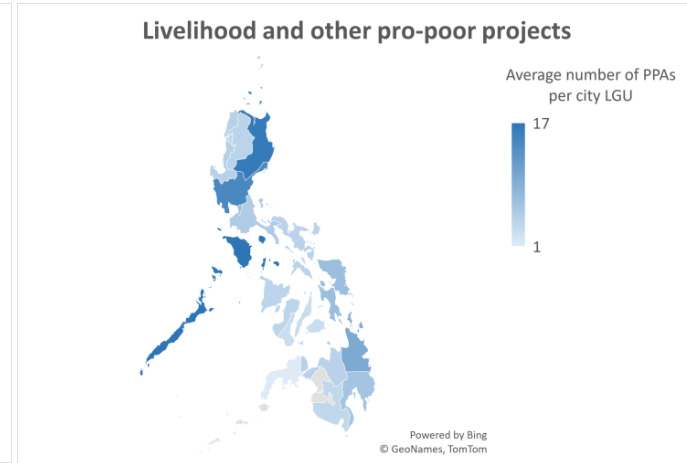
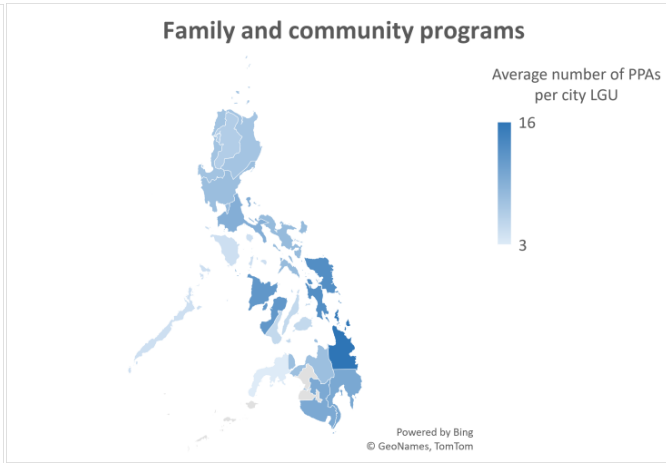
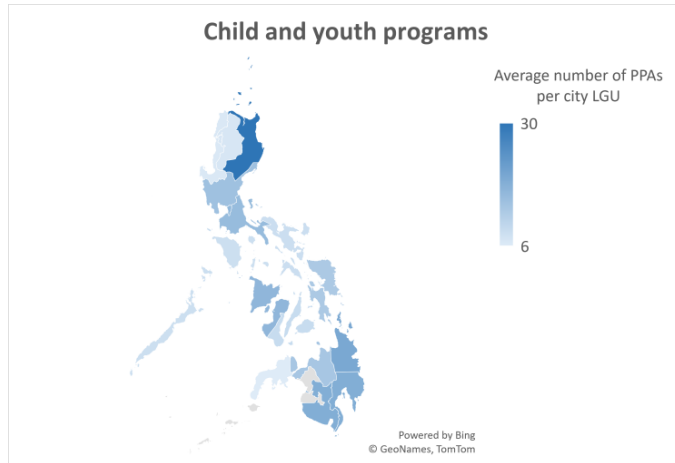


Municipalities

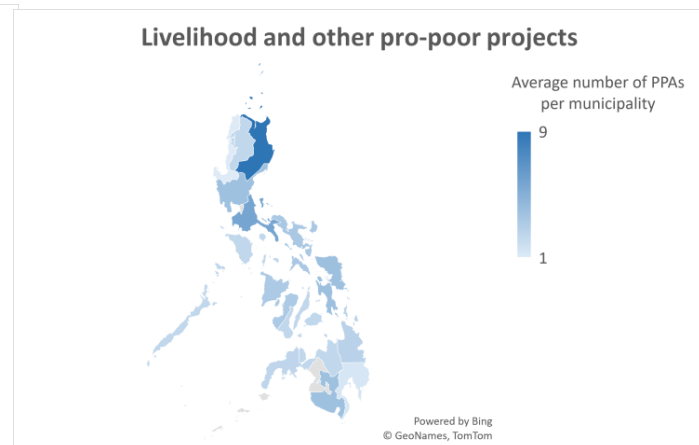
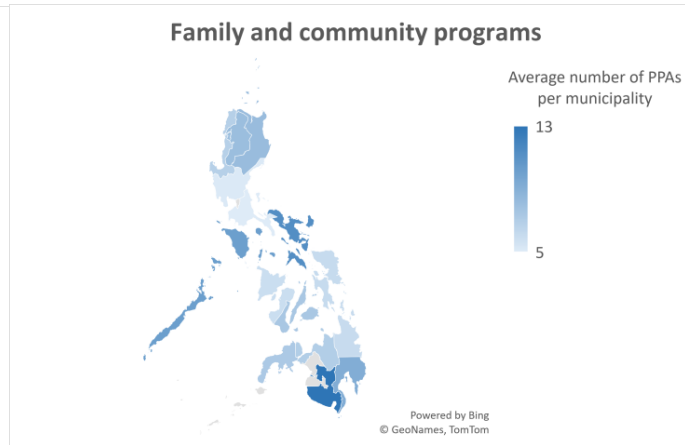
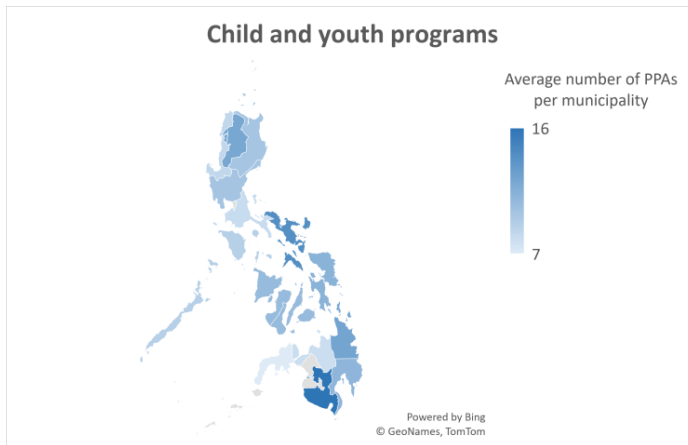


... observable variation in social welfare sector priorities...

Cities

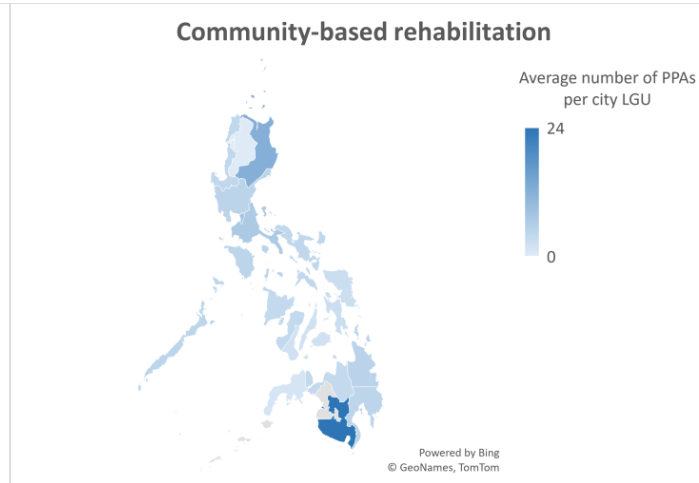
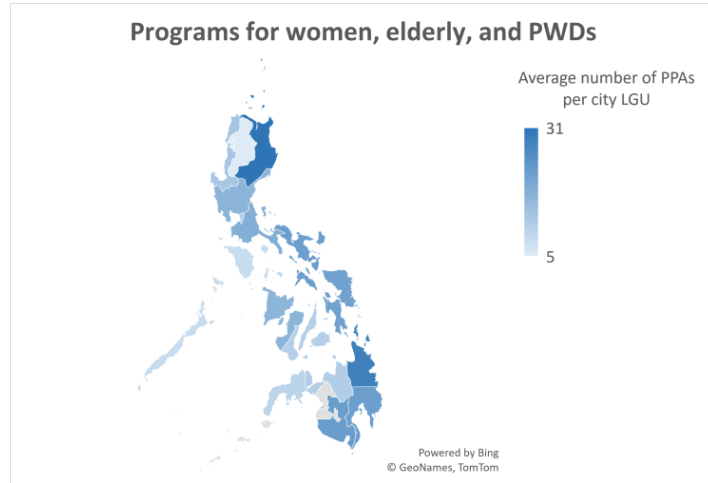


Municipalities

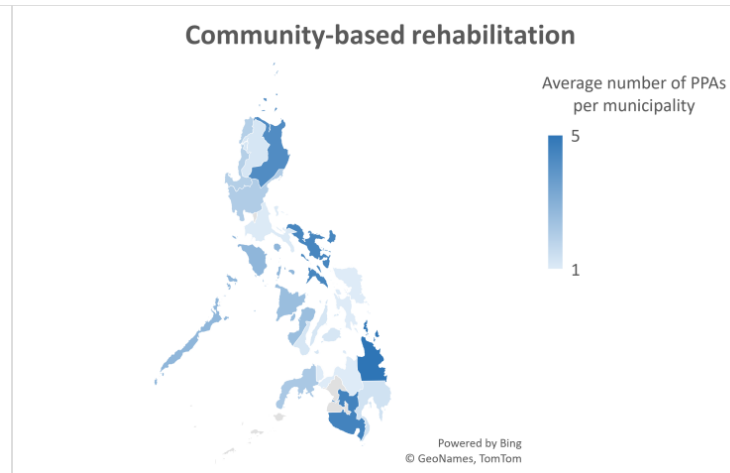
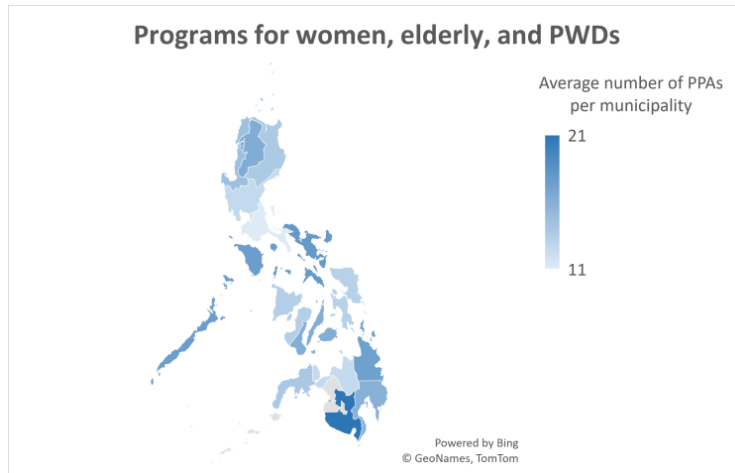


... observable variation in social welfare sector priorities (continued)...

Cities

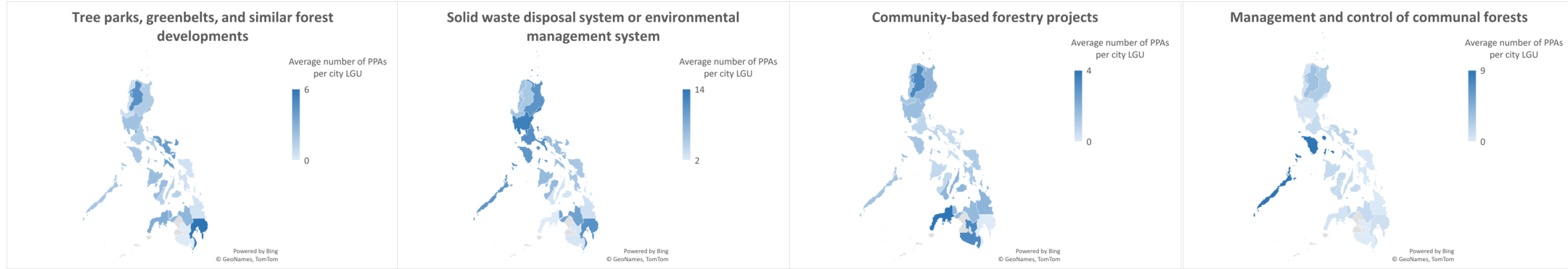


Municipalities

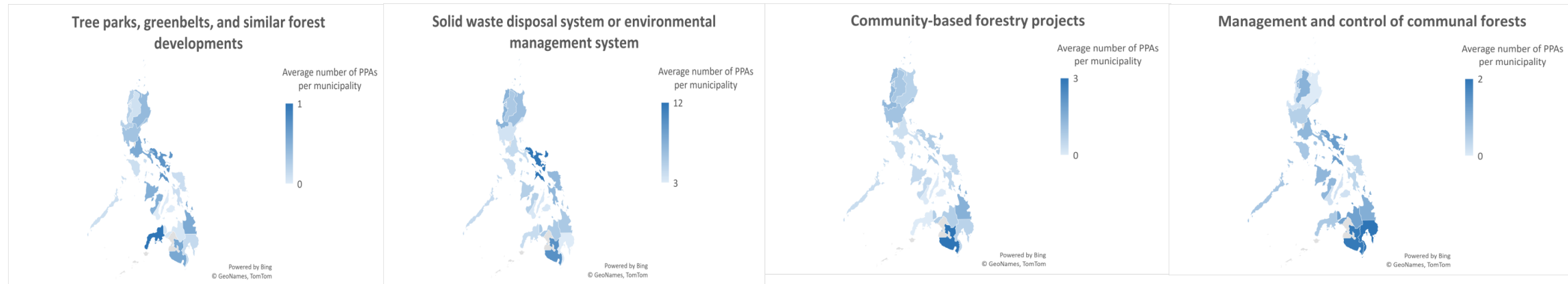


... observable variation in environment sector priorities...

Cities

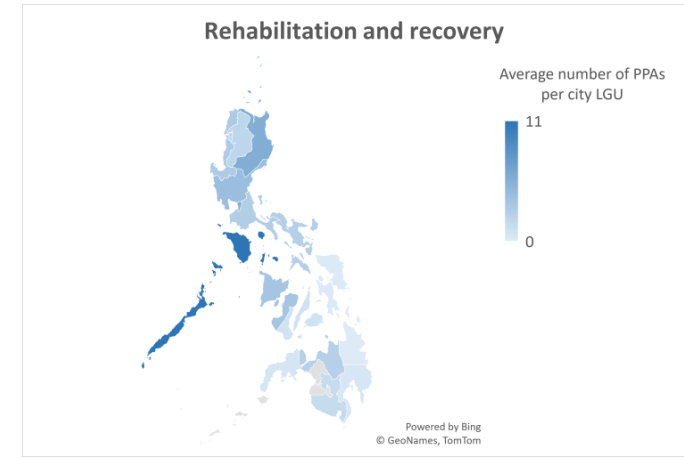
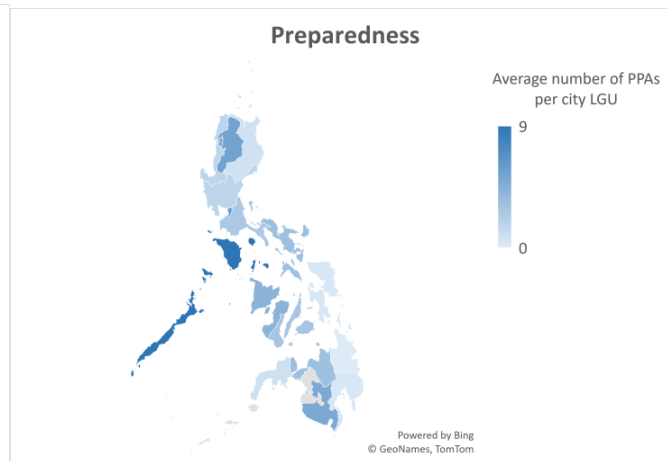
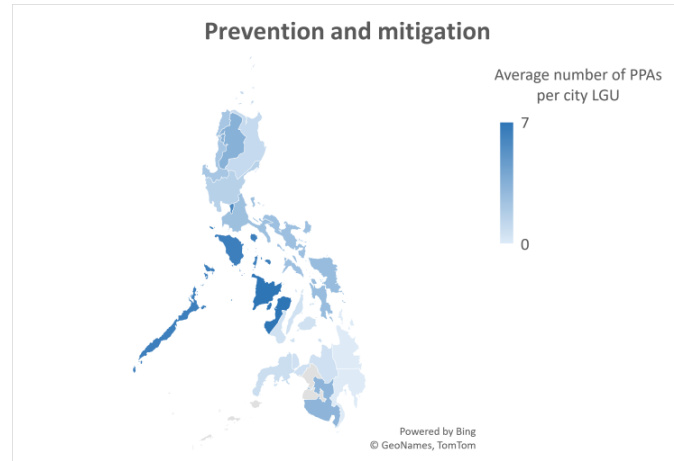


Municipalities

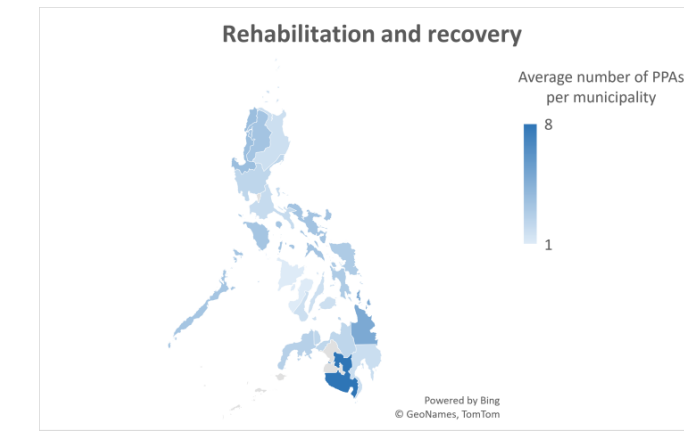
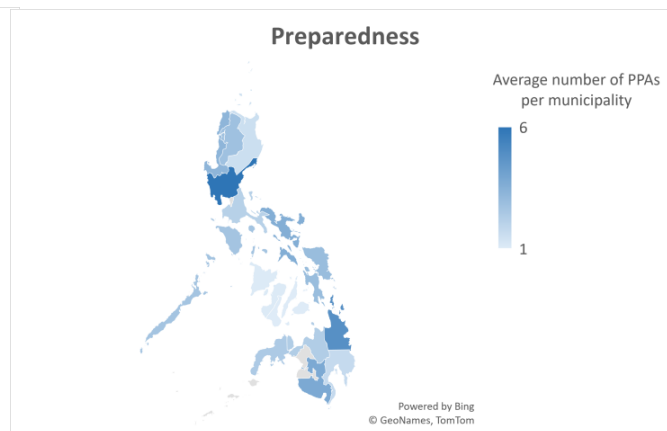
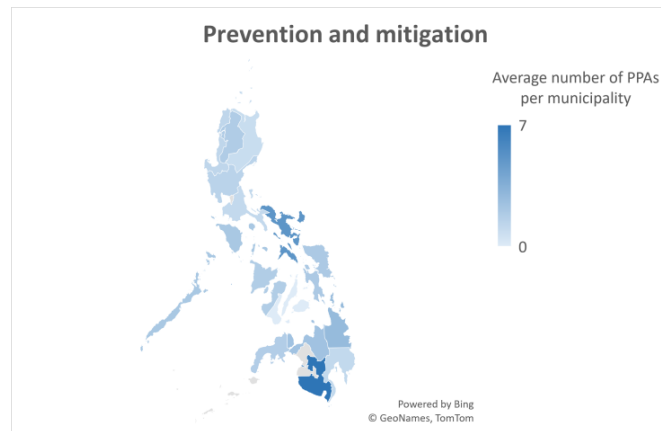


... observable variation in DRRM sector...

Cities

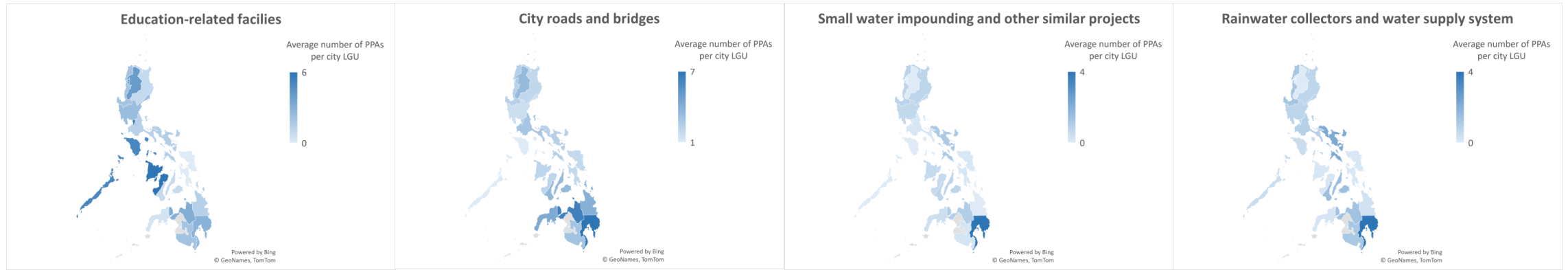


Municipalities

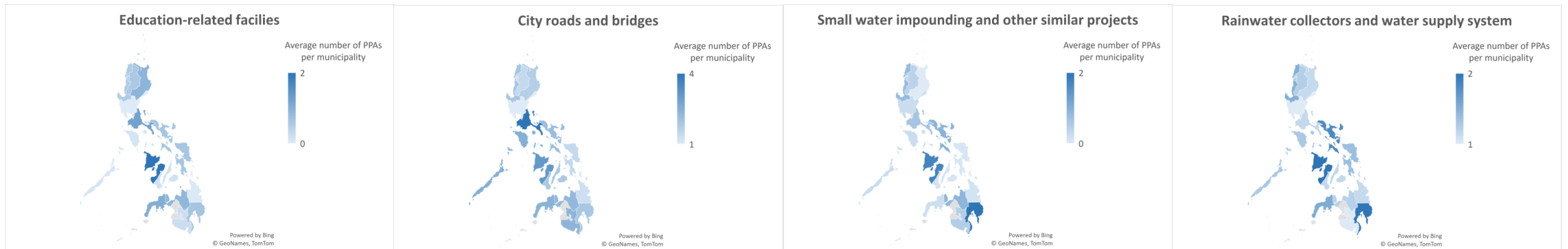


... observable variation in infrastructure priorities...

Cities

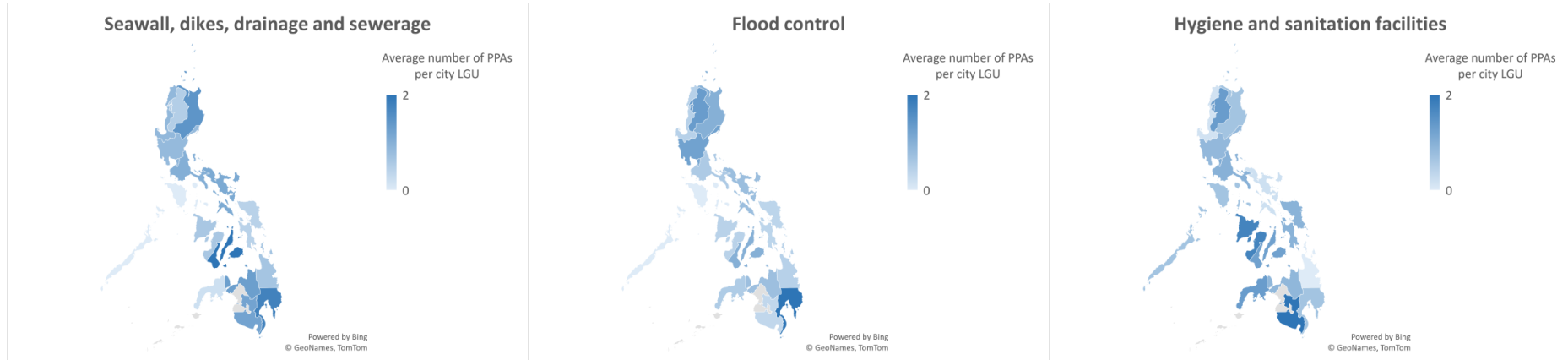


Municipalities

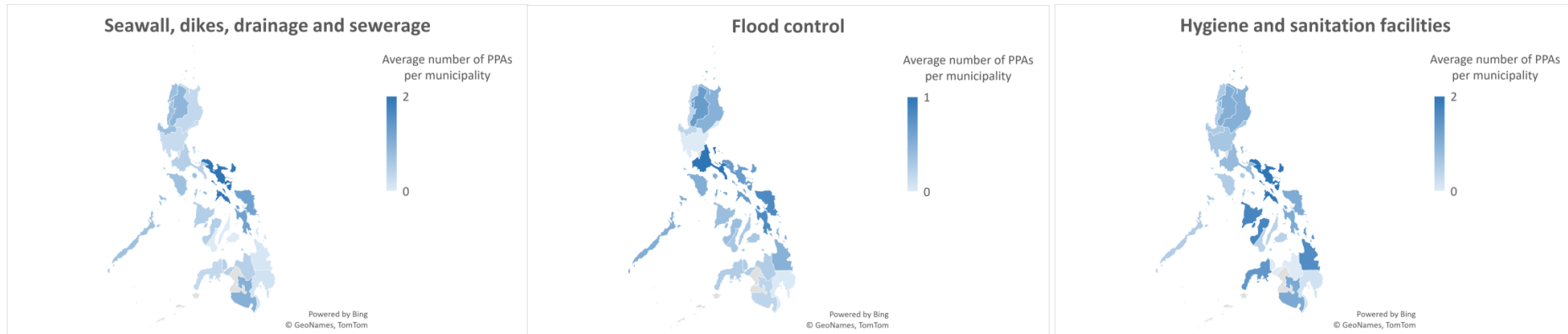


... observable variation in infrastructure priorities (continued)...

Cities



Municipalities



5. PHASING AND NATURE OF DEVOLVED PPAS

DTP ANNEX F-1

5.1 Methodology

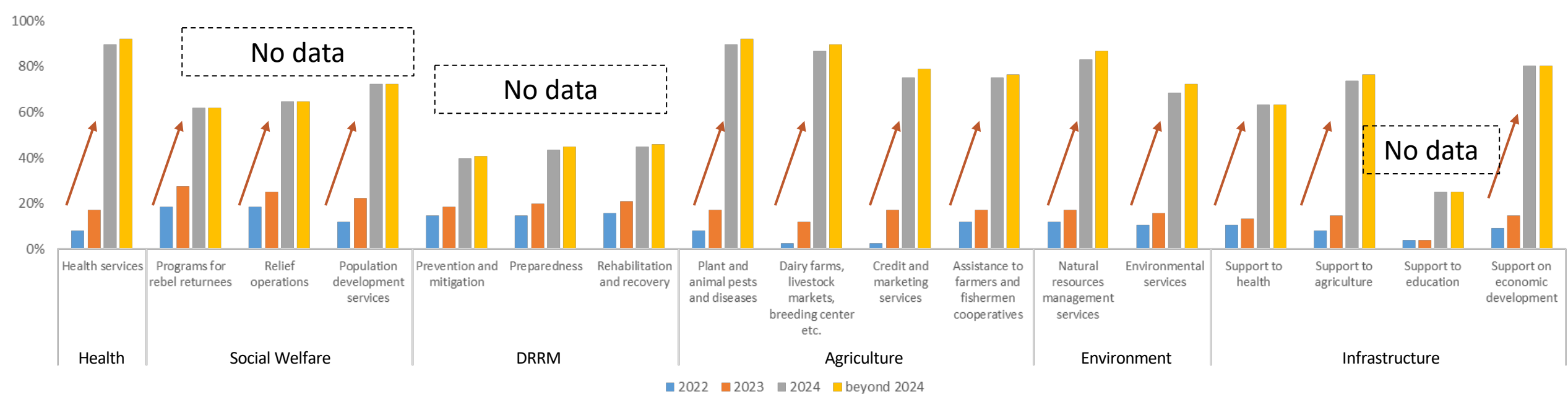
- Based on LGU self-assessment: forecast date or year of full assimilation of all identified PPAs for devolution.
- The study team considers the latest year identified in the phasing of PPAs/functions as the year that full assumption is completed.
- Completion rate per function
 - Computed as the share in the number of LGUs that have assumed full devolution of the functions in years 2022 to 2024 and beyond, if any.

5.2 Observed trends

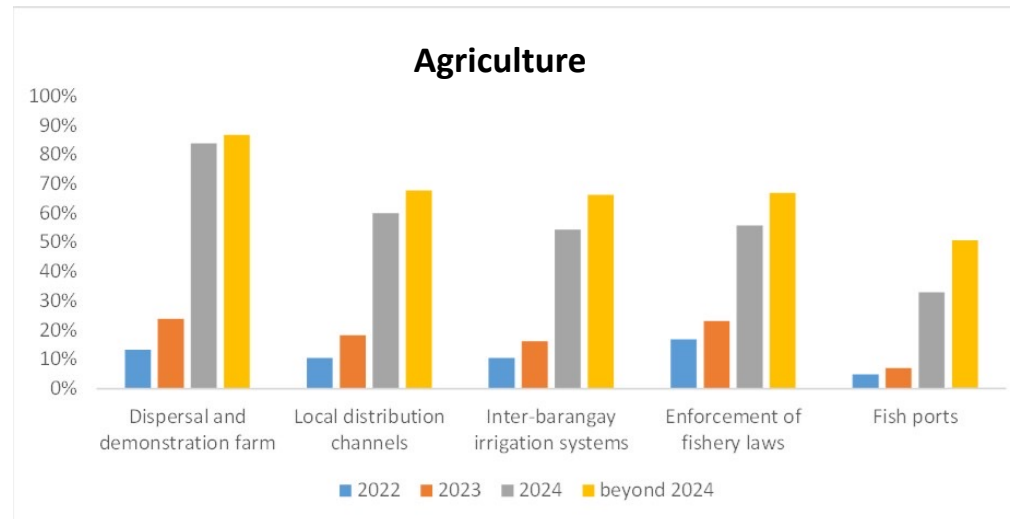
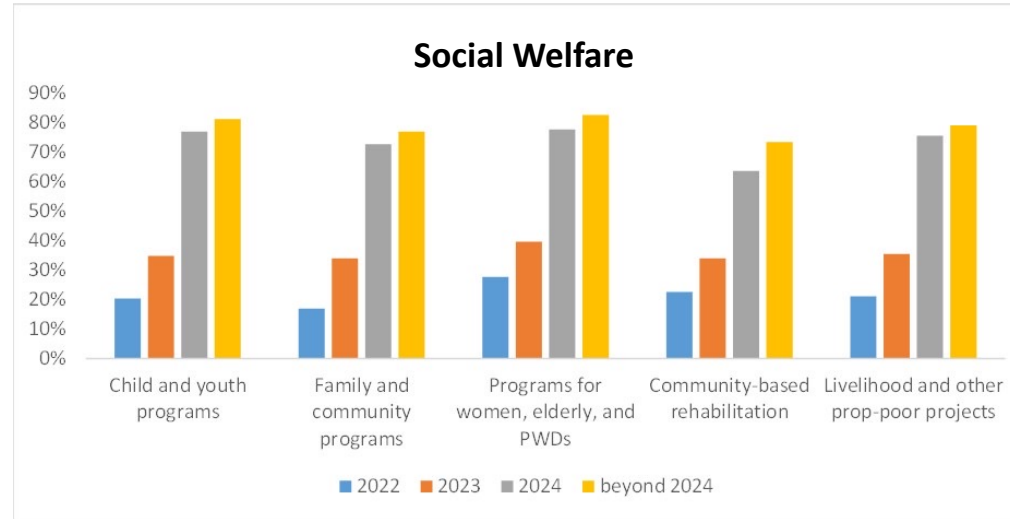
General observations on provincial, city, and municipal DTPs:

- Based on LGU estimates none of the devolved functions are expected to be fully devolved by end of 2024.
- From year 2023, there is a noticeable jump in completion rate by end-2024.
- Missing/ no completion year is provided for a significant number of devolved functions.

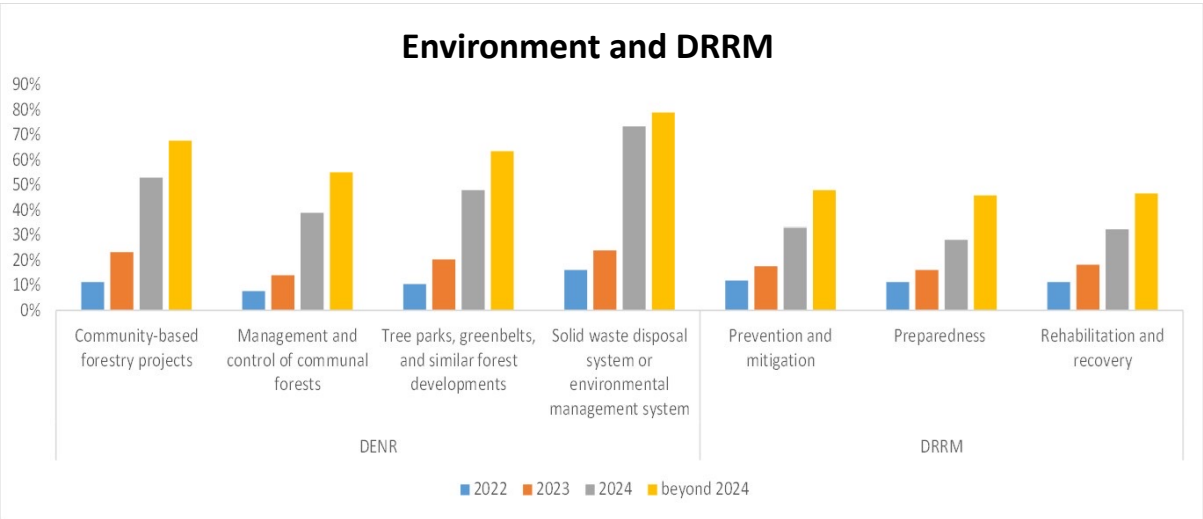
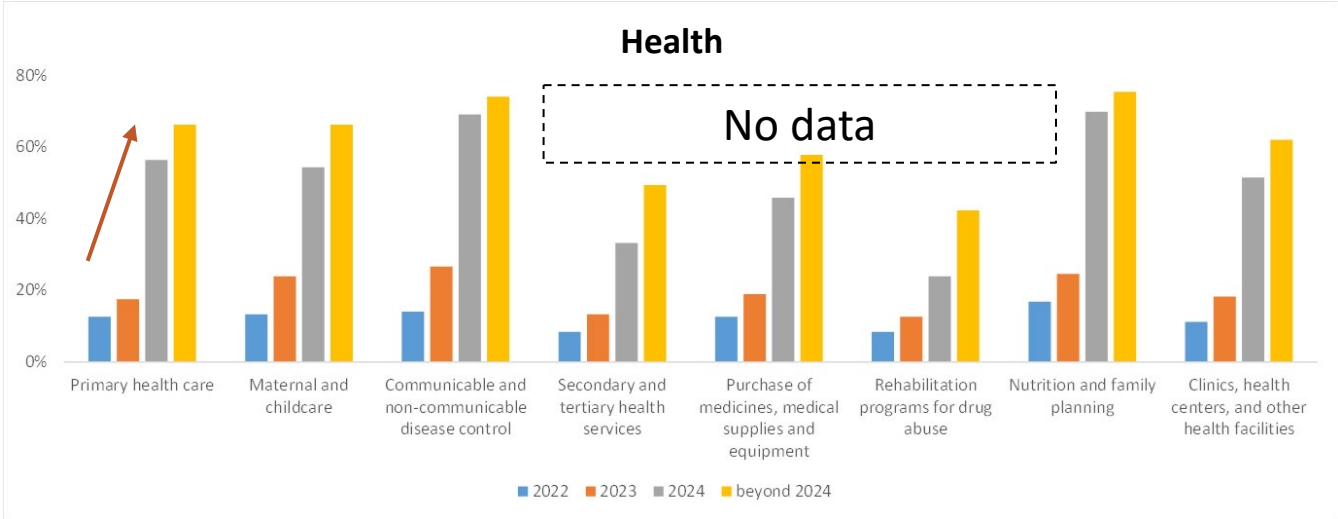
5.3 Projected completion rates by provincial LGUS



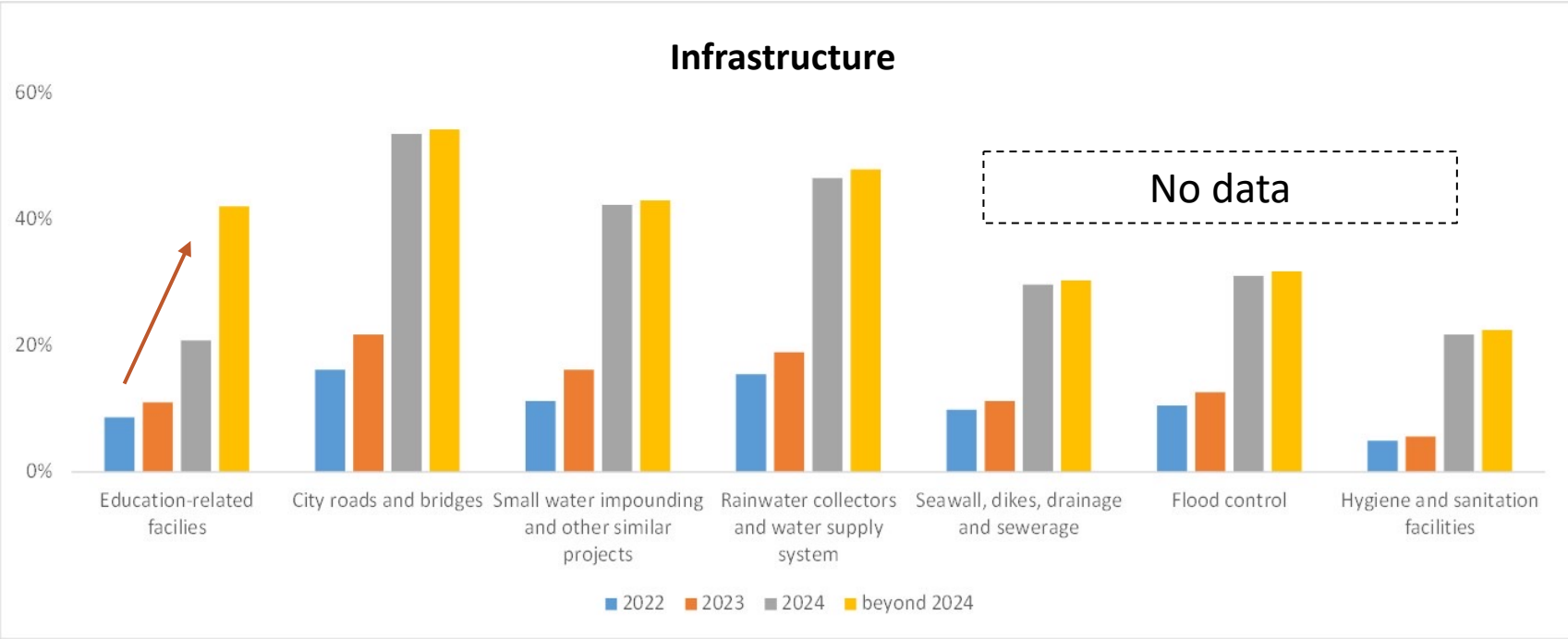
5.4 Projected completion rates by city LGUS



5.4 Projected completion rates by city LGUS

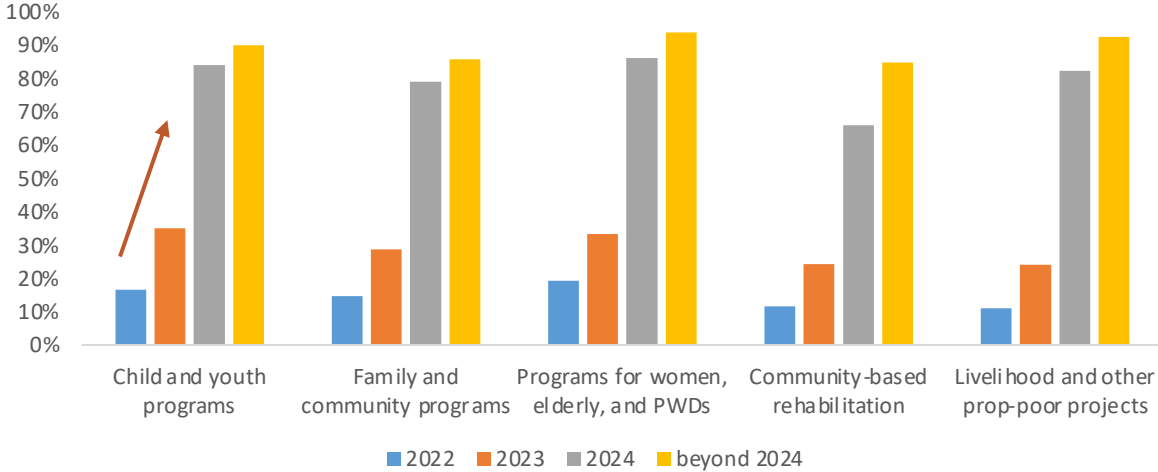


5.4 Projected completion rates by city LGUS

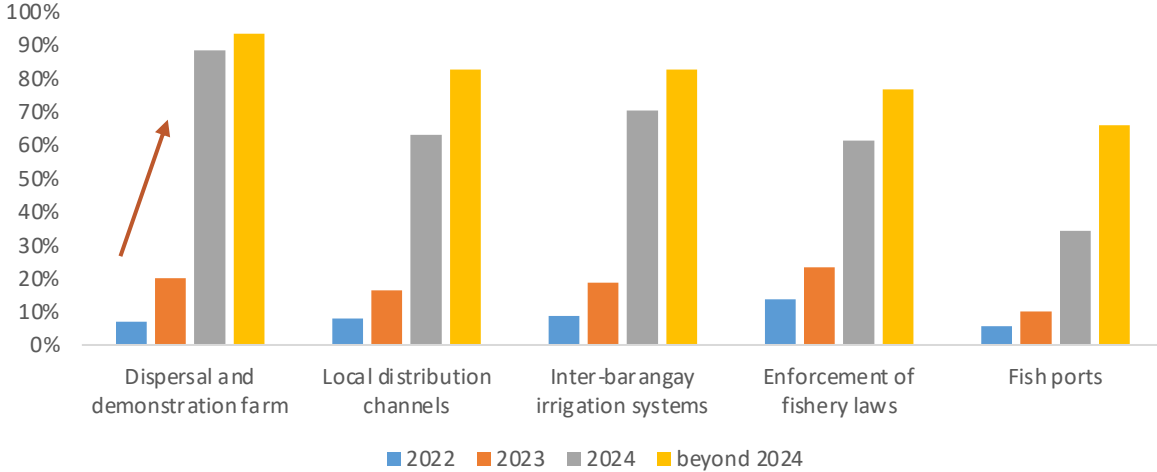


5.5 Projected completion rates by municipal LGUS

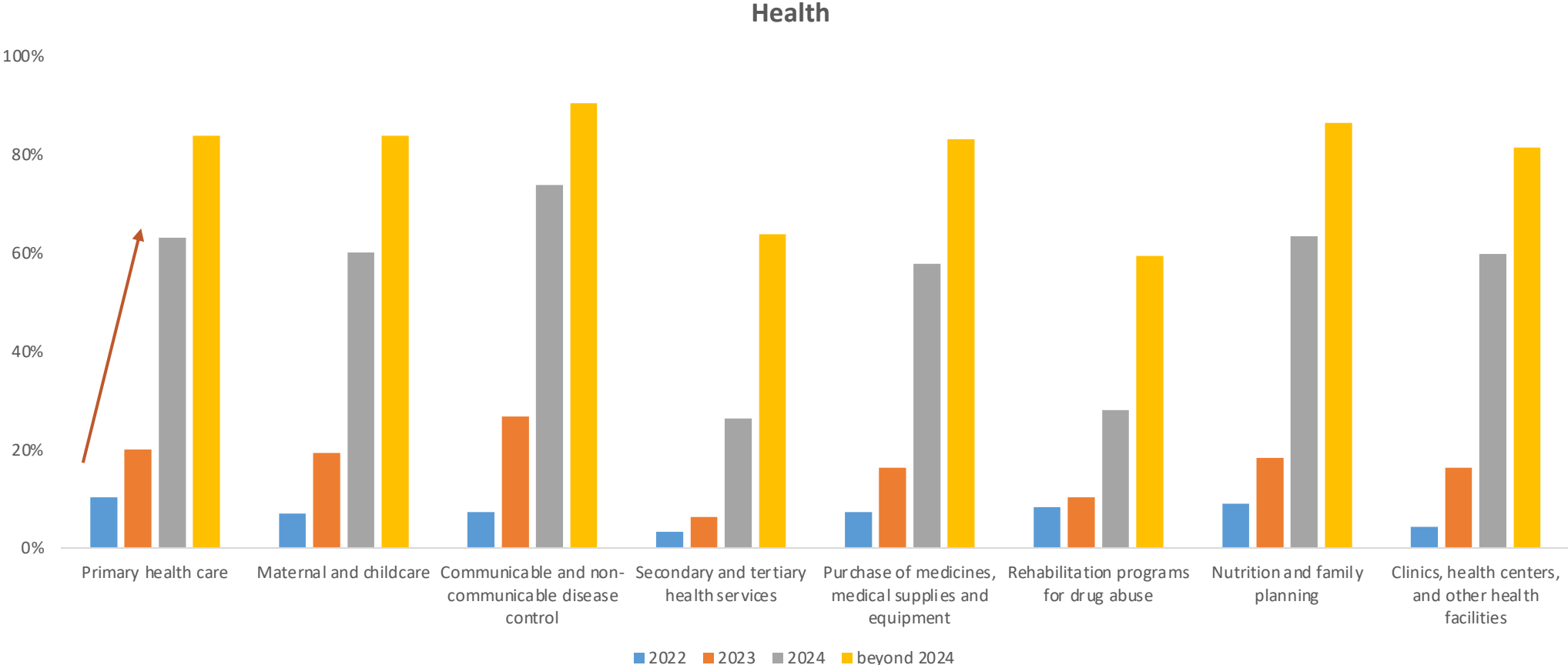
Social welfare



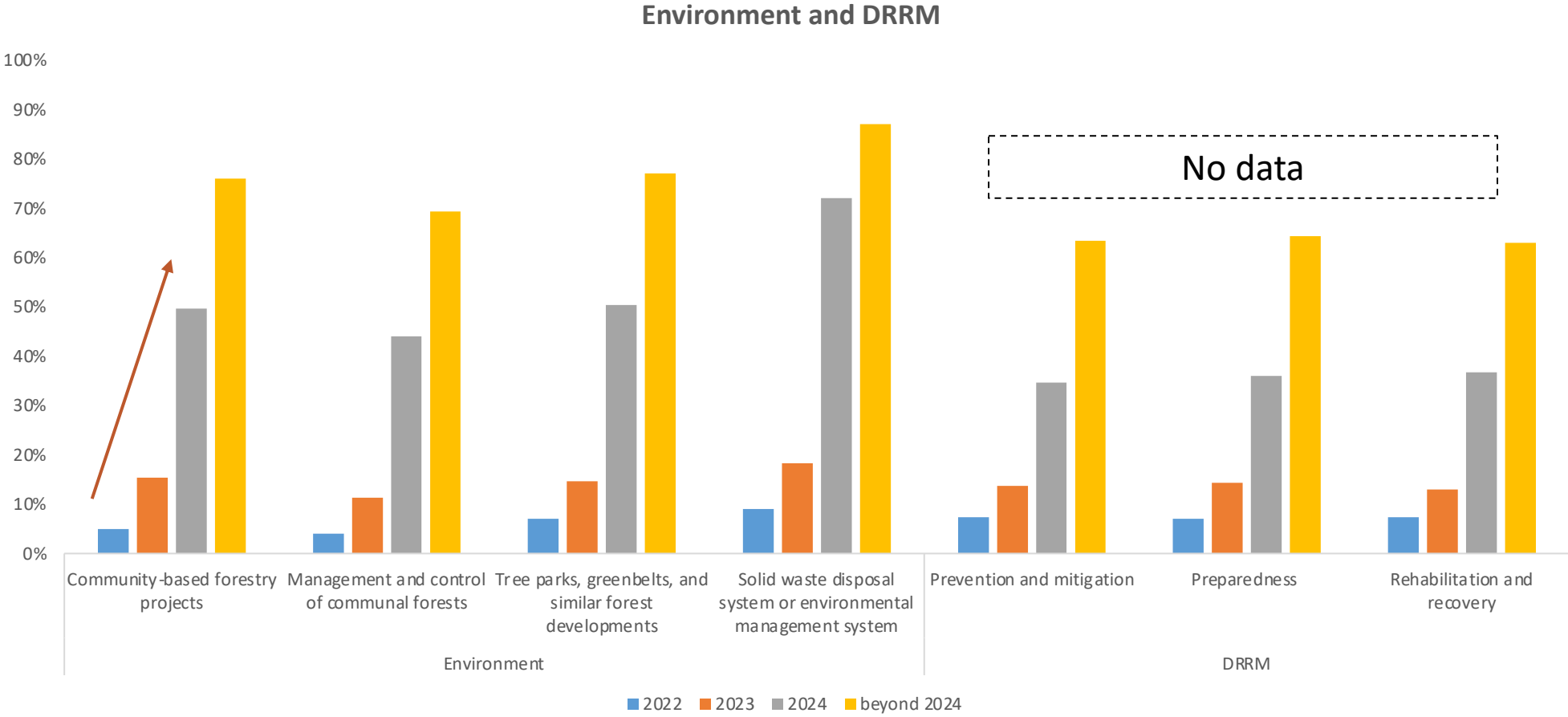
Agriculture



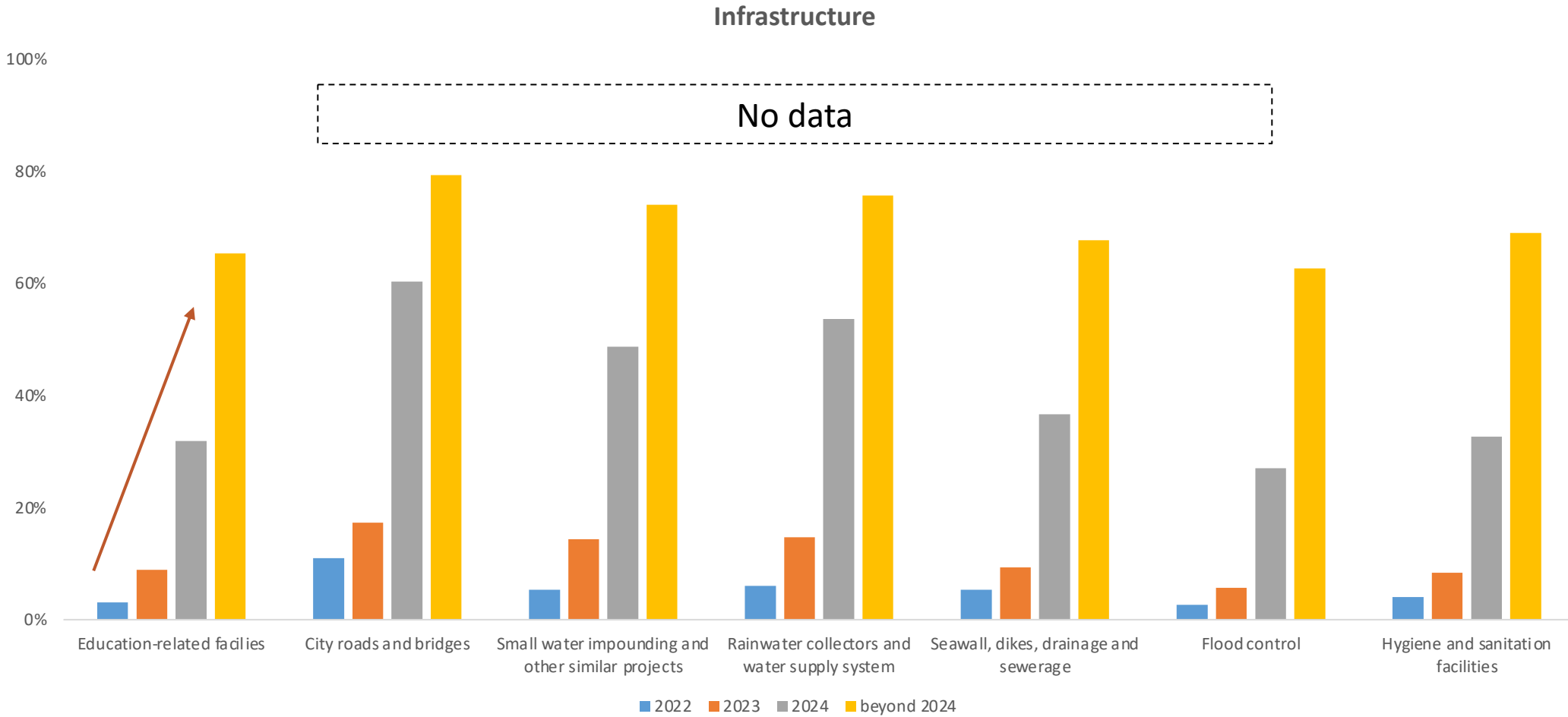
5.5 Projected completion rates by municipal LGUS



5.5 Projected completion rates by municipal LGUS



5.5 Projected completion rates by municipal LGUS



6. CAPACITY DEVELOPMENT INTERVENTIONS

DTP ANNEX G-1

6.1 Needed interventions

The DILG defined the following capacity development pillars for 2022-2024:

- Structure
- Competencies
- Management systems
- Enabling policies
- Knowledge management
- Leadership

For each pillar, the LGU identified needed interventions which were classified into:

- hiring of personnel,
- orientation or consultations with respect to guidelines/rules/ordinances,
- development of a monitoring and evaluation tool,
- acquisition or procurement of equipment and construction,
- trainings and technical assistance, and
- other interventions not classified above.

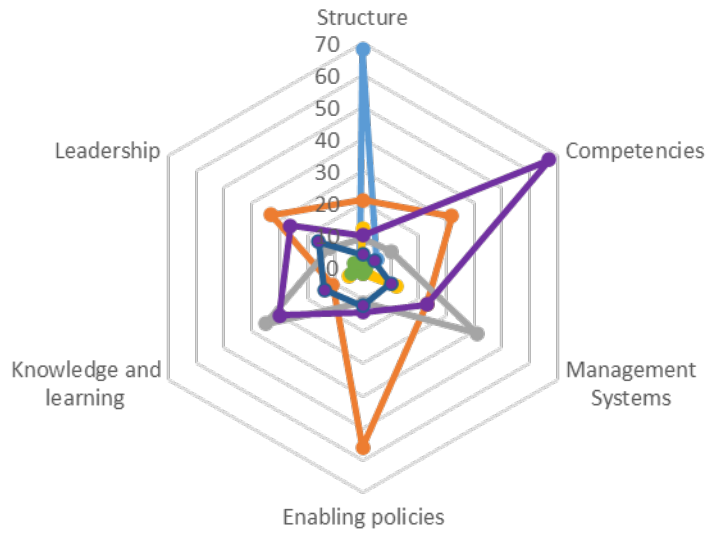
6.2 Cross-cutting observations

The study observes similarities with needed interventions identified in provincial, city, and municipal DTPs.

- Structure pillar: hiring of personnel/ increase in *plantilla*, supported by the orientation of guidelines, resolutions, or ordinances concerning the devolved functions
- Competencies, knowledge and learning: trainings and technical assistance which address LGU capacity needs
- The next widely identified need is the development of monitoring and evaluation tools.
- Fewer LGUs identified acquisition and procurement of equipment, and construction of facilities as a needed intervention for devolution.
- LGUs exhibit a limited listing of capacity development requirements for the devolution of DRRM and DPWH functions.

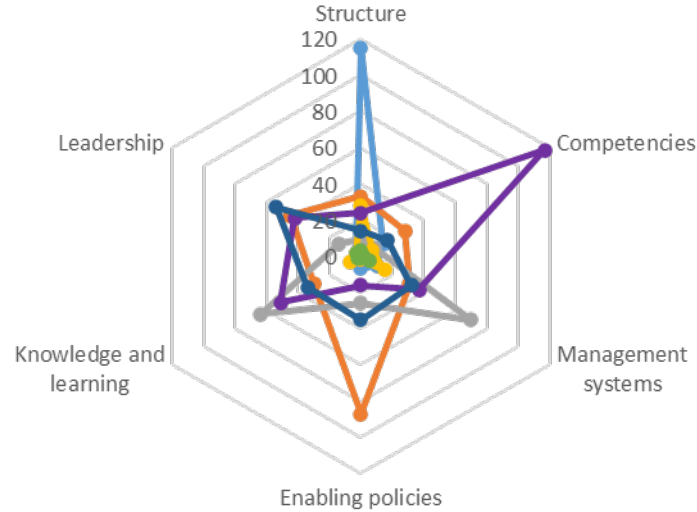
6.3 Capacity development interventions for the social welfare sector

Provinces



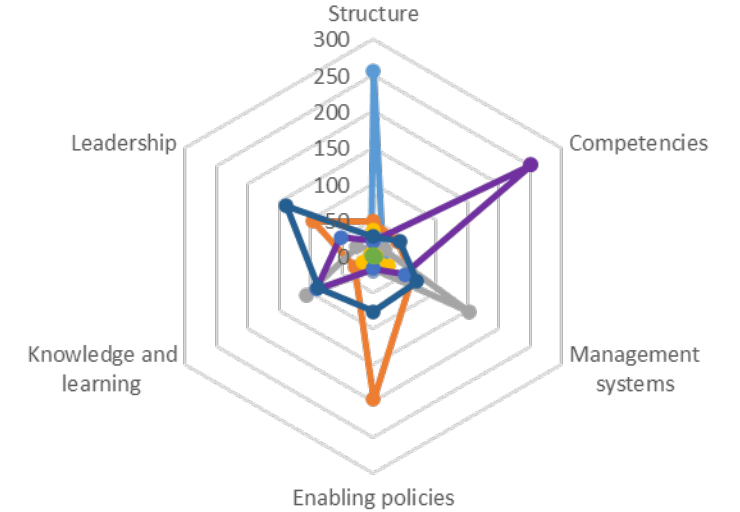
- Hiring of personnel
- Guidelines/ rules/ Ordinances/ consultation
- Develop M&E tool
- Acquisition/ Procurement/ Construction
- Trainings/ technical assistance
- Others
- None

Cities



- Hiring of personnel
- Guidelines/ rules/ Ordinances/ consultation
- Develop M&E tool
- Acquisition/ Procurement/ Construction
- Trainings/ technical assistance
- Others
- None

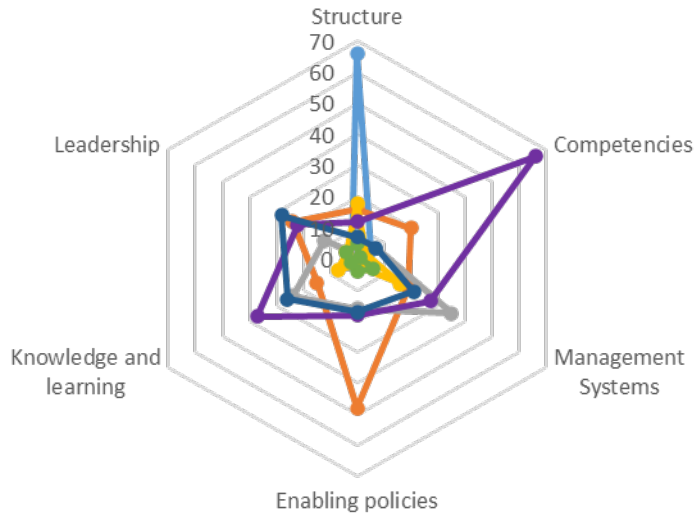
Municipalities



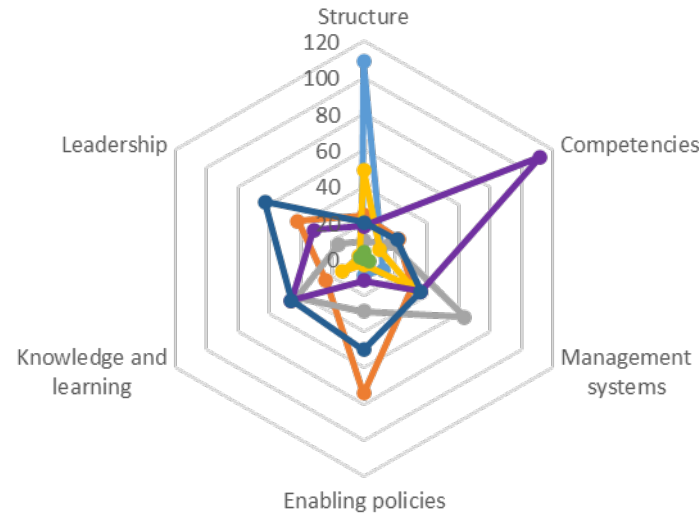
- Hiring of personnel
- Guidelines/ rules/ Ordinances/ consultation
- Develop M&E tool
- Acquisition/ Procurement/ Construction
- Trainings/ technical assistance
- Others
- None

6.4 Capacity development interventions for the health sector

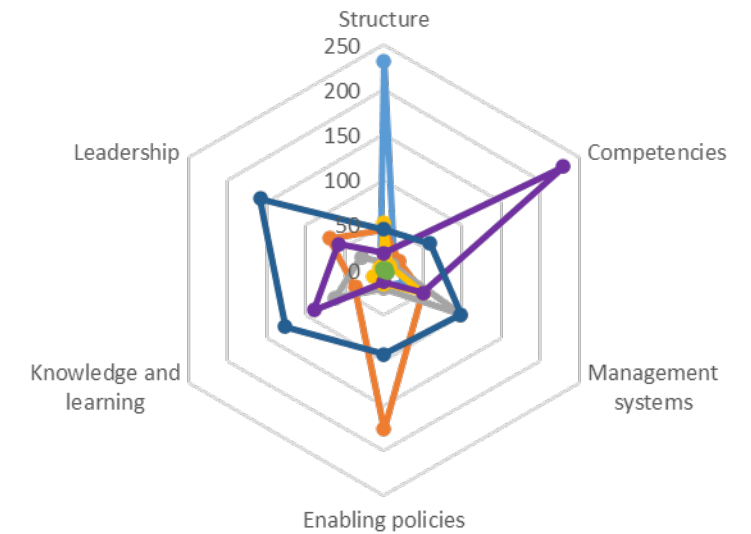
Provinces



Cities



Municipalities



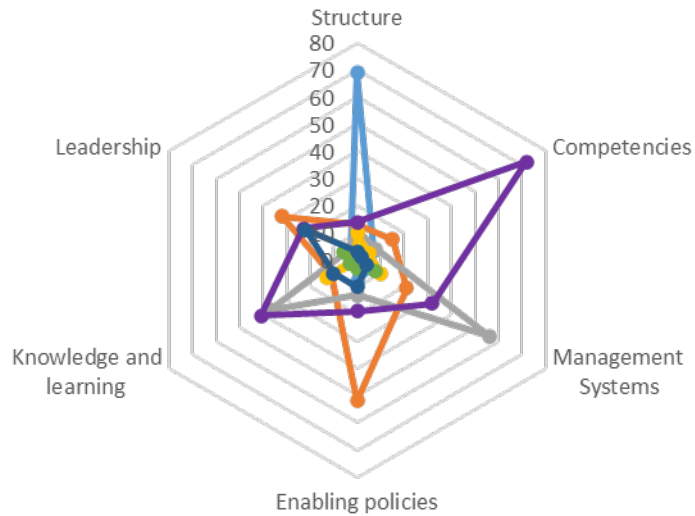
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- Develop M&E tool
- Acquisition/ Procurement/ Construction
- Trainings/ technical assistance
- Others
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- Others
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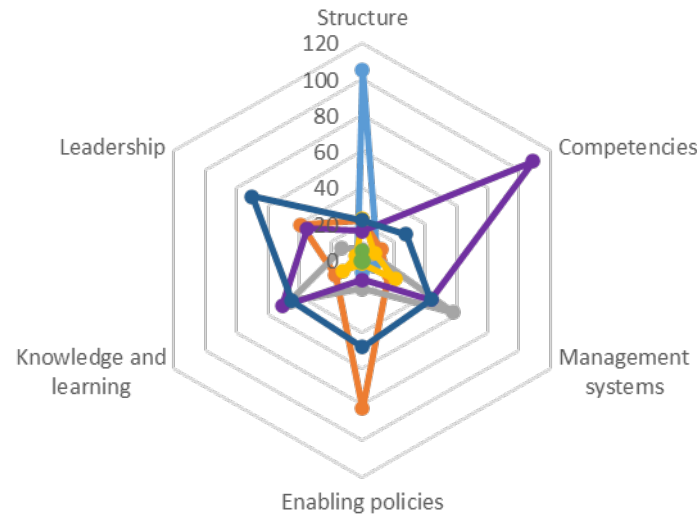
- Hiring of personnel
- Guidelines/ rules/ Ordinances/ consultation
- Develop M&E tool
- Acquisition/ Procurement/ Construction
- Trainings/ technical assistance
- Others
- None

6.5 Capacity development interventions for the agriculture sector

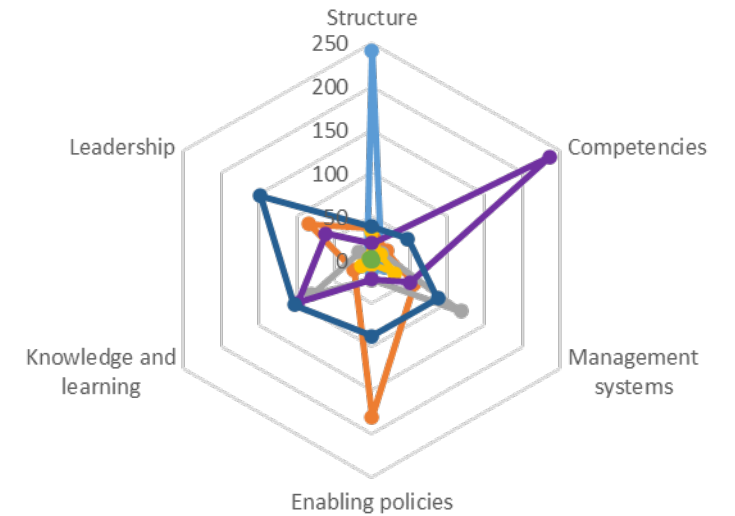
Provinces



Cities



Municipalities



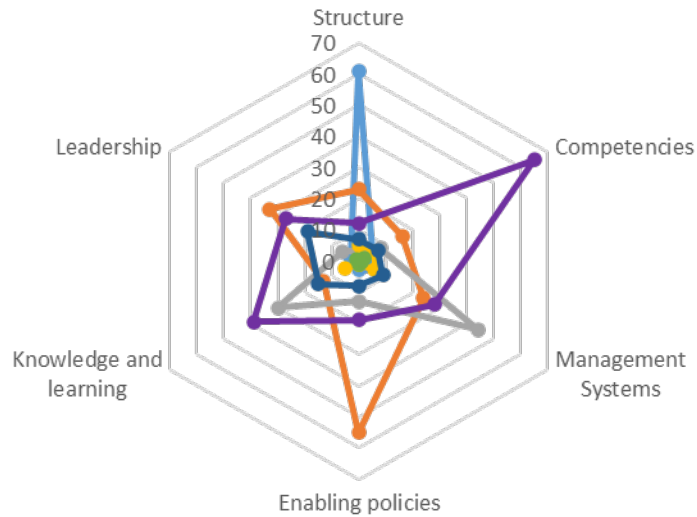
- Hiring of personnel
- Guidelines/ rules/ Ordinances/ consultation
- Develop M&E tool
- Acquisition/ Procurement/ Construction
- Trainings/ technical assistance
- Others
- None

- Hiring of personnel
- Guidelines/ rules/ Ordinances/ consultation
- Develop M&E tool
- Acquisition/ Procurement/ Construction
- Trainings/ technical assistance
- Others
- None

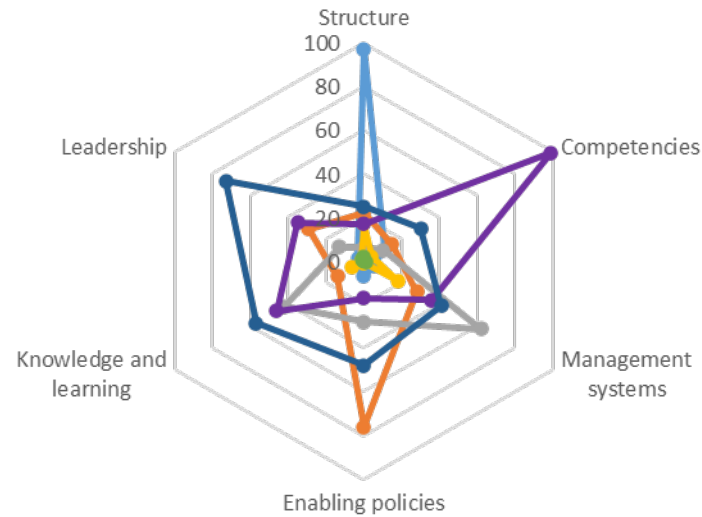
- Hiring of personnel
- Guidelines/ rules/ Ordinances/ consultation
- Develop M&E tool
- Acquisition/ Procurement/ Construction
- Trainings/ technical assistance
- Others
- None

6.6 Capacity development interventions for the environment sector

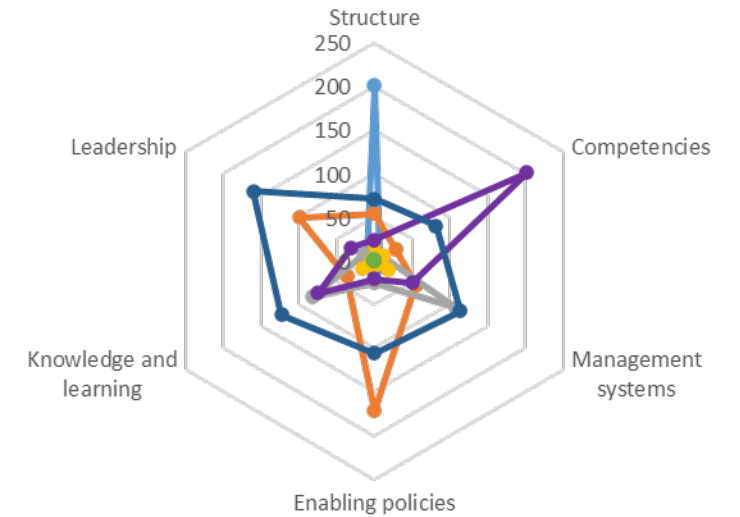
Provinces



Cities



Municipalities



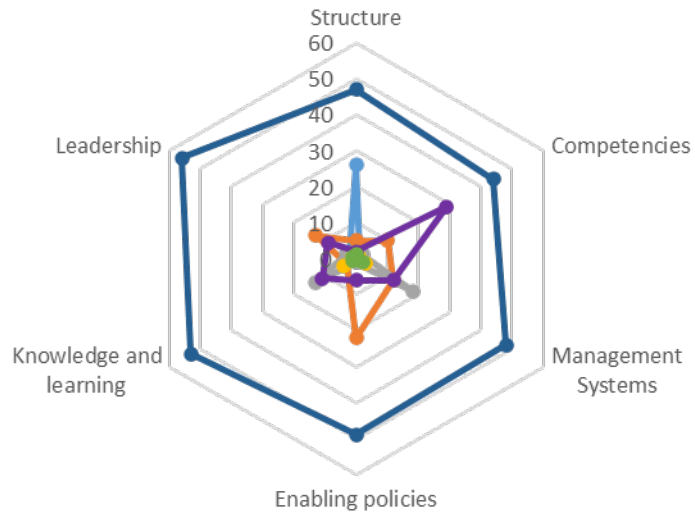
- Hiring of personnel
- Guidelines/ rules/ Ordinances/ consultation
- Develop M&E tool
- Acquisition/ Procurement/ Construction
- Trainings/ technical assistance
- Others
- None

- Hiring of personnel
- Guidelines/ rules/ Ordinances/ consultation
- Develop M&E tool
- Acquisition/ Procurement/ Construction
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- Hiring of personnel
- Guidelines/ rules/ Ordinances/ consultation
- Develop M&E tool
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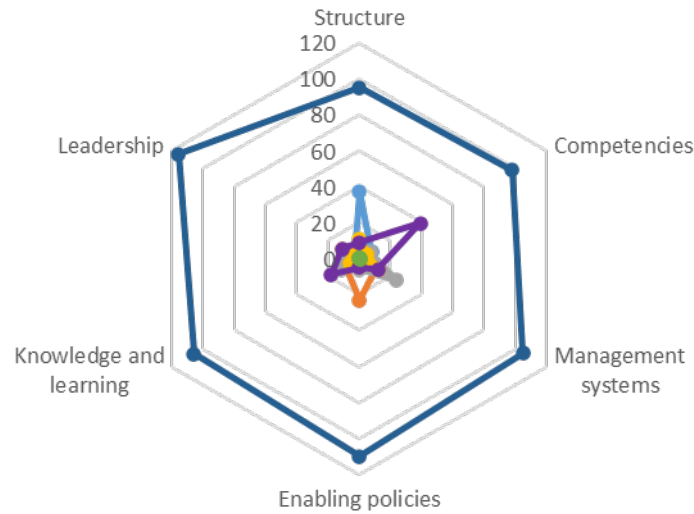
6.7 Capacity development interventions for DRRM

Provinces



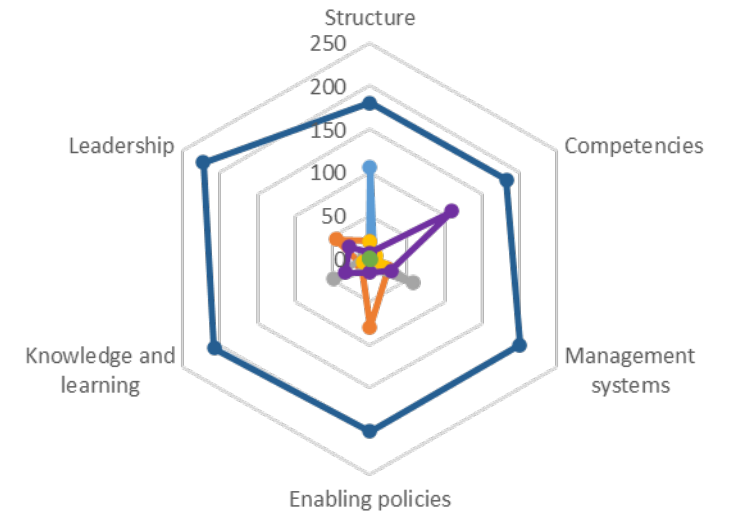
- Hiring of personnel
- Guidelines/ rules/ Ordinances/ consultation
- Develop M&E tool
- Acquisition/ Procurement/ Construction
- Trainings/ technical assistance
- Others
- None

Cities



- Hiring of personnel
- Guidelines/ rules/ Ordinances/ consultation
- Develop M&E tool
- Acquisition/ Procurement/ Construction
- Trainings/ technical assistance
- Others
- None

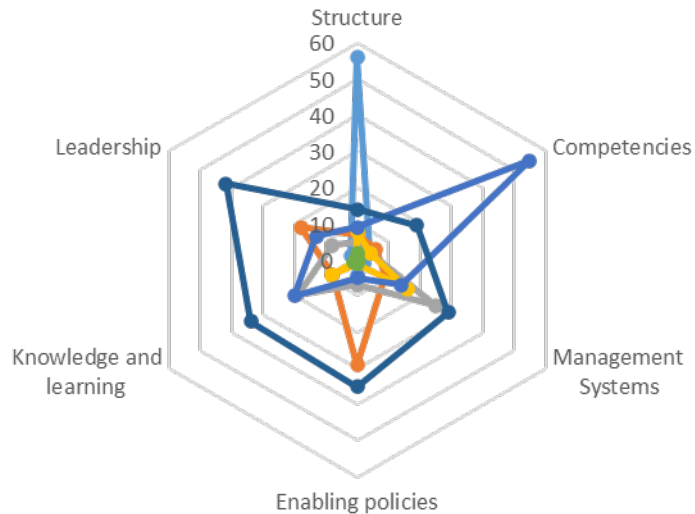
Municipalities



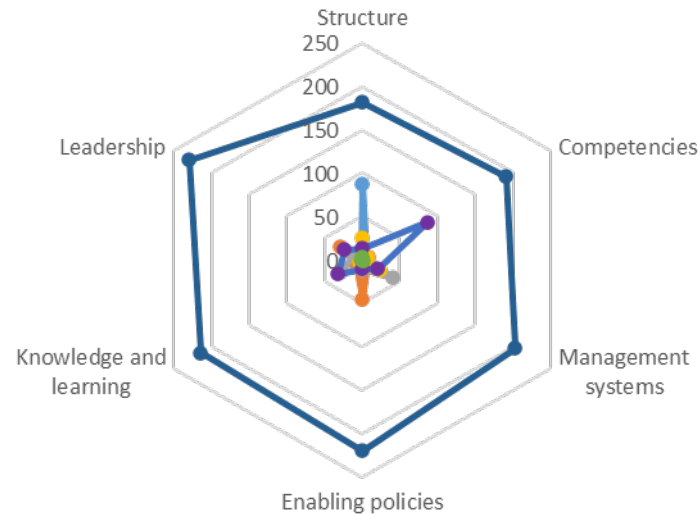
- Hiring of personnel
- Guidelines/ rules/ Ordinances/ consultation
- Develop M&E tool
- Acquisition/ Procurement/ Construction
- Trainings/ technical assistance
- Others
- None

6.8 Capacity development interventions for the infrastructure sector

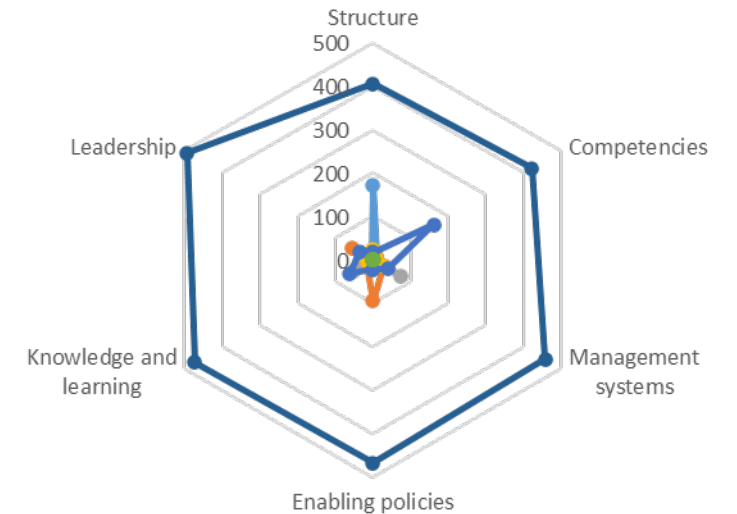
Provinces



Cities



Municipalities



- Hiring of personnel
- Guidelines/ rules/ Ordinances/ consultation
- Develop M&E tool
- Acquisition/ Procurement/ Construction
- Trainings/ technical assistance
- Others
- None

- Hiring of personnel
- Guidelines/ rules/ Ordinances/ consultation
- Develop M&E tool
- Acquisition/ Procurement/ Construction
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- Others
- None

- Hiring of personnel
- Guidelines/ rules/ Ordinances/ consultation
- Develop M&E tool
- Acquisition/ Procurement/ Construction
- Trainings/ technical assistance
- Others
- None

7. KEY TAKEAWAYS

➤ ***Need for guidance from NGAs***

- Ambiguity on how local governments develop their DTPs
- The number of PPAs for the different sectors is weakly correlated with the fiscal and social outcomes (IRA, population densities, and poverty incidence)
- The mapping of identified PPAs illustrates great variation across provincial, city, and municipal priorities
- Benchmarking against national agency priorities is difficult due to the absence of NGA DTPs (with the exception of DOH)

➤ ***Need for guidance on DRRM***

- Consistent pattern of under-identification of DRRM functions/ completion dates/ capacity requirements in LGU DTPs across the different provinces, cities and municipalities.

7. KEY TAKEAWAYS (cont'd)

➤ **Target devolution by 2024**

- Based on LGU projections, none of the devolved functions are expected to be fully devolved by end-2024.
- There is a consistent and notable jump in completion rates between the years 2023 and 2024.
- LGUs failed to provide an expected completion year for the many of the devolved functions: on average 30% of LGUs provided no projected completion dates.

➤ **Capacity development interventions**

- Emphasis on additional manpower requirements, supported by training and technical assistance, and guidelines/ orientation from national government.
- Need to develop a monitoring and evaluation tool; need for collection of data for evaluation.
- Fewer LGUs identified acquisition and procurement of equipment, and construction of facilities as a needed capacity intervention for devolution
- There is a lack of data on LGUs' capacity requirements for DRRM and DPWH devolved functions

7. KEY TAKEAWAYS (cont'd)

➤ *Need for baseline indicators*

- Need for primary data collection of baseline indicators which cover the following:
 - LGU administrative and fiscal capacity,
 - a comprehensive inventory and quality measures of current, existing public services, and
 - baseline social and economic outcome indicators for the provincial, city and municipal levels

8. RECOMMENDATIONS

➤ ***Greater role of coordination***

- To help improve the planning and implementation of the LGU DTPs, concerned NGAs can assess whether the LGUs were able to properly identify sectoral PPAs that would reflect regional or provincial priority sectors.
- NGA DTP can help in benchmarking LGU DTPs.

➤ ***Not one size fits all***

- The adoption of asymmetric decentralization and asymmetrical central policies can help accommodate inherent differences across LGU needs and capacities.

➤ ***Mechanism for collection of baseline data for monitoring and evaluation***

- The institutionalization of quality data collection and monitoring within the LGUs can aid in the evaluation of decentralization impacts over the long run.

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