

NINETEENTH CONGRESS OF THE
REPUBLIC OF THE PHILIPPINES
First Regular Session

)
)
)



Senate
Office of the Secretary

22 OCT 13 P 6:35

SENATE

S. No. 1392

RECEIVED BY:

Introduced by SENATOR RAMON BONG REVILLA, JR.

**AN ACT
INSTITUTIONALIZING A RESULTS-BASED NATIONAL EVALUATION POLICY
EXPLANATORY NOTE**

Medium-term planning is part of the customs of every new administration - drafting a six-year development plan that outlines its goals and objectives, and specifying the strategies, policies, programs and projects required to meet them.

Indeed, sound policies and programs are major determinants of development. It is therefore imperative to determine whether these policies and programs are appropriate, implemented correctly, and able to meet their objectives. It is necessary to know if there are better policies or programs that can meet the desired national goals and deter delays, cost overruns and unmet objectives.

A policy or program which may have succeeded in a particular context may no longer be relevant and effective in another, thus context-specific evaluation is important in determining its soundness and timeliness.

Evaluation of planned, ongoing, or completed policies and programs provides the evidence to ascertain their relevance, efficiency, effectiveness, impact, and sustainability (Valdez and Bamberger, 1994). It can also yield important lessons to improve policy and program formulation and implementation. Moreover, evaluation can contribute to good governance by promoting transparency and accountability.

Unfortunately, evaluation is yet to be systematically integrated in the processes and systems of government. Evaluation has been conducted on only a few and selected programs and projects, mostly on the initiatives of international development agencies. In 2015, the National Economic and Development Authority (NEDA) and the

Department of Budget and Management (DBM) issued Joint Memorandum Circular No. 2015-01 establishing an evaluation policy framework to govern the practice of evaluation of programs and projects receiving budgetary support from the government. However, the Circular is only limited to the Executive Branch and subject to uncertainty especially when there is a change in government administration.

Recognizing the importance of evaluation, some countries have statutes institutionalizing variants of a National Evaluation Policy (NEP) that applies to all government branches and levels, while many other countries are still in the process of establishing their own NEP (Rosenstein, 2015). A National Evaluation Policy defining the purpose, responsibilities, functions and organization of the public-sector evaluation function in a particular country can facilitate the development of an enabling environment and the institutional and individual capacities for evaluation to reach its full potential.

This bill aims to mandate the establishment of a Result-Based National Evaluation Policy to harness the enormous potential of evaluation as important means for addressing poverty and improving the lives of all Filipinos by ensuring that public policies, strategies, programs and projects are guided by sound evidence and lead to effective and equitable results.

Hence, the immediate passage of this measure is earnestly sought.


RAMON BONG REVILLA, JR. 

NINETEENTH CONGRESS OF THE
REPUBLIC OF THE PHILIPPINES
First Regular Session

)
)
)



Senate
Office of the Secretary

22 OCT 13 P6:35

SENATE

S. No. 1392

RECEIVED BY:

Introduced by SENATOR RAMON BONG REVILLA, JR.

**AN ACT
INSTITUTIONALIZING A RESULTS-BASED NATIONAL EVALUATION POLICY**

Be it enacted by the Senate and House of Representatives of the Philippines in Congress assembled:

1 Section 1. *Short Title.* - This Act shall be known as the "*Results-Based National*
2 *Evaluation Policy (RBNEP) Act.*"

3
4 Sec. 2. *Declaration of Policy.* - It is the policy of the State to ensure the
5 relevance, efficiency, effectiveness, coherence, and impact of laws, policies,
6 strategies, and programs, activities, and projects (PAPs) of the government, through
7 the regular conduct and use of credible evaluations of its interventions to achieve its
8 inclusive development and poverty reduction goals.

9
10 Sec. 3. *Policy Objectives.* - The RBNEP intends to achieve the following
11 objectives:

- 12 a. Facilitate the institutionalization of an integrated evaluation system of the
13 government;
14 b. Ensure the timely provision to government decision makers of credible and
15 useful evaluations in support of results-based formulation, planning, budgeting,
16 implementation, and oversight of government interventions;
17 c. Ensure the systematic utilization of evaluation findings and recommendations
18 for the continuous improvement of government interventions; and
19 d. Promote greater transparency and accountability for results of government

1 departments, agencies, and other instrumentalities.

2
3 *Sec. 4. Definition of Terms.* - The terms used in this Act are defined as follows:

- 4 a. *Government Interventions* refer to the laws, policies, strategies, and programs,
5 activities, and projects (PAPs) of the government departments, agencies, and
6 other instrumentalities.
- 7 b. *Results* refer to changes in a state or condition due to a government
8 intervention. There are three types of such changes--outputs, outcomes, and
9 impacts—which can be intended or unintended, positive and/or negative.
- 10 c. *Evaluation* refers to the systematic and impartial assessment of the results of
11 government interventions. It provides credible information on the efficiency,
12 effectiveness, relevance, coherence, impact, and sustainability of government
13 interventions, enabling the incorporation of lessons learned into the decision-
14 making process.
- 15 d. *Monitoring* refers to a continuous and systematic collection of data on key
16 results indicators to track progress in achieving the objectives of government
17 interventions.
- 18 e. *Outputs* refer to the goods and services delivered to the external stakeholders
19 of government departments, agencies and other instrumentalities
20 implementing government interventions.
- 21 f. *Outcomes* refer to the short-term and medium-term benefits to clients,
22 beneficiaries, and stakeholders, as a result of the outputs of government
23 interventions.
- 24 g. *Impacts* are higher-level sectoral and societal benefits and other consequences
25 of government interventions. Impacts take place long after target individuals,
26 groups, systems or organizations have experienced the outputs and outcomes
27 of government interventions.

28
29 *Sec. 5. Coverage.* - The RBNEP shall apply to the following:

- 30 a. All departments, agencies, and other instrumentalities of the national
31 government, including state universities and colleges (SUCs), constitutional
32 commissions, and government-owned and/ or controlled corporations

(GOCCs); and legislative and judicial branches of the government;

- b. All government interventions formulated and implemented by the above entities including those funded by Official Development Assistance (ODA) and those contracted to and executed by local government units (LGUs), private sector and civil society organizations.

Sec. 6. *Guiding Principles for Evaluation.* - The credibility, quality, and usefulness of evaluation shall be ensured through adherence to the following principles:

- a. *Utility.* In commissioning or conducting an evaluation, there shall be a clear intention to use the evaluation findings and recommendations for results-based formulation, planning, budgeting, implementation, and oversight of government interventions. The design and timing of evaluations shall address the information needs of government decision-makers.
- b. *Applying evaluation criteria.* Evaluations shall assess and report on the relevance, efficiency, effectiveness, coherence, impact and sustainability of government interventions in accordance with internationally accepted evaluation criteria. The use of these criteria shall be responsive to the needs of decision-makers, and to the purpose and context of evaluation.
- c. *Observing evaluation standards.* Evaluation shall be consistent with internationally accepted evaluation norms, standards and best practices, including the use of evaluation designs and methodologies capable of attributing observed outputs, outcomes and impacts to government interventions being evaluated. Evaluation reference groups and other mechanisms shall be established and strengthened to ensure the generation of credible, quality and useful evaluations.
- d. *Independence and Impartiality.* The independence of the evaluation units of departments, agencies and other instrumentalities shall be ensured at all times. Those who design, manage, and conduct evaluations shall be shielded from any undue influence that will undermine the credibility of evaluations. They shall be provided with adequate resources to produce credible, high-quality and useful evaluation. Evaluation shall be conducted with the highest degree

of impartiality. In case third-party evaluators are commissioned to ensure impartial evaluation, they shall be selected from a wide and diversified pool according to objective criteria.

e. *Evaluation Competencies.* Evaluations shall be conducted by organizations and individuals having the required knowledge, skills, and other evaluation competencies. Capacity-building initiatives shall be implemented to strengthen the evaluation competencies of organizations and individuals who commission, design, manage, conduct, communicate and use evaluations.

f. *Ethics.* Individuals and organizations who commission, manage, design, and conduct evaluations shall observe accepted ethical standards including integrity, fairness, gender sensitivity, respect for culture and beliefs, and protection of the rights of evaluation participants.

g. *Transparency.* The implementation of RBNEP shall promote transparency crucial to ensuring credible, high-quality and useful evaluations. To the greatest extent possible, all information required for evaluation shall be made available to evaluators, subject to existing laws and regulations governing the confidentiality and nondisclosure of information.

Those who commission or manage evaluation shall ensure the selection of evaluators with no conflict of interest with the evaluation to be undertaken. Potential evaluators of government interventions shall disclose possible conflict of interest that may undermine the credibility of evaluation. They shall disclose the identities of the members of the evaluation team.

Evaluators shall disclose to government decision-makers and other stakeholders the purpose, design, implementation, results and utilization, including possible constraints or limitations of an evaluation. Complete evaluation reports shall be made easily accessible to government decision-makers, relevant stakeholders, and the public.

h. *Accountability.* Entities responsible for the commissioning, managing and conducting evaluations shall ensure that evaluations are credible, quality, useful and timely. Key findings and recommendations of completed evaluations shall be communicated clearly by the same entities to government decision makers and other stakeholders. The covered entities of the RBNEP shall

1 incorporate the use of evaluations in results-based formulation, planning,
2 budgeting, implementation, and oversight of government interventions.

3
4 *Sec. 7. Establishment of a National Evaluation Council.* - A National Evaluation
5 Council (NEC) is hereby established to oversee the implementation of the RBNEP.

6
7 *Sec. 8. Composition of the National Evaluation Council.* - The NEC shall have
8 the following seven (7) voting members:

- 9 a. Secretary of the National Economic and Development Authority (NEDA), or
10 authorized representative, as Chairperson. The representative shall be an
11 Undersecretary in charge of monitoring and evaluation in NEDA;
- 12 b. Secretary of the Department of Budget and Management (DBM), or authorized
13 representative, as co-chairperson. The representative shall at least be an
14 Assistant Secretary in charge of monitoring and evaluation in DBM;
- 15 c. Secretary of the Philippine Senate or authorized representative who shall at
16 least be a career Director in charge of policy, planning, research and/or
17 evaluation in the Senate;
- 18 d. Secretary General of the House of Representatives or authorized representative
19 who shall at least be a career Director in charge of policy, planning, research
20 and/or evaluation in the House of Representatives;
- 21 e. Court Administrator of the Supreme Court or authorized representative who
22 shall at least be a career Director in charge of policy, planning and /or
23 performance monitoring and evaluation;
- 24 f. Chairperson of the Commission on Audit (COA) or authorized representative
25 who shall at least be a career Director in charge of policy, planning and /or
26 performance monitoring and evaluation; and
- 27 g. Head of the Presidential Management Staff or authorized representative who
28 shall at least be a career Director in charge of policy, planning and /or
29 performance monitoring and evaluation.

30
31 The NEC shall meet at least once every quarter or as often as necessary. To ensure
32 that the NEC is guided by inputs of evaluation experts, the following shall attend the

1 NEC meetings as non-voting members:

- 2 a. The head of the Philippine Institute of Development Studies (PIDS) or
3 authorized representative who shall at least be a career Director in charge of
4 policy, planning, and/or performance monitoring and evaluation;
- 5 b. The head of the Philippine Statistics Authority (PSA) or his/her duly authorized
6 representative who shall at least be a career Director in charge of policy,
7 planning, and/or performance monitoring and evaluation; and
- 8 c. Representative from the voluntary organizations for professional evaluation
9 (VOPES).

10
11 *Sec. 9. Functions of the National Evaluation Council.* - The NEC shall perform
12 the following functions to operationalize the RBNEP:

- 13 a. Provide overall policy direction on the implementation of the RBNEP;
- 14 b. Approve the basic guidelines for the conduct of evaluation;
- 15 c. Review and approve the National Evaluation Strategy (NES) and ensure its
16 implementation;
- 17 d. Review, approve, and ensure the implementation of the costed evaluation
18 agenda of covered entities;
- 19 e. Provide oversight on the conduct of evaluation by covered entities and their
20 management response to evaluation recommendations;
- 21 f. Issue the basic guidelines on the formation and operation of Independent
22 Evaluation Units (IEUs) of covered entities; and
- 23 g. Approve and implement a program to strengthen the evaluation capacity of
24 IEUs and government decision makers.

25
26 *Sec. 10. NEC Secretariat and its Functions.* - The NEC Secretariat shall be
27 established within the NEDA. The existing staffing complement of the NEDA shall be
28 augmented to undertake the functions of the NEC Secretariat. The NEC Secretariat
29 shall:

- 30 a. Formulate and recommend basic guidelines for the conduct of evaluation;
- 31 b. Prepare the National Evaluation Strategy;
- 32 c. Review and make recommendations on the costed evaluation agenda of

- covered entities;
- d. Monitor the implementation of the entities' evaluation agenda and their management response to evaluation recommendation in support of the oversight function of the NEC;
 - e. Formulate the basic guidelines on the formation and operation of IEUs of entities covered;
 - f. Provide quality assurance of evaluations conducted by covered entities;
 - g. Facilitate the dissemination to decision makers of key findings, lessons learned, and recommendations from completed evaluations;
 - h. Maintain a public website containing the evaluation plans and reports of covered entities;
 - i. Develop a program to strengthen the evaluation capacity of covered entities and government decision makers;
 - j. Prepare and submit to the DBM the annual funding requirement of the program to strengthen the evaluation capacity of the government; and
 - k. Carry out other directives of the NEC, as necessary.

Sec. 11. *National Evaluation Strategy*. - The National Evaluation Strategy (NES) shall identify the priority areas for evaluation in line with the Philippine Development Plan. It shall guide the formulation of evaluation agenda of the covered entities.

Sec. 12. *Organization of Independent Evaluation Units (IEUs) of Covered Entities*. - Each covered entity shall organize an IEU that shall report directly to the head of the entity. The head of the entity shall ensure that the IEU can perform its evaluation functions independently and objectively.

Sec. 13. *Functions of IEUs*. - The IEUs shall:

- a. Coordinate the formulation and approval of the costed evaluation agenda of the covered entity;
- b. Manage or conduct evaluations identified in the costed evaluation agenda;
- c. Submit evaluation plans and final evaluation reports to the entity's head and to the NEC Secretariat in accordance with prescribed guidelines;

- d. Disseminate the key findings and recommendations of completed evaluations to the head of the entity, decision-makers and other stakeholders;
- e. Facilitate the formulation of the management response to key findings and recommendations from the completed evaluations;
- f. Monitor the entity's progress in implementing the management response;
- g. Establish quality assurance and participatory mechanisms for evaluation; and
- h. Provide inputs to results-based formulation, planning, budgeting, and implementation within the entity.

Sec. 14. *Formulation of the Costed Evaluation Agenda.* - Each covered entity shall formulate a six-year costed evaluation agenda aligned with the NES. The head of the entity shall submit the costed evaluation agenda to the NEC.

Sec. 15. *Utilization of Evaluation Findings and Recommendations.* - The head of a covered entity shall incorporate the use of evaluations in results-based formulation, planning, budgeting, implementation, and oversight of government interventions. The head shall submit to the NEC the management response to evaluation recommendations, and ensure its implementation.

Sec. 16. *Funding for the Implementation of the RBNEP.* - The funding requirement for the implementation of the RBNEP, including the budget for the conduct of evaluation indicated in the costed evaluation agenda, NEC Secretariat, and IEUs shall be included in the General Appropriations Act (GAA).

Sec. 17. *Implementing Rules and Regulations (IRR).* - The NEDA, in consultation with the prospective members of NEC, shall promulgate the IRR to operationalize the guiding principles of the RBNEP and to implement its specific provisions within 60 days upon the approval of this Act.

Sec. 18. *Amendment.* - This Act shall be evaluated three (3) years after its initial implementation and every three (3) years thereafter. The results of such evaluation shall guide the proposed amendments of this Act and its IRR.

1
2 Sec. 19. *Repealing Clause.* - All laws, decrees, orders, rules and regulations or
3 other issuances or parts thereof inconsistent with the provisions of this Act are hereby
4 repealed or modified accordingly.

5
6 Sec. 20. *Separability Clause.* - If any portion or provision of this Act is declared
7 invalid or unconstitutional, other provisions hereof which are not affected thereby
8 shall remain in full force and effect.

9
10 Sec. 21. *Effectivity.* - This Act shall take effect after fifteen (15) days following
11 the completion of its publication in the *Official Gazette* or in at least two (2)
12 newspapers of general circulation in the Philippines.

Approved,