

Philippines

1 Project Summary

Project Title:

The National Anti-Corruption Program of Action (NACPA)

Priority Area for Reform:

Supporting active public involvement

Implementing Institution:

The Office of the Ombudsman (OMB)

Contact Person:

Ma. Merceditas N. Gutierrez

Beginning and End of the Project:

Beginning: 2006

End: Continuous in character

2 Project Context

Which deficiencies and/or problems that allow corruption to proliferate does the project address and aim to resolve? Please outline the related current legal or institutional framework and its weaknesses or the exact circumstances that require improvement:

Anti-corruption efforts in the Philippines are largely diffused and uncoordinated. There are gaps and overlaps in anti-corruption policy development, enforcement and system improvement. There is also no performance tracking / accounting system to determine how far the country has come in achieving its anti-corruption goals and objectives. Although there are multi-sectoral anti-corruption efforts in the Philippines, the anti-corruption actors seem to pursue their own initiatives with little regard for the bigger national picture. There is therefore, a need for a convergence strategy to generate collective action in a coordinated fashion in order to achieve national anti-corruption goals with clear and accountable performance targets. Hence the need for the National Anti-Corruption Program of Action (NACPA).

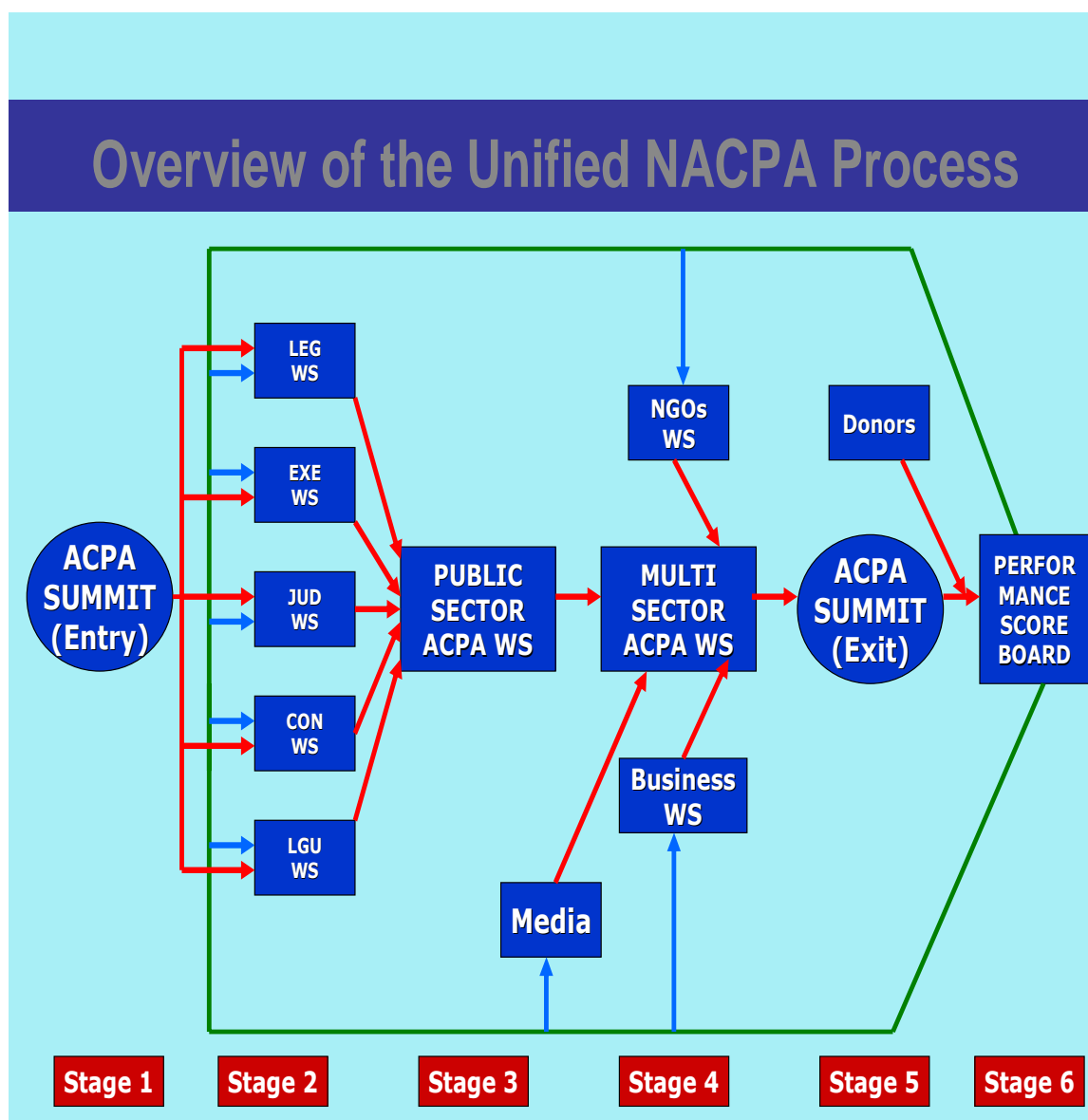
The following frameworks shall guide the NACPA:

- The Medium-Term Philippine Development Plan (MTPDP) as a framework for good governance and anti-corruption work;
- Adoption of the UN Convention Against Corruption as a framework and a standard for Philippine anti-corruption campaigns;
- The Millennium Development Goals;
- Agreement on Seven P's: Policy Agenda, Prosecution, Prevention, Promotion of Integrity, Strategic Partnerships, Performance Management, and Perception Management. All of these are grouped into three thematic areas, namely Prosecution, Promotion and Prevention.

The NACPA shall have the following objectives:

- Serve as an avenue for effective consultations and coordination among key anti-corruption players;
- Streamline and strengthen the anti-corruption commitments of the government, civil society, business sector and donor community under a comprehensive strategic framework;
- Install an anti-corruption performance measurement system;
- Social marketing of anti-corruption success stories for greater public support & investor confidence;

NACPA hopes to converge the anti-corruption efforts of the following groups: executive agencies, Congress, Judiciary, Constitutional Commissions – Ombudsman, CSC, COA, COMELEC, CHR, business sector, civil society groups, mass media and international development partners. The convergence strategy may have the following parameters: convergence of issues and concerns; convergence of governmental and non-governmental actors; convergence of anti-corruption initiatives; convergence of anti-corruption tools; convergence of anti-corruption strategies; convergence of anti-corruption frameworks.



Let us discuss the NACPA process as illustrated in the diagram.

Stage 1 is the Entry Summit where representatives of the Supreme Court, the Philippine Senate, the Office of the Ombudsman and the Office of the President meet to approve the entire convergence project.

Stage 2 is where the three branches of government (executive, legislative and judicial), local governments, and the constitutional commissions with anti-corruption mandates agree in their respective departments to the priority anti-corruption programs that they will pursue in a given period (e.g. short, medium and long term).

Stage 3 is where the anti-corruption program of Team Government is consolidated out of the departmental outputs of Stage 2.

Stage 4 is where Team Government is joined by the other sectors – Civil Society, Business, Academe and Media, to complement the government anti-corruption action plan. This stage produces the Team Philippines National Anti-Corruption Program of Action (NACPA).

Stage 5 is the ceremonial event where the leaders of government, civil society, media and business organizations affirm their commitments in Stage 4. Representatives of donor organizations will join them to pledge their support for the whole NACPA, and for any combination of specific programs that best meets their particular preferences and advocacies.

Stage 6 is to render operational a Performance Scoreboard system that will monitor and measure the overall progress as well as specific projects enrolled in the NACPA. Performance management is made on behalf of the entire group and partners will be held to their commitments.

Already, the convergence process has the support of major anti-corruption agencies in government, represented in the preparatory committee. Donor agencies have committed to support the process. The convergence process itself takes off from the suggestions of anti-corruption stakeholders that came out of the Philippine Development Forum (government with donors, civil society and business), who wanted a more systematic, participatory process of determining the contours and synergies of the total anti-corruption effort, and how progress can be measured. Congressional leaders have expressed their desire to be involved.

The NACPA that will be the output of the convergence process will provide the authoritative single road map that will forge collaboration among the anti-corruption advocates. It will be the rallying point for other stakeholders, especially in the regions and provinces, to join the effort.

The NACPA is the road map that will demonstrate to Filipinos and foreigners alike that the government has finally gotten its act together in fighting corruption, and that the other sectors of society have become enabled and empowered to participate in the effort.

Philippine society is finally ready for a convergence of its isolated anti-corruption efforts. The problem is great, but so is the desire to do something about it. The anti-corruption effort has reached a tipping point, and Filipino leaders must not squander this opportunity.

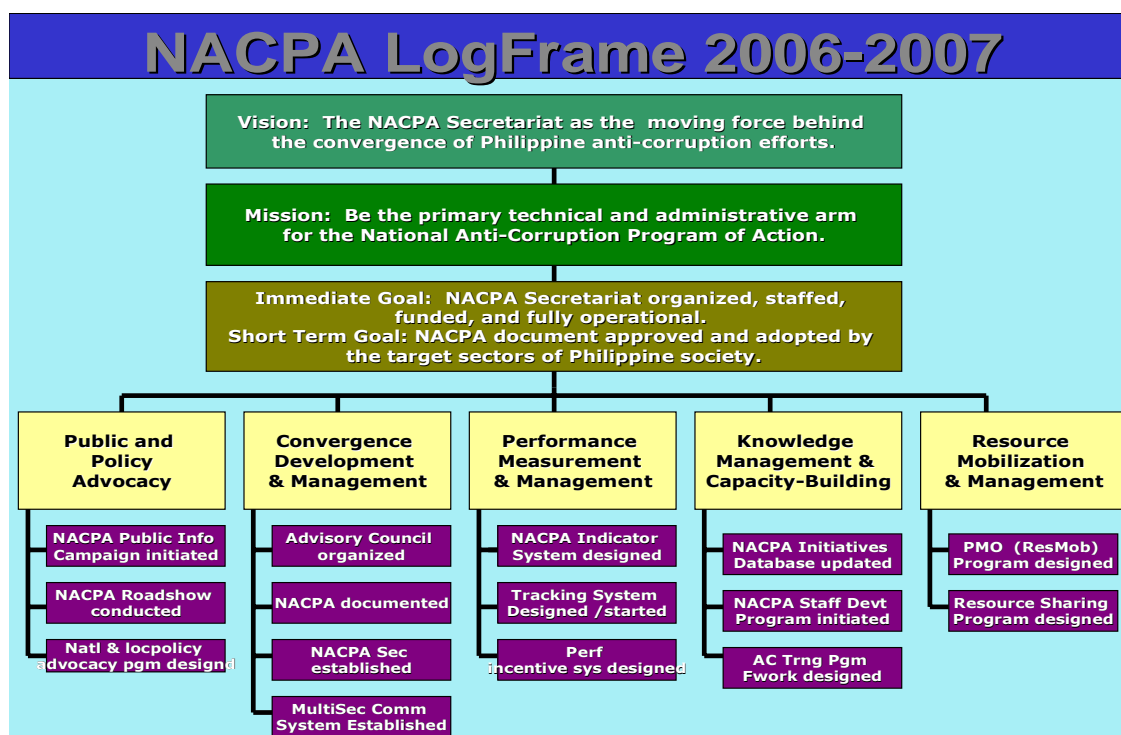
3 Expected Outcome of the Project

In relation to the above mentioned deficiencies and/or problems, which concrete improvements are expected to be achieved through the project? In which way does the project help to curb corruption?

The projected NACPA key result areas are as follows:

- Legislation for improved anti-corruption environment
- Corruption prosecution
- Corruption prevention
- Anti-corruption education and social marketing
- Coordinated partnerships
- Clear and accountable performance targets
- Regular monitoring of anti-corruption performance indicators

This is the initial NACPA Strategic Plan Log Frame:



The National Anti-Corruption Program of Action (NACPA) aims to achieve the following concrete improvements in its anti-corruption initiatives:

- 1) Establishment of a Multi-Sectoral Anti-Corruption Council
 The Multi-Sectoral Anti-Corruption Council (MSACC) is envisioned to be the governing and policy-determining body of the NACPA. It is composed of the Ombudsman as the head, and representatives from the clusters of government agencies belonging to the executive, legislative, and judicial departments and constitutional bodies, as well as civil society groups including academia, the religious sector, the media, the business sector and other cause-oriented groups. The Council shall serve as a venue for effective consultations and coordination among key anti-corruption players.
- 2) Streamlined and strengthened anti-corruption commitments of government, civil society, and donor communities under a comprehensive strategic framework
 The NACPA convergence process seeks to align all anti-corruption initiatives and coordinate all anti-corruption activities undertaken by various government agencies, civil society groups, and the donor community by consolidating sector plans for the purpose of maximizing cooperation among the key players in the campaign against corruption in government and even in the private sector. It also seeks to develop a comprehensive strategic framework aimed at streamlining the strengthening of the key players' commitments.
- 3) Development of an anti-corruption performance measurement system
 Through the initiatives of the NACPA Secretariat, NACPA aims to develop a results-based anti-corruption performance measurement system for all government agencies and civil society groups involved in various anti-corruption activities to facilitate monitoring and evaluation for effectiveness of their initiatives.
- 4) Increased public support and investor confidence

The NACPA convergence process is consistent with the medium-term anti-corruption plan and investment program which aim to improve the reality and perception of governance with integrity. In line with this, NACPA seeks to draw the greater public support and increase investor confidence as a positive indicator of achievement of the program. Toward this end, the NACPA will engage in social marketing and public information dissemination campaigns to rally the support of stakeholders to the convergence process.

4 Components – Main Activities – Method

What are the project's components, implementation steps, main activities and/or methods to achieve the above mentioned outcome and objectives?

The magnitude and seriousness of the problem of corruption in our country will need the methodical convergence not only of synchronized action from all stakeholders but also of resource-sharing. Well-managed resource utilization will produce a multiplier effect in concerted anti-corruption programs.

This calls for synchronized, focused and effective partnership and collaboration with stakeholders. OMB, as the lead agency in the NACPA, will initiate the organization and formulation of partnership frameworks. It shall design and implement programs where key partners will be able to contribute meaningfully to the over-all integrity development process.

The NACPA, which shall be implemented by Office of the Ombudsman in partnership with NGOs, the media, civil society, religious and business organizations, the legislative, judicial and executive branches of government as well as the Constitutional bodies, will form a formidable force in the struggle against corruption.

The major components of the project are:

1. Convergence Development and Management
2. Public and Policy Advocacy
3. Resource Mobilization and Management
4. Performance Measurement and Management
5. Knowledge Management and Capacity Building

NACPA will focus its activities on the first two components up to the first quarter of 2007 and the formulation of a monitoring and evaluation system. These are highlighted in this paper. We shall present only the main activities of the other three components. As planned they will fall due at later dates.

Public and Policy Advocacy	Convergence Development & Management	Performance Measurement & Management	Knowledge Management & Capacity Bldg.	Resource Mobilization and Management
NACPA Public Info Campaign Initiated	NACPA Secretariat established	NACPA Indicator system designed	NACPA initiatives database updated	PMO resource mobilization program designed
NACOA Road Show conducted	NACPA documented	Tracking system designed/started	NACPA staff development program initiated	Resource sharing program designed
	Anti-Corruption Council organized	Performance Incentive System designed	Anti corruption training program framework designed	
	Multi-Sectoral communication system established			

1. Convergence Development and Management

1.1 NACPA SECRETARIAT

- 1.1.1 A Secretariat is indispensable to provide technical and administrative support to the NACPA. There are tasks to be done, such as research, inquiry, design, formulation, drafting of plans for approval and implementation.
- 1.1.2 The Secretariat needs regular support staff if we want it to operate and attend to the concerns and daily activities of the office.
- 1.1.3 It will require a well-equipped office to function properly. It will be the repository of sensitive documents and information systems.
- 1.1.4 It will be provided with skills-and-capacity building training to enable the staff to perform effectively.

1.2 NACPA DOCUMENTED

- 1.2.1 Some documentation is a must to capture, preserve and improve the processes and activities in the development of NACPA. We suggest a well-crafted process of documentation. It will show step-by-step processes, activities, objectives and their implementation.
- 1.2.2 The documentation will trace the beginnings of NACPA. It will record its conceptualization, its operation and management, its programs, its successes and failures, the problems it faces and the solutions provided.

1.3 Multi-Sectoral Anti-Corruption Council

- 1.3.1 To strengthen and monitor the anti-corruption commitments of stakeholders for the purpose of developing an integrated national anti-corruption program, a Multi-Sectoral Anti-Corruption Council (MSACC) will be organized. It will serve as the policy determining body of NACPA.
- 1.3.2 It will be composed of representatives from the executive, legislative, judiciary, constitutional bodies, civil society organizations, religious and business communities, local government, academia, the media and professional groups.

1.3.3 MSACC initial activities:

1.3.1.1 INCEPTION WORKSHOP – It will conceptualize MSACC structure, functions and responsibilities. It will also prepare for the pre-conference sessions.

1.3.1.2 PRE-CONFERENCE SESSIONS - MSACC will introduce its concept in six (6) pre-conference sessions. The objective of these conferences will be to gather information from other stakeholders' input: 1) to help MSACC improve its concept and processes; 2) to help develop a medium term (3-5 years) program of action; and 3) to ensure commitment on pledges for support.

1.3.1.3 MSACC shall be convened in a National Integrity Conference. It will present the medium-term program of action and sign the commitment.

2. Public and Policy Advocacy

2.1 INTRODUCTION OF A PUBLIC INFORMATION CAMPAIGN

At this stage of development, the public and even government agencies are not well aware of the existence, nature and objectives of NACPA. A more massive information drive will be crucial if we want the support of all public sectors, especially since the success of NACPA depends on the participation and support of all the stakeholders.

To this end, we shall design a public information dissemination campaign:

2.1.1 To promote NACPA;

2.2.2 To raise awareness of graft and corruption and its consequences;

2.3.3 To sustain the program with on-going and active participation of a critical mass in promoting values of integrity and public accountability;

2.4.4 To confront and overcome the negative public perception of the government's efforts to stamp out corruption;

2.5.5 To showcase the government's anti-corruption initiatives, programs and success stories;

2.6.6 To use the mass media, print and information technology to spread our message. We shall use posters, bumper stickers, info leaflets and innovative communication techniques. We shall develop a curriculum for school use to form the right values and conduct in the minds of the young.

2.2 NACPA Road Show

The NACPA Road Show will bring anti-corruption programs close to the public with vivid displays of anti-corruption materials, activities and programs. The design of the road show should:

2.2.1 Raise awareness on the evils of corruption and the government's efforts to combat corruption in the bureaucracy;

2.2.2 Provide practical tips on how to counteract corruption; and

2.2.3 Win the support of the public for NACPA's anti-corruption programs.

3. Formulation of a monitoring and evaluation system

The lack of a monitoring and evaluation system to assess the progress of anti-corruption initiatives in the country was pinpointed as a concern that should be addressed by the NACPA.

The Office of the Ombudsman with the Development Academy of the Philippines (DAP), will work with all anti-corruption stakeholders to develop clear indicators for tracking and measuring successes in the fight against corruption.

At the end of this phase, the NACPA secretariat will have put in place a monitoring and evaluation system approved by the Multi-Sectoral Anti-Corruption Council (MSACC).

5 Involvement of non-governmental actors and donors

In which way does the project involve civil society actors or other stakeholders and have they been consulted during the project development phase?

The Office of the Ombudsman, with its limited resources cannot successfully develop, implement and sustain the NACPA without the partnership and collaboration of civil society organizations, people's organizations, business sector, religious groups, the media, and local and international development partners.

Linkages with the private sector are imperative to promote the programs and projects of the NACPA. The projects under the NACPA can be efficiently and effectively carried out through a Resource Sharing Program between the public and private sectors. The strategic linkages and networking will surely enhance the capability of the government to stamp out corruption.

Representatives of various anti-corruption stakeholders from the government and non-governmental actors signed a Covenant of Commitment on 17 March 2006 during the NACPA Summit.

6 Related Projects under the 2nd Implementation Cycle

Is the project linked to reforms accomplished under the Action Plan's 2nd Implementation Cycle? In which way does this project follow up previous activities?

The Project identified under the 2nd Implementation Cycle, i.e. (i) the formulation of the Office of the Ombudsman's Medium-Term Anti-Corruption Plan and Investment Program (the "Plan") for 2004-2009 and (ii) the documentation of the diagnostic and medium-term planning and investment programming process, is a substantial input into the NACPA, the priority area and reform project under the 3rd Implementation Cycle.

The specific projects and reform initiatives identified and defined in the Plan will complement the crafting of NACPA's program of action, which will be formally launched through a National Integrity Conference in February 2007 with technical assistance from USAID/The Asia Foundation and the Development Academy of the Philippines, and funding support from the European Union through the EC-OMB Corruption Prevention Project.

7 Project Financing and Budget

Approved or estimated overall project budget:

The total estimated budgetary requirement of the initial projects for implementation in 2007 is about US \$132,440.00 (or PhP6,622,000.00) @ PhP50.00 / \$1.00. Please be informed that this is a mere estimate and may vary when these projects will be implemented.

The following are the selected Key Results Areas and the specific projects for the NACPA's initial implementation stage:

- A. For Public and Policy Advocacy**
 - 1. NACPA Public Information Campaign Initiated
 - 2. NACPA Roadshow Conducted
- B. For Convergence Development and Management**
 - 1. Anti-Corruption Council/Body Organized
 - 2. NACPA Documented
 - 3. NACPA Secretariat Established
- C. For Performance Management and Measurement**
 - 1. Tracking System Designed/Started

The rest of the other NACPA Key Results Areas and projects as specified in its Strategic Planning held last July 21, 2006 are yet to be implemented as scheduled in the Office's Medium Term Anti-Corruption Plan and Public Investment Program.

For the specifics, the following is the projected Project Financing and Budget for these selected areas:

A. Public and Policy Advocacy	P 2,000,000.00
This includes the cost of printing of information materials, the cost of travel and other incidental expenses for the five (5) Road Shows which are to be conducted in Luzon, Visayas and Mindanao.	
B. Convergence Development and Management	P 3,622,000.00
This phase is broken down as follows: for the organization of the MSACC, the cost is projected at P1,122,000.00; P500,000 for documentation and P500,000.00 for the establishment of the NACPA Secretariat. This will also include some capacity building for the NACPA secretariat at an estimated cost of P1,500,000.00.	
C. Performance Management and Measurement	500,000.00
The tracking system, most specifically the design of the Monitoring and Evaluation system, is the 1 st priority of this phase.	
Total Estimated Project Costs	<u>P 6,122,000.00</u>

Is external funding required?

We know for a fact that the Philippines is in dire need of more resources so that it can provide better - if not the best - public services to its people. However, because of budgetary constraints to its programs, it has to take the initiative and look for our international partners to fund its various projects to achieve its goals.

If external funding is required, have donor organizations been approached yet, and have any commitments been made?

The United Nations Development Program (UNDP) has granted funding for a compilation of all anti-corruption initiatives in the Philippines called the NACPA Sourcebook. The Asia Foundation (TAF) has granted funding for the establishment, initial Strategic Planning Workshop and capability building of the NACPA Secretariat. The European Commission (EC) has committed support for the upcoming Integrity Conference wherein the Multi-Sectoral Anti-Corruption Council (MSACC) will be convened. However, in order to complete all of the anti-corruption projects envisioned under the NACPA, a continuing effort must be had and more international partners must be tapped for funds.

If external funding is required, what percentage of the total project costs requires external funding?

With the Philippines' financial problems nowadays, it is ideal that there be at least 50% external funding for the project activities.

8 Technical Assistance

Is external technical assistance required? Have relevant agencies been approached and have they made any commitments?

In view of the technical matters involved in the formulation and implementation of the project, the assistance of experts is required. The OMB has already tapped the services and technical expertise of the Development Academy of the Philippines (DAP) in formulating the plans of action and in the implementation of the project. As the need arises, the OMB will employ the assistance of experts/consultants with expertise on anti-corruption, communications and social marketing to ensure proper and successful implementation of the project.