



Republic of the Philippines
House of Representatives
Quezon City, Metro Manila

Nineteenth Congress
Third Regular Session

HOUSE BILL NO. **10907**



Introduced by Representative Lianda B. Bolilia

EXPLANATORY NOTE

Each year, the Philippines appropriates and spends public funds on government services through different programs and policies. The effectiveness and necessity of these programs are regularly put into question. but legislators, policymakers, and the public are faced with the lack of, or insufficiency of data on policy and program evaluations. While a National Evaluation Policy Framework (NEPF) exists under the National Economic and Development Authority-Department of Budget and Management (NEDA-DBM) Joint Memorandum Circular No. 2015-01, its enforcement remains inconsistent and agencies need stronger legal obligation to implement and to enforce the aforementioned JMC. At present, the lack of an “evaluation culture”, and the limited scale of the conduct of evaluations can mostly be attributed to technical and financial limitations, and varying institutional capacities of agencies to conduct effective, transparent, and regular evaluations.

The main objective of this bill is to create and promote an active evaluation culture in government offices through the institutionalization of the conduct of impact evaluations which is guided by the National Evaluation Policy Framework (NEPF). This framework aims to:

- (1) Provide the standard for conducting policy and program evaluations that are in line with current academic and international standards;

- (2) Promote transparency and impartiality in the evaluations process by requiring the services and expertise of external evaluators in the process; and
- (3) Ensure the availability of data to the government, and most especially to the public.

Data from these evaluations will allow policymakers to make better informed decisions and affect changes in current programs and policies either through modifications and readjustments to achieve target outcomes, or by undertaking the necessary procedures to stop and defund programs, services, and policies that are determined to be ineffective. Further, the dissemination of these evaluations to the public, the target of these policies and services, will help ensure they will have a more proactive role in the policy cycle by providing valuable feedback on the performance and implementation of government services.

Further, I would also like to stress the importance of the participation of external evaluators. A properly conducted program evaluation must be as impartial, and as objective as possible. An internal evaluation, even if conducted by another government body or office, may be influenced by various institutional biases which may put into question the evaluation's authenticity and validity. As such, the involvement of trustworthy, and capable external evaluators will help reduce such instances from happening.

The NPEF should not only be a tool for improving the performance of government programs and agencies, but also an instrument to improve the public policy process. This is why this representation also places emphasis on impartiality and transparency - we simply cannot allow executive agencies to gloss over the ineffectiveness of programs and let precious resources go to waste, and then provide the public, and sometimes even policymakers and legislators with misleading information to mask inefficiencies, or other forms of lapses.

In order to achieve this, the institutionalization of the NEPF will be required. As such, the National Policy Evaluation Council (NPEC) alongside the Program Evaluation Units (PEU) will be created to ensure and facilitate the proper application and execution of the NPEF, conduct proper monitoring and

safekeeping of evaluations and other research data, and pursue the development of the institutional capacity necessary for the NPEF's implementation. In order to streamline work, the intention is that the evaluation of programs critical to national interest can be performed, and funded by the NPEC. Programs or other routine services at the agency level will be evaluated by their mother agencies and the budget for these impact evaluations will be included in the budget of the programs subject to evaluation.

Moreover, the bill encourages a culture of learning and continuous improvement by ensuring the utilization, dissemination, and feedback of evaluation findings to enhance the design, planning, programming, budgeting, and implementation of public policies, strategies, programs, projects, and other interventions. It also aims to ensure the effective, efficient, and accountable utilization of state resources towards attaining national development goals. This is in line with the state's policy to promote and protect the welfare of the people and to maintain honesty and integrity in public service.

The benefit of evaluating programs and projects is tremendous. Insights from evaluations can lead to improvements in program implementation, or can save the national government from resource wastage on ineffective programs and services.

In view of the foregoing, the immediate passage of this bill is earnestly sought.



LIANDA B. BOLILIA



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**AN ACT INSTITUTIONALIZING THE CONDUCT OF IMPACT
EVALUATIONS AS A COMPONENT OF GOVERNMENT PROJECTS,
ACTIVITIES, SERVICES, AND POLICIES AND APPROPRIATING
FUNDS THEREFOR**

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

SECTION 1. ***Short Title.*** – This Act shall be known as the “*National
Policy and Program Impact Evaluation Act.*”

SEC. 2. ***Declaration of Policy.*** – It is the policy of the State to utilize its
resources on effective and efficient programs and projects that are geared
towards the attainment of its intended national development goals. Towards this
end, the State shall develop a systematic, rigorous and impartial evaluation
policy, and to provide the framework to achieve the following objectives:

a) Support the timely provision of relevant, impartial, independent
and valuable evidence-based information and knowledge related to the

effectiveness of the programs and projects, and the efficiency by which the desired outcomes and impacts are achieved to policy makers, managers and other stakeholders;

b) Promote the continuous improvement of the design, planning, programming, budgeting and implementation of public policies, strategies, programs, projects and other interventions through feedback models and learning; and

c) Provide transparency and accountability to taxpayers and various stakeholders and inform them of the public expenditures and its intended benefits.

SEC. 3. **Coverage.** – This Act shall cover public policies, programs, projects, services and other activities implemented by the departments, agencies, state universities and colleges, government-owned and controlled corporations, government financial institutions and other instrumentalities of the executive branch of the national government. This shall include those that are funded by local or foreign funds or a combination thereof, and shall also include those contracted to private sector and civil society organizations.

The National Policy Evaluation Council (NPEC) created under Section 4 of this Act shall prioritize the impact evaluation of policies, programs, projects, services, and other activities with significant funding. This does not preclude the NPEC from including other activities imbued with public interest in the coverage of this Act.

SEC. 4. ***Evaluations as a Program Component.*** – All covered agencies shall include an impact evaluation plan as a component of policies, programs, projects or services in accordance with the provisions of this Act.

SEC. 5. ***External Evaluators.*** - Impact evaluations may be conducted with external evaluators in accordance with the intention of this Act to promote transparency and objectivity, subject to existing rules and regulations, and fund availability.

SEC. 6. ***National Policy Evaluation Framework.*** – The National Policy Evaluation Framework (NPEF) is hereby institutionalized to guide all government agencies covered in this Act, and ensure systematic and regular evaluations of national government policies, programs, projects and services. The NPEF shall include the following guiding principles and evaluation standards:

- a) Evaluation criteria;
- b) Evaluation competencies;
- c) Evaluation ethics;
- d) Impartiality;
- e) Evaluation capacity building;
- f) Evaluation scale;
- g) Evaluation design and execution; and
- h) Evaluation contents.

SEC. 7. ***National Policy Evaluation Council.*** – The National Policy Evaluation Council is created as the lead agency for implementing the NPEF, which shall be composed of the following:

- a) Undersecretary of the National Economic and Development Authority (NEDA) in charge of monitoring and evaluation, as Chairperson;
- b) Undersecretary of the Department of Budget and Management (DBM) in charge of government performance reporting, monitoring, evaluation and improvement, as Vice-Chairperson;
- c) Head of the Presidential Management Staff or duly appointed representative;
- d) Deputy Secretary General or Director General in charge of policy planning, research and evaluation in the House of Representatives;
- e) Deputy Secretary General or Director General in charge of policy planning, research and evaluation in the Senate;
- h) Head of the Philippine Statistics Authority or duly appointed representative; as members.
- i) A duly appointed representative from the Philippine Institute of Development studies; as members

SEC. 8. ***Functions.*** – The NPEC shall perform the following functions:

- a) Formulate the basic guidelines for ensuring systematic and regular evaluations of national government policies, programs, projects and services;
- b) Serve as the national government's administrative policy center for

monitoring and evaluation (M&E), providing guidelines for monitoring, measuring and reporting the performance of public policies, programs, projects and services;

c) Formulate, coordinate and implement comprehensive and continuous program to develop and strengthen the evaluation capacities, including the integrated M&E system, of the national government and its agencies and instrumentalities;

d) Provide the overall policy direction, coordination, formulation and implementation of the evaluation agenda of the national government and its agencies and instrumentalities;

e) Monitor the progress of M&E development;

f) Develop a comprehensive program to improve the national government's performance;

g) Initiate and coordinate the preparation of the annual national performance report;

h) Facilitate or manage the national or sectoral evaluations and special evaluation studies, in addition to those conducted by implementing agencies;

i) Work with the private sector and civil society groups to promote feedback mechanisms as input to M&E of the national government and all its agencies and instrumentalities;

j) Facilitate the development of national and regional M&E professional associations;

k) Disseminate the results of evaluations to government policy or decision-makers and managers of programs, projects and services of the agencies; and

l) Meet every quarter or as often as necessary and authorize the creation of technical committees, advisory bodies, and other mechanisms to ensure high-quality evaluations.

SEC. 9. *NPEC Secretariat.* – The monitoring and evaluation staff of the NEDA shall, in the interim, serve as the NPEC Secretariat. Within six (6) months upon the effectivity of this Act, the NPEC Secretariat, attached to the NEDA, shall be formally organized to provide technical, managerial and administrative support to the NPEC. An Executive Director shall head the NPEC Secretariat. The staffing, services and divisions to effectively support the NPEC's functions and responsibilities may be created, subject to existing laws, rules and regulations.

SEC. 10. *NPEC Secretariat Functions.* – The NPEC Secretariat shall perform the following functions:

a) Recommend to the NPEC for its approval the evaluation policies, principles, standards, criteria, strategies and guidelines for the effective implementation of the NPEF;

b) Recommend to the NPEC the format and content of evaluation plans and reports;

c) Monitor and report on the progress and results of evaluation

activities undertaken by the NPEC and implementing agencies;

d) Serve as a repository of all evaluation plans and reports of the national government and its agencies and instrumentalities;

e) Upload on its official website all the final evaluation reports on the public policies, programs, projects and services of the national government and its agencies and instrumentalities within fifteen (15) days from its completion;

f) Notify the key stakeholders of the national government about the final evaluation plans and completed evaluations of public policies, programs, projects and services, within fifteen (15) days from its completion;

g) Provide hard and soft copies of the final evaluation reports to the following stakeholders of the Philippine Congress: House Speaker; Senate President; concerned chairpersons and committee secretaries of congressional committees with jurisdiction over public policies, programs, projects and services being evaluated; and the support offices of the House of Representatives and the Senate performing budget and policy research and technical assistance to the Members of Congress;

h) Disseminate evaluation plans and completed evaluation reports of the national government and its agencies and instrumentalities;

i) Conduct capacity-development activities on evaluation with partners from the government, private and civil society sectors;

j) Conduct evaluations as authorized by the NPEC; and

l) Prepare a consolidated report of individual evaluations for the

NPEC's appropriate action.

SEC. 11. ***National Evaluation Agenda.*** – The NPEC shall, with the assistance of its Secretariat, formulate and periodically review a six-year *National Evaluation Agenda* to coincide with the preparation timeframe of the Philippine Development Plan and Public Investment Program. The National Evaluation Agenda shall identify the critical public policies, programs, projects and services to be subjected to the NPEC's diagnostic, formative or summative evaluations, and shall include a timeline of implementation.

SEC. 12. ***Agency Evaluation Agenda.*** - All agencies and instrumentalities of the executive branch of the national government shall formulate and maintain an updated six-year *Agency Evaluation Agenda*. The agency evaluation agenda shall specify the public policies, programs, projects and services to be subjected to diagnostic, formative or summative evaluations by the agency's program evaluation unit, and shall include a timeline of implementation.

SEC. 13. ***Program Evaluation Units.*** – The implementing agencies shall establish a Program Evaluation Unit (PEU) or have an existing unit assume functions of the PEU. These shall be established at the central level, subject to existing policies, rules, and regulations of the DBM on organizational and staffing patterns. Likewise, a senior-level M&E advisory committee for support and oversight of M&E initiatives shall be established.

The NPEC shall issue the guidelines governing the formation and

operation of program evaluation units of implementing agencies.

SEC. 14. ***PEU Functions.*** – The program evaluation unit shall perform the following functions:

- a) Formulate and submit the agency's six-year rolling evaluation agenda to the head of the agency, copy furnished the NPEC Secretariat;
- b) Implement the evaluation agenda;
- c) Plan, conduct, and manage the evaluations of policies, programs, projects and services within the mandated functions and responsibilities of the department, agency or instrumentality;
- d) Ensure that evaluations are undertaken in accordance with the provisions of this Act;
- e) Manage the agency's program evaluation budget and related activities;
- f) Submit to the agency head the evaluation findings and recommendations, copy furnished the NPEC and its Secretariat;
- g) Serve as a repository of all evaluation studies conducted or commissioned by the department, agency or instrumentality;
- h) Upload on its website the completed evaluation plans and final evaluation reports within fifteen (15) days from completion;
- i) Submit the evaluation plans and final evaluation reports to the NPEC Secretariat in accordance with the prescribed guidelines;
- j) Develop and strengthen the M&E system of the department,

agency or instrumentality;

- l) Provide input to budget and policy discussions.

SEC. 15. ***Utilization of Impact Evaluations*** – Agencies shall make reference to relevant evaluation findings and recommendations from completed evaluations, to make changes and adjustments to the policies, programs, projects, services, and other activities.

The heads of departments, agencies and instrumentalities shall submit the reports on their management response, other actions taken on the findings of completed evaluations, and recommendations to the NPEC.

Likewise, the heads of departments, agencies and instrumentalities covered by this Act shall ensure that M&E data, findings and recommendations are used to guide and improve the planning, programming, budgeting, formulation, implementation and oversight of the public policies, programs, projects or services.

Further, the reports generated through the implementation of this act shall be made accessible to the public through general publication or through posting on the agency's and the NPEC's respective website.

SEC. 14. ***Fund Allocation.*** – All covered agencies and instrumentalities including those identified by the NPEC in accordance with Section 3 of this Act, shall allocate a sufficient portion of the agency budget which shall be used for:

- a) Evaluation capacity development;

- b) Salaries, recruitment and training to ensure an adequate supply of internal personnel competent in evaluation;
- c) Operations and maintenance of the Program Evaluation Units or its counterparts; and
- d) External professional service fees for impact evaluations.

The cost of the conduct of an impact evaluation shall be charged against the funding allocation of the program subject to impact evaluation. The amount of which shall be determined by the head of the agency, in consultation with their respective senior-level M&E advisory committee.

SEC. 15. ***Appropriations.*** – The amount necessary for the initial organization of the NPEC and its Secretariat, including its initial operations, shall be included in the annual General Appropriations Act.

SEC. 16. ***Implementing Rules and Regulations.*** – Within ninety (90) days from the effectivity of this Act, the NPEC shall promulgate the necessary rules and regulations for the effective implementation of this Act. This IRR shall include the formulation of the National Policy Evaluation Framework, and all other necessary policies to facilitate the conduct of impact evaluations.

SEC. 17. ***Amendments.*** – The NPEF, including the guidelines for NPEF's implementation, may be amended by the NPEC based on academic and/or scientific innovations, the findings and recommendations of the evaluations, and feedback of various stakeholders.

SEC. 18. ***Separability Clause.*** – If any provision of this Act is declared unconstitutional or invalid, the remaining parts or provisions not affected shall remain in full force and effect.

SEC. 19. ***Repealing Clause.*** – All laws, executive orders, issuances, rules, and regulations, or parts thereof, inconsistent with the provisions of this Act are repealed or modified accordingly.

SEC. 20. ***Effectivity.*** – This Act shall take effect fifteen (15) days after its publication in the *Official Gazette* or in a newspaper of general circulation.

Approved,