NATIONAL GOVERNMENT DISBURSEMENT PERFORMANCE

AS OF SEPTEMBER 2020

National Government disbursements for the month of September 2020 amounted to P350.9 billion, P64.1 billion or 15.5 percent lower yearon-year, attributed mainly to the timing of subsidy releases to government corporations and the high infrastructure spending for the same month last year. Year-to-date, government spending reached P3,022.7 billion, posting a P395.8 billion or 15.1 percent increase from the previous year's outturn. This is, however, below the P3,268.8 billion program¹ for the first nine months of the year

Figure 1. National Government Disbursements for the Period Indicated (Amounts in billion pesos, unless otherwise indicated) 3.022.7 40.0% 3,000.0 2.671.7 2,626.9 30.0% 2,500.0 20.0% 10.0% 1.000.0 0.0% 500.0 -10.0% -20.0% As of August As of September Sentember 2019 2020 YOY Growth

by P246.2 billion or 7.5 percent, largely due to the lower-than-programmed maintenance spending, equity, and net lending releases.

In terms of the use of disbursement authorities, NCA expenditures in September 2020 amounted to P294.1 billion, down by P66.6 billion or 18.5 percent from last year, while non-NCA disbursements reached P56.8 billion, P2.5 billion or 4.5 percent higher year-on-year. As of end-September 2020, NCA disbursements reached P2,576.4 billion, expanding by P406.3 billion or 18.7 percent from the comparable period last year owing mainly to government spending on COVID-19 measures. Meanwhile, non-NCA disbursements totalled to P446.3 billion, down by P10.5 billion or 2.3 percent year-on-year on account of lower net lending releases.

Table 1. Comparison of NCA and Non-NCA Disbursements, 2019-2020

(Amount in billion pesos, unless otherwise indicated)

		As of August		September				As of September				
Particulars	2019	2020	Inc/(Dec)		2019	2020	Inc/(Dec)		2019	2020	Inc/(Dec)	
	2019	2020	Amt	%	2019	2020	Amt	%	2019	2020	Amt	%
NCA	1,809.4	2,282.3	472.9	26.1	360.7	294.1	(66.6)	(18.5)	2,170.1	2,576.4	406.3	18.7
% of Eff. NCA	92.0%	91.7%			119.0%	124.9%			95.6%	94.5%		
Non-NCA	402.5	389.4	(13.0)	(3.2)	54.4	56.8	2.5	4.5	456.8	446.3	(10.5)	(2.3)
TOTAL	2,211.8	2,671.7	459.9	20.8	415.1	350.9	(64.1)	(15.5)	2,626.9	3,022.7	395.8	15.1
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Memo Item

Effective NCAs issued net of Trust Liabilities, Gross of Working Fund

As of Augus	it	September		As of Septe	ember
2019	1,966.9	2019	303.1	2019	2,270.0
2020	2,490.1	2020	235.5	2020	2,725.5

Allotment Releases

 $As of September 2019 \qquad 3,490.6 \qquad 95.3\% \ of the P3,661.6 \ billion \ obligation \ program$ $As of September 2020 \qquad 4,071.5 \qquad 99.3\% \ of the P4,100.0 \ billion \ obligation \ program$

Sources: Bureau of the Treasury and DBM-Budget Technical Bureau

Allotment Releases

As of end-September 2020, total allotment releases reached P4,071.5 billion², equivalent to 99.3 percent of the P4,100.0 billion obligation program for the year. For the month of September 2020

¹ Revised FY 2020 Quarterly Fiscal Program approved by the DBCC via Ad Referendum on July 28, 2020.

² Includes releases under the FY 2019 Continuing Appropriations, Unprogrammed Appropriations, and other Automatic Appropriations accommodated within the obligation program for the year.

alone, allotment releases amounted to P147.8 billion, composed largely of the following big-ticket items: i) capital outlays under the Department of Public Works and Highways (DPWH) – P97.3 billion; ii) Universal Access to Quality Tertiary Education (UAQTE) Program of the Commission on Higher Education (CHED) and the Technical Education and Skills Development Authority (TESDA) – P11.4 billion and P2.9 billion, respectively; and iii) fourth quarter pension requirements of the Department of National Defense (DND) and the Philippine National Police (PNP) – P4.7 billion and P3.6 billion, respectively. The releases for September 2020 do not yet include the allotments for R.A. No. 11494 or the "Bayanihan to Recover as One Act" (Bayanihan II) which was enacted on September 11, 2020, pending the submission of special budget requests by concerned line agencies and compliance to documentary requirements. The status of releases for the *Bayanihan* II is discussed in the outlook portion of this report.

Disbursement Performance, by Expense Class

For the Month of September 2020

Total disbursements for the month of September 2020 amounted to P350.9 billion, down by P64.1 billion or 15.5 percent year-on-year, mainly due to lower subsidy releases, and infrastructure and other capital outlays. Nonetheless, positive growth rates were recorded in the following expenditure items to temper the decline in government spending:

 Maintenance and other operating expenses grew by P13.5 billion or 21.5 percent to reach P76.2 billion largely due the disbursements of the CHED for the Free Higher Education and Tertiary Education Subsidy covering the academic

 Table 2. NG Disbursements for the Month of September, 2019 and 2020

 (Amount in billion pesos, unless otherwise indicated)

		September						
Expenditure Class	2019	2020	Increase/(Decrease)					
	2019	2020	Amt	%				
CURRENT OPERATING EXP.	302.8	276.7	(26.1)	(8.6)				
Personnel Services	92.6	95.9	3.3	3.6				
MOOE	62.7	76.2	13.5	21.5				
Subsidy	60.3	7.2	(53.1)	(88.1)				
Allotment to LGUs	38.4	50.4	12.1	31.5				
IP	43.1	43.4	0.3	0.6				
TEF	5.7	3.6	(2.1)	(36.7)				
CAPITAL OUTLAYS	117.0	73.3	(43.7)	(37.4)				
Infra and Other CO	94.7	56.9	(37.8)	(39.9)				
Equity	0.9	0.6	(0.3)	(34.3)				
Capital Transfers to LGUs	21.4	15.8	(5.6)	(26.3)				
NET LENDING	(4.8)	0.9	5.7	(119.1)				
TOTAL	415.1	350.9	(64.1)	(15.5)				

year 2019-2020. Similarly, maintenance expenditures increased on account of the following:

- i. Continued implementation of the second tranche of the Social Amelioration Program (SAP) under the Department of Social Welfare and Development (DSWD);
- ii. Payment of salaries of job order personnel, compensation of health workers who got sick or died due to COVID-19, and purchase of supplies/materials for COVID-19 testing of the Department of Health (DOH);
- iii. Implementation of COVID-19 Adjustment Measures Program Abot Kamay ang Pagtulong (CAMP-AKAP) and Tulong Panghanapbuhay Para sa Ating Displaced/Disadvantaged Workers (TUPAD) Program of the Department of Labor and Employment (DOLE)
- iv. Delivery of supplies and materials (e.g., learning modules) of the Department of Education (DepEd) in preparation for the opening of classes in October 2020.
- Allotment to LGUs expanded by P12.1 billion or 31.5 percent to reach P50.4 billion as a result
 of the higher Internal Revenue Allotment (IRA) of LGUs and the release of the annual block
 grant to the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM) amounting to
 P7.8 billion.

Personnel services (PS) expense increased by P3.3 billion or 3.6 percent from a year ago to clock at P95.9 billion. The growth is credited mainly to the combined impact of the implementation of the second tranche of the salary increase of civilian personnel in the National Government (NG) by virtue of R.A. No. 11466 or the Salary Standardization Law (SSL) of 2019, payment for the retirement gratuity and terminal leave benefits claims, and creation/filling of positions in the Philippine National Police (PNP).

However, as mentioned, the growth in these expense items was offset by lower subsidy support to government corporations, and infrastructure and other capital outlays. Subsidy declined by P53.1 billion or 88.1 percent year-on-year to reach P7.2 billion due to the timing of releases for the National Health Insurance Program (NHIP) of the Philippine Health Insurance Corporation (PHIC), and releases to the Landbank of the Philippines (Landbank) for the implementation of the Unconditional Cash Transfer (UCT) Program. Some P29.3 billion was released in September last year for the payment of health premiums of senior citizens and indigent patients enrolled under the NHIP, while a total of P30.4 billion was already released to the PHIC from January to September this year. Subsequent releases for the NHIP and the allotment for the UCT are expected to be made in the next few months with the ongoing evaluation of the special budget requests for the said programs.

Meanwhile, infrastructure and other capital expenditures contracted by P37.8 billion or 39.9 percent to reach P56.9 billion. It is noted that infrastructure spending is expected to be lower with the discontinuance of some capital outlay projects which are unlikely to be completed nor implemented this year due to the pandemic, as well as the delays in construction activities in the earlier part of the year with the imposition of various community quarantine measures and implementation of COVID-19 health and safety protocols. This compares to the huge infrastructure disbursements in the previous year with the catch-up spending plan of the DPWH.

For the Third Quarter of 2020

Table 3. NG Disbursements for the Third Quarter, 2019 and 2020

(Amount in billion pesos, unless otherwise indicated)

	Third Quarter						
Expenditure Class	2019 2020		20	Vari	iance	Increase/(Decrease)	
	Actual	Program ^{1/}	Actual	Amt	%	Amt	%
CURRENT OPERATING EXP.	761.7	1,018.2	797.2	(221.0)	(21.7)	35.5	4.7
Personnel Services	242.6	272.1	249.9	(22.2)	(8.2)	7.3	3.0
MOOE	149.4	382.1	232.9	(149.2)	(39.0)	83.5	55.9
Subsidy	130.4	70.9	30.1	(40.8)	(57.6)	(100.3)	(76.9)
Allotment to LGUs	115.1	149.8	145.8	(4.0)	(2.7)	30.7	26.6
IP	113.7	140.3	125.3	(15.0)	(10.7)	11.6	10.2
TEF	10.5	2.9	13.3	10.4	353.1	2.8	26.7
CAPITAL OUTLAYS	277.9	233.2	206.1	(27.1)	(11.6)	(71.8)	(25.8)
Infra and Other CO	229.3	137.0	153.5	16.6	12.1	(75.8)	(33.0)
Equity	1.1	50.3	0.8	(49.5)	(98.4)	(0.3)	(26.4)
Capital Transfers to LGUs	47.5	46.0	51.7	5.8	12.6	4.2	8.9
NET LENDING	(2.9)	7.4	5.6	(1.8)	(23.8)	8.5	(294.1)
TOTAL	1,036.7	1,258.8	1,008.9	(249.8)	(19.8)	(27.8)	(2.7)

1/ Revised FY 2020 Quarterly Fiscal Program approved by the DBCC via Ad Referendum on July 28, 2020.

For the third quarter, NG disbursements amounted to P1,008.9 billion, P27.8 billion or 2.7 percent lower than the outturn from last year's comparable period. Substantial decreases were recorded in subsidy contribution to government corporations and infrastructure and other capital outlays, amounting to P100.3 billion (76.9 percent) and P75.8 billion (33.0 percent), respectively.

As discussed, the timing of releases to the PHIC for health insurance premiums, and to the Landbank for the UCT program largely accounted for the significant decline in subsidy. On the other hand, infrastructure and other capital outlays were down to P153.5 billion from P229.3 billion last year. The lower infrastructure expenditures for the period are mainly attributed to the temporary suspension of construction activities in early August with the two-week Modified Enhanced Community Quarantine measure in place, as well as the limitations in construction works or activities with the implementation of existing health and safety protocols.

However, the decrease in the said expenditure items was tempered by higher MOOE and combined allotment and capital transfers to LGUs. MOOE soared to P232.9 billion, up by P83.5 billion or 55.9 percent from a year ago owing largely to the implementation of COVID-19 measures such as the SAP of DSWD, CAMP AKAP and TUPAD of DOLE, and health response of the DOH. Meanwhile, combined allotment and capital transfers to LGUs reached P197.5 billion, up by P34.9 billion or 21.4 percent on account of higher IRA shares of LGUs, releases for the block grant to the BARMM and Local Government Support Fund (LGSF).

When compared to the P1,258.8 billion program³ for the third quarter, spending fell below the target by P249.8 billion or 19.8 percent mainly because of the following:

- Maintenance spending was lower than the P382.1 billion program for the period by P149.2 billion or 39.0 percent. The bulk of the program balance is composed of the requirements of the recovery measures under the *Bayanihan* II. The said requirements were already considered in the program for the third quarter, in anticipation of the earlier passage of the *Bayanihan* II. However, the measures (i.e., health and social expenditures, as well as assistance to the labor, agriculture, transportation, and tourism sectors) are now expected to be implemented in the fourth quarter of the year. Likewise, the late opening of classes in public schools and universities due the COVID-19 pandemic resulted in lower utilization of funds of the DepEd (e.g., school operations) and the CHED (e.g., UAQTE).
- Equity was below the P50.3 billion program for the third quarter by P49.5 billion or 98.4 percent, with the balance pertaining largely to the capital infusion requirement of the Landbank, Development Bank of the Philippines (DBP), Philippine Guarantee Corporation (PhilGuarantee), and Small Business Corporation (SBCorp) for the implementation of credit support facilities under the *Bayanihan* II. It may be noted that the program considered the original P50.0 billion capital infusion requirement as provided under the Senate Bill No. 1564 or the Senate version of the proposed *Bayanihan* II, vis-a-vis the P39.5 billion regular fund approved under R.A. No. 11494.
- Subsidy support to government corporations fell short of the P70.9 billion program for the period by P40.8 billion or 57.6 percent with the timing of actual releases to the PHIC for the NHIP and to the Landbank for the UCT Program.
- PS expenditures were lower than the P272.1 billion program for the third quarter by P22.2 billion or 8.2 percent largely due to the program balances in the Miscellaneous Personnel Benefits Fund (MPBF) and Pension and Gratuity Fund (PGF), as well as outstanding checks in PS-heavy departments/agencies such as the DepEd and PNP.

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³ Ibid.

 Interest payments were below the P140.3 billion program for the period by P15.0 billion or 10.7 percent resulting from the lower actual interest and foreign exchange rates, rejection of bids, and premiums for issued bonds.

Notably, infrastructure and other capital outlays exceeded the P137.0 billion program for the third quarter by P16.6 billion or 12.1 percent with the payment of accounts payables and continued implementation of construction activities by the DPWH despite the existing health and safety protocols in place and the rainy season.

Tax expenditure fund (TEF), likewise, surpassed the P2.9 billion program for the period by P10.4 billion due to the documentary stamp taxes paid in connection with the bond issuances made by the Bureau of the Treasury (BTr), VAT and income tax payments for the MRT Line 3 operations, and VAT payment by the Philippine Deposit Insurance Corporation (PDIC). The TEF is a form of tax subsidy to qualified NG agencies/corporations as provided by law or entitlements granted by the Fiscal Incentives Review Board (FIRB), where, instead of paying actual cash for their tax liabilities, these are treated and automatically appropriated as both revenues and expenditures of the NG.

For the Period January to September 2020

Table 4. NG Disbursements for the Period January to September, 2019 and 2020

(Amount in billion pesos, unless otherwise indicated)

(Amount in billion pesos), unless	January to September						
Expenditure Class	2019 2020		•		Increase/([Increase/(Decrease)	
	Actual	Program ^{1/}	Actual	Amt	%	Amt	%
CURRENT OPERATING EXP.	1,955.6	2,654.5	2,460.2	(194.3)	(7.3)	504.6	25.8
Personnel Services	745.9	838.2	809.1	(29.1)	(3.5)	63.2	8.5
MOOE	391.5	792.2	645.9	(146.3)	(18.5)	254.5	65.0
Subsidy	157.1	209.8	199.6	(10.2)	(4.8)	42.5	27.1
Allotment to LGUs	345.3	476.9	472.8	(4.0)	(0.8)	127.5	36.9
IP	293.7	328.0	313.0	(15.0)	(4.6)	19.2	6.5
TEF	22.1	9.4	19.7	10.4	110.4	(2.3)	(10.6)
CAPITAL OUTLAYS	655.4	609.9	586.7	(23.2)	(3.8)	(68.7)	(10.5)
Infra and Other CO	540.7	430.9	451.5	20.6	4.8	(89.2)	(16.5)
Equity	1.7	50.9	1.4	(49.5)	(97.3)	(0.3)	(18.7)
Capital Transfers to LGUs	113.0	128.1	133.9	5.8	4.5	20.9	18.5
NET LENDING	15.9	4.4	(24.3)	(28.7)	(650.2)	(40.2)	(252.8)
TOTAL	2,626.9	3,268.8	3,022.7	(246.2)	(7.5)	395.8	15.1

 $^{^{1/}}$ Revised FY 2020 Quarterly Fiscal Program approved by the DBCC via Ad Referendum on July 28, 2020.

Year-to-date, NG spending amounted to P3,022.7 billion, up by P395.8 billion or 15.1 percent from the same period last year. The strong performance for the period is mainly due to higher maintenance spending (65.0 percent y-o-y) mainly for the implementation of COVID-19 measures. The growth recorded for the said expenditure item amounted to P254.5 billion, accounting for 64.3 percent of the P395.8 billion total increase in disbursements for the first nine months of the year.

In addition, spending for the period grew on account of the following:

i. Higher allotment and capital transfers to LGUs (P606.7 billion, 32.4 percent y-o-y) owing to the *Bayanihan* Grant to Provinces, Cities, and Municipalities, the higher IRA of LGUs, and releases for the annual block grant to the BARMM (P50.2 billion) and LGSF (P22.6 billion);

- ii. PS expenditures (P809.1 billion, 8.5 percent y-o-y) resulting from the implementation of salary adjustment pursuant to the SSL 2019, payment of the 2018 Performance-Based Bonus (PBB), pension benefits, and retirement claims;
- iii. Subsidy (P199.6 billion, 27.1 percent y-o-y) largely due to the implementation of the Small Business Wage Subsidy Program (SBWSP);
- iv. Interest payments (P313.0 billion, 6.5 percent y-o-y) in view of the coupon payments for bonds issued for the current year and the previous year.

On the other hand, infrastructure and other capital outlays, and net lending declined from last year's outturn. Infrastructure and other capital outlays totalled to P451.5 billion, lower by P89.2 billion or 16.5 percent mainly as a result of the lower program and delays encountered in the implementation of public works due to the COVID-19 pandemic. Meanwhile, net lending was down by P40.2 billion from a year ago owing largely to the conversion of NG advances into subsidy where previous net lending releases are treated as subsidy and at the same time recorded as repayments.

With respect to the program for the first three quarters of the year, disbursements were lower than the P3,268.8 billion target by P246.2 billion or 7.5 percent. As already discussed in the third quarter performance section of this report, this is mainly attributed to the measures under the *Bayanihan* II, whose implementation are still ongoing following the law's approval on September 11, 2020. The other expenditure items which contributed to the lower-than-programmed disbursements for the period, as also previously mentioned, are PS expenditures, subsidy, interest payments, and net lending.

Outlook for the Rest of the Year

Spending for the fourth quarter of the year will be composed largely of the remaining operating expenditures of NGAs, regular social sector programs (e.g., CCT), and PS expenditures particularly for the year-end bonus, cash gift, and pension and retirement benefits claims. Infrastructure outlays are also expected to be relatively higher in the latter months when compared to the earlier part of the year, with bulk of the submission of progress billings from contractors and suppliers are made. More so that the DPWH continues to accelerate disbursements, especially for those completed and ongoing projects for completion within the year. Disbursements will, likewise, be driven by the implementation of recovery measures under the *Bayanihan* II Law.

The President has already delegated to the DBM Secretary the authority to approve budget requests under the *Bayanihan* II in order to facilitate the immediate release of funds, and consequently program/project implementation. As of October 29, 2020, the Department of Budget and Management (DBM) has released a total of P78.0 billion out of the P140.0 billion allocation under the law to various government agencies/corporations for their respective COVID-19-related recovery programs, as follows:

Table 5. Breakdown of Releases under the *Bayanihan* II

(as of October 29, 2020)

Department / Agency	Amount	Purpose				
Under R.A. No. 11494	76,228,874,712.00					
Department of the Interior and Local Government	2,522,660,000.00	For the hiring and training of contact tracers				
Office of Civil Defense 855,190,418.00		For the construction and maintenance of COVID-19 isolation facilities including billings of hotels, food and transportation				
Bureau of the Treasury (BTr) - Local Government Units	461,474,250.00	COVID-19 Local Government Support Fund to provinces, municipalities and cities for their respective COVID-19 response initiatives				
BTr - Development Bank of the Philippines (DBP)	1,000,000,000.00	To cover the subsidy for the payment of interest on new and existing loans secured by LGUs from the DBP				

Department / Agency	Amount	Purpose
BTr – Land Bank of the Philippines (LBP)	1,000,000,000.00	To cover the subsidy for the payment of interest on new and existing loans secured by LGUs from the LBP
BTr – Small Business Corporations (SB Corp)	8,080,098,000.00	To cover the National Government equity contribution to the SB Corp for the implementation of the COVID-19 Assistance to Restart Enterprises (CARES) Program and for its lending programs, as well as interest subsidy
Department of Foreign Affairs	820,000,000.00	Augmentation of the Assistance-to-Nationals Fund for the repatriation-related expenses, shipment of remains and cremains of Overseas Filipinos who passed away due to COVID-19, medical assistance, and other forms of assistance
Professional Regulation Commission	2,500,000.00	For the implementation of Computer Based Licensure Examination
Department of Social Welfare and Development	6,000,000,000.00	For the implementation of various COVID-19 interventions of the DSWD such as Assistance to Individuals in Crisis Situations (AICS) and Sustainable Livelihood Program (SLP)
Department of Transportation	9,500,000,000.00	For the implementation of various COVID-19 interventions under the transportation industry: to assist critically-impacted transport businesses; setting up of temporary livelihood programs to displaced workers through service contracting of public utility vehicles; and to support the development of sidewalks and bicycle lanes.
Department of Agriculture (DA)	9,100,000,000.00	
DA - Bureau of Soils and Water Management	132,000,000.00	For the Agriculture Stimulus Package to support agri-fishery enterprises, farmers and fisherfolk registered under RSBSA and
DA - Agricultural Credit Policy Council	2,500,000,000.00	agricultural cooperatives through cash or loan interest rate subsidies and the Plant, Plant, Plant Program, among others.
DA – National Meat Inspection Service	300,000,000.00	
Department of Labor and Employment	13,100,000,000.00	For the implementation of various cash-for-work programs including: (1) COVID-19 Adjustment Measures Program (CAMP); (2) Tulong Panghanapbuhay Para sa Ating Displaced/ Disadvantaged Workers (TUPAD) Program; and (3) Abot-Kamay ang Pagtulong (AKAP) Program
Department of Health (DOH)	20,574,952,044.00	For the implementation of health-related responses such as the hiring of human resources for health, provision of special risk allowances and hazard duty pay to private and public health workers, as well as augmentation for operations of DOH hospitals.
Department of Trade and Industry	100,000,000.00	To cover funding requirements for the implementation of Balik Probinsya, Bagong Pag-asa Program through the Shared Service Facilities (SSF) Project
Philippine Sports Commission	180,000,000.00	Allowances for national athletes and coaches
Under Section 4(rr) R.A. No. 11494 ^{1/}	1,753,163,545.00	
Department of Public Works and Highways	994,745,247.00	To cover the funding requirements of the FY 2020 Quick Response Fund
Office of the Presidential Adviser on the Peace Process	28,371,099.00	Augmentation from Management Supervision of the Comprehensive Peace Process under Operations to General Administration and Support to support the role and engagement of OPAPP Secretary as the Chief Implementer against COVID-19.
Department of Health	730,047,199.00	To cover the first-year funding requirements of the Health System Enhancement to Address and Limit (HEAL) COVID-19 Project under a foreign loan assistance from the Asian Development Bank

¹/ Charged from the regular funds of the departments/agencies under the FY 2020 General Appropriations Act

The release of the balance is subject to the submission of special budget request and supported with complete documentary requirements by the concerned implementing agency. This shall be acted within 24 hours upon receipt of complete documents.