



REPUBLIC OF THE PHILIPPINES
DEPARTMENT OF BUDGET AND MANAGEMENT
MALACAÑANG, MANILA

National Budget Circular

NO. 552
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TO : Heads of Departments, Agencies, State Universities and Colleges (SUCs), and Other Offices of the National Government; Government Owned and Controlled Corporations (GOCCs) Receiving Budgetary Support; and All Others Concerned

SUBJECT: **GUIDELINES ON THE SHIFT TO THE OUTCOME-BASED PERFORMANCE- INFORMED BUDGET (PIB) FOR FY 2015**

1.0 RATIONALE

- 1.1 The adoption of performance-informed budgeting (PIB) for the FY 2014 General Appropriations Act (GAA) was the initial step towards making the Budget a more comprehensible, transparent and accountable document by making available both financial and non-financial performance information on the agency. The objective was to inform Congress, the public and other stakeholders about the outputs and outcomes an agency is committing to deliver in exchange for its budget.
- 1.2 To further enhance the current PIB, there is a need to shift to the outcome-based PIB which can be adopted in the FY 2015 Budget. The development and enhancement of the organizational outcomes of the Agencies, and the crafting of their associated performance indicators and targets, will provide a clearer picture of the short- to medium-term benefits of the Agencies' delivery of their respective mandated outputs. This exercise will also establish the linkages among the Agencies' organizational outcomes (OOs) with the sectoral outcomes, key results areas (KRAs) and the societal goals in the latest update of the Philippine Development Plan Results Matrices (PDP-RM), extending further the Government's logframe/results chain, and strengthening the link between planning and budgeting.
- 1.3 The FY 2015 PIB will feature an enhanced set of OOs for each of the Agencies, indicative of the more informed resource allocation and management approach adopted in the budget preparation exercise. More specifically, the FY 2015 National Expenditure Program (NEP) will feature under Section 4 of each agency budget, the refined set of OOs, together with their PIs and corresponding targets. These will be shown along with the agency Major Final Outputs (MFOs) and PIs as in the FY 2014 NEP and the FY 2014 GAA. The MFOs will explain

what departments and agencies produce for their external clients, the OOs on the other hand, will represent the results or outcomes that departments and agencies aim to achieve for their external clients with the MFOs they deliver using the resources appropriated to them by Congress.

- 1.4 The main rationale for formulating these enhanced OO statements is to establish and make explicit the Agencies' intended results, enabling better transparency and accountability to Congress and to the Filipino people as a whole. The OO statements will also provide the oversight agencies with better information to prioritize, monitor, and evaluate government programs. By including performance indicators and targets for each of the OOs of an agency, it is hoped that citizens, Congress, and the individual Agency will be better able to track and report on the results achieved by the Agency for the resources provided to them.

2.0 PURPOSE

- 2.1 To provide the policy guidelines and instructions to identify or develop appropriate OOs and their associated PIs ;
- 2.2 To define the roles and responsibilities of the DBM and the Agencies in the development of the OOs; and
- 2.3 To set the procedures and timetable for the development of organizational outcomes and identification of PIs as well as submission by the Agencies and approval by the DBM.

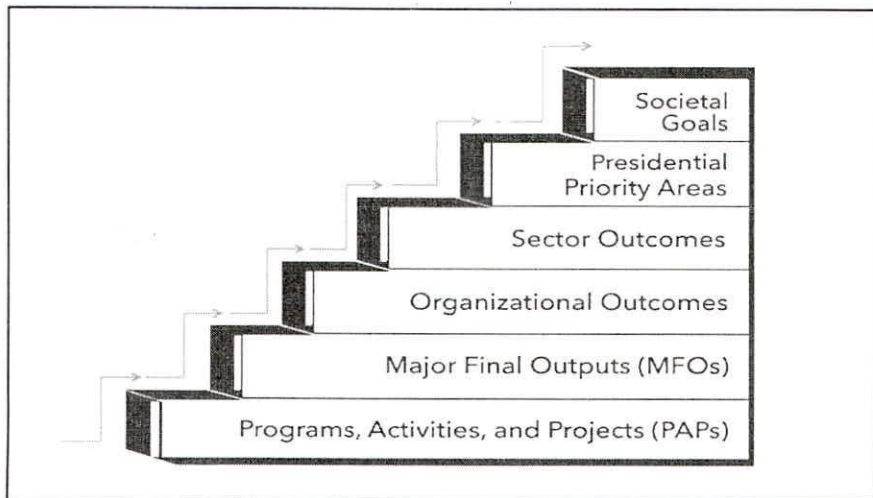
3.0 COVERAGE

All Departments/Agencies, State Universities and Colleges (SUCs) and Government Owned and Controlled Corporations (GOCCs) receiving budgetary support. This will include the commissions/offices under the Constitutional Fiscal Autonomy Group, Congress and the Judiciary.

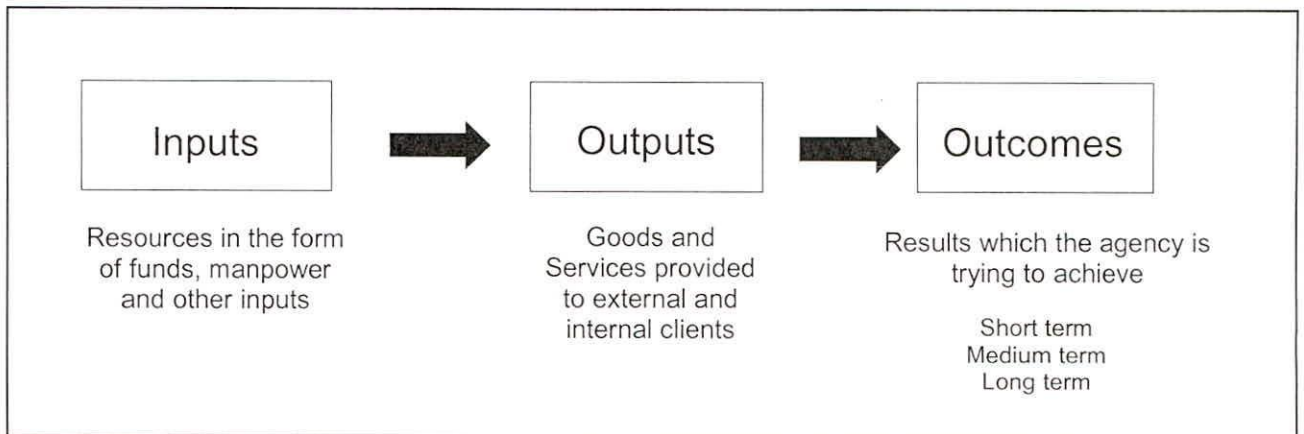
4.0 GENERAL GUIDELINES

- 4.1 The Results-based Performance Management System (RBPMS) developed by the AO 25 Task Force represents the overall logframe/results chain of the Government. Like the generic Organizational Performance Indicator Framework (OPIF) logframe, it starts at its highest level with the societal goals followed by the President's KRAs under his Social Contract with the Filipino People. Below the KRAs are the sector outcomes as embodied in the PDP-RM. Next in the chain are the department/agency organizational outcomes. All of these are outcome- or results-based driven at the base by the MFOs and the Programs, Activities and Projects (PAPs) where output information is being collected.

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4.2 The logframe/results chain is the representation of the achievement of a result or results directly related to a government intervention and can be represented by the diagram below. While the rate of production of outputs from inputs is the measure of a program's efficiency, the production of an outcome directly related to the outputs produced is the measure of a program's effectiveness.



4.3 The outcomes achieved or targeted can be grouped into short-term, medium-term or long-term. The sectoral outcomes of the PDP and the President's KRAs are medium to longer-term outcomes while the OOs produced by departments and agencies are shorter- to medium-term outcomes.

4.4 Existing OOs shall be refined to be consistent with the Budget Priorities Framework (issued through NBC 119) and corresponding performance indicators shall be crafted to specify the targeted results and timeframe, among others, for inclusion in Section 4 of the FY 2015 NEP. This will add another layer of transparency and accountability for the delivery of government services.

4.5 The performance information will help Congress better understand the results and outcomes that the Agencies are intending to achieve with the budget that they are proposing. This information will also be used

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by the Agencies to better manage their resources to ensure that these and responsible units are achieving the desired results, and to inform government on its overall effectiveness in delivering services to citizens.

- 4.6 Because GOCCs are attached to a Department, it is expected that the organizational outcomes (OOs) and PIs of a GOCC are aligned with if not adopt the Department OOs and PIs.

5.0 SPECIFIC GUIDELINES AND DEFINITIONS

- 5.1 An OO is an outcome or result produced by the Agency that 1) contributes to the achievement of the legislated mandate of that department or agency, and 2) is achieved through the production of goods or services to external clients (MFOs), delivered through its projects, activities and programs.
- 5.2 OOs must be directly related to the legislated mandate of the Agency they support and should align with the appropriate sectoral and sub-sectoral outcome in the latest PDP-RM and the KRAs which the Agency supports. They should also support the outcomes stated in the PDP-RM and their respective Secretary's Performance Commitments as embodied in the department's OP Planning Tool.
- 5.3 Each OO requires a set of PIs that will show how the Agency is achieving its expected results for the specific OO.
- 5.4 The PIs must include the target that the Agency is trying to achieve, the timeframe to obtain that target and the methods for collecting and measuring the performance data that is to be monitored.
- 5.5 To the extent that PIs featured in the PDP-RM and the OP Planning Tools are useful for Agency performance management then they should be adopted for the PIB.
- 5.6 Each OO may have one (1) to at most three (3) PIs and given that many of these outcomes may only be achieved after three to five years, Agencies should ensure that some of the outcome indicators should show the Agency is on track to succeed before its target completion date.
- 5.7 If PIs for a particular outcome are difficult to craft, Agencies may use the existing MFO PIs or create a specific Key Output Performance Indicator (KOPI) to help them tell their performance story.
- 5.8 KOPIs are output indicators specific to an organizational outcome that will indicate its likelihood of success. As an example, a possible KOPI for DepEd in achieving an OO for a 10% increase in standardized testing scores at the secondary school level could be an improvement in teacher/student ratio. It can be inferred from this objective and strategy of DepEd that to improve overall results in standardized testing, the teacher/student ratio should be raised, which should enable students to receive more individual attention.

6.0 ROLES AND RESPONSIBILITIES

6.1 Role of DBM

6.1.1 The DBM shall provide technical assistance to Agencies in the review, analysis and refinement of OOs and in the crafting of their respective PIs.

6.1.2 It shall review the proposed OOs and PIs submitted by Agencies and coordinate with NEDA and the Cabinet Secretary's Office to ensure consistency with the PDP-RM and Secretaries' OP Planning Tool Commitments.

6.2 Role of the Agencies

6.2.1 Agencies shall initiate the refinement of their OOs and the crafting of corresponding PIs by accomplishing the attached Forms A (Refined Organizational Outcomes and Performance Indicators) and A-1 (Inventory of Existing Organizational Outcome Statements).

6.2.2 The duly accomplished Forms A and A-1 shall be used during the PIB Agency workshops which will be called by the DBM on 27 February to 12 March, 2014.

6.2.3 They shall establish their own internal structure and process for the review, refinement and approval of OOs, PIs, and KOPIs.

6.2.4 They shall use this new PIB structure for their budget submission for the FY 2015 NEP.

7.0 TIMETABLE

7.1 The Agencies shall attend and participate in the briefings/workshops on the Shift to Outcome-Based PIB for the FY 2015 Budget from 25 February to 12 March, 2014. Attached as Annex A is the schedule of the briefing/workshops showing the identified officials/technical staff participants.

Executive Briefings

7.1.1 Department Undersecretary and Assistant Secretary for Operations

7.1.2 Department Undersecretary and Assistant Secretary for Finance and Planning

Workshops for Departments

7.1.3 Department Director for Planning, Budget and Planning Officers and two (2) technical staff

Workshops for the Agencies

7.1.4 Head of Agencies

7.1.5 Director for Planning, Budget and Planning Officers and two (2) technical staff

7.2 The Commission on Higher Education (CHED) and the respective DBM Regional Offices (ROs) will assist the SUCs in the refinement of

the SUC OOs and their appropriate PIs.

- 7.3 Department/agencies/SUCs/GOCCs shall submit to DBM their refined OOs and corresponding PIs not later than March 13, 2014.
- 7.4 DBM shall review and conduct consultations with the Agencies on the refined OOs and their PIs. The review and finalization of refined OOs and their PIs shall be done within ten (10) calendar days from receipt of submission on March 13, 2014.
- 7.5 Refined OOs and their PIs approved by the DBM and concurred in by the Agency shall be transmitted formally to the Agencies not later than March 28, 2014 to be used in the 2015 budget preparation submission.

8.0 FOR COMPLIANCE

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FLORENCIO B. ABAD

Secretary *sbp*



Instructions for the Refinement of Organizational Outcomes (OOs) and Crafting Corresponding Performance Indicators and Targets

This section provides the detailed instructions for accomplishing Form A (Refined Organizational Outcomes and Performance Indicators), Form A-1 (Inventory of Existing Organizational Outcome Statements) and Form B (Revised MFO Performance Indicators).

- 1.0 Collection of data
 - 1.1 Obtain a copy of the following, as applicable:
 - a) Legal basis and other issuances on the department/agency/GOCC creation
 - b) Agency Organizational Chart
 - c) Secretary's OP Planning Tool Commitments
 - d) The new PDP-Results Matrices (PDP-RM)
 - e) FY 2014 General Appropriations Act (GAA)
 - f) FY 2012 OPIF Book of Outputs
 - g) Form A of the budget proposal for the latest Budget Year
 - h) Budget Performance Review (BPR) report or Annual Report of the Agency (latest)
 - 1.2 Examine the documents to determine what data will be relevant for the refinement of the OOs and PIs of the Agency. List OO statements from the various sources (FORM A-1).
- 2.0 Refinement of Organizational Outcomes (OOs)
 - 2.1 Review the current set of MFOs and organizational outcomes as appearing in the FY 2014 GAA.
 - 2.2 For each MFO ask the following questions:
 - a) Why are we producing this MFO?
 - b) What organizational outcome or result are we trying to achieve through this service that we are delivering?
 - c) Are these outcomes or results consistent with our legislated mandate and with the budget priorities framework, are within the Agency's control and are measurable, manageable and auditable?

The answer to these questions will assist you in refining your OOs.

 - 2.3 The number of organizational outcomes a department/agency may have would depend on the range or diversity of its mandate.
 - 2.4 Departments/agencies/SUCs/GOCCs should consider Projects, Activities or Programs (PAPs) that do not contribute to one of the refined organizational outcomes and create a new OO to which these PAPs may be aligned or attributed to.

- 3.0 Revisiting MFO Performance Indicators (PIs)
 - 3.1 Review the performance indicators (PIs) for each MFO as appearing in the FY 2014 GAA.
 - 3.2 Revise the existing PIs (could be some or all of the quantity, quality, or timeliness indicators) only as absolutely necessary, that is, if the current PIs do not reflect what the Agency is actually doing. This should be consulted with and approved by DBM then concurred in by the department/agency.
 - 3.3 Accomplish the attached FORM B (Revised MFO Performance Indicators (PIs)). For the PI that the department/agency would change, show the existing PI (quantity, quality, or timeliness) and the corresponding proposed PI. State the reason/s for the proposed changes. An Agency cannot change ALL its existing PIs.

- 4.0 Specify PIs and Targets
 - 4.1 Review the outcome/expected result of the OO and determine how long it will take to achieve this outcome.
 - 4.2 Select an indicator that you can use to measure the performance of the OO. Indicators should be relevant, representative, cost-effective, comparable, and minimize perverse effects.
 - 4.2.1 A relevant indicator seeks to measure the aspect of performance that is important to the objectives of its users. Relevance depends on who the user is. In selecting indicators to present to Congress and the public, for example, indicators of internal processes (such as quality of administrative services rendered to employees) would not be relevant.¹
 - 4.2.2 A representative indicator is a good proxy for what it is trying to measure. An indicator is more representative if it does not change for reasons that have nothing to do with performance, such as the impact of uncontrollable external factors. A representative indicator should not be ambiguous. It should be clear whether a change in the indicator means an over performance or an underperformance.²
 - 4.2.3 A cost-effective indicator is one where benefits of its use exceed its cost of collection, processing and verification.³
 - 4.2.4 A comparable indicator is used by similar service providers or by the same organization in the past. Comparison of performance across agencies becomes easier if all relevant entities, e. g. all departments, or all tertiary hospitals, or all SUCs of same level, use the same indicators. Comparability is useful and it allows for identification of trends in performance.⁴
 - 4.2.5 Perverse effects are adverse consequences of performance measures. They could be minimized by capturing key aspects

¹ Marc Robinson, Performance-based Budgeting Manual, CLEAR Regional Centers for Learning on Evaluation and Results, 2012, p. 25

² Ibid

³ M. Robinson, p. 26

⁴ Ibid

of performance that may have been missed in designing the performance indicator. An example is using average wait time for hospitals instead of percentage of patients treated within four (4) hours. An adverse effect of using the second indicator is any patient who cannot be treated within 4 hours would be made to wait longer to accommodate those who arrived later and can still be treated within 4 hours.⁵

4.3 Select a target for each specific indicator.

4.3.1 A performance target is a quantitative goal with a timeline (usually explicit, but sometimes implicit) for the achievement of that goal.

4.3.2 It is important to distinguish between indicators and targets. Targets are always based on specific performance indicators, which provide the yardstick for measuring target accomplishment. Indicators do not include quantitative objectives nor timelines. The percentage of persons infected with tuberculosis in the population is a performance indicator while cutting the rate of tuberculosis by 10 % over 5 years is a performance target.⁶

⁵ M. Robinson, p. 26

⁶ M. Robinson, p. 25