CIVIL SERVICE REFORM IN THE PHILIPPINES
THE ROLE OF CIVIL SOCIETY

by :
Prijono Tjiptoherijanto
Professor of Economics,
University of Indonesia/
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<u>ABSTRACT</u>.

The Philippine Civil Service was formally organized in 1900 through Public Act No.5 establishing a system responsible for civil governance and public services delivery in the Philippines. The country was then under American Colonial rule and the Americans transplanted its public administration system, including public personnel administration to the country.

The civil service was prestigious and considered clean only during the American regime. At that time the system worked better. The merit system was followed strictly, wrong doing was quickly punished, and the existence of one party prevented the practice of the spoils system. After the Second World War the civil service declined. Morale fell, corruption became rampant, fuelled by post-war conditions. The newly installed party system accommodated a widespread use of the spoils system. Despite numerous efforts at reform, the civil service system in operation did not live up to its strict formal standards. This was exacerbated by the martial law regime (1972-1981) whose record of corruption remains unmatched in the country's history. The civil service system still has to regain its pre-war image and to develop into the modern institution envisioned by its reformers at present time.

Dilliman, QC, August 2008

"………….The second is the capacity, represented through strong institution and a strong bureaucracy, to execute good policy and deliver essential services-the things than only government can do ……….."

" Towards a Strong Philippine Republic", State of the Nation Address, President **Gloria Macapagal-Arroyo**, Manila, July 22, 2002

I. INTRODUCTION

The Civil service system in the Philippines is a product of its colonial history under Spain and the United States of America. The First Philippines Commission otherwise known as the Schurman Commission, adopted and organized by American President William Mc Kinley, sat about to lay down the foundation of a Philippine civil service. This was established on January 20, 1899. The objective was to formulate the criteria for employment of Filipinos in the government. Therefore, as early as April 1899, the Shurman Commission guaranteed to the Filipino people " a honest and effective civil service in which, to the fullest extent practicable, natives shall be employed"

The Civil Service System in the Philippines was established by Act No.5 on September 19, 1900 of the Second Philippine Commission entitled " An Act for the Establishment and Maintenance of an Efficient and Honest Civil Service in the Philippines Island ." It established the framework for a merit-based civil service system, mandating the appointment and promotion to government positions according to merit and through competitive examinations as far as practicable.

The Bureau of Civil Service was established, then, on November 31, 1900, with the mandate that the " greatest care should be taken in the selection of official for civil administration." To head the various executive and line agencies, the Philippine Commission preferred American civilians or military men who had been honorably discharged. All recruits, both American and Filipino, were to be " men of the highest character and fitness " who could conduct their duties unaffected by " partisan politics" [1]).

In 1916 the Civil Service Law was embodied in the new Administrative Code. The Bureau of Civil Service was, however, to continue under the control of an American director until Jose Gil was appointed in 1920 as the first Filipino Director of Civil Service. American leadership, coupled with Filipino cooperation made possible good government service throughout the period of 1899-1920. The period 1913-1921 marked the rapid Filipinozation of Civil Service. In 1913, there were 2,623 Americans and 6,365 Filipinos in the government services. By 1921, there were only 614 Americans as against 13,240 Filipinos at the services.

On June 19, 1959, the new era for the civil service was ushered in with the approval by President Carlos P. Garcia of the Republic Act No. 2260 which set

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[1]). Report of the Philippine Commission, January 31, 1900 (Washington, DC, : GPO, 1902-1916),p.121.

down the new Civil Service Law. It was one of the most progressive merit systems in the world at that time. Among many benefits, it provided career and employee development, employee suggestions and incentive awards, progressive performance rating and promotion plans, and opportunity for the establishment of complaints and grievances procedures.

Despite such efforts, many defects was still found in the civil service system. Delays in recruitment examination and placement of employees, inadequate discipline of civil service employee, the inability to attract persons of high calibre into the civil service, widespread use of the spoil system, and rampart graft and corruption were characteristics of the civil service until the decade of the 1970s.

By virtue of Presidential Decree No. 1, which was made part of the law of the land on September 24, 1972, President Ferdinand E. Marcos had implemented the Integrated Reorganization Plan (***IRP***) which promised the most extensive and wrenching effort at administrative reform in the country's history. The IRP provided for decentralizing and reducing the bureaucracy, and standardizing departmental organization. The IRP also sought to introduce structural changes and reforms to strengthen the merit system as well as professionalize the civil service system.

As far as the civil service itself were concerned, the IRP also provided the conversion of the single headed Civil Service Commission (***CSC***) into a three-man body and the formation of the Career Executive Service (***CES***). Two dramatic purges undertaken in 1973 and 1975 through which thousands of government employees, including cabinet members, were fired, delivered the message that the regime was not going to tolerate bad behavior. The bureaucracy under President Marcos become more subservient than at any other time in the Philippine history (Endriga, 2001,p.216).

Under President Corazon Aquino, who was sworn in after the four day " people power " revolt of February 22-25, 1986, another wave of administrative reforms was introduced. Aside from restoring democratic institution and ratifying the new 1987, Constitution of the Republic of the Philippines, guidelines for promoting public participation and private initiative in state affairs were established. Accountability institutions, such as CSC, Commission On Audit (***COA***), and ***Tanodbayan*** (an independent office of the ombudsman), which were established during the Marcos era, were given expanded powers under the new Constitution. Civil society organization became more visible in government decision making and program implementation. According to one observer : " this was the most comprehensive articulation of bureaucracy for democracy " (Carino, 1989, p.12).

Taking advantage of its revolutionary character, the Aquino Government resorted to a purge of thousands of civil servants through the expedient of reorganization aiming to downsize the bloated government bureaucracy. Although the said step was justified, paradoxically, the number of civil servants and political appointees, who did not enter through the traditional career system and many of them from the private sector, in the government increased considerably. The proliferation of political appointees blurred the merit and career system of the civil service.

Civil service reform efforts were minimal during the presidential tenures of Fidel Ramos (1992-1998) and Joseph Estrada (1998-2001). President Ramos simply focused on giving life to the concept of new public management (***NPM***)

with the end goal of reengineering the civil service. His flagship program was the " *Philippines 2000* " which was envisioned to make the country globally competitive by pursuing the thrusts of deregulation, market liberalization and privatization. The reengineering plan, however, remain just that with the Congress not lying down the legal framework for streamlining the bureaucracy.

Under the Estrada Administration, Executive Order No.165 or " Directing the Formulation of an Institutional Strengthening and Streamlining Program for the Executive Branch " laid down the " Re-Engineering the Bureaucracy for Better Governance Program " which eventually prompted the creation of the Presidential Committee on Effective Governance (**PCEG**). The PCEG was also tasked with creating an Integrated Administrative Reform Plan. President Estrada's term however, was plagued with charges of corruption and incompetence, and the reengineering initiatives had the same fate as that of the Ramos Administration's plan. The so-called " Edsa Dos " or another " people power ", mobilization unseat President Estrada from January 16 to 20, 2001, abruptly ending Estrada's 2,5 years rule and Vice President Gloria Macapagal-Arroyo (**GMA**) was immediately sworn in as president of the Republic of the Philippines.

Upon its assumption to office, President Gloria Macapagal-Arroyo (2001-2010) continued the initiatives to streamline the bureaucracy, but as yet no overall agenda for reform in the bureaucracy. In the Medium Term Philippine Development Plan (**MTPD**) 2001-2004, the present administration had adopted the " Reengineering the Bureaucracy for Better Governance Program " inherited from the Estrada's administration. The PCEG was likewise reactivated as the ad-hoc body that shall be the focal point of administrative reforms in the civil service. In October 4, 2004, the Department of Budget and Management (**DBM**) and the CSC pursued the Rationalization Program as mandated in the executive order from the Presidents or EO No.366.

The Philippine bureaucracy is generally weak and not fully designed to cope with the needs of development or successfully undertake reform efforts. For nearly half a century, the Philippines was caught in an endless cycles of reform exercises that hardly produced tangible and lasting results. In fact, its lack of administrative capacity made institutionalizing much-needed reforms extremely difficult. As a survey conducted in February 1992 by the Social Weather Stations (**SWS**), a reputable poling organization in the Philippines, showed that high government officials were perceived as not suited to their positions [2]). The same survey also had the findings of the civil service characteristics as summarized in the following Table 1.

Table 1. Positive and Negative Attributes of the Philippine Civil Service, February 1992.

No.	Attribute	Percentage of Respondent's View
I.	Negative	
	I.1. Corrupt	40
	I.2. Arrogant	25
	I.3. Alcoholic	20

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[2]). Dayag, CC and M.G.S Lopez (1993) " Survey Updates on Civil Servants and the Civil Service ", Social Weather Bulletin 93-14, July 1993, pp.1-11.

	I.4. Always out of the office	19
	I.5. Indifferent	16
	I.6. Lacks Zest	16
II.	Positive	
	II.1. Efficient	27
	II.2 Courteous	25
	II.3 Responsive	21

Source : Dayag and Lopez, 1993, Table.1, p.1.

Considering the facts described in Table 1, the major challenge is, therefore, to transform the bureaucracy into well-performing institution that satisfies public demands and response to the challenges of globalization and national development objectives. In this regards, the role of civil society as an alternative frontline service delivery mechanism, especially at the local level, shall be encouraged.

II. **EMERGENCE OF CIVIL SOCIETY**.

The notion of civil society participation in governance is actually not new. Civil society involvement in governance process has been manifested in a many areas, including the provision of social services and the advocacy for economic and political changes. The whole idea here is that the delivery of basic services and the initial socio-economic changes were traditionally the responsibility and domain of formal structures of the Government have been assumed by structures and institutions that are not formally part of the Government.

Civil society is used to refer to groups and organizations that are neither part of the state nor the profit/market sector. These groups voluntarily organizes and bind themselves around common interests and concerns. They are located between the state and individuals who otherwise could not speak for and act on their own behalf. This is the common nation of civil society-as non-government organizations (***NGO***) and people's organizations (***PO***), that represent and fight for the interests of citizens and groups, usually those who are marginalized, voiceless and powerless.

Civil society organizations are increasingly emerging as an important actor in politics and society at the international, national and local levels. In a number of ways, civil society organizations clearly fulfill certain societal functions that may not be readily and effectively accomplished by government, development organizations and market-oriented enterprises. They are engaged in practically every aspect of development like gender, health, agriculture, environment, micro-finance, livelihood, human rights, and peace and conflict resolution. They engage in training, education and empowerment of people and communities. They undertake research and advocacy on significant global and public issues and influence the shaping of public policy. They implement and manage projects that directly benefit communities and people. Of late, their potential contribution to democratization has been underscored.

The last two decades saw an undeniable dramatic growth in size, scope, capacity and power of civil society organizations around the world. Civil society organizations are attracting attention because of their magnitude, role and impact

on international development and the political and economic life of nations and communities where they are operating. Too, attention has been turned to civil society organizations as an alternative social change agent owing to declining public trust in government, especially in the bureaucratic institution.

In the Philippine context, the slightly differences in functions of NGO and PO is clearly defined. NGOs are "private, non-profit professional organizations with a distinctive legal character, concerned with public welfare goals", while POs are "local, non-profit, membership-based associations which organize and mobilize in support of collective welfare goals" (Magadia, 1999). In various times, NGOs and POs have resorted to coalition-building around issues of common concern, such as agrarian reform or foreign debt, in their effort to influence policies.

Development of NGOs in the Philippines was started in the 1960s. The prevailing situation at that time which is characterized by the fast-deteriorating economic situation, increasing incidence of violence, and growing and widespread graft and corruption, gave birth to development NGOs. However, proto-NGOs already existed as far back as the Spanish colonialization in form of cooperatives, local reactions to colonialism, and the trade union movement. Also, after World War II, religious and civic organizations were in the forefront of providing relief for the devastation brought about by the war (Constantino-David, 1997).

The NGOs in the 1970s were relentless in advocating political actions and elevating the political awareness of the people. The consequences was, when Martial Law was declared in 1972, many political activists, opposition party members and mediamen were incarcerated. Despite the repression, the NGOs continued to flex their muscles against the Marcos Administration. The results was in February 1986, the "EDSA revolt" had toppled the Marcos dictatorship for more than 20 years.

The EDSA revolution marked the beginning of a democratic transition in the country, a major feature of which is the opening of avenues for the direct participation of civil society, notably through NGOs and POs, in various levels of government. No less than the Philippine Constitution provided the policy framework for civil society engagement in the process of governance. One basic state policy enuciated in the Philippine Constitution of 1987, issued right after Corazon Aquino came to power , pertains to NGOs. Specifically, Section 23, Article II provides that "The State shall encourage non-government, community-based, or sectoral organizations that promote the welfare of the nation".

The Philippine Constitution likewise devotes an entire article specifically to the roles and rights of POs. Section 15, Article XIII provides that "The State shall respect the role of independent POs to enable the people to pursue and protect, within the democratic framework, their legitimate and collective interests and aspirations through peaceful and lawful means. "And, Section 16, Article XIII provides that". The right of the people and their organizations to effective and reasonable participation at all levels of social, political, and economic decision making shall not be abridged. The State shall, by law, facilitate the establishment of adequate consultation mechanism".

To a certain extend the policy framework provided by the Philippine Constitution led to a flourishing of NGO and PO participation in the processes of governance can be seen from the three following experiences.

A. <u>**The People Power Revolutions : Restoration of Democracy**</u>.[3]).

The Philippines has been known for its People Power Revolutions during which, in 1986 and 2001, both lasting only four days, million of demonstrating citizens succeeded in toppling the government of the day. The First Revolution or "EDSA I or EDSA UNO", in fact, served as a model for the toppling of authoritarian regimes by the collective force of their peoples throughout the world (Villanueva, 1999). These two peaceful revolutions showed the strength and magnitude of civil society in the Philippines. Both involved individuals, families, and, more importantly, groups of various kinds-crossing income, occupation, education, religion and ideological lines- starting down the might of a government, united in insiting that it be accountable to the people. For many organizations, the EDSA's marked the culmination of years of organizing, conscientization and training to empower the people [4]).

B. <u>**The Naga City People's Council (NCPC) : The Philippine Record in Citizen Participation.**</u>

Naga City is in the Bicol Peninsula, at the tip of the Philippine's largest island, Luzon. Originally called Ciudad de Nueva Caceres, Naga was one of the five original cities created by royal Spanish decree in the late 16th century. History has established Naga as the religious title as the "heart of Bicol". It has lost out to Legazpi City as the center of regional governance, but Naga has led the country in innovations in local governance[5]). Naga City has won countless awards for excellence in governance from national and international organizations. Elevated to the Hall of Fame of Galing Pook Awards in 1997[6]), it has started to win awards again the moment it become re-qualified to compete [7]), showing that reform and transformation permeate to its core. These awards, while given to the local government, could not have been possible without people's participation. Citizens participation is guided by the Naga City

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[3]).This mostly refers to "*EDSA DOS*"(**EDSA II**) in 2001. "*EDSA UNO*"(**EDSA I**) in 1986 became the background for the issuance of the 1987 Constitution. EDSA is an abbreviation of a major highway in Metro Manila," Epifanio De Los Santos Avenue".

[4]). For a discussion of the group composition of EDSA I, and of EDSA II, <u>**See**</u> : Bautista 1986 and Reyes 2001, respectively. EDSA II also attracted worldwide attention. On 25 February 2001, the Nobel Peace Prize Laureates Foundation presented the country its own version of the Nobel "for the wonderful gift of the spirit……to the world in the form of People Power 2". (Perlas, 2001).

[5]).It is called "I-governance" which stands for : (a) inclusive governance, (b) information openness, (c) interactive management, and (e) innovative management (Robredo, 2004)

[6]).*Galing Pook* (or *Gantimpalang Pampook*), literally, :Excellent Area", is a joint project of the Department of the Interior and Local Government and originally, the Asian Institute of Management to recognize local Government programs that manifest excellence in governance through, among others, innovations, creative application of the Local Government Code, and people participation in governance. Naga City won *Galing Pook* awards three years in a row and become one of the first, and few, local government units (*LGUs*) to be elevated to its Hall of Fame. It has won for *Naga Kaantabay sa Kauswagan* (the city government's housing program for the poor), 1994; Emergency Rescue Naga, 1994; Metro Naga Development Council (Integrated Area Development), 1994; Productivity Improvement Program (Local Government Administration), 1995; Naga City Government Computerization Program, 1996; and Naga Early Education and Development Program, 1996. It won the Award for Continuing Excellence in these programs in 2003.

[7]).Naga City was awarded for its People's Empowerment Program in 2002 and *i*-Governance Program and Reinventing the Naga City School Board Program in 2004.

Citizens Charter (*NCCC*) which serves as a guidebook of all the things that the Government do for the residents. The guidebook is really about how to deal with City Hall, what to expect from it, and what should be the response time for actions required of officials and employees.

C. **Gawad Kalinga : Model of Philippine Public Administration and Governance**

The Gawad Kalinga (*GK*) ("to give care") initiative and ambition has been an alternative solution to the blatant problem of poverty not just in the Philippines but in the world. **GK** envisioned a Philippines that is a slum-free, squatter-free nation through a simple strategy of providing land for the landless, homes for the homeless, food for the hungry and as a result providing dignity and peace for every Filipino. This is how they characterize their non-political organization with multi-sectoral partners.

It started in 1995 as a daring initiative by a religious organization, Couples for Christ, to rehabilitate juvenile gang members and help out-of-school youth in Bagong Silang, Caloocan City, then the biggest squatters' relocation area in the Philippines. This endeavor has now evolved into a movement for nation-building. Together with its partners, Gawad Kalinga is now in the process of transforming poverty stricken areas with the goal of building 700,000 homes in 7 years (2003-2010). To date Gawad Kalinga is in over 900 communities all over the Philippines and in other developing countries[8]).

While **GK** is a faith-based initiative, it is nonetheless a working model of development that can complement with research, training, and extension work. GK's partnership with different sectors also jive with the old concept of the "town and gown" approach to development, where academia is enriched by praxis, which in turn benefits the community. GK exemplifies a governance paradigm based on cooperation and partnership among business, government, and civil society. The said model has been described as indigenous and fundamental.

Gawad Kalinga goes beyond providing roof for the homeless. It basically changed people's lifestyle and educated them self-reliance, ambition and discipline.

The involvement of Civil Society, through NGOs and POs, in the process of development has led to redefinition of governance. The governance model emphasizes citizen involvement through co-production of services and a desire to incorporate the views of citizens directly into the service delivery process. Therefore, citizens are not only consumers of public goods and services. However, making citizens participate in public affairs is not as easy as it may seem. Some factors which can lead to their active participation should be developed.

Unless structures and policies are conducive to citizens participation, the alienation of citizens from their government and its bureaucracy will continue. Government must review decision-making structures to accommodate citizen participation. Decentralizing structures has proven to be an effective means for citizen participation.

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[8]). For more information on Gawad Kalinga's Program; **See** : http://www.gawadkalinga.org/whatisgk.htm.

Local chief executives are closer to the people than national government leaders are. They can feel the pulse of the citizens and can connect, communicate, nurture, and partner with them in many and better ways.

Providing the policy and structural framework does not automatically empower citizens. Civil Servants need to encourage citizens to report and lodge complaint so that they can learn from their mistakes, raise standards, improve service, and institute changes. They must develop organizational cultures that are open and are responsive to closer partnerships with citizens and citizens groups.

The following Table 2 introduces the five-step process in enhancing citizen participation in reforming the bureaucracy.

Table 2. Enhancing Citizen Participation in Reforming the Bureaucracy.

Step. I	Step. II	Step. III	Step. IV	Step. V
Connecting	**Communicating**	**Nurturing**	**Partnering**	**Reforming**
1.Accessible, timely service, expanding delivery networks.	1. Information on government services and access	1.Organizing citizen groups	1. Brokering partnership	1. Decentralizing Structures
2. Treating citizens well	2. Information on policy changes and participation	2. Building capacity monitoring	2.Joint programs	2. Setting the regulatory framework for citizens participation
3. Simplifying procedures	3. Competencies in customer relations	3. Providing support services	3. Culture of openness	3. Policy changes
4. Measuring Citizen Satisfaction.				

Passive ⟵——————— Role of Citizens ———————⟶ Empowered

<u>**Source :**</u> Adapted from Ma Oliva Z. Domingo, 2006, Table 2, p.36.

Citizen involvements in the five-steps model proposed do not necessarily occurs in a line or pattern but may overlap as they complement each other. It may range from passive recipients of service and feedback to active participation in government programs and activities and might also be interested in reforming the bureaucracy, especially in supporting the civil service reform initiated by the government.(Domingo, 2001)

III. TOWARD ADMINISTRATIVE REFORM

The connection between administrative reform and civil society, was an issue on the agenda of the New Public Management (**NPM**) in the 1960s and 1970s, when social equity and popular empowerment were raised by critics of government management (Frederickson, 1996). More recently the reinventing government movement has stimulated both interest in and criticism of the impact on civil society

of public sector entrepreneurship. Modernizing the civil service starts by "bringing the citizens in". It calls upon public servants to treat citizens well as they extend services.

In the Philippines the landmark of such administrative reforms was the introduction of the Integrated Reorganization Plan (**IRP**) in 1972. The IRP, which was the result of a two-year effort of the Reorganization Commission, a few trusted technocrats of President Ferdinand Marcos, promised the most extensive and wrenching effort at administrative reform in the country's history. The IRP provided for decentralizing and reducing the bureaucracy, and standardizing departmental organization. The IRP also sought to introduce structural changes and reforms to strengthen the merit system as well as professionalize the civil service system [9]). However, the stakeholder, who were to be affected by the program, were not involved. For that reason, a sense of ownership of and popular support for the program could never have been achieved, especially when implementation faltered because erring political leaders and their cohorts increasingly undermined the system and violated set standards and procedures.

To restore government integrity and public confidence reorganization reform were introduced by President Corazon Aquino, Basically with the creation of Presidential Commission on Public Ethics and Accountability and the Presidential Commission on Good Governance (**PCGG**). Civil Service Organizations (**CSOs)** became more active in participating in decision making and program implementation of the government. To down size the bloated government, one of the step undertaken during the Aquino administration was the removal of thousand of civil servants from their positions. Although the said step was justified, ironically, the number of civil servants and political appointees in the government increased, thus blurring the principles of merit and fitness of the civil service. Moreover public agencies and offices grew which caused the extended and fragmented government structure (ADB, 2005).

While reorganization effort were minimal during the tenures of Ramos and Estrada Administrations, President Gloria-Macapagal-Arroyo (**GMA**) continued the initiatives to streamline the bureaucracy . In the Medium-Term Philippine Development Plan (**MTPDP**) 1999-2004.[10]), the present administration had adopted the "Reengineering the Bureaucracy for Better Governance Program" inherited from the Estrada's Administration. The Presidential Committee on Effective Governance (**PCEG**) which created by President Joseph Estrada was likewise reactivated upon the President's assumption to office. It serves as the ad-hoc body that shall be the focal point of administrative reforms in the Civil Service. In October 4, 2004, the Department of Budget and Management (**DBM**) and the Civil Service Commission (**CSC**) pursued the Rationalization Program as mandated in the Executive Order (**EO)** no. 366. The objective of the Program is to conduct a strategic review of all department/agencies of the Executive Branch on their operations and organizations for purpose of focusing government efforts on its vital functions and channeling government resources to these care public functions, and improving the efficiency of government services within affordable levels, and in the most accountable manner.

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[9]).For completed information on the IRP, **see** : Commission on Reorganization (1972), "***Integrated Reorganization***", Manila, Philippines, March, 1972.

[10]). More elaborated information, **_see_** : National Economic and Development Authority (1999)," ***Medium Term Philippine Development Plan 1999-2004***", NEDA, Manila, Philippines, 1999.

In accordance with **MTPDP**, the Civil Service Commission (*CSC*) also formulated a comprehensive and strategic plan to address gaps and weakness in the bureaucracy[11]). The CSC Plan calls for a paradigm shift in the government mindset and attitude in terms of role, function, structure, and process, as summarizes in the following Table 3.

Table 3. Required Shift in Paradigm

Area of Concern	Paradigm Shift	
	From	**To**
1. Role of Civil Servants	Follower/Implementator	Source of expertise and institutional memory
2. Recruitment of Civil Servants	Aptitudes/Skills	Service value orientation and integrity of character
3. Role of 3rd level officials	Administration/Managers	Visionaries/Technocrats/Experts
4. Appointment and promotions to 3rd level	Bias for managerial skills	Competitive process/insulated from politics; Major consideration are : character, competence, and potentials; Competence encompass managerial and technical skills
5. Management Style	Subservience to hierarchy/Authoritarian	Participatory/Consultative
6. Operating perspective of the government	Regulation	Assistance and service
7. Civil Service relationship with other branches of government	Being an adjunct of other branches	Autonomy from the will of political regime

Source : Sto Tomas and Mangahas (2002), Table 7.p.14.

In keeping with total client satisfication, the **CSC** also introduced the so-called "Mamamayan Muna, Hindi Mamaya Na" Program or **MMHM** Program (G de Leon, 1999). The MMHM Program which translate literally in English as "Citizen Now, not later" is essentially a client feedback mechanism meant to improve the delivery of public service. Launched in 1994, it is designed purposely to minimize if not totally eradicate discourtesy, arrogance and inefficiency in the public service. In essence, the program operates this way : a client who feels dissatisfied with the service of government agency can bring a complaint to the attention of the CSC, which in turn, mediates between the client and the agency towards effective resolution of the complaint. Conversely, a client can report a satisfactory service, which when duly verified by the CSC, can merit the employee who rendered that satisfactory service, a citation or reward.

Since the inception of the **MMHM** Program, the number of reports received and acted upon is summarizes in Table 4 below.

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[11]). **See**: Civil Service Commission. Undated. ***The Civil Service : Building Its Own Integrity***, The Civil Service Commission Strategic Plan for 2002-2004, **CSC**, Manila, Philippines.

Table 4. Progress of the Mamamayan Muna, Hindi Mamaya Na Program,
1994-1998

Year Received	Total Report	Number of Report Acted Upon	
		Complaints	Good Service
1994	573	561 (97,91 %)	12 (2,09 %)
1995	4,950	2,587 (52,56 %)	2,363 (47,74 %)
1996	9,092	2,104 (23,14 %)	6,988 (76,86 %)
1997	3,495	3,069 (87,81 %)	426 (12,19 %)
1998	2,941	2,626 (89,29 %)	315 (10,71 %)

Source : G.de Leon (1999), p.4.

For nearly half a century, the Philippines was caught in endless cycle of administration reform excercises that hardly produced tangible and lasting results. Lack of acceptance of and commitment to the need for reform by political authorities and different affected entities and lack of stakeholder appreciation and agreement concerning administrative reform being a long, strategic, and continuous process were among the reason behind not fully successfully the efforts. Another stumbling block is the practices of corruption and cronyism in the Philippines, even before the independence. Therefore a strong and sincere leadership is needed. In the other words, building a strong and democratic governance is a must

IV. <u>DREAMING A "STRONG REPUBLIC".</u>

In her July 2002 address to the Nation, The President Gloria Macapagal-Arroyo announced her goal of building a strong republic for the Philippines [12]). The government which has a strong institution and strong bureaucracy and free from corrupt practices and nepotism, Arroyo's anticorruption drives signaled her intent to make the state "autonomous of dominant classes and sectors, so that it represents the people interests" (Tiglao, 2003).

On May 2004, she announced that the government's attack plan on graft and corruption will be in three fronts. *First* is "the promotion of values formation among government employees and officials. *Second* is the lifestyle check which would prosecute those who abuse their positions, and *Third* is minimizing opportunities for graft through computerization and deregulation of government transactions". [13]).Lifestyle checks and minimizing opportunities for graft have been initiated before, making these measures just re-launch a reintensification or reinvigoration of the drive. The third approach-the promotion of values-is an innovation.

To "promote values", President Arroyo issued Executive Order (EO) No. 314.[14]), which was signed on April 30, 2004 only ten days before the presidential elections. Through the EO 314, the Presidential Commission on Values Formation was created. So, from hereon, it is an order to form values. The Government announced that "value

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[12]).Gloria Macapagal Arroyo (**GMA**) (2002). "Towards a Strong Philippine Republic", State of the Nation Address at the opening of the 2nd Regular Session of the 12th Congress, July 22, 2002, Manila : Philippines.
[13]). **_See_** : htpp://www.news.ops.gov.ph/archieves 2004/may 17 htm. The campain was later reduced to two approaches, the **first** being punitive while the **second** is a change in values or the values formation approach, _see_ : htpp://www.news.ops.gov.ph/archives 2004/oct06.htm
[14]). For more in formation, **_See_**: htpp://www.ops.gov.ph/records/eo_no317.htm.

formation" was integrated with the approach because corruption cannot be solved by "just enforcement of laws". It should be remembered that one of the President Gloria Macapagal Arroyos campaign platform for her second term in 2004, was a "corruption-free" Philippines.[15]). The Presidential Commission on Values Formation (**PCVF**) shall be the lead agency "in the establishment of a strong foundation for moral value formation in the government bureaucracy (Section 3). And that it shall be supervised and controlled by the Office of the President (Section 2). On 3 August 2004, Malacanang announced that the President appointed herself as chairperson [16]).

The "preventive approach" of President Arroyo's anti-corruption campaign is being designed to instill" patriotism or love of country [17]).However , it was grounded on the wrong foundation which is attracting foreign investment, meaning capital or money, then it creating more corrupt practice inside the government. At the end of the day, the victims are the masses.

Corruption in government, the most common form of corruption in the Philippines, may be defined as the use of public resources for private ends through the violation of state laws, rules and regulations, as well as mandated processes. Bribery, whether of a policeman or of high government official, is its most common form. In the Philippines, corruption is a consequence of the feudal relations that have persisted for centuries, in which kinsip and other ties play a leading role in officials' bending on breaking the rules, and in colluding with private individuals. While the tendency is to limit the wrong doing by government officials, or official corruption, private individuals may be, and are often involved as partners, co-conspirators and beneficiaries . Family and other relations are an important factor in corruption in the Philippines.

In the Philippines, especially in both the Marcos and Estrada regimes, corruption in volved the highest office where political power was used to plunder public funds, a mass private wealth through illicit connections and allocate illegally-obtained wealth to favor cronies and associates. The privatization program is a good example of the cronyism. Privatization in the Philippines initially took the form of selling foreclosed private enterprices, most of which were crony associated assets, to the other private entities. Many local businessmen and landlors too advantage of their proximity to the Presidents and availed of loan from local and foreign sources to prime up their business and establish new companies. The national government guaranteed these loans. The Presidents, meanwhile, received commissions or kickbacks from the business deals of his or her cronies in reform of the economic favors he or she gave them. The following Table 5. gives some examples of so-called "crony-privatization" practices.

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[15]).More information can be found in : htpp://www,news.ops.gov.ph/archives2004/mar19htm.

[16]).***See*** :htpp://www.news.ops.gov.ph/archives2004/aug03.htm.

[17])."To change the culture of corruption, the government will neobilize the country's formal and non formal educational system, the media and civic organizations to rally societal reform. Value formation will also be reinforced by incalculating positive values to the youth, at the onset, such as "delicadeza", "palabra de honor "'patriotism or love of country, excellence, transparency, efficiency, accountability, integrity, self-respect, self-reliance, peace advocacy and pride in being a Filipino", ***See*** :NEDA, "Medium Term Philippine Development Plan 2004-2010" Chapter 20.

Table 5. Some of The Largest Crony-Associated Asset

(in million Philippines pesos)

No.	ASSET	CRONY	SELLING PRICE
1.	Nonoc Mining & Ind. Corp	Gimenez (Marcos), Martel, Bugarin	7,111
2.	Delta Motor Corp.	Silverio	949
3.	Bukidnon Sugar Co	Cuenca, Benecdito, Africa, Nieto	730
4.	First Phil Holdings	Genito, Romualdez, Meralco Fnd	480
5.	Plampona Redwood Veener	Cojuangco, Lim	420
6.	Cebu Plaza Hotel	Fonacier, Paulilio, Enriquez	328
7.	Phil. Asia Foods	Marcos	237
8.	Meralco Foundation, Inc	Romualdez	285
9.	Asia Brewery Inc	Tan	188
10.	Minland Cement Corp.	Conjuangco	172
11.	Hi-Cement Corp.	n.a.	152
12.	Resorts Hotel Corp.	Cuenca, Universal Holdings	120
13.	DMG, Inc.	Romualdez	120
14.	Meralco	Conjuangco	115
15.	Ma. Cristina Fertilizers	Marcelo	95
16.	Zambonga Plaza Hotel	Panlilio, Enriquez	87
17.	Bayview Plaza Hotel	Fonacier	86
18.	Phil. Eagle Mines	Tantoco	78
19.	Rafols Hotel	Fonacier	65
20.	Molave Bulk Carriers	Marcos	51

__Source__ : the Asset Privatization Trust (**APT**) **Assets Disposition Report, 1987 Q1 1990**; APT **Yearned Reports 1987-1990**, the Presidential Commission on Good Government (**PCGG**) **List of Sequestered Assets** as cited in "Privatization :Wrong Solution to an Age-Old Problem", **IBON Facts and Figures**, val.14,No.8, April 30,1991.

All of these corrupt practices lead to the conclusion that the problem lies in the weakness in the building of government mechanism and institutions. This in the notion promoted by the World Bank which in 1989 explicitly identified " a crisis of governance" behind the "litany of Africa's development problems" [18]). Since then the policies and interventions to promote "good governance" have become a central preoccupation in the official international donor community. The concept of "good governance", therefore, has some if not all the following effective dimensions which are : public accountability and transparency, the rule of law, anti-corruption measures, decentralization and local government reform, democratic performance, juridical reform, social safety nets, a regulatory but lean state apparatus for efficient private markets, civil society participation in development and overall respect for human rights.

In practice, however, international donors have focused on governance largely through a much more restricted lens of "good governance" in the technical, anti-corruption management of government resources and effective implementation of macro-economic and anti-poverty sector policies sought by the donors [19]). This kind of "good governance" that often undermines local traditions and is blind to the contradictory interests of the elite and donor. Donors mostly take an "Alice in Wonderland" approach to governance, so the terms means whatever a donor wants it to mean [20]).

In the final analysis, therefore, the heart of the "good governance" debate lies in the issue of responsibility and leadership. The responsibility for creating the problems, the responsibility for solving them. And the capacity and the willingness of the leaders to fix the problems. Looking in 1997 at the record of post-independence African, the Ugandan political scientist Yash Tandon (1996,p.28) asked : "Who has made such mess of Africa? " The corrupt leaders , "say the people, " leaders who are self serving and power hungry". "Lazy people, "say the leaders, "people who just wait for the government to give them jobs and to feel them". "Bad governments, "says the World Bank (**WB**) and the transnationals (**TNCs**), "government that have not followed correct fiscal, monetary, pricing and trade policies, and governments that are not accountable to their population". "The market, "say the left intellectuals (African and non-African), "the invisible forces of which work in favour of those who own capital and who

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[18]).*__See__*: World Bank (1989), "*__Sub-Sahara Africa :From Crisis to Sustainable Growth__*", Oxford: Oxford University Press,U-K,1989,p.60.

[19]). Paper prepared for the *__Reality of Aid International Advisory Council__* by Kavaljit Singh (2003) from *__Public Interest Research Group (India)__* : "Aid and Good Governance : A Discussion Paper for Reality of Aid", January 2003, accessible at : www.realityofaid-org.

[20]).Lewis Carroll's children novel "*__Alice in the Wonderland__*" has the following exchange : "When I use a word" Humpty Dumpty said in rather a scornful tone "it means just what I choose it to mean ……………
Neither more or less". The question is, "said Alice, "Whether you can make words mean different thing".
"The question is, "said Humpty Dumpty, "which is to be master ……….that's all".

exercise state power." "Out of these four possible explanation, "Tandon continues, "in the battlefield of competing ideas, the playing fields are not level".

V. **CONCLUDING REMARKS.**

The Philippine Civil Service System faces tougher challenges, given the premiere of globalization, the growing trend toward greater civil society and private sector participation in the management of state affairs, and the paradigm shift in the Government's role from command and control to facilitation and flexibility. Increasingly, stakeholders are realizing and accepting that the Government can not fulfill its mandate effectively if it operates in isolation. A positive trend toward strengthening existing institution will enhance cooperation within the public sector and between government agencies and civil society and government agencies and the private sector. In this context, institutional reform efforts require capacity-building strategies to mainstream good governance, not just as end in itself but also as a process for improving the performance of public services.

The expanding economic activities demand that not only civil servants in general be fully equipped and trained for the great tasks but orientation and motivation should permeate especially the higher echelons. Such orientation is being provided in almost all countries to equip them to undertake the more complex tasks and to create the necessary environment. It is also be ensured that professionalism within the civil service always be required in modern administration. The merit-based hiring and promotion system should always be kept so that the most qualified and competent applicant who eventually gets the position will perform and deliver the serviced expected of him or her [21]).

Reform of the Civil Service should be designed to reduce corruption. If officials are paid much less than people with similar training elsewhere in the economy, only those willing to accept bribes will be attracted to the public sector. The rest will work in private enterprises or emigrate. But in spite of the low pay, positions in the state bureaucracy can be valuable assets. In some developing countries there is lively market for bureaucratic positions that generate large bribes (Wade, 1982). Positions in corrupt police departments are likely to be especially valuable (Phongpaicht and Piriyarangsan, 1994). Civil service pay should be set at least equal to pay for equivalent positions in the private sector so that it is possible to serve without resorting to corruption.

Civil Service reforms is expensive and politically difficult, and it may seem beyond the capacity of many poor countries . Yet it cannot be avoided in any credible reform effort. However, many of the difficulties are internal to the politics of developing countries. While citizens expect fast and immediate action on their request, they do not care about the government's internal conflicts [22]). Therefore, structural and

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[21]). Professionalism is difficult to be maintained if incoming political leadership often instituting personnel who are the supporters of the new regime. The new recruits, the "political appointees", were perceived to be arrogant, ignorant of government's working environment, culture and procedures, since many of them come from the non bureaucratic-sector. Discussion with DR. Karina Constantino-David, a former chairperson of the Civil Service Commission (*CSC*) on Wednesday, July 2, 2008, at the University of the Philippines (*UP*) Campus, Dilliman, Quezon City.

[22]). The paradigm of the governance is "make or take" which means makes reform or just follow the present system, while in economics the paradigm is : "make or buy". Adopted from the guest lecture given by Prof.

administrative reforms which have been introduced in most developing countries should be directed to free the civil service from politics and the civil servants from political pressure. This is the primary reason for the merit-based civil service reforms where entry into the service is qualification-based determined, among others, by competitive examinations and where promotion to higher positions are based on performance, competence and other merit-based standards and not on connections. This is mainly important for countries which are still facing economic difficulties such as the Philippines where the unemployment rate is around 11,3 %, the inflation rate as high as 9,6%, and the gap between the rich and the poor is growing as well as the number of citizens experiencing poverty.

Dilliman, QC, August 2008
Prijono Tjiptoherijanto.

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Dilliman, QC, August 2008
Prijono Tjiptoherijanto.

APPENDIX TABLE 1.

DEFINITION OF TERMS

Career Service – the entrance of employee is based on merit and fitness, determined by the competitive examinations or on highly technical qualifications. Employees under this category enjoy opportunities for advancement to higher career positions and security of tenure.

Non-career Service – the entrance of employees is based on factors other than the usual test of merit and fitness utilized for the career service. Their tenure is limited to a period specified by law, or is coterminous with that of the appointing authority or is subject to his pleasure, or is limited to the duration of a particular project for which purpose employment was made.

First Level – clerical, trades, crafts and custodial service positions.

Second Level – Professional, technical and scientific positions.

Third Level – positions in the Career Executive Service (CES).

Non-Executive Career – career positions excluded from the CES with salary Grade 25 above (e.g. Scientist, professional, Foreign Services Officers, members of the Judiciary and prosecution Service); third level positions in the LGU's.

Non-Career Executive – Secretaries/Officials of cabinet rank who hold their positions at the pleasure of the president; supervisory and executive positions with fixed terms of the office (e.g. Chairman and member of Commission and board).

Contract of Services – engagement of the services of a person, private firm, non-governmental agency or international organization to undertake a specific work or job requiring special or technical skills not available in the agency to be accomplished within a specific period not exceeding one year. This includes consultancy services.

Job Orders – hiring of worker for a piece of work or intermittent job or short duration not exceeding six months and pay is on a daily or hourly basis.

Source : Civil Service Commission, Republic. of the Philippines, Office for Planning and
   Management Information System, 2007, " 2004 Inventory of Government
   Personnel ", Quezon City, Philippine 2007.

APPENDIX TABLE 2.

Summary of Key Result Areas and Strategies for Civil Service Reform, 2004.

Key Areas Result					
Effective and Efficient Administrative Justice	Professionalized Civil Service	Improved Public Service Delivery	Enhanced Participation of Public Sector Unions	Strengthened External Relations	Appropriate Management And Support Services
Strategies					
• Facilitate Disposition of Administrative cases • Develop monitoring mechanism to track cases • Institute mechanisms to declog case dockets • Intensify conciliation and mediation • Strengthen capacity of legal counselors • Strengthen CSC's contempt power • Take lead role in IAAGCC • Enhance CSC quasi-judicial functions • Implement special project on "Woman Against Graft" • Ensure consistency	• Strengthen third level • Develop policies granting CSC authority to appoint and discipline those below assistant secretary level • Rethink and intensify HRD interventions • Enhance merit system • Design incentive packages to attract the best and the brightest to the government and make them stay • Integrate gender and development concepts in CSC policies and programs • Rationalize policies in engaging contractuals, job orders, and consultancy	• Enhance rewards and sanctions • Implement Service Delivery Excellence Program (SDEP) • Implement "Text CSC Project" • Monitor "Process Flow Chart, Service Pledge, and Service Standards" by agencies • Create common database for CSC, GSIS, DBM, and BIR for easy access on government personnel information • Develop programs for LGUs to improve services at local levels and to increase awareness of CSC rules	• Strengthen Coordination and partnership with other agency members • Review rights and privileges as well as existing mechanisms with respect to labor-management relations • Intensify education and information campaign on responsible Public Sector Unionism (PSU) • Strengthen PSUs to serve as watchdog in every agency • Encourage unions to register and accredit with CSC • Implement more	• Strengthen advisory role to the president on all matters pertaining to human resource management in government • Take a lead role in inter-agency committees involved in good governance • Develop and implement a civil service public information communication plan • Develop programs that will follow through CSC's "jump-start" programs for LGUs	• Reorganize CSC structure to rationalize functions and strengthen coordination among offices for efficient delivery of public services • Develop prudent expenditure management program • Strengthen internal audit system • Develop efficient and effective model of Governance within CSC • Create feedback/monitoring mechanism for delegated/devolved functions • Develop and implement and organization public information and education plan(OPIEC) for CSC • Expand use of IT in all CSC operations • Rationalize fiscal

| of decisions across regional offices | services | | effective conciliation and mediation services
• Develop proactive and quick reaction mechanisms for resolving labor-management conflicts | • Develop personnel management functions to agencies particularly at the regional, provincial, and municipal levels
• Review relationship between CSC and the OSG re handling of appealed cases before the CA and SC | policies on CO assistance to CSRO
• Revisit performance evaluation monitoring system (PMES)
• Ensure passage of civil service code
• Review structure of and support to field offices
• Develop relevant and needs-based staff development programs |

Note : CA= Commission on Appointments, CO=Capital Outlay, CSC=Civil Service Commission, CSRO=Civil Society Resource Organization, DBM=Department of Budget and Management, GSIS=Government Service Insurance System, HRD=Human Resource Development, IAAGCC=Inter-Agency Anti-Graft Coordinating Council, IT=Information Technology, LGU=Local Government Unit, OSG=Office of the Solicitor General, SC=Supreme Court.

Source : Civil Service Commission Strategic Plan, 2002-2004.

APPENDIX TABLE 3.

STAR – STUDDED ELECTIONS, 1998 and 2000

No	Name	Position Sought	Previous Occupation
1.	Joseph Estrada	President	Action Star
2.	Ramon Revilla	Senator	Action Star
3.	Vicente Sotto	Senator	Comedian
4.	Robert Jaworski	Senator	Basketball player
5.	Noli de Castro [a]	Senator	TV Anchor
6.	Francis Pangilinan [a]	Senator	TV/Radio Host
7.	Ted Failon [a]	Congresman	TV Anchor
8.	Teodoro Locsin, Jr [a]	Congresman	TV Host
9.	Gilbert Remulla [a]	Congresman	TV Reporter
10.	Ronald Estella [a]	Congresman	TV Reporter
11.	Ramon Revilla, Jr	Governor, Carite	Action Star
12.	Manuel Lapid	Governor, Pampanga	Action Star
13.	Rio Diaz	Governor,Negros Occidental	TV Host
14.	Jun del Rosario [a]	Provincial Board Member	TV Reporter
15.	Rudy Fernandez	Mayor, Quezon City	Action Star
16.	Herbert Bautista	Mayor, Quezon City	Comedian
17.	Rey Malonzo	Mayor, Kalookan City	Action Star
18.	Joey Marquez	Mayor, Paranaque City	Comedian
19.	Jinggoy Estrada	Mayor, San Juan City	Action Star
20.	Vilma Santos	Mayor, Lipa City	Movie/TV Star
21.	Alfredo Lim [a]	Mayor, Manila	TV Host
22.	Edu Manzano	Vice Mayor, Makati City	Action Star
23.	Concepcion Angeles	Vice Mayor,Quezon City	TV Host
24.	Philip Cezar	Vice Mayor, San Juan City	Basketball Player
25.	Yoyoy Villame	Councilor, Las Pinas City	Comedian/Singer
26.	Robert Ortega	Councilor, Manila	TV Personality
27.	Dingdong Avanzado	Councilor, Marikina City	Singer
28.	Sonny Parsone	Councilor, Marikina City	Action Star
29.	Cita Astals	Councilor, Manila	Comedian
30.	Anjyo Yllana	Councilor, Paranaque City	Comedian

Note   : a). 2000 election

Source : Luz Rimban, " Light, Camera, Election, " I: The Investigative Reporting
            Magazine, January-June, 1988, p.42; and David Celdran, " The Cult of the
            Celebrity "' I. The Investigative Reporting Magazine, January-March, 2001, p.31.

APPENDIX TABLE. 4

Distribution and Sharing of Governmental Function Between the National Bureaucracy and the Local Government Bureaucracy (LGU).

Services/Concerns	National	National/Local Government (LGU)	Local Government Units (LGU)
• Conduct of foreign relations	√		
• Fiscal and revenue administration	√		
• Administration of the penal system	√		
• The provision of basic educational, literacy and health services		√	
• Maintaining peace, order and public safety		√	
• Environmental protection		√	
• Management of natural resources		√	
• Industry promotion		√	
• Management franchise		√	
• Interregional Infrastructures		√	
• Preservation and protection of archaeological and cultural heritage		√	
• Provision of basic infrastructure such as roads, domestic ports, farming support infrastructures such as irrigation			√
• Welfare services			√
• Agricultural and fishery extension services			√

Source : Associated Resources for Management and Development Inc.(ARMDEN),(1998)
         "Formulating an Institutional Development Framework for a Philippine
          Bureaucracy Appropriate to Democratic National Goals", Background Paper
          Series No.6, February 1988, Manila : Philippines, p.74.

APPENDIX TABLE 5

Number of Government Personnel by Major Subdivision and Region : 2004

Region	Total	%	NGA	%	GOCC	%	LGU	%
Philippines	1,475,699	100%	1,001,495	67.86%	103,977	7.04%	370,227	25.09%
1	78,104	5.29	53,332	5.33	1,876	1.80	22,896	6.18
2	50,302	3.41	31,443	3.14	2,639	2.54	16,220	4.38
3	97,937	6.64	56,599	5.65	7516	7.23	33822	9.14
4	156993	10.64	96725	9.66	4931	4.74	55337	14.95
5	75298	5.10	54650	5.46	1397	1.34	19251	5.20
6	110369	7.48	74197	7.41	2604	2.50	33568	9.07
7	81314	5.51	51283	5.12	2954	2.84	27077	7.31
8	68766	4.66	45763	4.57	1856	1.79	21147	5.71
9	48293	3.27	33858	3.38	1093	1.05	13342	3.60
10	59904	4.06	38348	3.83	1953	1.88	19603	5.29
11	49503	3.35	34132	3.41	1238	1.19	14133	3.82
12	47135	3.19	31893	3.18	1910	1.84	13332	3.60
CARAGA	40075	2.72	24721	2.47	1089	1.05	14265	3.85
NCR	437243	29.63	320429	32.00	70302	67.61	46512	12.56
CAR	32237	2.18	20363	2.03	431	0.41	11443	3.09
ARMM	42226	2.86	33759	3.37	188	0.18	8279	2.24

Note : 1. CARAGA or sometimes is called as Region 13 are composition of 5 (five)
          provinces in Mindanao
       2. NCR is National Capital Region
       3. CAR is Cordillera Administrative Region ; and
       4. ARMM is Autonomous Region of Muslim Mindanao
Source :Civil Service Commission, Office for Planning and Management Information
          System (2007), "2004 Inventory of Government Personnel", Quezon City,
          Philippines; 2007.