



REPUBLIC OF THE PHILIPPINES  
DEPARTMENT OF BUDGET AND MANAGEMENT

**EXECUTIVE SUMMARY OF THE DEVOLUTION TRANSITION PLAN (DTP) OF  
THE COMMISSION ON POPULATION AND DEVELOPMENT (CPD)  
AS REVIEWED AND APPROVED BY THE DBM**

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***Introduction***

This document contains the Executive Summary of the approved CPD DTP which has already considered the DBM findings and recommendations as included in the DBM in-depth evaluation report<sup>1</sup>. Subject DTP was originally submitted on 30 September 2021 and officially resubmitted by the National Economic and Development Authority (NEDA) on 25 November 2021<sup>2</sup>, with a final CPD DTP version submitted on 16 March 2022<sup>3</sup>, in compliance with Executive Order (EO) No. 138<sup>4</sup> dated 1 June 2021.

The CPD highlighted the importance of population especially in the context of devolution where population plays a significant factor in economic development. It noted that population is a critical factor of development as the development conditions impact the well-being of the people. Accordingly, it is imperative that the government, at any level, ensure that its conditions are well-managed to bring the desired development of its people.

The role of the **Philippine Population Development Program (PPDP)**, it being the main program and strategy of the government to address population issues to facilitate accelerated and optimal socioeconomic development in the country, was also emphasized considering the growing population of the Philippines.

***On the Strategic Directions/Shifts***

The CPD was able to clearly state its strategic directions/shifts given the full devolution to be implemented in the FY 2024. It envisions that it shall continue its role as the primary coordinator for the country's population policy, which is operationalized through the

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<sup>1</sup> Initial in-depth evaluation was shared to the CPD on 16 December 2021. An updated in-depth evaluation to account for its submission of a revised DTP on 24 December 2021 was provided to said agency on 4 February 2022.

<sup>2</sup> In view of the initial evaluation of the DBM dated 15 October 2021

<sup>3</sup> Revised narrative report and Annex G-4 were submitted by the CPD on 25 and 28 March 2022, respectively, in view of the minor observation of the DBM-Systems and Productivity Improvement Bureau as relayed to CPD Interim Chief of Capacity Development and Field Operations Division, Ms. Lyra Gay Ellies S. Norja via *Google Chat* on the same days. On the other hand, the CPD did not include a revised Annex C-1 inasmuch as no revisions were made on the version as officially transmitted by the NEDA on 25 November 2021.

<sup>4</sup> *Full Devolution of Certain Functions of the Executive Branch to Local Governments, Creation of a Committee on Devolution, and for Other Purposes*

Philippine Population Management Program (PPMP) (now the PPDP) which serves as the overall blueprint in addressing population issues to facilitate socioeconomic development.

Accordingly, in recognition that the national and regional strategies on population and development (POPDEV) consistent with local strategies should be harmonized in plans such as the PPDP, said plan shall be implemented in the midterm and annually through the National Program on Population and Family Planning (NPPFP) as a **shared responsibility and common agenda of the national and local governments.**

In view thereof, the CPD identified the following key programs to be implemented along with the PPDP strategies, wherein a well-defined arrangement between the national government (NG) and local government units (LGUs) in the attainment of the PPDP goals and objectives shall be ensured: **Responsible Parenthood and Family Planning (RPFP) Program/Services, Adolescent Health and Development (AHD) Program/Services, and POPDEV Services and Program/Integrated Strategies.**

Apart from Republic Act (RA) No. 7160 or the *Local Government Code (LGC) of 1991*, the full devolution of local population services to the LGUs were based on recent national policies such as the General Appropriations Acts of 2021 and 2022 and Department of Health (DOH)-NEDA-CPD Joint Memorandum Circular (JMC) No. 2019-01<sup>5</sup>. However, to ensure a more collaborative and harmonized implementation of family planning (FP) and population control services, strategies and policies of the CPD and the DOH, the latter issuance is being updated by the agency.

Consequently, the CPD highlighted that its main concern in the implementation of the PPDP is the effectiveness and efficiency of mobilizing and collaborating with different partners at the national, regional and local level. As such, it identified strategies which could be implemented by each level of government to address said issue, e.g., strengthening of the coordinative and collaborative mechanism among agency members of the CPD Board of Commissioners (at the national level) and undertaking coordinative actions through the local population and development office (Local POPDEV Office) which should be present in all provinces, cities and municipalities (at the local level).

It is worthy to note that the CPD DTP is formulated holistically inasmuch as it has gone through consultative process which involved the creation of technical working groups composed of national and regional staff. Consultations with local population officers and workers, local chief executives and other stakeholders at the local level, partner agencies particularly at the regional level, and experts and advisers with experience and institutional knowledge about CPD and its programs and strategies were also conducted<sup>6</sup>.

As a result of the full devolution effort, the renaming and reformulation of the PPMP to PPDP has been proposed by the agency. Accordingly, the CPD submitted a request to DBM for the purpose in a letter dated 19 January 2022, which was acted upon by the

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<sup>5</sup> *Policy Guidelines for the Intensified Implementation of the National Program on Family Planning (NPPFP) Towards Better Health Outcomes, Poverty Reduction and Socio-economic Development*

<sup>6</sup> As mentioned in the introduction portion of its narrative report (page 3)

latter in a letter dated 28 January 2022 indicating the required submission of pertinent documents pursuant to DBM National Budget Circular No. 569<sup>7</sup> dated 8 February 2017.

### ***On the Assignment of Functions, Services and Facilities to Each Level of Government***

Per the LGC, the provision of basic FP and population development services as part of the general welfare services are enumerated under Section 17 of the LGC shall be devolved to the LGUs. Accordingly, the CPD identified the specific programs, activities, and projects (PAPs) to be devolved/scaled down: RFPF, AHD and POPDEV Program/Services. Nonetheless, relevant services shall be readily made available in emergency situations or in conditions where demand for support is justified or reasonably called for.

On the other hand, the overall management and coordination of the three (3) PAPs shall be retained with the CPD Central Office and Regional Offices (ROs).

The CPD noted that inasmuch as the basic RFPF services were already devolved and are being implemented by the LGUs, the CPD DTP focused on the strengthening of the capacity and implementing mechanisms of all LGUs in said service. On the other hand, the establishment of Local POPDEV Offices shall be the focus of the POPDEV services. However, no focus on the localization of AHD was mentioned.

With regards to the devolution of the aforementioned PAPs to the poorest LGUs, consistent with the devolution principle, the agency provided three (3) specific criteria for provision of financial assistance to be established and implemented by CPD ROs: (i) degree of potential impact of assistance; (ii) level of political support; and (iii) severity of inadequate allocation for POPDEV strategies. Of those qualified, 5<sup>th</sup> and 6<sup>th</sup> class municipalities and geographically isolated and disadvantaged areas will be given priority assistance by the CPD. While 3<sup>rd</sup> and 4<sup>th</sup> class municipalities which expressed intention to institute the program and to provide counterpart funding, will be the last priority.

To ensure proper implementation of devolved activities, a checklist of criteria and conditions necessary to determine the readiness of the LGUs to take on and manage the delivery of the devolved services was provided by the CPD. Per said checklist, those with **low capacity** for devolution shall be prioritized in terms of investments for the capacity development, technical assistance, mentoring and financial assistance from CPD particularly during the first phase. However, **priority in terms of technical assistance** will also be provided to LGUs with already **high capacity** ("low hanging fruits") during the first phase to fully established the program so that their situation and experiences can be used in the diffusion and scale-up efforts.

### ***On Service Delivery Standards***

The CPD noted that the establishment of local POPDEV database and information system, FP Supply Chain Management and establishment and operationalization of Information

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<sup>7</sup> Adoption of the PREXC-based Performance-Informed Budgeting for the Preparation of the Proposed National Budget for FY 2018

and Service Delivery Network for AHD, among other service basic standards, shall be adopted and ensured by LGUs.

Additionally, the CPD highlighted that the **creation of Local POPDEV Office**, which is an optional office<sup>8</sup>, and corresponding positions in the provinces, cities and municipalities, and the appointment of local population and development personnel, will address the challenges in the coordination and implementation of programs in the LGU. Hence, it provided measures and strategies at the national and local level to encourage LGUs in the creation of Local POPDEV Offices and the hiring of needed personnel/staff, such as the need to advocate to Congress the enactment of a national policy to make the creation of said office **mandatory**. By 2024, it is targeted that 80% of LGUs have an established Local POPDEV Office, which is based on the assumption that some LGUs might not be able to establish the Local POPDEV Office in three (3) years considering their limited resources and political support given the optional nature of such office. However, the CPD noted that it shall endeavor to reach Local POPDEV Offices in all provinces, 100% of cities and 80% of municipalities.

### ***On NGA and LGU Capacity Development Strategy***

Various approaches in enhancing the steering function of the CPD and implementation capacity of LGUs were provided by the CPD.

With regards the LGUs, it is targeted that by 2024, all LGUs have been trained on all POPDEV-related skills, tools and approaches in the assumption that the CPD is provided with the necessary resources. **LGUs with existing Local POPDEV Offices** which are more prepared for strengthened localization of PPDP strategies shall be the **focus of trainings**. Training and capacity building interventions will, however, be made available to LGUs who are already requesting such intervention, especially those belonging to 5th and 6th class municipalities.

POPDEV Learning Network or Online POPDEV Academy shall be established and operationalized to serve as main source of continuing training, materials/references, directory of consultants and resource persons, and available POPDEV-related training, among others. It will also include an e-learning platform which can be accessed by workers and individuals who are interested for a self-paced training.

On the other hand, the CPD identified capacities required for its staff which are further categorized as core/technical and specialized technical skills which are all targeted to be implemented in Q1 to Q3 of 2022.

### ***On Performance Monitoring and Assessment Framework***

The CPD identified strategies such as the enhancement of PPDP Monitoring and Evaluation and conduct of *Kaunlarang Pantao Awards* and other incentives and rewards mechanisms for performing LGUs and good practices as mechanisms to efficiently monitor

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<sup>8</sup> Per Section 463 of the LGC (Officials of the Provincial Government), "the appointment of a provincial population officer shall be optional in the province: Provided, however, that provinces which have existing population offices shall continue to maintain such offices for a period of five (5) years from the date of the effectivity of this Code."

and assess both the capabilities and performance of CPD in performing its retained or steering functions and of LGUs in implementing its devolved functions.

***On Organization Effectiveness Proposals***

The CPD proposed the **abolition of eleven (11) vacant positions** to pursue the organizational and staffing modifications necessary for the performance of its steering functions, consistent with the “*scrap and build*” policy under the Implementing Rules and Regulations of EO No. 138. Accordingly, the Personnel Services (PS) cost of the recommended organizational and staffing modifications will be offset by the abolition of the vacant positions, resulting in net PS savings per annum of **P206,672**<sup>9</sup>.

The OEPs are recommended which include: (i) **creation** of division/units; (ii) **transfer** of functions from one unit to another; (iii) **change** in nomenclature of units; and (iv) **creation, abolition, conversion, retitling, and transfer** of positions.

Conversely, the CPD did **not** report any personnel opting for deployment to other agencies, as well as those opting to retire/separate from the service.

***Summary of Observations and Recommendations for Implementation***

- The CPD shall ensure that relevant guidelines, e.g., *Warehouse Operations Manual for Supply Chain Management*, would be prepared in time for the devolution of the Programs to serve as guide to the LGUs in its implementation.
- Inasmuch as the proposed renaming and reformulation of the PPMP to the PPDP is not aligned with CPD’s FY 2022 Program Expenditure Classification (PREXC) structure which still reflects the PPMP, the CPD shall fast track its efforts in the renaming of the same, i.e., submit to DBM the documents as required under DBM National Budget Circular No. 569<sup>10</sup> dated 8 February 2017.
- With regards to the OEP of the CPD, on the creation of the Capacity Development and Field Operations Unit and the Research and Data Management Unit in each Regional Population Offices, the CPD shall submit its proposed staffing for said units, subject to the “*scrap and build*” policy.

Accordingly, the recommended OEP of the CPD shall be pursued.

- End -

CPD DTP Approved by DBM on April 22, 2022

<sup>9</sup> PS Cost of Abolished Positions Less: PS Cost of New Positions Additional PS Cost of Conversion of 1 Position  PS Savings	P 3,365,909 (P 3,008,380) (P 150,858) ----- P 206,672 =====
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<sup>10</sup> Adoption of the PREXC-based Performance-Informed Budgeting for the Preparation of the Proposed National Budget for FY 2018