

**WORKSHOP ON INTEGRITY, TRANSPARENCY AND  
ACCOUNTABILITY IN PUBLIC SERVICE (ITAPS) AS AN ANTI-  
CORRUPTION TOOL FOR THE PHILIPPINE NATIONAL POLICE**

by

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## **LIST OF ABBREVIATIONS**

<b>AMLC</b>	Anti-Money Laundering Council
<b>CSC</b>	Civil Service Commission
<b>CIPAAB</b>	Criminal Investigation, Prosecution and Administrative Adjudication Bureau
<b>COA</b>	Commission on Audit
<b>CPU</b>	Corruption Prevention Unit
<b>CSO</b>	Civil Society Organization
<b>IDR</b>	Integrity Development Review
<b>ITAPS</b>	Workshop on Integrity, Transparency and Accountability in Public Service
<b>JGU</b>	Junior Graftwatch Unit
<b>LLC</b>	Lifestyle Check Coalition
<b>MDG</b>	Millennium Development Goal
<b>OMB</b>	Office of the Ombudsman



<b>OMB-MOLEO</b>	Office of the Ombudsman for the Military and Other Law Enforcement Offices
<b>PDP</b>	Philippine Development Plan
<b>PNP</b>	Philippine National Police
<b>PNPA</b>	Philippine National Police Academy
<b>PPSC</b>	Philippine Public Safety College
<b>RA</b>	Republic Act
<b>UNCAC</b>	United Nations Convention Against Corruption

## **ABSTRACT**

The problem of corruption is a global phenomenon drawing global concern. It is a problem faced not only by developing countries and transforming countries but also in industrial and developed countries. The Philippines has the same story to tell. Cognizant of the serious problem of corruption and its commitment to alleviate poverty and promote sustainable development, the Philippine government has adopted its own anti-corruption strategies ranging from the creation of several specialized anti-corruption agencies, the passing of numerous anti-corruption laws, the intensification of the prosecution of corrupt officials, partnering with the international community in the fight against corruption, institutionalizing reforms in the salary structure of public servants, to the conduct of extensive moral recovery and public awareness workshops and seminars amongst public servants and the public themselves in order to increase their awareness of the acts constituting graft and corrupt practices, the penalties prescribed for commission of such acts, the evil effects of corruption and their respective roles in the fight against corruption.

Recognizing the importance of the participation of the public servants in the fight against corruption, the Office of the Ombudsman (OMB), the foremost anti-corruption agency of the Philippines, crafted and embarked on a new anti-corruption program called Workshop on Integrity, Transparency and Accountability in Public Service (ITAPS). This is a workshop intended for public

servants. This workshop is focused on instilling upon the hearts of public servants the value of effective and efficient public service delivery that is engrained with integrity, transparency and accountability. The objective of the seminar is to provide an avenue for participant-public servants to internalize and enhance their understanding of their respective role as civil servants and their accountability to public.

Taking into consideration the perceptions of the of the officials, facilitators and graft investigator of OMB-MOLEO, who took part and are taking part in the implementation of ITAPS, this study attempts to assess the efficiency and effectiveness of its implementation as anti-corruption tool, most particularly, for the Philippine National Police (PNP).

The findings of this study suggests that the ITAPS is an effective anti-corruption tool for the PNP considering that its design and its content are geared towards attaining good governance. It is intended to awaken the awareness of the participant members of the PNP of the risks of corruption inherent to their functions, provide a venue for instilling in them the proper decorum of a public servant, such integrity, honesty, transparency and accountability in the performance of the duties and responsibilities of their functions and developing the skill of problem solving and decision-making guided by good moral character and ethical standards. In the midst of the challenges encountered, the ITAPS was efficiently

implemented and had to some extent contributed to the gradual decline in the number of complaints docketed with the OMB–MOLEO against erring police officers.

## **DECLARATION**

I, **CUDIAMAT Maria Crisanta Galimba**, hereby declare that this thesis is my own work and has not been submitted in any form for the award of another degree or diploma at any university or other institute of tertiary education. Information derived from the published or unpublished work of others has been cited or acknowledged appropriately.

September 2015

**CUDIAMAT Maria Crisanta Galimba**

## CHAPTER 1

### THE PROBLEM AND ITS BACKGROUND

#### 1.1. Introduction

The problem of corruption is a global phenomenon drawing global concern. As stated by Lambsdorff, *et al* (2005), the reality about corruption is true not only in developing countries and transforming countries but also in industrial and developed countries. Let us take for example the case of fund-raising scandals in the United States, the demise of the Christian Democratic Party in Italy, and the common political dissatisfaction lurking around Western European countries

Lambsdorff, *et al* (2005), further posited that this problem transcends geographical boundaries. It is happening across the globe, not only today, but it has endured across the global history, proof of which is the oldest story of corruption in India more than 2,300 years ago. In China, as early as in the Qin Dynasty (221 B.C), its penal code already defined the offenses involving corruption and provided corresponding heavy penalty for its commission. Evidently, corruption proved to have been a long standing problem and up to now, is still posing a big challenge to every state, international community and the whole world. This problem lived on

and has become more complex and extensive, thus, demanding greater attention and collaborative efforts among nation.

The Philippines has the same story to tell. Corruption had been and still is the main concern of the Philippine government. This problem is said to have started since the time of its independence from the United States in 1946. However, looking back from its history, it can be seen that corruption started to plague its government even during the time that it was under the Spanish regime. During the Spanish regime, corruption was manifested by the moral corruption among public officials, where public office was regarded as a favor or grant from the King of Spain. Due to low salaries and poor working conditions, public officials took advantage of their positions and used them as lucrative source of additional income. After the World War II, the extent of corruption had magnified to what is called "*bureaucratic corruption*". It had saturated the entire bureaucracy starting from the lowliest level of the public servant to the top, including the President. Corruption in the Philippines reached its peak during the administration of Ferdinand E. Marcos which lasted for more than two (2) decades. Political analyst described the kind of corruption then as "systemic plunder" and accused the Marcoses and their cronies of systematically looting the country's coffers and amassing billions of US dollars from it. The alleged onslaught by the Marcoses of the coffers of the Philippine government ended when President Marcos was deposed by the Filipino people themselves in a "*people power*" revolution in 1986. But the problem of

corruption still persists and is one of the identified reasons for the country's economic challenge and problem of poverty.

Cognizant of the serious problem of corruption and its commitment to alleviate poverty and promote sustainable development, the Philippine government has adopted its own anti-corruption strategies ranging from the creation of several specialized anti-corruption agencies, the passing of numerous anti-corruption laws, the intensification of the prosecution of corrupt officials, partnering with the international community in the fight against corruption, institutionalizing reforms in the salary structure of public servants, to the conduct of extensive moral recovery and public awareness workshops and seminars amongst public servants and the public themselves in order to increase their awareness of the acts constituting graft and corrupt practices, the penalties prescribed for commission of such acts, the evil effects of corruption and their respective roles in the fight against corruption. Such information would encourage them to participate and be vigilant of the corruption happening within their respective offices. Thus, making the commission of corrupt acts a "*high risks*" and "*low return*" undertaking.

Recognizing the importance of the participation of the public servants in the fight against corruption, the Office of the Ombudsman (OMB), the foremost anti-corruption agency of the Philippines, crafted and embarked on a new anti-corruption program called **Workshop on Integrity, Transparency and**



**Accountability in Public Service (ITAPS).** This is a workshop intended for public servants. This workshop is focused on instilling upon the hearts of public servants the value of effective and efficient public service delivery that is engrained with integrity, transparency and accountability. The objective of the seminar is to provide an avenue for participant-public servants to internalize and enhance their understanding of their respective role as civil servants and their accountability to public.

## **1.2. Statement of the Problem**

As the Workshop on Integrity, Transparency and Accountability in Public Service (ITAPS) is a new program of the OMB, this study intends to assess its effectiveness and efficiency as anti-corruption tool. While the workshop is catered to all public servants, this study will try to focus only on its effectiveness and efficiency as an anti-corruption program for the Philippine National Police.

According to Romero (2013), the latest Global Corruption Barometer of the Anti-corruption Watchdog Transparency International has identified the Philippine National Police (PNP) as the most corrupt institution in the country. In the 2011 national survey conducted by Pulse Asia and Transparency International's Global Corruption Barometer 2010-2011 with several Filipino households, about

one-third (32 percent) of the surveyed households who had contact with the police officers in 2009 reported that they have paid bribes to them.

Thus, conscious of the extent of the alleged corruption in the Philippine police force, on top of the intensification of the investigation and prosecution of erring police officers, the OMB rolled out the ITAPS for selected members of the PNP and made efforts to instill in them the value of public service delivery engrained with integrity, transparency and accountability.

Hence, this study will attempt to assess the effectiveness and efficiency of ITAPS as a corruption prevention tool for the PNP and determine its impact on the incidence of corruption in the institution. To attain its objective, this study raises the following questions:

- (1) How is the ITAPS being implemented?
- (2) How effective and efficient is the implementation?
- (3) What are the factors that influence its implementation?
- (4) What are the outcomes of the ITAPS implementation?
- (5) What are the challenges encountered in the implementation?

### **1.3. Significance of the Study**

The PNP is regarded as the civilian protector of the people. As such, its members are expected to be the epitome of good moral character and high ethical standards. With the growing allegations of corruption in PNP, the OMB identified the PNP as one of its focus in the implementation of ITAPS.

As the objective of the study is to assess the effectiveness and efficiency of ITAPS as anti-corruption tool for the PNP, the findings of this study will provide a vital information on whether the said program is responsive to the goal of OMB to prevent the proliferation of corruption, particularly within the PNP, and whether a policy amendment or enhancement is necessary in order to achieve the aforementioned goal. Ultimately, the findings of this study will benefit the following:

**Office of the Ombudsman.** It will help the higher authorities of the OMB to assess the strength and weaknesses of ITAPS for future policy making purposes and as basis for future programs aimed at addressing the dilemma on corruption.

**Philippine National Police.** It may help the higher authorities of the PNP to identify the specific needs of its members in so far as their institution's fight against corruption is concerned, and may opt to adopt and incorporate the ITAPS modules in its own anti-corruption programs.

**Public Servants.** The findings of the study may provide the public servant a venue for values formation and opportunity for enhancement of their understanding of their respective role as civil servants.

**Future Researchers.** This study may encourage future researchers to conduct further research on areas pertaining to exploring ways to enhance and deepen the understanding and commitment public servants' in the effective and efficient public service delivery engrained with integrity, transparency and accountability. The study may propel future researchers to go into related area of study and look into other perspective that might be basis of future policy dealing with the total eradication of corruption in public service.

#### **1.4. Scope and Limitation**

As the ITAPS is a relatively new and young program with barely three (3) years of implementation, the researcher took into consideration only the perceptions of the officials and employees of the OMB who are in-charge of the implementation of the program and who served as respondents for this research.

## 1.5. Definition of Terms

To facilitate the better understanding of this research, the following terms are defined, as follows:

**Assessment** - the process of making a judgement or forming an opinion, after considering the information from multiple and diverse sources in order to develop a deep understanding.

**Accountability** – describes the responsiveness on the part of the government to citizen's demands concerning the type of public services the public sector should provide. This may include the government's response to the citizen's efforts to bring about change in the government's behavior by persuasion, demand or compulsion (De Ferranti, D. et al, 2009).

**Corruption** - Any act done with an intent to give some advantage inconsistent with his official duty and the rights of others. These do not only includes bribery and embezzlement but also money laundering, concealment and obstruction of justice (United Nations Convention Against Corruption [UNCAC]).

**Control of Corruption** – any efforts to prevent the abuse of public office for private gain, including officials accepting, soliciting or extorting bribes; engaging in patronage and nepotism; appropriating state assets; or improperly diverting state revenues (De Ferranti, D. et al, 2009).

**Effectiveness** – is about doing the right task, completing activities and achieving goals.

**Efficiency** - is about doing things in an optimal way, for example doing it the fastest or in the least expensive way.

**Governance** – describes the overall manner in which public officials and institutions acquire and exercise their authority to shape public policy and provide public services (De Ferranti, D. et al, 2009).

**Good Governance** – refers to the kind of governance that possesses the following characteristics: (1) accountable; (2) transparent; (3) follows the rule of law; (4) responsive; (5) equitable and inclusive; and (6) participatory.

**Integrity** – refers to soundness of moral principle and character, as shown by one person dealing with others in the making and performance of contracts, and fidelity and honesty in the discharge of trusts.

**Public Servant** – According to UNCAC, covers anyone who holds administrative, legislative or executive office, whether by election or appointment, or provides a public service, including employees of the private companies under government contract.

**Transparency** – describes the availability and increased flow to the public of timely, comprehensive, relevant, high quality and reliable information concerning government activities (De Ferranti, D. et al, 2009 [p.7]).

## **CHAPTER II**

### **THE FACE OF CORRUPTION IN THE PHILIPPINES**

#### **2.1. Corruption in the Philippines**

According to Agator (2013), the Philippines had started dealing with the problem of corruption from the time of its independence from the United States in 1946. But looking through its colonial history, it seemed that it started even as early as the Spanish regime. The colonial legacy of elite-dominated political patronage and political corruption which started during the early days of Spanish rule is still present and manifest up until today. The struggle for power among clans for private interests still persists. Notwithstanding the anti-corruption efforts put forward by past and current leaders, the prevalence of corruption goes on so long as the concentration of power to spend and appoint remains in one person combined with weak checks and balances. These scenarios presented good opportunities for abuse and corruption.

In the 2010 elections, the Filipinos hoped to see the end of rampant corruption when Benigno Aquino III, the son of then President Corazon Aquino who succeeded Marcos during the democratic transition, was elected as President of the Republic of the Philippines. Aquino was elected because of his strong anti-corruption platform. He was able to gather the highest winning percentage (42.08 per cent) in what is thought as one of the most fair and free election in the history



of the Philippines. It worth noting that his main campaign platform was in the form of “*renewed social contract*” and enumerating his sixteen (16) point program promoting good governance and anti-corruption reforms.

However, just like the past administrations, the leadership of Aquino is not spared of the same dilemma on corruption and patronage patterns are already deep-rooted in the system.

## **2.2. Extent of Philippine Corruption**

Despite the observed political changes and renewed political will to address corruption, the Philippines still performs poorly in most international corruption rankings. This reveals that the country is still facing major governance and corruption challenges. The country was ranked 105 out of the 176 countries assessed by Transparency International’s Corruption Perceptions Index 2012 – with a score of 37 out of 100. Apparently, the Philippines is still one of the worst performers in Asia. The World Bank’s Worldwide Governance Indicators (WGI), also obtained a similar result because the Philippines scored 26.07 on a scale of 0 to 100 in terms of control of corruption in 2011. It ranked 55 out 100 in 1998 in so far as corruption control. However, for the period of 1996 up to 2007, there was marked sharp decline in from 52.22 to 25.7 rank. The ranking of the Philippines in terms of corruption control seemed to have stabilized around this level. In 2012, a slight but not really statistically relevant improvement to 33.49 was recorded.

However, this does not allow us to speculate that the Philippines is actually making progress in its anti-corruption campaign as yet.

Another scenario is that 69 percent of Filipino citizens themselves in a survey by Transparency International's Global Corruption Barometer 2010-2011 perceived that corruption increased in the year 2010. In the same survey, respondent Filipinos identified the members of the police force, political parties and civil servants as the most corrupt institutions in the country.

### **2.3. Forms of corruption**

#### *2.3.1. Petty and bureaucratic corruption*

Several studies on corruption recognized the burdensome regulations and bureaucratic procedures of the Philippine government as contributory factor to its current state of corruption. Usually, businesses and individuals often resort to illegal "fixers" to go around the bureaucratic obstacles of availing government services. They often collude with corrupt government employees to facilitate transactions. Thus, this situation is where bribery and corruption set in. They resort to giving of gifts to make sure that their transactions with the government office concerned will be done fast.

### *2.3.2. Patronage networks and clientelism*

Corruption in the Philippines has been connected to the deeply rooted patronage system that pervades in the country's institutions. The country's political system has been termed by political scholars as "oligarchs and clan". Elite families compete for political power by developing patronage and clientelistic networks. Agator (2013) cited the case of then President Arroyo's regime as a classic example of the kind of corruption. As early as the first few months of her stint as President in 2001, she immediately nominated thousands of her supporters to fill key positions in the government as payback for their support. Her husband was also indicted for several anomalies involving different contracts amounting to sizable amount of money of the government. Cognizant of this problem, President Aquino's government platform openly called for the end of patronage and political nominations. He is advocating for appointments based on the principles of merit, integrity, competence and efficient performance in serving the public good.

### *2.3.3. Political corruption and elections*

As one of the misplaced features of independence, the politics in the Philippines is known to be dominated by the elite and known families of the country. Other than that, patronage, violence, fraud, overspending and bribery during elections campaigns are very common during elections in the Philippines. True, the country has a Commission on Elections (COMELEC) that would oversee

and protect sacredness of elections, but the said body itself had been accused of election irregularities, an example of which is the election fraud allegedly committed by President Arroyo in collusion with officials of the COMELEC.

#### **2.4. Anti-Corruption Efforts in the Philippines**

Pursuant to his campaign slogan “*if there is no corruption, there is no poverty*”, the Aquino administration crafted its Philippine Development Plan (PDP) for 2011-2016, which was duly approved in 2011. The PDP was focused on good governance and has made anti-corruption as an integral part of country’s fight against poverty and goal to achieve inclusive growth. In line with this, the Good Governance and Anti- Corruption (GGAC) plan for 2012-2016, which includes measures aimed at promoting transparency, accountability and participation in government operations was likewise approved and set into motion. Thereafter, several relevant laws were enacted to further aid the government in its fights against corruption such as: (1) An Act to Further Strengthen the Anti-Money Laundering Law expanded the coverage of a law on illegal movement of money to escape the threat of being blacklisted by the task force; (2) The Terrorism Financing Prevention and Suppression Act of 2012; (3) law protecting whistleblowers. To further provide for safety nets against corruption, it has adopted a new e-governance initiative attempting to increase transparency and reduce opportunities

for corruption through face-to-face interactions with public officials (Agator, 2013).

Aside from resorting to legal reforms, the Philippine government under the Aquino administration became serious in going after government officials accused of engaging in corruption, especially the high-ranking officials. In doing so, immediately upon his assumption, he organized a truth commission tasked to investigate the corruption allegations against his predecessor and her allies.

The foregoing efforts of Aquino government have somehow improved the rating of the Philippine government in terms of corruption control.

#### *2.4.1. The Legal Framework of the Anti-Corruption Efforts of the Philippines*

The Philippines has enacted a wide range of laws defining all acts and omissions constituting graft and corruption, including extortion, active and passive bribery, attempted corruption, bribery of foreign officials, and using confidential state information for private gain and has provided corresponding penalties for it. In addition to that, public officials are required by law to declare their wealth and file statements of assets and liability and net worth every second year. The anti-money laundering act was also made to further strengthen the stance of government against corruption.

Moreover, the Philippines joined and ratified the United Nations Convention against Corruption (UNCAC) in 2006. The UNCAC outlines the four (4) pillars of an effective campaign against graft and corruption which are the adoption of preventive measures directed at both the public and private sectors, criminalization of a wide range of acts of corruption, international cooperation in every aspect to fight against corruption and asset recovery of the fruits of corruption.

#### *2.4.2. The Institutional Framework of the Anti-Corruption Efforts of the Philippines*

To aid the Philippine government in its fight against corruption, the following constitutional and statutory bodies were duly established and recognized as key anti-corruption partners of the government:

- (1) Cabinet Cluster on Good Governance and Anti-corruption (GGAC)

The Cabinet Cluster on Good Governance and Anti-Corruption (GGAC) is an advisory committee attached to the Office of the President. It is tasked to set the targets of the Aquino government until 2016, undertake all the necessary measures to meet these targets as well as monitor and report their progress and achievements to the president. In early 2012, President Aquino approved the GGAC plan for 2012-2016, which includes measures aiming at promoting public access to

information, disclosure of government information, citizens' participation and reduction of red tape, and other anti-corruption measures.

(2) Presidential Anti-Graft Commission (PAGC)

In 2001, the President Anti-Graft Commission (PAGC) was created by then President Gloria Macapagal-Arroyo purposely to probe and hear administrative cases and complaints against presidential appointees. However, in 2010, upon his assumption to office, President Aquino abolished the PAGC and transferred its functions to an existing office under the Office of the President. Thus, the Office of the President retained its power to directly investigate graft and corruption cases against presidential appointees in the executive department, including heads of government-owned and controlled corporations.

(3) Office of the Ombudsman

The Office of the Ombudsman is considered to be the leading anti-corruption agency in the Philippines, with power to investigate and file criminal charges against public officials involved in corruption cases. Its mandate also includes prevention and awareness-raising campaigns and activities.

(4) Sandiganbayan

The Sandiganbayan, a special court that has jurisdiction over criminal and civil cases involving graft and corrupt practices and such other offences committed

by high ranking public officers, including those in government-owned or controlled corporations, in relation to their office.

(5) Judiciary

The regular judicial courts, on the other hand, have jurisdiction over criminal and civil cases involving graft and corrupt practices and such other offences committed by low-ranking public officers and employees, including those in government-owned or controlled corporations, in relation to their office.

(6) Anti-Money Laundering Council (AMLC)

The Anti-Money Laundering Council (AMLC) is a newly created anti-corruption body in 2001. The primary function of the AMLC is to investigate allegations of money laundering and to analyze financial data from banks and financial institutions. After the conduct of investigation, it can file corresponding complaints with the Ombudsman as well as the Department of Justice in order to get money laundering offenders prosecuted, or with the assistance of the Office of the Solicitor General (OSG), it may start civil forfeiture. As of to date, by the passing of the Act to Further Strengthen the Anti-Money Laundering Law, the AMLC can now investigate financial records without the consent of the account holder.



(7) Commission on audit (COA)

The Commission on Audit (COA) is an independent and constitutional commission primarily tasked with examining, auditing and settling all public accounts and expenditures of the government. The COA has no power to prosecute and discipline the erring government officials found to have made expenditures in violation of COA rules, but it has a complaints mechanism in place for reporting allegations of fraud, waste, abuse or mismanagement of funds.

(8) Lifestyle Check Coalition (LCC)

In 2003, the Lifestyle Check Coalition (LCC) was duly established. It is a coalition of 16 government agencies and NGOs – including, among others, representatives from the President Anti-Graft Commission, the Office of the Ombudsman, Commission on Audit, Civil Service Commission, Department of Justice, the Philippine National Police and the National Bureau of Investigation. Its function is mainly to investigate the lifestyles of government officials. However, the checking part of the job is conducted by the Office of the Ombudsman, and the LCC provides the necessary support in the conduct of the investigations. The LCC may act on any information from any citizen denouncing suspicious lifestyles of a particular government official and employee. Recently, LCC has conducted a number of lifestyle targeting the staff of the Bureau of Internal Revenue, Bureau of Customs, and Department of Public Works and Highways.

(9) Other stakeholders

9.1. The media

As the tenet of the constitutional freedom of speech and freedom of the press, the participation of the media in the fight against corruption is highly acclaimed and recognized. However, such exercise of freedom is still with limitations. In a legislation concerning national security put forward sometime in 2007, unscrupulous articles can be ground for filing a case for libel or defamation suits against journalists.

9.2. Civil society organizations

Very crucial to the fight against corruption is the cooperation of civil society organizations. The Philippines has a vibrant civil society, and has civil society organizations (CSOs) active in various sectors such as human rights, faith, poverty alleviation and social welfare. Some of these CSOs include the Procurement Watch Inc. which has been involved in promoting and monitoring reforms in public procurement; the Social Weather Station, which conducts surveys for raising awareness on many issues, including corruption, among others.

It is evident from the foregoing enumerations and discussions that the Philippine government has the political will to fight and weed out corruption from its own system. It has sufficient statutory provisions defining all kinds of corruption

and providing for corresponding penalties thereto depending on the degree of its commission. It has likewise established sufficient governmental institutions and bodies to help in the investigation of graft and corruption-related complaints, as well as mechanisms for the forfeiture of illegally acquired assets of the government officials and employees found to be engaging in corrupt practices.

## **2.5. The Office of the Ombudsman: Anti-Corruption Agency**

The Office of the Ombudsman (OMB) is the foremost anti-corruption body of the Philippine government. It was duly created pursuant to the provision of *Article IX of the 1987 Philippine Constitution*, and thereafter by the provision of *Republic Act No. 6770 (The Ombudsman Act of 1989)*. It is vested with the following powers, functions and duties:

1. Investigate on its own, or on complaint by any person, any act or omission of any public official, employee, office or agency, when such act or omission appears to be illegal, unjust, improper, or inefficient.
2. Direct, upon complaint or at its own instance, any public official or employee of the Government, or any subdivision, agency or instrumentality thereof, as well as of any government-owned or controlled corporation with original charter, to perform and expedite any act or duty required by law, or to stop, prevent, and correct any abuse or impropriety in the performance of duties.

3. Direct the officer concerned to take appropriate action against a public official or employee at fault, and recommend his removal, suspension, demotion, fine, censure, or prosecution, and ensure compliance therewith.

4. Direct the officer concerned, in any appropriate case, and subject to such limitations as may be provided by law, to furnish it with copies of documents relating to contracts or transactions entered into by his office involving the disbursement or use of public funds or properties, and report any irregularity to the Commission on Audit for appropriate action.

5. Request any government agency for assistance and information necessary in the discharge of its responsibilities, and to examine, if necessary, pertinent records and documents.

6. Publicize matters covered by its investigation when circumstances so warrant and with due prudence.

7. Determine the causes of inefficiency, red tape, mismanagement, fraud, and corruption in the Government and make recommendations for their elimination and the observance of high standards of ethics and efficiency.

8. Promulgate its rules of procedure and exercise such other powers or perform such functions or duties as may be provided by law.

As emphasized in its enumerated powers, duties and functions, the OMB plays four (4) major roles, *to wit*:

(1) The Watchdog

In the exercise of its oversight role, the OMB takes on the duty to monitor the general and specific performance of the government officials and employees. It sees to it that the rule of law is fairly, justly and equally administered and executed. Also, it makes sure that prompt, efficient and steady flow service is rendered to the public.

(2) The Mobilizer

It encourages and solicits the extensive support of multi-sectoral stakeholders by establishing a continuing partnership with other government agencies, civil society, non-government organizations, business, academe, youth and other major sectors of the society for a nationwide campaign for integrity in the public service, the spread of the sound Filipino values of honesty, discipline, respect for elders and authority, as well as promotion of transparent, accountable and effective governance.

(3) The Official Critic

The OMB is expected to initiate the conduct of review of policies, system, procedures and practices in the performance of critical functions of specific

government agencies and provide recommendations for a system of government machinery that is free from bureaucratic inconveniences and to adopt strategies to address corruption vulnerabilities in the entire bureaucracy.

(4) The Dispenser of Justice

After the conduct of proper investigation, the OMB has the power to impose administrative sanctions to erring government officials or employees, and criminally charge and prosecute them before any court of law including private individuals if found to have committed an offense in conspiracy with the erring public official or employee.

Acting on its constitutional duty as “*Protector of the People*” and on its role as the watchdog, mobilizer, official critic and dispenser of justice, and in response to the Aquino administration’s commitment in the Millennium Development Goal (MDG) to promote inclusive growth through good governance, OMB crafted its 8-point agenda for 2011-2016 to address the problem on graft and corruption in the Philippines. The agenda includes, among others, the adoption of graft and corruption prevention program. The priority areas of the 8-point agenda are the following:

(1) Dispose of complaints and cases involving high-ranking officials, those involving large sums of money, grand corruption cases and celebrated cases;

- (2) Attain zero backlog;
- (3) Improve survival rate of cases referred to further fact-finding;
- (4) Enforce monitoring or referred cases;
- (5) Improve responsiveness to public assistance;
- (6) Improve anti-corruption policy and program coordination among sectors;
- (7) Rationalize the functional structure of the Office of the Ombudsman; and
- (8) Enhance transparency and credibility of the Office of the Ombudsman.

It is apparent from the priorities set by the OMB that it is responding to the call of the Aquino administration to promote good governance as effective tool to curb corruption. It has intensified its investigation on complaints and cases pending before it especially those involving high-ranking officials, large sums of money, grand corruption cases and celebrated cases and sought enhance its anti-corruption policy and program.

## **2.6. The Anti-Corruption Programs of the Office of the Ombudsman**

Apart from expediting the resolution of complaints involving graft and corruption filed before it, the OMB also implemented several program and project directed toward the prevention and control of corruption, such as:

(1) *Strengthening of the Resident Ombudsmen*

As part of its role as watchdog and official critic, the OMB is posting a resident ombudsman in different government offices including government-owned or controlled corporations to assist the head of that agency in monitoring the corruption problem and inefficiency in the operation of the office, if there is any. The resident ombudsman shall also be render mediation services, conducts lectures as part of the anti-corruption education program of OMB, and monitor the Statement of Assets, Liabilities and Net Worth of government officials and employees.

(2) *Integrity Development Review (IDR)*

The IDR is a diagnostic tool conceptualized by the OMB with the aid of the United States Agency for International Development that intended to review and assess the robustness of the corruption resistance mechanism and identify the vulnerabilities to corruption of a particular government agency.

(3) *Creation of the Corruption Prevention Units (CPUs) and Junior Graftwatch Units (JGUs)*



The CPUs are civil society organization duly accredited by the OMB as its partner in the fight against corruption. As an accredited partner, the CPU may undertake corruption prevention initiatives of the OMB. The Junior Graftwatch Units (JGUs), on the other hand, serve as the OMB's youth arm in graft prevention and control. The target of this program are school youth organizations. The JGUs are used as venue to awaken the consciousness of the youth on corruption and instill honesty and efficiency in them as future leaders. As an incentive, the OMB is giving research assistance to qualified students who want to conduct research on corruption.

(4) *Anti-Corruption Education*

4.1. Graft and Corruption Prevention Education (GCPE) Teaching Exemplars

Through curriculum integration, GCPE is one of the mainstream anti-corruption education programs of the OMB. This is a joint project of the OMB and the Department of Education (DepEd) which intends to mold and instill positive values among the elementary and secondary students. The modules of the GCPE Teaching Exemplars have been integrated in the MAKABAYAN subjects of public elementary and secondary students through DepEd Memorandum Circular No. 13.

#### 4.2. Orientation Briefings

Orientation briefings are provided to different government agencies tackling the organizational set-up of the OMB, its major roles and functions, and anti-corruption programs and initiatives. This is intended to give the government officials and employees outside of OMB an idea of what OMB is and what it does.

#### 4.3. Public Accountability Seminars/Other Lectures

The Office of the Ombudsman holds lectures for government officials and employees on subjects embracing public accountability and other relevant topics akin to corruption. The intention is to increase the awareness of public servants of the evils of corruption, promote public service values, and expand their knowledge of anti- corruption laws.

#### 4.4. Ehem! Aha! Program

It was implemented at the Office of the Ombudsman in 2003 and is primarily intended to create a graft intolerant culture in the entire bureaucracy. It is conducted among government officials and employees, including that of the OMB. Its modules are aimed at facilitating a process among the various sectors towards understanding the culture of corruption and the roles of individuals and institutions in the perpetuation of corruption in society; providing an avenue for analyzing issues and situations of corruption and their immediate and long-term causes and

consequences; allowing serious reflection among different sectors to generate insights on their value systems that reinforce or prevent corruption; and building commitment and formulate plans to help combat corruption. Finally, it aims to produce more watchdogs, tipsters, complainants, witnesses and reporters of corruption incidence.

(5) *Anti-Corruption Promotion*

To be able to reach out to the public, the OMB continued its promotional programs, using print, broadcast, and cyberspace media namely, *the “Magsumbong sa Ombudsman”*, *“Ombudsman:Kakampi Mo Laban sa Katiwalian”*, *“The Essential Thing”*, *the “Integrity WatchNews”*, and the *OMB website*.

The *“Magsumbong sa Ombudsman”* is a radio program that is a talking about the current anti-corruption activities/initiatives of OMB including those in partnership with other government agencies and public and private sector organizations. It provides for a means where the public could air their requests for assistance and issues concerning the dispensation of cases. The *“The Essential Thing”* is an opinion column where the Ombudsman writes her insight on various current issues affecting good governance and anti-corruption reforms and initiatives, while the *“Integrity Watch News”* is a bi-annual journal publication which reports the various accomplishments of the Ombudsman in its anti-

corruption drive. High-profile cases were also featured in the journal as well as notable projects on anti-corruption.

The above programs are focused mainly on disseminating information and educating the public and civil society on the ongoing initiatives of OMB against corruption. Informing and increasing their awareness of the evils of corruption, promote public service values, and expand their knowledge of anti-corruption laws.

In 2012, OMB embarked on a new anti-corruption program called Workshop on Integrity, Transparency and Accountability in Public Service (ITAPS). This workshop focuses on the public servant and seeks to instill in them the value of public service delivery engrained with integrity, transparency and accountability. The objective of the seminar is to provide a venue whereby public service values are internalized and to give an opportunity to enhance the public servants' understanding of the importance of their role and their accountability to the public.

The ITAPS is currently the anti-corruption flagship program of the OMB. It was conceptualized in 2012 by the Center for Integrity and Professional Development (CIPD). CIPD is the training arm of the OMB for external stakeholders. It was initially pilot-tested in Valenzuela City, Metro Manila with two-hundred nineteen (219) barangay officials. This marked the start of its implementation. Thereafter, it was rolled to the different sectors of OMB, the

OMB- Central, OMB-Luzon, OMB-Visayas, OMB-Mindanao and OMB-MOLEO wherein participants thereof were tapped as ITAPS facilitators in their own sectors.

ITAPS is a highly interactive, experiential workshop that uses contemporary adult learning theory which lasts for one (1) and a half (1/2) day. It is composed of six (6) sessions covering the following topics: (1) People's Rights and Development; (2) Personal Integrity and Accountability; (3) Code of Citizenship and Ethics; (4) Public Accountability and Transparency; (5) Legal Framework; and (6) Informed Decision Making. At the culmination of the training, participant-public servants would: (1) Have an increased confidence and comfort about their role as integrity stakeholders and their accountabilities as public officers; (2) Fully understand the significance of personal virtues in the efficient delivery of services to the public; (3) Have facility in moral reasoning and making informed decisions; (4) Affirm one's professional strength and personal virtues (See Appendix 1 for the overview of ITAPS and Appendix 2 for ITAPS Modules).

ITAPS is a corruption prevention education program and is designed to align and capture the contents of all other seminars/workshops conducted by the OMB into one. The objective of ITAPS is to refocus the attention of the participant-public servants into character and integrity development, as well as enhance in them the values transparency and accountability in the delivery of public service. Therefore, the workshop does not only educate the participant-public servants of

what constitute the offense involving graft and corruption and their corresponding penalty, but also tackles about the expectations of the public as their clients, quality of the service that the public deserves and the quality of services that they are expected to delivery. It is a response to call for corrupt-free government. Its vision is to instill upon the participant-public servant the value of public service delivery engrained with integrity, transparency and accountability with the end in view, of attaining and promoting good governance, and ultimately, curbing out corruption in the entire bureaucracy.

## CHAPTER III

### REVIEW OF RELATED LITERATURES

#### 3.1. What is Corruption?

To have better and more comprehensive grasp of this phenomenon, it necessary to first look into the definition its set by different authors and researchers. The simplest definition of corruption is that refers to any act or omission of public officer involving abuse of public office for private gain. In other words, it refers to misuse of public officer for private gain. An office is a position of trust, where one receives authority in order to act on behalf of the institution, be it private, public or non-profit (Klitgaard, *et al.*, 2000). As stated by Spector (2005), corruption is correlated with the personal greed of those who are power and assuming public office. The opportunity to take advantage is available not only to the high ranking officials but to the low ranking as well. Low ranking and salaried government workers gives in and receives unofficial payments in order to get by. This takes the form of “*Petty Corruption*”. While the high ranking officials tends to abuse the power of their respective office and use their influence for their own, their family’s and relatives benefit. This is otherwise known as the “*Grand Corruption*”. On the part of the private sector, in order to facilitate their transactions with the government, businessmen spend and pay bribe or kickbacks to unscrupulous government officials. Even ordinary citizens who are availing of the simplest

service from the government cannot seem to enjoy it without having to pay bribe or give gift. This represents the sad picture of corruption. People seemed to have accepted and tolerated these corrupt practices, it became their way of life.

In a broader sense, corruption amounts to moral decay. It comprehends a situation of where there is dishonesty, lack of integrity or decay in the decision making process of the person involved in corrupt practices. Williams and Doig (2000), opined that corruption involves the behavior on the part of officials of public sector, be it elected or appointed, wherein they improperly and unlawfully enrich themselves or those misuse of their public power or discretion entrusted upon them. It embraces a situation wherein as a decision-maker, exercising discretion, public official consents to deviate or demands deviation from the lawful requirement of decision-making, in exchange for a reward, or a promise of a reward, and these motives influencing the decision-making process cannot justify of the decision done. The public officer, in this case, may either receives grease payment to facilitate or expedite the service that he legally and ordinarily required to do by reason of his office, or receives bribe for providing services that he is legally prohibited to provide. Generally, corruption happens where public and private sectors meet to conclude certain official transactions, such as public procurement and contracting, licensing activities, granting of import and export permits, zoning and rezoning of lands, collection of taxes, either through taxation or imposition of customs duties, among others. Thus, for corruption to take place,



the following elements must all concur: (1) there must be a public official; (2) he possess a discretionary power; (3) he misuse that power; and (4) he benefited from the misuse of his power, be it in the form of money or in any kind.

### **3.2. Causes of Corruption**

Generally, corruption incidence is more common in settings where checks on the powers entrusted to public officials are loose, where civil society is poorly represented, where poverty is deep-rooted, and where there massive inequalities. Some studies have identified the following causes of corruption, *to wit*: (1) low or inadequate salaries; (2) exposure to ample opportunity to corrupt; (3) low risk of apprehension and punishment; and (4) high reward for committing corrupt acts. According to Quah, (2003), “*if the official is not to be tempted into corruption and disaffection, clearly there is an obligation for the government to provide or at least allow such benefits as will ensure his loyalty*”. Citing the cases of Indonesia, Mongolia, Korea, Thailand, Philippines and Singapore, it was proven that reforms in the salary structures of civil servants coupled with corresponding salary increase will have the effect of discouraging them from being corrupt.

To further elaborate his proponent, Quah (2003) presented the situation of Singapore which was able to effectively reduce the incidence of corruption within its bureaucracy *vis-a-vis* the ineffective anti-corruption strategies of the Philippines.

Singapore is the least corrupt country in Asia. This is because it was able to put forward adequate anti-corruption strategies and their political leaders were strongly committed to eradication corruption. Through its People Action Party (PAP) government, it had resorted to two-pronged anti-corruption strategies: *first*, by reducing the opportunities for corruption and increasing the penalty for corrupt behavior by legislation and sincerely implementing the same; and *second*, when it finally attained financial capacity to do so, by reducing the incentives for corruption by means of improving the salaries and working conditions of its civil servants.

The experience of the Philippines is another story according to Quah. While the Philippine Government unceasingly presented measures to stop corruption by creating several investigating bodies tasked solely to probe on complaints of graft and corruption, these strategies failed to attain its goal to reduce corruption because it failed to address the other half of the anti-corruption measure that is by reducing the incentives for corruption by means of improving the salaries and working conditions of its civil servants. The salaries of Philippine civil servants remained low, hence, they had to resort to other ways to augment their income and these may include resorting to petty corrupt practices. Thus, though the political leaders of the Philippines may have been committed then at eradicating corruption, the anti-corruption measures resorted to seemed inadequate as it failed to address the cause of corruption.

Moreover, the expansion of the role of the public bureaucracy in national development by increasing the administrative discretion among public servants, also gives them the opportunity to abuse their powers and discretions, and resort to corruption. Having the power to regulate, control and prohibit the exercise of certain activities and access to services and goods like the field of construction, transportation, import and export, health and hygiene, safety and sanitation, immigration and emigration, drugs, recreation, and even in markets, gives the public official concern the ample opportunity to employ ways and means to demand bribes or grease money from the public who wish to avail of the above stated privileges from the government. Hence, this where safety nets and regulation in the exercise of power are likewise put in place in the system.

In a study conducted by the Corruption Prevention Department (CPD) of Hongkong's Independent Commission Against Corruption (ICAC), four (4) pernicious and prevalent factors were identified which led to further increase in the opportunities for corruption among government officials in the exercise of their discretion, such as: *first*, the delay in the process of delivery of service. This situation gives an ample time and opportunity to demand for bribe and incentive to offer the same. *Second*, insufficient or lack publicity of administrative procedures. This situation leaves the public ignorant of the proper procedure in dealing with the government processes, thus, giving the public the impression that public official concerned has the authority to decide whether a particular law shall be enforced

and who shall benefit from. This situation will definitely create a situation ripe for exploitation of power and corruption. *Third*, vesting too much, unlimited and unrestricted discretion to the public officials. *Lastly*, allowing public servant to exercise discretion without appropriate supervision and sense of accountability. Often times, supervisors delegates the jobs to their frontline subordinates without taking time to counter-check if the same was done in accordingly (Quah, 2003).

Furthermore, the perceived low risk of detection and punishment is another pinpointed cause of corruption. Being an illegal activity, culprits of corruption should be punished accordingly. Otherwise, a negative impression that the commission of corrupt acts poses a low risk of detection and punishment will encourage public servants to engage in corrupt practices. The public must also be informed of the harmful consequences of corruption. This kind of negative publicity could serve as effective deterrent against corruption. The opinion of the public which condemns and censures the commission of corrupt practices is stronger kind of deterrence than mere imposition of an imprisonment sentence on the public servant found guilty thereof.

### **3.3. Consequences of Corruption**

Corruption has deleterious effect on the stability of the state afflicted with it. As emphasized by Spector (2005, corruption undermines governance and the economic growth of the state. Uncontrolled corruption will not only affect the state

concerned but also its neighboring state. In the political level, corruption has recently become engrained in national as well as international agendas because of enormous effect in political developments. True, almost all state has a corruption problem but its causes, patterns, effects and consequences differ depending on the political and legal institutions, level of economic development and social values of the state concerned. For example, all variables being equal, a state which has a strong independent judicial system could possibly weed out corruption effectively than a state with a weaker rule of law.

In the economic level, corruption is a major contributing factor in the occurrence of financial crisis. It is destructive to economies. This is the reason why developing states are facing more difficult and challenging fight against corruption. This is because corruption cripples development. It intensifies income inequality and poverty, discourages investments, slows down economic growths, threatens democracies and weakens representation (Bhargava and Bolongaita, 2004). Such being the case, it is difficult for one state to stand alone against corruption. The fight against corruption requires community of efforts among states, globally or regionally.

### **3.4. Trends in the Fight Against Corruption**

The study on anti-corruption has recently obtained substantial academic interest as well as support from the high level organization such as the World Bank,

International Monetary Fund (IMF), Asian Development Bank (DBP), the Organization for Economic Cooperation and Development (OECD) and other international community. These studies on corruption are mostly founded on a general idea that corruption is a major hindrance to economic development. It is the root cause of poverty. Several experts who have done their respective studies have come to the assumption that it is difficult to alleviate poverty without first curbing corruption. Hence, studies looking for ways and means to stop corruption is indeed significant. The problem on corruption should be tackled first before we can tackle and find our way out of poverty.

In the fifth regional seminar on good governance for Southeast Asian countries, the member states had a consensus that in the fight against corruption, efforts requiring a whole governmental and multidisciplinary approach that consist of prevention, which includes awareness- raising / education, and enforcement (United Nations Asia and Far East Institute for the Prevention of Crime and Treatment of Offenders [UNAFEI], 2012) is necessary and equally effective as the enforcement criminal measures. This idea was even propounded by the United Nations Convention Against Corruption (UNCAC) itself when it devoted a whole chapter tackling about preventive measures on corruption and another chapter on criminal justice measures. This shows that the UNCAC itself gives equal importance to the use of preventive and punitive measures in combating the global problem on corruption. Generally and in practice, prevention is better than taking

subsequent remedial measures. This especially true in the case of corruption. Why is it so? Because it is very difficult to detect and prosecute the corrupt acts after the alleged commission. Unlike the ordinary crimes of violence, corruption leaves no readily identifiable traces of its commission such as bloodstains or dead bodies. On the other hand, offenders try to conceal the commission of the offense by employing sophisticated “*modus operandi*” or ways and means to hide the same and the proceeds derived therefrom. It should be noted that corruption takes place between the guilty parties. There is usually no victim willing to come forward and file a complaint. Why is that so? Because both parties to the offense benefited from the corrupt act. Innocent or neutral witnesses are hard to come by, and the most corrupt and powerful offender will do everything to discourage witnesses and accomplices from cooperating with the authorities. Therefore, with the nature of the offense, the best solution is to focus on preventive measures (UNAFEI, 2012).

Moreover, while it is true that it may be difficult to prevent the crimes that are committed in the heat of the moment, but prevention does work in the case of corruption. Laws has clearly defined the elements of the corrupt acts. We are then very much aware where and under what circumstances is it likely to occur. We all know that corruption occurs while a public officer is performing his governmental function. Thus, public sector corruption then always occurs in connection with governmental activities and involves government officials. Such being the case, opportunities for corruption can be limited by promoting efficiency, transparency

and accountability of governmental businesses, and corruption risks can be reduced, if not eliminated, by improving the integrity of the government officials.

How should control of corruption be done? How can efficiency, transparency and accountability be promoted? To answer this questions, Langseth, (1999) stated that corruption is a systemic issue requiring holistic and collaborative efforts from all branches of government, especially those agencies particularly organized and created for this purpose, and many parts of society. In order to control corruption, the best approach is prevention through the promotion of good governance. Only the practice of good governance will help the ruling government curb corruption and build integrity, and ultimately, improve their public services and create an enabling environment for the private sector. Hence, in the end promote economic growth. Therefore, three (3) core activities that must be put in the top of priorities in controlling corruption, to wit: (a) improving public sector service delivery by focusing on public sector accountability and legal reform in order to re-introduce rule of law; (b) building integrity by promoting governmental accountability and transparency; and (c) building a prevention and anti-corruption capacity of the public sector including parliament, watchdog and enforcement agencies, and the judiciary and of civil society, particularly by strengthening non-governmental organizations (NGOs) and the media. Evidently, all parts of society are bound to share the responsibility for controlling corruption. The government, for its part is responsible for dealing with civil servants who engage in extortion



and bribery. But there are two (2) parties in the commission of corruption, the one who receives and the one who bribes, who are usually businesses and individuals who offer bribes to civil servants to obtain certain advantages. With this fact, the active involvement of the citizenry is indeed crucial in anti-corruption campaign. Anti-corruption crusaders can only achieve real gains when a society changes its expectations and understanding of its entitlement to a government that is not corrupt.

Langseth (1999) further stressed that combating corruption is instrumental to the comprehensive goal of achieving effective, fair, and efficient government. Where there is inadequate transparency, accountability, and probity in the use of public resources, the state, consequently, fails to generate credibility and authority. This failure in the use of government resources takes the form of a systemic corruption which undermines the credibility of democratic institutions and counteracts the idea of good governance. To address this fact, government leaders, politicians and bureaucrats must provide the political will to fight and eradicate all forms of corruption. Governments need to introduce appropriate legislation to reduce corruption and provide whatever means are necessary to ensure that appropriate steps are taken to build systems of integrity and rule of law. Article 7, Chapter II of UNCAC lays down what could be done by the public sector in the fight against corruption. The provisions of Article 7 states:

1. Each State Party shall, where appropriate and in accordance with the fundamental principles of its legal system, endeavor to adopt, maintain and strengthen systems for the recruitment, hiring, retention, promotion and retirement of civil servants and, where appropriate, other non-elected public officials:

(a) That are based on principles of efficiency, transparency and objective criteria such as merit, equity and aptitude;

(b) That include adequate procedures for the selection and training of individuals for public positions considered especially vulnerable to corruption and the rotation, where appropriate, of such individuals to other positions;

(c) That promote adequate remuneration and equitable pay scales, taking into account the level of economic development of the State Party;

(d) That promote education and training programs to enable them to meet the requirements for the correct, honorable and proper performance of public functions and that provide them with specialized and appropriate training to enhance their awareness of the risks of corruption inherent in the performance of their functions. Such programs may make reference to codes or standards of conduct in applicable areas.

2. Each State Party shall also consider adopting appropriate legislative and administrative measures, consistent with the objectives of this Convention and in

accordance with the fundamental principles of its domestic law, to prescribe criteria concerning candidature for and election to public office.

3. Each State Party shall also consider taking appropriate legislative and administrative measures, consistent with the objectives of this Convention and in accordance with the fundamental principles of its domestic law, to enhance transparency in the funding of candidatures for elected public office and, where applicable, the funding of political parties.

4. Each State Party shall, in accordance with the fundamental principles of its domestic law, endeavor to adopt, maintain and strengthen systems that promote transparency and prevent conflicts of interest.

The foregoing provision identifies the importance of administrative reforms ranging from the strengthening the recruitment, hiring, retention, promotion and retirement of civil servants based on the principle of efficiency and transparency and objective criteria of merits, equity and aptitude; promoting adequate remuneration and equitable pay scales; to developing and conducting training programs to enable them to meet the requirements for the correct, honorable and proper performance of public functions and that provide them with specialized and appropriate training to enhance their awareness of the risks of corruption inherent in the performance of their functions. Clearly, anti-corruption measures must come from the government itself. The government officials themselves must accept the

reality of the corruption and the extent it was deep-rooted in its system, and must on their own volition seeks to eradicate corruption in its system. This the reason why UNCAC also acknowledged the significance preventing the occurrence of corruption among public servants by conducting trainings, seminars and workshops that will increase their awareness of the risks of corruption and the standards of proper decorum, such integrity, honesty, transparency and accountability in the performance of the duties and responsibilities of their functions. Values formation workshops and character education aimed at honing the basic virtues of honesty, kindness, generosity, courage, freedom, equality, and respect among public servants is also encouraged. Moral education, like character education is as old as society and education. It addresses ethical dimensions of the individual and society and examines how standards of right and wrong are developed. Consequently, moral education teaches core moral values, such as honesty and responsibility, care and helps to raise morally responsible and self-disciplined citizens. Problem solving, decision-making, and conflict resolution are also important parts of developing good moral character (Ochula, 2012). This is what the public servants need to remind them and help them develop the Principles of Public Life enumerated by Langseth (2000), *to wit*:

- (1) *Selflessness* – decision should be based sole on public interest and not on personal gain;

- (2) *Integrity* – public officials must not allow themselves or place themselves under any financial or other obligations that might influence them in the performance of their official duties.
- (3) *Objectivity* – in performing public business and functions, public officials must base their choices only on merit.
- (4) *Accountability* – public officials must be accountable for his decisions and actions to the public, and must be willing to submit himself for scrutiny whenever appropriate.
- (5) *Openness* – public officials must be open as possible in all the decisions and action that they take. They must be able to present reasons for their decisions and restrict information only when the interest of the public demands.
- (6) *Honesty* – public officials are duty-bound to declare their private interests relating to their public functions and are required to resolve any conflict that may arise from that of the interest of the public.
- (7) *Leadership* – public officials are expected to promote the foregoing principles by leadership and examples.

Indeed, the fight against corruption within the public sector calls for diverse solutions which starts from the time of recruitment, by ensuring that hiring must be based on principles of efficiency, transparency and objective criteria such as merit, equity and aptitude; while they are in the service and during promotion by making

sure that they receiving adequate remuneration and benefits and conducting education and training programs to enable them to meet the requirements for the efficient, honest, transparent and accountable performance of their respective public functions, and appropriate training to enhance their awareness of the risks of corruption inherent in the performance of their functions and promoting the true values expected of a public servant.

## CHAPTER IV

### RESEARCH DESIGN AND METHODOLOGY

#### 4.1. Research Design

The researcher seeks to assess the effectiveness and efficiency of the ITAPS of the OMB-MOLEO as corruption prevention tool for the PNP. In achieving this intention, the researcher used qualitative research design. Creswell, (2014), identified qualitative research method as the most appropriate method to be utilized whenever the researcher is trying to establish the meaning of certain phenomenon based on the views of the participants. Usually, this method is resorted if the researcher wanted to have a deeper understanding and good grip of the underlying factors causing a certain phenomenon, its consequences or impact and its development. As Kalof, *et al.* (2008) suggested qualitative research methods are particularly used for studying a broad area on which scarce information is known in order to describe phenomena in detail and to explore topics that are difficult to study by other means.

More specifically, the researcher used the qualitative research method of case study. According to Yin (2003), a case study method is an experiential inquiry that allows the researcher to explore an existing phenomenon in depth and within its real life or realistic setting. Further, Eisenhardt (1989) also opined that this approach is most suitable in situation where existing theory is viewed inadequate

or where fresh perspective is needed. And this same method is likewise most appropriate if the researcher would like to narrow down a very broad field of research into a more manageable and realistic research area. Finally, Creswell (2014) suggested that in case of program, event or activity evaluation, or assessment for that matter, the most appropriate design of inquiry to be used is case study wherein the researcher will have an opportunity for an in-depth analysis on the subject of the study.

To gather the data needed to attain the objective of the study, the researcher chose to use that triangulation technique. As defined by Hussein (2009), triangulation is the use of more than two methods in studying the same phenomenon under investigation. Berg (2008), likewise opined that combining several techniques helps the researcher to obtain a better, more substantive grasp and picture of reality; a richer, more complete array of symbols and theoretical concepts; and a means of verifying many of these elements. Often times, triangulation technique usually utilizes the in-depth interviews, focus group and personal observations. Thus, resorting to multiple sources of evidence in case studies will definitely allow the researcher to have a broader perspective and understanding of the phenomenon subject of the study. The result of each method will corroborate the finding on another method used, hence, giving more accurate and stronger evidence. Hence, in this study, the triangulation method used by the



researcher are also individual interviews, focused group discussions and personal observation.

The researcher used semi-structured interviews to elicit information from the respondents. As put in by Berg, B.L. (2008), interviews will help researcher to obtain the respondents' thoughts, opinions, and attitudes towards the issues related to the subject of the study. The interviews are in the form of guided conversations rather than structured queries. Thus, allowing the interview to be fluid rather than structured in order to get an in-depth responses from the informants based on their personal and actual experiences, perceptions, opinions, feelings, and knowledge on the subject of the study. There were three (3) respondents in the researcher's interview. They were the (1) Deputy Ombudsman for OMB-MOLEO, (2) Director of Public Assistance and Community Coordination Bureau (PACCB) and (3) ITAPS Coordinator, PACCB. They were chosen because of their first-hand knowledge and participation in the conceptualization and implementation of the ITAPS.

Another method used was the focused group discussion. It is form group interview conducted for a small group of respondents. The respondents are usually composed of individuals who have actual information and experience to share pertinent to the subject of the study. The discussion is conducted in loose or unstructured manner of discussion with the researcher acting as the moderator. The

questions asked are broad enough to allow them freely voice out their thoughts and concerns on the subject matter of the discussion, however, it should also be limited enough to align their views and ideas to details necessary for the research. And these depends on the ability researcher to steer the discussion to matter relevant to her study.

Focused group discussions were conducted to selected ITAPS facilitators and graft investigator of OMB-MOLEO. The choice of the informants was personally made by the researcher since she is very much familiar with the organizational set up of OMB-MOLEO as she is connected with same office. The respondents were chosen because of their knowledge and actual participation in the implementation of the ITAPS and conduct of criminal investigation and administrative adjudication against erring members of the PNP. Two (2) separate focused group discussions were conducted with three (3) ITAPS facilitators and four (4) graft investigators, respectively, as respondents.

Personal observation was another technique was used that allowed the researcher to observe the respondents in their natural setting. Researcher tried to observe the demeanor of the respondents during the interviews whether they were honest in their opinions on the issues discussed.

Additional data gathered came from the secondary sources obtained from Records Division of Office of OMB-MOLEO and online data base from the website

of OMB-MOLEO. The secondary sources are the following: (1) Overview of ITAPS, (2) Description of ITAPS Modules (3) OMB Annual Reports, (4) Statistics on Docketed Cases of OMB-MOLEO for 2008 -2014, and (5) Database of docketed cases of OMB-MOLEO for 2014. The information obtained from these sources helped the researcher in understanding the concept of ITAPS and its implementation, as well as in its impact on the caseloads of OMB-MOLEO, which are necessary in assessing its effectiveness and efficiency as anti- corruption tool for the PNP.

#### **4.2. Research Strategies and Research Instruments**

In the conduct of individual interview, each interview began with general and leading questions that were later on reformed throughout the length and breadth of the research as concepts and categories started to come together. To allow the spontaneous flow of discussion and an unrestricted flow of ideas related to the subject matter of the study which is the ITAPS program and its implementation. The flow of question was done by asking close-ended questions on demographic data and then followed by open-ended questions. The open-ended questions were used to explore information about the respondents' expert opinions on the content of the ITAPS and the challenges in its implementation with the PNP. As Kalof, et al. (2008) suggested, asking each respondents the same questions in the same order direct comparisons can reveal how the characteristics and view of the informant are

linked to her answers to the questions. The interviews were conducted in the language where the informants were most comfortable with, English and Filipino. The interviews started with an overview of what the study is about and what it aims to accomplish. The informants were then asked about their views, comments, experiences and challenges on the implementation of ITAPS. This was a question broad enough for the respondents to freely voice their thoughts and concerns while at the same time, limited enough to align their views and ideas to the details necessary for the research. The respondents were given wide latitudes for free expression, and the researcher occasionally interjected few probing questions only to keep the respondents' responses on course. Notes of the interviews were logged and recorded to preserve the information. The notes were the basis for coding the data.

In the individual interviews, researcher has chosen the officials of OMB-MOLEO who had first-hand participation in the conceptualization and implementation of ITAPS. They are familiar with the program design and content, as well as, in monitoring the implementation of the program. There were three (3) respondents in the researcher's interview. They were the (1) Deputy Ombudsman for OMB-MOLEO, (2) Director of Public Assistance and Community Coordination Bureau (PACCB) and (3) ITAPS Coordinator, PACCB. The interviews took place according to informant's preferences. The interviews were carried out mainly in

respondents' workplaces and lasted for about an hour each. In the course of the interview, the following general and specific questions:

(1) How is the ITAPS different from the other Anti-Corruption program of OMB?

(2) When was it conceptualized?

(3) When was the implementation of ITAPS started in the PNP?

(4) How many workshop have you conducted since then?

(5) How do you determine the specific police office which need to undergo workshop?

(6) How can you measure the effectiveness and efficiency of the program?

(7) Does it have any impact on the state of corruption in the PNP?

(8) What are the challenges you encounter in its implementation, if there are any?

On the other hand, the researcher also conducted focused group discussion with selected respondents comprising of the ITAPS facilitators and graft investigators of OMB-MOLEO. The group interview/discussion was participated by several ITAPS facilitators and graft investigators who are taking part in the

implementation of ITAPS and in the investigation of cases filed against the members of the PNP. The interview/ discussion enabled the researcher to obtain better insights about their experiences on the implementation of ITAPS and the conduct of investigation. According to Berg (2008), a focused group interviews/discussions will enable the researcher to obtain information through discussion about conscious, semiconscious, and unconscious psychological and sociocultural characteristics and processes from the respondents. The choice of question asked was also open-ended and was done in conversational manner.

The choice of the informants was personally made by the researcher since she is very much familiar with the organizational set up of OMB-MOLEO as she is connected with same office. The respondents were chosen because of their knowledge and actual participation in the implementation of the ITAPS and conduct of criminal investigation and administrative adjudication against erring members of the PNP.

Two (2) separate focused group discussions were conducted with three (3) ITAPS facilitators and four (4) graft investigators, respectively, as respondents which lasted for about an hour. The discussion were conducted in the language where the respondents were most comfortable with, English and Filipino. The discussion started with an overview of what the study is about and what it aims to accomplish. The respondents were then asked about their views, comments and

experiences on the on the implementation of ITAPS, which question was broad enough for the participants to freely voice their thoughts and concerns while at the same time, limited enough to align their views and ideas to the details necessary for the research. The informants were given wide liberties for free expression. In the course of the discussion, the researcher is interjecting a few probing questions only to keep the informants 'responses on course. Also, notes of the interviews were logged and recorded to preserve the information, and these notes form the basis for coding the data.

During the discussions, the following general and specific questions were asked:

- (1) How is the ITAPS different from the other Anti-Corruption program of OMB?
- (2) When was the implementation of ITAPS started in the PNP?
- (3) How many workshop have you conducted since then?
- (4) How do you determine the specific police office which need to undergo workshop?
- (5) How can you measure the effectiveness and efficiency of the program?

(6) Does it have any impact on the caseloads of OMB-MOLEO against erring PNP members?

(7) What are the challenges you encounter in its implementation, if there are any?

Also helpful in this technique is that the researcher can also observe the demeanor of the informants' during the interaction or group discussion. Researcher can observe session's participants interacting and sharing specific attitudes and experiences, and how they can explore the issues subject of discussion (Berg, B.L., 2008). Hence, personal observations during the conduct of interview and focused group discussion offer opportunity for researcher to take note on behavior and physical expression of respondents. As pointed out by Creswell (2014), the qualitative research method is conducted in the natural setting, hence, the researcher has the opportunity to have a face-to-face interaction with the respondents and the advantage of gathering up-close information by actually talking directly to them people and seeing them behave and act.

Finally, the researcher also used data from secondary sources of obtained from Records Division of Office of OMB-MOLEO and online data base from the website of OMB-MOLEO. The secondary sources are the following: (1) Overview of ITAPS, (2) Description of ITAPS Modules (3) OMB Annual Reports, (4) Statistics on Docketed Cases of OMB-MOLEO for 2008 -2014, and (5) Database



of docketed cases of OMB-MOLEO for 2014. The materials and information obtained from these sources helped the researcher in understanding the concept of ITAPS and its implementation which information are necessary in evaluating its effectiveness and efficiency.

Moreover, another crucial part of the conduct of the research is the data management. After collecting the data from interviews and focused groups discussions, and the documents gathered from the official repository of the OMB-MOLEO, the researcher transcribed the recorded data into texts. During this process informant's statements were transcribed word by word to avoid any change to recorded data. Thereafter, the transcription was reviewed carefully and the data was coded into categories and themes. The researcher checked the transcription for significant trends and patterns and highlighted the ideas that were repeated. In addition the data was categorized into major and minor themes for analyzing.

Thereafter, using the data obtained, the researcher will try to assess whether the activities of the program were being effectively conducted given the limitations of resources utilized by the implementers, and (2) whether the outcome of the ITAPS is achieving its objective, and the efficiency of the implementation of ITAPS, taking into consideration if the effective attainment of goal and benefits of the ITAPS were justified by the cost and resources used in its implementation. Or

whether the implementer of ITAPS has resorted to the most efficient way of implementing it.

## **CHAPTER V**

### **PRESENTATION, ANALYSIS AND INTERPRETATION OF DATA**

#### **5.1. ITAPS Design**

The intention of this research is to obtain a full understanding of the ITAPS as anti-corruption tool for the PNP, and assess its effectiveness and the efficiency of its implementation by the OMB-MOLEO. On the bases of the interview and focused group discussions conducted and the information gathered for secondary sources, it is apparent that ITAPS is currently the anti-corruption flagship program of the OMB. It was conceptualized in 2012 by the Center for Integrity and Professional Development (CIPD). CIPD is the training arm of the OMB for external stakeholders. ITAPS is a corruption prevention education program and is designed to align and capture all the other seminars/workshops conducted by the OMB into one. The objective of ITAPS is to refocus the attention of the participant-public servants into character and integrity development, as well as to enhance the values transparency and accountability in the delivery of public service. Therefore, the workshop does not only educate the participant-public servants of what constitute the offense involving graft and corruption and their corresponding penalty, but also tackles about the expectations of the public as their clients, quality of the service that the public deserves and the quality of services that they are expected to delivery. It is a response to call for corrupt-free government. Its vision

is to instill upon the participant-public servant the value of public service delivery engrained with integrity, transparency and accountability, with the end in view of attaining and promoting good governance, and ultimately, curbing out corruption in the entire bureaucracy.

ITAPS is a highly interactive, experiential workshop that uses contemporary adult learning theory which last for one (1) and a half (1/2) day. The choice of recipient depends upon the request of the police office that is interested concerned to avail of this workshop. Ideally, each batch should at least consists of 50-60 participants.

It is composed of six (6) sessions covering the following modules and their desired outcome, *to wit*:

Module 1: *People's Expectation/ People's Right and Development* - At the end of session, the participants are expected to gain understanding on the expectations of citizens.

Module 2: *Legal Framework* - At the end of the session, the participants are expected to improve awareness on common offenses and corresponding penalties under existing laws.

Modules 3: *Public Accountability and Transparency* - At the end of the session, the participants are expected to revisit the value of accountability as public officers, private persons, or member of the community.

Module 4: *Code of Citizenship and Ethics* - At the end of the session, the participants are expected to get re-acquainted on the old principles of citizenship and ethics.

Module 5: *Personal Integrity and Answerability* - At the end of the session, the participants are expected to deepen appreciation on the role of personal virtues in the efficient delivery of public services.

Module 6: *Informed Decision-Making* - At the end of the session, the participants are expected to enhance their ability to make informed decisions through moral reasoning.

At the culmination of the training, participant-public servants will: (1) Have an increased confidence and comfort about their role as integrity stakeholders and their accountabilities as public officers; (2) Fully understands the significance of personal virtues in the efficient delivery of services to the public; (3) Have facility in moral reasoning and making informed decisions; (4) Affirm one's professional strength and personal virtues.

The ITAPS facilitators for the PNP are composed of the organic members/ employees of OMB-MOLEO who have undergone the prior training in the conduct of said workshops. The ITAPS workshops rolled out in the PNP in the later part of 2013. But full blast implementation took off in the middle of 2014 and OMB-MOLEO was able to cater to four hundred eighty participants as of the end of 2014 as reflected in accomplishment report of the PACCB (Please refer to Appendix 3).

**Table 5.1. Number ITAPS workshop undertaken in 2014.**

<b>Date</b>	<b>Venue</b>	<b>Number of Participants</b>
June 30-July 1, 2014 (FAIIC Batch)	National Fire Training Institute, Calamba City, Laguna	43
July 8-9, 2014 (FBRC Batch)	National Fire Training Institute, Calamba City, Laguna	50
August 4-5, 2014 (Batch 1)	PNP Regional Office Training Center 5, Legazpi City, Albay	47
August 6-7 (Batch 2)	PNP Regional Office Training Center 5, Legazpi City, Albay	67
August 12-13, 2014	PNP –Cordillera Administrative Region (CAR), Baguio City, Benguet	108
September 11-12, 2014	BFP- Region IV-A, Calamba City, Laguna	47
September 24-25, 2014	PNP Regional Training Center 6, Bacolod City, Negros Occidental	77
November 25, 2014	Philippine Navy Officer’s Club, Fort Bonifacio, Taguig City	41
<b>TOTAL</b>		<b>480</b>

As can be gleaned from the foregoing description of ITAPS design and its content, it is apparent that it is indeed geared towards attaining good governance. It is clear from its modules that it was designed to awaken the awareness of the participant members of the PNP of the risks of corruption inherent to their functions, provide a venue for instilling in them the proper decorum of a public servant, such integrity, honesty, transparency and accountability in the performance of the duties and responsibilities of their functions and developing the skill of problem solving and decision-making guided by good moral character and ethical standards.

## 5.2. Implementation of ITAPS

After decoding and analyzing the responses of the respondents who had actual experience and first-hand ideas on how the ITAPS is being implemented, the researcher summarized the challenges encountered, as follows:

**Table 5.2. Summary of Findings**

<b>Findings</b>	<b>Common Responses</b>
<b>Protracted implementation of ITAPS</b>	<i>-“Sa mga panahon ng 2012 hanggang 2013, hindi agad naka-full blast ang implementation ng ITAPS dahil wala tayong Deputy Ombudsman” (For period between 2012 up 2013,</i>

	<p>MOLEO was not able to conduct ITAPS in full blast because we had no Deputy Ombudsman at that time).</p> <p><i>-“Kailangan pa natin mag – train ng ITAPS facilitators.”</i> (We need to train more ITAPS facilitators).</p> <p><i>-“Kulang sa tao at may mga iba pa ring programa ang opisina na ini-implement.”</i> (Since there are other programs that has to be implemented by the Office, we need more people to help us in the ITAPS).</p>
<p><b>Financial limitations in the implementation</b></p>	<p><i>-“Mahirap magcommit na mag-conduct ng ITAPS sa probinsya dahil magastos.”</i> (It is financially cumbersome for the office to conduct ITAPS in the provinces).</p> <p><i>-“Ang budget ng inilaan para sa conduct ng seminars and workshop sa labas ng opisina ay hindi sapat”</i> (The budget allotted for conduct seminars and workshops outside MOLEO office is not enough).</p>



	<p>-“<i>May mga program pa rin ang PACCB na nangangailangan din ng budget.</i>” (There are other programs of PACCB that need to be allocated with budget).</p> <p>-“<i>Madalas, pag probinsya ang venue ng ITAPS, dalawa hanggang tatlong facilitators lang ang ipinapadala. Kaya sa ngayon mas madalas kami dito sa National Capital Region at karatig na probinsya lang muna.</i>” (Often times, if the venue of ITAPS is on the province, the office can afford only to send two (2) to three (3) facilitators. That is the reason why, most the ITAPS workshops are being conducted within National Capital Region and nearby provinces).</p>
<p><b>No mechanism in place for determination of appropriate recipient.</b></p>	<p>-“<i>Wala mechanism sa program kung papaano pinili or pina-prioritize ang mga magiging recipient ng ITAPS.</i>” (There is no mechanism yet in place setting the parameter for choosing who</p>

	<p>and what police office in the PNP will be the priority recipient of ITAPS).</p> <p>- <i>“Dapat ay intended eto sa mga police office perceived to be most corrupt.”</i> (Ideally, the program should prioritize the police office perceived to be the most corrupt).</p> <p>- <i>“Sa ngayon, kung sino ang may gusto, yon ang kini-cater namin ng ITAPS workshop.”</i> (As of the moment, we only cater to the members of the police force who requested for the conduct of ITAPS in their respective).</p>
<p><b>Insufficient ITAPS facilitators</b></p>	<p>- <i>“Sa dami ng members ng PNP na humigit kumulang na 140,000, napakahirap na masisilbihan natin silang lahat.”</i> (Given the large membership of the PNP which currently accounts to more or less 140,000, we cannot actually cater all of them).</p> <p>- <i>“Kulang tayo sa tao, sa budget at sa oras para gawin eto sa buong PNP.”</i></p>

	<p>(We do not have enough facilitator, budget allocation and time to conduct ITAPS on all members of PNP)</p> <p><i>- “Mas makabuti siguro na pakipag-partner tayo sa pamunuan ng PNP para maisagawa ang programa sa tulong nila.”</i> (It would be more beneficial and practical for us to seek partnership with the PNP for the implementation of ITAPS).</p> <p><i>- “Yaman lang din naman na education and values program eto, ang mahusay naka-partner natin sa pagsagawa ng ITAPS workshop ay ang Philippine National Police Academy (PNPA) at Philippine Public Safety College (PPSC).”</i> (Since the ITAPS is basically an educational and values formation program, the best partner in the implementation thereof will be the Philippine National Police Academy (PNPA) and the Philippine Public Safety College (PPSC).</p>

<p><b>Insignificant impact on caseloads.</b></p>	<p>- <i>“Medyo maaga pa para sabihin nating may impact na ang ITAPS sa caseloads ng OMB-MOLEO”</i> (It is still too early for us to measure the impact of ITAPS on the office’s caseloads).</p> <p>- <i>“Mas pinaigting ang mga imbestigasyon laban sa kanila ngayon kaya siguro, may takot na rin silang mangurakot.”</i> (The investigation and prosecution against corrupt law enforcement officers were intensified, thus, deterring them from committing the same acts).</p> <p>- <i>“Inayos na rin ang evaluation system ng opisina kaya ang mga complaint na hindi sufficient in form and substance ay agad ng dinidismis.”</i> (The OMB has implemented evaluation system on complaints filed before it. This time, the case evaluator may outrightly dismiss a complaint which is insufficient in form and substance).</p>
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	<p>-“<i>Dahil sa kasunduan sa pagitan ng OMB at Department of Justice (DOJ), may complaints na direktso ng isinusumite sa DOJ, o inire-refer ng OMB sa DOJ.</i>” (The OMB and DOJ came up with an agreement delineating their respective investigative jurisdiction. Hence, those complaints against law enforcement officer falling within the jurisdiction DOJ will be filed directly before it, or be referred to them by OMB).</p>
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### **5.2.1. Protracted implementation of ITAPS**

Based on the foregoing responses of the respondents, it is evident that the implementation of the ITAPS with the PNP is a little bit protracted for reasons that are beyond the control of OMB-MOLEO. The data gathered from secondary sources corroborates the fact that indeed the permanent Deputy Ombudsman for the OMB-MOLEO was appointed and had assumed office only by the middle 2014, and there are only handful of ITAPS facilitators in OMB-MOLEO and are not enough to cater to large number of PNP personnels, not to mention the fact that they had to conduct ITAPS to other law enforcement officers of the country, such

as the Bureau of Fire and Protection, Bureau of Jail Management and Penology, the Armed Forces of the Philippines, Philippine Coast Guards, etc.

### **5.2.2. Financial limitations in the implementation of ITAPS**

Due to limited budgetary allocations and considering the nationwide scope of jurisdiction of OMB-MOLEO over the PNP and other law enforcement offices, it cannot conduct ITAPS as frequent as necessary. Thus, the respondents are suggesting that ITAPS be implemented in coordination with the recipient PNP office and let them shoulder the costs of the workshops.

### **5.2.3. No mechanism for determining the priority recipient of ITAPS is in place.**

As admitted by the respondents, and after thorough scrutiny of the design of ITAPS program, it is clear that there is no mechanism or parameter set to be used determining which police office should be given priority in the conduct of ITAPS. As the program is intended to address the corruption, those police offices which are perceived to be most corrupt should be prioritized. Currently, OMB-MOLEO conducts ITAPS workshop upon request of interested police offices.

### **5.2.4. Insufficient ITAPS facilitators**

Comparing the sizable number of PNP members (estimated at around 140,000) *vis-à-vis* the number of OMB-MOLEO ITAPS facilitators, it is manifest

that the latter is barely sufficient to cater to the needs of the former. Thus, in order to facilitate the conduct of ITAPS with less budgetary concerns, it would be better if the same be done in partnership with the PNP through the Philippine National Police Academy (PNPA) and the Philippine Public Safety College (PPSC).

### **5.2.5. Insignificant impact on caseload**

As per Annual Reports of the OMB-MOLEO, it can be gathered that the number of cases docketed against the members of the PNP and other law enforcement officers has gradually declined from the year 2008 up to 2014 (Please refer to Appendix 3).

**Table 5.3. Statistics of Docketed Cases from 2008 to 2014**

<b>Year</b>	<b>Criminal Cases</b>	<b>Administrative Cases</b>
2008	1499	1237
2009	1020	1145
2010	1030	1232
2011	1051	1037
2012	838	925
2013	758	917
2014	682	842

However, in the interview with OMB officials and discussions with respondents graft investigators, they are of the opinion that the ITAPS may not be

entirely the cause of this gradual decline and may be attributed to other facts such as the deterrence due to intensification of prosecution of erring police officer, outright dismissal of complaints on technical grounds, among others.

#### **5.2.6. Lack of necessary evaluation tool**

In the course of the interview with the Director of PACCB, the researcher had the opportunity to inquire on how they intend to evaluate the implementation of ITAPS. Generally, midterm evaluation would have been proper by now as the program is supposed to be on its third (3rd) year of implementation by the OMB in the entire bureaucracy. The researcher learned that there are no evaluation parameters yet embedded in the program. For which reason, they are thinking of revisiting and rethinking the ITAPS, and try to explore and look for appropriate tools to evaluate it. Furthermore, according to him, it is still early to evaluate the implementation of the program since the office in reality has just began implementing it, especially if the evaluation is in terms of its impact on the anti-corruption drive of OMB-MOLEO with the PNP.

On the bases of the above-stated data extracted from the official documents and perceptions of the respondents who took part in the implementation of ITAPS, and conduct of investigation of complaints filed against the members of the PNP with OMB-MOLEO, the researcher will try to assess the effectiveness of the



program and the efficiency of its implementation as anti-corruption tool for the PNP.

### **5.3. Assessment of Effectiveness**

To measure the effectiveness of ITAPS, the researcher, on the bases of the data gathered, look into (1) whether the activities of the program were being effectively conducted given the limitations of resources utilized by the implementers, and (2) whether the outcome of the ITAPS is achieving its objective.

To control corruption, the best approach is prevention by promoting good governance. Good governance is the kind of governance that possesses the following characteristics: (1) accountable; (2) transparent; (3) follows the rule of law; (4) responsive; (5) equitable and inclusive; and (6) participatory.

Looking at the design and content of the ITAPS, it is obvious that it is designed not only to educate the participant-public servant, including the police officers, of what corruption is, its causes and consequences, the penalties imposed when committed, and their role in the fight against corruption, but it is a venue for values formation seeking to instill upon the participants the value of integrity, transparency and accountability in public service delivery, which virtues are basic principles of good governance.

Moreover, despite the challenges and limitations encountered in the implementation of ITAPS, it seems like it is contributing in the gradual decline in the number of complaints docketed with the OMB–MOLEO. But the other reasons like the intensification of the investigation and prosecution of erring police officers, and administrative reforms adopted to facilitate the resolution of complaints filed before it should not be also discounted as major factor in the gradual decrease in the number of docketed complaints from 2012 to present. In view of foregoing justifications, it is most appropriate to state that the ITAPS is effective as an anti-corruption tool for the PNP.

#### **5.4. Assessment of Efficiency**

In order to assess the efficiency of the implementation of ITAPS, the researcher looked into whether the effective attainment of goal and benefits of the ITAPS were justified by the cost and resources used in its implementation. Was the most efficient way of implementing the ITAPS adopted by the implementer?

As revealed by the respondents and shown by the documentary evidence, OMB-MOLEO's implementation of ITAPS was a little bit protracted and was able to cater to more or less four hundred eighty police personnel for the year 2014, and a number of police personnel in 2013. However, the reasons cited by the respondents are quite rational and are beyond their control, as follows: (1) in the period between 2011 up to 2013, there was no permanent Deputy Ombudsman for

OMB-MOLEO; (2) they encountered financial limitations in the sending ITAPS facilitators to different part of the country, hence, the workshops are being conducted in the police offices around Metro Manila and nearby provincial police office; (3) the choice of recipient members of police force was dependent mostly upon the request of interested police office since there is no mechanism in place yet to be used in identifying which police office needed this kind of intervention.

Notwithstanding these challenges and limitations, the office managed to conduct efficiently several sessions of ITAPS around Metro Manila and nearby provinces. As consequences thereof, although some of the respondent investigator cited several possible reasons, the ITAPS appears to have contributed in the gradual decline in the number of complaints docketed with the OMB–MOLEO against law enforcement officers since it is evident and undeniable that such occurred during the implementation of ITAPS. To such extent, ITAPS has efficiently achieved its goal and the resources utilized in its implementation were justified.

Additionally, while it did not affect the efficiency of the implementation of ITAPS, it is worthy to note that ITAPS design lack the necessary evaluation parameters necessary to measure the effectiveness, efficiency, relevance and impact of the implementation of the program.

Finally, as correctly pointed out by the respondents, the implementation of ITAPS was not done with the direct coordination and participation of the PNP. The PNP was merely regarded as client and not as partner in the conduct of ITAPS.

## **CHAPTER VI**

### **SUMMARY OF FINDINGS, CONCLUSION AND RECOMMENDATIONS**

#### **6.1. Summary of Findings**

The objective of this study is to assess the effectiveness of ITAPS as anti-corruption tool for the PNP, and the efficiency of its implementation.

On the bases of the interview and focused group discussions conducted and the information gathered from secondary sources, it is apparent that ITAPS is a corruption prevention education program and is designed to align and capture all the other seminars/workshops conducted by the OMB into one. The objective of ITAPS is to refocus the attention of the participant-public servants into character and integrity development, as well as to enhance the values transparency and accountability in the delivery of public service in response to the call for corrupt-free government. Its vision is to instill upon the participant-public servant the value of public service delivery engrained with integrity, transparency and accountability with the end in view, of attaining and promoting good governance, and ultimately, curbing out corruption in the entire bureaucracy.

Looking through description of ITAPS design and its content, it is apparent that it is indeed geared towards attaining good governance. It is clear from its

modules that it was designed to awaken the awareness of the participant members of the PNP of the risks of corruption inherent to their functions, provide a venue for instilling in them the proper decorum of a public servant, such integrity, honesty, transparency and accountability in the performance of the duties and responsibilities of their functions and developing the skill of problem solving and decision-making guided by good moral character and ethical standards.

The implementation of the ITAPS with the PNP was confronted with several challenges such as: (1) protracted implementation due reasons beyond the control of OMB-MOLEO; (2) financial limitations; (3) Lack of mechanism for determining its priority recipient; and (4) Insufficient ITAPS facilitators. Despite this constraints, however, OMB-MOLEO managed to conduct several ITAPS sessions around National Capital Region (NCR) and nearby provinces.

Moreover, the ITAPS design does not have concrete evaluation tool necessary to assess its effectiveness, efficiency, relevance and impact of the implementation of the program.

Lastly, the implementation of ITAPS was not done with the direct coordination and participation of the PNP. The PNP was merely regarded as client and not as partner in the conduct of ITAPS.

## **5.2. Conclusion**

On the bases of the findings discussed above, the following conclusions are formulated:

(1) The ITAPS is an effective anti-corruption tool for the PNP considering that its design and its content are geared towards attaining good governance. It is intended to awaken the awareness of the participant members of the PNP of the risks of corruption inherent to their functions, provide a venue for instilling in them the proper decorum of a public servant, such integrity, honesty, transparency and accountability in the performance of the duties and responsibilities of their functions and developing the skill of problem solving and decision-making guided by good moral character and ethical standards.

(2) Despite the challenges encountered, the ITAPS was efficiently implemented and had to some extent contributed to the gradual decline in the number of complaints docketed with the OMB–MOLEO against erring police officers.

(3) In order check the operations and monitor any problems that may arise in the implementation of ITAPS, it is necessary to set the parameters to evaluate the program, in terms of relevance and effectiveness, as well as efficiency and sustainability of its implementation. To do this, definite criteria must be set even before the implementation of the program starts and should be integrated in the program itself. In the case of the ITAPS, there was none.

(4) The implementation of ITAPS was not done with the direct coordination and participation of the PNP. The PNP was merely regarded as client and not as partner in the conduct of ITAPS, thus, made it cumbersome for OMB-MOLEO to cater to police office located outside the NCR.

### **5.3. Recommendations:**

From the findings and conclusions of the study, the following recommendations are proposed:

(1) The ITAPS design should include an evaluation component or mechanism.

(2) To achieve a more efficient and sustainable implementation, partnership with the Philippine National Police must be concluded so that the responsibility and the cost of its implementation will be shared by both agencies. Moreover, the ITAPS is a seminar workshop, basically an educational and values formation program, intended for the members of the PNP and cadets or incoming recruits, the best venue for it then should be the Philippine National Police Academy (PNPA) and the Philippine Public Safety College (PPSC). As such, a proposal to incorporate the modules of ITAPS in the curriculum of the Philippine National Police Academy for new recruits, and the training programs Philippine Public Safety College for PNP officials should be explored.



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## **Appendix 1. OMB 8- Point Priorities for 2011-2018**

### AMPLIFICATION OF THE POLICY THRUST

#### AND 8-POINT PRIORITIES FOR 2011-2018:

Our policy thrust, in the Office of the Ombudsman for 2011-2018, is to enhance efficiency, effectiveness, transparency, accountability, credibility and responsiveness in the performance of the mandate and functions of the Office towards the improvement of corruption prevention and control.

Along this thrust, we shall vigorously pursue the following 8-point priorities:

1. Disposition of high-profile cases

Under the law, the Ombudsman shall give priority to complaints filed against high-ranking government officials and/or those occupying supervisory positions, complaints involving grave offenses as well as complaints involving large sums of money and/or properties (last paragraph of Sec. 15, R.A. 6770). As the lead anti-corruption agency, the Ombudsman should also give the highest priority to the disposition of cases of grand corruption, as distinguished from petty or bureaucratic corruption, and those which are highly publicized.

For purposes for classifying complaints and cases that need to be prioritized, the term large sums of money refers to those where the amount of money or property involved is at least 10 million pesos. Celebrated cases also refer to those investigated by the Senate, House of Representative or fact-finding commissions created by the President which attracted considerable media attention. Grand corruption cases refer either to those involving the highest national officials in the land or those where the alleged network of corruption is national in scope.

Considering the limited resources of the office, the Ombudsman shall concentrate on the disposition of these complaints and cases by effectively reducing the volume of non-priority complaints and cases (i.e, non-corruption cases, cases that are trivial or frivolous, and those which can be referred to other forums) in its workload. To be more responsive in the discharge of our mandate, priority complaints and cases shall be disposed expeditiously within the timeframes prescribed under the rules.

## 2. Zero backlog

The Ombudsman should be efficient in the discharge of its mandate to investigate reports of official wrongdoing and to act on all requests for assistance from the public. It shall ensure zero backlog in the investigation of criminal cases, adjudication of administrative cases, and disposition of all grievances and requests for assistance.

Zero backlog will depend on the collective efficiency of the entire manpower of the Ombudsman. It involves not only speeding up the disposition of complaints “or cases but maintaining efficiency, effectiveness, diligence, and integrity of all personnel who are accountable in every step of the internal processes of the Ombudsman. Zero backlog seeks to end a culture of delays that erodes public trust and credibility of the Ombudsman process.

There is backlog when cases are not disposed within the prescribed timeframes under the law and rules. Toward this end, all cases must be resolved within 30 days from the date of submission for resolution/decision, pursuant to the rules. Cases involving retiring public officials and employees shall be prioritized and disposed with dispatch, pursuant to Republic Act No. 10154.

### 3. Improved “survival” rate of fact-finding

The quality of fact-finding investigation in terms of evidence gathering shall be improved following the standards of fair, impartial, and expeditious investigation in the pursuit of justice. The deterrent effect of investigations on corruption incidence in government can be maximized if official abuse is punished accordingly. All completed fact-finding investigations which recommend the filing of criminal charges against erring public officials and employees shall ensure that resulting cases filed in court shall not be dismissed on demurrer. Those which recommend the administrative indictment of erring public officials and employees



shall ascertain their conviction. The Field investigation Office and counterpart bureaus in area/sectoral offices shall be strengthened in the conduct of investigations utilizing such specialized techniques as forensic engineering, accounting, and auditing.

4. Enforced monitoring of referred cases

The Ombudsman shall be prudent in the exercise of its authority to conduct investigations. The exceptions under Section 20 of R.A. 6770 (The Ombudsman Act of 1989) shall be judiciously observed. Complaints and cases that are denominated as non-corruption and/or those cognizable by other forums shall be referred to the proper forum for appropriate action. A system for monitoring these referred complaints and cases under Section 23(2) of R.A 6770 shall be established to ensure no delay without just cause in the termination of the appropriate administrative proceedings.

Criminal cases referred to the National Prosecution Service of the Department of Justice for prosecution in the regular trial courts shall be monitored until their final disposition in court. Ombudsman decisions in administrative cases indorsed to the heads of concerned agencies for implementation of the penalty shall be strictly monitored to ensure compliance.

5. Improved responsiveness of public assistance

The Ombudsman shall render meaningful, responsive, and relevant public assistance. All front-line service units shall extend prompt, courteous and adequate service to the public. Efforts should be made to meet, if not exceed, the reasonable expectations of the public. A system for active handling of customer feedback and redress of grievance, including integration into the performance evaluation of the concerned action officer, shall be established to ensure compliance with this standard of public service delivery.

Requests for assistance (RAS) and cases referred for mediation shall be disposed expeditiously. The concerned action officer shall take sufficient actions under Section 26(3) and (4) of R.A. 6770 to address the request or grievance.

6. Improved anti-corruption policy and programme coordination among sectors

The Ombudsman shall continue to adopt a three-pronged approach in the war against corruption: enforcement, prevention and anti-corruption promotion. A more effective corruption prevention policy shall be formulated to improved public perceptions ratings and contribute to improving the national competitiveness ranking. Toward this end, all existing anti-corruption programmes and projects shall be evaluated for effectiveness and strategic alignment with medium-term plans and international commitments.

A multi-sectoral strategy shall be devised to mobilize the support of all stakeholders for a more coherent anti-corruption programme. The Ombudsman shall ensure dynamic and productive policy and programme coordination among the different sectors.

#### 7. Rationalization of the functional structure of the Office

The existing functional structure of the Office of the Ombudsman shall be reviewed to identify gaps and overlaps in the discharge of various functions. An accounting of personnel and other resources shall be made to rationalize task assignment and division of work processes and remove redundancy. All issues “and concerns affecting personnel shall be sufficiently addressed subject to legal and resource restrictions.

Procedures, systems, rules and administrative policies shall also be assessed for cost-efficiency and/or compliance with the Anti-Red Tape Act. The Ombudsman shall adopt such structure, staffing pattern, systems, and procedures that are uniform in its central and area/sectoral offices.

A metrics-based results-oriented performance management system shall be adopted as an accountability and incentive mechanism for officials and employees. The present performance appraisal system shall be revisited to reflect desired performance outcomes. A similar system for measuring the performance of managerial employees up to the level of Assistance Ombudsman or Deputy Special

Prosecutor or even the Ombudsman shall be put up. Appropriate management action shall be taken against all non-performing officials and personnel.

8. Enhanced transparency and credibility

The Ombudsman shall observe transparency in all its dealing with the public. The existing policy on sharing of information regarding the cases being investigated or prosecuted by the Ombudsman shall be reviewed. Policies regulating the disclosure of information on recruitment, promotion, and personnel action; procurement and use of funds and resources; and the discharge of other functions, shall also be reviewed.

The Ombudsman shall also enhance its credibility by adopting such strategies and measures to improved public perceptions reflected in surveys and media reports.

## **Appendix 2. Overview of the Workshop on Integrity, Transparency and Accountability in Public Service (ITAPS)**

### **PURPOSE:**

This training aims to refocus the attention of the participants into character and integrity development, and into understanding their accountabilities as corruption-resistant public officers whose guiding intention is to do what is right for the benefit of the public.

### **OUTCOMES:**

At the conclusion of the training, participants will:

1. Have increase confidence and comfort about their role as integrity stakeholders and their accountabilities as public officers;
2. Fully understand the significance of personal virtues in the efficient delivery of public services to the people;
3. Have facility in moral reasoning and making informed decisions; and
4. Affirm one's professional strengths and personal virtues.

**FORMAT:** This is highly interactive, experiential workshop that uses contemporary adult learning theory. There will be six (6) sessions to cover the following topics/modules:

### Module 1: People's Expectation/ People's Right and Development

Desired Outcome: At the end of session, the participants are expected to gain understanding on the expectations of citizens.

### Module 2: Legal Framework

Desired Outcome: At the end of the session, the participants are expected to improve awareness on common offenses and corresponding penalties under existing laws.

### Modules 3: Public Accountability and Transparency

Desired Outcome: At the end of the session, the participants are expected to revisit the value of accountability as public officers, private persons, or member of the community.

### Module 4: Code of Citizenship and Ethics

Desired Outcome: At the end of the session, the participants are expected to get re-acquainted on the old principles of citizenship and ethics.

### Module 5: Personal Integrity and Answerability

Desired Outcome: At the end of the session, the participants are expected to deepen appreciation on the role of personal virtues in the efficient delivery of public services.

## Module 6: Informed Decision-Making

Desired Outcome: At the end of the session, the participants are expected to enhance their ability to make informed decisions through moral reasoning.

### LINKAGE TO OTHER TRAINING ACTIVITIES

The training is the main component of the corruption-prevention education program of the OMB. It is designed to align with other specialist workshops on integrity, transparency and accountability of public officers.

### DURATION:

“1 ½ to 2 days depending on the availability of participants

### NUMBER OF PARTICIPANTS:

50-60 participants per batch

## Appendix 3. Description of ITAPS Modules

### DESCRIPTION OF ITAPS MODULES

#### MODULE 1: PEOPLE'S EXPECTATIONS

**Desired Outcome:** At the end of the session, the participants are expected to gain understanding on the expectations of citizens from their government.

**Methodology:**

1. Workshop. The participants are divided into 5 groups, ideally with 10 persons per group. Each group selects a leader to facilitate the discussion and a rapporteur to report the output of the group. The groups shall select, by drawlot, the sector which they will represent (e.g., urban poor, youth, businessmen, peasants, employees of private companies). The groups are encouraged to forget who they are for the meantime and take on the hat of the people belonging to the sector that they represent. Each sector shall answer the question: What do you expect from the 1) National Government, 2) Local Government, 3) Government Employees, and 4) Philippine National Police (or agency to which the participants are connected). Time allotment (time): 30 minutes
2. Group Presentation. With the aid of manila paper and penel provided, or powerpoint presentation prepared by the group, the presenter informs everybody of the results of their discussion. After each presenter, the facilitator clarifies issues/concerns raised (i.e., reasonableness of the expectations / misconceptions, relevant efforts of the government). The participants are also reminded or encouraged to disseminate these information to people whom they meet during the ordinary performance of their duties. time: 1 hour, 15 minutes
3. Powerpoint/video presentation. The facilitator presents the expectations of previous ITAPS participants and those of other peoples from around the globe (including a 3-minute video), which were lifted from the internet. time: 10 minutes
4. Synthesis. The facilitator closes the session with words to this effect: These are the expectations of the people from their government; we are officers of the government; we are the government; these are what the people expect from us. time: 5 minutes



## MODULE 2: LEGAL FRAMEWORK

**Desired Outcome:** At the end of the session, the participants are expected to improve awareness on common offenses and corresponding penalties under existing laws.

### Methodology:

1. Powerpoint presentation. The facilitator, who must be a lawyer, presents the functions and powers of the Office of the Ombudsman, especially, the investigation, prosecution and adjudication of erring personnel of the government. It also includes the jurisdiction of MOLEO, common offenses filed therein, relevant trivia on legal concerns, and common defences when facing Ombudsman cases. time: 45 minutes
2. Workshop. Using the same grouping in Module 1, each group is given hand-outs containing excerpts of applicable laws (e.g., RA 6713, RA 3019, RA 6770). From a list of 10 common offenses (e.g., buying of the second hand car of a superior officer from public funds, non-issuance of official receipt for payment of services rendered such as police clearance, non-filing of SALN) each group is assigned two offenses. However, subject to time constraint, a group may be required to work on only one offense. The groups shall discuss the answers to the following questions: 1) What is the law violated, 2) who do you think is criminally liable and why, 3) what will be a good defense, and 4) what administrative offense is committed and why. Time: 45 minutes
3. Group Presentation: As in Module 1, the facilitator, after each presenter, affirms or corrects ideas, misconceptions and issues raised presented. Pertinent additional information regarding the topic is encouraged (i.e., latest issues or undertakings). Time: 1 hour, 15 minutes
4. Open Forum. After all the groups have presented, a Question and Answer portion follows. The facilitator responds to any and all queries and concerns of the participants, subject to office rules on confidentiality and professionalism. Time: 15 minutes

## MODULE 3: PUBLIC ACCOUNTABILITY AND TRANSPARENCY

**Desired Outcome:** At the end of the session, the participants are expected to revisit the value of accountability as a uniformed officer, private person, or member of the community.

### Methodology:

1. Powerpoint presentation. The facilitator clarifies the concept of public accountability and transparency through the use of court decisions on actual cases (e.g., SCRAA). Time: 15 minutes
2. Case study/plenary discussion. A short case study is discussed (e.g., In an undated letter, Iron Man claimed that Police Senior Superintendent AB allegedly reached his present rank by making it appear in his Personal Data Sheet that he was an A.B. Economic graduate of Marvel University in 1975. Iron Man made inquiries and discovered that P/SSUPT AB was not a graduate of said

university in 1975. Hence Iron Man pleads that P/SSUPT AB be dismissed from the services for Grave Dishonesty). Time: 15 minutes

3. Synthesis. The facilitator closes the session with reminders on the role that public officers play through the use quotations and/or excerpts from decisions on actual cases. Time 10 minutes

#### **MODULE 4: CODE OF CITIZENSHIP AND ETHICS**

**Desired Outcome:** At the end of the session, the participants are expected to get re-acquainted on the old principles of citizenship and ethics.

**Methodology:**

1. Workshop. After a brief introduction on the Code of Citizenship and Ethics established in 1939 by then President Manuel L. Quezon, the facilitator gives instruction on the mechanics of the workshop. Each group shall be given 3 codes to discuss, from which they will choose one code that is most relevant to them or to the present times. For presentation purposes, they will formulate ways to further promote the selected code. Time: 20 minutes
2. Group Presentation. As in Module 2, the facilitator, after each presenter, affirms or corrects ideas, misconceptions and issues raised presented. Pertinent additional information regarding the topic is encouraged. Time: 1 hour
3. Synthesis. The facilitator emphasizes important codes or ideas presented and encourages the participants to implement schemes and strategies to promote the usage of relevant code/s. time: 10 minutes

#### **MODULE 5: PERSONAL INTEGRITY AND ANSWERABILITY**

**Desired Outcome:** At the end of the session, the participants are expected to deepen appreciation on the role of personal virtues in the efficient delivery of public services.

**Methodology:**

1. Film showing/case studies/valuing activity. Depending on the rank of the participants, a film showing ("The Training Day" for new recruits/lower ranking officers), case studies (stories of Easy Eddie and Butch O'Hare for middle-ranked officers), or valuing (Corruption Perceptions for high-ranking officers) activity is conducted.
2. Plenary Discussion/Group Presentation. A plenary discussion shall take place after the film showing and valuing activity while the groups shall discuss the case studies.
3. Synthesis. The facilitator presents principles on personal integrity. In closing, the facilitator emphasizes that in the end, each person is answerable only to his/her God or Allah (for Muslim participants).  
(maximum time allotment for the Module: 2 hours)

## **MODULE 6: INFORMED DECISION-MAKING**

**Desired Outcome:** At the end of the session, the participants are expected to enhance the ability to make informed decisions through moral reasoning.

### **Methodology:**

1. Powerpoint presentation. The facilitator briefly discusses the concept of decision-making with moral reasoning and explains the steps in decision-making developed by Herbert Simmons, a Nobel Peace Prize awardee. Time: 10 minutes
2. Workshop. The groups are given case studies (2 different version of a Petty Cash Officer who uses public funds for personal purposes: one to pay for his medical expenses, the other for his gambling debts). The participants are encouraged to formulate decisions following the 5-stage procedure of Simmons. Time: 45 minutes
3. Group Presentation/Plenary Discussion. Two volunteer groups shall be asked to present, one for each version. Participants shall be encouraged to contribute their ideas and opinions on the matter. Time: 30 minutes
4. Synthesis. The facilitator shows the final slide (powerpoint presentation) which states that: The process of decision-making may be more important than the decision itself. Time: 2 minutes.

Appendix. 4. ITAPS Workshop conducted by OMB-MOLEO in 2014



Republic of the Philippines  
**OFFICE OF THE OMBUDSMAN**  
 Office of the Deputy Ombudsman for the Military  
 and Other Law Enforcement Offices  
 Agham Road, Diliman, Quezon City, 1104

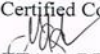
**INTEGRITY, TRANSPARENCY AND  
 ACCOUNTABILITY IN PUBLIC SERVICE**

Seminar-Workshops Conducted by MOLEO for the Year 2014

DATE	VENUE	NO. OF PARTICIPANTS	NO. OF EVALUATORS*	RATING	VS & E rater
June 30-July 1 (FAIC Batch)	National Fire Training Institute Calamba City Laguna	43	31	9.55	31
July 8-9 (FBRC Batch)	National Fire Training Institute Calamba City Laguna	50	46	9.65	46
August 4-5 (Batch 1)	PNP Regional Training Center 5 Legaspi City Albay	47	44	9.20	43
August 6-7 (Batch 2)	PNP Regional Training Center 5 Legaspi City Albay	67	60	8.9	56
August 12-13 ( two simultaneous batches)	PNP CAR Training Center Baguio City Benguet	108	84	9.02	78
September 11-12	BFP Region IV-A Calamba City Laguna	47	30	9.37	30
September 24-25	PNP Regional Training Center 6 Bacolod City Negros Occ.	77	60	9.15	56
November 25	Philippine Navy Officers' Club Fort Bonifacio, Taguig City	41	41	9.75	40
<b>TOTAL</b>		<b>480</b>	<b>396</b>	<b>9.23</b>	<b>380</b>

\*For PBB purposes: rating based on a scale of 1 (poor) to 10 (excellent)

Certified Correct:

  
**NENITA A. DELA CRUZ**  
 ITAPS Coordinator

## Appendix 5. Number of Complaints Filed before OMB-MOLEO in 2014

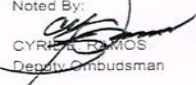


Republic of the Philippines  
**OFFICE OF THE OMBUDSMAN (MOLEO)**  
 3rd Floor, Ombudsman Bldg., Agham Road, Diliman, Quezon City

### GOVERNMENT AGENCIES WITH THE MOST NUMBER OF COMPLAINTS FILED By Date Received For 2014

No.	Agency Name	No. of Complaints Filed
1	<u>Philippine National Police</u>	823
2	<u>Armed Forces of the Philippines</u>	202
3	<u>Bureau of Fire Protection</u>	59
4	<u>Bureau of Jail Management and Penology</u>	50
5	<u>Local Government Units - Barangay</u>	26
6	<u>Philippine Drug Enforcement Agency</u>	19
7	<u>Bureau of Corrections</u>	18
8	<u>Local Government Units - City/Mun.</u>	15
9	<u>Department of the Interior and Local Government</u>	11
-	<u>Philippine Coast Guard</u>	11
10	<u>Bureau of Customs</u>	10
11	<u>Office of the Ombudsman</u>	8
12	<u>Department of Justice</u>	7
13	<u>Philippine Courts</u>	5
14	<u>Local Government Units - Province</u>	4
-	<u>Department of Education</u>	4
-	<u>Metropolitan Manila Development Authority</u>	4
15	<u>Department of National Defense</u>	3
-	<u>National Bureau of Investigation</u>	3
16	<u>Department of Transportation and Communications</u>	2
-	<u>Bureau of Immigration</u>	2
-	<u>Department of Environment and Natural Resources</u>	2
-	<u>State Universities and Colleges</u>	2
16	<u>Office of the President</u>	1
-	<u>Land Transportation Office</u>	1
-	<u>Philippine Postal Corporation</u>	1
-	<u>Land Bank of the Philippines</u>	1
-	<u>Philippine Ports Authority</u>	1
-	<u>Commission on Audit</u>	1
-	<u>Commission on Higher Education</u>	1
-	<u>Department of Budget and Management</u>	1

Submitted By:-  
  
 Dominga B. Barasi  
 Head, Records Section

Noted By:  
  
 CYRIL RAMOS  
 Deputy Ombudsman

Appendix 6. Number of Cases Docketed from 2008 to 2014 in OMB-MOLEO.

STATISTICS ON DOCKETED CASES

YEAR	CRIMINAL	ADMINISTRATIVE	FORFEITURE
2008	1499	1237	
2009	1020	1145	
2010	1030	1232	
2011	1051	1037	
2012	838	925	1
2013	758	917	6
2014	682	842	3

