PHILIPPINE JOURNAL OF PUBLIC ADMINISTRATION

Journal of the National College of Public Administration and Governance, University of the Philippines Diliman

ARTICLES

Ilago Participatory Budgeting in the Philippines

Delloro Dual Role of the Supreme Court

Igcalinos Synergies in Philippine Language-in-

Education Policy

De Vela LGBT Human Rights in the Philippines

Geronimo Philippine Sovereign Wealth Fund

REFLECTIONS FROM SCHOLARS

AND PRACTITIONERS

Domingo-Tapales Filipino Women and Politics

PHILIPPINE JOURNAL OF PUBLIC ADMINISTRATION

Volume LX

January-December 2016

Numbers 1 & 2

	Page
The Travel of a Reform Idea: Participatory Budgeting and its Adaptation in the Philippines Simeon Agustin Ilago	1
The Dual Role of the Supreme Court as an Administrative System and Guardian of the Constitution	24
Synergies in Philippine Language-in-Education Policy in RA 10533: The Case of MTBMLE Implementation in Tacurong Pilot Elementary School	45
The Emergence of LGBT Human Rights and the Use of Discourse Analysis in Understanding LGBT State Inclusion Ma. Theresa Casal De Vela	72
Developing the Philippine Sovereign Wealth Fund	98
Reflections from Scholars and Practitioners	
Once More with Passion: Filipino Women and Politics Proserpina Domingo Tapales	136

The Travel of a Reform Idea: Participatory Budgeting and its Adaptation in the Philippines

SIMEON AGUSTIN ILAGO*

The article looks at a particular experience of the Philippine government in participatory budgeting through the bottom-up (BUB)program adoptedby administration. It frames the implementation of the BUB program within the historical development and context of budgeting reform. The program is discussed in terms of how participatory budgeting is defined, its process, and decision making. By situating BUB in the context of Philippine budgeting reform history, it has shown how its adoption and adaptation signified a reform attempt quite distinct from the more technocratic attempts on public financial management reform. By locating it within the historical evolution of participatory budgeting worldwide, it presented the constraints of the current BUB model and why it should not be expected to generate a radical transformation of the current decisionmaking system at the local government level, contrary to normative expectations.

Keywords: Participatory budgeting, administrative history, budgeting, local government administration

Introduction

In the past six decades, the public budget has been the object of various reforms targeting both its performance and its results. Most of these reforms traveled from their initial experimentation in developed countries to their adoption and adaptation in less developed ones (Martin, 2002). The Philippines is not an exception. Recent efforts to strengthen budget transparency, responsiveness and performance follow a long line of budgeting reforms that had been undertaken in the country (Diokno, 2014).

This article, however, focuses on a particular budgeting reform that did not originate from the developed world but became part of the recent

^{*}Associate Professor, National College of Public Administration and Governance, University of the Philippines Diliman.

The Dual Role of the Supreme Court as an Administrative System and Guardian of the Constitution

ALDER K. DELLORO*

The 1987 Philippine Constitution has bestowed upon the Supreme Court the institutional and moral integrity as both an administrative system and as a bastion of democratic rights. Behind this dual role of the Supreme Court are two competing ideologies of governance: (1) administrative efficiency, which promotes managerialist approaches and bureaucratic values, and (2) pluralist-democracy, which promotes democratic values. The clashing of these principles has become apparent in many issues confronting the Philippine judiciary, including claims of undue judicial interference and unwarranted judicial prerogative. However, these principles need not be in conflict. Drawing from the insights of local and foreign public administration scholars, the article attempts to explain how the Supreme Court can be an effective bureaucracy and platform for democracy.

Keywords: Supreme Court of the Philippines, Philippine judiciary, bureaucracy versus democracy, politics-administration dichotomy, Philippine administrative system

Introduction

One of the important sources of judicial authority is the people. This democratic mandate is enshrined in the 1987 Philippine Constitution, which expects the Supreme Court to uphold and protect constitutional rights, provide legal assistance, and ensure fair and efficient disposition of legal cases (Article VIII, Section 5[1]). At the same time, however, the Constitution has greatly expanded the bureaucratic power of the Court. This dual role of the judiciary in upholding democratic principles and, at the same time, its moral and institutional authority, has become more apparent with the changing political landscape and public demands. In

^{*}Managing Partner, Delloro Espino & Saulog Law Offices; Senior Lecturer, National College of Public Administration and Governance, University of the Philippines Diliman; and Law Professor, City University of Pasay.

Synergies in Philippine Language-in-Education Policy in RA 10533: The Case of MTBMLE Implementation in Tacurong Pilot Elementary School

ANTONIO D. IGCALINOS*

The continuing struggle to advance a democratic and inclusive language policy and governance in the Philippines has never been more challenging as public forces, aided by private interests, have deployed coercive State powers to reverse significant inroads gained over decades of painstaking research and immersive work in communities by volunteers and stakeholders from the academia, nongovernmental organizations, and people's organizations coming together and guided by pragmatic ideals and shared values of equity and sustainability in development. Ongoing attempts at providing a framework for inclusive language policy and governance are not succeeding on a broader, nationstate scale as marginal victories from the struggle were confined to peripheral narratives valued more for novelty and less for potential as reference for rigorous discourse on identities, human rights, and development. The emergence of mother tongue-based multilingual education as an inclusivist philosophy in education and development offers a new paradigm and demands new perspectives from which to measure impact and gains. As a community-driven and sustained initiative, the policy is assessed in terms of its drawing power to rally key policy actors to work on a common platform to ensure sustainability.

Keywords: multilingual education, devolution, contextualization, collaborative governance

Introduction

This article examines, from the lens of participatory governance on a macro and micro scale, the implementation synergies of mother tongue-based education policy in the Philippines, the challenges it is facing as

^{*}Master of Public Administration Student, National College of Public Administration and Governance, University of the Philippines Diliman.

This article was based on a paper that was presented at the 2016 NCPAG Good Governance Research Colloquium and Paper Competitions.

The Emergence of LGBT Human Rights and the Use of Discourse Analysis in Understanding LGBT State Inclusion

MA. THERESA CASAL DE VELA*

State inclusion of lesbian, gay, bisexual and transgender (LGBT) rights in the Philippines remains a development imperative. The use of discourse analysis is a significant public administration and policy tool that helps explain the formidable challenges that have limited the state inclusion of LGBT rights from happening in the last two decades. This article presents a narrative on the existing forms of LGBT discrimination, exclusion, and violence. The historically ingrained basis of LGBT social exclusion is traced, followed by the rise of movements seeking to uphold human rights and LGBT state inclusion. Key milestones in the assertion of the call to recognize LGBT rights as human rights at both the global and national levels are discussed. The article argues for the use of discourse in policy analysis. It provides a conceptual understanding of discourse and a historical backgrounder on discourse theory, and emphasizes the value of discourse in policy analysis by providing examples of dominant discourses that support and oppose LGBT human rights. Discourse analysis is applied to discussing the cases of LGBT rights in Indonesia and Singapore. The article argues for the use of discourse-as-policy in examining the debates on LGBT state inclusion in the Philippines towards an enabling policy environment for enactment of a national law that recognizes and protects LGBT human rights.

Keywords: LGBT rights, discourse analysis, anti-discrimination bill, policy analysis, state inclusion

Despite the increased visibility of lesbian, gay, bisexual and transgender (LGBT) people in societies today, social stigma, intolerance, and exclusion of LGBT identities remain (International Lesbian, Gay, Bisexual, Trans and Intersex Association [ILGA], 2016). Based on

^{*}Assistant Professor, Department of International Studies, Miriam College.

This study received a grant from the Strengthening Human Rights and Peace Research and Education in ASEAN/Southeast Asia (SHAPE-SEA) Program, a collaboration of the ASEAN University Network (AUN) and the Southeast Asian Human Rights Studies Network (SEAHRN). An earlier version of the paper was presented at the 2016 NCPAG Good Governance Research Colloquium and Paper Competitions.

Developing the Philippine Sovereign Wealth Fund

RUSSELL STANLEY GERONIMO*

Through a sovereign wealth fund, government can invest its financial assets in the global financial markets to maximize long-term returns. Considering that the current level of foreign exchange reserves in the Philippines already exceeds international benchmarks of reserve adequacy, a sovereign wealth fund can mitigate the adverse effects of surplus reserves, help the government increase national savings, and diversify its portfolio of investments across asset classes and markets. This article explores the prospect of developing the fund from a legal and regulatory perspective. It explores the governance framework for the proposed fund under four possible modes of creation or forms of organization: (i) a government-owned and corporation (GOCC) with special charter, (ii) a GOCC registered with the Securities and Exchange Commission, (iii) a government instrumentality with corporate powers, or (iv) a special administered fund managed by a national government

Keywords: corporate governance, sovereign wealth fund, foreign exchange reserves, GOCC, government-owned and controlled corporation

Introduction

A sovereign wealth fund (SWF) is a pool of government-owned financial assets invested in the global financial markets for the purpose of maximizing long-term returns (Moore, 2011). It also pertains to the investment fund or government financial institution created to manage these assets (Otinche, 2014). Andrew Rozanov (2011), who is credited with the invention of the phrase, provides its three defining elements: first, it is sovereign-owned and managed; second, its assets are not prudential monetary reserves; and third, its assets are not traditional pension funds. While there are various disagreements about the precise meaning of SWFs, the definition provided by the International Working Group of Sovereign Wealth Funds (IWG-SWF) is regarded as the consensus definition (Rozanov, 2011), as follows:

^{*}Law Student, College of Law, University of the Philippines Diliman.