

GOVERNANCE COMMISSION FOR GOCCS THE FIRST 200 DAYS REPORT

Office of the 3oresionent of the Bhitippines
GOVERNANCE COMMISSION
FOR GOVERNMENT OWNED OR CONTROLIED CORPORATIONS

## His Excellency

## BENIGNO S. AQUINO III

President of the Republic of the Philippines
Malacanang, Manila

## Dear Mr. President:

I have the honor to submit, pursuant to Section 5(k) of Republic Act No. 10149, otherwise known as the "GOCC Governance Act of 2011," the First 200 Days Report of the Commission.

The Report provides a brief historical background of the reform movement in the GOCC sector that culminated in the enactment of R.A. No. 10149, details the activities undertaken and the progress achieved by the Commission in pursuit of its mandates under the Act during the first 200 days after its formal constitution on 20 October 2011, and provides for historical and financial perspectives of the GOCC sector as the baseline survey from whence the Commission shall be moving forward in pursuit of its mandates.

Trusting that you will find the first Report of the Commission useful for the promotion of good governance in the GOCC sector, and in realizing the potential of GOCCs to be significant tools for economic development in our country.

## The Honorable

## JUAN PONCE ENRILE

President, Philippine Senate
GSIS Complex, Pasay City

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The Honorable
FELICIANO R. BELMONTE, JR.
Speaker, House of Representatives
National Government Center
Quezon City

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TThe enactment in June 2011 of the "GOCC Governance Act of 2011" R.A. No. 10149, institutionalized the gains achieved by the reform movement in the GOCC sector, which started in February 1988 when then President Corazon C. Aquino promulgated Administrative Order No. 59 (A.O. 59) on the "Rationalization of the Government Corporate Sector", which sought to rationalize the government corporate sector by: (a) laying down the principles and standards to be followed in the creation, management, administration, supervision and liquidation of government-owned and -controlled corporations (GOCCs); (b) defining the guidelines in determining the areas or activities of government in which the corporate form shall be utilized; and (c) setting down policy measures to improve the organizational and functional capabilities of GOCCs.

Following the same thrust in 1993, Executive Order No. 55 and Memorandum Circular No. 64 were promulgated, which not only laid down the principles governing the attainment of prudential level of government expenditures in the GOCC sector, but also provided for the rationalization (including privatization) of the sector, and reconstituted the Government Corporate Monitoring and Coordinating Committee (GCMCC) as the central oversight body for the sector under the Office of the President.

Those seminal moves to rationalize and reform the GOCC sector have become the bedrock of the reform and governance principles embodied in Republic Act No. 10149 (R.A. No. 10149) which laid down the State policy that recognizes GOCCs as significant tools for economic development through the exercise of the State of its ownership rights to promote growth by ensuring that the operations of GOCCs are rationalized and monitored centrally to be consistent with national development policies and programs. Among the public corporate governance principles institutionalized under R.A. No. 10149 are the following:

- Directors and officers are constituted as fiduciaries and trustees of the State;
- Imposing the highest standard of extraordinary diligence on the fiduciary duties of directors and officers;
- Mandating one (1) year term of office for appointive directors;
- Clear accountability of the CEO/Management to the Governing Board of the GOCC and refocusing command responsibility for the operations of GOCCs to the respective Governing Boards;
- Uniform Compensation and Position Classification System (CPCS) for the GOCC sector.

A significant feature of R.A. No. 10149 is the constitution of the Governance Commission for GOCCs (GCG) as the "central advisory, monitoring, and oversight body with authority to formulate, implement and coordinate policies" over the GOCC sector. In the short period of six months from its formal constitution last 20 October 2011, the GCG has rapidly moved to pursue its mandates under R.A. No. 10149, which include, among others:

- To guide itself in exercising its powers and functions, the GCG undertook a detailed inventory taking exercise of the GOCC sector (Memorandum Circular No. 2012-01) and classified the GOCCs into various sectors;
- In consultation with supervising and service-wide agencies and with the GOCCs themselves, formally adopted for approval of the President the following organic documents to govern the GOCC sector:


## $\Rightarrow$ Fit and Proper Rule

$\Rightarrow$ Ownership and Operations Manual for the GOCC Sector
$\Rightarrow$ Code of Corporate Governance for GOCCs

- Ruled on nearly sixty GOCC applications covering the per diem entitlements of members of the Boards of Directors/Trustees pursuant to the rules and classifications provided under Executive Order No. 24 (s. 2011), and issued/re-issued Memorandum Circular No. 2012-02 providing for the formal rules governing the per diems and other allowable compensation of members of the Governing Boards of GOCCs covered by R.A. No. 10149;
- Created a Special Task Force on GOCC Rationalization Plans with the Department of Budget and Management (DBM);
- Coordinated with the Civil Service Commission (CSC) towards harmonizing the development of the CPCS under R.A. No. 10149 with Civil Service laws, rules and regulations;
- Consulted with the Commission on Audit (COA) on fiscal issues and the operational management of specific GOCCs, development of a Uniform Chart of Accounts, clarification of the process for restitution under R.A. No. 10149, and improvement in the timeliness of GOCCs in complying with COA requirements for the purpose of the Audit Report;
- Coordinated with the Privatization and Management Office (PMO) on the monitoring of GOCCs under PMO's care and the initial mechanics of the transfer of PMO's privatization functions over GOCCs.
- Coordinated with the Presidential Commission on Good Government (PCGG) regarding surrendered corporations under GCG coverage.
R.A. No. 10149 expressly excluded from its coverage the following GOCCs:


## - Bangko Sentral ng Pilipinas (BSP)

- Local Water Districts (LWDs)
- State Universities and Colleges (SUCs)
- Economic Zone Authorities
- Research Institutions

The remaining covered GOCCs, initially around 148, have the following profile:

| Total Assets | P5 Trillion or over US\$116 Billion |
| :---: | :---: |
| Total Liabilities | From P3.2 Trillion in 2009 to P3.46 Trillion in 2010 |
| Net Worth | From P1.369 Trillion in 2009 and increased to $\begin{aligned} & \text { P1.476 }\end{aligned}$ Trillion in 2010 |
| Equity | Increased by 58\% from P1.359 Billion in 2009 to 2.149 Billion in 2010 |
| Subsidies | An increase of $493 \%$ from P9.064 Billion in 2000 to $₹ 53.705$ Billion in 2011 |
| Net Lending | Almost doubled from $₹ 9.258$ Billion in 2010 to $₹ 18.055$ Billion in 2011 |
| Net Income | F123 Billion in 2010, a decline of $6.8 \%$ from $\mathcal{F} 132.6$ Billion in 2009 |
| Dividends | Increased by an average of $33.5 \%$ in the last five years (includes BSP). A record P28.7 Billion in dividends paid in 2011 |

The GCG has every intention of improving the figures for the GOCC sector in the coming years, and truly transforming it to become an important tool for the government in promoting inclusive growth and economic development in our country.

President Benigno S. Aquino III has espoused "Tuwid na daan" (the straight path) as the theme governing his administration since his assumption into office and he has made it clear that this encompasses the governance of government-owned or controlledcorporations (GOCCs). His first two State of the Nation Addresses (SONA) were punctuated with sharing with the public the glaring irregularities in GOCCs, and in particular chastising members of the Board of the MWSS for rewarding themselves with extravagant allowances and benefits while being in arrears for the pensions of their retired employees. He also pointed out how some GOCCs like the NFA, MRT and NAPOCOR were used to serve the interests of a few at the expense of the rank-and-file employees and the public sector they are supposed to serve. In the second SONA, the President impugned the motives of members of the Board of the Philippine National Construction Corporation (PNCC) in the previous administration that paid themselves excessive allowances even as the company was already deep in debt. ${ }^{1}$

The presidential rebuke on unconscionable abuses and the mismanagement of government corporations once again placed the GOCC sector under public scrutiny and disgrace, underscoring the need to embark on reforms that would enhance the ability of GOCCs to act as stewards of the people's resources. President Aquino recognized the challenges being faced by the sector and vowed to put an end to issues such as weak board governance, lack of transparency and accountability, incoherent disclosure practices, poor oversight and multiple and conflicting mandates. He calls this new environment "Daylight" - where things are not done in the dark, where transactions will be clear, honest and - where things are nore there is full accountability.

Congress responded to the call of the President by enacting into law Republic Act No. 10149, entitled "An Act to Promote Financial Viability and Fiscal Discipline in Government-Owned or -Controlled Corporations and to Strengthen the Role of the State in Its Governance and Management to Make Them More Responsive to the Needs of Public Interest and For Other Purposes."

In the last quarter of 2011, the President constituted the members of the Governance Commission for GOCCs (GCG) which, under R.A. No. 10149, was designated as the "central advisory, monitoring, and oversight body with authority to formulate, implement and coordinate policies" over the GOCC sector.

${ }^{1}$ President Benigno S. Aquino III, Second State of the Nation Address, 25 July 2011, available at http://www.gov. Ph/2011/07/25/besigno--s-aquino-iii-second-state-of-the-nation-address-july-25-2011/,

The history of enacting reforms in the government corporate sector is a study in policy shortfalls and weak executive action. Past administrations recognized the need for a monitoring body, but the attempts at creating one were half-hearted and lacked consistency, continuity and political will.

Covernment Corporate Monitoring Committee (GCMC)
In 1984, a time when the number of GOCCs was highest in the history of our country, President Ferdinand E. Marcos created the Government Corporate Monitoring Committee (GCMC) through Executive Order No. 936. The GCMC operated as a sub-committee of the Cabinet and was composed of the Prime Minister as Chairman, and the Minister of Finance, the Director-General of the Office of Budget and Management, the Governor of the Central Bank, the Director-General of the National Economic and Development Authority, and the Chairman of the Commission on Audit as members. While the GCMC had the mandate, it had very little success because the powers given to it were not appropriate for its functions and duties.

## Government Corporate Monitoring and Coorainating Committee (GCMCC)

President Corazon C. Aquino transformed the GCMC into the Government Corporate Monitoring and Coordinating Committee (GCMCC) in 1986 through Memorandum Circular No. 10. The GCMCC was strengthened in 1987 through Executive Order No. 236 and the composition was changed to the Executive Secretary, the Secretaries of the Departments of Transportation and Communications, Finance, Agriculture, Public Works and Highways, Environment and Natural Resources, and Trade and Industry and the Director-General of the National Economic and Development Authority Secretariat. The GCMCC was chaired on a rotating basis among the members of the Committee.

In 1993, President Fidel V. Ramos reconstituted and strengthened the GCMCC through Executive Order No. 55 identifying the following as members: the Executive Secretary, Secretary of Finance, Secretary of Budget and Management, Secretary of Trade and Industry, Director-General of NEDA, Governor of the Central Bank, Chief Presidential Legal Counsel, Head of the Presidential Management Staff, and the Government Corporate Counsel.
ransfer of Functions to the Department of Finance
President Gloria Macapagal-Arroyo abolished the GCMCC in 2001 through Administrative Order (A.O.) No. 16 and transferred all its functions to the Department of Finance (DOF) consolidating the GCMCC's functions with that of the mandate of the DOF under the Administrative Code of 1987. The secretariat and staff support services of the GCMCC under the Presidential Management Staff (PMS) was augmented by the personnel of the DOF's Corporate Affairs Group (DOF-CAG) to perform the functions for the government corporate sector under the provisions of A.O. Nos. 16 and 24, s. 2001, and the DOF-CAG's mandate under Executive Order No. 127-A, s. 1987. The Department of Budget and Management (DBM) was also tasked to review the compensation structure of all GOCCs and make its recommendations to DOF and the President in line with the austerity measures of the government.

Until June 2011, the monitoring of all GOCCs was the main responsibility of DOFCAG; however, only fourteen (14) GOCCs (major non-financial government corporations) were closely monitored for their fiscal relevance as they account for a substantial portion of the country's consolidated public sector deficit (CPSD). Aside from monitoring of the 14 GOCCs' contribution to CPSD, their liabilities and those of the three (3) Government 14 GOCCs' contribution to CPSD, their liabilities and those of the three (3) Government
Financial Institutions (GFIs) and 3 Social Security Institutions (SSIs) were also closely monitored because of its implications on the country's consolidated public sector debt.

The DBM, through its Budget and Management Bureau-F, also looked at the government corporate sector but this was limited to Chartered GOCCs and only to the extent of their Corporate Operating Budgets (COBs). That arrangement meant that GOCCs that were not relying on the national government for financial support were largely left on their own, with their Boards and Management exercising practically full autonomy over their assets and operations. As history has shown, the practice has resulted in GOCCs their assets and operations. As history has shown, the practice has resulted in GOCCs the Governing Boards of GOCCs, with little regard for the solemnity of the public offices involved and the preservation of resources and national interest.
R.A. NO. 10149 AND THE GOVERNANCE

COMMISSION FOR GOCCS

A
cting on the call of President Benigno S. Aquino III for reforms and good governance Ain the government corporate sector, the Senate drafted Senate Bill No. 2640, authored by Senator Franklin M. Drilon, while the House of Representatives crafted a counterpart in the form of House Bill No. 4067, authored by Rep. Emilio Abaya, Jr. The bills eventually were promulgated into R.A. No. 10149, otherwise known as the "GOCC Governance Act of 2011," and which was signed into law by President Aquino on 06 June 2011. Considered by many as landmark legislation, R.A. No. 10149 provides the State the statutory basis and legal framework to promote "financial viability and fiscal discipline in GOCCs and to strengthen the role of the state in their governance and management to make them more responsive to the needs of public interest."

More significantly, R.A. No. 10149 created the Governance Commission for GOCCs (GCG) as the "central advisory, monitoring and oversight body with authority to formulate, implement and coordinate policies in the government corporate sector."

The creation of the GCG addresses the fundamental problems facing the government corporate sector, such as: (a) weak regulatory framework; (b) lack of a clear entity that corporate sector, such as: (a) weak regulatory framework, (b) lack of a clear entity that
exercises ownership functions; (c) poor oversight mechanism; (d) the need for institutional rationalization and fiscal discipline to stop the drain on government finances; and (e) the absence of a central monitoring and policy coordinating body.

Paradigm Shift in GOCC Governance
The GOCC Governance Act of 2011 is the cornerstone in the government's resolute march to initiate and institutionalize a paradigm shift in the governance of GOCCs:

- Directors and Officers Constituted as Fiduciaries and Trustees of the State. R.A. No. 10149 makes explicit that members of the Board of Directors/Trustees and the officers of GOCCs are fiduciaries of the State. Accordingly, they have the legal obligation and duty to always act in the best interest of the GOCC, with utmost good faith and with extraordinary diligence in all its dealings with the property and monies of the GOCC
- Imposing the Highest Standard of Extraordinary Diligence on the Fiduciary Duties of Directors and Officers. In line with the fiduciary character of the relationship between the Board of Directors/Trustees \& officers of GOCCs and the State, R.A. No. 10149 imposes upon the former the obligation to exercise extraordinary diligence in the conduct of the business and in dealing with the properties of GOCCs. The standard of extraordinary diligence is higher than that required of the Board of Directors and officers of private corporations, which is merely the diligence of a good father of a family. The higher standard embodied in R.A. No. 10149 is in recognition of the public interest inherent in GOCCs, in contrast to private corporations, and demands the same recognition and adherence from the Board of Directors/Trustees and officers of GOCCs.
- Mandating a One (1) Year Term of Office for Appointive Directors. In the past, the term of office of the members of the Board of Directors/Trustees of GOCCs would vary depending on the Charter or Articles of Incorporation of the GOCC. The
determination of the term of office was mainly political rather than the result of a ystem with specific policy considerations in mind. With the enactment of R A. No 0149, all members of the Board of DirectorsTrustes and CEOs of GOCCs now 10149, all members of Board of Directorrinstes and CEOs of GOCCs now have a fixed term of only one (1) year. In contrast to the old regime where Director ord of thees, regardess of perfonce, were assured of their positions up to the end of their terms provided for in the various GOCC Charters (in some cases, as long as six (6) years), they must now continuously earn their keep in line with the principles of good governance and may be reappointed by the President only if they obtain a performance score of at least above average or its equivalent in the immediately preceding year of tenure as Appointive Director
- Clear Accountability of the CEO/Management to the Board and Refocusing Command Responsibility ${ }^{2}$ for the Operations of GOCCs to the Respective Governing Boards. Under R.A. No. 10149, the CEO of a GOCC shall be elected annually by the members of the Board from among its ranks. The CEO shall be subject to the disciplinary powers of the Board and may be removed by the Board for cause. Hence, unlike before when CEOs were appointed directly by the President (creating the mistaken notion that the CEOs had their own mandate from the President independent of the Board), under R.A. No. 10149, the CEO's election by the Board of Directors from among their ranks refocuses the center of power and command responsibility to the governing Boards. This clarifies the role of the CEO as an agent of the Board elected to implement their decisions and directly accountable to the Board. The Board, in turn, is directly accountable to the President, as the representative of the State
- Uniform Compensation and Position Classification System (CPCS) for the GOCC Sector. Recognizing the dichotomy in the bureaucracy brought about by an incoherent policy framework in creating GOCCs and determining the compensation systems of GOCCs, R.A. No. 10149 reigns in all GOCCs under its coverage into one uniform and standard compensation and position classification system. The last sentence of Section 5 of R.A. No. 10149 provides in clear terms: "Any law to the contrary notwithstanding, no GOCC shall be exempt from the coverage of the Compensation and Position Classification System developed by the GCG under this Act." This brings to an end the disparity between the compensation and position structure of GOCCs on account of coverage or exemption from the SSL. This also provides the necessary policy environment for balancing the goals of fiscal prudence and strengthening the overall governance and management of GOCCs by, among others, attracting and motivating a corps of competent professionals, from the Board of Directors/Trustees to the rank-and-file.


## Powers and Functions of the GCC

The GCG has been given the following powers and functions:
(a) Evaluate the performance and determine the relevance of the GOCC, to ascertain whether such GOCC should be reorganized, merged, streamlined, abolished or privatized, in consultation with the department or agency to which a GOCC is attached;

[^0](b) Classify GOCCs into: (1) Developmental/Social Corporations; (2) Prop rietary Commercial Corporations; (3) Government Financial, Investment and Trust Institutions; (4) Corporations with Regulatory Functions; and (5) Others as may be classified by the GCG, without prejudice to further sub-classifications in each category and/or any other classification based on parameters as it may find relevant or material such as, but not limited to, industry type;
(c) In consultation with the relevant government agencies and stakeholders, adopt within one hundred eighty (180) days from its constitution, an ownership and operations manual and the government corporate standards governing GOCCs: Provided, That the government corporate governance standards applicable to GOCCs shall be no less rigorous than those required by the Philippine Stock Exchange or the Securities and Exchange Commission of listed companies, or those required by the Bangko Sentral ng Pilipinas or the Insurance Commission for banking institutions and insurance companies, as the case may be;
(d) Without prejudice to the filing of administrative and criminal charges, recommend to the Board of Directors or Trustees the suspension of any member of the Board of Directors or Trustees who participated by commission or omission in the approval of the act giving rise to the violation or noncompliance with the ownership manual for a period depending on the nature and extent of damage caused, during which period the director or trustee shall not be entitled to any emolument;
(e) In addition to the qualifications required under the individual charter of the GOCCs and in the bylaws of GOCCs without original charters, the GCG shall identify necessary skills and qualifications required for Appointive Directors and recommend to the President a shortlist of suitable and qualified candidates for Appointive Directors;
(f) Establish the performance evaluation systems including performance scorecards, which shall apply to all GOCCs in general and to the various GOCC classifications
(g) Conduct periodic study, examination, evaluation and assessment of the performance of the GOCCs, receive, and in appropriate cases, require reports on the operations and management of the GOCCs including, but not limited to, the management of the assets and finances of the GOCCs;
(h) Conduct compensation studies, develop and recommend to the President a competitive compensation and remuneration system which shall attract and retain talent, at the same time allowing the GOCC to be financially sound and sustainable;
(i) Provide technical advice and assistance to the government agencies to which the GOCCs are attached in setting performance objectives and targets for the GOCCs and in monitoring performance vis-à-vis established objectives and targets;
(j) Coordinate and monitor the operations of GOCCs, ensuring alignment and consistency with the national development policies and programs.
(k) Prepare a semi-annual progress report to be submitted to the President and the Congress. In its report, the GCG will provide its performance GCG shall prepare an annual report on the performance of the GOCC and submit it to the President and the Congress; and
(I) Review the functions of each of the GOCC and, upon determination that there is a conflict between the regulatory and commercial functions of a GOCC, recommend to the President in consultation with the Government Agency to which such GOCC is attached, the privatization of the GOCCs commercial operations, or the transfer of the regulatory functions to the appropriate government agency, or such other plan of action to ensure that the commercial functions of the GOCC do not conflict with such regulatory functions.

## Composition of the GCG

The GCG is composed of five (5) members. The Chairman with the rank of Cabinet Secretary and two (2) members with the rank of Undersecretary are appointed by the President. The Secretaries of the Department of Budget and Management and the Department of Finance sit as ex officio members. The GCG is attached to the Office of he President


## MISSION

GCG is an efficient and effective central advisory, oversight, and monitoring body with authority to formulate and implement policies in the active exercise of the State's ownership rights over GOCCs, thereby ensuring their financial viability and fiscal discipline through adherence to the highest standards of corporate governance.

## VISION

By 2020, the GCG shall have transformed the GOCC Sector into a significant tool of the State in the attainment of inclusive growth and economic development.

## Core Values

Integrity
Professionalism

## Independence

Love of Country - "We put country above self."


## Constitution of the Commission

The Commission was formally consti tuted on 20 October 2011 during its first en banc session. The GCG appoint ive members are Atty. Cesar L. Villanueva as Chairman, Ms. Ma. Angela E. Ignacio CFTP, ${ }^{3}$ and Atty. Rainier B. Butalid as Commissioners. Finance Secretary Cesar V. Purisima and Budget Secretary Floren cio B. Abad sit as the ex officio members of the Commission


Appointive Members of the GCG


## CESAR L. VILLANUEVA, Chairman

Secretary Villanueva obtained in 1977 his Accounting degree (B.S.C.) from Holy Angel University (magna cum laude), and his Bachelor of Laws Degree (LI.B.) in 1981 from the Ateneo de Manila Law School (valedictorian, cum laude). He sat for the Philippine Bar Examinations in November 1981 and placed second (2nd). The following May 1982, he took the CPA Board Examinations and placed sixth (6th). He obtained his Master of Laws (LI.M.) degree from Harvard Law School in 1989. In October 2005, he was conferred a Diplomate in Juridical Science (D.J.S.) by the San Beda Graduate School of Law.


He is a fellow of both the Australian Institute of Company Directors (AICD), and the Institute of Corporate Directors (ICD Makati).

Prior to his appointment as Chairman of the GCG, he was the Dean of the Ateneo Law School (April 2004 until September 2011), a member of the Governing Board of the Mandatory Continuing Legal Education (MCLE) of the Supreme Court and the Technical Panel for Legal Education of the Commission on Higher Education (CHED). He was also the Chairman of the Commercial Law Department of the Philippine Judicial Academy (PHILJA) and the Executive Director of its Consultants Group and a member of
the Academic Council and of the Supreme Court's Sub-Com-mittee for RTC Commercia Courts.

At the time of his appointment to the Commission, he was the Chairman of the Board of Clark Development Corporation (CDC) and a member of the Board of Directors of Clark International Airport Corporation (CIAC). He was also a member of the Boards of Makati Medical Center, the Institute of Corporate Directors (ICD), and the Kapampangan Development Foundation (KDF).

He is the author of leading legal books, including Philippine Corporate Law, NonCorporate Media of Doing Business, and the Law and Practice on Philippine Corporate Governance, which won the 2009 National Book Award on Professions given by the National Book Development Board and the Manila Critics Circle.


## MA. ANGELA E. IGNACIO, Commissioner

Undersecretary Ignacio obtained her double degree in Applied Economics and Commerce, major in Management of Financial Institutions from De La Salle University in 1994 where she was on the Dean's Honor's List. She also received the award for Best Thesis from the Economics Department in 1993 for her work on Financial Distress Prediction Models in the Philippines. She earned a Master's degree in Applied Finance from the University of Melbourne in 2000 where she was recognized for her outstanding achievement in the program. She also obtained a diploma in Financial Services and Planning from PS146 Training Australia in 2006.

She is a Certified Finance and Treasury Professional (CFTP) and a Member of the Finance and Treasury Association in Australia. She is RG 146 compliant and licensed to give general and personal financial advice. She was also a Licensed Stock Broker with the Philippine Stock Exchange from 1994 to 1998.

Prior to her appointment to the GCG, she served as Vice President at the Philippine Deposit Insurance Corporation (PDIC) under the Office of the Board Chairman beginning September 2010. She was also appointed as Special Assistant to the Secretary of Finance for Corporate Affairs and Management Information Systems (MIS) ageme represent the Separtm (MIS) She represe nance in the Task Force on Corporate Executive Order No. 7, s. 2010


She served as Director of United Coconut Planters Bank (UCPB), UCPB Savings Bank and UCPB Securities.

She was also President of Technistock Corporation, Vice President of Kim Eng Securities (Philippines), Inc., Assistant Manager of Citibank, N.A., Manila Branch, and Consultant to Lincoln Indicators Australia

## RAINIER B. BUTALID, Commissioner

Undersecretary Butalid earned his Bachelor of Laws degree from the University of the Philippines College of Law in 1981, and was admitted to the Philippine Bar that same year. He also holds a Bachelor of Arts degree, Major in Economics, which he obtained from Bachelor of Arts degree, Major in Econom
the Ateneo de Manila University in 1977.

Prior to his appointment to the GCG, Commissioner Butalid was a member of the Boards of various government corporations and joint venture corporations. He served as Chairman of the Board of the Philippine National Construction Corporation (PNCC). He was also Chairman of the Alabang Sto. Tomas Development Inc. (ASDI), the implementing agency of the Daang-Hari - SLEX Toll Road, and DISC Contractors, Builders \& General Services, Inc. (DISC), a wholly owned construction services subsidiary of PNCC. He was Vice-Chairman of the Manila North Tollways Corporation (MNTC) and Citra Metro Manila Tollways Corporation (CMMTC), and Director of the South Luzon Tollways Corporation (SLTC).

He is also an accomplished law practitioner, having served as Vice President and General Counsel of the Na dent and General Counsel of the National Power Corporation (NPC) and University Legal Counsel of the University of the Philippines System. He was also a Litigation Partner of the Manalo Puno Law Office.

Commissioner Butalid is a dedicated public servant having served as ViceGovernor and Senior Provincial Board Member of the Province of Masbate, and
 Member of the Province of Masbate, and 1 nin sin in Province as an outstanding government official.

He is a career executive service eligible and is an alumnus of the Haggai Institute for Christian Leadership in Maui, Hawaii.

## Ex Officio Members of the GCG



## CESAR V. PURISIMA, Secretary of Finance

Secretary Purisima served in the government of the Republic of the Philippines as Secretary of the Department of Trade and Industry in 2004 and Secretary of the Department of Finance in 2005, and in 2004 and Secretary of the Department of 2010 he was reappointed as Department of Finance Secretary. He also served as Chair and Member of the Board of many government companies including National Power Corporation (NAPOCOR), Land Bank of the Philippines, and Monetary Board (Bangko Sentral ng Pilipinas).

Andersen Worldwide from 2001-2002 and was Regional Managing Partner as head of the Asean operation from 2000-2001. He was member of the Global Board of Andersen Worldwide from 1999-2002 and the Global Executive Board of Ernst \& Young from 20022004.

He was Chairman \& Managing Partner of SGV \& Co. until January 2004. He has various memberships in several business organizations including the Management Association of the Philippines, Philippine Institute of Certified Public Accountants, Philippine-France Business Council, Philippine-Thailand Business Council and the Makati Business Club, among others.

Mr. Purisima obtained his Bachelor of Science in Commerce, Majors in Accounting \& Management of Financial Institutions from De La Salle University (1979) and his MBA from JL Kellogg Graduate School of Management, Northwestern University in Chicago, Illinois (1983). In 1979, he was among the top placers in the Philippine Board Examinations for Certified Public Accountants. ${ }^{4}$


## FLORENCIO B. ABAD, Secretary of Budget and Management

## Secretary Abad has worked in the academe, as well as the public

 and non-government sectors. He served as a research director at the Ateneo Center for Social Policy and Public Affairs in 1986 and had been a regular lecturer at the Ateneo de Manila University's College of Arts and Sciences, School of Government, College of Law and Graduate School of Business. He was also a legal and management consultant to different local and foreign foundations.He completed his secondary and college education at the Ateneo de Manila University where he obtained a bachelor's degree in Business Management in 1980. He earned his law degree from the then Ateneo College of Law as a President's scholar and passed the Bar Examination in 1985. He was a fellow of the Edward Mason Program in Public Policy and Management at the Kennedy School of Government in Harvard University in Cambridge, Massachusetts, where he successfully completed his studies with Masters in Public Administration.

Currently Secretary of Budget and Management in the new Aquino administration, Abad started his political career by serving as Representative of Batanes in 1987.

After his first congressional stint, he was enlisted to serve as Secretary of Agrarian Reform under the first Aquino administration. He then returned to serving the people of Batanes as House representative in 1995, serving three consecutive terms.

During his time in the Congress, he served as chair of the appropriations committee and authored legislations such as the Comprehensive Agrarian Reform Law, the Agricultural and Fisheries Modernization Act, and the Electricity Power Industry Reform Act, among others. He also served as a member of various congressional committees, such as the committees on basic education, energy, agricultural modernization and agrarian reform.

He was appointed as Secretary of Education in 2004. He also served as president of the Liberal Party from 1999 to 2004.

He has extensive work experience in public accounting both here and abroad. Mr. Purisima was Area Managing Partner as head of the Asia Pacific Assurance Practice of

[^1]
## GCG Personnel

The GCG has been beefing up its ranks with motivated and competent financial analysts, auditors, lawyers, management information system experts, compensation specialists and corporate governance experts to help carry out its mandate of reforming and rationalizing the government corporate sector.

## GCG Performance of Mandate

Six months after being constituted, the GCG has faithfully and vigorously pursued its broad mandate, especially its key functions and powers:

1. To evaluate the performance and determine the relevance of GOCCs the GCG promulgated GCG Memorandum Circular No. 2012-015 ${ }^{\text {a }}$ 08 February 2012. This would enable the GCG to do inventory-taking and obtain the necessary information from all GOCCs covered by R.A No. 10149 to get a definitive reading of the landscape and performance of specific GOCCs, and build up the database in preparation for the Integrated Corporate Reporting System (ICRS).
2. The GCG has acted immediately to address the sectoral rationalization of the public corporate sector and conducted the following actions:
a. Cleaned up the official list of GOCCs (Annex A) to include only operating GOCCs covered by the GCG
b. Removed GOCCs that were explicitly excluded from the Coverage of R.A. No. 10149 such as the Bangko Sentra ng Pilipinas, Economic Zone Authorities and Research nstitutions.
c. Classified GOCCs into the following working sectors:

- Government Financial Institutions
- Social Services and Housing
- Commercial, Trade and Tourism
- Power
- Support Services
- Land and Water Resources
- Transportation, Infrastructure \& Communication

3. To adopt an ownership and operations manual, the GCG:
a. Drafted a State Ownership and Operations Manual.
b. Held consultations with oversight departments and agencies on 13 March 2012 at the G Hotel in Manila.

[^2]c. Held consultations with GOCCs on 26-28 March 2012 at Mabini Hall, Malacañang.

d. Submitted the State Ownership and Operations Manual to the Office of the President on 13 April 2012 in compliance with the 180 -day deadline for its adoption under R.A. No 10149. The same will be promulgated by the GCG as MC No. 2012-06.
4. To adopt government corporate standards governing GOCCs, the GCG
a. Drafted a Code of Corporate Governance.
b. Held consultations with oversight departments and agencies on 13 March 2012 at the G Hotel in Manila.
c. Held consultations with GOCCs on 26-28 March 2012 at Mabini Hall, Malacañang

d. Submitted the Code of Corporate Governance to the Office of the President on 13 April 2012 in compliance with the 180 -day deadline for its adoption under R.A. No. 10149. The same will be promulgated by the GCG as MC No. 2012-07
5. To identify necessary skills and qualifications required for Appointive Directors, the GCG:
a. Drafted a Fit and Proper Rule.
b. Held consultations with oversight departments and agencies on 13 March 2012 at the G Hotel in Manila.
c. Held consultations with GOCCs on 26-28 March 2012 at Mabini Hall, Malacañang
d. Submitted the Fit and Proper Rule to the Office of the President on 13 April 2012. The same will be promulgated by the GCG as MC No. 2012-05
6. In fulfillment of its mandate to recommend to the President a shortlist o suitable and qualified candidates for Appointive Directors, the GCG:
a. Released Memorandum Circular No. 2012-03 on 08 February 2012 covering the "Status of Holdover and Acting Appointive Directors/Trustees in GOCC Boards and Requiring the Submission of Information on their Respective Qualifications."
b. Released Memorandum Circular No. 2012-04 on 12 March 2012 covering the Nomination of appointive members of GOCC board of directors and trustees, subsidiaries affiliates.
c. Began preparing shortlists of nominees for Appointive Began preparing shortists of nominees for Appointive beginning 01 July 2012 and ending on 30 June 2013.
7. To be able to conduct periodic study, examination, evaluation and assessment of the performance of the GOCCs, the GCG has mandated full disclosure requirements from all GOCCs by requiring them to maintain websites and regularly submit financial and performance reports
8. In fulfillment of its mandate to conduct compensation studies and develop and recommend to the President a competitive compensation and remuneration system which shall attract and retain talent, while at the same time allowing the GOCC to be financially sound and sustainable the GCG:
a. Required GOCCs to submit compensation packages and compensation plans. - The GCG has required all GOCCs to submit their compensation packages and plans prior to and after the issuance of Executive Order Nos. 7 and 24 in order to evaluate the compliance of the GOCCs with the mandates of the said Executive Orders
b. Released Memorandum Circular No. 2012-02 on 08 February 2012 providing"interim rules on compensation entitlement for directors and trustees of the GOCCs covered by R.A. No, 10149." - The MC invokes the applicability of

Executive Order No. 24 issued by the President in 2011 to urb the excessive privileges in the GOCCs
c. Clarified the Legal Framework on the Compensation Systems of GOCCs. - The GCG has issued rulings clarifying the legal framework for the compensations systems of GOCCs such that even though some have been exempted from the coverage of Republic Act No. 6758, also known as he Salary Standardization Law, the Boards of the GOCCs Se Salary Standardization Law, the Boards of the GOCCs are still required to obtain the approval of the Presiden of the Republic of the Philippines for their respective compensation systems, which was provided for as early as
1978 through Presidential Decree No. 1597 and reiterated in
d. Undertook the procurement of consultancy services to facilitate the development and management of the transition to the CPCS through the Office of the President Bids and Awards Committee.
9. The GCG also had other initiatives aimed at strengthening its coordination and partnership with key government agencies in pursuit of its mandate as a central advisory, monitoring and oversight body:
a. Creation of a Special Task Force on GOCC Rationalization Plans with the Department of Budget and Managemen (DBM). To date the GCG has worked with the DBM in reviewing the rationalization of MWSS, MIAA, NAPOCOR, PCSO and PhilPost.
b. Coordination with the Civil Service Commission (CSC) towards harmonizing the development of the CPCS under R.A. No. 10149 with Civil Service laws, rules and regulations on issues such as workers' and employees' welfare, compensation, security of tenure, and civil service rules for CESO and non-CESO officials, civil service eligibility rules for GOCC employees, etc.
c. Consultation with the Commission on Audit (COA) on fisca issues and the operational management of specific GOCCs, development of a Uniform Chart of Accounts, clarification of the process for restitution under R.A. No. 10149, and mproving the timeliness of GOCCs in complying with COA requirements for the purpose of the audit report.
d. Coordination with the Privatization and Management Office (PMO) on the monitoring of GOCCs under its care and initial mechanics of the transfer of its privatization functions.
e. Coordination with the Presidential Commission on Good Government (PCGG) regarding surrendered corporations under GCG coverage.
10. The Governance Commission also provided guidance and advice on the encompassing provisions of R.A. No. 10149 to specific departments, agencies and GOCCs, particularly on the following matters: the absence of any employer-employee relationship between Directors/Trustees and the GOCCs where they serve. Pending the development and formal approval by the President of the Republic of the Philippines of the Compensation and Position and Classification System (CPCS) provided in Chapter III of RA. No 10149, Appointive Directors are entitled to per A. No and performance-based incentives only in line with and performance-based incentives only in line with
the classifications and maximum limits provided under the classifications and maximum
Executive Order No. 24, s. 2011.

## Compensation for Appointive Directors

Compensation for Ex Officio Directors

Ex Officio Directors are entitled only to reimbursable expenses in the performance of their functions members of the Boards where they have been duly designated. They are not entitled to per diems or performance-based incentives from the GOCC since their functions as a member on the Board thereof is in performance of the primary functions of their origina office, such as Secretary, Undersecretary, or Assistan Secretary

Ex Officio members of boards of GOCCs refer to those who sit on the board by virtue of their position and ition and without warrant of furt of the GOCC expressly states a specific position in the composition of the Board. Provisions that merely provide for a representative from the government or public sector refer to appointive positions, not ex officio, since an appointment is still necessary to determine exactly who the said representative will be. The representative sits by virtue of his or her appointment and not by virtue of his or her being a public official or employee. The requirement that the representative be a public official or employee is a qualification to the said office, and not a specification of who shall occupy the seat on the Board of the GOCC concerned.

## nterim Procedure on

Compensation of Officers
and Employees pending formulation of the CPCS

Pending the formulation and final approval by the President of the CPCS and in light of the moratorium under Executive Order No. 7, s. 2010, any increase in compensation of Officers and Employees, whether SSLexempt or covered, must be specifically approved by the President upon the recommendation of the Departmen of Budget and Management

| Compensation Structures of SSL-Exempt GOCCs | GOCCs that are SSL-exempt do not have carte blanche authority in adopting and implementing their respective compensation structures. While their compensation structures need not follow the framework of Republic Act No. 6758, otherwise known as the "Salary Standardization Law," their compensation structures must nonetheless be approved / authorized by the President regardless of whether the GOCC is receiving its budget or a part thereof from the government. |
| :---: | :---: |
| State of Collective Bargaining and the Right to Strike in GOCCs created through registration with the Securities and Exchange Commission (SEC) | Collective bargaining and the right to strike is premised on the condition that the compensation can be fixed upon the voluntary agreement of the parties. With the advent of R.A. No. 10149 mandating all GOCCs under its coverage to adhere to the CPCS therein, the relations between the Boards of SEC-registered GOCCs and the personnel of such corporations insofar as compensation is concerned no longer rests on a voluntary basis to allow collective bargaining or exercise of the right to strike. The officers and employees of GOCCs are now in the same situation as the rest of the personnel of government. |
| Directors and Officers Liability Insurance | DOLI taken out by a GOCC from a duly accredited insurance company, such as the GSIS, as a measure of protection from the costs involved in meeting litigation arising from official acts of the Board of Directors and Management constitute legitimate company expenses for a GOCC. |
| Participation of GOCCs in Derivative Suits in relation to their investments in subsidiaries and affiliates | The Boards of GOCCs must exercise their business judgment in determining whether to participate in derivative suits. There is no obligation to participate in such suits. Rather, their duty is to determine, using their business judgment, whether such participation is necessary in protecting the corporation's name, reputation and/or investments or if the gain from such participation is not worth the costs involved. |
| Reclassification of GOCCs under E.O. No. 24, s. 2011 | While E.O. No. 24 is clear on the classification of GOCCs based on average revenues and asset size using audited income statements, the E.O. also allows the GCG to review the classification and provide exceptions in certain cases. For example, the GCG can take into consideration the peculiar situation of the board of a GOCC whose business judgment may have been restricted by the GOCC's charter. |

GOCCs that are SSL-exempt do not have carte blanche compensation structures. While their compensation 6758, ned Law," their compensation structures must nonetheless號 thereof from the government.
Collective bargaining and the right to strike is premised on the condition that the compensation can be fixed dvent of R.A. No 10149 or the paries. W its coverage to adhere to the CPCS therein, the relations en in ped no longer rests on a volu tary basis to allow officers and employees of GOCCs are now in the same tuation as the rest of the personnel of government.
a duly accredited protection from the costs involved in meeting litigation arising from official acts of the Board of Directors and constitute legitimate company expenses

The Boards of GOCCs must exercise their business . in such suits. Rather, their duty is to determine, using ness judgment, whether such participation eputation and/or investments or if the gain from such participation is not worth the costs involved.

While E.O. No. 24 is clear on the classification o GOCCs based on average revenues and asset size the GCG to review the classification and provide exceptions in certain cases. For example, the GCG can of a GOCC whose business judgment may have been restricted by the GOCC's charte
11. The GCG organized the GOCC Governance Day on 06 February 2012 which served as the venue for twenty two (22) GOCCs to remit dividends to the National Treasury. With over two hundred (200) guests as witnesses including Vice President Jejomar Binay, Senator Franklin M Drilon, Congressman Joseph Emilio Abaya, Secretary Cesar Purisima and Treasurer Roberto Tan, the GOCCs turned over a total of $\mp 19.859$ Billion in dividends to President Benigno S. Aquino III.


Congressman Joseph Emilio Abaya, Senator Franklin M. Drilon, Vice President Jejomar Binay, President Benigno S. Aquino III, Finance Secretary Cesar V. Purisima, GCG Chairman Cesar L. Villanueva, and Treasurer Roberto Tan,

Commissioner Ma. Angela E. Ignacio leading the invocation.


The event saw PAGCOR remit dividends to the National Government for the first time, joining MIAA, PPA, CAAP, PNOC, DBP and LBP in the elite Billionaires' Club. MWSS capped the turnaround in its financial performance by turning over $\mp 150$ Million in dividends.


PAGCOR board led by Chairman Cristino Naguiat remitting P1 billion to the National Government.

Table 2
GCG Summary of Maior Activities

| Activity | Objective | Status |
| :---: | :---: | :---: |
| Procurement of consulting services of a firm specializing in the talent management and rewards industry | Facilitate development of the CPCS and ensure that the compensation levels and designs therein are benchmarked against international standards | Undergoing procurement process; Target date for implementation is Third Quarter 2013. |
| Meeting with Boards of GOCCs to determine Balanced Scorecards and Performance Targets | Began institutionalization of the Balanced Scorecards system as the basis for the implementation of Performance-Based Incentives and assessment of the performance of Appointive Directors in relation to possible reappointment | PBI under formulation; Meetings with GOCCs scheduled for June |
| Formulation of ICT GCG Roadmap | Develop ICT capacity of GCG towards development of the ICRS and MIS solutions to facilitate preparation of the shortlist of nominees for appointive directors | Canvassing existing systems and dealing with legal impediments/hurdles in acquiring such technology from other government agencies. |
| Finalizing the list of GOCCs under R.A. No. 10149 | Clean up the official list in order to exclude inoperative/inactive GOCCs | Collecting official documentation to serve as basis for recommendation to the President to issue the necessary instrument for formal closure and removal from the list of such GOCCs |
| Adoption of an Ownership Manual | Provide the policy framework for exercise by the Government of its ownership rights in GOCCs | Pending approval of the President |
| Adoption of a Code of Corporate Governance of GOCCs | Provide the policy framework for the performance by the Board of Directors/Trustees of GOCCs of their duties as a collegial body and clarifying the lines of control of accountability between the Board and Management | Pending approval of the President |
| Adoption of a Fit and Proper Rule for the Members of the Boards of GOCCs | Provide a policy framework for the nomination, shortlisting, and selection of competent and qualified individuals to serve on the Boards of GOCCs | Pending approval of the President |

## The GCG - Moving Forward

The real work for the GCG is just about to begin. With the statutory requirements under R.A. No. 10149 now complied with, the Commission intends to focus on the fulfillment of its other mandates:

1. Establish a performance evaluation system that shall apply to all GOCCs The GCG will work closely with the task force organized under Administrative Order No. 25, s. 2011, which will simplify, harmonize, and boost the monitoring and reporting systems on the performance of national government offices.
2. Develop performance scorecards for each GOCC recognizing that the mandate of each is unique. Metrics to be used will be able to measure 5 Key Perspectives namely: social impact, stakeholders, finance, internal processes, and learning \& grow . The GCG wirs sits ind initiatives tha thould failto woult ficion be consution respective plans.
3. Coordinate and monitor the operations of GOCCs, ensuring alignment and consistency with the national development policies and programs (e.g NEDA's Medium Term Philippine Development Plan and the President's 16-point social contract with the Filipino people)
a. Quarterly review of strategy maps and performance scorecards. In coordination with relevant government agencies, the GCG is set to schedule quarterly reviews of strategy maps and performance scorecards of specific sectors GO.
b. Quarterly review of performance-related policies. The review includes the assessment of compensation of directors and trustees and recommendation of appropriate revisions and actions.
c. The GCG will schedule meetings with the members of the Board of each GOCC to discuss and evaluate their respective strategy maps to ensure that they are aligned with national development policies as well as the President's social contract with the people
4. Review the functions of each GOCC and, upon determination that there is a conflict between the regulatory and commercial functions of a Department or Agency the privatization of the GOCC's commercia Deparment or Agency the privatization of the GOCC s commercial operations, or the transer of the reg antion conflicts of interest Some of the GOCCs that fall under this category and will therefore be reviewed immediately by the GCG include the Manila Water and Sewerage System (MWSS), Local Water Utilitios Administration (LWA) Philippian System ( 1 Socing Cor (LWUA), Philippine Amusement and Gaming Corporation (PAGCOR), and the Philippine Ports Authority (PPA).
5. Evolve a Compensation and Position Classification System (CPCS) for all GOCCs regardless of whether they are SSL-covered or exempt.
6. Establish an Integrated Corporate Reporting System (ICRS) to facilitate the effective and efficient monitoring of GOCCs. The ICRS will meet
the following objectives: (a) to streamline the various corporate reports submitted by GOCCs to the GCG and Service-Wide Agencies to prevent redundancy and ensure consistency in the content of these reports and (b) to harmonize the frequency and timing of submission of corporate reports to harder to reduce the burd on GOCC. The vision is for the rep serve as the central repository of all GOCC data.
7. Conceptualize and help design the corporate governance seminar mandated under the GCG's Fit and Proper Rule and intended to lay the foundation for members of the Governing Boards in the performance of their functions under R.A. No. 10149. It is also meant to help Appointive Directors from the private sector transition to public service.
8. Clarify, update and refine the State Policy on the use of the corporate form as a vehicle for addressing social and economic problems as well as natural monopolies, ${ }^{6}$ and developing the system for measuring the social and economic returns of GOCCs as an additional measure of their performance beyond financial statements.


THE PHILIPPINE GOVERNMENT
CORPORATE SECTOR

Role in the Economy
At the onset, the National Government had employed GOCCs to pursue activities that Awere not adequately serviced by the private sector. Those GOCCs ended up playing very important roles in key industries. Some of the examples and their mandates include the following:

## Banking \& Finance

Development Bank of the Philippines (DBP) - Provide banking services principally catering to the medium and long-term financing needs of agricultural and industrial enterprises in the countryside with emphasis on small and medium-scale industries

Home Guaranty Corporation (HGC) - Operate a credit guaranty program in support of the government's effort to promote home ownership. HGC provides risk guarantees and fiscal incentives for housing credits extended by financing institutions, thereby stimulating the flow of funds from both the government and private sectors for housing and urban development.
Land Bank of the Philippines (LBP) - Serve as the financing arm of the government's agrarian reform program, promote countryside development and engage in full-service commercial banking, financing, leasing real estate, insurance brokering and other related services to personal, commercial, corporate and institutional clients.

## Transport \& Infrastructure

Philippine National Railways (PNR) - Serve as the government instrumentality which will own or operate railroad train ways, bus lines, truck lines, subways, and other kinds of land transportation, vessels, and pipelines, for the purposes of transporting for consideration, passengers, mail and property between any points in the Philippines.
Light Rail Transit Authority (LRTA) - Provide mass rail transit system for the public and primarily responsible for the construction, operation, maintenance and/or lease of light rail transit systems in the Philippines, giving due regard to reasonable requirements of the public transportation system of the country.

## Power

National Power Corporation (NPC) - Perform the missionary electrification functions through its Small Power Utilities Group (SPUG) to manage the watersheds and operate as well as maintain the power generation assets transferred to PSALM pending its disposal, in furtherance of industrial development and of rural electrification in the Philippines.

National Transmission Corporation (TransCo) - Took over the electric transmission function of National Power Corporation and the responsibility for planning, construction, centralized operations as well as the maintenance of high voltage transmission facilities, grid interconnections and ancillary services.

[^3] monopolies or those that are such by the nature of the market and not necessarily the activites of the industry
of the 1986 Constitutional Commission, Vol. $3,262-263$ : Batangas Transportation Co. vs Orlanes, 52 Phil 455 .

11 r

## Nater

Local Water Utilities Administration (LWUA) - Serve as a "specialized lending institution" for the promotion, development and financing of local water utilities with the end view of providing safe, potable and piped drinking water.
Metropolitan Waterworks and Sewerage System (MWSS) - Ensure uninterrupted and adequate supply and distribution of potable water for domestic and other purposes to its consumers at just and equitable rates and to provide and maintain sewerage and sanitation services to the public.

## Agriculture

National Food Authority (NFA) - Engage in the procurement of palay from farmer-producers at such floor or support prices as it may determine for the purpose of stabilizing the price of palay or of maintaining a desirable buffer stock level, provided it has the exclusive authority to import rice when necessary and when authorized by the President.
National Irrigation Administration (NIA) - Mandated to develop, maintain, operate, improve and rehabilitate irrigation systems including communal and pump irrigation projects

## Health

Philippine Heart Center - Enhance the undertaking of research in heart and allied diseases, particularly those affecting the people of Asia, train medical and echnical personnel, and render specialized medical services for the prevention and treatment of heart and allied diseases.

National Kidney and Transplant Institute - Specialize in the prevention, diagnosis, rehabilitation and treatment of kidney as well as allied diseases and to focus on service, training and research in the field of renal diseases through dialysis and transplantation.

Looking at the examples, it appears that the government had the right concept in mind as the country back then badly needed to provide services to the people in industries that were not attractive to the private sector or were natural monopolies. The idea was for government to enter the market first and remain there until such time that it is developed and becomes profitable enough for private companies to take over without prejudicing the social rights of the public, particularly with respect to the costs for the delivery of basic social services.

While this is common practice in many countries, this was abused in the Philippines due to poor regulations and the lack of a clear policy framework with regard to state ownership. This resulted in the proliferation of GOCCs, many of which are either no longer necessary because they have served their purpose or are in sectors that are already well served by the private sector.

## Number of GOCCs

According to a study conducted by the ADB in 2008, there were around thirty seven (37) GOCCs in 1965. The number grew to two hundred and twelve (212) by 1981 and continued unabated, ballooning further to three hundred and three (303) by 1984. The alarming increase in the number prompted President Corazon C. Aquino to undertake reform program in 1988 . This resulted in the streamlining of the government corporate sector with the number of GOCCs falling to 166 by 1992 . When President Benigno S Aquino III took over in 2010, there were approximately 157 GOCCs (excluding Loca Water Districts).

Figure 1
Number of GOCCs


A large amount of government resources had been funneled into GOCCs over the past twenty years. Table 3 shows how the size of the government corporate sector in terms of total assets has increased and why GOCCs need to be monitored closely.

As of 31 December 2010, the total assets of GOCCs, excluding BSP, have reached almost P5 Trillion or over US\$116 Billion. Clearly, GOCCs have great potential in becoming significant tools of the government for economic growth and national development for as long as we ensure that competent Boards of Directors and CEOs manage them properly.

Table 3
Total Assets of the Government Corporate Sector (in $P$ Billions)

| GOCC Sector | 2009 | 2010 |
| :--- | ---: | ---: |
| Covered Under R.A. No. 10149 |  |  |
| Government Financial Institutions | $2,196.181$ | $2,385.013$ |
| Social Services and Housing | 51.636 | 62.010 |
| Land and Water Resources | 229.491 | 237.848 |
| Power | $1,608.847$ | $1,711.083$ |
| Support Services | 4.193 | 4.042 |
| Commercial, Trade and Tourism | 48.062 | 49.531 |
| Transport, Infra, Communications | 413.492 | 426.092 |
| Excluded from R.A. No. 10149 |  |  |
| Research Institutions | 11.661 | 12.027 |
| Economic Zone Authorities | 47.771 | 49.348 |
| BSP attached agency and subsidiary | 1.978 | 2.356 |
| Dissolved/Liquidated/Inactive | 4.441 | 4.770 |
| TOTAL | $\mathbf{4 , 6 1 7 . 7 5 2}$ | $\mathbf{4 , 9 4 4 . 1 2 1}$ |

Source: COA Annual Audit Report, CY 2010

## Total Liabilities

The total liabilities of the government corporate sector have also reached alarming levels. Table 4 below shows that it has increased from 尹3.2 Trillion in 2009 to $₹ 3.46$ Trillion in 2010.

GOCCs continue to pose fiscal risks to the government given that the liabilities of the entire government corporate sector have increased to forty one percent (41\%) of GDP as of 2010. The combined amount of liabilities of the fourteen (14) closely monitored GOCCs is almost twenty percent ( $20 \%$ ) of GDP for that same year. Rigorous monitoring of these is almost twenty percent (20\%) of GDP for that same year. Rigorous monitoring of these GOCCs is necessary due to their impact on the country's fiscal balance and to ensure that
the borrowing activities of GOCCs result in at least significant social and economic returns the borrowing activities
for the Filipino people.

Table 4
Government Corporate Sector Liabilities
(in $P$ Billions)

| GOCC Sector | 2009 | 2010 |
| :--- | ---: | ---: |
| Covered Under R.A. No. 10149 |  |  |
| Government Financial Institutions | 989.752 | $1,049.950$ |
| Social Services and Housing | 15.867 | 18.777 |
| Land and Water Resources | 246.744 | 269.358 |
| Power | $1,300.351$ | $1,421.465$ |
| Support Services | 2.603 | 2.498 |
| Commercial, Trade and Tourism | 28.281 | 27.319 |
| Transport, Infra, Communications | 219.838 | 234.004 |
| Excluded from R.A. No. 10149 |  |  |
| Research Institutions | 3.284 | 3.221 |
| Economic Zone Authorities | 17.365 | 17.671 |
| BSP attached agency and subsidiary | 416.664 | 416.788 |
| Dissolved/Liquidated/Inactive | 0.147 | 0.051 |
| TOTAL | $\mathbf{3 , 2 4 0 . 8 9 7}$ | $\mathbf{3 , 4 6 1 . 1 0 1}$ |

Source: COA Annual Audit Report, CY 2010

## Net Worth

Given the total assets and liabilities of the GOCCs, the net worth of the government corporate sector amounted to P1.369 Trillion in 2009 and increased to ${ }^{\text {P1.476 Trilion in }}$ 2010. Unaudited financial statements of 129 GOCCs for FY2011 show a total net worth P1.581 Trillion.

Figure 2
Net Worth of GOCCS


Table 5
Liabilities of 14 Closelv Monitored GOCCs
(in $P$ Billions)

| GOCCs | 2010 | \% of GDP |
| :--- | ---: | ---: |
| National Power Corporation*** |  |  |
| a. NPC | 330.47 | $3.88 \%$ |
| b. TransCo | 13.98 | $0.16 \%$ |
| c. PSALM | 891.65 | $10.47 \%$ |
| Philippine National Oil Company | 6.00 | $0.07 \%$ |
| Metropolitan Waterworks \& Sew. System | 21.88 | $0.26 \%$ |
| National Irrigation Administration | 41.89 | $0.49 \%$ |
| National Development Company | 9.47 | $0.11 \%$ |
| Light Rail Transit Authority | 69.23 | $0.81 \%$ |
| Local Water Utilities Administration | 12.22 | $0.14 \%$ |
| National Electrification Administration | 14.84 | $0.17 \%$ |
| National Housing Authority | 9.62 | $0.11 \%$ |
| Philippine National Railways | 24.96 | $0.29 \%$ |
| Philippine Ports Authority | 16.26 | $0.19 \%$ |
| Nati، In Billion PhP ity | 178.41 | $2.10 \%$ |
| Philippine Economic Zone Authority | 1.55 | $0.02 \%$ |
| Home Guaranty Corporation | 25.52 | $0.30 \%$ |
| TOTAL | $\mathbf{1 , 6 6 7 . 9 5}$ | $\mathbf{1 9 . 5 9 \%}$ |

Notes:

1. Total Liabilities for 2010 are based on COA Annual Audit Reports C.Y. 2010.
2. GDP figures are sourced from the Development Budget Coordination Committee's "Fiscal Risks Statement C.Y. 2012"
3. Nominal GDP is used, with C.Y. 1985 as base year. This is the base year followed by DBCC Please note that the National Statistical Coordination Board (NSCB) has adopted C.Y. 2000 as base year starting from May 12, 2011
4. National Power Corporation (NPC) figure includes NPC, TransCo and PSALM counted as one corporation.

## Government Financial Support to GOCCs

The fact that government has been constantly extending financial support to the GOCC sector cannot entirely be blamed on the Governing Boards and officers of GOCCs. The lack of an appropriate State Policy on the use of GOCCs to undertake development projects and deliver social services is perhaps the most basic problem. It is evident that in the past, many GOCCs were either given mandates or directed to implement projects that were not very well studied and planned in terms of feasibility, execution, fund sourcing and sustainability. Coupled with lax supervision, this has resulted in the proliferation of GOCCs with many requiring regular government support either for their debt servicing requirements or funding their operations.

The government provides financial support to GOCCs in three ways:

1. Subsidy - The amounts granted to GOCCs from the national government's General Fund, to cover either operational expenses that are not supported by corporate revenues or corporate deficits and losses
2. Equity - Pertains to the amount received by GOCCs as payment of capita subscriptions, and generally capital investment of the National Government in said corporations which form part of their capitalization
3. Net Lending - Refers to the advances made by the National Government for the servicing of guaranteed and re-lent domestic and foreign borrowings of GOCCs.

> It will be useful to look at some examples to illustrate the problem:

National Food Authority (NFA) - The NFA has been a regular recipient of government subsidy for its operations because of the unsustainable nature of its "buy high, sell low" policy, which does not allow full cost recovery from its selling price. Such policy is warranted by its primary function of ensuring the food security of the country and the stability of supply and price of rice.
National Housing Authority (NHA) - The NHA likewise regularly receives funding from the government as it performs its mandate of implementing the relocation programs of the government with very minimal sources of revenues.
Philippine Health Insurance Corporation (PhilHealth) - The government provides financial support for the indigents under the government's Sponsored Program.
Land Bank of the Philippines (LBP) - LBP receives government funding because in addition to its mandate of promoting countryside development, it has also been tasked to act as the implementing agency for the Comprehensive Agrarian Reform Program (CARP).
Philippine National Railways (PNR) - PNR is a major recipient of subsidies because of the capital-intensive nature of its mandate that is financially not viable given the challenges and regulations surrounding its ability to charge the appropriate fares.

## Subsidy

The National Government has continued to subsidize the operations of quite a number of GOCCs. Data from the Bureau of the Treasury (BTr) shows an increase in the level of subsidies of $493 \%$ from P9.064 Billion in 2000 to P53.705 Billion in 2011.

Figure 3
Subsidies to GOCCs from 2000-2011


During the last twelve (12) years (2000-2011), the government has provided a total F $₹ 221.9$ Billion in subsidy to fifty nine (59) GOCCs with NHA, LBP, NFA, PHIC, LRTA, NEA, NPC, NHMFC, PNR and PCA emerging as the top ten (10) most heavily subsidized GOCCs. It is important to note however that, as discussed earlier, most of these GOCCs are victims of the State's lack of policy on the use of GOCCs to undertake development projects and deliver social services. With no sustainable source of revenues to fund projects and deliver social services. With no sustainable source of revenues to fund
these projects, these GOCCs naturally need regular subsidies to enable them to continue performing their mandates.

The two most heavily subsidized sectors in 2009 and 2010 were: (1) Land and Water Resources ( $P 8.538$ Billion in 2009 and $\operatorname{F9.792}$ Billion in 2010) on account of NFA and NLDC; and (2) Social Services and Housing ( $P 4.202$ Billion in 2009 and $₹ 3.670$ Billion in 2010) due to the NHA.

In 2011, subsidies to GOCCs more than doubled to $\mp 53.6$ billion as the government implemented an accelerated spending program to help pump prime the domestic economy. Social Services and Housing topped the list with P16.978 Billion as the subsidy to NHA alone jumped to $\mathcal{F} 16.197$ Billion. The government continues to support the sector as the housing backlog persists. The Philippines' public spending on housing is still one of the lowest in Asia. ${ }^{7}$ The poor returns in this area may be attributed to the lack of both clarity
on the role of government in providing access to housing opportunities and services and systems for measuring the effectiveness of programs. ${ }^{8}$

The Government Financial Institutions sector came in second with P15.704 Billion as Land Bank, acting as the implementing agency for the Comprehensive Agrarian Reform Program, was allocated $₹ 7.932$ Billion for the same year.

| Table 6Subsidies to the Government Corporate Sector(in F Millions) |  |  |  |
| :---: | :---: | :---: | :---: |
| GOCC Sector | 2009 | 2010 | 2011 |
| Covered Under R.A. No. 10149 |  |  |  |
| Government Financial Institutions | 1,117 | 4,081 | 15,704 |
| Social Services and Housing | 4,202 | 3,670 | 16,978 |
| Land and Water Resources | 8,538 | 9,792 | 6,370 |
| Power | 524 | 1,035 | 8,294 |
| Support Services | 0 | 0 | 0 |
| Commercial, Trade and Tourism | 259 | 581 | 213 |
| Transport, Infra, Communications | 1,302 | 296 | 2,919 |
| Excluded from R.A. No. 10149 |  |  |  |
| Research Institutions | 1,358 | 1,496 | 3,110 |
| Economic Zone Authorities | 139 | 54 | 117 |
| TOTAL | 17,439 | 21,005 | 53,705 |

## Equity

Data from the BTr showed that the government's cumulative equity investments as of end- December 2011 to sixty four (64) GOCCs amounted to 182.6 Billion. It must be noted however that due to budget constraints, some of these GOCCs never received the full capitalization committed by the government in the first place. As a result, operations of these GOCC s were severely hampered by the lack of capital and were therefore unable to effectively pursue functions provided for by their charters. Some Equity releases therefore in the past years were merely to fund the unpaid balance of the government's subscription.

Equity infusion by the government in GOCCs increased by 58\% from P1.359 Billion in 2009 to $₹ 2.149$ Billion in 2010. This increased further to $₹ 2.889$ Billion in 2011 as the government gave the Home Guaranty Corporation a total of $\mathcal{P} 900$ Million partial equity infusion for its credit insurance and mortgage guarantee operations, Philippine Postal Corporation - $\mathrm{F}^{2} 479$ Million as partial payment of its balance of unpaid subscription amounting to $₹ 1.2$ Billion and $₹ 153$ Million to HSDC.

Table 7
Equity Infusion to the Government Corporate Sector
(in $\mathcal{P}$ Millions)

| GOCC Sector | 2009 | $\mathbf{2 0 1 0}$ | $\mathbf{2 0 1 1}$ |
| :--- | ---: | ---: | ---: |
| Covered Under R.A. No. 10149 |  |  |  |
| Government Financial Institutions | 330 | 647 | 1,628 |
| Social Services and Housing | 300 | 0 | 0 |
| Land and Water Resources | 0 | 0 | 153 |
| Power | 0 | 0 | 0 |
| Support Services | 0 | 0 | 0 |
| Commercial, Trade and Tourism | 0 | 0 | 0 |
| Transport, Infra, Communications | 0 | 0 | 479 |
| Excluded from R.A. No. 10149 |  |  |  |
| Research Institutions | 0 | 0 | 0 |
| Economic Zone Authorities | $\mathbf{7 2 9}$ | $\mathbf{1 , 5 0 2}$ | 629 |
| TOTAL | $\mathbf{1 , 3 5 9}$ | $\mathbf{2 , 1 4 9}$ | $\mathbf{2 , 8 8 9}$ |

## Net Lending

Data from the BTr showed that Net Lending to GOCCs almost doubled from P9.258 Billion in 2010 to 18.055 Billion in 2011 as more guaranteed borrowings fell due. The NFA accounted for the largest share with $₹ 8$ Billion

GOCCs under the Transportation, Infrastructure and Communications sector also accounted for a large part of the advances particularly LRTA, Northrail and PNR. Northrail received 尹392 Million for the payment of the amortizations of its loans used to finance the first phase of the rehabilitation of the train line connecting Metro Manila to provinces in Northern Luzon. LRTA and PNR received $₹ 3.04$ Billion and $₹ 689$ Million, respectively.

A large portion of the NG Advances is also accounted for by the GOCCs under the Land and Water Resources sector (i.e. NIA) and the Power sector (i.e. NPC) in relation to BOT projects undertaken (e.g. Casecnan project).

| GOCC Sector | 2009 | 2010 | 2011 |
| :--- | ---: | ---: | ---: |
| Covered Under R.A. No. 10149 |  |  |  |
| Government Financial Institutions | -42 | 22 | 236 |
| Social Services and Housing | 230 | 172 | 191 |
| Land and Water Resources | 4,096 | 3,757 | 10,767 |
| Power | $-3,103$ | 1,379 | 2,482 |
| Support Services | 0 | 0 | 0 |
| Commercial, Trade and Tourism | 69 | 64 | 61 |
| Transport, Infra, Communications | 3,586 | 3,858 | 4,131 |
| Excluded from R.A. No. 10149 |  |  |  |
| Research Institutions | 0 | 0 | 0 |
| Economic Zone Authorities | 2 | 90 | 237 |
| Others | 226 | -84 | -50 |
| TOTAL | 5,064 | 9,258 | 18,055 |

## Inancial Returns from GOCCs

## Net Income

Net Income of GOCCs reached $₹$ 123 Billion in 2010, a decline of $6.8 \%$ from $₹ 132.6$ Billion in 2009. The performance of the sectors were mixed with Government Financia Institutions and Land and Water Resources showing improvements while Power and Transportation, Infrastructure and Communications deteriorated.

The net income from the Power sector fell by $₹ 20$ Billion. A significant portion of the decline is attributed to PSALM due to the non-recurring nature of its revenues in 2009 relating to the privatization of its generation assets. BCDA and LRTA led the decline in the net income of the Transportation, Infrastructure and Communications sector as both booked significantly higher foreign exchange losses and depreciation expenses.

The net income for 2011 based on unaudited figures submitted by 129 GOCCs is F149 Billion.

Data from the BTr shows that dividends from GOCCs (including the BSP) increased by an average of $33.5 \%$ in the last five years. There was a marked improvement in the dividends for 2011 as the Aquino administration improved its monitoring of GOCCs. The DOF led the effort by introducing the GOCC Dividend Day and strictly enforcing the provisions of R.A. No. 7656 , even going after the arrears of some GOCCs. This netted the government a record $₹ 28.7$ Billion in dividends for the year.

> Figure 4
> Dividends from 2007-2011

## Dividends

GOCCs are required to declare dividends to the National Government under Republic Act No. 7656, to wit:

Sec. 3. Dividends. - All government-owned or -controlled corporations hall declare and remit at least fifty percent (50\%) of their annual net earnings a cash, stock or property dividends to the National Government. This section shal also apply to those government-owned or -controlled corporations whose profit distribution is provided by their respective charters or by special law, but shal exclude those enumerated in Section 4 hereof: Provided, That such dividends accruing to the National Government shall be received by the National Treasury and recorded as income of the General Fund

Sec. 4. Exemptions. - The provisions of the preceding section notwithstanding, government-owned or -controlled corporations created or organized standing, government-owned or -controlled corporations created or organized and the benefit of its members, shall not be covered by this Act such as, but not limited to: the Government Service Insurance System, the Home Development Mutual Fund, the Employees Compensation Commission, the Overseas Workers Welfare Administration, and the Philippine Medical Care Commission.

Table 9
Net Income of GOCCs
(in ${ }^{P}$ Millions)

| GOCC Sector | $\mathbf{2 0 0 9}$ | $\mathbf{2 0 1 0}$ | 2011* |
| :--- | ---: | ---: | ---: |
| Covered Under R.A. No. 10149 |  |  |  |
| Government Financial Institutions | 116,891 | 126,265 | 126,021 |
| Social Services and Housing | 3,673 | 1,797 | 4,748 |
| Land and Water Resources | $-25,602$ | $-13,389$ | 787 |
| Power | 30,088 | 10,027 | 9,127 |
| Support Services | 68 | -30 | -101 |
| Commercial, Trade and Tourism | 1,496 | 3,402 | 4,950 |
| Transport, Infra, Communications | 4,678 | $-6,186$ | 2,117 |
| Excluded from R.A. No. 10149 |  |  |  |
| Research Institutions | 256 | 450 | 565 |
| Economic Zone Authorities | 350 | -82 | 930 |
| BSP Attached Agency and Subsidiary | -237 | -256 | -288 |
| Dissolved/Liquidated/Inactive | 941 | 1484 | 0 |
| TOTAL | $\mathbf{1 3 2 , 6 0 4}$ | $\mathbf{1 2 3 , 4 8 1}$ | $\mathbf{1 4 8 , 8 5 4}$ |

2011 Figures based on Unaudited Financial Statements submitted to the GCG by 129 GOCCs


For 2012, the first batch of dividends was remitted last February 2012 during the $2^{\text {nd }}$ GOCC Day. Twenty-two (22) GOCCs turned over a total of $\mathcal{F} 19.859$ Billion in dividends to the National Treasury

Table 10
2012 GOCC Dav Dividends

| GOCC Name | Amount (FM) |
| :--- | ---: |
| National Housing Authority (NHA) | 7.30 |
| National Home Mortgage Finance Corporation (NHMFC) | 18.00 |
| Social Housing Finance Corporation (SHFC) | 26.88 |
| Mactan-Cebu International Airport Authority (MCIAA) | 48.00 |
| Cebu Port Authority (CPA) | 50.00 |
| National Development Company (NDC) | 50.00 |
| Trade and Investment Development Corporation (TIDCORP) | 65.00 |
| National Livelihood Development Corporation (NLDC) | 70.00 |
| Clark Development Corporation (CDC) | 100.00 |
| Philippine Leisure and Retirement Authority (PLRA) | 106.19 |
| Metropolitan Waterworks and Sewerage System (MWSS) | 150.00 |
| Philippine Economic Zone Authority (PEZA) | 276.58 |
| Philippine Deposit Insurance Corporation (PDIC) | 470.00 |
| Bases Conversion Development Authority (BCDA) | 504.00 |
| Philippine Reclamation Authority (PRA) | 700.00 |
| Philippine Amusement and Gaming Corporation (PAGCOR) | $1,000.00$ |
| Manila International Airport Authority (MIAA) | $1,142.28$ |
| Philippine Ports Authority (PPA) | $1,200.00$ |
| Civil Aviation Authority of the Philippines (CAAP) | $1,362.98$ |
| Philippine National Oil Company (PNOC) | $3,500.00$ |
| Development Bank of the Philippines (DBP) | $4,012.20$ |
| Land Bank of the Philippines (LBP) | $5,000.00$ |
| TOTAL | $\mathbf{1 9 , 8 5 9 . 4 1}$ |



28 June 2012
CLASSIFICATION OF GOCCs BY SECTORS
I. GOVERNMENT FINANCIAL INSTITUTIONS (GFIS)

1. Al-Amanah Islamic Investment Bank of the Philippines
2. Credit Information Corporation
3. DBP Leasing Corporation
4. Development Bank of the Philippines
5. Employees Compensation Commission
6. Government Service Insurance System
7. GSIS Family Bank
8. Home Development Mutual Fund (Pag-IBIG)
9. Home Guaranty Corporation
10. Land Bank of the Philippines
11. LBP Financial Services SpA (Rome, Italy)
12. LBP Insurance Brokerage, Inc.
13. LBP Leasing Corporation
14. LBP Remittance Company (USA)
15. Masaganang Sakahan, Inc.
16. Millenium Challenge Corporation
17. National Home Mortgage Finance Corporation
18. People's Credit and Finance Corporation
19. Philippine Crop Insurance Corporation
20. Philippine Deposit Insurance Corporation
21. Philippine Export-Import Credit Agency (Philexim formerly TIDCORP)
22. Philippine Health Insurance Corporation
23. Philippine Postal Savings Bank, Inc.
24. Philpost Leasing and Financing Corporation
25. Quedan \& Rural Credit Guarantee Corporation
26. Small Business Guarantee and Finance Corporation
27. Social Housing Finance Corporation
28. Social Security System

## II. SOCIAL SERVICES AND HOUSING

29. Boy Scouts of the Philippines
30. Cultural Center of the Philippines
31. Development Academy of the Philippines
32. Girl Scouts of the Philippines
33. HGC Subic Corporation
34. National Housing Authority
35. Performance Investment Corporation (PCGG)
36. Philippine Charity Sweepstakes Office
37. Philippine Institute of Traditional and Alternative Health Care
38. Philippine Veterans Assistance Commission
39. PITC Pharma, Inc.
40. Technology and Livelihood Resources Center

## III. LAND AND WATER RESOURCES

41. Batangas Land Company, Inc.
42. Batong Buhay Gold Mines, Inc. (PMO)
43. Bukidnon Forest, Inc.
44. Food Terminal, Inc.
45. G.Y. Real Estate, Inc
46. Human Settlements Development Corporation
47. Independent Realty Corporation (PCGG)
48. Integrated Feedmills Manufacturing Corporation
49. Kamayan Realty Corporation
50. Laguna Lake Development Authority
51. Local Water Utilities Administration
52. Menzi Development Corporation (PMO)
53. Metropolitan Waterworks and Sewerage System
54. Mid-Pasig Land Development Corporation (PCGG)
55. National Agri-Business Corporation
56. National Dairy Authority
57. National Food Authority
58. National Irrigation Administration
59. National Livelihood Development Corp. (Merged Livecor and NLSF)
60. National Sugar Development Company (PMO)
61. National Tobacco Administration
62. Natural Resources Development Corporation
63. North Davao Mining Corporation (PMO)
64. Northern Foods Corporation
65. Philippine Coconut Authority
66. Philippine Fisheries Development Authority
67. Philippine Forest Corporation
68. Philippine Fruits and Vegetables Industries, Inc
69. Philippine Mining Development Corporation (formerly NRMDC
70. Philippine Sugar Corporation
71. Phividec Panay Agro-Industrial Corp
72. Pinagkaisa Realty Corporation
73. San Carlos Fruits Corporation
74. Sugar Regulatory Administration

## IV. POWER

75. National Electrification Administration
76. National Power Corporation
77. National Transmission Corporation
78. Philippine National Oil Company
79. PNOC Alternative Fuel Corp
80. PNOC Exploration Corporation
81. PNOC Renewables Corporation
82. Power Sector Assets and Liabilities Management Corporation

## V. SUPPORT SERVICES

83. BCDA Management and Holdings, Inc.
84. DBP Data Center, Inc
85. DBP Management Corporation
86. Land Bank Countryside Dev’t Foundation, Inc.
87. LBP Resources and Development Corporation
88. Metro Transit Organization, Inc.
89. NIA Consult, Inc
90. PNOC Development and Management Corporation
91. PNOC Shipping and Transport Corporation
92. Poro Point Management Corporation

## VI. COMMERCIAL, TRADE AND TOURISM

93. Bataan Technological Park, Inc.
94. Center for International Trade Expositions and Missions, Inc
95. Clark Development Corporation
96. Chemfields, Inc. (PCGG)
97. Corregidor Foundation, Inc
98. Cottage Industry Technology Center
99. Duty Free Philippines Corporation
100. First Centennial Clark Corporation
101. Freeport Services, Inc.
102. John Hay Management Corporation
103. Manila Gas Corporation
104. Marawi Resort Hotel, Inc.
105. National Development Company
106. Nayong Pilipino Foundation, Inc.
107. Partido Development Administration
108. Paskuhan Development, Inc
109. Phil. Centennial Expo ‘98 Corp. (Expo Filipino)
110. Philippine Amusement and Gaming Corporation
111. Philippine International Trading Corporation
112. Philippine Leisure and Retirement Authority
113. Philippine Veterans Investment Development Corporation
114. Southern Philippines Development Authority
115. Tourism Infrastructure \& Enterprise Zone Authority (formerly PTA)
116. Tourism Promotions Board (formerly PCVC)

## VII. TRANSPORTATION, INFRASTRUCTURE AND COMMUNICATIONS

117. Alabang-Sto. Tomas Development, Inc.
118. APO Production Unit, Inc.
119. Aviation Services and Training Institute
120. Banahaw Broadcasting Corporation (PCGG)
121. Bases Conversion Development Authority
122. Cebu Port Authority
123. Civil Aviation Authority of the Philippines
124. Clark International Airport Corporation
125. First Cavite Industrial Estate, Inc.
126. International Broadcasting Corporation (IBC-13) (PCGG)
127. Light Rail Transit Authority
128. Mactan-Cebu International Airport Authority
129. Manila International Airport Authority
130. NDC-Philippine Infrastructure Corporation
131. North Luzon Railway Corporation
132. Panay Railways Inc.
133. PEA Tollway Corporation
134. People's Television Network, Inc.
135. Philippine Aerospace Development Corporation
136. Philippine National Construction Corporation
137. Philippine National Railways
138. Philippine Ports Authority
139. Philippine Postal Corporation
140. Philippine Reclamation Authority (Formerly PEA)

## VIII. GOCCs EXCLUDED FROM THE COVERAGE OF RA NO. 10149 Bangko Sentral ng Pilipinas

141. Central Bank - Board of Liquidators
142. Philippine International Convention Center, Inc

## Research Institutions

143. Lung Center of the Philippines
144. National Kidney and Transplant Institute
145. Philippine Center for Economic Developmen
146. Philippine Children's Medical Center
147. Philippine Heart Center
148. Philippine Institute for Development Studies
149. Philippine Rice Research Institute

## Economic Zone Authorities

150. Aurora Pacific Economic and Freeport Zone Authority
151. Authority of Freeport Area of Bataan
152. Cagayan Economic Zone Authority
153. Philippine Economic Zone Authority
154. Phividec Industrial Authority
155. Subic Bay Metropolitan Authority
156. Zamboanga City Special Economic Zone Authority

By Supreme Court Decision
157. Radio Philippines Network (RPN-9)

## IX. DISSOLVED / LIQUIDATED / INACTIVE

158. Anchor Estate, Inc
159. GSIS Mutual Fund, Inc
160. GSIS Properties, Inc.
161. Meat Packing Corporation of the Philippines

##  <br> GOVERNANCE COMMISSION

for government owned or controlled corporations
GCG MEMORANDUM CIRCULAR NO. 2012-01.
TO
The Chairpersons and the CEOs (Highest Ranking Corporate Executive) of All GOCCs Covered by RA No. 10149

SUBJECT : Inventory-Taking from Goccs Covered by RA No. 10149, "GOCC Governance Act of 2011," in Preparation for the Ownership and Operations Manual and Code of Corporate Standards Governing GOCCs
DATE 08 FEBRUARY 2012

## 1. GOCC Ownership and Operations Manual and GOCC Code of Corporate

 Governance1.1. Under Section 5(c) of RA No. 10149, the Commission is mandated to adopt, in consultation with the relevant government agencies and stakeholders, an Ownership and Operations Manual and Corporate Standards Governing GOCCs (the "Manual") which shall be consistent with the NEDA Medium-Term Philippine Development Plan, and shall include, among other things:
(a) Objectives of State Ownership;
(b) Role of National Government in the governance of GOCCs;
(c) Modes of Implementation of the Ownership Policy;
(d) Guidelines on the monitoring of the operations of all GOCCs including their related corporations, which shall include:

- Strategy Maps
- Charter Statements
- Performance Commitments
- Other Mechanisms
(e) The roles, relationships and responsibilities of the State, the Government Agencies to which the GOCC is attached, and the GOCC
(f) Disclosure and transparency requirements;
(g) Code of Ethics of Directors and Officers;
(h) Creation of Board Committees and Similar Oversight Bodies;
(i) Integrated Corporate Reporting System;
(j) Statement of Social Responsibilities of the GOCC; and
(k) Such other matters as the GCG may deem proper to include in the Ownership Policy.

2. Submission of GOCC Corporate Documents and Data
2.1. In order to allow the Commission to proceed in an orderly and timely manner in fulfilling its mandate as discussed above, all GOCCs, through their Board of

### 2.1.1. In electronic form and duly notarized hard copy:

(a) GOCC Corporate Information Sheet (GCIS) that can be downloaded from http://www.gcggov.com. Please save the accomplished GCIS in a CD
2.1.2 In electronic form only:
(a) For Chartered GOCCs: latest version of the Charter, as a PDF file
(b) For Non-Chartered GOCCs, as PDF files

- Articles of Incorporation
- By-Laws
- SEC Certificates of Registration
- Latest General Information Sheet (GIS) for Non-Chartered GOCCs
(c) Audited Financial Statements for the last five (5) years, in Excel format, including
- Separate Listing of Outstanding Loans, and the nature of Government Guarantees, if any
- Separate Listing of Equity and Subsidies received from the National Government Subsidies
- Separate Listing and Complete Description of Projects and Activities covering the delivery or rendering of non of the treatment (subsidy, equity or others) of the fund received from the National Government
(d) Other Corporate Governance Related Documents, as PDF files, if formally adopted:
- Organizational Chart
- Charter Statement/ Mission-Vision Statement
- Ownership Manual
- Formally Adopted Manual of Corporate Governance or its equivalent
- Performance Evaluation System
- Performance Scorecard
- Strategy Map
- Code of Ethics of Directors and Officers

BY AUTHORITY OF THE COMMISSION:
(DCS) which shall pursue the principles laid out in Executive Order No. 7, s. 201112 using as starting point the base figures contained in Executive Order No. 24, s. 2011 (E.O. 24), ${ }^{13}$ and implementing the principles contained in the relevant provisions of R.A. 10149.
3. In the interim, the terms of E.O. 24, together with other relevant statutory provisions as indicated hereunder, constitute the rules and regulations pertaining to entitlement to per diems and other forms of compensation, as well as the limitation on the right to obtain reimbursements for expenses incurred, of members of the Governing Boards of GOCCs, unless otherwise formally amended or revised by the Commission pursuant to its power under Sections 20 and 23 of R.A. 10149.
II. Bases for the Revised Interim Rules on Per Diem and Other Compensation Entitlements of Directors'/Trustees' of GOCC Boards

1. Formal Adoption of E.O. 24. - A copy of E.O. 24 is attached hereto and made an integral part of this Memorandum as Annex A, and the particular provisions thereof as indicated immediately hereunder, including the contents of this Memorandum, are hereby formally promulgated as the "Revised Interim Rules on Per Diem and Other Compensation Entitlements of Directors'/Trustees' of GOCC Boards Covered by R.A. 10149," thus:

Section 1. Policy Considerations<br>Section 2. Definition of Terms<br>Section 3. General Provisions<br>Section 6. GOCC Classification<br>Section 7. Compensation of Members of the Board of Directors/Trustees<br>Section 8. Compensation Structure<br>Section 9. Per Diems for Board Meetings<br>Section 10. Per Diems for Committee Meetings<br>Section 12. Reimbursable Expenses

1.1. Performance-Based Incentives (PBIs) for GOCCs Boards as allowed under Section 11 of E.O. 24 are suspended until a comparative and comprehensive study has been undertaken by the GCG, with the results of which shall form part of the DCS that shall be promulgated as an integral part of the CPCS for GOCCs.

[^4]Restitution Rule. - The applicable rule on Restitution shall be Section 24 of R A. 10149 which provides:

SEC. 24. Restitution. - Upon the determination and report of the Commission on Audit (COA) that properties or monies belonging to the GOCC are in the possession of a member of the Board or Officer without authority, or that profits are earned by the member of the Board or Officer in violation of the fiduciary duty, or the aggregate per diems, allowances and incentives received in a particular year are in excess of the limits provided under this Act, the member of the Board or Officer receiving such properties or monies shall return the same to the GOCC.

Failure to make the restitution within thirty (30) days after a written demand has been served shall, after trial and final judgment, be punished by an imprisonment of one (1) year and a fine equivalent to twice the amount to be restituted and in the discretion of the court of competent jurisdiction, disqualification to hold public office
3. Constitutional Provisions Applicable. - The following provisions of the 1987 Constitution, as they are applicable to the GOCCs covered by R.A. 10149, are hereby made an integral part of the Revised Interim Rules, thus:
3.1. Section 6, Article VII, containing the Rule on the Salaries and Other Emolument Entitlement of the President and the Vice President of the Philippines:

## ARTICLE VII

EXECUTIVE DEPARTMENT
Sec. 6. The President shall have an official residence. The salaries of the President and Vice-President shall be determined by law and shall not be decreased during their tenure. No increase in said compensation shall take effect until after the expiration of the term of the incumbent during which such increase was approved. Thev shall not receive during their tenure any other emolument from the Government or any other source. ${ }^{14}$
3.2. Sections 3 and 13, Article VII, containing the Cabinet Rule Against Dual or Multiple Offices or Employment Covering the President, Vice President, the Members of the Cabinet and their Deputies and Assistants:

ARTICLE VII

## EXECUTIVE DEPARTMENT

Sec. 3. x xx. The Vice-President mav be appointed as a Member of the Cabinet. Such appointment requires no confirmation.

Sec. 13. The President, Vice-President, the Members of the Cabinet, and their deputies or assistants shall not, unless otherwise provided in this Constitution, hold any other office or employment during their tenure. They shall not, during said tenure, directly or indirectly,

## Emphasis supplied

practice any other profession, participate in any business, or be financially interested in any contract with, or in any franchise or special privilege granted by the Government or any subdivision, agency, or instrumentality thereof, including government-owned or controlled corporations or their subsidiaries. They shall strictly avoid conflict of interest in the conduct of their office.

The spouse and relatives by consanguinity or affinity within the fourth The spouse and relatives by consanguinity or affinity within the fourth
civil degree of the President shall not, during his tenure, be appointed as Members of the Constitutional Commissions or the Office of the orbuna or as Sectaries, Undersecretaries, Chairmen or heads of bureaus or offices, includ
3.3. Sections 7, Article IX-B, containing the General Rule Against Dual or Multiple Offices or Employment of Public Officials, Not Covering Cabinet Officials, thus:
ARTICLE IX-BI

THE CIVIL SERVICE COMMISSION
Sec. 7. $\mathrm{x} x \mathrm{x}$ Unless otherwise allowed by law or by the primary functions of his position, no appointive official shall hold any other office or employment in the Government or any subdivision, agency corporations or their subsidiaries.
3.4. Section 8, Article IX-B, providing for the Rule Against Additional or Double Compensation for Public Officials and Employees

ARTICLE IX
B. THE CIVIL SERVICE COMMISSION

Sec. 8. No Elective or appointive public officer or employee shall receive additional, double, or indirect compensation, unless specifically authorized by law, nor accept without the consent of the Congress, any present, emolument, office, or title of any kind from any foreign government.

Pensions or gratuities shall not be considered as additional, double, or indirect compensation.
4. Administrative Code Provisions Applicable. - The following provisions of the Administrative Code of $1987^{17}$ are hereby made an integral part of the Revised Interim Rules, thus:
4.1. Section 56 of Book V, Title I, Subtitle A (Civil Service Commission), Chapter 7, on the Rule Against Additional or Double Compensation:

Sec. 56. Additional or Double Compensation. - No elective or appointive public officer or employee shall receive additional or double compensation

## ${ }^{16}$ Emphasis supplied.

I6Emphasis supplied.
"Fxecutive Order No. 292, 25 July 1987 , which was made effective on 23 November 1989 by Proclamation No. 495 of
the Office of the President of even date.
unless specifically authorized by law nor accept without the consent of the President, any present, emolument, office, or title of any kind from any foreign state.

Pensions and gratuities shall not be considered as additional, double r indirect compensation. ${ }^{18}$
4.2. Section 49 of Book IV (The Executive Branch), Chapter 10, on the Rule Limiting to Two Additional Positions Where Multiple Positions is Allowed for Members of the Executive Branch, thus:

Sec. 49. Inhibitions Against Holding More than Two Positions. - Even if allowed by law or by the primary functions of his position, a member of the Cabinet, undersecretary, assistant secretary and other appointive official of the Executive Department may, in addition to his primary position. hold not more than two positions in the government and government corporations and receive the corresponding compensation thereof: Provided, That this limitation shall not apply to ad hoc bodies or committees, or to boards, councils or bodies of which the President is the Chairman.

If a Secretary, Undersecretary, Assistant Secretary or other appointive official of the Executive Department holds more than what is allowed in the preceding paragraph, he must relinquish the excess positions in favor of a subordinate official who is next in rank, but in no case shall any official hold more than two positions other than his primary position. ${ }^{19}$

## III. GCG Rulings Constituting Part of the Revised Interim Rules

The GCG has issued rulings to various GOCC applications under E.O. 24, which are hereby consolidated and made an integral part of the original Interim Rules, and which rulings are hereby amended by the changes introduced in this Revised Interim Rules, thus:

## 1. Distinguishing Between "Appointive Directors" and "Ex-Officio Directors"

11. The distinction between "Ex Officio Directors" and "Appointive Directors" is critical in determining who among the members of the Governing Boards are entitled to per diems under E.O. 24, acting as directors/trustees.

Likewise, since directors or trustees of GOCCs and Subsidiaries are by definition considered to be "public officers"20 or "public officials", ${ }^{21}$ then public officers who are members of GOCC Boards, whether they are classified as "Ex Officio Members" or "Appointive Members", would be governed by the rule against additional or double compensation governing public officials and employees.

[^5]
### 1.2. Who Are "Ex Officio Directors" of GOCCs?

1.2.1. Statutory "Ex Officio Director". - Both E.O. $24^{22}$ and R.A. $10149^{23}$ define an "Ex Officio Board Member" to mean "any individual who sits or acts as a member of the Board of Directors/Trustees by virtue of one's title to another office, and without further warrant or appointment," ${ }^{24}$ with the term "another office" pertaining to a public office.
Whenever a public official requires a formal appointment into a GOCC Board or requires a formal nomination and election into the Board in a stockholders or members' meeting, then such appointed/elected director or trustee would not technically be an Ex Officio Board Member, and would in fact qualify to be an Appointive Director.
To illustrate, if the Charter of a Chartered GOCC provides for three (3) representatives from the government sector, those who are appointed by the President of the Philippines to fill those slots, are considered to be Appointive Members of the Board, even though the main consideration for their appointment or election into the GOCC Board is by virtue of their being public officials. (They would actually be "Appointive Directors from the Public Sector" as discussed below.)
To illustrate further, if the By-laws of a Nonchartered GOCC provides expressly that a seat in the Board is expressly reserved for a particular public expressly that a seat in the Board is expressly reserved for a particular public
office, e.g., Chairman of the Parent-Chartered GOCC, when such directorposition is assumed by the incumbent of the indicated public office by virtue of such by-law provisions (without appointment or formal nomination and election), he would technically qualify as Ex Officio Director.
1.2.2. Jurisprudential "Ex Officio Director". - There is a jurisprudential definition of "Ex Officio Member of the Board" that has evolved from decisions of the Supreme Court covering the application of Section 13, Article VII of the 1987 Constitution which essentially prohibits the President, the VicePresident, the Members of the Cabinet, their deputies and assistants (hereinafter referred to as "Cabinet Officials"), from holding any other office or employment during their tenure, unless otherwise provided in the Constitution itself, thus:

Where the law or the Charter of a GOCC designates Cabinet Officials to be members of the Governing Board of a GOCC, then:
(a) They are deemed to be Ex Officio Members of the Board "as required by the primary functions of their office and constitute merely additional duties and functions to their primary office;" "[t]he additional duties must not only be closely related to, but must be required by the official's primary functions." ${ }^{25}$
Their being "Ex Officio Member of the Board" constitute mere "designation" or imposition of additional duties upon a person
already in the public service by virtue of an earlier appointment and does not constitute "any other office". 26
(b) Moreover, such Cabinet Officials:
(i) "[C]annot receive any form of additional compensation by way of per diems and allowances" because their designation does not constitute an appointment to a another office to which they can draw compensation from such office: ${ }^{27}$ and
(ii) "[A]ny amount received by them in their capacity as members of the Board of Directors should be reimbursed to the government, since they are prohibited from collecting additional compensation by the Constitution."28
1.2.3. If the Articles and/or By-laws of a Nonchartered GOCC provide that a sea in the Board is expressly reserved for a Cabinet Official, then according to the prevailing jurisprudence covering Section 13, Article VII of the 1987 Constitution, such provision would be unlawful since it is only Legislature which can lawfully designate additional duties pertaining to the primary functions of Cabinet Officials.

### 1.3. Who Are "Appointive Directors" in the GOCC Sector?

1.3.1. Statutory Definition of "Appointive Director". - Section 3(b) of R.A. 10149 defines an "Appointive Director" as follows:
(b) Appointive Director refers to:
(1) In the case of chartered GOCCs, all members of its Board of Directors/Trustees who are not ex officio members thereof;
(2) In the case of nonchartered GOCCs, members of its Board of Directors/Trustees whom the State is entitled to nominate, to the extent of its percentage shareholdings in such GOCC; and
(3) In the case of subsidiaries and affiliates, members of its Board of Directors/Trustees whom the GOCC is entitled to nominate to the extent of its percentage shareholdings in such subsidiary or affiliate.
1.3.2. By reason of the statutory definitions, there are actually two types of "Appointive Directors", namely:
(a) Appointive Directors, who are public officials outside the coverage of Section 13, Article VII of the 1987 Constitution, ${ }^{29}$ and who are formally appointed by the President of the Philippines into the

[^6]Governing Board of a GOCC, even if one of the requirements for his/her qualification is his/her being in the public service (hereinafte referred to as "Appointive Directors from the Public Sector"); and
(b) Appointive Directors, who are appointed from the private sector by the President of the Philippines into the Governing Board of GOCCs (hereinafter referred to as "Appointive Directors from the Private Sector")

## 2. Restrictive Delineation of the Compensation Structure for

 Members of the Boards of Directors/Trustees of GOCCs2.1. Board Compensation Limited to Per Diem and Performance-Based Incentives (PBI). - Section 8 of E.O. 24 defines the "Compensation Structure" for members of the Governing Board of GOCCs to be limited to the following components:
(a) Per Diems, but only up to the limits provided for under Sections 9 and 10; and
(b) Performance-Based Incentives (PBI), as limited under Section 11 (and which are in the interim suspended)
2.1.1. Per Diems Treated as "Compensation". - Section 8 of E.O. 24 operates within the context of treating per diems as compensation given to members of the Governing Boards of GOCCs, and Section 2(i) thereof defines "Per Diems" as "Compensation granted to members of the Board of Directors/ Trustees of a GOCC for attendance in meetings."

Section 3(s) of R.A. 10149 also defines "Per Diems" as "compensation granted to members of the Board of Directors or Trustees of a GOCC for actual attendance in meetings."
The statutory treatment of per diems as a form of compensation to members of the Board for actual attendance in meetings formally adopts a line of Supreme Court decisions ${ }^{30}$ which have ruled to that effect, and effectively rejects another line of decisions which treat of per diem as merely "reimbursement of expenses incurred in attendance of meetings." ${ }^{31}$
2. Absolute Ban of Retainer Fees and Stock Plans as Part of Board Compensation Section 8 of E.O. 24 also provides that retainer fees and stock plans are absolutely not allowed to be given to, and received by, members of the Governing B GOCCs as part of their compensation, acting as such directors/trustees
The applicable rule is now Section 20 of R.A. 10149, which considers such items when received by GOCC Directors as trust properties held on behalf of the GOCC they represent, thus:
${ }^{50}{ }^{3 \times F}$ For such attendance, therefore, he is not entitled to collect nay extra compensation, whether it be in the form of a per diem or an honorairum or an allowance, or some other such euphemism. By whatever name it is designated, such additional compensation is prohibited by the Constitution"." Civil L Liberties Union $v$. Executive Secretary, 194 SCRA 315,335 (1991).
Also GSIS v. CSC, 245 SCRA 179 (1995); De la Cruz v. COA, 371 SCRA 157 (2001); Baybay Water District v. COA, 374 SCRA 482
(2002); De Jesus $v$. CSC, 471 SCRA 624 (2005); Bitonio, IF v. COA, 425 SCRA (2004); National Amnesty Commission v. Commission on Audit, 437 SCRA 655 (2004); Cabili v. Civil Service Commision, 492 SCRA 252 (2006).


Sec. 20. Trustee Relation to the Properties, Interests and Monies of the GOCC. - Except for the per diem received for actual attendance in board meetings and the reimbursement for actual and reasonable expenses and meetings and the reimbursement for actual and reasonable expenses and profits and/or benefits including, but not limited to, the share in the profits, profits and/or benefits including, but not limited to, the share in the profits, by the GCG, stock options, dividends and other similar offers or grants from corporations where the GOCC is a stockholder or investor, and any benefit from the performance of members of the Board or Officers of the Corporation acting for and in behalf of the GOCC in dealing with its properties, investments in other corporations, management of subsidiaries and other interest, are to be held in trust by such member of the Board or Officer for the exclusive benefit of the GOCC represented.
2.3. Salaries, Allowances, Benefits and Other Bonuses As Prohibited Forms of Board Compensation. - Section 8 of E.O. 24 provides that salaries, allowances, benefits and other bonuses are not allowed to be given to the members of the Board, "except when specifically authorized by law or the charter and approved by the President of the Philippines; provided that even when so allowed the total of the foregoing compensation and per diems shall not exceed the limits stipulated under Sections 9 and 10."

The afore-quoted Section 20 of R.A. 10149 also governs the treatment of unwarranted salaries, allowances, benefits and other bonuses received by members of the Governing Boards of GOCCs, as being thereby held in trust for the GOCC they represent
2.4. Reimbursable Expenses Should Not Be Used as a Form of Compensation Section 12 of E.O. 24 ensures that GOCC Directors do not abuse the structure of reimbursement of expenses as a means to gain indirect compensation by:
(a) Making it a matter of policy that expenses of members of the Governing Board to attend Board and other meetings and discharge their official duties shall be disbursed directly by the GOCC
(b) The only time that Directors obtain a reimbursement of expenses can be:
(i) "when due only to the exigency of the service and subject to the submission of receipts"; and
(ii) limited only to transportation expenses for attending meetings; travel expenses for official travel; communications expenses; and meals during business meetings.
3. Ex Officio Directors: Rules on Entitlement/Non-Entitlement to Per Diems
3.1. Ex Officio Directors Are Generally Not Entitled to Per Diems and Other Allowable Compensations with the Parent/Holding GOCC - Section 7(a) of E. O. 24 specifically prohibits Department Secretaries, Undersecretaries, Assistant Secretaries and other government officials, who are Ex Officio Board Members,
including their Authorized Alternates/ Representatives, ${ }^{32}$ from receiving any form of per diem and other forms of compensations "for their services as such," thus:
a) Department Secretaries, Undersecretaries, Assistant Secretaries and other government officials, who are Ex-Officio Board Members, including their Authorized Alternates/Representatives, shall not be entitled to any additional compensation for their services as such;

The ex-officio position being actually and in legal contemplation part of the principal office, it follows that the official concerned has no right to receive additional compensation for his services in the said position. The reason is that these services are already paid for and covered by the compensation attached to his principal office. For such attendance, therefore, he is not entitled to collect any extra compensation, whether it be in the form of a per diem or an honorarium or an allowance, or some other such euphemism. By whatever name it is designated, such additional compensation is prohibited by the Constitution. ${ }^{34}$
3.2. Ex Officio Directors Are Generally Not Entitled to Per Diems and Othe Allowable Compensations Given by the Subsidiary or Affiliate.
3.2.1. Obligation to Remit to the Parent/Holding GOCC the Per Diems and Other Forms of Compensation Received. - Section 7(c) of E.O. 24 obliges Ex Officio Directors to remit to the GOCC represented (i.e., Parent/Holding GOCC) the per diems and other forms of compensation they may have received or be entitled from the Subsidiaries and Affiliates ("private corporations") wherein a GOCC has investment, thus:
c) Compensation granted to Ex-Officio Board Members of subsidiaries or private corporations wherein a GOCC has investments shall accrue to the GOCC represented

As previously discussed, Section 20 of R.A. 10149 governs the treatmen of per diems and other forms of compensation that have been received by Ex Officio Directors but who were disqualified from receiving such items for themselves.
4. Appointive Directors from the Public Sector: Rules on Entitlement/Non-Entitlement to Per Diems and Other Forms of Compensation
4.1. Rules of Entitlement/Non-Entitlement Pertaining to Appointive Directors from the Public Sector When It Comes to the Parent/Holding GOCC Primary Appointed To. - There are three legal provisions governing the entitlement or non-entitlement of Appointive Directors from the Public Sector to receive per diems given to the members of the Governing Boards of GOCCs to which they are primarily appointed to (i.e., Parent/Holding GOCC), namely:
(a) Section 7(b) of E.O. 24 which provides that "Appointive Board Members may receive compensation as set forth herein unless specifically prohibited by law or Charter;"
(b) The rule against additional or double compensation, as mandated in Section 8 of Article IX-B of the 1987 Constitution, and implemented under Section 56 of Book V, Title I, Subtitle A Chapter 7 of the Administrative Code of 1987. and
(c) The rule on "limited multiple positions, with compensation" as

[^7]provided for under Section 49 of Book IV, Chapter 10 of the Administrative Code of 1987

There is a conflict between and among the three legal provisions: Section 7(b) of E.O. 24 and Section 49 of Book IV, Chapter 10 of the Administrative Code of 1987 authorize Appointive Directors from the Public Sector to receive per diems and other allowable compensation given to the members of the Governing Board of Parent/Holding GOCCs; whereas, Section 8 of Article IX-B of the 1987, and as implemented in Section 56 of Book V, Title I, Subtitle A, Chapter 7 of the Administrative Code would disqualify such public official from receiving any form of per diem and other allowable compensation from the Parent/Holding GOCCs (as it would amount to additional or double compensation), except in the cas of a Chartered Parent/Holding GOCC where the Charter expressly allows the payment of per diems and other allowable compensation to the members of the Governing Board.
Neither Section 7(b) of E.O. 24 nor Section 49 of Book IV, Chapter 10 of the Administrative Code of 1987 can be considered as the exception to the rule agains double compensation because the prevailing doctrine is that found in Saduest v. Municipality of Surigao, ${ }^{35}$ that the meaning of the phrase "unless specifically authorized by law" does not cover a general grant of authority under statutory law for all government officers (such as in that case for all district engineers in tha case), but that: "The authority required by the Constitution to receive additiona or double compensation is a specific authority given to a particular employee or officer of the Government because of peculiar or exceptional reasons warranting the payment of extra or additional compensation." ${ }^{36}$ Besides, E.O. 24 does no qualify to fall into the category "specifically authorized by law."

### 4.1.1. Resolution of the Conflict in Chartered Parent/Holding GOCCs. -

(a) When there is a specific provision in the Charter providing for the payment of per diems to the members of the Governing Board, Appointive Directors from the Public Sector shall be authorized to receive said per diems to the extent of the limitations provided for under Section 9 and 10 of E.O. 24, since the charter provision is equivalent to the exception "unless specifically authorized by law;"
(b) When there is no provision in the Charter providing for the payment of per diems to the members of the Governing Board, Appointive Directors from the Public Sectors are wholly unauthorized to receive any per diems or other form of compensation from the Parent/Holding GOCC.
4.1.2. Resolution of the Conflict in Nonchartered Parent/Holding GOCCs. - Regardless of what may be provided for in the Articles and/or By-laws, Appointive Directors from the Public Sector are wholly unauthorized to receive any per diems or any other form of compensation from
the Nonchartered Parent/Holding GOCCs, since Articles and By-law provisions are not equivalent to statutory provisions to all within the exception "unless specifically authorized by law."
4.2. Limitation on the Entitlement to Receive Per Diems and Other Forms of Compensation from Subsidiaries and Affiliates. - Section 7(c) of E.O. 24 which pertains to Appointive Directors from the Public Sector since it obligates them to receive on behalf of, and to remit to, the Parent/Holding GOCC all forms of per diem and other compensation received from a Subsidiary or Affiliate, thus:
c) Compensation granted to Ex-Officio Board Members of subsidiaries or private corporations wherein a GOCC has investments shall accrue to the GOCC represented;
It cannot be legally assumed that the afore-quoted Section 7(c) should pertain only to Ex Officio Directors because almost all Subsidiaries (Nonchartered GOCCs), and definitely all Affiliates (private corporations), would necessarily be corporations organized under the Corporation Code of the Philippines, and usually very appointment/election thereto as a member of the Governing Board, eve of a public official when done lawfully, would make the appointee an Appointive Director by definition under both E.O. 24 and R.A. 10149
Therefore, the rule mandated under Section 7(c) of E.O. 24, as it applies to Appointive Directors from the Public Sector would be consistent with the rule against addition or double compensation, and would also be consistent with the principle provided for in Section 20 of R.A. 10149. Since Nonchartered GOCC and private corporations have only Articles and By-laws which do not rise to the level of statutory law, then even when they expressly allow the payment of dividends and other compensation to the members of the Board, they would not fall within the exception ("unless specifically authorized by law") on the rule against additional or double compensation for public officials.
5. Appointive Directors from the Private Sector: Rules on Entitlement/Non Entitlement to Per Diems and Other Forms of Compensation
5.1. Authority to Receive Per Diems and Allowable Compensation from the Parent/Holding GOCC Primarily Appointed To. - Section 7(b) of E.O. 24 which specifically allows Appointive Directors from the Private Sector to receive pe diems to the extent of the limits provided for under Sections 9 and 10 thereo thus:
b) Appointive or Elective Board Members may receive compensation as set forth herein unless specifically prohibited by law or Charter;

Other the limitations on the amounts of per diems that may be received for actual attendance at meetings as provided for in Section 9 and 10 in E.O. 24, the only ther statutory limitation applicable to Appointive Directors from the Private Secto s found in Section 20 of R.A. 10149, to hold in trust for and remit to, the GOCC any form of interests and monies received in excess of those they are authorized or receive by GCG
5. Authority to Receive Per Diems and Other Forms of Compensation from Subsidiaries and Affiliates. - Section 7(d) of E.O. 24 authorizes the receipt of compensation given by Affiliates ("private corporations") only to the extent of the amounts Appointive Directors are authorized to receive with the Parent/Holding GOCC he/she represents, and to remit the GOCC represented any amounts received in excess of those amounts authorized, thus:
d) Compensation granted to Appointive or Elective Board Members representing a GOCC in a private corporation where the GOCC has investments shall not exceed the allowable compensation of the members of the Board of Directors/Trustees of the GOCC represented. Any excess shall accrue and be remitted to the GOCC represented within fifteen (15) days

Section 7(d) actually authorizes the payment of double compensation to the Appointive Director from the Private Sector, namely:
(a) The per diems for actual attendance of Board and Committee meetings paid by the Holding GOCC at the limitations set in Sections 9 and 10 of E.O. 24

## - and -

(b) The compensation paid by the Affiliate but at the same rate as the per diems paid by the Holding GOCC at the limitations set in Section 9 and 10 of E.O. 24
BUT: with the excess to be remitted to the Holding GOCC.
The rule against additional or double compensation in government service does apply in this case because technically and legally speaking, the per diems and compensation paid by the Affiliate ("private corporation") do not come from government funds, and the service rendered as Appointive Director in the Affiliate ("private corporation") is not public service. Consequently, the limitations placed upon such Appointive Directors is by reason that they remain public officers as official nominees of the Holding GOCC to the Affiliates.
5.3. Authority to Receive Per Diems and Other Allowable Compensation from Subsidiaries and Second GOCC. - Strictly speaking, Section 7(d) of E.O. 24 as it refers particularly to "a private corporation where the GOCC has investments," does cover a Subsidiary which by definition is itself GOCC; ${ }^{37}$ much less does it cover the appointment of Appointive Director from the Private Sector to another unrelated GOCC.

Unlike in an Affiliate situation where the Appointive Director of the Holding GOCC may be nominated and elected during the stockholders' meeting to the Governing Board of the Affiliate, an Appointive Director can only become a member of the Governing Board of a Subsidiary by a formal appointment coming from the President of the Philippines from a shortlist prepared by the GCG as
${ }^{3 /}$ Section $3(z)$ in relation to Section 3(o) of R.A. No. 10149, where "Subsidiary" is defined as "a corporation where at least a majority of the outstanding "apital stock is ofned or controlled, directly or indirectly, through one or orare intermeniaries, te,
by the GOCC;" and in turn "GOCC" is defined to include "a stock. Corporation.. owned by the Government of the by the GOCC," and in turn "GOCC" is defined to include "a stock... corporation... owned by the Government of the
Republic of the Philippines, directly or through its instrumentalities eetiter wholly or, where applicable as the case of stock
corporations, to the extent of at least a majorority of its outstanding capital stock."
provided for in Section 15 of R.A. No. 10149. This is the same situation when it comes to a second appointment to another unrelated GOCC.

The rules that would apply then would be the constitutional and statutory rules on dual or multiple appoints, and on additional or double compensation.
5.3.1. Rule in a Subsidiary Situation. - Since an Appointive Director from the Private Sector has become a public official by his/her first appointment in the Parent GOCC, strictly speaking he/she can only be appointed to a Subsidiary when "allowed by law or by the primary functions of his position," as provided for under Section 49, of Book IV, Chapter 10 of the Administrative Code of 1987.

## Consequently:

(a) If his/her appointment to the Subsidiary is contrary to law, he she has no authority to receive any per diem or other forms of compensation to an office to which he has no authority to fillup, and all amounts received must actually be remitted to the Parent GOCC;
(b) If his/her appointment to the Subsidiary is allowed by law or by the primary functions of his/her position, such as when he/she is appointed to the Subsidiary by reason of his being the Chairman and/or President of the Parent GOCC, he/she shall be entitled to receive the same amount of compensation from the Subsidiary as that of an Appointive Director serving in the Affiliate as authorized under Section 7(d) of E.O. 24, because such Appointive Director is expected to discharge to the Parent GOCC the same primary duties as that expected when representing a Holding GOCC in the Affiliate; but such entitlement shall cover not more than two (2) Subsidiaries.
5.3.2. Rule in a Second GOCC Situation. - Since an Appointive Director from the Private Sector has become a public official by his/her appointment in the first GOCC, strictly speaking he/she can only be appointed to a second GOCC when "allowed by law or by the primary functions of his position," as provided for under Section 49, of Book IV, Chapter 10 of the Administrative Code of 1987.

## Consequently:

(a) If his/her appointment to the second GOCC is contrary to law, he/she has no authority to receive any per diem or other forms of compensation to an office to which he has no authority to fillup, and all amounts received must actually be remitted to the Parent GOCC;
(b) If his/her appointment to the second GOCC is allowed by law or by the primary functions of his/her position, his/her entitlement to per diems in the second GOCC shall be treated independently of what per diems and other compensation he/she is entitled to

In the first GOCC, as mandated under Section 49, Book IV, Chapter 10 of the Administrative Code of 1987, but this shall be limited to at most two (2) GOCCs.

By Authority of the Commission:


Comnhissioner


## GCG MEMORANDUM CIRCULAR NO. 2012-03.

## SUBJECT : STATUS OF HOLDOVER AND ACTING APPOINTIVE DIRECTORS/ TRUSTEES IN GOCC BOARDS AND REQUIRING THE SUBMISSION OF INFORMATION ON THEIR RESPECTIVE QUALIFICATIONS

DATE 08 FEBRUARY 2012

## 1. LEGAL BACKGROUND

1.1. Section 15 of Republic Act No. 10149, otherwise known as the "GOCC Governance Act of 2011" (RA No. 10149), provides that an appointive director rustee (hereinafter "Appointive Director") to any covered Government-owned or -controlled (GOCC) shall be appointed by the President of the Philippines from a shortlist prepared by the Governance Commission for GOCCs (GCG)
1.2. Section 17 of RA No. 10149 limits the term of Appointive Directors to one (1) year "unless sooner removed for cause: Provided, however, That the Appointive Director shall continue to hold office until the successor is appointed.
1.3. Section 17 also provides that "Any provision of law to the contrary notwithstanding, all incumbent CEOs and appointive members of the Board of GOCCs shall, upon approval of this Act, have a term of office until June 30, 2011, unless sooner replaced by the President."
1.4. The exigency of public service requires that there be a definitive legal characterization of the positions of incumbent Appointive Directors in accordance with the provisions of RA No. 10149, and that the Boards to which they belong must be made accountable for the performance of their companies.
1.5. There is a need to lay down the rules that shall govern the terms and manner of preparation of the shortlists of candidates for appointment by the President of the Philippines of the Appointive Directors of GOCCs covered by RA No. 10149.

## 2. STATUS OF INCUMBENT APPOINTIVE DIRECTORS

2.1. Under the "Hold-over Principle" in Philippine Corporation Law, ${ }^{38}$ in the event no new Board is elected and qualified after the official term of the Board of Directors, he existing Board, if still constituting a quorum, is still a legitimate Board with full authority to bind the corporation. ${ }^{39}$
2.2. All Appointive Directors of GOCCs whose term expired last 30 June 2011 by virtue

[^8]of the provision in Section 17 of RA No. 10149, as well as all those appointed thereafter in an acting capacity, have been legally deemed to be on holdover capacity, having the full powers and prerogatives of regular Appointive Directors until they shall have either been re-appointed or replaced, as the case may be.
2.3. All such Appointive Directors shall be evaluated by GCG Search Committee for possible re-appointment, and when found to continue to be fit in accordance with the original assessment when they were first appointed, their names shall be formally be submitted as part of the shortlists for appointment by the President for the "Term of Office" as discussed hereunder.

## 3. OFFICIAL TERM OF OFFICE

3.1. Section 17 of RA No. 10149 establishes the "Official Term of Office" of the Boards of Directors as follows:
(a) For a period of one (1) year: "Any provision in the charters of each GOCC to the contrary notwithstanding, the term of office of each Appointive Director shall be for one (1) year, unless sooner removed for cause;" and
(b) Starting point of 1 July of each year, and ending on 30 June of the following year: "Any provision of law to the contrary notwithstanding, all incumbent CEOs and appointive members of the Board of GOCCs shall, upon approval of this Act, have a term of office until June 30, 2011, unless sooner replaced by the President."
When Section 17 provided that the "term of office" of all incumbent Appointive Directors shall end on "June 30, 2011," it established the Official Term of Office for all Appointive Directors for GOCCs covered by RA No. 10149 begins on 1 July of each year and ending on 30 June of the following year.
3.2. The "Term of Office" of Appointive Directors should not be confused with their "Tenure", which officially begins from the time they are appointed by the President and qualified into office, and it may be less than a year, as when they are replaced by the President for cause, or may even exceed one year when they continue to remain with the Board under a hold-over capacity until their successors are qualified and appointed.

## 4. REQUIRED SUBMISSION OF SUPPORTING DOCUMENTS

4.1. Each of the incumbent GOCC Boards, through their Chairman and CEO, shall submit to the GCG the following documents on or before 15 March 2012:
a. Complete Listing, with Bio-data or Bio-Write-Up of the incumbent (i) Directors/Trustees; (ii) Chairperson; (iii) President or ChiefExecutive Officer (CEO); and (iv) including those appointed to the Boards of Affiliates and Subsidiaries;
b. Report of the Highlights and Achievements of the GOCC for calendar year 2011;
c. Report of Operations and Financial Condition of the GOCC in 2011, accompanied by covering Financial Statements, whether or not audited, covering said period;
d. Corporate Plans for calendar year 2012
e. Official assessment of the performance of the Board, and each
of the members and CEO for the calendar year 2011, as certified separately by the Chairman and the CEO, including adoption and achievements of strategy maps, charter statements and performance commitments;
f. Other corporate documents adopted by the Board during its incumbency that would allow the Commission a better manner of assessing the performance of the members of the Board, including the adoption of Code of Ethics for the Directors, Officers and Employees, CSR Projects.
g. Clearances from the following government sectors: Office of the Ombudsman, Civil Service Commission, Sandiganbayan and the National Bureau of Investigation (NBI).
h. Compliance with other requirements provided for by law, or the specific Charters of the GOCCs.
4.2. Non-submission or incomplete submission will be considered as disinterest on the part of the Directors/Trustees to be considered for re-appointment.

BY AUTHORITY OF THE COMMISSION:


Office of tie Presiocnt of tic Pbolitipines
GOVGERNANCE COMMISSION
GCG MEMORANDUM CIRCULAR NO. 2012-04.

| Subject | $:$Nomination and Appointment of Appointive Members of the Board of <br> Directors/Trustees of GOCCs, Subsidiaries and Affiliates |
| :--- | :--- |
| DATE | $: 28$ February 2012 |

1. APPLICABLE LEGAL PROVISIONS
1.1. Coverage of the Law - Section 4 o Republic Act No. 10149, otherwise known as the "GOCC Governance Act of 2011" (RA No. 10149), provides that "This Act shall be applicable to all GOCCs, GICPs/GCEs, and government financial institutions, including their subsidiaries, but excluding the Bangko Sentral ng Pilipinas, state universities and colleges, cooperatives, local water districts, economic zone authorities and research institutions; Provided, That in economic zone authorities and research institutions, the President shall appoint one-third (1/3) of the board members from the list submitted by the GCG."40
1.2. Definition of "GOCC" - Section 3(o) of RA No. 10149 defines "GovernmentOwned or -Controlled Corporation (GOCC)" as "any agency organized as a stock or nonstock corporation, vested with functions relating to public needs whether governmental or proprietary in nature, and owned by the Government of the Republic of the Philippines directly or through its instrumentalities either wholly or, where applicable as in the case of stock corporations, to the extent of at least a majority of its outstanding capital stock." ${ }^{41}$ It also provides that the term "GOCC" includes Government Instrumentalities with Corporate Powers (GICP), Government Corporate Entities (GCE) and Government Financial Institutions (GFI).
1.2.1. Section 3(z) defines "Subsidiary" as "a corporation where at least a majority of the outstanding capital stock is owned or controlled, directly or indirectly, through one or more intermediaries, by the GOCC. ${ }^{" 42}$
Subsidiaries therefore fall within the definition of "GOCCs" and are also expressly stated within the coverage of RA No. 10149, Section 4 thereof.
1.2.2. Section 3(a) defines "Affiliate" as "a corporation fifty percent (50\%) or less of the outstanding capital stock of which is owned or controlled, directly or indirectly, by the GOCC.
Affiliates, therefore, do not fall within the definition of "GOCC" and in fact

## ${ }^{40}$ Emphasis supplied. <br> ${ }^{41}{ }^{41}$ Emphasis supplied.

are not within the defined coverage of RA No. 10149, Section 4 thereof.
1.3. Appointive Directors - Section 15 of RA No. 10149 provides that "An Appointive Director shall be appointed by the President of the Philippines from a shortlist prepared by the GCG," which does not distinguish whether the Appointive Director is with the GOCC, a Subsidiary, or an Affiliate.
1.2.1. Section 3(b) defines "Appointive Director" as:
"(1) In the case of chartered GOCCs, all members of its Board of Directors/Trustees who are not ex officio members thereof;
"(2) In the case of nonchartered GOCCs, members of its Board of Directors/Trustees whom the State is entitled to nominate, to the extent of its percentage shareholdings in such GOCC; and
"(3) In the case of subsidiaries and affiliates, members of its Board of Directors/Trustees whom the GOCC is entitled to nominate to the extent of its percentage shareholdings in such subsidiary or affiliate."
1.2.2. Section 15 also states that "the GCG shall formulate its rules and criteria in the selection and nomination of prospective appointees and shall cause the creation of search committees to achieve the same. The GCG shall ensure that the shortlist shall exceed by at least fifty percent ( $50 \%$ ) of the number of directors/trustees to be appointed. In the event that the President does not see fit to appoint any of the nominees included in the shortlist, the President shall ask the GCG to submit additional nominees."
1.4. Term of Office - Under GCG Memorandum Circular No. 2012-3, the GCG has formally taken cognizance of the fact that Section 17 of RA No. 10149 has provided for the "Term of Office" of Appointive Directors in GOCCs to officially begin on 01 July of each year and ending on 30 June of the following year, thus:
(a) "Any provision in the charters of each GOCC to the contrary notwithstanding, the term of office of each Appointive Director shall be for one (1) year, unless sooner removed for cause . . ;"
(b) "Any provision of law to the contrary notwithstanding, all incumbent CEOs and appointive members of the Board of GOCCs shall, upon approval of this Act, have a term of office until June 30, 2011, unless sooner replaced by the President
1.4.1. Since Affiliates are not covered within the term "GOCCs" and do not fall within the defined coverage of RA No. 10149 per Section 4 thereof, they are not bound by the provisions of Section 17 on the "Term of Office" of the Appointive Directors.
1.4.2. Since economic zone authorities and research institutions are expressly excluded from the defined coverage of RA No. 10149 per Section 4 thereof, they are also not bound by the provisions of Section 17 on the "Term of Office" of Appointive Directors.
2. Levels of GOCCs
2.1. For purposes of administering the nomination, appointment or election processes for Appointive Directors in GOCCs and Subsidiaries, Affiliates, economic zone authorities and research institutions, the following levels are hereby recognized:
2.1.1. GOCCs under GCG Annex A: Attached hereto is Annex A which lists down in six (6) sectors the one-hundred-fifty-eight (158) GOCCs tha have been recognized by various government agencies at the time of the enactment of RA No. 10189 as constituting the covered "GOCCs GICPs/GCEs, and government financial institutions [GFIs], and their subsidiaries," referred to in Section 4 of the Act.
The listing in Annex A shall be without prejudice to the power of GCG to update and reclassify them further as the need arises. The GOCCs appearing in Annex A shall hereinafter be referred to as "GOCCs under GCG Annex A."
2.1.2. GOCC Subsidiaries: All subsidiaries of GOCCs which fall under the definition under Section 3(z) of RA No. 10149 which are not listed in GCG Annex A shall hereinafter be referred to as "Subsidiaries".
2.1.3. GOCC Affiliates: All affiliates of GOCCs which fall under the definition "under Section 3(a) of RA No. 10149 shall hereinafter be referred to as "Affiliates".
2.1.4. Economic Zone Authorities: The term "economic zone authorities" referred to in Section 4 of RA No. 10149 as being excluded from the coverage of the Act, shall cover only those having a charter which provides the primary purpose of which is to act as an economic zone authority, such as the Philippine Economic Zone Authority (PEZA), Aurora Pacific Economic Zone and Freeport Authority (APEZFA), Authority of the Freeport Area of Bataan (AFAB), Cagayan Economic Zone Authority (CEZA), Subic Bay Metropolitan Authority (SBMA), Tourism Infrastructure and Enterprise Zone Authority (TIEZA), and Zamboanga City Specia Economic Zone Authority (ZCSEZA).
All other chartered GOCCs where regulation of zone authorities is just an additional function, such as the Bases Conversion and Development Authority (BCDA), or nonchartered GOCCs organized and registered with the Securities and Exchange Commission, which under their article of incorporation are to engage in the regulation of economic zones, such as the Clark Development Corporation (CDC), John Hay Managemen Corporation (JHMC), and Poro Point Management Corporation (PPMC) are within the full coverage of RA No. 10149, not falling within the technica term of "authorities."
2.1.5. Research Institutions: The term "research institutions" referred to in Section 4 of RA No. 10149 as being excluded from the coverage of the Act, shall cover only those having a charter which provides the primary purpose of which is to act as a research institution, such as Philippine Rice Research Institute (IRRI) and the Philippine Institute for Development Studies (PIDS)

All other chartered GOCCs where engaging in research constitutes merely an additional function of the GOCC, such as the Development Academy of the Philippines (DAP), or nonchartered GOCCs organized
under their articles of incorporation to engage into institutional research, are within the full coverage of RA No. 10149
3. Nomination and Appointment of Appointive Directors of GOCC s and Subsidiaries. 3.1 From Whom Formal Nomination Shall Be Solicited
3.1.1. GOCCs Under GCG Annex A: GCG shall formally solicit nominations for all the positions of Appointive Directors in each of the GOCCs, with indications as to who are being endorsed to the positions of Chairman and CEO, from the following:
(a) The Department or Government Agency to which the GOCC is attached;
(b) Board of Directors/Trustees of the parent GOCC, when applicable;
(c) Sectoral organizations for Appointive Members who are designated to represent such sector, when applicable; and
(d) Stakeholder groups affected by the GOCC
3.1.2. Subsidiaries: GCG shall formally solicit nominations for all the positions of Appointive Directors in each of the GOCCs, with indications as to who are being endorsed to the positions of Chairman and CEO, from the following:
(a) The Department or Government Agency to which the GOCC is attached; and
b) Board of Directors/Trustees of the parent GOCC
3.2. Submissions Required for Nominations:
3.3.1. All nominations shall be accomplished by a Formal Nomination Form submitted to the GCG that shall:
(a) Contain a certification that the nominees are qualified under the law and the charter of the GOCC, as well as the Fit and Proper Rules of the GCG for the positions to which they have been nominated; and
(b) Accompanied for or each of the individuals nominated by:

- A biographical write-up or curriculum vitae
- Clearance from: Office of the Ombudsman, Civil Service Commission, Sandiganyan and the National Bureau of Investigation.
3.3.2. For Department or Government Agency to which the GOCC is attached, the formal nomination form addressed to the GCG, shall be:
(a) Certified by Head of Agency;
(b) The nominees shall be a number of at least $150 \%$ of the positions for which the nomination is made.
3.3.3. For the Board of Directors/Trustees of parent GOCCs, the formal nomination form addressed to the GCG shall be:
(a) Certified by the Chairman of the Board;
b) Accompanied by a formal Board resolution confirming the nomination by the Board of each of the nominees;
(c) The nominees shall be a number of at least $150 \%$ of the positions for which the nomination is made
3.3. Individual Applications and Other Nominations/Endorsements: The foregoing provisions are without prejudice to GCG processing individual applications received from interested candidates, as well as nominations/endorsements received from other sectors, and imposing the same or similar documentary requirements as provided for above.


## 4. Nomination and Election of Appointive Directors of Affiliates

4.1 From Whom Formal Nomination Shall Be Originate
4.1.1. Affiliates, not being within the coverage of RA No. 10149, continue to be governed by their articles of incorporation and by-laws as registered with the SEC, and consequently the nomination of Appointive Directors to their Boards shall remain within the business judgment prerogative of the Board of Directors/Trustees of the parent or holding GOCCs.
4.1.2. In preparation for the annual stockholders' or members' meetings of the Affiliates at which the members of their Board are nominated and elected, the Boards of Directors/Trustees of parent or holding GOCCs shall, through formal board resolutions, nominate candidates for the Appointive Directors for each Affiliate whom the parent or holding GOCC is entitled to nominate to the extent of its percentage shareholdings in such Affiliates.
4.2. Election of Appointive Directors at the Annual Stockholders' or Members' Meetings - At each of the annual stockholders' or members' meetings, or any other special meetings, at which the members of the Affiliate's Board of Directors Trustees shall be elected, the nominees to the Board of the parent or holding GOCC shall be formally announced during the portion on the election of the members of the Board of Directors/Trustees, with the nomination and election of the rest of the members being then conducted where the parent or holding GOCC shall no longer be casting any votes. At the end of such exercise the nominees of the parent or holding GOCC, together with the rest of the candidates receiving the highest number of votes for the rest of the position available in the Board shal be formally announced as duly nominated and elected members of the Affiliate's Board of Directors/Trustees.
Any other similar proceedings may be conducted in the formal election of the members of the Board of Directors/Trustees of the Affiliate, provided it preserves the right of the Board of Directors/Trustees of the parent or holding GOCCs to nominate and elect into office such number of members into the Affiliate's Board as it is entitled by the percentage of its equity holding or investments in the Affiliate
4.3. Report to the GCG - Within fifteen (15) days from the election of Appointive Directors in Affiliates, the Chairman of the Board of the parent or holding GOCC shall submit to the GCG the following:
(a) The board resolution nominating their candidates;
(b) Biographical write-ups or curriculum vitae for all the individuals nominated and elected into the Board of the Affiliate; and
(b) Certification of the amounts of per diem and other benefits they are receiving as Appointive Directors of the Affiliate.

## Nomination, AppointmentorElection of AppointiveDirectors of Economic

 Zone Authorities and Research Institutions5.1 The Peculiar Situation of Economic Zone Authorities and Research Institutions
5.1.1. Economic Zone Authorities and Research Institutions, being expressly excluded from the coverage of RA No. 10149, continue to be governed by their charters, and consequently the Term of Office of the members of their Board of Directors/Trustees, or their equivalent continue to be governed by the relevant provision of their charters.
5.1.2. Except for the provision of Section 4 of RA No. 10149 "That in economic zone authorities and research institutions, the President shall appoint one-third $(1 / 3)$ of the board members from the list submitted by the GCG," the nomination and appointment of the rest of the Appointive Director to the boards of Economic Zone Authorities and Research Institutions remains governed by the provisions of their charters and all other laws related thereto

### 5.2 From Whom Formal Nomination Shall Be Solicited

5.2.2. In preparing the shortlist for the one-third $(1 / 3)$ of the members of thei boards of Economic Zone Authorities and Research Institutions, GCG shall formally solicit nominations from the following:
(a) The Department or Government Agency to which they are attached;
(b) Board of Directors/Trustees of the parent GOCC, when applicable; and
(c) Sectoral organizations for Appointive Members who ar designated to represent such sector, when applicable
5.2.2. Individual Applications and Other Nominations/Endorsements: The foregoing provisions are without prejudice to GCG processing individual applications received from interested candidates, as well as nominations endorsements received from other sectors, and imposing the same or similar documentary requirements as provided for above.

### 5.3. Submissions Required for Nominations:

5.3.1. All nominations shall be accomplished by a Formal Nomination Form submitted to the GCG that shall:
(a) Contain a certification that the nominees are qualified under the law and the charter of the particular Economic Zone Authority or the Research Institution covered; and
(b) Accompanied for or each of the individuals nominated by:

- A biographical write-up or curriculum vitae
- Clearance from: Office of the Ombudsman, Civil Service Commission, Sandiganyan and the National Bureau of Investigation.

332. For Department or Government Agency to which the GOCC is attached the formal nomination form addressed to the GCG, shall be:
a) Certified by Head of Agency,
(b) The nominees shall be a number of at least $150 \%$ of the onethird $(1 / 3)$ of the numbers of the Board for which they shall be appointed.
3.3.3. For the Board of Directors/Trustees of parent GOCCs, the formal nomination form addressed to the GCG shall be:
(a) Certified by the Chairman of the Board;
(b) Accompanied by a formal Board resolution confirming the nomination by the Board of each of the nominees;
(c) The nominees shall be a number of at least $150 \%$ of the onethird (1/3) of the positions for which the nomination is made.

By Authority of the Commission:



Commissioner

TABLES AND FIGURES


GOVERNANCE COMMISSION
for government owned or controlled corporations
TABLES
Table 1

## Summary of Rulings

| Subject | Ruling |
| :---: | :---: |
| Compensation for Appointive Directors | Per diems constitute compensation for directors despite the absence of any employer-employee relationship between Directors/Trustees and the GOCCs where they serve. Pending the development and formal approval by the President of the Republic of the Philippines of the Compensation and Position and Classification System (CPCS) provided in Chapter III of R.A. no. 10149, Appointive Directors are entitled to per diems and performance-based incentives only in line with the classifications and maximum limits provided under Executive Order No. 24, s. 2011. |
| Compensation for Ex Officio Directors | Ex Officio Directors are entitled only to reimbursable expenses in the performance of their functions as members of the Boards where they have been duly designated. They are not entitled to per diems or performance-based incentives from the GOCC since their functions as a member on the Board thereof is in performance of the primary functions of their original office, such as Secretary, Undersecretary, or Assistant Secretary. |
| The nature of Appointive Positions vis-à-vis Ex Officio Positions | Ex Officio members of boards of GOCCs refer to those who sit on the board by virtue of their position and without warrant of further appointment, i.e. the charter of the GOCC expressly states a specific position in the composition of the Board. Provisions that merely provide for a representative from the government or public sector refer to appointive positions, not ex officio, since an appointment is still necessary to determine exactly who the said representative will be. The representative sits by virtue of his or her appointment and not by virtue of his or her being a public official or employee. The requirement that the representative be a public official or employee is a qualification to the said office, and not a specification of who shall occupy the seat on the Board of the GOCC concerned. |


| Interim Procedure on Compensation of Officers and Employees pending formulation of the CPCS | Pending the formulation and final approval by the President of the CPCS and in light of the moratorium under Executive Order No. 7, s. 2010, any increase in compensation of Officers and Employees, whether SSLexempt or covered, must be specifically approved by the President upon the recommendation of the Department of Budget and Management. | Table 2 <br> GCG Summary of Maior Activities |  |  |
| :---: | :---: | :---: | :---: | :---: |
|  |  | Activity | Objective | Status |
|  |  | Procurement of consulting services of a firm specializing in the talent management and rewards industry | Facilitate development of the CPCS and ensure that the compensation levels and designs therein are benchmarked against international standards | Undergoing procurement process; Target date for implementation is Second Quarter 2013. |
| Compensation Structures of SSL-Exempt GOCCs | GOCCs that are SSL-exempt do not have carte blanche authority in adopting and implementing their respective compensation structures. While their compensation structures need not follow the framework of Republic Act No. 6758, otherwise known as the "Salary Standardization Law," their compensation structures must nonetheless be approved / authorized by the President regardless of whether the GOCC is receiving its budget or a part thereof from the government. |  |  |  |
|  |  | Meeting with Boards of GOCCs to determine Balanced Scorecards and Performance Targets | Begin institutionalization of the Balanced Scorecards system as the basis for the implementation of Performance-Based Incentives and assessment of the performance of Appointive Directors in relation to possible reappointment | PBI under formulation; Meetings with GOCCs scheduled for June |
| State of Collective <br> Bargaining and the Right to Strike in GOCCs created through registration with the Securities and Exchange Commission (SEC) | Collective bargaining and the right to strike is premised on the condition that the compensation can be fixed upon the voluntary agreement of the parties. With the advent of R.A. No. 10149 mandating all GOCCs under its coverage to adhere to the CPCS therein, the relations between the Boards of SEC-registered GOCCs and the personnel of such corporations insofar as compensation is concerned no longer rests on a voluntary basis to allow collective bargaining or exercise of the right to strike. The officers and employees of GOCCs are now in the same situation as the rest of the personnel of government. | Formulation of ICT GCG Roadmap | Develop ICT capacity of GCG towards development of the ICRS and MIS solutions to facilitate preparation of the shortlist of nominees for appointive directors | Canvassing existing systems and dealing with legal impediments/ hurdles in acquiring such technology from other government agencies. |
|  |  | Finalizing the list of GOCCs under R.A. No. 10149 | Clean up the official list in order to exclude inoperative/inactive GOCCs | Collecting official documentation to serve as basis for recommendation to the President to issue the necessary instrument for formal closure and removal from the list of such GOCCs |
| Directors and Officers Liability Insurance | DOLI taken out by a GOCC from a duly accredited insurance company, such as the GSIS, as a measure of protection from the costs involved in meeting litigation arising from official acts of the Board of Directors and Management constitute legitimate company expenses for a GOCC. |  |  |  |
|  |  | Adoption of an Ownership Manual | Provide the policy framework for exercise by the Government of its ownership rights in GOCCs | Pending approval of the President |
| Participation of GOCCs in Derivative Suits in relation to their investments in subsidiaries and affiliates | The Boards of GOCCs must exercise their business judgment in determining whether to participate in derivative suits. There is no obligation to participate in such suits. Rather, they must exercise the duty to determine using their business judgment whether such participation is necessary in protecting the corporation's investments or if the gain from such participation is not worth the costs involved. |  |  |  |
|  |  | Adoption of a Code of Corporate Governance of GOCCs | Provide the policy framework for the performance by the Board of Directors/Trustees of GOCCs of their duties as a collegial body, clarifying the lines of control of | Pending approval of the President |
|  | While E.O. No. 24 is clear on the classification of GOCCs based on average revenues and asset size using |  | $\qquad$ |  |
| Reclassification of GOCCs under E.O. No. 24, s. 2011 | audited income statements, the E.O. also allows the GCG to review the classification and provide exceptions in certain cases. For example, the GCG can take into consideration the peculiar situation of the board of a GOCC whose business judgment may have been restricted by the GOCC's charter. | Adoption of a Fit and Proper Rule for the Members of the Boards of GOCCs | Provide a policy framework for the nomination, shortlisting, and selection of competent and qualified individuals to serve on the Boards of GOCCs | Pending approval of the President |

Total Assets of the Government Corporate Sector (in PBillions)

| GOCC Sector | 2009 | 2010 |
| :---: | :---: | :---: |
| Covered Under R.A. No. 10149 |  |  |
| Government Financial Institutions | 2,196.181 | 2,385.013 |
| Social Services and Housing | 51.636 | 62.010 |
| Land and Water Resources | 229.491 | 237.848 |
| Power | 1,608.847 | 1,711.083 |
| Support Services | 4.193 | 4.042 |
| Commercial, Trade and Tourism | 48.062 | 49.531 |
| Transport, Infra, Communications | 413.492 | 426.092 |
| Excluded from R.A. No. 10149 |  |  |
| Research Institutions | 11.661 | 12.027 |
| Economic Zone Authorities | 47.771 | 49.348 |
| BSP attached agency and subsidiary | 1.978 | 2.356 |
| Dissolved/Liquidated/Inactive | 4.441 | 4.770 |
| TOTAL | 4,617.752 | 4,944.121 |
| Source: COA Annual Audit Report, CY 2010 |  |  |
| Table 4 <br> $\frac{\text { Government Corporate Sector Liabilities }}{\text { (in } ₹ \text { Billions) }}$ |  |  |
| GOCC Sector | 2009 | 2010 |
| Covered Under R.A. No. 10149 |  |  |
| Government Financial Institutions | 989.752 | 1,049.950 |
| Social Services and Housing | 15.867 | 18.777 |
| Land and Water Resources | 246.744 | 269.358 |
| Power | 1,300.351 | 1,421.465 |
| Support Services | 2.603 | 2.498 |
| Commercial, Trade and Tourism | 28.281 | 27.319 |
| Transport, Infra, Communications | 219.838 | 234.004 |
| Excluded from R.A. No. 10149 |  |  |
| Research Institutions | 3.284 | 3.221 |
| Economic Zone Authorities | 17.365 | 17.671 |
| BSP attached agency and subsidiary | 416.664 | 416.788 |
| Dissolved/Liquidated/Inactive | 0.147 | 0.051 |
| TOTAL | 3,240.897 | 3,461.101 |

Table 4
Corporate Sector Liabilities

GOCC Sector

Source: COA Annual Audit Report, CY 2010

| GOCCs | 2010 | \% of GDP |
| :--- | ---: | ---: |
| National Power Corporation*** |  |  |
| a. NPC | 330.47 | $3.88 \%$ |
| b. TransCo | 13.98 | $0.16 \%$ |
| c. PSALM | 891.65 | $10.47 \%$ |
| Philippine National Oil Company | 6.00 | $0.07 \%$ |
| Metropolitan Waterworks \& Sew. System | 21.88 | $0.26 \%$ |
| National Irrigation Administration | 41.89 | $0.49 \%$ |
| National Development Company | 6.47 | $0.11 \%$ |
| Light Rail Transit Authority | 12.23 | $0.81 \%$ |
| Local Water Utilities Administration | 14.84 | $0.14 \%$ |
| National Electrification Administration | 9.62 | $0.17 \%$ |
| National Housing Authority | 24.96 | $0.11 \%$ |
| Philippine National Railways | 16.26 | $0.29 \%$ |
| Philippine Ports Authority | 178.41 | $2.19 \%$ |
| National Food Authority | 1.55 | $0.10 \%$ |
| Philippine Economic Zone Authority | 25.52 | $0.02 \%$ |
| Home Guaranty Corporation | $\mathbf{1 , 6 6 7 . 9 5}$ | $\mathbf{1 9 . 5 9 \%}$ |
| TOTAL |  |  |

Notes:

1. Total Liabilities for 2010 are based on COA Annual Audit Reports C.Y. 2010
2. GDP figures are sourced from the Development Budget Coordination Committee's "Fiscal Risks Statement C.Y. 2012"
3. Nominal GDP is used, with C.Y. 1985 as base year. This is the base year followed by DBCC. Please note that the National Statistical Coordination Board (NSCB) has adopted C.Y. 2000 as base year starting from May 12, 2011.
4. National Power Corporation (NPC) figure includes NPC, TransCo and PSALM counted as one corporation.

Table 6
Subsidies to the Government Corporate Sector (in $\mathcal{F}$ Millions)

Table 8
Net Lending to the Government Corporate Sector (in $\mathcal{P}$ Millions)

| GOCC Sector | $\mathbf{2 0 0 9}$ | $\mathbf{2 0 1 0}$ | $\mathbf{2 0 1 1}$ |
| :--- | ---: | ---: | ---: |
| Covered Under R.A. No. 10149 |  |  |  |
| Government Financial Institutions | 1,117 | 4,081 | 15,704 |
| Social Services and Housing | 4,202 | 3,670 | 16,978 |
| Land and Water Resources | 8,538 | 9,792 | 6,370 |
| Power | 524 | 1,035 | 8,294 |
| Support Services | 0 | 0 | 0 |
| Commercial, Trade and Tourism | 259 | 581 | 213 |
| Transport, Infra, Communications | 1,302 | 296 | 2,919 |
| Excluded from R.A. No. 10149 |  |  |  |
| Research Institutions | $\mathbf{1 , 3 5 8}$ | $\mathbf{1 , 4 9 6}$ | 3,110 |
| Economic Zone Authorities | 139 | 54 | 117 |
| TOTAL | $\mathbf{1 7 , 4 3 9}$ | $\mathbf{2 1 , 0 0 5}$ | $\mathbf{5 3 , 7 0 5}$ |

## Table 7

Equity Infusion to the Government Corporate Sector (in $\mathcal{P}$ Millions)

| GOCC Sector | $\mathbf{2 0 0 9}$ | $\mathbf{2 0 1 0}$ | $\mathbf{2 0 1 1}$ |
| :--- | ---: | ---: | ---: |
| Covered Under R.A. No. 10149 |  |  |  |
| Government Financial Institutions | 330 | 647 | $\mathbf{1 , 6 2 8}$ |
| Social Services and Housing | 300 | 0 | 0 |
| Land and Water Resources | 0 | 0 | 153 |
| Power | 0 | 0 | 0 |
| Support Services | 0 | 0 | 0 |
| Commercial, Trade and Tourism | 0 | 0 | 0 |
| Transport, Infra, Communications | 0 | 0 | 479 |
| Excluded from R.A. No. 10149 |  |  |  |
| Research Institutions | $\mathbf{0}$ | 0 | 0 |
| Economic Zone Authorities | $\mathbf{1 , 3 5 9}$ | $\mathbf{1 , 5 0 2}$ | 629 |
| TOTAL | $\mathbf{2 , 1 4 9}$ | $\mathbf{2 , 8 8 9}$ |  |


| GOCC Sector | 2009 | 2010 | 2011 |
| :--- | ---: | ---: | ---: |
| Covered Under R.A. No. 10149 |  |  |  |
| Government Financial Institutions | -42 | 22 | 236 |
| Social Services and Housing | 230 | 172 | 191 |
| Land and Water Resources | 4,096 | 3,757 | 10,767 |
| Power | $-3,103$ | 1,379 | 2,482 |
| Support Services | 0 | 0 | 0 |
| Commercial, Trade and Tourism | 69 | 64 | 61 |
| Transport, Infra, Communications | 3,586 | 3,858 | 4,131 |
| Excluded from R.A. No. 10149 |  |  |  |
| Research Institutions | 0 | 0 | 0 |
| Economic Zone Authorities | 2 | 90 | 237 |
| Others | 226 | -84 | -50 |
| TOTAL | 5,064 | 9,258 | 18,055 |

Table 9
Net Income of GOCCs
(in $₹$ Millions)

| GOCC Sector | $\mathbf{2 0 0 9}$ | $\mathbf{2 0 1 0}$ | $\mathbf{2 0 1 1 *}$ |
| :--- | ---: | ---: | ---: |
| Covered Under R.A. No. 10149 |  |  |  |
| Government Financial Institutions | 116,891 | 126,265 | 126,021 |
| Social Services and Housing | 3,673 | 1,797 | 4,748 |
| Land and Water Resources | $-25,602$ | $-13,389$ | 787 |
| Power | 30,088 | 10,027 | 9,127 |
| Support Services | 68 | -30 | -101 |
| Commercial, Trade and Tourism | 1,496 | 3,402 | 4,950 |
| Transport, Infra, Communications | 4,678 | $-6,186$ | 2,117 |
| Excluded from R.A. No. 10149 |  |  |  |
| Research Institutions | 256 | 450 | 565 |
| Economic Zone Authorities | 350 | -82 | 930 |
| BSP Attached Agency and Subsidiary | $\mathbf{- 2 3 7}$ | $\mathbf{- 2 5 6}$ | $\mathbf{- 2 8 8}$ |
| Dissolved/Liquidated/Inactive | 941 | 1484 | 0 |
| TOTAL | $\mathbf{1 3 2 , 6 0 4}$ | $\mathbf{1 2 3 , 4 8 1}$ | $\mathbf{1 4 8 , 8 5 4}$ |

[^9]Table 10
2012 GOCC Dav Dividends

| GOCC Name | Amount (P M) |
| :--- | ---: |
| National Housing Authority (NHA) | 7.30 |
| National Home Mortgage Finance Corporation (NHMFC) | 18.00 |
| Social Housing Finance Corporation (SHFC) | 26.88 |
| Mactan-Cebu International Airport Authority (MCIAA) | 48.00 |
| Cebu Port Authority (CPA) | 50.00 |
| National Development Company (NDC) | 50.00 |
| Trade and Investment Development Corporation (TIDCORP) | 65.00 |
| National Livelihood Development Corporation (NLDC) | 70.00 |
| Clark Development Corporation (CDC) | 100.00 |
| Philippine Leisure and Retirement Authority (PLRA) | 106.19 |
| Metropolitan Waterworks and Sewerage System (MWSS) | 150.00 |
| Philippine Economic Zone Authority (PEZA) | 276.58 |
| Philippine Deposit Insurance Corporation (PDIC) | 470.00 |
| Bases Conversion Development Authority (BCDA) | 504.00 |
| Philippine Reclamation Authority (PRA) | 700.00 |
| Philippine Amusement and Gaming Corporation (PAGCOR) | $1,000.00$ |
| Manila International Airport Authority (MIAA) | $1,142.28$ |
| Philippine Ports Authority (PPA) | $1,200.00$ |
| Civil Aviation Authority of the Philippines (CAAP) | $1,362.98$ |
| Philippine National Oil Company (PNOC) | $3,500.00$ |
| Development Bank of the Philippines (DBP) | $4,012.20$ |
| Land Bank of the Philippines (LBP) | $5,000.00$ |
| TOTAL | $19,859.41$ |
|  |  |

Number of GOCCs


Figure 2
Net Worth of GOCC



Figure 4
Dividends from 2007-2011




TABLE 12: ASSETS, LIABILITIES AND NETWORTH







TABLE 13: REVENUES, EXPENSES, AND NET INCOME (LOSS) FOR C.Y. 2009-2010


TABLE 13: REVENUES, EXPENSES, AND NET INCOME (LOSS) FOR C.Y. 2009-2010

| CLASSIFICATION OF GOCCs BY SECTORS Annex A | Revenues |  | EXPENSES |  | NET INCOME (LOSS) |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: |
|  | 2009 | 2010 | 2009 | 2010 |  | 2010 |
| VIII. GOCCS EXCLUDED FROM THE COVERAGE OF RA NO. 1014 |  |  |  |  |  |  |
|  |  |  |  |  |  |  |
| 140. Central Bank - Board of Liquidators | 2,598,000 | 3,230,000 | 300,488,000 | 295,681,000 | (297,899,000) | (292,451,000) |
| 141. Philippine International Convention Center, Inc. | 124,883,743 | 160,405,592 | 64,026,831 | 124,812,357 | 60,856,912 | 35,593,235 |
| Sub-total | 127,481,743 | 163,635,592 | 364,514,831 | 420,493,357 | (237,033,088) | (256,857,765) |
| Research Institutions* |  |  |  |  |  |  |
| 142. Lung Center of the Philippines | 470,449,454.00 | 513,521,654.00 | 429,465,678.00 | 512,959,005.00 | 40,983,776 | 562,649 |
| 143. National Kidney and Transplant Institute | 1,716,449,528.00 | 1,577,829,905.00 | 1,420,683,333.00 | 1,430,664,357.00 | 295,766,195 | 147,165,548 |
| 144. Philippine Center for Economic Development | 9,169,787 | 38,388,234 | 8,698,483 | 8,855,214 | 471,304 | 29,533,020 |
| 145. Philippine Children's Medical Center | 393,176,301.00 | 426,162,784.00 | 423,314,528.00 | 480,324,054.00 | (30,138,227) | $(54,161,270)$ |
| 146. Philippine Heart Center | 1,688,771,703.00 | 1,767,289,012.00 | 1,771,719,232.00 | 1,809, 233,300.00 | (82,947,529) | $(41,944,288)$ |
| 147. Philippine Institute for Development Studies | 47,258,106 | 49,914,889 | 51,846,523 | 54,151,628 | $(4,588,417)$ | $(4,236,739)$ |
| 148. Philippine Rice Research Institute | 395,708,577 | 768,421,665 | 358,786,283 | 395,758,263 | 36,922,294 | 372,663,402 |
| Sub-total | 4,720,983,456 | 5,141,528,143 | 4,464,544,060 | 4,691,945,821 | 256,469,396 | 449,582,322 |
| Economic Zone Authorities* |  |  |  |  |  |  |
| 149. Aurora Pacific Economic and Freeport Zone Authority | N/A | N/A | N/A | N/A | (23,018,000) | (19,346,000) |
| 150. Authority of Freeport Area of Bataan | N/A | 342,930,231 | N/A | 381,879,427 | N/A | (38,949,195) |
| 151. Cagayan Economic Zone Authority | 270,017,276 | 156,946,826 | 148,801,731 | 159,317,388 | 121,215,545 | $(2,370,562)$ |
| 152. Philippine Economic Zone Authority | 5,700,537,839 | 6,290,916,898 | 5,333,995,587 | 5,869,994,088 | 372,542,252 | 420,922,810 |
| 153. Phividec Industrial Authority | N/A | N/A | N/A | N/A | N/A | N/A |
| 154. Subic Bay Metropolitan Authority | 1,885,158,000 | 1,488,416,000 | 2,302,538,000 | 2,692,065,000 | (417,380,000) | (1,203,649,000) |
| 155. Tourism Infrastructure \& Enterprise Zone Authority | 1,435,334,725 | 1,950,446,080 | 1,116,416,069 | 1,170,299, 118 | 318,918,656 | 780,146,962 |
| 156. Zamboanga City Special Economic Zone Authority | N/A | N/A | N/A | N/A | (22,097,000) | $(18,632,000)$ |
| Sub-total | 9,297,047,840 | 10,229,656,035 | 8,901,751,387 | 10,273,555,021 | 350,181,453 | $(81,876,985)$ |
| By Supreme Court Decision |  |  |  |  |  |  |
| 157. Radio Philippines Network (RPN-9) | N/A | N/A | N/A | N/A | N/A | N/A |
| TOTAL EXCLUDED FROM R.A. No. 10149 | 14,145,513,039 | 15,534,819,770 | 13,730,780,278 | 15,385,994,199 | 369,617,761 | 110,847,572 |
| IX. DISSOLVED/LIQUIDATED/INACTIVE |  |  |  |  |  |  |
| 158. Anchor Estate, Inc. | N/A | N/A | N/A | N/A | N/A | N/A |
| 159. GSIS Mutual Fund, Inc. | 1,038,748,092 | 1,641,622,444 | 82,280,488 | 97,526,735 | 956,467,604 | 1,544,095,709 |
| 160. GSIS Properties, Inc. | 3,840,652 | 3,336,046 | 838,782 | 684,356 | 3,001,870 | 2,651,690 |
| 161. Meat Packing Corporation of the Philippines | N/A | N/A | 17,869,000 | 62,497,000 | $(17,869,000)$ | $(62,497,000)$ |
| Sub-total | 1,042,588,744 | 1,644,958,490 | 100,988,270 | 160,708,091 | 941,600,474 | 1,484,250,399 |
| TOTAL | 595,987,717,740 | 599,834,799,599 | 463,280,745,347 | 476,315,695,673 | 132,603,662,590 | 123,481,128,129 |

TABLE 14: REVENUES, EXPENSES, AND NET INCOME (LOSS) FOR C.Y. 2011






TABLE 17：NET LENDING FOR C．Y．2009－2011

| 00＇gso＇8L | 00＇89て＇6 | 00＇$\dagger 90{ }^{\prime} \mathrm{s}$ | 7V101 |
| :---: | :---: | :---: | :---: |
| $\forall / \mathrm{N}$ | （00＇ 2 L） | （00＇\＆z） |  |
| 00＇ 161 | 00＇8\＆ | 00＇061 |  |
| 00＇عLL | $\forall / \mathrm{N}$ | $\forall / \mathrm{N}$ |  |
| $00 \cdot \downarrow$ | 00＇t | $\forall / \mathrm{N}$ |  |
| 00＇6ヶレ | 00.96 | 00＇61 | K！！ |
| （00．9） | $00^{\circ} \mathrm{E}$ | （00＇Z ${ }^{\circ}$ ） |  |
| 00689 | 00＇LS9 | 00.889 | sイемп！ey Ieuoḷe |
| （00＇て\＆） | （00＇SbL） | 00＇¢9 | Kuedmoう I！O ןeuo！！en əu！dd！！पd |
| $\forall / \mathrm{N}$ | $\forall / \mathrm{N}$ | 00＇6ヶて | ＊Yueg feuolien әu！dd！！！ |
| $\forall / \mathrm{N}$ | （00＇z） | 00＇レ | K！！ı0ч！ |
| 00．88 | （00．9） | （00＇ 2 L） |  |
| （00．09） | （00＇ 29 ） | $\forall / \mathrm{N}$ | ＊Səu！！ |
| 00．19 | 00＇ャ9 | 00＇69 |  |
| 00＇z6ย | 00＇6ヶ¢ | 00＇s0t | uo！pe．odıoう Кем！！ey uozn7 पдо⿱二小欠 |
| 006 | $\forall / \mathrm{N}$ | $\forall / \mathrm{N}$ | uo！pexodıoう uo！ss！usuexı leuo！̣e |
| 00＇88L＇Z | 00＇ャャع＇乙 | （00＊9ャ0＇$)^{\text {）}}$ | uol！exodıoう rəMOd Ieuo！pen |
| 00＇89L＇乙 | 00＇Z18＇と | 00＇ 190 ＇t |  |
| V／N | $00 \cdot \downarrow \varepsilon$ | 00＇0t | K！！ıoчın |
| （006） | $\forall / \mathrm{N}$ | （00＇Z） |  |
| 00＇000＇8 | $\forall / \mathrm{N}$ | V／N | Kıиочın $\forall$ poob ןeuoḷen |
| （00＇ 28 ） | （00｀ャてZ） | （00｀てLL） |  |
| 001 | 00｀${ }^{\text {¢ }}$ | （00．とOL） | Kuedmoう łuәudoןəләД ןeuolıen |
| （00＇zレ） | （00．8 ${ }^{\text {）}}$ | （00．9） |  |
| 00 －$\downarrow$ | $00^{\circ} \downarrow$ | （00．$\varepsilon$ ） | K！！ıоч！ |
| 00＇L | （00＇s ${ }^{\circ}$ ） | 00＇0t |  |
| 00＇0ヶ0＇$\varepsilon$ | 00＊898＇乙 | 00＇ $269^{\prime}$＇ |  |
| （00\％ 2 L） | （00．Et） | （00＇69） | səu！ |
| 00＇68 | 00＇s9 | 00．62 | səu！ |
| V／N | （00＇Zレ） | 00 －$\downarrow$ | K！！ |
| LLOZ | 0レ0Z | 6002 | s5000 |
| ONIGNE7 IEN |  |  |  |


[^0]:    ${ }^{2}$ See Executive Order No. 226, s. 1995, entitled, "Institutionalization of the Doctrine of Command Responsibility in all Government Offices, Particularly at all Levels of Command in the Philippine National Police and Other Law Enforcement
    Agencies.

[^1]:    ${ }^{4}$ Available at http://www.dof.gov.ph/?page_id=777.

[^2]:    ${ }^{5}$ Subject: "Inventory-Taking from GOCCs Covered by R.A. No. 10149, "GOCC Governance Act of 2011," in Preparation for the Ownership and Operations Manual and Code of Corporate Standards Governing GOCCs,"

[^3]:    ${ }^{6}$ Natural Monopolies as used in this report refers both to those industries that are highly capital intensive such as
    ic utilites wherein competition results in economic waste to the detriment of the consuming publica as well as structural monopolies' or those that are such by the nature of the market and not necessarily the activities of the industry. See Record

[^4]:    of positions grouped into such categories as the GCG may determine, subject to the approval of the President." "Entitled "Directing the Rationatization of the Compensation and Position Classification System in the Government-
    Owned and -Controlled Corporations (GOCCs) and Government Financial Institutions (GIIs) and for Other Purposes." Owned and -Controlled Corporations (GOCCs) and Government Financial Institutions (GFIS), and for Other Purposes."
    isEntitled "Prescribing Rules to Govern the Compensation of Members of the Board of Directors/Trustees in Government
    Owned or -Controlled Corporations, Including Government Financial Institutions."

[^5]:    ${ }^{18}$ Emphasis supplied
    ${ }^{19}$ Emphasis supplied
    ${ }^{19}$ ²Emphasis supplied.
    ${ }^{20}$ Sec. 2(b), Anti-Gratt and Corrupt Practiced Act (R.A. 3019, as amended): "Public officer: includes elective and appointive officials and employees, permanent or temporary, whether in the classified or unclassified or exempt service receiving compensation, even nominal, from the government as defined in the preceding subparagraph." "Public
    2iSec. 3(b), Code of Conduct and Ethical Standards for Public Officials and Employees (R.A. No. 67 13): "Pu Officials: includes elective and appointive officials and employees, permanent or temporary, whether in the career or non-
    career service including military and police personnel, whether or not they receive compensation, regardless of amount.,

[^6]:    ${ }^{2}$ National Amnesty Commission v. COA, 437 SCRA 655 (2004); Betoy v. The Board of Directors, National Powe orporation, G.R. Nos. 156556-57, 04 October 2011
    Corporation, G.R. Nos. 156556-57, 04 October 2011.
     restrictive provisions of Section 13, Article VII of the 1987 Constitution requires that the exception against dual or multiple positions or employments can only be provided for in the Constitution, or a mere designation of additional duties in an ex officio capacity as provided for by law. A statutory provision expressly providing for the appointment of a Cabinet Official into the Governing Board of any GOCC would be unconstitutional: his statutory designation to the Governing Board of any GOCC must always be in an ex officio capacity

[^7]:    ${ }^{34}$ Civil Liberties Union v. Executive Secretary, 194 SCRA 317, 335 (1991).

[^8]:    the charters of the relevant GOCC, insofar as they are not inconsistent with the provisions of this Act, shall apply suppletorily 10 GOCCs." ${ }_{39}$."

    SEC Onion No 06-18, 20 March 2006.

[^9]:    * 2011 Figures based on Unaudited Financial Statements submitted to the GCG by 129 GOCCs

