Climate Action Tracker

Climate Governance

Assessment of the government's ability and readiness to transform the Philippines into a zero emissions society

CAT Climate governance series

THE PHILIPPINES

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CLIMATE ANALYTICS

NEW CLIMATE INSTITUTE

CAT Climate Governance series

Under the Paris Agreement, governments have committed to limiting temperature increase to well below 2°C above pre-industrial levels and pursuing efforts to limit it to 1.5°C. Achieving this objective will require global greenhouse gas emissions to peak by 2020, reduce by 45% below 2010 levels by 2030 and be reduced to net zero around 2070, with carbon emissions reaching net zero around mid-century, with negative emissions thereafter.

Governments in all countries play a critical role in enabling this transformation, which involves action from all aspects of society and the economy.

The Climate Action Tracker (CAT) tracks the progress of countries towards achieving the climate targets they have set for themselves under the Paris Agreement and what the combined effect of these commitments and policies mean for global temperature levels at the end of this century.

In this series, the CAT expands on its country analysis to evaluate the ability and readiness of national governments to enable the required economy-wide transformation towards a zero emissions society.

Our assessment analyses four aspects of governance covering key enabling factors for effective climate action:

- the political commitment of the government to decarbonisation,
- the institutional framework it has put in place to achieve its emission reduction targets,
- the processes it has established to develop, implement and review mitigation policies, and
- its ability and willingness to engage with relevant stakeholders on policy development.

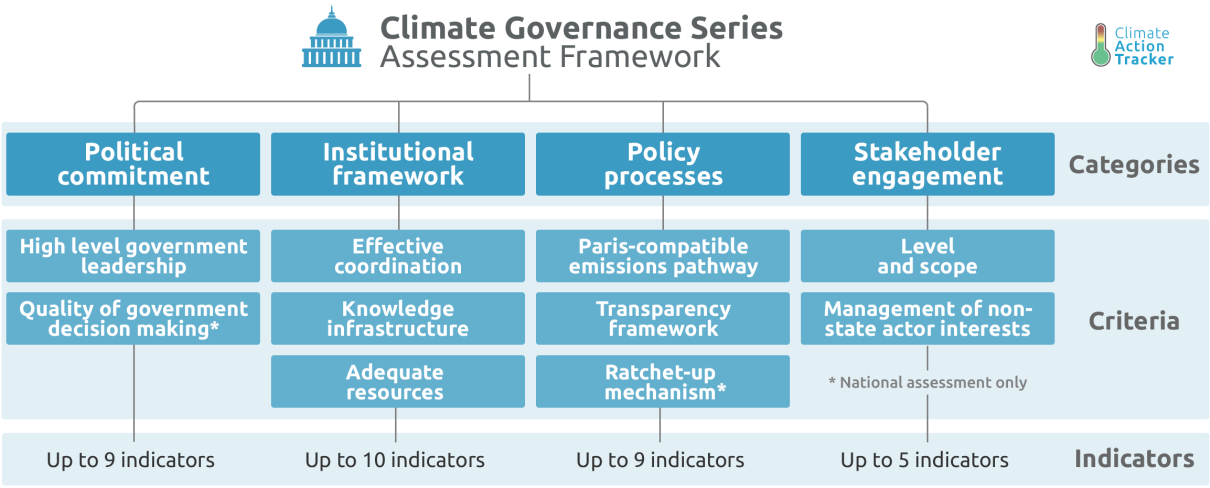
Each country assessment considers the national government and one or two of the highest emitting sectors critical to achieving deep decarbonisation in the country. The first round of analysis covers **Argentina**, **Australia**, **Indonesia**, **Kenya**, **the Philippines** **and** **South Africa**.

The Climate Governance Series seeks to offer a standardised and replicable approach to assessing a government's ability and readiness to achieve the required transformation, highlighting positive developments and areas for improvement. By releasing the first six country reports, the CAT aims to both generate discussion and elicit feedback on the methodology that the CAT seeks to develop further.

http://climateactiontracker.org/publications/climate-governance

Legend

Understanding our indicators
This report series seeks to produce a standardised and replicable approach to assessing a country's readiness to decarbonise. To achieve this, we have assessed a number of possible indicators under four broad categories and ten **criteria**. **Criteria** are marked in bold text throughout this document. There are up to 33 indicators for national assessments and 20 for sectoral assessments.



Understanding our rating system
Our rating system highlights positive developments within countries, identifies areas of improvement, and establishes a basis on which to compare climate governance across countries.

Each individual indicator has been assessed and given a score. The categories and criteria linked to those indicators are then given a rating based on those scores.

Poor	**≤ 30% of possible score** This rating indicates that this is an area where the government is deficient and could do much to improve.
Neutral	**30 –70% of possible score** This rating indicates that the government is showing some level of readiness to decarbonise, but improvement is still necessary.
Advanced	**≥ 70% of possible score** This rating indicates that while improvement is possible and beneficial, this area of governance is functioning relatively well.

To find out more about our approach, please read our methodology paper on our website: **climateactiontracker.org/publications/climate-governance-methodology**.

Executive summary

National level readiness

There is room for improvement in the Philippines' political commitment to climate mitigation. The President has yet to turn the words of his Fourth State of the Nation speech --- on fast-tracking renewable energy and cutting coal usage -- into action, as well as to increase the attention he pays to climate mitigation overall.

The Philippines has played a leadership role on climate change internationally, including in securing the 1.5°C temperature limit in the Paris Agreement. However, it could bolster this position by undertaking and showcasing domestic mitigation efforts.

The Philippines has a dedicated agency - the Climate Change Commission (CCC) - and a high-level group within the executive tasked with climate mitigation. It exhibits a moderate level of effective coordination between government agencies and coverage across line ministries.

Overall, there is decent continuity in the country's climate institutions and policies. However, the government's current efforts to strengthen its institutional capacity to deal with disaster resilience should not be at the expense of maintaining a bespoke entity to deal with climate mitigation. The Cabinet Cluster on Climate Change Adaptation, Mitigation and Disaster Risk Reduction could be strengthened by reintroducing an explicit objective to focus on mitigation efforts into its mandate.

There is much the Philippines could do to strengthen its institutional framework to support the transition to a zero emissions society. All relevant line ministries should appoint a high-level climate change focal point with a clear mandate to pursue mitigation activities. Enhancing the coverage of climate change within line ministries will bolster the ability of the Commission to effectively coordinate climate mitigation activities, as would ensuring it has sufficient financial and human resources to support its work. More research on deep decarbonisation pathways is needed. This analysis should be regularly considered and heeded by the government.

The Philippines has made progress in establishing an enhanced transparency framework, but the nation urgently needs a defined Paris-compatible decarbonisation pathway. Work is underway to update its NDC by 2020; however, this process has not been formalised into a permanent mechanism to ratchet-up mitigation efforts.

The Philippines' level and scope of engagement of non-state actors is positive. Climate change-related content is publicly available, and there is some effort to include stakeholders during policy development. Yet these efforts are hampered by the poor management of non-state actors' interests. More needs to be done to ensure a just transition than simply a focus on promoting green jobs.

Category	Criteria	Recommendations
Political commitment	High level government leadership	• Scale up leadership advocacy for climate change mitigation and make it an explicit and distinct focus of the Cabinet Cluster. • Turn the words of the 2019 State of the Nation address on fast-tracking renewable energy and cutting coal usage into action through active political support for a transition from coal to renewable energy.
	Quality of government decision making	• Maintain and strengthen an institution, such as the Climate Change Commission, with a dedicated focus on climate mitigation and full decarbonisation, and increase its influence on line ministries.

Institutional framework	Effective coordination Knowledge infrastructure Adequate resources	• Increase coordination and policy alignment between line ministries and the Climate Change Commission. • Appoint a high-level climate change focal point - in all relevant line ministries - with a clear mandate to pursue mitigation activities. • Undertake research and analysis of Paris-compatible emission reduction pathways. • Reverse the significant reduction of the Climate Change Commission's budget.
Policy processes	Paris-compatible emissions pathway Transparency framework Ratchet-up mechanism	• Define a Paris-compatible decarbonisation pathway to guide mitigation action. • Make data and reporting available on the National Integrated Climate Change Database and Information Exchange System in a timely manner. • Establish a permanent mechanism to ratchet-up climate action, building on current efforts to revise its NDC.
Stakeholder engagement	Level and scope Management of non-state actor interests	• Develop a plan or strategy for a just transition to a zero emissions society by building on the work done to date to promote green jobs.

Electricity supply sector readiness

There is limited leadership and buy-in from the Department of Energy to decarbonise the Philippines' electricity supply. In his 2019 State of the Nation address, President Duterte urged Secretary Cusi to fast-track renewable energy development and reduce the country's dependence on coal. It is too soon to evaluate whether the President's request will have any effect on the Department and result in it paying greater attention to supporting renewable energy projects and decarbonising the electricity supply.

The readiness of the electricity sector's institutional framework to support decarbonisation is mixed. The sector lacks effective coordination mechanisms amongst relevant entities at the national level as well as with sub-national governments dedicated to decarbonisation. While there is alignment between national and sectoral policies, these do not have a mitigation focus.

The Department's ambitions to increase fossil fuel reserves and production play a large part of the sector plans, and hinders climate change relevant processes. The DOE aims to increase the production of oil, gas and coal, open new gas fields and expand coal-fired power generation. The sector has good knowledge infrastructure, capable of supporting strategic planning and policy development, but lacks a specific focus on decarbonisation. Likewise, there are adequate resources and capacity for current policy measures; though more may be required to scale up action.

The sector urgently needs to define a Paris-compatible decarbonisation pathway. Without this long-term goal, near-term policy development cannot be aligned with it. The Department of Energy has elements of a transparency framework in place. However, the framework could be improved by establishing sector-level mitigation policy tracking and reporting on such developments in a clear and understandable manner.

There is a good level of stakeholder engagement in policy development, but the Department lacks policies to support a just transition towards a zero-emissions energy system. Moreover, progress towards decarbonisation has been slowed by key players in the power sector.

Category	Criteria	Recommendations
Political commitment	High level government leadership	• Secretary Cusi should prioritise renewable energy development and deliver on President Duterte's request to fast-track these projects.
	Quality of government decision making*	
Institutional framework	Effective coordination	• Establish an intra-sectoral coordination mechanism to support decarbonisation efforts and formalise this body in a Department Circular. • Establish a forum to support the coordination of decarbonisation measures between national and subnational governments. • Focus on the need to decarbonise in future alignments of sectoral and national strategies. • Undertake or commission analysis to support decarbonisation measures within the sector. • Monitor resources levels to ensure that the department is able to deliver on mitigation policies.
	Knowledge infrastructure	
	Adequate resources	
Policy processes	Paris-compatible emissions pathway	• Adopt a Paris-compatible long-term goal for the sector. • Develop a sector-specific framework to track mitigation policies. • Include a narrative report to accompany energy sector GHG emissions data. • Report on mitigation and other relevant government policy progress in a clear and understandable manner, including progress towards the 2030 renewable energy target.
	Transparency framework	
	Ratchet-up* mechanism	
Stakeholder engagement	Level and scope	• Develop a strategy and framework to transparently address the influence and leverage of interest groups aligned with fossil fuel industries in climate policy. • Address a just transition to decarbonisation electricity supply, particularly with response to coal-fired power station workers.
	Management of non-state actor interests	

** National assessment only*

Transport sector readiness

Climate mitigation is not an explicit the priority for the Department of Transport, though some of its policies may have a mitigation benefit. Greater leadership from within the department and a greater focus on mitigation in sectoral plans is needed.

The Department of Transportation lacks a strong institutional framework to support climate mitigation policies. Effective coordination and planning has long been a challenge in the transport sector. While coordination mechanisms do exist, the sector lacks a dedicated coordination mechanism focused on climate mitigation. Some sector-specific analysis is available; however, further analysis is needed on decarbonisation pathways and measures. The Department of Transportation does not have sufficient technical staff to support mitigation policy development or implementation.

The transport sector lacks a Paris-compatible decarbonisation pathway. Such a pathway is essential to align sectoral policies and near-term plans. There are mechanisms for reporting on both transport-related inventory data and policy implementation, they are not always at the sector level.

There are sector-level consultations on various policies, but without a clear mitigation strategy for the sector, such consultations will remain piecemeal. The department does not have a comprehensive strategy to ensure a just transition to a zero emissions society and has faced criticism over the fairness of some of its policy measures.

Category	Criteria	Recommendations
Political commitment	High level government leadership Quality of government decision making*	• Strengthen sector leadership to support decarbonisation. • Enhancing the role of, and attention paid to, climate mitigation strategies as part of the development and implementation of the National Transport Policy.
Institutional framework	Effective coordination Knowledge infrastructure Adequate resources	• Establish an intra-sectoral coordination mechanism focused on climate mitigation or ensure mitigation measures are considered as part of existing mechanisms. • Undertake further analysis of decarbonisation options for the transport sector. • Ensure that the relevant ministries have adequate resources to support decarbonisation efforts as a matter of priority.
Policy processes	Paris-compatible emissions pathway Transparency framework Ratchet-up* mechanism	• Develop a Paris-compatible decarbonisation pathway. • Follow up to the 2010-2020 National Environmentally Sustainable Transport Strategy and ensure that near term plans align with the long-term decarbonisation pathway. • Establish a system within the sector to monitor and report on the implementation of mitigation policies.
Stakeholder engagement	Level and scope Management of non-state actor interests	• Develop a strategy to ensure a just transition to a zero emissions society and ensuring greater buy-in from stakeholders on a comprehensive mitigation strategy for the sector.

** National assessment only*

Contents

1 Introduction

1.1 Domestic context

The Republic of the Philippines is a liberal democracy with a presidential system. The legislative branch is comprised of a 24-member Senate (upper house) and the 300-member House of Representatives (lower house); the latter is considered to be the more independent of the two houses (Gomez, 2019a). Under the 1987 Constitution, the President may only serve one six-year term; Senators may serve two consecutive six-year terms, while members of the House of Representatives can serve three consecutive three-year terms (Republic of the Philippines, 1987).

Rodrigo Duterte was elected President of the Philippines in 2016 and will serve until 2022. Duterte's position was strengthened by the mid-term election results in May 2019, with his allies winning a majority of the 12 Senate seats up for election (Agence France-Presse, 2019; Gomez, 2019b). Thus, the President has strong support in the House of Representatives and from most local governments (Arugay, 2019; Gomez, 2019b). The Philippines ranks 99 of 180 countries on Transparency International's Corruption Perception Index (Transparency International, 2018). The country has a score of 36 out of 100, indicating a high perceived level of public sector corruption.

The Philippines is a lower middle income country. However, after average annual growth of over 6% since 2010, it will soon graduate to upper middle income status (World Bank, 2019a). In 2018, its GDP was 331 billion USD (World Bank, 2019b). The nation has made strides in the last decade to reduce poverty, though a fifth of its population still live below the poverty line (World Bank, 2019a). The Philippines is an archipelago with over 7,000 islands, which poses a challenge to establishing universal access to electricity. Because the exposure to frequent tropical storms threatens the energy infrastructure, security and reliability of energy supply is a challenge for the Philippines. It is a goal of the Duterte administration to achieve 100% electrification by the end of his term in 2022 (Lagare, 2017). In 2017, ninety-three percent of the population had access to electricity (World Bank, 2019b).

The Philippines is one of the world's most vulnerable countries to the impacts of climate change, which include sea level rise, increased frequency of extreme weather events, rising temperatures and extreme rainfall. It has witnessed a number of climate disasters in the past 30 years including droughts, floods and storms (Fuentes et al., 2019).

The Philippines heavily relies on fossil fuel imports, which account for 45% of the total primary energy supply in 2016 (Department of Energy, 2017a). The Department of Energy plans to expand exploration and development of coal, including the Semirara mine coal power projects (Department of Energy, 2017d). The Department of Energy anticipates new oil field discoveries in the Visayan Basin, and is planning for the development of two new gas fields in Palawan (Department of Energy, 2017d).

The Philippines emissions in 2015 were 177 $MtCO_2e$ (excluding forestry) (Climate Action Tracker, 2018). Power generation and transport represent the largest shares of greenhouse gas emissions in the energy sector. In terms of energy-related greenhouse gases, power generation accounts for 52%, and transport represents 28% in 2018 (Department of Energy, 2019c). These sectors were selected for review in this report as they emit a substantial portion of the Philippines greenhouse gases, and therefore should be targeted for transformational policies in response to climate change.

Civil society in the Philippines is strong and has developed from a history of fighting for independence from Spain and the US, overcoming the Marco regime, and ending President Estrada's administration (ADB, 2013). Political activism covers a range of activities including politics and sustainable development (ADB, 2013). As a recent example, civil society brought about a landmark case to hold polluters to account. After a series of violent typhoons hit the Philippines, 31,000 citizens and civil society organisations petitioned for the Philippines Human Rights Commission to investigate major greenhouse gas polluters for violating human rights (The Guardian, 2016). They argued that the major polluters were responsible for the typhoon impacts causing widespread loss of life and damage to property and livelihoods (The Guardian, 2016).

Entrepreneurship is encouraged by the government, as seen in the AmBisyon Natin 2040 plan which was designed as a collective aspiration for citizens to achieve a strongly rooted, comfortable and secure future.

1.2 Approach to Climate Change

The following table gives an overview of key institutions, strategies, targets, as well as legislation, that refer to Climate Change mitigation at national level, as well at sectoral level for the selected sectors (electricity supply and transport).

Key Institutions	**National agencies** **Climate Change Commission (CCC)** The policy-making government body, established in 2009, to coordinate, monitor and evaluate programmes and action plans for climate adaptation and mitigation in the Philippines. **Cabinet Cluster on Climate Change Adaptation, Mitigation and Disaster Risk Reduction (CCAM-DDR)** The Cabinet Cluster was established in 2011 to protect the environment and build synergies between agencies and coordinate policies. **Sectoral lead agencies** **Department of Energy (DOE)** DOE is the line ministry for the electricity supply sector. **Department of Transportation (DOTr)** DOTr is the line ministry for the transport sector.
Key Plans & Strategies	**National level** **National Framework Strategy on Climate Change (NFSCC), 2010-2022** The Framework Strategy was adopted in 2010. It outlines the objectives and strategic priorities for climate mitigation and served as the basis upon which the National Climate Change Action Plan was developed. **National Climate Change Action Plan (NCCAP), 2011-2028** The Action Plan sets out detailed activities and outputs, divided into three six-year periods for, *inter alia*, energy, industry, the built environment, waste and land use. **Electricity supply and transport sector level** **Philippine Energy Plan 2017-2040** The Plan assesses energy demand and supply to 2040 and includes nine sectoral roadmaps covering oil and gas, coal, renewable energy, biofuels, the power sector, downstream oil and natural gas, alternative fuels and energy technologies, and energy efficiency and conservation. Each roadmap establishes short, medium and long-term objectives. It is relevant for both electricity supply and transport. **National Transport Policy, 2017** The Policy establishes the general guidelines for the sector. Implementing rules and regulations for the policy are being developed.

Pledges & Targets

National level

Nationally Determined Contribution (NDC)
A 70% reduction from business-as-usual by 2030, conditional on international support. It is difficult to quantify the NDC as it lacks a business as usual projection. The NDC covers the energy, transport, waste, forestry and industry sectors. The Climate Change Commission is in the process of revising the country's NDC.

Electricity supply and transport sector level

2030 Renewable Energy Target
15,304 MW of installed capacity by 2030.

Key Laws & Regulations

National level

Climate Change Act, 2009 (Republic Act No. 9729)
The Act created the Climate Change Commission and tasked it with developing climate mitigation policy and coordinating the government's climate change efforts.

The People's Survival Fund Act, 2011 (Republic Act No. 10174)
The Act amended a number of provisions of the Climate Change Act and established the People's Survival Fund to support adaptation efforts.

Philippine Green Jobs Act, 2016 (Republic Act No. 10771)
The Act promotes green jobs in support of a transition to a low carbon economy.

Electricity supply and transport sector level

Renewable Energy Act of 2008 (Republic Act No. 9513)
The Act supports the development and use of renewable energy through various policies measures, include a Renewable Portfolio Standard and Renewable Energy Market to support the Standard, a Feed-In Tariff system, net-metering, and a programme to allow end-users to choose their source of energy (the Green Energy Option).

Biofuels Act of 2006 (Republic Act No. 9367)
The Act established blending targets for bioethanol and biodiesel. As part of the 2017-2040 Biofuels Roadmap, the bioethanol mandate is under review, while the biodiesel mandate will be reviewed starting in 2020 after the expiration of the current 2% blending target.

2 National assessment

2.1 Political commitment

Political commitment	
High level government leadership	**Quality of government decision making**

There is room for improvement in the Philippines' political commitment to climate mitigation. The President has yet to turn the words of his fourth State of the Nation speech - on fast-tracking renewable energy and cutting coal usage - into action, as well as to increase the attention he pays to climate mitigation overall.

The Philippines has played a leadership role on climate change internationally, including in securing the 1.5°C temperature limit in the Paris Agreement; however, it could bolster this position by undertaking and showcasing domestic mitigation efforts.

Overall, there is decent continuity in the country's climate institutions and policies. However, the government's efforts to strengthen its institutional capacity to deal with disaster resilience should not be at the expense of maintaining a bespoke entity to deal with climate mitigation. The Cabinet Cluster on Climate Change Adaptation, Mitigation and Disaster Risk Reduction could be strengthened by reintroducing an explicit objective into its mandate to focus on mitigation efforts.

High-level government leadership can be a driving force for stimulating economy-wide transformational changes and increasing climate mitigation ambition through top-down strategy setting and sending effective policy signals.

Leadership for increasing climate mitigation ambition is particularly important in the case of the Philippines where the President has significant power to set policy (Timberman, 2019). There are mixed messages from the President. On one hand, he has expressed concerns that the Paris Agreement is unfair and could impede Philippine development, and he has been critical of the international climate regime more generally (Aurelio, 2019; Ranada, 2016). President Duterte does not have a high level of commitment to support climate mitigation: it is not a focus of his government. Much greater attention is paid by the government to climate adaptation, with mitigation viewed as means of adaptation (Locsin, 2019; Republic of the Philippines, 2015a). More broadly, the present administration has been focused on the development of infrastructure and industries, following the so-called "DuterteNomics" policy approach and implementing for example the "Build! Build! Build!" infrastructure plan, none of which have an explicit link to decarbonisation (Forbes, 2018).

There is a potential for greater leadership on climate mitigation. In his 2019 State of the Nation address, the President did note the need to fast-track renewable energy and decrease the dependence on coal (Duterte, 2019). Environmental groups are cautiously optimistic about this potential new direction in energy policy, but stress that it must be followed through with actions (Espina-Varona, 2019).

The creation of a Department for the Disaster Resilience should not be at the expense of the need to keep and strengthen a bespoke institution to focus on mitigation. The enhancement of the Philippines' NDC, currently underway, is a key opportunity for the President to show leadership on climate mitigation (Climate Change Commission, n.d.-d; De Guzman, 2018).

The Philippines has a dedicated agency and a high-level group within the executive tasked with climate mitigation. The Climate Change Commission (CCC) was created in 2009 to coordinate, monitor and evaluate climate change programmes and actions plans (Climate Change Commission, 2012). The Cabinet Cluster on Climate Change Adaption, Mitigation and Disaster Risk Reduction (CCAM-DRR)

was created to protect the environment and build synergies between agencies and coordinate policies (Department of Environment and Natural Resources, 2018). The CCC has some influence on government decision making as it is mandated to coordinate and work with national government agencies (NGAs) to align climate change plans and policies where possible (Climate Change Commission, 2012). However, as the analysis of sectoral governance readiness will demonstrate, line ministry plans are only somewhat aligned to the national mitigation plans.

The Philippines actively engages in international climate initiatives. However, it can enhance these efforts by leading by example with a greater focus on its own domestic mitigation efforts. The Philippines has played a key leadership role within the Climate Vulnerability Forum (CVF), an international partnership of the countries most vulnerable to the impacts of climate change, including chairing the Forum during the 2015 UN Climate Change Conference in Paris and pushing for the inclusion of a 1.5°C temperature goal in the Paris Agreement (Climate Vulnerable Forum, 2019). Its officials regularly call for the scaling up of climate action, with a particular emphasis on the major emitters (De Guzman, 2018; Locsin, 2019).

The **quality of government decision making** at the highest levels is a key factor in implementing ambitious climate policies as national governments provide resources and direction for lower levels of government and can stimulate horizontal dynamics through mainstreaming, lesson-drawing, and cooperation (Jänicke, Schreurs, & Töpfer, 2015).

The quality of government decision making to implement transformational policies in the Philippines has been relatively high. There has been continuity in the country's institutional structures and policy framework. The Climate Change Commission was established in 2009 by the Climate Change Act and has not undergone any major institutional restructuring since its establishment (Congress of the Philippines, 2009). Consistent with the government's focus on adaptation, the Act was amended in 2011 to create the People's Survival Fund to support adaptation programmes (Congress of the Philippines, 2011).

The Commission was tasked with supporting the Fund and the Fund's Board, and its membership was expanded to include financial agencies and greater stakeholder representation. However, its mandate with respect to climate mitigation was essentially left unchanged.

The Cabinet Cluster on Climate Change Adaptation and Mitigation has been in place since 2011, but a restructuring (and renaming) in 2016 under President Duterte placed greater emphasis on disaster risk reduction (President of the Philippines, 2011a, 2017). The explicit objective of adopting mitigation measures was removed from the Cluster's mandate, while a reference to adhering to the country's international environmental commitments was added.

On the policy side, the National Framework Strategy on Climate Change was adopted in 2010 and established, *inter alia*, the objectives and strategic priorities for climate mitigation. The National Climate Change Action Plan (NCCAP) builds upon these objectives and priorities with a detailed set of activities and outputs for the 2011 to 2028 period. There has been no scaling back of these plans.

While there has been high continuity, there is some uncertainty about the future structure and role of the Commission. In late 2018, the Philippines Congress began considering legislation that would create a Department of Disaster Resilience. The relationship between this new Department and the Commission is unclear and it is possible that the Commission could be subsumed within the Department. Creation of the Department is a priority for the President (Duterte, 2019).

Congress was unable to pass legislation on the creation of the Department before the mid-term elections, but a number of draft bills have now been reintroduced (See e.g. Salceda, 2019). The Commission is against such an amalgamation as it would undermine its and the Philippines' ability to achieve low-carbon sustainable development (Federigan, 2019b, 2019a). The government's efforts to strengthen its institutional capacity to deal with disaster resilience should not be at the expense of maintaining a bespoke entity to deal with climate mitigation.

2.2 Institutional Framework

There is much the Philippines could do to strengthen its institutional framework to support the transition to a zero emissions society. All relevant line ministries should appoint a high-level climate change focal point with a clear mandate to pursue mitigation activities.

Enhancing the coverage of climate change within line ministries will bolster the ability of the Commission to effectively coordinate climate mitigation activities, as would ensuring it has sufficient financial and human resources to support its work. More research on deep decarbonisation pathways is needed. This analysis should be regularly considered and heeded by the government.

Effective coordination across ministries and agencies as well as with sub-national governments affects the ability of actors to align overarching climate policy targets efficiently and consistently.

The Philippines exhibits a moderate level of effective coordination between government agencies. The Climate Change Act outlines the roles and responsibilities of national and local government agencies, and tasks the Commission with coordinating these efforts. This coordination mechanism is further elaborated on in the National and Local Climate Change Action Plans (NCCAP/LCCAP). In practice, however, the degree to which such coordination occurs can be *ad hoc*. The Cabinet Cluster meets regularly. However, in its 2017 Annual Report, the most recent report available online, it called for clarity on the roles of the Commission's Advisory Board and the Cabinet Cluster on climate change policy discussions, in order to ensure efficiency and harmonised coordination (CCAM-DRR, 2017; Department of Environment and Natural Resources, 2018).

The coverage of climate change within Philippines line ministries is moderate. Each line ministry determines for itself the most appropriate level and position of the person or office responsible for climate change matters. Subsequently, each line ministry has varying levels of climate change related decision-making authority and an ability to implement climate policy within their department.

Another important criterion is the existence and utilisation of a **knowledge infrastructure capable of supporting strategic planning and policy development**, as this aids in the elaboration and application of decarbonisation analyses in climate policy development.

The Philippines has some knowledge infrastructure capable of supporting strategic planning and policy development. The CCC is an independent authoritative institution that provides advice on decarbonisation efforts to the government (Congress of the Philippines, 2009).

Some country-specific analysis is available to support decarbonisation efforts (Buendia & Lasco, 2018; Climate Change Commission & USAID, 2018c). For example, the CCC has used cost-benefit analysis to explore mitigation options in the development of the country's NDC (Climate Change Commission & USAID, 2018c). The cost-benefit analysis used a Long-range Energy Alternatives Planning (LEAP) Tool for modelling mitigation technologies and policies, and Agriculture and Land Use Greenhouse Gas Inventory (ALU) Software to estimate greenhouse gas emissions. The extent to which the Philippines government considers decarbonisation analyses and advice is limited, but this could change once the NDC, currently being revised, is released.

Capital and resource constraints are significant barriers to effective climate governance and have been an impediment for developing countries in the past (Bhave, Conway, Dessai, & Stainforth, 2016). **Adequate resources and capacity** need to be made available to implementers, and efficiently used by them, in climate policy processes. The Climate Change Commission's budget has been cut significantly in recent years, but its responsibilities remain the same. Therefore, one may infer that it does not have sufficient budget to perform its tasks. In 2016, the CCC had a budget of 237.9 million Philippine Pesos (PHP) (4.5 million USD) (Climate Change Commission, 2018a). The budget was significantly reduced to 64.9 million PHP (1.2 million USD) in 2017, and 73.4 million PHP (1.4m USD) in 2018 (Climate Change Commission, 2018a). The CCC budgetary issues have been prominent in the media following President Duterte criticism that the agency is overspending in relation to its output (ABS-CBN News, 2018).

2.3 Process for policy development, implementation and review

The Philippines has made some progress in establishing an enhanced transparency framework, but urgently needs a defined Paris-compatible decarbonisation pathway.

A **defined Paris-compatible decarbonisation pathway** is an important component to aid the long-term planning for, and alignment with, the Paris Agreement's overall objectives. The Philippines has not adopted an ambitious long-term decarbonisation target consistent with the Paris Agreement's temperature goal. The nation lacks comprehensive climate-mitigation related legislation as the Climate Change Act only establishes the institutional structure to address climate mitigation, but does not include quantified emission reduction targets.

An **enhanced transparency framework mechanism** is necessary in order to track progress towards achieving emission reduction targets in line with the Paris Agreement, as well as providing checks and balances for the government's climate commitments. The Philippines has a comprehensive transparency framework, but the system is not yet fully operational. The Philippine Greenhouse Gas Inventory Management and Reporting System (PGHGIMRS) was established in November 2014 (President of the Philippines, 2014). Line ministries are tasked with monitoring sector-specific GHG emissions and providing that data to the Climate Change Commission. The Commission adopted further guidelines for the inventory system in 2018 (Climate Change Commission, 2018b).

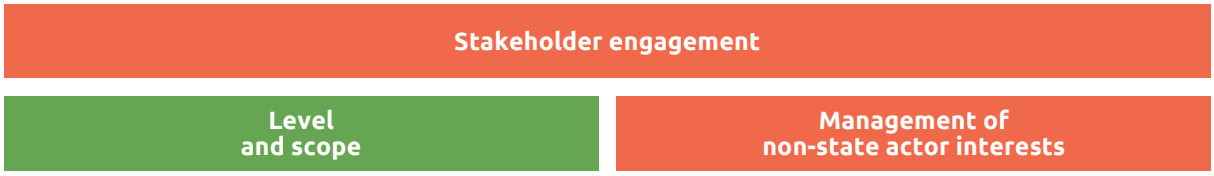
In 2011, the Philippines began work on a Results-Based Monitoring and Evaluation System (RBMES) to monitor and report on the activities outlined in the National Climate Change Action Plan (Climate Change Commission, 2011). The Philippines also has a Climate Change Expenditure Tagging system to allow the government, and international and local climate watchdogs, to track climate expenditure from national to the municipality/city level (Climate Change Commission, n.d.-a; Republic of the Philippines, 2015b).

The timeliness of the framework outputs could be improved. The National Integrated Climate Change Database and Information Exchange System (NICCDIES) website has webpages for visualising GHG emissions data, the results of the country's monitoring and evaluation system and expenditure tagging. However, little to no data is currently available (Climate Change Commission, n.d.-b). Some data for expenditure tagging is available elsewhere (Climate Change Commission, n.d.-a; Republic of the Philippines, n.d.), but a recent inventory of GHG emissions is not available (Senate of the Philippines, 2019a). Annual monitoring of the NCCAP should take place under the RBMES (Climate Change Commission, 2011).The Climate Change Commission aims to provide annual reports on the state of climate mitigation; however such a report does not appear to have been prepared or at least released publicly at the time of writing (Climate Change Commission, n.d.-g).

Policy development and review functions are not conducted by separate entities, as the CCC is also tasked with reviewing climate change policy implementation (Congress of the Philippines, 2009). Under the RBMES, the efficiency, effectiveness and impacts of NCCAP should be evaluated every three years (Climate Change Commission, 2011). The Commission began a review of the nation's energy policy in 2016, however the status and outcomes of that review are not clear (Climate Change Commission, n.d.-c, 2016). The first Monitoring and Evaluation Report of the NCCAP was completed in 2018; but it was not publicly available at the time of publication (Climate Change Commission, n.d.-e).

The CCC is in the process of revising the Philippine NDC by 2020; however, the country does not have a permanent **ratchet-up mechanism** through which to ratchet up climate action. The current NDC, submitted in October 2015, is a 70% reduction from business-as-usual, conditional on international support; though no details were provided on what a business as usual pathway would entail. The Philippines did not include an unconditional target in its original submission. Including such an unconditional target would be an important aspect of scaling up ambition.

2.4 Stakeholder engagement



The Philippines' level and scope of engagement of non-state actors is positive. Climate change-related content is publicly available, and there is some effort to include stakeholders during policy development. Yet these efforts are hampered by the poor management of non-state actors' interests. More needs to be done to ensure a just transition, than simply a focus on promoting green jobs.

The government's **level and scope of engagement** with stakeholders reflects how well it is aware of external knowledge and the expectations of its constituents, which, in turn, affects the ability for sound government decision-making. Dissemination of climate change-related content is widespread, and content is heavily generated in-country, although government-issued content is often produced with support from outside the Philippines.

The National Integrated Climate Change Database and Information Exchange System website is a government platform to disseminate information and domestic, as well as international, publications (Climate Change Commission, n.d.-b). Social media usage within the Philippines is very high (Gonzales, 2019). The Commission is active on social media and there are number of climate-related hashtags, like #ClimateActionPH and #youthstrike4climateph, in regular use. In a 2018 survey, two-thirds of Filipinos identified global climate change as a major threat, a level of concern that has remained constant since 2013; however one that falls behind concern over top global threats like cyberattacks (Poushter & Huang, 2019).

The Philippines government has a moderate level of buy-in from stakeholders. In some cases, the government has consulted with non-state actors regarding planned policy actions. The National Climate Action Plan (NCCAP) lists the organisations who participated in consultations in preparation of drafting the plan (Climate Change Commission, 2012). The list includes NGOs/Civil Society Organisations, private sector and academia. Since 2013, there have also been annual business summits to engage the private sector in climate change initiatives (Climate Change Commission, n.d.-f). Stakeholder consultations have been conducted as part of the NDC revision, but consultations have not covered all sectors, and limited to one session per sector.

The **management of non-state actor interests** is another important consideration, as it depicts whether governments have succeeded in addressing resistance created by vested interests as well as communicating the fairness of their policies to the public. An assessment of the ability to manage non-state actor interests reveals how much public support or opposition policies receive.

The Philippines would benefit from a greater focus on managing non-state actor interests. In 2016, the Philippines passed the Philippine Green Jobs Act to promote green jobs in the support of a transition to low carbon economy through tax incentives and other means (Congress of the Philippines, 2016). The implementation of the Act has been slow (de Vera, 2019; Verzola, Logarta Jr., & Maniego Jr., 2017). While the focus on promoting green jobs need to support a transition to a low carbon future is a positive development, there are clear gaps remaining to ensure such a transition is just, especially in the energy and transport sectors (Center for Energy Ecology and Development, n.d.; Ofreneo, 2018; Simeon, 2017; Verzola et al., 2017).

3 Sectoral assessment – Electricity supply

3.1 Political commitment

Political commitment	
High level government leadership	**Quality of government decision making***

There is limited leadership and buy-in from the Department of Energy to decarbonise the Philippines electricity supply. Recent pressure from the President may result in the Department paying greater attention to the fast-tracking of renewable energy projects; however, it is too soon to evaluate the effect of the President's request.

** Not rated under sectoral assessments*

High-level sector leadership in the electricity supply sector is integral to ensuring the prioritisation of resources towards integrating top-down national policy signals with long-term sectoral planning.

There is limited high-level leadership in the Philippines' electricity supply sector. The political leadership continues to support the fossil fuel industry as part of the energy mix in line with the Philippines' industrialisation. The Department of Energy (DOE) is led by Energy Secretary Alfonso G. Cusi, and achieving the Duterte Administration's goal of 100% electrification by 2022 is his top priority for the remainder of his term (Victor V. Saulon, 2019). During his tenure, the DOE has adopted a technology neutral position, rather than pursuing specific energy mix targets (Victor V. Saulon, 2019). While Cusi recognises the need for renewable energy, he does not prioritise renewables over other sources of energy (Dela Paz, 2016). In his view, coal is necessary for ensuring baseload security (Quismorio, 2019).

Pressure from the President may cause the DOE to change course, but it is too soon to tell. In the 2019 State of the Nation address, President Duterte urged Secretary Cusi to fast-track renewable energy development and reduce the country's dependence on coal (Duterte, 2019). Civil society is cautiously optimistic of the potential change in course for energy development (Espina-Varona, 2019). The DOE responded to the President's address by announcing a number of policies to support renewable energy; however, these measures are not new and are related to the delayed implementation of the country's renewable energy law that was passed in 2008 (Reuters, 2019). Secretary Cusi also rejected the idea of a ban on new coal-fired power stations and has continued to stress the importance of coal in baseload security (Quismorio, 2019).

Limited buy-in and commitment by the department does not help the situation. Commentators have noted that the DOE is not genuinely committed to reducing GHG emissions (Verzola et al., 2017). The department does not have a bespoke unit focused on climate mitigation, although there is departmental participation in the technical working group established for preparing the Philippines' NDC (Department of Energy, 2019a). A Renewable Energy Management Bureau was created pursuant to the Renewable Energy Act of 2008 (Congress of the Philippines, 2008). The Bureau is tasked with implementing policies and programmes to accelerate the development and use of renewable energy.

The Climate Change Commission provides the DOE with information and support, but there is little evidence that it has influence on sector-level decision making. The CCC was mandated, by Commission Resolution No. 2016-001, to conduct a national energy policy review to support low carbon development (Climate Change Commission, 2016). The Resolution also urged the Department of Environment and Natural Resources (DENR) and the DOE to harmonise policies and regulations on coal-fired plants in accordance with a low carbon development pathway and to reflect this in the Energy Plan. Little appears to have come from this review or the request for harmonisation, as, if the DOE continues with its plans to construct more coal-fired power plants, it will be difficult for the Philippines to achieve low carbon development (Climate Action Tracker, 2019).

3.2 Institutional Framework

The readiness of the Philippines' electricity supply sector's institutional framework to support decarbonisation is mixed. The sector lacks effective coordination mechanisms amongst relevant entities at the national level as well as with sub-national governments and alignment of policies is not focused on decarbonisation. The sector has good knowledge infrastructure capable of supporting strategic planning and policy development; however, a specific focus on decarbonisation is lacking. Likewise, there are adequate resources and capacity for current policy measures; though more may be required to scale up action.

Effectiveness of policy action coordination between the various sector-specific agencies is an essential cornerstone to implementing national policy priorities in a resource-efficient manner.

There is no established mechanism to coordinate decarbonisation efforts between national and subnational governments or within the sector; however, there is some inter-agency coordination as part of the preparation for the NDC. The DOE has not established working groups or bodies to focus on decarbonisation. The main committees and groups tasked with advising and analysing ways to accelerate the development of renewable energy do have broad sectoral participation, but they do not include participation of the Climate Change Commission (Department of Energy, 2015, 2018b).

There is a degree of alignment of line ministry policy actions with the national emissions mitigation strategy, but it lacks a clear focus on decarbonisation. The Sectoral Plans and Roadmap 2017-2040 aligns with the energy sector component of the National Climate Change Action Plan 2011-2029 (Climate Change Commission, 2012; Department of Energy, 2017c). There are matching targets and timelines relating to renewable energy and energy efficiency.

The primary aim of these policies is not reducing greenhouse gas emissions, though they may contribute to such a reduction. The DOE's ambitions to increase fossil fuel reserves and production play a large part in the sector plans, and hinders climate change-relevant processes. The DOE aims to increase the production of oil, gas and coal, open new gas fields and expand coal-fired power generation (Department of Energy, 2017c).

The existence of a **knowledge infrastructure capable of supporting strategic planning and policy development** is an important precondition to generate climate-relevant and sector specific analyses. The electricity sector has good knowledge infrastructure capable of supporting strategic planning and policy development. There is some analysis of the mitigation potential of the energy sector (Climate Change Commission & USAID, 2018a). This analysis has informed the preparation of the Philippines' INDC and now its NDC. There is also a focus on accelerating the use of renewable energy. In partnership with USAID, the DOE undertook detailed modelling regarding the potential for increasing the share of variable renewable energy into the country's grids (USAID & Department of Energy of the Philippines, 2018). It is undertaking further modelling work to analyse infrastructure and regulatory barriers faced by renewable energy (Department of Energy, 2018b). What is lacking is analysis specifically focused on decarbonising the electricity supply.

The **adequacy of resources and capacities** is critical for effectively planning and executing sectoral policy decisions. The DOE has an adequate budget and qualified staff to implement current policies. The DOE exceeded targets relating to Renewable Energy and Energy Efficiency and Conservation based on the DOE Performance Dashboard (2018a). It can be inferred from the DOE performance that the budget in 2018 was sufficient to implement the department's duties. Accelerating a transition to a zero emissions society may necessitate further resources.

3.3 Process for policy development, implementation and review

Policy processes		
Paris-compatible emissions pathway	Transparency framework	Ratchet-up* mechanism

The electricity supply sector urgently needs to define a Paris-compatible decarbonisation pathway. The Department of Energy has elements of a transparency framework in place, but could improve sector-level mitigation policy tracking and the transparency of the reporting prepared.

** Not rated under sectoral assessments*

Similar to the national level assessment, a defined **Paris-compatible decarbonisation pathway** is essential in aligning sectoral policy processes with international long-term climate goals. The electricity sector lacks a defined Paris-compatible decarbonisation pathway.

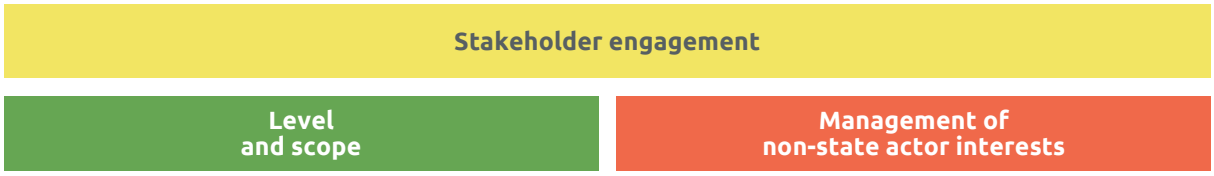
The DOE has not undertaken long-term planning. The Philippines Energy Plan ends in 2030 and the Sectoral Plan and Roadmap ends in 2040 (Department of Energy, 2016, 2017c). Correspondingly, it does not have an ambitious long-term decarbonisation goal. Near-term policy development cannot be done with such a target in mind.

A transparent and mandatory **enhanced transparency framework** provides accountability to the sector. The electricity sector has elements of a transparency framework in place; however, there remains room for improvement.

There are mechanisms for reporting on both inventory and policy implementation. Executive order 174 mandates the DOE to lead the GHG inventory for the energy sector, including conducting, documenting archiving and monitoring the inventory (President of the Philippines, 2014). The DOE operationalised this order in 2018 with the creation of a GHG inventory team for the energy sector (Department of Energy, 2018c). The NCCAP RBMES is designed for reporting climate change policies and will cover the electricity supply sector once fully operational (see discussion in national assessment above); however, there is a lack of monitoring and reporting within the sector itself on mitigation measures. The department monitors and reports on its renewable energy programme, including tracking against performance indicators and programme budget disbursement (Department of Energy, 2018a, 2019b).

The transparency of sectoral monitoring and reporting could be improved. The GHG emissions data provided by the department is not accompanied by any narrative text providing context or explanation of the data (Department of Energy, 2019c). While performance of the department's programmes is assessed quarterly, it is difficult to determine the progress towards the 2030 renewable energy target (Department of Energy, n.d., 2018a).

3.4 Stakeholder engagement



There is a good level of stakeholder engagement in policy development. However, the Department lacks policies to address any negative externalities that may arise from transitioning to a zero emissions society. Progress towards decarbonisation has been slowed by key players in the power sector.

The **level and scope of stakeholder engagement** is essential to developing low carbon sectoral roadmaps that foster high levels of collaboration throughout all levels of society.

The DOE has a good level of stakeholder engagement. Representatives from industry and civil society sit on the National Renewable Energy Board (NREB), whose mandate it is to advise the department on various RE policies as well as monitor the implementation of the NREP (Congress of the Philippines, 2008). The NREB and the department hold consultations as part of the development of rules to implement the RE Act (Department of Energy, 2017b, 2018d). Stakeholders have also served as advisors to the department on detailed technical analysis (Department of Energy, 2015; USAID & Department of Energy of the Philippines, 2018).

The **management of non-state actor interests** is also of vital importance to increase support for climate policies in the sector and ensure policy continuity.

There is little evidence that the DOE manages non-state actor interests in a manner supportive of a transition to a zero emissions society. It is notable, in this regard, that the DOE was not given a specific role under the Philippine Green Jobs Act which could support the transition to a decarbonised energy system. However, the Climate Change Commission is tasked with consulting with the DOE on the development of certain certifications to related to incentivising green jobs (Congress of the Philippines, 2016).

The power sector is dominated by a handful of companies that have sought to slow the uptake of renewable energy (Verzola et al., 2017). It took the DOE close to a decade to establish rules for some of the core elements of the Renewable Energy Act, with other rules still under development (Department of Energy, 2017b, 2018d; V. V. Saulon, 2019). However, the department has been responsive to some renewable energy developers. In 2017, the biomass and run-of-river hydro installation targets had not been met and project developers were pushing for extensions to the deadlines to qualify under the scheme. The extension was granted in 2018 (Velasco, 2018). A further extension for run-of-river hydro is being considered at the time of publication (Rivera, 2019). The extension was also at the request of developers, given that the installation target was still not fully subscribed.

4 Sectoral assessment - Transport

4.1 Political commitment

Political commitment	
High level government leadership	Quality of government decision making*

Climate mitigation is not an explicit priority for the Department of Transport, though some of its policies may have a mitigation benefit. Greater leadership from within the department and a greater focus on mitigation in sectoral plans is needed.

** Not rated under sectoral assessments*

High-level sector leadership in the transport sector is integral to ensuring the prioritisation of resources towards integrating top-down national policy signals with long-term sectoral planning.

There is an awareness of the need for climate mitigation, but the sector lacks strong leadership to pursue the transition to a zero-emissions society. The Secretary of Transportation has noted the importance of reducing emissions in the transportation sector; but has not led the charge to adopt sectoral emission reduction targets (Department of Transportation, n.d.-a, n.d.-b, 2018a, 2018c).

The Director General of the National Economic and Development Authority (NEDA), the country's planning agency, and a significant player in transport policy, has also noted the importance of reducing emission (Ordinario, 2018). Last year NEDA adopted a four-point plan to reduce the Authority's own carbon footprint, including sustainable transport measures.

While references to low carbon transport can be found in sectoral plans; climate mitigation and cutting GHG emissions is not a top priority. The National Transport Policy, adopted in 2017, refers to the need for environmentally sound projects and notes that clean and energy-efficient technologies and fuels should be adopted; but is short on details (National Economic and Development Authority, 2017). The draft implementing rules and regulations for the Policy also refer to the need to promote low carbon transportation systems (National Economic and Development Authority, 2018a).

There is greater focus on emission reductions in the DOE's transport-related sectoral roadmaps (Department of Energy, 2017d), while the promotion and adoption of environmentally sustainable transport is included within the sustainable energy pillar of the National Climate Change Action Plan (NCCAP) (Climate Change Commission, 2012). Close to a decade ago, the DOTr and the Department for Environment and Natural Resources (DENR) developed the National Environmentally Sustainable Transport Strategy (NESTS) 2010-2020 to reduce the growth of energy consumption and GHG emissions by the transport sector, and to improve sustainable transport methods (United Nations Centre for Regional Development, 2011). Overall, while a number of the DOTr's projects have a mitigation component; the projects are not pursued for this reason.

4.2 Institutional Framework

Institutional framework		
Effective coordination	**Knowledge infrastructure**	**Adequate resources**

The Department of Transportation lacks a strong institutional framework to support climate mitigation policies. Effective coordination and planning has long been a challenge in the transport sector. While coordination mechanisms do exist, the sector lacks a dedicated coordination mechanism focused on climate mitigation. Some sector-specific analysis is available; however, further analysis is needed on decarbonisation pathways and measures. The Department of Transportation does not have sufficient technical staff to support mitigation policy development or implementation.

Effectiveness of coordination of policy actions between the various sector-specific agencies is an essential cornerstone to the resource-efficient implementation of national policy priorities.

Effective coordination and planning has long been a challenge in the transport sector (GIZ & Department of Transportation, 2016). While coordination mechanisms do exist, the sector lacks a dedicated coordination mechanism focused on climate mitigation. Implementation of the National Transport Policy is coordinated by the Inter-Agency Technical Committee on Transport Planning, which is housed within the country's planning entity, the National Economic and Development Authority (National Economic and Development Authority, 2017). It is notable that the Climate Change Commission is not part of that Committee (President of the Philippines, 2011b). The energy-related aspects of transport policy are largely undertaken by the Department of Energy (Department of Energy, 2017d). Aviation is an exception where there is a mechanism established by the DOTr to deliver on the Philippines emissions reductions in that sub-sector (Department of Transportation, 2017).

Sectoral plans are somewhat aligned with government emission mitigation plans; however, these policies are spread across departments. The NCCAP activities for sustainable transport include a clean vehicle fleets programme, adoption of integrated land-use and transport nationally and locally, and energy efficiency labelling of new vehicles. Some of these activities are reflected in the Department of Energy's sectoral roadmaps (Department of Energy, 2017c). Legislation before the Philippines Congress would mandate the DOE to develop a roadmap for electric vehicles and address infrastructure needs if passed (Senate of the Philippines, 2019b). Overall, there is a limit to the level of inter-agency alignment of plans, specifically on decarbonisation-related policy.

The existence of a **knowledge infrastructure capable of supporting strategic planning and policy development** is an important precondition to generate climate relevant and sector specific analyses. Some sector-specific analysis is available; however, further analysis is needed on decarbonisation pathways and measures (Climate Change Commission & USAID, 2018b; Romero & Agatep, 2018). For example, cost benefit analysis of mitigation options in the transport sector has been undertaken (Climate Change Commission & USAID, 2018b).

The **adequacy of resources and capacity** is critical for effectively planning and executing sectoral policy decisions. The Department of Transportation does not have sufficient technical staff to support mitigation policy development or implementation. Building up this capacity should be a priority for the Department.

4.3 Process for policy development, implementation and review

Policy processes		
Paris-compatible emissions pathway	Transparency framework	Ratchet-up* mechanism

The transport sector lacks a Paris-compatible decarbonisation pathway. Such a pathway is essential to align sectoral policies and near-term plans. There are mechanisms for reporting on both transport-related inventory data and policy implementation, they are not always at the sector level.

** Not rated under sectoral assessments*

Like the national level assessment, a defined **Paris-compatible decarbonisation pathway** is essential to align sectoral policy processes with international long-term climate goals.

The transport sector has not established an ambitious long-term decarbonisation goal. The importance of developing low-carbon transportation systems is recognised in the National Transport Strategy; however the strategy does not contain quantified targets (National Economic and Development Authority, 2017). The National Climate Change Action Plan contains measures that could reduce emissions from the sector, but no quantified targets.

A mandatory **enhanced transparency framework** provides accountability to the sector.

While there are mechanisms for reporting on both inventory and policy implementation, they are not always at the sector level. Executive order 174 mandated the DOTr to lead the GHG inventory for the transport sector (President of the Philippines, 2014). The department operationalised this order in 2018 with the creation of a GHG inventory team for the transport sector (Department of Transportation, 2018b). The NCCAP RBMES is designed for reporting climate change policies and will cover transport sector once fully operational (see discussion in national assessment above). However, there is a lack of monitoring and reporting within the sector itself on mitigation measures and a need to develop such systems (Romero & Agatep, 2018).

4.4 Stakeholder engagement

Stakeholder engagement	
Level and scope	Management of non-state actor interests

There are sector-level consultations on various policies, but without a clear mitigation strategy for the sector, such consultations will remain piecemeal. The department does not have a comprehensive strategy to ensure a just transition to a zero emissions society and has faced criticism over the fairness of some of its policy measures.

The **level and scope of stakeholder engagement** is essential to developing low carbon sectoral roadmaps that foster high levels of collaboration throughout all levels of society.

There are sector-level consultations on various policies, but without a clear mitigation strategy for the sector, such consultations will remain piecemeal. For example, the National Economic and Development Authority held public consultations on the draft implementing rules and regulations for the National Transport Policy and the DOE has held consultations on fuel economy standards for cars

and trucks (National Economic and Development Authority, 2018b; Transport & Climate Change, 2018).

The **management of non-state actor interests** is also of vital importance to increase support for climate policies in the sector, which enable both the legislation and continuity of policies.

The DOTr has faced scrutiny from some groups as it pursues its programme of replacing old Jeepneys (army trucks converted into mini-buses), for newer, more efficient models. The programme has been criticised for being 'anti-poor' as it will increase the cost to both operators and passengers, a claim the department denies (Department of Transportation, n.d.-b; Westerman, 2018). Yet, protests against the modernisation programme continue (Berdos, 2019).

The department does not have a comprehensive strategy to ensure a just transition to a zero emissions society. However, under the Philippine Green Jobs Act, the DOTr is tasked with incorporating the green job-related issues into its sectoral plans, and encouraging the investment in, and use of, public transportation (Congress of the Philippines, 2016).

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Climate Action Tracker

The Climate Action Tracker (CAT) is an independent scientific analysis produced by three research organisations tracking climate action since 2009. We track progress towards the globally agreed aim of holding warming well below 2°C, and pursuing efforts to limit warming to 1.5°C.

climateactiontracker.org

The Consortium

NewClimate Institute is a non-profit institute established in 2014. NewClimate Institute supports research and implementation of action against climate change around the globe, covering the topics international climate negotiations, tracking climate action, climate and development, climate finance and carbon market mechanisms. NewClimate Institute aims at connecting up-to-date research with the real world decision making processes.

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Climate Analytics is a non-profit climate science and policy institute based in Berlin, Germany with offices in New York, USA, Lomé, Togo and Perth, Australia, which brings together interdisciplinary expertise in the scientific and policy aspects of climate change. Climate Analytics aims to synthesise and advance scientific knowledge in the area of climate, and by linking scientific and policy analysis provide state-of-the-art solutions to global and national climate change policy challenges.

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