



VERSION 1.5 - June 2019

How can CSOs use Data in their Community-Based HIV/AIDS Advocacy Activities?

HIV-RELATED PROCUREMENT DATASETS PREPROCESSING TO IMPROVE HIV-RELATED ADVOCACY WORK OF CIVIL SOCIETY ORGANIZATIONS





This research was conducted with the support of Hivos under the open up contracting programme. The purpose of this research is to create a sample use-case on how analyzing procurement data can help both CSOs and Government Agencies streamline procurement activities to ensure that both government end-users and the public receive quality goods and services. **Layertech is not giving any conclusive statements about the agencies and organizations mentioned in this report.** We highly encourage that additional research and validation be conducted when using the information stated in this report.

PRINCIPAL RESEARCHERS

Sangil, Frei and Maceda, Lany

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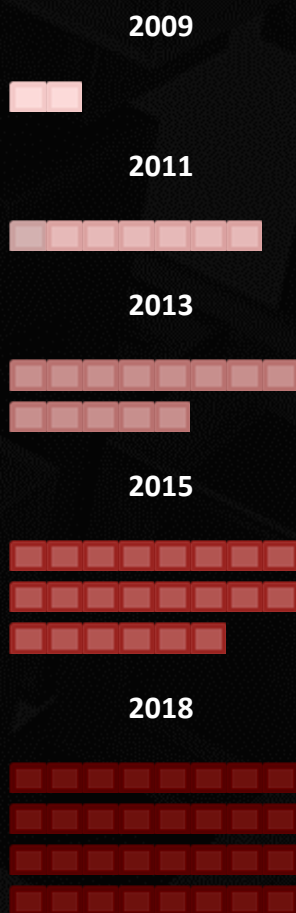
ABSTRACT

The objective of this study is to use government procurement open data to inform Civil Society Organizations (CSOs) of the best possible strategies to optimize, and maximize their advocacy work. In this paper, Layertech conducted pre-processing of the Department of Health Region 5 procurement datasets from 2016-2018, collected from the official Philippine Government E-Procurement System (PhilGEPS) repository. The visualizations and calculations showed average prices of HIV-related commodities, procurement categories, average procurement timelines and patterns, procurement allocation per province, which CSOs, represented by Gayon Bicol, may use to improve their crafting of proposal and monitoring of service delivery in their HIV-related grassroots advocacy work in the province of Albay. The data also showed late posting of Notice of Awards in PhilGEPS by approximately -16 days for the entire Department of Health (DOH) Region 5, and -108 days on HIV-related transactions, which is not within the compliance standards as stated in the Government Procurement Reform Act (GPRA) law, thus, a point for improvement for the agencies concerned.

FULL PAPER

This document is a report, summarizing the results of the full study conducted by F. Sangil and L. Maceda. This report will be updated once the paper has been formally published for the ref link.

AVERAGE NO. OF
PEOPLE **NEWLY**
DIAGNOSED
WITH HIV
PER DAY:



(Source: DOH)

WHY HIV/AIDS?

According to DOH Official Report 2018, the number of people newly diagnosed with HIV per day has increased to 2, in 2009 and 32 in 2018. One thousand seventy two (1072) NEW HIV antibody seropositive individuals were reported to the HIV/AIDS and ART Registry of the Philippines in October 2018, with 19% having clinical manifestations of advanced HIV Infection at the time of diagnosis (DOH, 2018).¹

In 2018, majority of those with HIV-related reported cases belonged to 28 years old age-group and 29% cases are among the youth aged 15-24 years old. Notably, 57% of the mode of transmission among children and adolescents from January 1984 to October 2018 is from males having sex with males only, followed by 21% of males having sex with both males and females.

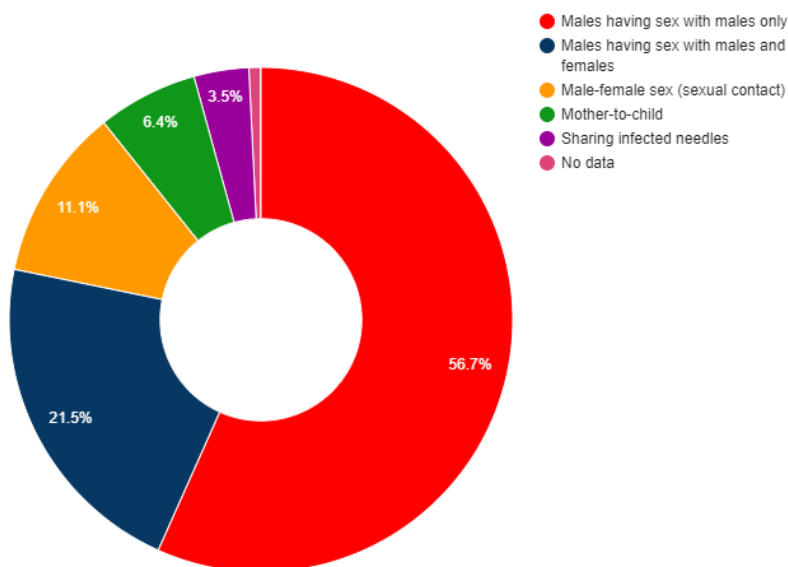
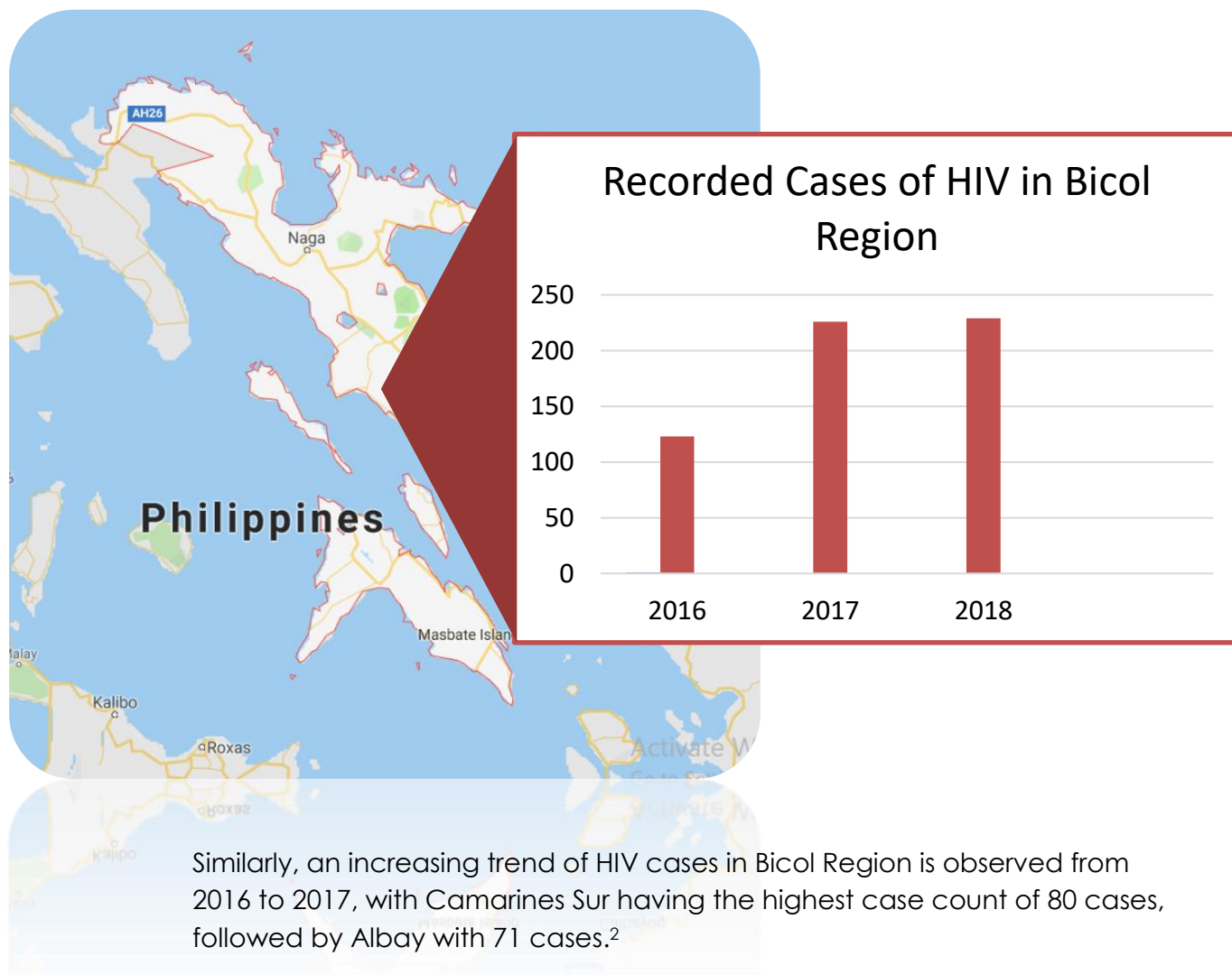


Fig 1. Modes of transmission among children and adolescents, Jan 1984-Oct 2018 (N=2470)

¹ All figures are taken from the 2018 HIV/AIDS & ART Registry report of the Department of Health Epidemiology Bureau

ZOOMING-IN TO BICOL REGION



Similarly, an increasing trend of HIV cases in Bicol Region is observed from 2016 to 2017, with Camarines Sur having the highest case count of 80 cases, followed by Albay with 71 cases.²

With the situation at hand, DOH and CSO's are taking actions to prevent the spread of HIV by providing free and confidential counseling, referral to treatment hubs, awareness trainings, and community-based screenings.

² Source: Philippine Information Agency (<https://pia.gov.ph/news/articles/1007937>)

Gayon and the Role of the Civil Society Organization (CSO)



More than ever, the role of organizations that conduct advocacy work to prevent HIV is very important. CSO participation is strongly linked to reducing inequalities, poverty alleviation, and more effective implementation of activities in the ground due to the nature of the CSO being more flexible, participatory, and responsive to the needs of the poor, in addition to being effective in fostering support from the grassroots (Ghaus-Pasha, 2004).

Gayon Bicol is an LGBT organization actively working on STI/HIV/AIDS advocacy in Albay Province in Bicol Region. In coordination with DOH Region 5 and various partners, they make proposals for awareness trainings, conduct community-based screening and counselling.

Gayon

is the Bicolano word for **BEAUTIFUL**, and represents the **DIVERSITY** and **COLORS** of the **LGBT** community in the Albay Province.

The guiding principle of the organization is to uphold the rights of every LGBT to security and education

Gayon, as an organization, has the following mission:

1. To promote **better policies or ordinances that will protect the rights of LGBTs**
2. To promote **prevention awareness on STI/HIV/AIDS**
3. To promote **acceptance of LGBTs through education**
4. To strengthen the organization by **broadening the membership base**, and
5. To mobilize resources to **finance and support LGBT activities**



Working Hand in Hand with the Government to combat HIV/AIDS

CSOs like Gayon Bicol work with the Department of Health in their HIV/AIDS Advocacy. They request for test kits which they use for community-based screening and HIV/STI/AIDS Information Education Campaigns. They also frequently receive training from the government agency, many are about HIV/AIDS and Reproductive Health. Some of the concerns that they face are:

- Sometimes, not enough HIV Testing kits, condoms, lubricants, etc. upon request.
- Problems in crafting acceptable proposals for HIV-advocacy projects especially on budgetary requirements inclusions and exclusions
- Proper scheduling on requisition of items such as test kits and other advocacy materials
- Ensuring that HIV/AIDS-related trainings are properly and completely delivered
- Ensuring quality of trainings conducted (e.g. conducive training location, etc.)

Using the PhilGEPS dataset of DOH Region 5 as a case study, the team will try to draw useful insights that can help CSOs like Gayon address their advocacy work concerns.

Primary Problem of the Case Study:

How can visualization of HIV-related procurement of Department of Health Region 5, help the Civil Society Organization, Gayon Bicol, to receive good-quality services and goods for their advocacy against HIV?

Secondary Problem of the Case Study:

How can the insights drawn from addressing the first problem statement be used by DOH, to help streamline their procurement planning activities?

Methodology

Data Source – Where will we get the data?

Philippine Government Electronic Procurement System (PhilGEPS) is the “single, centralized electronic portal that serves as the primary and definitive source of information on government procurement” (Philgeps, 2018). The Government Procurement Reform Act (GPRA) law and its Implementing Rules and Regulations mandates all agencies to post all procurement information of a government agency in the PhilGEPS, starting from the publication of the solicitation document to the contract end date.³ And in the absence of existing machine-readable⁴ datasets of the target government agency (DOH Region 5), the primary data source were the HIV-related data sets from 2016-2018.

To ensure the reliability of data, procurement documents were reviewed from the official website of the DOH RO5 and validated it through the electronic Freedom of Information (eFOI) portal.

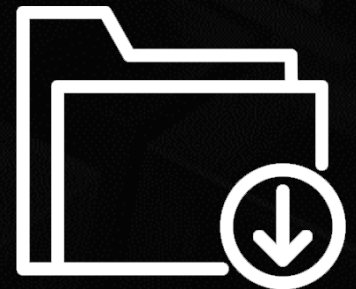
Data Quality – How we ‘clean’ the data

PhilGeps datasets, when you download them is in spreadsheet format consists of 40 columns⁵. While it is indeed in machine-readable formats, some issues were encountered. First, it is separated in per quarter spreadsheet files which needs to be converted and ingested properly in the processing system. Second, the row consistency needs to be reviewed one by one.

³ Rule III of the Implementing Rules and Regulations of RA 9184 2016 revision.

⁴ Can be read/processed by a computer

⁵ Latest download is on April 26, 2019



PROCUREMENT DATASETS are AVAILABLE for download on the OPEN DATA PORTAL of Philippine Government E-Procurement System (PhilGEPS)

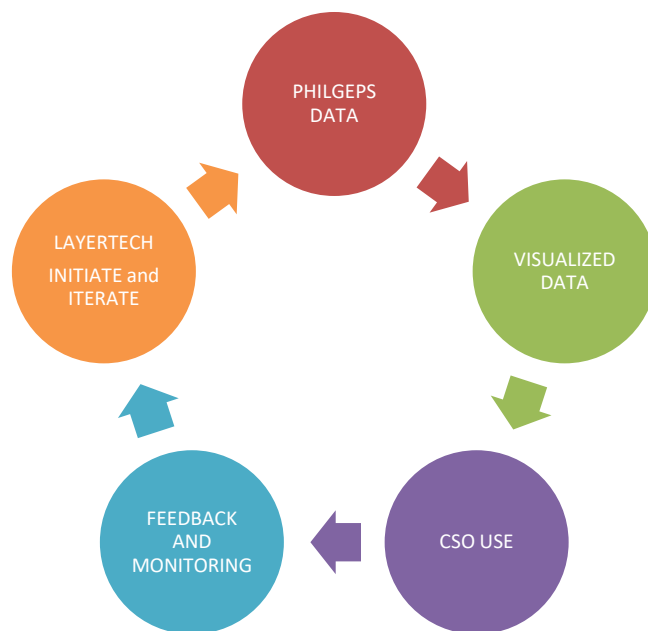
<https://www.philgeps.gov.ph/opendata.html>

NEED INFORMATION?
Request for documents using the E-Freedom of Information Portal!

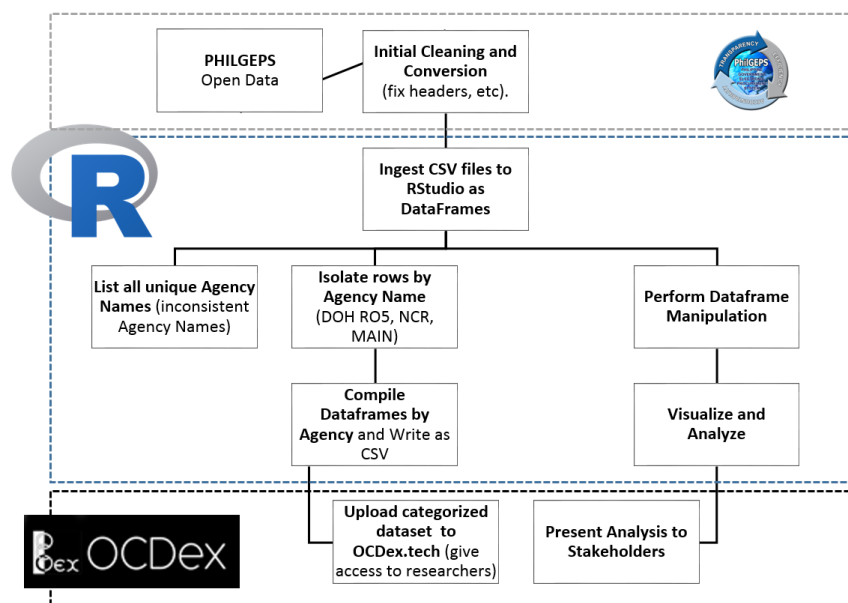
<https://www.foi.gov.ph/>

Data Processing – How do we process data?

First, the datasets were downloaded from PhilGEPS' official repository. It then underwent cleaning and visualization of the datasets collected, and had a constant consultation with Gayon Bicol as to which insights may be drawn from the data are useful. Presentation of findings and feedback mechanism on how they utilized the insights derived from the datasets were employed. We then incorporate points for improvement in the next iteration of our processing.



PLEASE NOTE THAT WE ARE WORKING UNDER THE ASSUMPTION
THAT ALL DATA FROM PHILGEPS DATASET ARE ACCURATE



A more technical description of how the processing was conducted.

R and R Studio are used primarily to process the datasets.

RESULTS AND VISUALIZATION

According to the consultations conducted with the representative CSO, we included the following items/procurement rows related to HIV/AIDS:

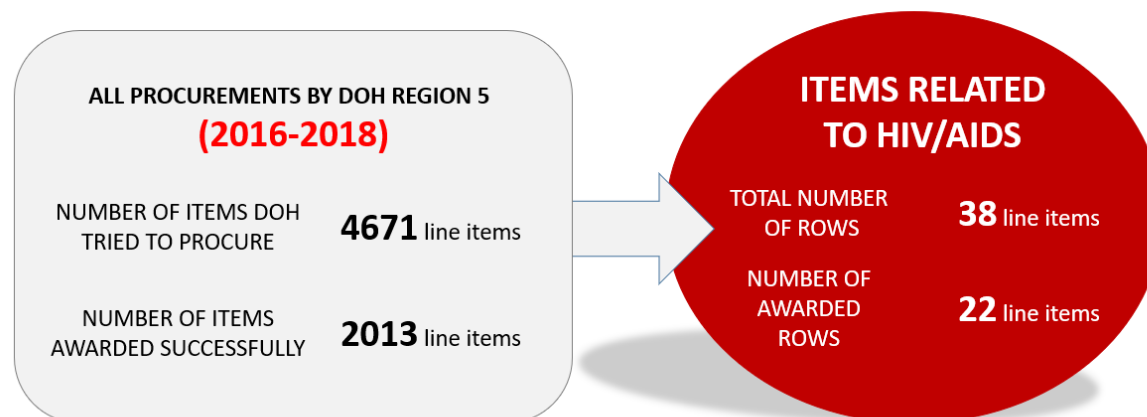
HIV-related rows:

1. HIV Test kits
2. Condoms
3. Antiretroviral Drugs
4. HIV/STI trainings
5. HIV/STI IEC Materials
6. Others



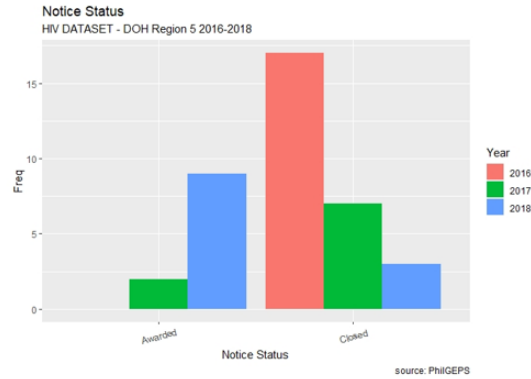
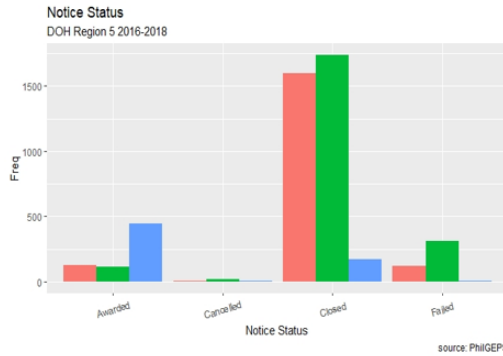
From the PhilGEPS dataset, we selected all rows wherein the procuring entity is DOH Region 5. We only take rows from years 2016 to 2018, resulting in a total of 4671 line items in the record, 2013 of them recorded as successfully awarded. Among these, we have 38 items related to HIV/AIDS, 22 are recorded as successfully awarded.

Number of ROWS we extracted!



Every "ROW" in the dataset represents "ONE LINE ITEM" (not projects!)

Notice Status? Entire OFFICE vs HIV rows



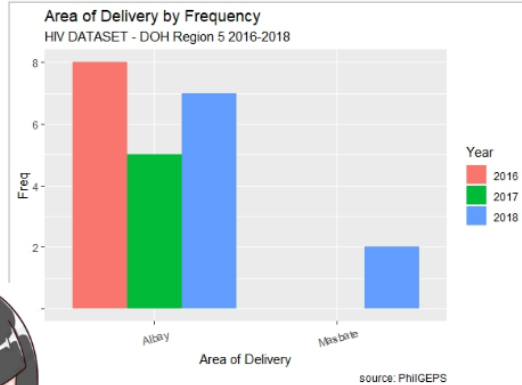
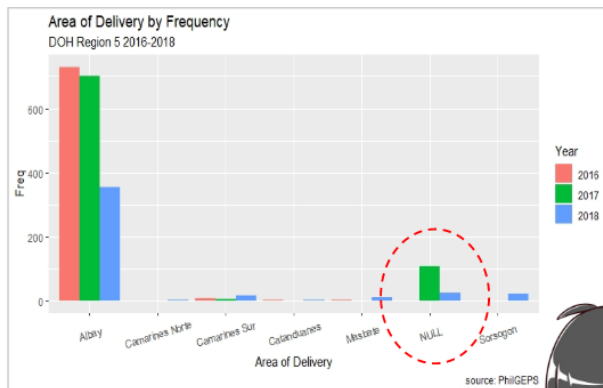
Wait, why are we comparing the entire DOH office procurements with the HIV procurements?

BECAUSE, we want to know if the procurement activity related to HIV/AIDS is similar or typical for all procurements in the office, or if there is something different with HIV/AIDS procurements compared to other procurements.

It helps put things to proper perspective. 😊

Okay, we continue! ~

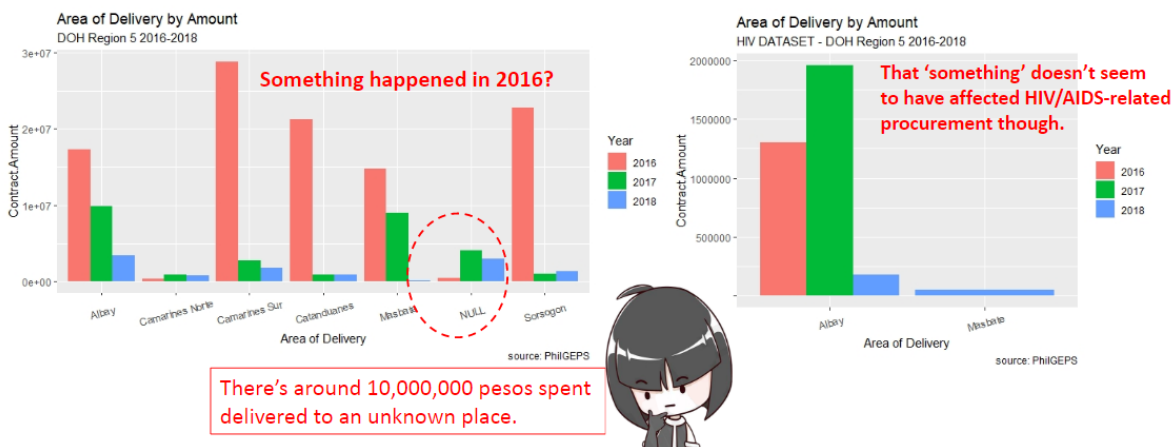
Most Frequent Delivery Area goes to... ALBAY!



OOPS! What's this? There are items delivered to some mysterious place in Bicol!

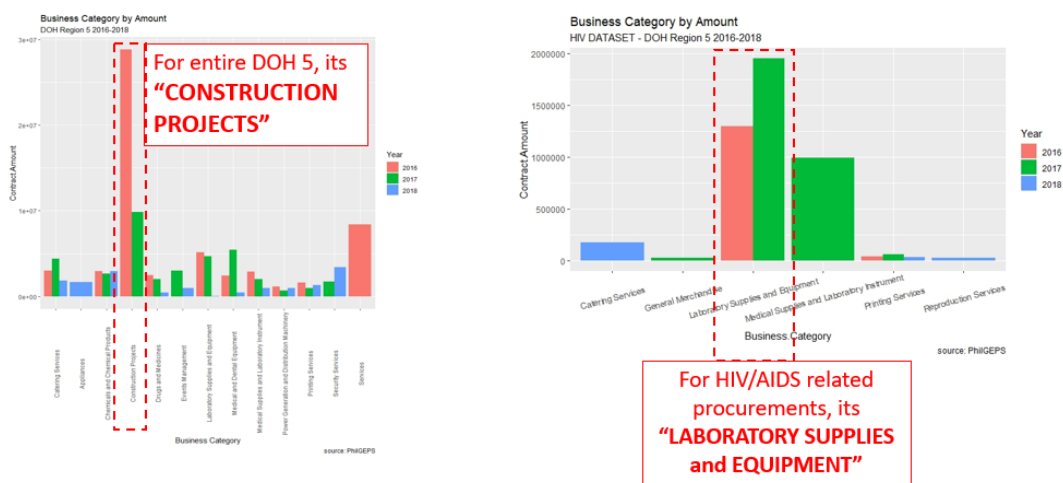


Here, we look at the CONTRACT AMOUNTS awarded in every province of Bicol Region ~



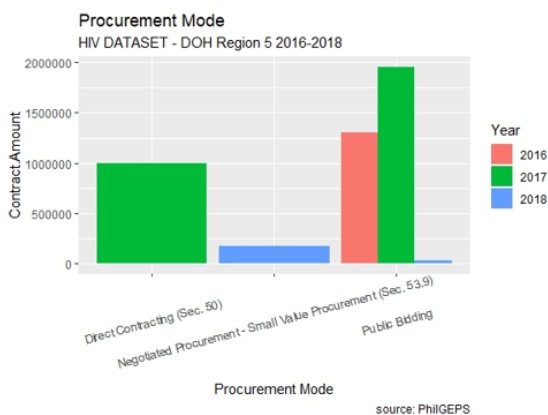
There are SEVERAL POSSIBLE EXPLANATIONS as to why some rows do not have values. In the team's 2018 FGD interviews with the Local Government Unit of Legazpi's Bids and Awards Committee Secretariat⁶, posting in PhilGEPS can be problematic if internet connection is not stable, or if the portal is down. With the findings made, we can now precisely pin-point some specific points for improvement regarding the agencies concerned. Furthermore, the agencies concerned can now monitor whether their activities are improving the posting or not by comparing new and old datasets.

What business category do they spend money the most?



⁶ 2018 Open Contracting Project in the Local Government Unit Level Project

For HIV/AIDS procurements, which procurement mode awards the highest amount?



- Highest amount is on Public Bidding, specifically on 2017.
- Direct Contracting on 2017 is 2nd highest

How much do they spend for each procurement?

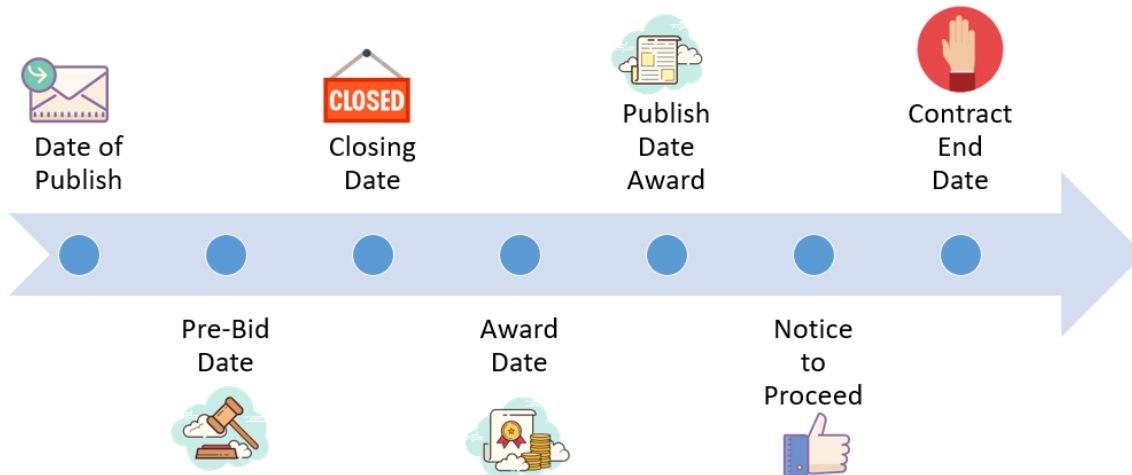
AVERAGE COSTS per Business Category

ALL DOH Region 5 PROCUREMENTS		HIV ROWS	
CATERING SERVICES	358,860.14 PHP	CATERING SERVICES	91,920.00 PHP
GENERAL MERCHANDISE	140,361.38 PHP	GENERAL MERCHANDISE	27,600.00 PHP
LABORATORY SUPPLIES and EQUIPMENT	445,947.04 PHP	LABORATORY SUPPLIES and EQUIPMENT	1,380,765.00 PHP
MEDICAL SUPPLIES and LABORATORY INSTRUMENT	105,194.46 PHP	MEDICAL SUPPLIES and LABORATORY INSTRUMENT	992,975.00 PHP
PRINTING SERVICES	53,371.42 PHP	PRINTING SERVICES	25,334.75 PHP
REPRODUCTION SERVICES	60,019.89 PHP	REPRODUCTION SERVICES	27,750.00 PHP

These figures can be very useful to CSOs. When drafting proposals for advocacy activities, they will have a better picture of how much the government spends on each procurement category. Furthermore, they will have a concrete picture of around how much is being spent in the goods and services they receive. This is very helpful in monitoring the quality of goods and efficient service delivery of the contractors as feedback to the procuring entity. ☺

PROCUREMENT TIMELINE

According to the GPRA law, this is how the procurement process should happen, in steps:



Delays in procurement are caused by a wide variety of issues, ranging from something very minor to more serious. Here, we look at the average procurement timeline of Department of Health region 5, and a separate calculation for the HIV/AIDS-related procurement items/services.

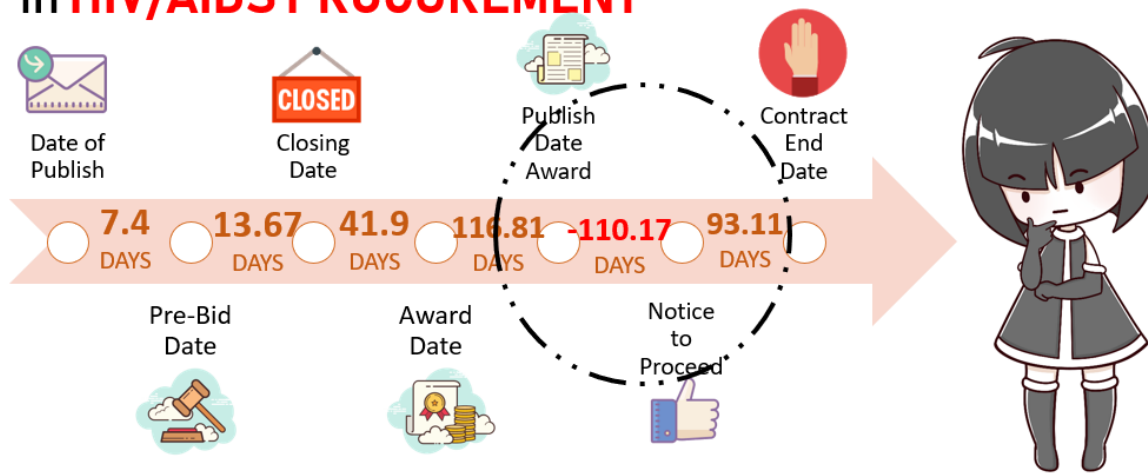
We now have a very good idea where to start the improvements, and how we can monitor if streamlining activities are indeed improving the timeline by comparing old and new datasets.

COMPUTED PROCUREMENT TIMELINE in **DOH R05 OFFICE**



Notice to proceed is published before the award. Posting issues may be determined from this point.

COMPUTED PROCUREMENT TIMELINE in **HIV/AIDS PROCUREMENT**



The timeline for HIV/AIDS transactions are similar to the timeline of the entire office.

LOOKING AT OTHER AVAILABLE PROCUREMENT DOCUMENTS

A look at the Annual Procurement Plan

APP SOURCE: <http://ro5.doh.gov.ph/>

Line Item	Procurement Program/Project	PMO/Initiative	Mode of Procurement	Schedule of Procurement Activity										ABC (P/P)	Remarks (Brief description of Program/Project)		
				Pre-Proc Conf	Adm/Posting	Pre-Bid Conf	Opening of Bids	Bid Eval	Post-Qual	MOA Signing	WTP	Start of Work	End of Work				
GOODS AND OTHER RELATED SERVICES																	
SUPPLIES AND MATERIALS																	
1	Common Office Supplies, Materials, Devices, and Equipment	All Divisions, CSTRC	Agency In-Store (P/D)	NA											GCP	3,673,807.17	For procurement @ P/D-OSM
																1,087,268.81	Includes office equipment and accessories, office supplies, paper materials and products
																1,738,195.00	Furniture and fixtures
2	Other Items Not Available at P/D-OSM But Regularly Purchased from Other Sources	All Divisions, CSTRC	Alternative Mode / Public Bidding												GCP	66,280.48	Cleaning equipment and soap
																236,710.88	Lighting fixtures and accessories, electrical equipment, computer and supplies
																4,215,466.62	Computer equipment, accessories and supplies
3	Various Agricultural Supplies	CSTRC	Alternative Mode													81,260.00	
4	Food and Cooking Gas	CSTRC	Alternative Mode													2,332,647.20	Daily marketing expenses

- Stakeholder cannot isolate activities/rows related to HIV
- No online copy of PPMP
- In non-machine readable formats (scanned PDF)


The annual procurement plan is retrieved from the agency's official website⁷. The document is in scanned PDF form and is not machine readable. However, it can still be a reliable source of information as to the planned procurements of the agency within the year. If all annual procurement plans are published in machine-readable format, it will be easier for researchers to compare documents across different procuring entities.

Requesting through the E-FOI Portal

Interview with the representative CSO revealed that DOH Region 5 receives supplies from DOH MAIN from time to time, which may be the reason why they no longer need to procure some items. With this insight, the team requested for the number of HIV test kits, condoms and antiretroviral medicine that the region 5 office receives from the main office. The request was made through the eFOI portal.

The request was formally made on March 14, 2019. On April 8, 2019, the team received the requested information from DOH Region 5.

⁷ All procuring entities are required to post a copy of their annual procurement plan in their official website, according to the 2016 IRR of the GPRA law.


 Republic of the Philippines
 DEPARTMENT OF HEALTH
 CENTER FOR HEALTH DEVELOPMENT - BICOL

**The Allocation of HIV Screening Kits, Antiretroviral, Condoms
 Given by the DOH-Main to DOH Region 5 from 2016-2017**

YEAR	PROVINCE	ALLOCATED COMMODITIES				
		QUANTITY RECEIVED	HIV TEST KITS	QUANTITY RECEIVED	CONDOMS	ARV DRUGS
2016	ALBAY	1440 kits	150	187,200 pcs	37,200	No allocation given to DOH CHD Bicol since all ARV drugs were directly delivered to BRTH TX Hub
	CAMARINES NORTE		23		0	
	CAMARINES SUR		315		27,960	
	CATANDUANES		47		25,000	
	MASBATE		9		3,600	
	SORSOGON		19		10,000	
TOTAL		563 kits		103,760		
2017	ALBAY	No delivery	320	133,200 pcs	42,286	No allocation given to DOH CHD Bicol since all ARV drugs were directly delivered to BRTH TX Hub
	CAMARINES NORTE		68		15,524	
	CAMARINES SUR		345		64,700	
	CATANDUANES		22		8,710	
	MASBATE		92		37,510	
	SORSOGON		30		47,910	
TOTAL		877 kits (30s/kit)		216,640		
GRAND TOTAL			1,440 kits		320,400	

Based on the document provided by DOH region 5, in 2017, the region 5 office was not able to use all the test kits that they received from the National Government in 2016, which is why they did not need to procure on that year. The document also shows the breakdown as to which provinces of the region the test kits and condoms were sent to.

Recommendation:

If all major procurement documents are published in standardized, machine-readable formats online, it will be easier and encouraging for researchers to study procurement in the Philippines, and come up with concrete and effective suggestions to improve the process.

PhilGEPS data is constantly being updated, quarterly. To automate the process, www.OCDex.tech offers its FREE interface to allow for CSOs to visualize official Datasets for FREE, and ANONYMOUSLY.

www.OCDex.tech has four main features which CSOs can use to automate the above visualization for both new and old data downloaded from PhilGEPS:

EXPLORE PROJECTS

Search for SPECIFIC PROJECTS/CONTRACTS and examine all the information about that contract posted on PhilGEPS.

ANALYTICS

View procurement trends, Savings, summary tables, filtered according to tags, procuring agency, and more!

REFERENCES

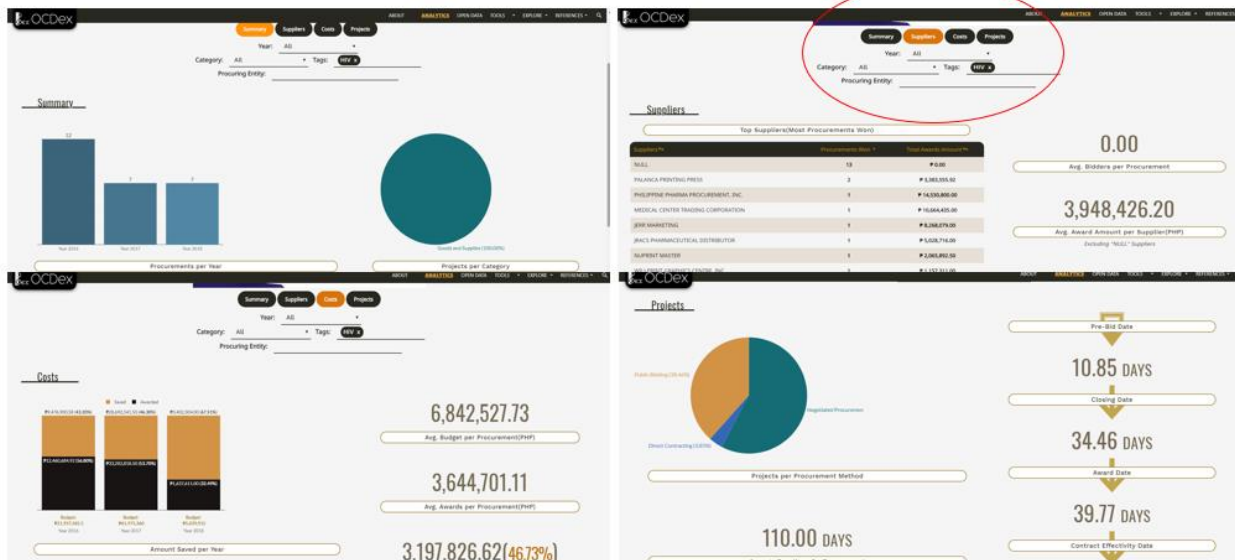
Partner organizations and research institutions post procurement-related researches, articles, innovations, and guides on how to interpret data!

TOOLS

Available only to partner CSOs/Organizations/Agencies, users may use online tools that convert paper-based contract information to machine-readable formats, ready for processing.

AUTOMATING THE PROCESSING OCDEX ANALYTICS

FILTER BY PROJECT, PROCURING ENTITY, TAG, ETC.



Explore Projects Interface:

DATA-SETS

Home > DATA-SETS

Search Projects 🔍 Newest ▼

Found 1403 Projects

Procuring Entity

Location

Tags

Category

- Goods and Supplies
- Infrastructure Works
- Services
- Consulting Services

Method

- Public Bidding
- Limited Source Bidding
- Direct Contracting

Polo Shirt & Tshirts At Albay
DEPARTMENT OF HEALTH - REGIONAL OFFICE V

A goods and supplies project. Using Negotiated Procurement method.
With a budget of PHP 75,000.00 and an award of PHP 69,000.00

Project started on Nov 08, 2018

Catering Services, Venue and Accommodation During the Strategic Planning Workshop on HIV/AIDS B At Albay
DEPARTMENT OF HEALTH - REGIONAL OFFICE V

A goods and supplies project. Using Negotiated Procurement method.
With a budget of PHP 102,000.00 and an award of PHP 96,000.00

← VENUE ← HIV ← CATERING

Project started on Nov 08, 2018

Catering Services and Venue During the Conduct of Barangay Health Board Congress Cum Health sum
At Sorsogon
DEPARTMENT OF HEALTH - REGIONAL OFFICE V

A goods and supplies project. Using Negotiated Procurement method.
With a budget of PHP 50,050.00 and an award of PHP 49,764.00

← VENUE ← CATERING

Project started on Nov 08, 2018

Visit www.OCDEX.tech to explore its features!

APPLICATION OF FINDINGS AND INSIGHTS from CSO



On May 22, 2019, Layertech conducted a presentation of the research results, hands-on demonstration of the OCDex portal and its features, including a crash course on Data Analysis and how to interpret graphs and tables to members of the LGBT community of Bicol region

The participants exchanged stories, lessons, and practical uses of data in their campaign against HIV/AIDS, and how they can better work with the Department of Health region 5 to battle the increasing number of HIV/AIDS diagnosis in the region.

INSIGHTS SHARED BY THE CSO PARTICIPANTS

- ✓ Online tools are important especially for HIV/AIDS because of social stigma. It makes people more comfortable to browse HIV/AIDS-related documents in private.
- ✓ Every government project from PhilGEPS dataset can be available anytime and can be reviewed in detail (e.g. see contract amount, contract period, etc.), anonymously and privately.
- ✓ Delivery and procurement requisitions may be properly planned, helping CSOs to effectively schedule their advocacy activities.
- ✓ Average award prices, savings, can be used as guides in crafting proposals, or in requesting for higher budget allocations to deliver the goods and trainings needed for their advocacy.
- ✓ Potentially problematic stages in the procurement can be estimated and prepared for.
- ✓ By looking at the details, CSOs can monitor the value for money by ensuring the quality of service delivery commensurate to it.
- ✓ CSOs can formulate evidence-based requests, complaints and proposals to Department of Health and to other agencies, for that matter.

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ACKNOWLEDGEMENT

We would like to acknowledge the following, who made this study possible:

Gayon Bicol and Bicol LGBT Network members, for sharing with us their knowledge, ground experiences, and field expertise of the subject;

Department of Health Region 5 for providing the requested documents, through the Electronic Freedom of Information Portal;

HIVOS for funding the project;

Young professionals, volunteers who shared their expertise and insights in making this case-study possible;

Ar. Mark Arvin Celadiña and Ar. Gerome Serrano for the original cartoon assets, used in the creation of documents and modules for information education campaigns;

CC0 Images and assets from Pixabay.com

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Revision 1.5

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