

Towards Sustainable Reforms: Governance Reform Framework 6.0

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Abstract. This article explores the evolution of government reform initiatives in the Philippines, emphasizing the transition from colonial rule to contemporary efforts to enhance governance efficiency. It examines historical reforms and their impacts on the current administrative landscape, culminating in the governance reform framework (GRF) 6.0. The study highlights the necessity of integrating inclusive, technology-enabled, and citizen-centered approaches by aligning national reforms with global objectives like the Sustainable Development Goals (SDGs) and the Philippine Development Plan (PDP). This comprehensive review provides insights into the principles and strategies underpinning effective government reforms, offering a model for nations pursuing similar improvements.

Keywords: government reform, governance reform framework 6.0, leadership, sustainable development goals

Survey findings from the Pew Research Center released in March 2024 shed light on the prevailing concerns of citizens across 24 countries regarding the enhancement of democratic processes. Notably, government reform emerged as the foremost priority among respondents, garnering significant attention across the surveyed nations. It ranked among the top three in 12 countries and among the top five in other countries surveyed (Silver et al., 2024). The identified areas for reform range from restructuring, reducing bureaucratic hurdles, advocating for good governance, prioritizing honesty, combating corruption, and mitigating the influence of special interests.

The objective of this article is to analyze the historical and contemporary government reform initiatives in the Philippines, assess their effectiveness, and propose the governance reform framework 6.0 (GRF 6.0) as a structured approach to future reforms, aligning with global, national, and sectoral objectives to foster sustainable and inclusive governance. This paper examines the Philippine government's reform journey and introduces GRF 6.0 as a model for future reforms. The model links local reforms with global standards like the Sustainable Development Goals (SDGs) and underscores the importance of comprehensive and inclusive governance frameworks. This alignment enhances government efficiency and responsiveness and promotes citizen participation and transparency, contributing to overall socioeconomic development.

Pollitt and Bouckaert (2017) define public management reform as “deliberate attempts to change the structures, processes, and/or cultures of public sector organizations with the objective of getting them (in some sense) to run better” (p. 2). The pursuit of bureaucratic reform, or what the United Nations Development Programme (UNDP) refers to as “public administration reform” resonates as a shared objective across diverse regions worldwide.¹ It is motivated by a spectrum of goals, including streamlining government operations to enhance efficiency and responsiveness, increasing access to services, bolstering institutional capacity, maximizing productivity and service quality, optimizing resource allocation and cost efficiency, adjusting to budget cuts, responding to crises, and eradicating redundancies and overlaps. Table 1 identifies the array of strategies employed to enact government reforms.

Table 1
Strategies for Instituting Government Reforms

Term	Description
Abolish	Eliminating an unnecessary or obsolete organizational unit, program, or position
Classify	Grouping positions based on similarity of duties, responsibilities, qualifications
Create Establish	Setting up a formal organizational structure, position, or process
Consolidate Integrate Merge	Combining two or more organizational units, potentially resulting in the retention of one identity while abolishing or deactivating others
Deactivate Dissolve	Rendering an organizational unit non-operational either by terminating its formal existence, phasing out its functions, transferring functions to other units
Decentralize Devolve	Dispersing, distributing, or delegating functions, power, or control away from a central authority to lower levels/units
Downsize Reduce Scale down	Making an organization smaller by eliminating units, positions, or processes; or trimming down the coverage of programs, operations, or activities
Outsource Contract out	Contracting a third party outside of one’s organization to perform services or produce goods that the organization’s employees traditionally did
Phase out	Gradually discontinuing a structure, process, or service in phases
Privatize	Transferring ownership or control of a government property, business, or operation to a private party
Rationalize Redesign Reorganize Restructure Revamp Revise	Changing the structure or process of an organization to eliminate redundancies, focus resources on vital functions, reduce complexity, and improve efficiency

Reengineer	Radically rebuilding or redesigning organizational processes radically from scratch to achieve dramatic performance improvements
Regularize	Transforming a temporary position into an officially regular one, entitling the incumbent to security of tenure and corresponding benefits
Right size	Designing the appropriate or optimum size of an organization to make it more efficient in pursuing its mandate, which may involve reducing the workforce, reorganizing upper management, changing roles
Standardize	Developing standards to ensure quality and consistency in service delivery, compensation, or job performance
Streamline	Eliminating unnecessary layers in decision making or simplifying processes to reduce the time and resources required to complete tasks and enhance implementation efficiency
Transfer	Moving an organizational unit or position to another organization or unit for strategic realignment

The term “reform” denotes change and improvements. Government reform is applied to changes and improvements of institutions, structures, operations, policy areas, positions, functions, processes, systems, records, materials, equipment, compensation, and appropriations.

Given the collaborative nature of modern public administration, where government relies on partnerships with the private sector and civil society to deliver services and implement policies, the term “governance” was adopted to reflect this broader, more inclusive approach.

The Philippine Experience

The Philippine experience offers valuable insights into the evolution of government reform. Emerging from Spanish colonial rule in 1898, the Philippines underwent a transformative period shaped by American influence. The American colonial government allowed for a significant degree of self-governance. Drawing inspiration from the American model, initiatives were undertaken to organize and reform Philippine government structures and practices, culminating in an autonomous Commonwealth in 1935. These initiatives are summarized in Table 2.

Table 2
Actions to Organize and Reform the Philippine Government (Pre-1946)

Legal Measures	Focus of Reforms
Jones Law (U.S. Congress) (29 August 1916)	Replacement of the Philippine Commission with the Senate and House of Representatives
Act No. 2657 (31 December 1916)	The executive in the Philippine Islands was a Governor General appointed by the US President Administrative Code
Act No. 2666 (18 November 1916)	Reorganization of the Executive Department
Act No. 2711 (10 March 2017)	Administrative Code
Act No. 4007 (4 December 1932)	Reorganization Law of 1932
Proclamation 2148 By the US President (14 November 1935)	Establishment of the Commonwealth of the Philippines

The passage of the Tydings-Mcduffie Act by the United States Congress in 1934 granted Filipinos more control over the Philippine government and ushered in the country's independence. Throughout the transition period from commonwealth status to full independence, the government implemented pivotal government reform initiatives largely influenced by the executive. Table 3 encapsulates these broad reform endeavors, identifying the Philippine President under whose term reforms were initiated; the focus or direction of reforms; the legislative or executive mechanism employed for implementation (legislative act, executive order, memorandum order, or administrative order); and a brief description of the reform measure itself. Other reforms that pertain to specific offices or processes are not covered in Table 3.

Table 3
Philippine Government Reform Initiatives
(Commonwealth Period to 2023)

President	Direction	Legal Instruments	Description of Reform
Manuel L. Quezon (15 November 1935–1 August 1944)	To exercise greater autonomy	Commonwealth Act No. 5 (31 December 1935)	Grant of limited authority to the President to effect reforms and changes in the executive departments, bureaus, and offices
Jose P. Laurel (14 October 1943– 17 August 1945) World War II			Creation of the Government Survey Board

Sergio Osmeña (1 August 1944– 28 May 1946)	To exercise greater autonomy	Executive Order (EO) 15-W (8 August 1944)	Reestablishment of government offices after World War II
		EO No. 76 (3 December 1945)	Reorganizing and consolidating the executive departments of the commonwealth government
			Prescribing the Office of Foreign Relations (created on 23 September 1945)
Manuel Roxas (28 May 1946– 15 April 1948)	To support postwar rehabilitation and nation-building efforts	Republic Act (RA) 51 (4 October 1946)	Authorizing the President to reorganize within one year the executive departments, bureaus, offices, agencies, including government-owned or -controlled corporations (GOCCs)
		EO No. 94 (4 October 1947)	Reorganizing the different executive departments, bureaus, offices, and agencies of the government
Elpidio Quirino (April 1948– 30 December 1953)	To promote economy, efficiency, and effectiveness	RA 422 (6 January 1950)	Authorizing the President to reorganize within one year the executive departments, bureaus, offices, agencies, and other instrumentalities of the government including GOCCs controlled by it. Creating the Reorganization Commission
		Administrative Order (AO) No. 109 (28 February 1950)	Creating a commission to assist the President in reorganizing the different executive departments, bureaus, offices, agencies, and instrumentalities of government, including the corporations owned or controlled by it, pursuant to the provisions of RA 422.
		EO No. 392 (31 December 1950)	Further reorganizing the different departments, bureaus, offices, and agencies of the government of the Republic of the Philippines, making certain readjustments of personnel and reallocation of funds in connection therewith, and for other purposes

Ramon Magsaysay (December 1953– 17 March 1957)	To make government more effective, efficient, and economical	RA 997 (9 June 1954)	Creating the Government Survey Reorganization Commission (Reorganization Act of 1954)
		RA 1241 (9 June 1955)	Amending RA 997
Carlos P. Garcia (18 March 1957– 30 December 1961)	To make government more effective, efficient, and economical	EO No. 277 (7 November 1957)	Implementing details for Reorganization Plan No. 1-A relative to position classification
Diosdado Macapagal (December 1961– 30 December 1965)	To stimulate the economy and suppress graft and corruption		
Ferdinand E. Marcos (30 December 1965– 25 February 1986)	To promote simplicity, economy, and efficiency	RA 5435 (9 September 1968)	An act authorizing the President of the Philippines, with the help of a Commission on Reorganization, to reorganize the different executive departments, bureaus, offices, agencies, and instrumentalities of the government, including banking or financial institutions and corporations owned or controlled by it, subject to certain conditions and limitations
		EO No. 281 (29 December 1970)	Creating the Presidential Commission to review and revise the Reorganization Plan submitted by the Commission on Reorganization
		Presidential Decree (PD) 1 (24 September 1972)	Reorganization of the executive branch, adopting the Reorganization Plan submitted by the Commission on Reorganization
		PD 1416 (9 June 1978)	Grant of continuing authority to the President to reorganize the national government
		EO No. 575 (4 January 1980)	Extending the term of the Presidential Commission on Reorganization created under EO 281, s. 1970

		PD 1772 (15 January 1981)	Amending PD 1416 to, expanding functions of the Commission on Reorganization
Corazon C. Aquino (25 February 1986– 30 June 1992)	To promote efficiency in public service delivery and reduce opportunities for corruption	EO No. 5 (12 March 1986)	Converting the Presidential Commission on Reorganization into Presidential Commission on Government Reorganization
		EO No. 292 (25 July 1987)	Administrative Code of 1987, Section 31, Chapter 10, Title III, Book III, providing continuing authority to the President to reorganize the administrative structure of the Office of the President
Fidel V. Ramos (30 June 1992– 30 June 1998)	To encourage private enterprise and investments, and reduce corruption	Memorandum Order (MO) No. 27 (13 August 1992)	Mandating all heads of departments, agencies, and instrumentalities of the national government to streamline and improve operations and organizations
		EO No. 149 (28 December 1993)	Streamlining the Office of the President
Joseph E. Estrada (30 June 1998– 20 January 2001)	To develop an efficient, results-oriented, and innovative bureaucracy for effective governance and sustainable socio-economic growth	EO No. 165 (19 October 1999)	Directing the formulation of an institutional strengthening and streamlining program for the executive branch; creating the Presidential Committee on Effective Governance (PCEG)
		EO No. 337 (8 January 2001)	Instituting meaningful reforms modernizing the Office of the President
Gloria Macapagal Arroyo (20 January 2001– 30 June 2010)	To promote economic stability and build a strong republic	EO No. 72 (11 February 2002)	Rationalizing agencies under or attached to the Office of the President
		EO No. 366 (4 October 2004)	Directing a strategic review of the operations and organizations of the executive branch and options and incentives for those affected by the rationalization
		RA 9485 (2 June 2007)	An act to improve efficiency in the delivery of government service to the Public by Reducing Bureaucratic Red Tape, Preventing Graft and Corruption, and Providing Penalties Therefor (Anti Red-Tape Act of 2007)

Benigno Simeon Aquino III (30 June 2010– 30 June 2016)	To reduce government waste, substantially reduce red tape, and institutionalize good governance	EO No. 18 (22 December 2010)	Rationalizing the organization and supervision of certain agencies, offices, and other similar entities attached to or under the Office of the President
Rodrigo R. Duterte (30 June 2016– 30 June 2022)	To improve economic growth and governance	EO No. 1 (30 June 2016)	Reengineering the Office of the President towards greater responsiveness to the attainment of development goals
		RA 11032 (28 May 2018)	An act promoting ease of doing business and efficient delivery of government services, amending for the purpose R.A. No. 9485, otherwise known as the Anti-Red-Tape Act of 2007, and for other purposes
		EO No. 67 (31 October 2018)	Rationalizing the Office of the President through the consolidation of its core mandates and strengthening the democratic and institutional framework of the Executive Department
Ferdinand Marcos, Jr. (30 June 2022– 30 June 2026)	To provide better services to the people while ensuring optimal and efficient use of resources		Bills certified as priority by the President: House Bill No. 7240 – an act rightsizing the national government to improve public service delivery, and appropriating funds therefor (approved by the House of Representatives on 3rd reading on 14 March 2023; not yet acted upon by the Senate)
			Pending in the Senate Committee on Civil Service, Government Reorganization, and Professional Regularization: Senate Bill No. 2502 – an act rightsizing the national government to improve public service delivery and for other services (filed 5 December 2023)
			Senate Bill No. 2126 – an act rightsizing the national government to improve public service delivery and for other services (filed 3 May 2023)

Assessment of Major Reforms in the Philippines

To provide a detailed assessment of the reform journey in the Philippines, it is essential to analyze major reforms from selected administrations. This section highlights key initiatives and their impacts on governance.

Marcos Administration (1965-1986): Centralization and Martial Law. The administration of Ferdinand Marcos is marked by the declaration of Martial Law in 1972, centralizing power and implementing reforms aimed at stabilizing the economy and infrastructure. While these reforms led to significant infrastructural development, they were marred by human rights abuses and corruption, leading to a decline in public trust and governance quality.

Aquino Administration (1986- 1992): Restoration of democracy. Corazon Aquino's administration focused on restoring democratic institutions and processes following the People Power Revolution in 1986. The 1987 Constitution was enacted, emphasizing democratic governance, human rights, and decentralization. The Local Government Code of 1991 empowered local governments, promoting autonomy and local development.

Ramos Administration (1992-1998): Economic reforms and deregulation. Fidel V. Ramos introduced economic reforms to liberalize the economy, reduce tariffs, and encourage foreign investment. The enactment of the Electric Power Industry Reform Act (EPIRA) and the Build-Operate-Transfer Law were significant milestones, improving the infrastructure and energy sectors.

Arroyo Administration (2001-2010): Anti-corruption initiatives. Gloria Macapagal-Arroyo's tenure saw efforts to combat corruption by establishing the Presidential Anti-Graft Commission (PAGC) and implementing e-government initiatives. Despite these efforts, allegations of corruption persisted, affecting the administration's credibility.

Aquino III Administration (2010-2016): Good governance and anti-corruption. Benigno Aquino III focused on the *Daang Matuwid* (Straight Path) agenda, emphasizing good governance and anti-corruption. The administration strengthened institutions like the Commission on Audit (COA) and the Office of the Ombudsman. The Philippine Transparency Seal and the Full Disclosure Policy were introduced to enhance transparency.

Duterte Administration (2016-2022): Federalism and decentralization. Rodrigo Duterte advocated for federalism to promote regional development and address long-standing centralization issues. The administration also focused on simplifying business processes through the Ease of Doing Business Act and invested in infrastructure under the Build, Build, Build program.

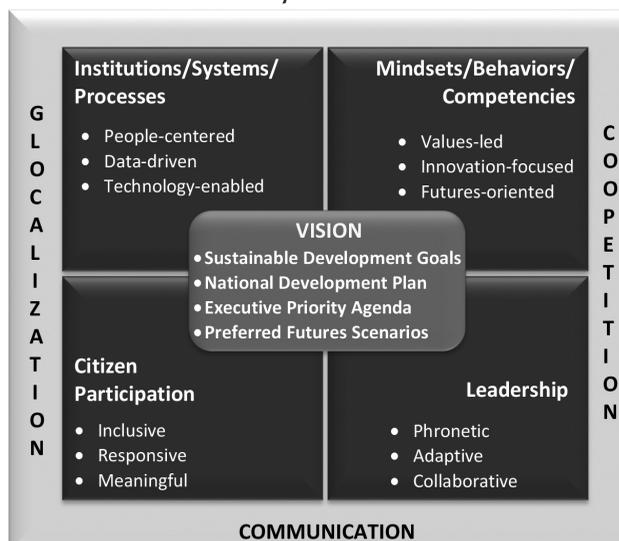
A Framework for Reform Initiatives

The transition from historical government reforms to a comprehensive governance framework necessitates a structured approach to guide the design and implementation of reform initiatives.

Brillantes and Fernandez (2013) introduced a public sector reform framework (PSRF), outlining key focus areas for reform. Over time, a series of revisions has led to the evolution of this model into the governance reform framework (GRF) 6.0, which integrates global, national, and sectoral objectives into a coherent reform strategy.

At the core of GRF 6.0 is the imperative to anchor reform initiatives on clearly articulated global, national, and sectoral objectives or visions. This includes internationally embraced targets such as the Sustainable Development Goals (SDGs), which enjoy universal commitment across nations. Additionally, a country's national development plan, such as the Philippine Development Plan (PDP), serves as the nation's comprehensive blueprint for socioeconomic advancement. In the Philippines, the PDP is reinforced by AmBisyon Natin 2040, which embodies the collective aspirations of the Filipino people for a future characterized as *matatag* (strong), *maginhawa* (comfortable), and *panatag* (secure). It is also essential to align reform efforts with the priorities outlined by the chief executive. Drawing insights from existing sectoral plans can further enrich the reform process. For instance, Pagtanaw 2050, a foresight document crafted by Filipino academicians and national scientists, describes potential scenarios for science and technology in the Philippines by 2050.

Figure 1
Governance Reform Framework 6.0



Source. (Domingo, Perante-Calina, & Brillantes, 2024)

Guided by these global, national, and sectoral objectives or visions, reforms can address the key areas outlined in the four quadrants of GRF 6.0, as depicted in Figure 1:

Quadrant 1: Institution, systems, processes

Quadrant 2: Mindsets, behaviors, competencies

Quadrant 3: Citizen participation

Quadrant 4: Leadership.

Quadrant 1: Institutions, Systems, Processes

The first quadrant of GRF 6.0 focuses on people-centered, data-driven, and technology-enabled institutions, systems, and processes.

People-Centered Reforms

A fundamental principle guiding the reform of institutions, systems, and processes is the imperative to put the citizens at the forefront. Often, reform efforts are conceived from the perspective of the service provider rather than the end-users, the citizens. This disconnect arises from a lack of familiarity with the customer's journey—the experience of enduring long wait times to obtain official documents or benefits, often in cramped and uncomfortable environments, sometimes even exposed to the elements. Confusing regulations, unreasonable requirements, complicated processes, or unattended service counters compound the citizens' frustration.

Consider the plight of first-time voters as an example. They endure queues that stretch up to three hours or more. They are also left exposed to the elements, forced to line up on streets or sidewalks under the sun. Inadequate provision of essential amenities further exacerbates their ordeal; insufficient tables and chairs for filling out registration forms compel registrants to resort to makeshift solutions.

Public infrastructure is often set up without the user in mind presenting risks and obstacles for vulnerable groups such as persons with disabilities, the elderly, or pregnant women. Examples include sidewalks and curbs lacking ramps or sufficient lighting, excessively steep and inaccessible stairways at elevated pedestrian overpasses or transport facilities, and sidewalks obstructed by structures like decorative plant boxes, or ongoing construction activities. Rather than prioritizing the citizen's experience and striving to provide prompt, efficient, and adequate service, reforms frequently prioritize the convenience of government workers, neglecting the welfare of the end-user.

Reforms should aim to standardize the customer experience across government services, ensuring consistency and quality in every interaction. A citizen's good experience transacting with one agency should also be replicated in other agencies. By placing citizens' needs and experiences at the center of reform efforts, institutions, systems, and processes can be redesigned to serve the public better, and to foster trust, efficiency, and inclusivity in governance.

Data-Driven Reforms

Government offices routinely generate and collect vast amounts of information constituting rich data sources for guiding reform initiatives. Through data analytics, governments can pinpoint inefficiencies, streamline processes, and allocate

resources more effectively. Data analytics provides policymakers and reformists with invaluable insights into the efficacy of existing systems and identifies structures that need improvement. Furthermore, embracing data-driven decision making (DDDM) empowers policymakers to monitor the impact of reforms, facilitating agile adjustments, and fostering a culture of continuous improvement.

Big data, the “combination of structured, semi-structured, and unstructured data that organizations collect, analyze, and mine for information and insights” (Hashemi-Pour et al., n.d., para. 1), is pivotal in enhancing DDDM. To the original three V’s—volume, variety of types, and high velocity at which they are generated, collected, and processed—identified by Doug Lany (2001, as cited in Hashemi-Pour et al., n.d.) to characterize big data—veracity, value, and variability have been recently added. Big data requires advanced tools and techniques for analysis.

“Warm data,” on the other hand, incorporates the additional dimension of context and interdependent relationships of systems that generate that data. This enables a deeper understanding of social dynamics and ecological systems, which is particularly relevant in ensuring that public policies and programs are effective from technical, social, and ecological perspectives (Covarrubias, 2024).

Leveraging big data allows organizations to gain deeper insights into patterns and trends. Integrating warm data leads to more informed, context-sensitive, and ethical policymaking to address complex social, economic, and environmental challenges (Covarrubias, 2024).

Government departments often create data silos by collecting information relevant only to their specific functions, leading to data isolation, duplicate entries, and inefficiencies. Breaking down data silos requires a holistic view of information, promoting inter-departmental collaboration, data sharing, and developing unified, centralized data systems (Karkera et al., 2022).

Lallana (2019) classifies government decisions into five data-driven stages: nascent, basic, intermediate, advanced, and datavore. “Nascent” decisions do not integrate data meaningfully, even when available. “Basic” decisions use data superficially, lacking depth of analysis. “Intermediate” decisions involve data analysis, but the quality or relevance of the data might be lacking. “Advanced” decisions are data-informed across frontline and senior officials, though not consistently organization-wide. The “datavore” stage is achieved when data is timely, rich in insight, and specifically analyzed to inform key decisions (Lallana, 2019).

A new approach called “data fabric” integrates various data systems into a cohesive network, making data easier to access, manage, and analyze. This design allows data from different sources to be unified, regardless of format or location, which enhances decision making (Atlan, 2023).

Conversely, some areas suffer from “data deserts,” where data are scarce due to restrictions, insufficient infrastructures, missing or incorrect links, or geographic challenges (Vemuru, 2023). Addressing these issues is essential for comprehensive and effective data utilization in policy and reform initiatives.

Shrinking data deserts requires a multifaceted approach that addresses the root causes of data scarcity. Investing in robust infrastructure is essential to ensure reliable data collection and storage capabilities, particularly in underserved or remote areas. Enhancing connectivity through expanded internet access can facilitate real-time data sharing. Collaboration between governmental and non-governmental

organizations can bridge gaps by pooling resources and expertise. Standardized data collection protocols and integrated data sources improve accuracy and availability. Improving the data literacy of the government workforce—by training local personnel in data management and analysis—and linking disparate data repositories, ensure sustained data generation and use. Open data policies encourage transparency and public participation, making data more accessible and useful for a broader range of stakeholders.

Embedding DDDM as a core component of reform initiatives is essential for driving sustainable change. By instituting data-driven practices, governments can ensure that decisions are rooted in empirical evidence rather than intuition or outdated practices. This involves collecting, storing, labeling, and updating data in a format that can be used; ensuring data quality and integrity, analyzing data and making relevant connections; and cultivating a culture of data literacy among policymakers and frontline staff. Capacity development programs equip government officials with the skills and tools to leverage data effectively.

Robust data governance frameworks ensure the integrity and security of data, instilling confidence in the accuracy and reliability of the insights derived. Proactive policies on data privacy and security must accompany the use of data. It might be instructive for organizations to have a chief data officer or a chief information security officer. Integrating DDDM into reform efforts unlocks opportunities for innovation, efficiency, and citizen-centric service delivery.

Data-driven reform initiatives are indispensable for overhauling institutions, systems, and processes. Ultimately, they empower governments to make evidence-based decisions that enhance service delivery, promote transparency, and build public trust.

Technology-Enabled Reforms

Breaking down data silos requires heavy investments in technology. Digital transformation, which integrates digital technologies and platforms in an organization, and transforms traditional, outdated, and non-digital processes into new ones, can drive fundamental change (Accenture, n.d.). Adopting artificial intelligence (AI), blockchain, and cloud computing for day-to-day operations can revolutionize governance by automating routine tasks, enhancing transparency, facilitating seamless communication and collaboration, and fostering greater accessibility of services. Implementing digital platforms for citizen engagement and service delivery fosters greater accessibility and inclusivity, allowing citizens to interact with government services conveniently from anywhere anytime.

Digitization and digitalization are integral components of digital transformation. Digitization converts analog information into digital format for easier data storage, access, and manipulation. On the other hand, digitalization encompasses the broader use of digital technologies to revolutionize business processes and projects (Accenture, n.d.). Digital transformation, the culmination of these efforts, occurs when digitalization permeates the entire organization, driving fundamental changes in operations, culture, and strategy.

When adopting technology, several critical issues must be considered beyond the acquisition cost. These include the rapid changes in hardware and software, which necessitate continuous updates and replacements. Extra care must be

exercised to ensure that technology acquisition is not vendor-driven. Additionally, it is essential to focus on capacitating human resources with expertise in emerging technologies to ensure that the organization can effectively utilize and maintain these advancements. Furthermore, developing and implementing comprehensive policies on the use of such technologies is crucial to govern their application, ensure data security, and maintain ethical standards.

Generating a large volume of data and the increasing use of different digital devices and systems makes it imperative for government organizations to conduct a network assessment to discover how best to improve their technology to achieve their mission. In tandem with DDDM, technology-enabled institutions, systems, and processes play pivotal roles in driving comprehensive reform agendas.

Quadrant 2: Mindsets, Behaviors, Competencies

Strengthening institutions, systems, and processes must be coupled with efforts to ensure that public servants possess the competencies and the right mindset to transform society. According to the United Nations Department of Economic and Social Affairs (UNDESA), achieving the SDGs requires new mindsets and competencies to ensure that public servants deliver programs that improve the quality of life (UNDESA, 2021).

A mindset encompasses beliefs, attitudes, perceptions, and worldviews that individuals form throughout their lives, shaping their choices, habits, and behaviors (UNDESA, 2021). Dweck (2006) posits that mindsets play a significant role in a person's life. Dweck explains that people with a fixed mindset, who believe that their abilities are static, are less likely to succeed than those with a growth mindset, who believe that their abilities can be developed (Dweck, 2006).

Table 4 summarizes the mindsets and competencies that enable institutional effectiveness, accountability, and inclusiveness (UNDESA, 2021).

Table 4
Governance Reform Framework 6.0
Mindsets and Competencies for Institutional Effectiveness,
Accountability, and Inclusiveness

Institutional Effectiveness	Institutional Accountability	Institutional Inclusiveness
Agile mindset <ul style="list-style-type: none"> • Systems thinking • Inquisitive thinking • Critical reasoning • Embracing constant change 	Ethical mindset <ul style="list-style-type: none"> • Observing ethical and legal standards • Doing the right things for the right reason • Professionalism • Results-based management 	Inclusive/Leave no one behind mindset <ul style="list-style-type: none"> • Respect for diversity, treating everyone with dignity and respect • Tolerance, solidarity, non-discrimination • Responsive, inclusive, participatory, empowering, and representative decision-making • Subsidiarity • Intergenerational equity

Collaborative mindset

- Willing to learn, co-create, share, and dialogue with others
- Building multistakeholder partnerships

Open/Transparent mindset

- Open to new ideas
- Ability to collect, manage, and share information
- Ability to combat disinformation

Empathetic/Relational mindset

- Attentive and focused on understanding the feelings and needs of others, especially vulnerable groups
- Emotional intelligence
- Social consciousness, awareness and responsibility
- Ability to collaborate with stakeholders from different backgrounds

Innovative/Problem-solving/Experimental mindset

- Eager to experiment
- Thinking out of the box
- Creative, resilient, driven
- Motivated to achieve excellence

Personal accountability mindset

- Taking responsibility to achieve results
- Adaptability to respond to changing circumstances
- Learning new skills
- Communicating effectively
- Managing resources efficiently
- Translating strategies into action

Responsive mindset

- Putting people first
- Anticipating and responding to needs
- Creating an enabling environment for sustainable development
- Respecting, protecting, and promoting human rights and fundamental freedoms
- Ensuring equitable access to public service delivery

Evidence-based mindset

- Driven to use, validate, and document data
- Data information literate
- Public fiscal management competency

Intergenerational equity mindset

- Compliant with the principle of environmental, social, and economic equity
- Ability to balance short-term and longer-term needs
- Possessing management, planning, and impact assessment skills

Results-oriented mindset

- Focused on action and achieving results
- Results-based management

Foresight mindset

- Forward-looking, proactive
- Open to using methodologies for discovering and designing future trends to anticipate challenges and solutions

Source. UNDESA (2021)

Quadrant 2 of GRF 6.0 shifts emphasis on fostering values-led, innovation-focused, and futures-oriented mindsets, behaviors, and competencies. This section highlights the significance of instilling core values, promoting innovation, and embracing forward-thinking strategies to navigate evolving challenges and opportunities.

Values-Led

Values influence mindsets. Values are principles, qualities, acts, or entities that are intrinsically desirable. Generally based on what a society considers to be right, good, acceptable, or desirable, values guide decision making and serve as standards for determining whether a decision or behavior is appropriate. By shaping our attitudes and perceptions, values play a crucial role in interpreting and responding to situations.

Developing a values-led mindset and behavior for public servants requires a multifaceted approach that integrates the core values of public service and intrinsic motivations that drive individuals to serve the public good. Public servants should embody values, such as integrity, accountability, transparency, empathy, and commitment to public welfare. These values are essential in ensuring that public servants act in the best interests of the community and maintain the trust of the people they serve.

The increasing number of government agencies, each with unique goals and priorities, employing different service delivery methods and the evolving composition of human resources responding to a wide range of citizen expectations at various levels of the bureaucracy, can lead to conflicts in public service values. Additionally, while information technology has the potential to enhance work efficiency, it may also impact these values. A significant challenge for officials and executives is to reconcile these diverse values within an organization. Ideally, addressing values conflicts across the entire bureaucracy should be a priority.

Firstly, comprehensive training programs should be developed and implemented to instill core public service values and competencies. Practical scenarios, simulation exercises, and role plays in these programs can facilitate the integration of values into daily work. Secondly, fostering an organizational culture that rewards ethical behavior can reinforce the importance of values in public service. Leadership plays a major role in modeling values-driven behavior for their teams and organizations. Additionally, incorporating values-based assessments into performance reviews can ensure that public servants consistently align their actions with the core values of their organization.

A growing number of organizations today are using integrity and honesty tests to screen potential employees. These tests assume that honest or dishonest behaviors flow from one's values. While issues on the validity of such tests remain, they are reliable, affordable, and less intrusive than drug tests (Black & Bright, 2019).

Motivation is also a key factor in developing a values-led mindset. Public servants who are intrinsically motivated by a sense of duty, the desire to contribute to the public good, and the satisfaction derived from serving others are more likely to embody and uphold these values. Creating a work environment that supports and nurtures these motivations can enhance the commitment and effectiveness of public servants.

Innovation-Focused

Innovation is the process of improving, renewing, or replacing a product, process, or service by introducing new ideas, applying novel processes or techniques, utilizing new resources, or optimizing existing resources to create value, address unmet needs, solve problems, enhance efficiency and effectiveness, and achieve significant positive impact. Innovations that improve a product, service, or process, and give a competitive advantage, are classified as “incremental innovations.” Meanwhile, those that lead to substantial changes are referred to as “disruptive” or “radical” innovation (Innolytics.ag, n.d.). Digitalization and digital transformation are fertile areas for innovation.

Innovation is a critical driver for the continuous improvement of public service delivery. An innovation-focused mindset encourages public servants to think creatively, embrace new technologies that enhance public service delivery, and implement forward-thinking solutions to address complex societal challenges. Cultivating such a mindset involves fostering an environment for experimentation, taking calculated risks, and considering failures as learning opportunities.

To develop innovation-focused behaviors and competencies, public sector organizations should focus on several key strategies:

1. Encourage a culture of creativity and experimentation

- Establish a work environment where creativity is valued, and employees are encouraged to propose and test new ideas.
- Implement innovation labs or incubators within government agencies to provide dedicated space for developing and experimenting with innovative solutions.

2. Provide training and resources

- Offer training and development programs on design thinking, agile methodologies, and other innovation frameworks.
- Ensure access to resources and tools that enable innovation, such as advanced data analytics platforms, collaborative software, and funding for pilot projects.

3. Promote cross-sector collaboration

- Facilitate partnerships with academic institutions, private sector companies, and nonprofit organizations, to bring diverse perspectives and expertise into the public sector.
- Include representatives from private industry on governing boards of government agencies to introduce business process innovations and technologies that could enhance public service delivery.
- Encourage interdepartmental collaboration to break down silos and leverage the collective knowledge and skills of various government units.

4. Reward innovation

- Incorporate innovation as a measure of performance.
- Recognize and reward employees who demonstrate innovative thinking and successfully implement new solutions.
- Create incentive programs that encourage continuous improvement and excellence in public service delivery.

By embedding these strategies into the organizational culture, public sector institutions can cultivate an innovation-driven workforce that is well-equipped to meet the evolving needs of society. Ultimately, the goal is to develop government workers who continuously seek ways to improve the quality of public service delivery.

Futures-Oriented

A futures-oriented mindset involves anticipating future trends, challenges, opportunities, and risks and preparing proactively to navigate them. Public servants with this mindset excel in strategic foresight, scenario development, and long-term thinking. They do not only react to present circumstances but are also proactive in shaping future outcomes.

The future remains uncertain and it cannot be entirely forecasted. Nonetheless, engaging in strategic foresight and futures thinking empowers us to shape the future proactively. By meticulously analyzing trends, key drivers of change, and emerging issues, different scenarios can be envisioned and alternative trajectories can be projected for future developments. This approach allows governments to design robust strategies to attain intended outcomes (Kuosa, 2011; Asian Development Bank, 2020; Hines & Bishop, 2022). Foresight and futures thinking help us understand and articulate potential shifts that may occur in 10 to 50 years, through the systematic examination of trends and drivers of change.

During the global turmoil caused by the COVID-19 pandemic in 2020, the Graduate School of Public and Development Management (GSPDM) of the Development Academy of the Philippines (DAP) pioneered the Certificate Course on Foresight and Futures Thinking (CCFFT). The DAP-GSPDM received generous support from the Senate Committee on Sustainable Development Goals, Innovation, and Futures Thinking. This support enables the school to engage in research and capacity-building programs to achieve the SDGs through a futures thinking lens. In collaboration with the Philippine Futures Thinking Society (PhilFutures), which was organized in 2020, and the Governance Futures Lab (GFL) of the University of the Philippines National College of Public Administration and Governance (UP-NCPAG), the DAP-GSPDM is equipping state universities and colleges (SUCs), local government units, and government offices with skills in foresight and futures thinking.

To foster a futures-oriented approach, public sector organizations should implement the following strategies:

1. Integrate strategic foresight and planning
 - Embed strategic foresight into the planning and decision-making processes.

- Regularly conduct horizon scanning, trend analysis, and scenario planning to anticipate future developments.
- Train public servants in foresight methodologies to enhance their ability to think long-term and develop robust strategies.

2. Institutionalize futures thinking

- Create dedicated units or roles within government agencies focused on strategic foresight and futures thinking.
- Ensure that futures thinking is integrated into the organization's core functions, influencing policy development, resource allocation, and program implementation.

3. Engage with stakeholders

- Actively involve citizens, businesses, and other stakeholders in the foresight and planning processes. This ensures that diverse perspectives are considered and that public policies are aligned with the needs and aspirations of the community.
- Establish forums and platforms for dialogue on future challenges and opportunities, fostering a collaborative approach to public governance.

4. Build resilience and adaptability

- Develop policies and frameworks that promote organizational resilience, to ensure that public organizations can adapt to unexpected changes and disruptions.
- Encourage flexible and adaptive leadership styles that respond to emerging challenges and opportunities.

5. Foster a learning organization

- Create a culture of continuous learning where public servants are encouraged to update their skills and knowledge regularly.
- Use knowledge management systems to capture and share insights and experience across the organization, promoting a collective understanding of future trends and best practices.

By adopting these strategies, public sector organizations can develop a workforce that is prepared for the future and capable of shaping it. A futures-oriented approach ensures that public servants are equipped to navigate uncertainty, embrace opportunities, and drive sustainable progress for society.

Quadrant 3: Citizen Participation

In quadrant 3 of GRF 6.0, the focus is on promoting citizen participation that ensures inclusivity, responsiveness, and meaningful engagement. By involving

citizens in governance, this framework aims to create a more inclusive and responsive governance that better addresses the needs and aspirations of its people.

Inclusive

Engaging citizens in governance must ensure that all segments of society, including marginalized and underrepresented groups, have opportunities to participate in governance. Strategies that address barriers to participation, such as accessibility issues, language barriers, and lack of information, must be adequately addressed to ensure that everyone has a voice in the decision-making process.

Responsive

Responsive citizen participation involves actively listening to and addressing the needs and concerns of citizens. This means establishing mechanisms for timely and transparent communication between citizens and government officials. A responsive approach ensures that citizen feedback is integrated into policy and decision-making processes, creating a governance system that truly reflects the will and needs of the people.

Meaningful

Citizen participation becomes meaningful when their inputs and feedback have a tangible impact on decision-making and policy formulation. Meaningful participation occurs when citizens contribute significantly to these processes. This ensures that the voices of citizens are not only heard but also lead to real changes and improvements in governance.

Citizen engagement programs often face criticism for being tokenistic and for compliance purposes only. These initiatives are typically government-designed, governed by formal rules, and conducted through official channels such as public consultations, structured surveys, or similar activities. The government sets the agenda and frames the issues for citizen input. The challenge with this approach is convincing citizens to engage and ensuring that engagement efforts are representative and inclusive.

A bottom-up approach to citizen participation, one that is initiated by grassroots movements and community groups, can be more meaningful for citizen. Projects and discussions are started by citizens, often independently of government direction. Citizens set the agenda based on their priorities and concerns. These initiatives can address local issues, advocate for policy changes, or provide community solutions. Participation happens through informal networks, community meetings, social media, and local events, using methods that are flexible and adaptive to the specific needs of the community. The challenges to this approach include targeting larger policy domains to ensure that informal efforts have broader impact, mobilizing sufficient citizen support, and sustaining participation over time.

Government agencies should incorporate citizen participation strategies in their overall policy frameworks. This means that citizen participation is not an afterthought but a core component of strategic planning and implementation. There should be clear guidelines and frameworks that outline how citizen feedback will be solicited, considered, and integrated into policy and decision-making processes.

Citizen participation can be enhanced through a combination of government and citizen-initiated projects.

1. Government-initiated projects

- Implement top-down projects where the government sets the agenda but actively involves citizens in execution and feedback processes. This ensures that initiatives are aligned with strategic goals while benefiting from citizen input.
- Create formal participatory budgeting processes where citizens have a direct say in how public funds are allocated, ensuring alignment with broader policy domains.

2. Citizen-initiated projects

- Support bottom-up projects initiated by citizens, providing them with necessary resources, funding, and technical assistance. Encourage innovative ideas from the grassroots level to address local challenges.
- Encourage citizens to discuss, assess policies, and contribute to projects.
- Recognize informal community efforts and integrate them into formal government initiatives to enhance coherence and impact.

Quadrant 3 of GRF 6.0 aims to create a more democratic and inclusive governance system that reflects the needs and aspirations of its people. Enhancing both top-down and bottom-up approaches improves the legitimacy and effectiveness of public institutions and fosters a more engaged and empowered citizenry.

Quadrant 4: Leadership

Effective leadership is crucial for successful governance reform, providing the vision, direction, and momentum necessary to navigate complex and dynamic environments.

This quadrant focuses on fostering effective leadership, which lies at the heart of governance reform. It highlights three essential dimensions of leadership that drive governance reforms: phronetic leadership, adaptive leadership, and collaborative leadership. Together, these approaches provide a robust framework for leading transformative change. These dimensions can make governance reforms more resilient, inclusive, and effective in addressing the complex challenges of the times.

Phronetic Leadership

Aristotle identified three forms of knowledge: episteme, which refers to universally valid scientific knowledge that is explicit, objective, and context-free; techne, which refers to skills-based knowledge that is subjective and context-specific; and phronesis, which refers to practical wisdom that is values-based and tacit. Phronesis involves the application of practical wisdom and moral judgment in decision making.

Phronetic leadership goes beyond traditional leadership models, emphasizing the importance of ethical considerations, contextual understanding, and stakeholder engagement in guiding organizations towards their goals. Nonaka and Takeuchi (2011) identified six abilities that phronetic leaders must possess. These are the abilities to:

1. Make decisions, act, and conduct themselves based on what is good for all.
2. Pay attention to detail, see what a particular situation demands, and discern the nature and meaning of people, things, and events.
3. Provide a formal or informal space where people can interact, share knowledge and different perspectives, and create new knowledge.
4. Express and communicate the essence of things clearly through narratives, metaphors, and stories to clarify the objective and vision.
5. Exercise political power to bring people together, combine their knowledge, and spur them to act and pursue goals collectively.
6. Cultivate practical wisdom throughout the organization and foster phronesis in others.

By embracing phronetic leadership principles, leaders can navigate complex challenges, inspire trust and confidence, and drive meaningful change within their organizations and communities.

Adaptive Leadership

The COVID-19 pandemic spurred a multidimensional crisis that transcended health issues affecting economic, social, political, and cultural spheres. Organizations are pressed to find new ways to address these challenges. Heifetz et al. (2009) provide insights into why and how leaders today should learn and adapt to enable their organizations to deal with unprecedented challenges. Responding to “adaptive challenges”—problems with unknown solutions—requires the four As of adaptive leadership to achieve an organization’s purpose (Heifetz et al., 2009):

1. Anticipation - foreseeing probable future needs, trends, and options to prepare for potential scenarios.
2. Articulation - clearly communicating those needs to build collective understanding and garner stakeholder support.
3. Adaptation - developing a culture of continuous learning and adjusting responses as necessary to remain effective.
3. Adaptation - ensuring transparency in decision-making processes and being open to challenges and feedback to build trust and improve outcomes.

By embracing these principles, leaders can navigate their organization through complex and evolving environments, fostering resilience and innovation.

Collaborative Leadership

Collaborative leadership is where team members work together across sectors to make decisions and keep the organization thriving. Each one contributes to the organization's programs and projects. It enables an organization to make decisions quickly, foster a sense of unity, and address issues strategically as a team.

Collaborative leadership involves the open exchange of ideas, respect for each other's opinions and expertise, cooperation, trust, and shared responsibility. Transparency is essential for fostering this collaborative environment and is thus a crucial step in innovation. A Forbes report cites a study that found organizations promoting collaborative work were five times more likely to be high-performing (Gaskell, 2017).

The core principles of collaborative leadership are (Joubert, 2019):

1. Shared decision-making - genuinely seeking input and feedback from all team members and valuing their perspectives and insights.
2. Mutual respect and trust - creating an environment where team members feel valued and are welcome to share their views without fear of judgment.
3. Collective intelligence - leveraging each person's strength to solve problems, innovate, and achieve goals.

By embracing collaborative leadership, organizations can leverage diverse perspectives, enhance problem-solving capabilities, and drive innovation and success.

Leadership is not confined to those with formal titles or positions of authority. It is about rising to the occasion, taking initiative, and driving action. True leadership involves identifying situations that need attention, assuming responsibility, and clearly articulating goals and direction. It includes developing and influencing strategic alternatives, and mobilizing resources. It entails nurturing capabilities, empowering individuals and teams, continuously monitoring performance, and fostering a culture of continuous improvement. It implies encouraging stakeholders to strive towards common goals.

Leadership is both a process and a relationship, shaped by circumstances. It is accessible to everyone not just those in positions of power. Effective leadership involves making ethical and informed decisions, adapting to emerging challenges, and cultivating collaborative networks. It requires continuous self-improvement and life-long learning. Leaders must be equipped with technical skills, knowledge, and wisdom to make context-sensitive decisions, the agility to respond to unforeseen circumstances, and the ability to unite disparate groups.

To make government reforms sustainable, effective leadership must be complemented by reforms in the other quadrants—institutions, systems, and processes; mindsets, behaviors, competencies; and citizen participation—all anchored on an articulated vision.

The Context of Governance Reforms

Governance reform initiatives occur amid a multifaceted, complex local and global landscape. This dynamic environment underscores the importance of integrating international and regional nuances, identified in GRF 6.0 as the concept of “glocalization.”

In navigating this complex terrain, nations and organizations need to juggle competition for resources and opportunities alongside the necessity for collaboration and cooperation to address intricate issues at hand. GRF 6.0 encapsulates this delicate equilibrium with “coopetition,” where entities engage in healthy competition to enhance best practices while fostering a spirit of sharing and cooperation to harness synergies and drive greater impact.

Furthermore, at the core of any governance reform endeavor lies the pivotal role of effective communication. By establishing transparent and open communication channels, stakeholders are well-informed and actively engaged in attaining shared objectives. Effective communication enhances the coherence and efficacy of reform initiatives and fosters a sense of shared ownership and commitment among stakeholders, cultivating a conducive environment for sustainable change and progress.

Conclusion

GRF 6.0 emphasizes the importance of clear global, national, and sectoral directions or vision in guiding governance reforms in addressing the key areas outlined in the four quadrants of GRF 6.0. To achieve sustainable and lasting governance reform, it is essential to recognize that each of the four quadrants of the GRF 6.0 framework is interdependent, and progress in one area often catalyzes advancements in others.

Sustainable reforms need robust and transparent institutions, efficient systems, and streamlined processes. Enhancing these foundational elements ensures that governance can respond effectively to routine and extraordinary challenges. This emphasizes the importance of creating frameworks that prioritize the needs and well-being of citizens, utilizing data to inform decisions and track progress, and leveraging technology to enhance service delivery and transparency.

In the era of big data, leveraging information for decisionmaking is crucial. Integrating comprehensive data analytics into governance systems enables a more precise understanding of public needs and the efficient allocation of resources. For instance, using geographic information systems in urban planning helps visualize demographic trends, infrastructure demands, and environmental impacts, facilitating more informed policy decisions.

Technological advancements play a pivotal role in modernizing government operations. E-governance platforms can streamline processes, reduce bureaucratic delays, and enhance transparency. Examples include the implementation of online portals for business registrations, digital payment systems for taxes and fees, and mobile applications for citizen feedback and service requests. These innovations improve service delivery and foster a culture of accountability and responsiveness.

True governance reform goes beyond structural changes. It demands a transformation in the mindsets, behaviors, and competencies of individuals within the system. This means fostering a culture of integrity, accountability, and ethical

behavior within public institutions through continuous training and clear codes of conduct; encouraging innovation and creativity where new ideas and approaches are valued; and nurturing an anticipatory mindset to prepare to navigate and help shape the future.

Engaging citizens actively in the governance process is crucial for the legitimacy and sustainability of reforms. GRF 6.0 emphasizes the importance of inclusive, responsive, and meaningful participatory governance models where citizens contribute to decision-making processes. Strengthening mechanisms for public engagement and feedback ensures that reforms are responsive to the needs and aspirations of the population, thereby enhancing trust and cooperation between the government and its people.

Effective leadership is the cornerstone of successful governance reform. It involves making ethical and informed decisions, adapting to emerging challenges, and cultivating collaborative networks. Leaders must possess technical skills, knowledge, and wisdom to make context-sensitive decisions, the agility to respond to unforeseen circumstances, and the ability to unite disparate groups. Leadership is both a process and a relationship, accessible to everyone, not just those in positions of power.

In an increasingly interconnected world, governance reform is more challenging yet essential than ever. The principles and strategies outlined in GRF 6.0 provide a comprehensive framework for navigating these complexities. Key to this approach is the integration of glocalization, ensuring that reforms are sensitive to both global trends and local needs. By adopting co-competition, nations and organizations can leverage their competitive strengths while fostering collaboration to address common challenges. Effective communication plays an important role in any reform effort.

Governance reform is a complex but necessary endeavor. By embracing glocalization, co-competition, effective leadership, and communication, we can navigate global and local challenges, and drive sustainable reforms that benefit societies worldwide. GRF 6.0 aims to create a comprehensive framework for governance reform that is resilient, inclusive, and capable of sustained progress. It offers a roadmap for reform efforts, highlighting the need for integrated, cooperative approaches to governance in an ever-evolving global landscape.

Endnotes

¹The purpose of including the definition of the UNDP is to distinguish between Pollitt and Bouckaert's use of "public management reform" while the UNDP refers to it differently as "public administration reform" reflecting the broader field of public administration in contrast to the organizational scope of public management. Public administration is the mother discipline involving the formulation and implementation of public policies whereas public management refers to the day-to-day operations or public organizations.

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