



Government of the Philippines
United Nations Development Programme

LOCAL DEMOCRACY IN THE PHILIPPINES: REPRESENTATION IN DECENTRALIZED GOVERNANCE

CASE STUDY REPORT

January 2007

(PRM) CONSULTANTS, INC.

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ABBREVIATIONS

COMELEC	Commission on Election
CENRO	City Environment and Natural Resources Officer
DepEd	Department of Education
FGD	Focus Group Discussion
GAD	Gender and Development
GMAC	Gabay ng Mamamayan Action Center
IRA	Internal Revenue Allotment
LGC	Local Government Code
LP	Liberal Party
MDG	Millennium Development Goal
NGO	Non-Government Organization
NPC	National People's Coalition
PO	Peoples' Organizations
PSK	Pederasyon ng Sangguniang Kabataan
SB	Sangguniang Barangay
SK	Sangguniang Kabataan
SP	Sangguniang Panlungsod
UNDP	United Nations Development Programme

1

GENERAL INTRODUCTION

1 OVERVIEW

- 1.1.1 This report presents the results of the case study component of the project entitled “*Local Democracy in the Philippines: Representation in Decentralized Governance*”, which was commissioned to the CPRM Consultants, Inc. by the United Nations Development Programme (UNDP). The project is a Philippine country study which examined the quality of representation in decentralized local governance and various mechanisms that are in place to make local government more accountable and responsive to their constituency. The case study provided an assessment of the present mechanisms and practices in which representation in local governance has become accountable to their constituency and the perception of the local citizenry on the capacity of their local government to respond to their needs and clamor. It was conducted in two (2) localities selected in accordance with the set criteria spelled out in the *Terms of Reference* (TOR) of the project.
- 1.1.2 CPRM HAS earlier conducted a desk study which identified and analyzed the factors within the formal and informal systems that facilitate or hinder representation, participation and accountability in local governance. The desk study report was submitted in October 2006.
- 1.1.3 In conducting the study, CPRM defined the three elements of local democracy – representation, responsiveness, and accountability, in local governance. It hypothesize that *Representation* is provided for in the workings of the political party system and in local government administrative systems where formal authority for representativeness is exercised. *Responsiveness*, on the other hand, will be present when there is correspondence, accord and harmony between the expectations of the constituents and the discharge of the functions by the representatives. *Accountability* is measured by the way where the balancing of the scope of authority and the generated results in the exercise of such authority has been balanced. Participation is present both in formal and informal systems in local governance where consultation is a distinctive feature.

2 SCOPE AND OBJECTIVES OF THE CASE STUDY

- 2.1.1 The case study assessed the current practices in local representation and accountability, as well as the responsiveness of local governments and their leaders to citizen's needs. Its specific objectives are as follows:

- a) To review the application or implementation of the formal systems of representation and accountability at the local level;
- b) To identify and analyze practices and factors that facilitate or hinder representation and accountability in the formal and informal systems at the local level;
- c) To draw and define lessons that guided the reforms toward more inclusive participation and improved accountability in decentralized governance; and
- d) To identify specific measures and reforms necessary to address issues on local representation and accountability.

3 PROJECT CONTEXT

- 3.1.1 The case study is situated within the context of the overall political system of the Philippines, which significantly affects the development of local political parties and leaders as well as their relationship and linkages with those at the national level. It shapes and influences the local-level party structures and so are the practices of local democracy at the local level.
- 3.1.2 The Presidential form of government within a republican state is the basis of the political system in the Philippines. This is characterized by having the three co-equal branches of the government (executive, legislative and judiciary) operate within the principles of separation and checks and balances of powers. The Philippine government has local governments in each political subdivision of the country consisting of 79 provinces, 117 cities, 1,501 municipalities and 41,982 barangays. These political subdivisions have been given autonomy under the Philippine Constitution and the Local Government Code of 1991 (RA 7160), broadening their powers and functional jurisdiction, and increasing their share in national resources that they can utilize for local programs and provision of basic services to their constituencies.
- 3.1.3 The political system includes the electoral processes which allow for free and democratic choice by the people of leaders for different government affairs and decision-making interventions. The Philippine Constitution guarantees the right of suffrage for marginalized and underrepresented sectors of the society through the party-list system, the voting right of overseas Filipinos, right of suffrage for the autonomous region in Muslim Mindanao, a system of initiative and referendum, and local sector representation in the electoral processes. It moreover guarantees the recognition of non-government organizations and their participation in governance.
- 3.1.4 The Philippines electoral system is one where public assessment and selection of individual candidates, rather than their respective political parties, are stressed. The elective officials of the Philippines are the President; the Vice President; members of the Senate and the House of Representatives which comprise the Congress of the Philippines; representatives to the House of Representatives of the youth, agricultural, and labor and industrial sectors; provincial governor, city and municipal mayor, city and municipal vice mayor, barangay chairman and council members at all

levels; and the members of the regional assembly of the autonomous region in Muslim Mindanao.

- 3.1.5 The Philippine electoral system recognizes the role and need for political parties in the pursuit of specific ideology, political ideas and platforms of government which are generally directed towards the alleviation of the plight of the poor and the attainment of socio-economic progress of the country. The Election Code of the Philippines requires that a political party be registered with the Commission on Elections to acquire juridical personality and to be entitled to rights and privileges as provided for under the law. Strong political affiliation, well-organized political party network down to the community level, and personality and ability of leaders and candidates are identified by experts as necessary factors for one to win in the election and/or get an entry in Philippine politics.

4 SELECTED LOCALITIES FOR CASE STUDY

- 4.1.1 The case study was conducted in two cities, and in two barangays in each of the selected cities. The criteria used in the selection of the case study areas included such factors and parameters like geographical location, urbanization and level of economic growth, political party affiliation/alliance of city mayor and barangay chairman, income profile of province where city is located, Human Development Index (HDI) of province where city is located, and access to LGUs in terms of geographical access of project consultants, and in terms of support/cooperation/commitment of LGU-informants to the achievement of project objectives. These criteria have been explained in the Inception Report submitted by CPRM in June 2006.
- 4.1.2 The selected localities were Sorsogon City in Region V (Luzon) and Iloilo City in Region VI (Visayas). Sorsogon City is a component city and a 5th class city in terms of income classification. It represents the “low” level locality in the study. Sorsogon Province, where the city, is located ranks 49th in HDI in 2003 among the 77 provinces of the country. Iloilo City, on the other hand, represents the “high level locality in the study it being a 1st class, chartered and highly urbanized city. The Iloilo Province where Iloilo City is located ranks 19th in HDI inter-provincial estimates in 2003.
- 4.1.3 Barangays Sirangan and San Isidro have been selected under the study as lower tiers of local governments in Sorsogon City. Barangay Sirangan is urbanized being part of the town center. It has a population density of 431 persons per hectare, which is higher than the citywide average of 5.56 persons per hectare. Barangay Sirangan officials are supportive of the current local administration, who in turn keeps its alliance with the national current dispensation. Barangay San Isidro, on the other hand, is basically an agricultural area. Situated in the northern portion of Sorsogon City, it is about 6 kilometers away from the town proper and has population density of 5.2 persons per hectare. Barangay San Isidro officials are not supportive of current local administration.
- 4.1.4 Barangays Rizal Palapala II and Balabago represent the lowest tier of local governments in Iloilo City. The former is the most densely populated barangay in the city with population density of 4.56 persons per hectare. The Barangay Rizal

Palapala II *punong barangay* is supportive of the local administration policies and programs. Barangay Balabago on the other hand is among those in the lower end of the population density spectrum. The barangay captain is known in the area to have a differing position in many local issues

5 APPROACH AND METHODOLOGY

- 5.1.1 The case study covered the systems of representation and accountability at the local level. It adopts a three-stage approach.
- 5.1.2 Review of formal institutional and local context. The study has initially generated detailed information of the formal institutional, socio-economic, physical and demographic profiles of covered cities and barangays, to better situate the focus group discussions and properly undertake subsequent assessments and recommendations. The case studies reviewed the organizational infrastructure of the city and barangay government units, including their administrative structure, programs and projects, staffing, resources, performance, and leaderships and their political affiliation; city development strategy and multi-year development plans; local ordinances/issuances that provide for/related to citizen participation and accountabilities of local government officials to constituency; reports on local bodies where citizens' participation is covered; communications and reports from citizen groups and individuals; and evaluation reports on the performance of local bodies highlighting citizens' representation and participation.
- 5.1.3 Conduct of focus group discussions and interviews. Templates questionnaires were prepared to guide the consultants in the conduct of the local focus group discussions (FGDs) and one-on-one interviews with key informants. There were 4 major groups of key informants from whom factual information, perception, comments and suggestions were generated. These include selected local government officials, citizens' groups, local government bodies where citizen representation is provided, and heads of local government units with whom decision-making is principally lodged. A separate section in the report discusses the details of the framework and arrangements adopted in the conduct of the FGDs and interviews with selected informants.
- 5.1.4 Desk analysis and formulation of directions for improving representation and accountability in the selected areas. From the documents reviews and FGDs, and on the basis of the one-on-one interviews, the consultants conducted desk analyses and prepared recommendations to improve representation and accountability. The case studies on Sorsogon City and its Barangays Sirangan and San Isidro and Iloilo City and its Barangays Rizal Palapala and Balabago are contained in separate sections of the report.

6 REPORT ORGANIZATION

6.1.1 This report contains separate sections on the application of the data generation and review framework, the individual case presentations of the covered localities, and a synthesis and overall directions for reforms in representation and accountability under local democratic systems. It is organized into the following sections

- 1 GENERAL INTRODUCTION
- 2 ASSESSMENT FRAMEWORK
- 3 LOCAL DEMOCRACY: THE CASE OF SORSOGON CITY
- 4 LOCAL DEMOCRACY: THE CAS OF ILOILO CITY
- 5 SYNTHESIS

2

ASSESSMENT FRAMEWORK AND TOOLS

1 INTRODUCTION

- 1.1.1 Democracy in its simplest form is defined as the rule of the people. In concept, it has two basic principles: (1) popular control over public decision and decision makers; and (2) equality in the exercise of that control.¹ In essence, a system of public decision-making may only be recognized as democratic to the degree that these principles are realized in practice. Within the context of a system of representative government, these broad principles have been translated into a more specific set of mediating values that include representativeness, participation, accountability, and responsiveness. It is these values, among others, that provide a democratic character to the institutions of a representative government.²
- 1.1.2 The challenge of this case study therefore is to assess how democratic the system of decentralized local governance in the Cities of Sorsogon and Iloilo actually works in practice (**Figure 2-1**). This is done by examining how this core of mediating values of democracy are demonstrated in the institutions of representative government at the local level toward realizing the ideals of popular control and equality; by identifying factors that facilitates or constrains the realization of these ideals; and by suggesting measures that may strengthen areas that need improvements.

Figure 2-1
PRINCIPLES, VALUES AND PRACTICE OF DEMOCRACY



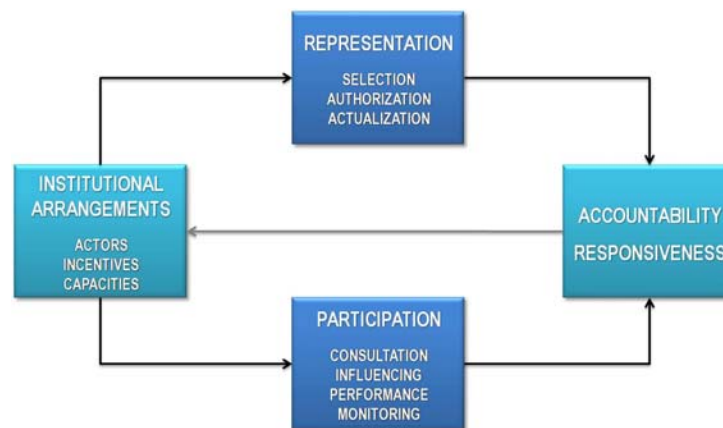
¹ David Beetham. "Liberal Democracy and the Limits of Democratization". Prospects for Democracy. David Held (ed). North, South, East, West. Stanford; Stanford University Press, 1993. pp. 55-73.

² Democracy Assessment: The Basics of the International IDEA Assessment Framework. Internet download

2 ASSESSMENT FRAMEWORK

2.1.2 The assessment framework identifies the core components of the case study conducted in selected localities in the Philippines. The framework (**Figure 2-2**), in its most basic form, gauges the quality of the rule of the people at the local level. This is done by looking at the manner in which society, as an institutional arrangement of actors, incentives and capacities, shapes the democratic process of representation and participation in decentralized governance which ultimately translate into accountability and responsiveness. In the long run, society evaluates the outcome of this process which will result in the reconfiguration of societal actors and the roles that they have to perform, in restructuring the formal and informal incentives that encourage or discourage societal actors in performing their roles, and in reshaping the capacities to facilitate or constrain these actors in performing their roles as they engage in the process of representation and participation.

Figure 2-2
ASSESSMENT FRAMEWORK OF LOCAL DEMOCRACY



2.1.3 Based on this framework, the case study has at least four basic blocks as follows:

- Mapping out of the institutional arrangement in the locality;
- Assessment of the process of representation;
- Assessment of the process of participation;
- Assessment of mechanisms for accountability and responsiveness

2.1.4 It may be seen from this framework that local democracy is not static or remote. Rather, it must be seen as occurring in a wider and dynamic context made up of the administrative, political, economic, socio-cultural and technological environment that evolved through history. The case study therefore examines these factors and attempts to demonstrate their influence on local democratic processes.

2.1.5 The assessment tools (**Annex 2-A**) developed for the FGDs and interviews utilized the above framework. Designed in a form of questions, consultants used these tools in guiding and directing the conduct of discussions among selected participants and key informants.

3 INSTITUTIONAL ARRANGEMENTS

3.1.2 Society may be seen as an institutional arrangement comprising of actors, incentives and capacities. The first block of the case study therefore focuses on the assessment of these institutional arrangements in the selected localities which provide the bases for representation and participation processes. The mapping out of these elements proceeds through the following processes:

- Identification of key actors in local democratic process;
- Specification of the roles that each actor perform;
- Determination of the incentives that actors face; and
- Assessment of the capacities of each actor in performing their appropriate roles.

Identification of key actors and specification of roles

3.1.3 The actors are the key participants in local democratic processes which basically include the citizens and the elected representatives in the formal institutions of government, as intermediated by electoral bodies, political parties, associations and interest groups. These actors perform various roles that either strengthen or weaken the democratic process of representation and participation.

3.1.4 The citizens are the ultimate source of government power and authority in local democracy. They provide the necessary consent to elected representatives to exercise public authority to govern society's affairs. Aside from providing consent, citizens can directly participate in public affairs through the process of consultation, persuasion, and public scrutiny. Citizens may also be seen as claim holders who are endowed with certain rights that they can exercise or entitlements that they can enforce/demand from their elected representatives.

3.1.5 The elected representatives are public officials who actually exercise the government power and authority delegated to them by the people. Elected representatives are therefore answerable to the people for the exercise of governmental power and discretion. All actions of elected representatives must also serve to protect and advance public interests.

3.1.6 Electoral bodies are independent institutions that intermediate between citizens and the government in the conduct of elections by providing the institutional mechanisms to ensure the credibility and transparency of the electoral process. Political parties, associations and interest groups likewise serve as intermediaries for interest articulation and aggregation, mobilization, leadership recruitment, selection of options or courses of actions, manifestation and expression.

Determination of incentives that motivate or stimulate actors to behave in a certain way

3.1.7 Societal actors respond to specific incentives which either encourage or discourage certain behaviors through formal and informal mechanisms of rewards and punishments. The incentive structure provides an explanation on why actors behave

in a certain way. Informal mechanisms of incentives evolve from history and culture. The totality of experience of society and culture have direct implications on what individual and institutions do or can do in a society, and how they do it. This type of incentive is commonly termed as “informal rules of the game”. Formal mechanisms on the other hand generally derive their legitimacy and enforcement from the law or the legal framework of a society.

Assessment of the capacities of key actors in performing their appropriate roles

- 3.1.8 Capacities refer to the ability of key actors to perform their appropriate roles to pursue their objectives within the framework of local democracy, given the current level of resources available to them, and in manner that is both viable and a sustainable.

This specifically refers to the level of capacity of citizens to exercise their rights and enforce their entitlements, including the right to choose the representatives who would best embody their interests and aspirations, and the right to make these representatives answerable for the discharge of government power and responsive to the entity form which they derive their authority.

It also refers to the capacity of elected representatives to perform their duties and obligations to their constituents and to society as a whole. Moreover, capacities also refer to the ability of intermediary entities to perform their appropriate roles in society in ways that promote basic principles and values of local democracy.

4 REPRESENTATION

- 4.1.2 The second block of the case study focuses on the process of representation. Representation refers to a system that provides for the selection and authorization of participants to decision-making at the highest level of government through the election process for the purpose of determining policies and programs for the common good of the society.

- 4.1.3 The system of representation in the selected localities are assessed at three stages:

- Selection stage, which in essence is an assessment of the political party system and processes at the local level, as well as the manner of drafting candidates for non-political representatives;
- Authorization stage, which refers to the electoral system and processes; and
- Actualization stage, which refers to the modalities adopted by elected representatives in the formal institutions of government.

- 4.1.4 The system of representation in the selected localities are assessed at three institutional levels:

- At the level of the City, where the Mayor, Vice Mayor and the Sangguniang Panlungsod (City Council) comprised the representative government that serves the entire constituency;

- At the level of the Barangay, where the Chairman and Members of the Sangguniang Barangay (Village Council) provides representation to a more geographically compact constituency;
- At the level of the youth sector, where the Sangguniang Kabataan (Youth Council) and their elected officials provide representation for the youth sector at the Sangguniang Panlungsod and Sangguniang Barangay.

5 PARTICIPATION

5.1.2 The third block of the case study focuses on the process of participation. Participation refers to system, comprised of formal and informal mechanisms, that enables the citizenry to be consulted, to influence decision making, and to monitor performance of governance at all institutional levels of the government.

5.1.3 The system of participation is assessed by looking at its three fundamental functions in local democracy, as follows;

- Consultation, which refers to the process of feed-backing, discussing and sharing of ideas and opinion to clarify issues, resolve problems or settle disputes.
- Influencing decision-making, which refers to the process of persuading local legislators and executives to adopt certain policies on specific issues using legislative and executive mechanisms;
- Performance monitoring, which refers to the process of scrutinizing the governmental actions, such as policy formulation and service delivery, as bases for commendation or sanction by the public.

5.1.4 Representation refers to a system that provides for the selection and authorization of participants to decision-making at the highest level of government through the election process for the purpose of determining policies and programs for the common good of the society.

6 ACCOUNTABILITY AND RESPONSIVENESS

6.1.2 The fourth block of the case study assesses the accountability and responsiveness in decentralized governance. Accountability refers to the system that enables the citizenry to compel public officials to answer to them on the disposal of their powers and discharge of their duties.

6.1.3 Responsiveness refers to a system that sets the standards of responsibility for rewarding and/or sanctioning public officials based on the correspondence of their performance with the expectation of citizens and for acting within the scope of their authority.

3

LOCAL DEMOCRACY: THE CASE OF SORSOGON CITY

1 INTRODUCTION

- 1.1.1 The state of the political system in the City of Sorsogon was assessed following the case study framework earlier presented. Focused group discussions (FGDs) and interviews were held to determine and assess the different mechanisms that affect the degree of political representation, participation and accountability within decentralized governance in the city.
- 1.1.3 This portion of the report contains the findings and assessments made on the basis of the responses of above key informants during the focus groups discussions scheduled in the city at different dates (**Annex 3-A**) and the desk review of relevant documents and literatures available in the localities. It initially presented significant information about the City of Sorsogon and its local government mechanisms, operations and programs to set the context of the assessment of local democracy in the area.

2 BACKGROUND INFORMATION

2.1 Socio-Economic Profile of the City

- 2.1.1 The City of Sorsogon was created under Republic Act 8806³, which called for the merger of the municipalities of Sorsogon and Bacon into a component city of Sorsogon in the Province of Sorsogon. This merger, which took place in 2000, harmonizes development strategies and improves the capacity of the resulting city government to manage a broader and more complex local governance and development process.
- 2.1.2 Sorsogon City is 600 kilometers southeast of Manila and is located at the southernmost tip of Luzon, a major island grouping at the northern portion of the country. It is a part of the geographical chain linking Luzon to the rest of the Philippines, and serves as a transshipment corridor and gateway to the two other major island groupings of the country, the Visayas and Mindanao Islands. The city is bounded by major bodies of waters and opens itself to both the Pacific Ocean and the China Sea.

³ RA8806 was issued on 16 August 2000

- 2.1.3 Sorsogon City covers a total of 31,292 hectares and has 64 barangays. It has a population of 134, 678 involving 26,047 households⁴. The city population grew at an average of 2.14% per year during the past 5 years, approximating the average population growth nationwide of 2.20%. It is composed of 26,047 households with an average household size of 5.17, which is typical of a rural household. The population is relatively young, with only 58,235 (43%) of voting age. It has a 50:50 male-female ratio and is 95% Roman Catholic.
- 2.1.4 About 56% of the population comprises the labor force but apparent lack of income and employment result in having a large proportion of the population (4.77%) being indigent⁵. More than 50% of households do not have full rights over the house and lot they reside in.⁶
- 2.1.5 Considering its strategic location, Sorsogon City has become the center of commerce, government and education, and is in the path towards growth and urbanization. It is also one of the many popular eco-tourism destinations. Being a transshipment corridor and gateway to the Visayas and Mindanao, it provides opportunity for the development of commercial and agro-industrial economy. Agro-industrial development, eco-tourism and fisheries and aquatic resources development highlight the City's development strategy. With 97.5% of the city's land still devoted to rural land uses and only 2.5% for urban uses, and with its vast marine resources, there is a great potential for the development in the area of agro-industrial zones, agri-processing facilities, marine port processing and distribution and eco-tourism⁷. There is opportunity to address the high level of rural poverty given these socio-economic features of the city.
- 2.1.6 At present, however, the city faces a number of development challenges as it elevate itself into a higher level of urbanization. These challenges, which have been identified and discussed in several strategic planning sessions of the city government, are summarized as follows:
- a) *Growth of Informal Dwellers.* Housing backlog to date is 11,500 units with 14% of urban households being informal settlers. Informal settlers squat on road right-of-way properties, coastal areas, easement along waterways, and government properties.
 - b) *Low Level of Education.* Approximately 3.4% of the population is not able to read and write. Labor force is characterized by a low level of education, with only one-fourth having completed secondary education and only 15% having reached college-level.
 - c) *Poverty.* One-half of the households are living below the income poverty threshold.
 - d) *Congestion.* Commercial activities have been confined to a limited space that has resulted into congestion and restricted circulation.
 - e) *Limited Access to Basic Facilities and Services.* Eighteen percent of the households does not have access to potable water, 21% is without access to

⁴ As registered in the 2000 Population Census of the National Statistics Office.

⁵ About 16,872 households or 4.77% of the total number of households in the city is considered indigent (NSO 2000; CSWDO, 2000).

⁶ City Development Strategy, City of Sorsogon, 2000

⁷ CDS, 2000 op cit

sanitary toilet, while 6 % having no access to electricity. The ratio of preventive public doctor to total population is 1: 134,000 compared to the standard ratio of 1: 20,000. On the other hand, the ratio of policemen to total population is 1:1,530 against a standard ratio of 1: 700.

- f) *Increasing Criminality.* About 6% of the households has reported having been victimized by crime against persons and property.
- g) *Natural Calamities.* In recent years, the city has been directly hit by typhoons which damaged properties and disrupted economic activities. More than half of the households have reported being severely affected by these calamities.
- h) *Environmental Degradation.* Illegal fishing and over-exploitation have severely degraded the coastal waters and marine resources of the city. The absence of a sanitary sewerage system has also resulted in the pollution of the underground water supply and the coastal waters of the city, as wastewater and effluent are disposed through seepage pits and ground surface flowing through natural waterways and eventually to Sorsogon Bay.
- i) *Conflicting Economic Role.* Sorsogon is faced with the challenge of balancing its three and often conflicting roles. Being the administrative, commercial, and educational center of the province entails a high degree of urbanization. On the other hand, maintaining the agriculture and fishery production base of the area requires conserving land areas and water bodies needed for these economic activities. Being an eco-tourism destination, the state of natural and man-made tourism sites of the city is often threatened by the first two roles.

2.2 Local Executive Department

- 2.2.1 The City Mayor acts as the Chief executive of the City Government. He/she exercises general supervision and control over all programs, projects and activities of the city government; enforces all laws and ordinances relative to the governance of the city and Implement all approved policies, programs, projects, services and activities of the city; initiates generation of resources needed in carrying strategic development plans and programs, in accordance with the provisions of the Local Government Code; and ensures the delivery of basic services as provided for in section 17 of the Local Government Code. The Mayor is assisted by the City Administrator who oversees the operation of the different units of the city government.
- 2.2.2 The City government provides general services to its constituency, including public information, technology and livelihood services, veterinary services, and barangay level assistance. .With the passage of the Local Government Code of 1991, certain development-oriented services have been devolved and are now being undertaken by the city government. These include health services, social work and development services, agricultural extension, and environment and natural resources management.
- 2.2.3 The regulatory functions of the city government cover permitting and licensing, traffic management and security, and property assessment. The city government also has support units for planning and development coordination, financial resource

management, human resource management, general services, and other related support functions.

- 2.2.4 The organizational set-up of the city government is presented in **Figure 3-A**. The city government of Sorsogon is manned by 266 officers and personnel, of which 14 are elective positions (sectoral representatives not included). There are 249 personnel who are holding permanent appointments, and only 3 are on a temporary basis. There are also other employees who are hired on contractual, casual or stipend basis. Eligibility status shows that 66% of the total personnel possess first grade eligibility, while 14% and 20% have second and third grade eligibility, respectively.
- 2.2.5 Of the manpower complement of the city government, 74% are college graduates, 17% are graduates of vocational/technical schools, 3% are high school graduates, 4% have finished high school level and only 2% are elementary graduate. The city government provides training programs to compensate for the lack of formal education, and technical and managerial skills of some of its officers and personnel.

2.3 Local Special Bodies

- 2.3.1 Pursuant to the Local Government Code and other laws and issuances, local special bodies have been organized by the city government to promote civil society participation in local governance. These special bodies, which are composed of sectoral representatives from the government, and non-government and people organizations assist in the planning, implementation, monitoring and evaluation of development programs of the city government. They also serve as mechanisms through which residents of the place ventilate their issues and concerns, thus facilitating communication between the local government and its people.
- 2.3.2 In addition to the mandated special bodies, the current city administration has created additional local bodies for effective governance. The local special bodies in the City are as follows:
- a) *City Development Council*, which provides the development direction of the city, and formulates development policies, a comprehensive and multi-sectoral development plans and public investment programs for the city. The Council is chaired by the City Mayor and the 64 chairmen of barangays, Chairman of the Appropriations Committee of the *Sangguniang Panglunsod*, a representative of the Congressman, and 30 representatives of non-government organizations, as members. The office of the City Planning and Development, which is headed by the City Planning and Development Coordinator, provides secretariat support to the Council.
 - b) *Local School Board*, which determines the annual supplementary requirements for the operation and maintenance of public schools in the city. It has three representatives from the private sector.
 - c) *Local Health Board*, which assists the city government in addressing health concerns of the city. A representative from the private health sector is a member of the body.

- d) *Peace and Order Council*, which includes three representatives from the private sector and formulates plans and recommends measures to improve the peace and order situation in the city.
- e) *People's Law Enforcement Board*, which hears and decides on citizen's complaints or cases filed before it against erring officers and members of the Philippine National Police. It chooses three members from among the respected members of the community.
- f) *City Anti-Drug Abuse Council*, which supports the city government campaign against illegal drugs by serving as a focal point in the planning, implementation and evaluation of drug abuse, prevention and control measures. It is composed of representatives from concerned government entities as well as socio-civic and religious organizations.
- g) *City Solid Waste Management Board*, which takes the lead in the implementation of the city's solid waste management program. It is composed of representatives from the non-government organization, the waste recycling industry and the manufacturing business.
- h) *Pre Qualification, Bids and Awards Committee*, which conducts prequalification of contractors, bidding, and awarding of local infrastructure projects. It is represented by two non-government organizations, and a representative of the Philippine Institute of Certified Public Accountants.

2.4 Local Legislative Body

- 2.4.1 The *Sanggunian Panglunsod* is mandated with legislative power. It is presided by the Vice Mayor, and is composed of 12 elected regular members and 2 ex-officio members, the President of the *Liga ng mga Barangay City Federation*, and the President of the *Sanggunian Kabataan City Federation*. Backstopping the *Sanggunian* is the office of the Secretary to the *Sanggunian*. Together with his staff, they prepare and keep the journals, minutes, and records of proceedings, ordinances, resolutions and other official acts of the *Sanggunian*.
- 2.4.2 The *Sanggunian* enacts ordinances, approves resolutions, exercises corporate powers and appropriates funds for the programs and projects of the city government. It conducts weekly sessions. Two regular sessions are conducted monthly, as required under the Local Government Code, plus two other monthly special sessions. The *Sanggunian* uses certain legislative tools including (a) the Executive Agenda which defines the city development strategy and the priority programs of the present administration; (b) the conduct of consultation and public hearings, to achieve a broader base of popular participation in the legislative processes; and (c) the Local Revenue Code.
- 2.4.3 The regular *Sanggunian* members are each assigned a cluster of barangays that he/she oversees and assumes responsibility over the general welfare of the residents therein. The *Sanggunian* works through committees. It has organized itself into several standing committees covering health, population and social services; agriculture; livelihood and cooperative; women; public order and security; communications; ways and means; budget and appropriations; education and culture; tourism and youth; barangay affairs; transportation; public works; trade,

commerce and industry and sports; rules, regulations and privilege; urban planning and zoning; energy; reorganization; local government and community development; justice and good government; and natural resources and ecology.

2.5 Financial Capacity

- 2.5.1 Prior to its merger into a component city in Year 2000, the municipalities of Bacon and Sorsogon have a combined revenue of P 63.34 million, of which about 68.74% comes from their combined Internal Revenue Allotment. By Year 2002, the income of Sorsogon City increased four-folds as the city enjoys their full share of the IRA as a component city. The IRA's contribution to the total income of the city has been around 80-90% since the city was proclaimed as a component city in 2000.

Box 3.1 INCOME AND IRA DEPENDENCY					
Year	Total Income (In Million Pesos)	Growth Rate (%)	IRA Share (%)	Share of Taxes & Fees (%)	Share of Other Revenues (%)
1998	46.23	-	60.24	39.37	0.39
1999	58.64	26.84	68.76	19.67	11.57
2000	63.34	8.01	68.74	14.41	16.05
2001	163.07	157.45	81.54	15.38	3.08
2002	249.64	53.09	89.18	6.08	4.74
2003	265.32	6.28	83.41	11.39	5.20
2004	255.63	-3.65	86.59	7.67	5.74
2005	267.86	4.78	89.67	8.60	1.73

- 2.5.2 Of the total income of the city, 30% is spent on salaries and wages of the city government personnel, 47% for maintenance and operating expenditures, and 23% for development projects. The increase in the IRA of Sorsogon City, as a result of its proclamation into a chartered city, allowed the city government to undertake development projects. Prior to the said proclamation, both the municipalities of Bacon and Sorsogon had meager funds for development projects.

2.6 Local Political Parties and Leaders

- 2.6.1 There has been no formal political party organized and established at the local level. Local political candidates join national political parties where resources required during election emanate. On the other hand, political parties at the national level select candidates for local posts depending on their ability to garner votes for both local and national candidates.
- 2.6.2 While no local political party has so far been established in the city, and even in the province of Sorsogon, local political family clans have emerged over the years. These are the Lee and the Escudero families, who have been persistent rivals in various elective posts at the different levels of the local political structure. Both the

Escudero and the Lee clans have, at certain point in time, joined the Kilusang Bagong Lipunan (KBL), the political machinery of the Marcos administration during the 20-year long martial law regime. Overtime, however, they shifted allegiance to different political parties. The Escuderos joined UNIDO in the 1988 election and are now with the National People's Coalition (NPC), a national political party opposed to the present administration. The Lee family, on the other hand, has been shifting to different national political parties, from the KBL to the Liberty Party (LP), to Laban, and is now with the ruling LAKAS political party.

Box 3.2
THE LEEs OF SORSOGON

Current Sorsogon Governor Raul Lee entered politics in 1968 as Barangay Captain of Sulucan. He rose from the ranks in the dynamic world of Philippine politics, mastering the art of public service in the process. He was appointed Municipal Councilor in 1971 and was elected Municipal Mayor of Sorsogon in same year. His longest stint as a politician was that of being a Mayor of Sorsogon, a post which he occupied until 1978.

Gov. Lee is now in his last term as Governor of the province, a position he has been occupying since 1978. Being a local executive for four decades, he has gained exhaustive experience in dealing with people from all walks of life. Over the years, Governor Lee was able to build and strengthen his political machinery at the local level. He has established close affiliation with political families, which provide support and represent him at the barangay, city and provincial levels.

Supporting and finally joining Gov. Lee in his political career is his wife, Sally Velasquez Ante Lee, a certified public accountant. Mayor Sally Lee is the incumbent mayor of Sorsogon City who is known for her dedication and active involvement in community and social development work.

Until 2001, it was not an option for Mayor Lee to run for public office. With the proclamation of Sorsogon as a component city in 2001, her husband Governor Lee found in her the best candidate for the city mayoralty post, which the people of Sorsogon have confirmed through the ballot, but not without protest from the opposing candidate belonging to the Escudero clan. She won over the protest and again won overwhelmingly in succeeding election in 2004 for another term of office as mayor. This is the third and last term of office of Mayor Sally Lee. She is expected to replace her husband as Governor of Sorsogon in 2007 elections.

3 THE LOCAL ELECTORATE AND THE ELECTION PROCESS

- 3.1.1 Political representation is primarily reflected in the electoral process and how the electorate act and respond through the ballot to the manner political parties and leaders present themselves to the people. The results of the FGDs and interviews with key informants of Sorsogon City on political representation are presented in the succeeding discussions.

THE QUALITY OF POLITICAL REPRESENTATION SUFFERS AS PEOPLE FAILED TO ASSERT THEIR RIGHT FOR FAIR, EQUITABLE, AND EFFECTIVE REPRESENTATION IN LOCAL GOVERNANCE.

- 3.1.2 FGD participants share the same impression that local people fail to clearly see the importance of election as a venue to select and authorize elective officials that could articulate and represent their aspirations and service needs in various socio-

economic and political undertakings. They fail to see the importance of considering the qualifications, sincerity and ability of a particular candidate to assume public office, represent the public and serve their interests.

- 3.1.3 Key informants believe that the people of Sorsogon have a wrong notion that election is another political exercise of government which will merely determine who will assume power in the next administration, and to whom they will have to pay their allegiance. Because of this notion, people align themselves with political groups or leaders whom they think have the clout and resources to win the election, and not necessarily because of the candidates' principles, ideological foundations and commitment to a particular platform of governance.

THE TRUE VALUE AND IMPORTANCE OF POLITICAL REPRESENTATION HAS MOREOVER BEEN MUDDLED BY PERCEIVED INCIDENTS OF PATRONAGE POLITICS AND SUSCEPTIBILITY OF THE LOCAL ELECTORATE TO VOTE BUYING. VOTERS RATHER CHOOSE CANDIDATES WHO EXTEND ANY FORM OF ASSISTANCE REGARDLESS OF QUALIFICATIONS AND PERFORMANCE.

- 3.1.4 FGD participants have the general impression that the local voting population of Sorsogon City sees most candidates as having the same political ambition. They would thus most likely be just perpetuating the practice of pouring in resources to gain votes and spending excessively to win in election, with the intent of profiting out of such "investment" once they assume power. As such, most local folks expect from candidates any form of assistance, or would not vote at all if help (which is usually in the form of cash) is not available. This practice of vote buying in the area weakens the accountability system. FGD key informants thus believe that constituents have lost their moral ground to demand from elected officials compliance with accountability prerequisites and effective performance of duties and responsibilities.
- 3.1.5 This flaw in the election system in Sorsogon City is exacerbated by certain instances where the desired outcome of the election is perceived to have been pre-arranged and agreed upon by rival local political leaders. House-to-house visits of political supporters to campaign and "buy votes" for favored candidates is a common strategy, and so is enticing (also through money) prospective voters of opposing candidates to refrain from casting their votes.

THE LACK OF QUALITY OF VOTERS' CHOICE IS PRIMARILY CAUSED BY LIMITED EDUCATION AND UNDERSTANDING ON THE IMPORTANCE OF THE ELECTORAL PROCESS, POVERTY, AND SELF-INTERESTS.

- 3.1.6 There are a number of factors cited by resource persons why people believe and act the way they do in regard the election process in the locality.
- a) *Firstly*, local folks are not fully aware of the importance of the election, and the need to select the right candidates who will lead them in charting and directing their future. People must therefore be educated on their critical role and in making wise decisions during elections.
 - b) *Secondly*, the greater majority of the people, particularly the less privileged, are constrained by their economic condition to go for candidates that could offer them money to provide for and/or supplement their subsistence requirements.

Many are not aware that their situation is exploited by politicians, and that the election process is an opportunity to assert their right and choose right leaders who would adequately address their condition.

- c) *Thirdly*, people have become too individualistic. They make decisions during election on the basis of their own personal interest, without due regard to the welfare of the majority.
- d) *Lastly*, people think they are helpless to correct the systemic perpetuation of election weaknesses, especially when influential individuals are involved.

THE CHOICE OF THE MAJORITY PREVAILS, REGARDLESS OF THE QUALITY OF CHOICE. THE ACCURACY AND INTEGRITY OF THE VOTERS' LIST HAVE BEEN PRESERVED.

3.1.7 Local residents of Sorsogon generally believe in the accuracy of the election results as votes are appropriately counted and winners are declared according to the choice of the electorate. There are no cases of any manipulation of the Voters List, as affirmed by FGD key informants. Candidates are each given a copy of the Voters List which their area managers could check for accuracy as they fully know who comprise the voting population in their respective districts/areas. Complaints for non-inclusion of certain names in the list are isolated ones.

3.1.8 There has been no report of serious connivance or election irregularities committed by any government officer, the police, and any private party. Votes are cast according to the people's will. Candidates' designated watchers closely observe the counting of votes down to the barangays.

ELECTION PROTEST IS A COMMON OUTCOME IN AN ELECTION, LOSING CANDIDATE ALWAYS HAVING THE FEELING THAT THEY ARE WINNERS IF ONLY THEY HAVE NOT BEEN CHEATED, AND CHEATING HAS GENERALLY BEEN ATTRIBUTED TO THE PERCEIVED INSTITUTIONALIZED VOTE BUYING SCHEME.

3.9.9 Due to the perception that candidates generally indulge in vote buying activities during elections, most often than not, losing candidates file election protests with the COMELEC, believing that they would have won if only not cheated. This prevents winning aspirants from immediately occupying their posts, roll up their sleeves and attend to their work seriously, and start serving their constituencies who placed them in power.

3.9.10 On the part of the complainants, elections protest is a costly exercise since they are made to shoulder expenses for recounting and validating votes. This discourages those who do not have the financial resources and political party backing to proceed with protest filing, not to mention that the process is slow and tedious that COMELEC resolution on the case would come at the time when another election is about to be conducted again. In the final analysis, people themselves are at the losing end. Local leaders lost time, efforts and money for unproductively focusing themselves on election-related concerns rather than attending to the needs of their constituents.

Box 3.3
A CASE OF ELECTION PROTEST IN SORSOGON CITY

A sensationalized election protest in Sorsogon City happened during the 2001 election when Mayor Sally Lee won by only 68 votes against the former Mayor of Bacon, Mayor Leovic Dioneda, who ran under the political party of the Escuderos, the National Peoples Coalition (NPC).

Mayor Dioneda filed a protest with the COMELEC, alleging that the Lees manipulated the counting of ballots, particularly in Barangay Palpalan, a bailiwick area of Mayor Dioneda because it is here where he resides. Influential individuals believed to be part of the Escudero camp had made “undue” interventions and almost succeeded in reversing the earlier proclamation of Mayor Lee as mayor of Sorsogon City, without going through ballot recount.

Mayor Lee on her part approached the President herself to intervene on the issue. The President accordingly directed the COMELEC to conduct an objective investigation on the matter, but before the latter could even proceed with the investigation, Mayor Lee’s first term of office has ended and the next election proceeded.

The protest was never resolved and treated as moot because of the succeeding election. Mayor Lee won a large margin of 4,646 votes over Mayor Dioneda in their second bid for mayoralship of Sorsogon City in 2004. The Mayor considers the result of this succeeding election as an acid test in determining and deciding on the real winner in the previous election.

It may be noted that Mayor Lee, who has become an avowed supporter of the President, has shifted party affiliation. Previously a member of the *Laban ng Demokratikong Pilipino* (LDP), an opposition party, she is currently a member of the LAKAS, the ruling majority party where the President also belongs.

4 POLITICAL REPRESENTATION

4.1 City Government of Sorsogon

IT BECOMES VERY DIFFICULT FOR LOCAL LEADERS OF SORSOGON CITY TO POLITICALLY SURVIVE WITHOUT ANY ALLIANCE WITH AND SUPPORT FROM STRONG POLITICAL GROUPS BOTH AT THE NATIONAL AND LOCAL LEVELS, AND WHILE SUCH ARRANGEMENT IS REAL AND PRAGMATIC, THEIR CONCERNS FOR AND COMMITMENTS TO ADDRESS THE ACTUAL NEEDS OF CONSTITUENTS HAVE NOT BEEN SACRIFICED.

- 4.1.1 Key informants believe that the influence and support of national leaders to local ones, both during their candidacy and incumbency, are important factors for their “political survival”. Local politicians in Sorsogon City organize and align themselves with strong political groups, especially with those who are supportive of current administration, to get elected. Local leaders specifically seek Presidential support especially in pursuing their program of government.
- 4.1.2 In the case of the Lees and Escuderos of Sorsogon, their enduring dominance in politics in the locality may also be attributed, according to local political analysts, to collaborative arrangements. It is observed that the Lees and the Escuderos do not directly compete for the same elective post. The latter has always vied for Congressional posts because of their influence at the national level; while the former

dominates the city level since their power base is at the grassroots. At the provincial level, they partner with each other where the Lees having assumed continuously the governorship position and the Escuderos the vice-governorship post. It is also a common knowledge among the residents that these clans agree on the lower level candidates that both would support to reduce election cost.

IT IS A GENERAL IMPRESSION OF RESPONDENTS THAT CANDIDATES FOR CITY GOVERNMENT POSTS ARE SELECTED BY THEIR RESPECTIVE POLITICAL PARTIES ON THE BASIS OF POPULARITY AND WINNABILITY. THERE SEEMS TO BE NO FORMAL SELECTION AND NOMINATION SYSTEM FOR CANDIDATES WHERE PEOPLE'S CONSULTATION IS PART OF THE PROCESS.

- 4.1.3 There was a consensus of opinion among FGD participants that local candidates for elective posts are selected based on their popularity. It has become a norm that political leaders/parties select their candidates based on their perception of winnability. The ability of candidates to support and advance the party's political ideology and interests is seemed to be subordinated by the popularity factor.
- 4.1.4 During election campaign, local candidates are made to present their respective strategic plans, programs and approaches in addressing the pressing problems of their constituencies. There is an impression among key informants however that local electorate does not seem to clearly distinguish the difference in party platforms and programs of government among the opposing parties and candidates, as their focus is more on personality than the more serious aspects of election
- 4.1.5 Respondents are furthermore not aware of any formal nomination process that take place in the locality where sectoral and cause-oriented groups and the people themselves are invited to put their preferences forward, considering prospective candidates' ideological position, qualifications, values and traits, and proposed platform of governance, among others.

"UNITY" IS AN OPERATIVE WORD AMONG THE SANGGUNIAN MEMBERS. DEMOCRATIC PROCESSES ARE OBSERVED IN SETTLEMENT OF ISSUES.

- 4.1.6 A very important in order of the current city administration, to efficiently carry out its major development agenda, is unity. This objective is easily achievable considering that the Vice Mayor and majority of the members (8 out of 12 members) of the Sanggunian Panlungsod belong to the same political party of the incumbent Mayor. In view of the recent movement in party affiliation in the city, 2 of the 4 members who belong to the opposition have eventually joined the majority party.
- 4.1.7 It is a common practice that the minority group is given the chairmanship of less significant/important committees. The group finds issue in this arrangement as it is not given opportunity to be involved in decisions where the concerns of their constituents are affected significantly.
- 4.1.8 Complaints from the minority group include allegations where the majority urgently passed Sanggunian resolution without a careful study of the issues involved and necessary consultation with their constituents and parties concerned. A specific

case in point which the key informants cited involved the passage of a resolution authorizing the Mayor to enter into a loan agreement for the development of a 24-hectare satellite city without any participation by the opposition group in the deliberation of the matter. Members of the majority was on the other hand quick to respond that the review and debate on the proposed project was thoroughly undertaken, and it was the minority group who was remiss in it for not attending the scheduled sessions to tackle the proposal.

- 4.1.9 The democratic process is working well in the city. The issue which the parties concerned were not able to resolve at their level was coursed through the court for legal settlement. The minority observed that since then on Sangguniang members have been more sensitive on the need for thorough consultations and deliberations involving all concerns on major decisions to be made.

POLICIES AND PROGRAMS OF PRESENT DISPENSATION ARE MORE RESPONSIVE TO THE DEVELOPMENT REQUIREMENTS OF THE CITY AND THE ACTUAL NEEDS OF CONSTITUENTS

- 4.1.10 While clans represent a means through which political influence is undertaken, in the case of the Lees of Sorsogon City, the findings of the case study point to it rather a positive factor in effecting good leadership and governance. Good track records of the Lees are their passport to continuously get elected in public office.

- 4.1.11 Sector group-participants to the FGDs are in one in saying that the programs of the present dispensation are more responsive to the development requirements of the city. Within the last 5 years, socio-economic progress has been taking place and the welfare of the majority of residents has been addressed more. Efforts of current leadership in the city are focused on the provision of more services to less privileged members of the local population. This is indicated by the priority development programs being carried out by the city government including the following:

- a) Roads and infrastructures in the remotest areas of the city, primarily benefiting rural households and the indigenous communities;
- b) Special programs for the vulnerable groups, including battered women and indigent children;
- c) Delivery of basic services to households such as housing, medical attention, and livelihood;
- d) Adoption of gender-sensitive policies and programs by the city government; and
- e) Serious efforts in protecting the environment, arresting illegal fishing, landscaping of the city, and proper disposition of garbage, among major programs.

THE CITY GOVERNMENT WOULD BE GUIDED BY WELL-DEFINED DEVELOPMENT VISION, MISSION, GOALS, OBJECTIVES AND STRATEGIES. ASSISTANCE FROM INTERNATIONAL FUNDING INSTITUTIONS HAS HELPED THE LOCAL GOVERNMENT IN ITS VARIOUS GOVERNANCE EFFORTS.

- 4.1.11 Respondents of the FGDs attributed the gains achieved by the city government from the more technocratic and less political strategies and approaches employed in pursuing its development programs. The City Mayor has sought assistance from different development institutions such as the World Bank and the United Nations Development Programme for training programs on governance. This led to the crafting of the “*City Development Strategy*”, defines the vision, mission, goals, objectives and strategies which guide the city government in undertaking development programs and projects.

Box 3.4 SORSOGON CITY DEVELOPMENT STRATEGY	
Vision	We are an empowered citizenry enjoying people-centered governance; living in harmony with nature journeying in faith with a loving GOD.
Mission	To ensure a transparent and responsive governance with participation of all sectors to improve the quality of life in Sorsogon City.
Development Challenges	<ul style="list-style-type: none"> ▪ Need to implement an effective poverty focused delivery of basic services especially housing and tenurial security, livelihood and employment opportunities, and empowerment programs. ▪ Need to promote and implement an environmental management plan consistent with the city's functional role and vision. ▪ Need to develop the city's eco-cultural and tourism potentials. ▪ Need to enhance the city's role as a sub-regional center and an agriculture and fishery production area. ▪ Need to develop the over-all administrative and financial management capability of the LGU to cope up with the challenges in managing the proposed city development strategies. ▪ Need to institutionalize peoples' participation in the implementation of government programs
Development Goals	<ul style="list-style-type: none"> ▪ Develop strong collaborative and productive partnership ▪ Facilitate the delivery of quality basic services ▪ Institutionalize a system for joint monitoring of all government programs and projects being implemented. ▪ Design an advocacy program for the wise management of resources ▪ Facilitate the integration of sectoral plans in the plan of the city ▪ Create an investment-friendly environment ▪ Provide opportunities to strengthen family values ▪ Develop a communication plan to popularize the Vision, Mission, Norms and Goals of the City
Development Principles	<ul style="list-style-type: none"> ▪ LIVABILITY - social/poverty sector, social infrastructure, environmental sector ▪ COMPETITIVENESS – economic, infrastructure, geographic, demographic ▪ BANKABILITY – financial ▪ GOOD GOVERNANCE – city government, institutional

Box 3.4 SORSOGON CITY DEVELOPMENT STRATEGY	
Development Strategies	<ul style="list-style-type: none"> ▪ Alleviate poverty ▪ Implement an integrated environmental management plan ▪ Develop, preserve and promote eco-cultural and tourism sites ▪ Position Sorsogon as an investment-friendly city ▪ Diversify into high value crops and fish culture productions ▪ Enhance revenue generation and sound fiscal management ▪ Intensify capital investment on income generating projects thru innovative financing ▪ Reorganize and professionalize the bureaucracy ▪ Institutionalize LGU-CSO-NGA partnership for good governance and LGU to LGU networking

4.1.12 According to the Mayor, the City Development Strategy has been formulated only recently and has yet to be translated into concrete and specific programs, projects and operational strategies. The corresponding legislative requirements would have yet to be met. The city government is also encouraging the Sanggunian to prepare its legislative agenda in line with the City Development Strategy. This will enable the Sanggunian to do away with the piece-meal deliberation of proposed measures and to attend to only those which are supportive of and consistent with the development thrusts of the city. Training of city government officials and staff as well as the members of the Sangguniang Panlungsod on strategic and planning is an immediate concern to implement and operationalize the City Development Strategy of Sorsogon. The specific ordinances passed by the Sangguniang Panlungsod from 2002 to 2006, indicating the development orientation of such measures, and reflecting the representativeness of these legislations to the service needs of the residents of the locality.

Box 3.5 CITY ORDINANCES, SORSOGON CITY		
Ordinance No.	Title/Description	Date Enacted
1st City Council		
001-Series of 2002	An Ordinance Establishing the “Sorsogon City Scholarship” Program”	Feb. 15, 2002
002-Series of 2002	An Ordinance Declaring June 30 of every year, being the Anniversary Day of the City of Sorsogon, as Official Non-Working Holiday	May 10, 2002
003-Series of 2002	An Ordinance Adopting a New Official Seal of the City Government of Sorsogon	June 07, 2002
004-Series of 2002	An Ordinance Prohibiting the Construction or Establishment of Fish Corrals, Green Mussel Farms and Other Fishing Structures and Paraphernalia Within 500 Meters Parallel to Both Sides of the Sorsogon Pier Seaward According to the Requirement of Safe Navigation	July 05, 2002

Box 3.5 CITY ORDINANCES, SORSOGON CITY		
Ordinance No.	Title/Description	Date Enacted
005-Series of 2002	An Ordinance Providing Incentives to Any Person Who Voluntarily Turn-Over to Proper Authorities Accidentally Caught Endangered or Threatened Aquatic Species	July 05, 2002
006-Series of 2002	Barangay Tanod Integration Ordinance	Sept. 27, 2002
007-Series of 2002	An Ordinance Establishing the Sorsogon City Daily Curfew Ordinance	Dec. 20, 2002
001-Series of 2003	An Ordinance Approving and Adopting the Organizational Structure and Staffing Pattern of the City of Sorsogon	April 11, 2003
001-Series of 2004	Sorsogon City Scholarship Ordinance	Feb 13, 2004
002-Series of 2004	An Ordinance Providing for the Compulsory Registration/Anti-Rabies Vaccination of Pet Dogs and Impounding, Disposition of Such Stray Animals Imposing Fees therein and Establishing the City Animal Pound and Providing Funds Thereof	Feb 13, 2004
2nd City Council		
001-Series of 2004	New Fare Schedule on the Tricycle for Hire Operating in the City of Sorsogon	Aug 02, 2004
002-Series of 2004	An Ordinance Enacting Amnesty or Condonation of Interests, Penalties and Surcharges on Delinquent Real Property Taxes in the City of Sorsogon	Dec. 20, 2004
001-Series of 2005	An Ordinance Providing for a Comprehensive and Continuing Development Program for the Urban Poor Sector and Appropriating Funds for the Purpose	March 28, 2005
002-Series of 2005	The Sorsogon City Multi-Sectoral STD/HIV AIDS Council for the Prevention and Control of Sexually Transmitted Diseases, Defining Its Powers and Functions and Providing Funds for the Purpose	April 04, 2005
003-Series of 2005	An Ordinance Enacting the Sorsogon City Anti-Littering Ordinance of 2005	April 04, 2005
004-Series of 2005	An Ordinance Establishing the Sorsogon City Office of Persons With Disability Affairs (OPDA) And Appropriating Funds Thereof	April 11, 2005
005-Series of 2005	An Ordinance Regulating the Systematic Numbering of Residential, Government, Commercial and Other Building Within the Territorial Jurisdiction of the City of Sorsogon, Appropriating Funds Thereof, and for Other Purposes	May 23, 2005
006-Series of 2005	An Ordinance Integrating the Sorsogon City Hospital and the Two Rural Health Units of the City Hall Office Into One Integrated Budget Set-Up, One (1) Integrated Personnel Complement, One (1) Integrated Health Service Facility, and Creating Three (3) Health District Health Offices	May 23, 2005

Box 3.5 CITY ORDINANCES, SORSOGON CITY		
Ordinance No.	Title/Description	Date Enacted
007-Series of 2005	Enacting the Ecological Solid Waste Management Ordinance of 2005 of the City of Sorsogon	Aug 18, 2005
008-Series of 2005	An ordinance Prescribing for a New Fare Schedule of the Tricycle for Hire Operating in the City of Sorsogon	Aug 26, 2005
009-Series of 2005	An Ordinance Regulating the Children Students Exposure to Commercial Video Games, Fun Houses, and Other Similar Establishments Within the City of Sorsogon and Providing Penalties for Violations Thereof	Nov. 14, 2005
010-Series of 2005	An Ordinance of the Compulsory Registration of All Fishing Boats and Motor Boats Three (3) Gross Tonnage and Below Within the Territorial Jurisdiction of Sorsogon City and Imposing Fines Thereof	Nov. 14, 2005
011-Series of 2005	An Ordinance Creating the Sorsogon City Physical Fitness and Sports Development Council and Providing Thereto Necessary Provisions of the Operation, Maintenance and Sustainability	Nov 14, 2005
012-Series of 2005	An Ordinance Providing Recognition, Incentives and Privileges for Residence of Sorsogon City Who Shall Excel in the Respective Sports Profession and/or Undertaking and Allocating Funds Thereof	Nov. 14, 2005
013-Series of 2005	An Ordinance Providing for the Development, Management, Utilization and Disposition of All Fish and Fishery Aquatic Resources Within the City Waters of Sorsogon City and for Other Purpose	Dec. 05, 2005
014-Series of 2005	Fish Sanctuary Ordinance of Sorsogon City	Dec. 19, 2005
015-Series of 2005	An Ordinance Establishing the Sorsogon City Early Childhood Care and Development Coordinating Committee (ECCDCC) and Providing Funds Thereof and for Other Purpose	Dec. 19, 2005
001-Series of 2006	An Ordinance Governing the Establishment of Seaweed Farmers and Enacting Rate of Regulatory Fees on the Insurance Licenses to Seaweed Farmers Within the City Waters of Sorsogon City	Jan. 09, 2006

4.2 At Barangay Level

BARANGAY CANDIDATES AND OFFICIALS DO NOT BELONG TO ANY PARTY. BUT IN PRACTICE THEY BECOME PARTISAN FOR POLITICAL EXIGENCIES AND TO GAIN SUPPORT FOR PROGRAMS AND PROJECTS IMPLEMENTATION.

- 4.2.1 Candidates for elective positions in the barangay are not members of any political party. However, it has become a practice for candidates vying for mayoralty, vice mayoralty, and councilor positions in the city government to extend their resources to favored candidates in the barangays. Barangay level candidates are in return expected to generate votes for city level candidates in their respective barangays.

Candidates to barangay chairmanship and members of the barangay council are thus usually included in and carried by a particular political party slate.

- 4.2.2 This arrangement has led to the “politization” of the barangay candidates during election as they are expected to support and campaign in their respective barangays also for candidates of higher-level elective posts. Once elected, barangay officials further align themselves to majority party for political exigency and to get needed support and resources for their programs and projects.
- 4.2.3 A Punong Barangay candidate’s popularity and integrity are moreover important factors that would make him win in elections. FGD participants from the Sangguniang Barangays Sirangan and San Isidro agree that a sure winner for barangay chairmanship would most likely bring with him to victory prospective council members whom he supports and carries in his own candidacy slate. True to this inference, it may be noted that about 90% of the present council membership of both Barangays Sirangan and San Isidro belongs to the camp of the incumbent Punong Barangays.

BARANGAYS EXPECT AND GET LOGISTICAL ASSISTANCE FROM CITY GOVERNMENT, BUT POLITICAL JEALOUSY EXISTS AS SOME BARANGAYS FEEL THAT THEY ARE LESS FAVORED THAN OTHERS.

- 4.2.4 During the FGD, Barangay San Isidro council officers expressed their disappointment for lack of logistical support (e.g. vehicles and office equipment) from present city administration. Compared to favored barangays like Barangay Sirangan, Barangay San Isidro would like to believe that is not included among the priority areas for infrastructure development in Sorsogon City because it gets less help from the city government. Barangay San Isidro’s Punong Barangay has moreover forwarded his concern for having difficulty in seeking an audience with the Mayor, hoping that such is not caused by the fact that his barangay supported the opposition in the previous election.

4.3 The Sangguniang Kabataan

THE SELECTION OF YOUTH REPRESENTATIVES TO THE SANGGUNIANG KABATAAN IS NOT POLITICALLY INFLUENCED. REPRESENTATIVE DEMOCRACY PREVAILS AMONG THE YOUTH.

- 4.3.1 Candidates to SK chairmanship are not identified with or supported by any political party or leaders. Youth candidates present themselves during election on the basis of their programs, their visibility in local activities and active involvement in youth affairs in the barangays. There was no tough competition for SK chairmanship in both Barangays Sirangan and San Isidro; the existing SK chairmen in these barangays being both unopposed during the election. FGD participants concluded that the youth are not politically motivated and influenced, limiting their concerns to the interests of the younger members of the community, and so politicians usually pay them less attention in election-related activities.
- 4.3.2 The experience of the current president of the *Pederasyon of the Sangguniang Kabataan (PSK)* is however an exception to the above general situation. Being an

ex-officio member of the *Sangguniang Panlungsod*, she was “courted” by politicians to support and espoused certain legislative proposals, and such sad experience may also happen to any similarly situated SK chairmen of other barangays. Similar incidents of political influence and maneuverings were likewise mentioned by an SK representative to the FGDs. These are a case where the proclamation of a provincial SK President was made without the benefit of an election, but through manipulation of certain local politicians, and another case where other SK members were given “shopping” money and allowances purportedly as part of their regular benefits.

5 POLITICAL PARTICIPATION

- 5.1.1 Political participation enables the citizenry to be consulted. It influences decision-making and monitors performance of governance at the local level. Within the context of the study, participation is reflected in local consultation activities, in local decision-making processes, and in monitoring of local programs and projects. The following discussions characterize political participation in the city of Sorsogon and its Barangays Sirangan and San Isidro.

THERE ARE EXISTING MECHANISMS, BOTH FORMAL AND INFORMAL, FOR POLITICAL PARTICIPATION AT THE CITY AND BARANGAY LEVELS. FORMAL MECHANISMS ARE PROVIDED THROUGH THE LOCAL BODIES. INFORMAL MECHANISMS THROUGH NON-GOVERNMENT AND PEOPLE ORGANIZATIONS COMPLEMENT THE EFFORTS OF THE FORMER.

- 5.1.2 The city government optimizes the use and involvement of the different local special bodies and committees in formulating and implementing policies, programs and projects. Being represented both by local government authorities and cause-oriented groups, the city government is assured that recommendations of such bodies are responsive to the needs of the people. Recommendations are further presented to the public through the barangay assemblies.
- 5.1.3 The city government has strengthened some of the special bodies by reconstituting their membership, to give focus to the priority development agenda of the city. Some FDG participants on the other hand mentioned that there are indications that representatives of the local special bodies do not actually represent the concerns of their constituencies as they fail to consult them and/or seek their approval on serious matters.
- 5.1.4 At the barangay level, representation through consultation and coordination with different organized sector groups has become pronounced in the workings of the Sangguniang Barangay. Barangay council members are assigned committee chairmanship on major areas of concerns. Representatives of community organizations and civic groups, having been given formal membership in these committees, participate in committee deliberations, ventilating their ideas and making recommendations to resolve issues that affect barangay residents. The following non-government and peoples associations and organizations are actively involved in different activities in at the barangay level. :

Barangay San Isidro

- Parents – Teachers Community Association;
- Farmers Association;
- Senior Citizens Association;
- Barangay Pastoral Council;
- Barangay Health Workers;
- Agricultural Resources Development Cooperative Inc.; and
- People's Alternative Livelihood Fund Inc.

Barangay Sirangan

- People's Alternative Livelihood Fund Inc.;
- Senior Citizens Association;
- *Balit Anay* Project, Inc.;
- Sorsogon City Urban Poor Federation Inc.;
- Barangay Nutrition Council;
- Barangay Pastoral Council

THE TRIPARTITE APPROACH OF CONSULTATION WORKS WELL FOR THE CITY GOVERNMENT, THE NGOS/POs, AND THE COMMUNITY IN GENERAL

- 5.1.5 The city government ensures that consultation among the government, the private sector and the community is carried out in addressing major local issues. The office of the Mayor thoroughly validates complaints, findings and recommendations being presented by various groups. The Mayor conducts regular dialogue and consultation with various groups on important matters concerning how the affairs of the city government are being managed and how governance can be improved. The city government officers value their role in providing advice to the Mayor on the provisions of laws and regulations and how government programs can be effectively carried out. According to them, the Mayor considers their suggestions, and objectively processes all information provided to her before making judgment or decision.
- 5.1.6 Sorsogon City Mayor Lee adopts a tripartite approach in decision-making, consulting both conforming and opposing groups to an issue and ensuring that the welfare of the majority is on top of it all and protected. FDG resource persons from non-government organizations averred that they are satisfied with the importance that the current city administration gives to consultation, specifically to NGO/PO's involvement in addressing major issues.
- 5.1.7 One recent case that illustrates these consultative arrangements concerns the clamor of certain cause-oriented groups for the closure of a mining company as mine tailings and spillover of chemical effluent from its operation allegedly pollute marine waters, adversely affecting the source of livelihood of fishermen in the area. Only after several consultations with all parties concerned and on the basis of the results of a study commissioned by the Office of the Mayor to determine the veracity of the

claim for pollution that the Mayor has finally decided on the issue. Experts' findings indicate that pollution has already been contained and that there is no alarming cause for marine products to pose any risk to the health of the people, and so the Mayor ordered the resumption of fishing activity in the area, informing all concerned of the basis of such decision. .

THE CITY GOVERNMENT HAS INSTITUTED WELL-DEFINED POLICIES AND STRATEGIES TO PROVIDE FOR THE ACTIVE INVOLVEMENT OF CITIZEN ORGANIZATIONS IN LOCAL GOVERNANCE.

5.1.1 As part of the strategy of the city government of Sorsogon, a system of communication between the officials and the constituencies has been installed. Through the personal initiative of the incumbent Mayor, the following measures have been undertaken:

- a) Strengthening of citizen's participation through the organization of an alliance of 30 accredited NGOs and POs through which local governance issues are ventilated and discussed comprehensively. Recommendations to address these issues are put forward through the NGO alliance for appropriate action of the city government.

Box 3.6 MAJOR ACCREDITED NGOs AND POs			
Name	No. of Members	Covered Area	Projects
The United Body with Initiative Group (TUBIG) of Rizal, Inc.	15	Barangay Rizal	Health programs
Samahan ng Mangigisda ng Capuy (SAMACA), Inc.	6	Barangay Capuy	Mangrove reforestation
Sta. Lucia Mud Crabs Growers Association (SLUMACRA) Inc.	9	Barangay Sta. Lucia	Mud crab growing
Laan Para sa Kinabukasan	560	Sorsogon Ciy	Health community development (Batit Anay Project)
LIKAS (Lingap Para sa Kalusugan)	33	Bicol Region	Gender Sensitivity, Environmental Program, Traditional Medicine Project, Cooperative Development
Community Organization of the Philippine Enterprise (COPE) Foundation, Inc.	350	Nationwide	Community Organization of Urban Poor
Sorsogon City Urban Poor Federation, Inc	472	Sorsogon City	Delivery of basic services, e.g. housing
Bacon Pedicab Drivers Operators Association (BAPDOA), Inc.	15	Bacon District	Transportation management
MIRABAI Help for the Family Association, Inc.	15	Barangay Abuyog	Marriage counseling; spiritual assistance

Box 3.6 MAJOR ACCREDITED NGOs AND POs			
Name	No. of Members	Covered Area	Projects
United Hog Raisers Association of Rizal	12	Barangay Rizal	Hog Raising
Mayon Integrated Development Alternative and Services Organization, Inc. (MIDAS)	150	Bicol Region	Women's Health and Safe Motherhood Project (SALUDAMAY), Adolescent Reproductive Health (ARH), STI/HIV/AIDS Prevention and Empowerment (SHAPE)
Family Planning Organization of the Philippines Inc (FPOP)	19	Sorsogon City	Reproductive Health Maternal & Child Health Gender Empowerment; Adolescent Reproductive Health; Family Planning
Bacon Resource Management Multi-Purpose Cooperative	25 officers	Bacon District	Community Loan Project Tricycle Operation
Senior Citizens Cooperative of Barnagay Pangpang	5 officers	Barangay Pangpang	Livelihood program for senior citizens
Capuy-Basud Multi-Purpose Cooperative		Barangay Capuy and Basud	Livelihood assistance
Kasangayan Multi-Purpose Cooperative	28	Sorsogon City	Livelihood assistance
Buenavista Cooperative Movement	27	Sorsogon Province	Fish Processing
San Isidro Agrarian Reform Beneficiaries Multi-Purpose Cooperatives (SIARBMUCO)	74	Barangay Buenavista	Production of High Value Products

- b) Activation of the different local special bodies through Executive Orders issued by the city government. These local special bodies provide the recommendations to address sector issues like those on peace and order, poverty, housing, health, environmental protection, etc. Sector-oriented NGOs and PO's are represented in the local special bodies, which moreover undertake planning, formulation and implementation of development projects.
- c) Organization of Barangay Assemblies in all barangay on deliberation and discussion of important local governance and development programs at the lowest tier of governance. The assemblies are convened twice a year.
- d) Conduct of weekly meetings with city government personnel and quarterly meetings with the barangay captains to get feedback on the implementation of existing programs and projects and how implementation issues can be resolved.

- e) Conduct by the *Sanggunian* of public hearing as regularly as possible to consult with constituents on proposed ordinance on major development programs and/or regulations.

Box 3.7 EXECUTIVE DIRECTIVES ON LOCAL SPECIAL BODIES		
Executive Order No.	Title/Description	Date
011-2002	Creation of the Sorsogon City Solid Waste Management Board, which assumes the task of solving the garbage and solid waste disposal problem which pose threats to the general welfare and health of the people as well as the integrity of the environment	May 27, 2002
021-2002	Creation of the Sorsogon City Gender and Development (GAD) Council, which will advocate and implement the law, known as the Women in Development and Nation Building Act (RA 7192) and institute measures that would eliminate gender bias in government policies and programs	Dec. 20, 2002
001-2005	Reconstitution of the Sorsogon City Anti-Drug Abuse Council, which will address the problem of illegal drugs and drug abuse in the city	Jan 05, 2005
002-005	Reconstitution of the City Development Council in order to ensure proper representation of all sectors in the formulation, coordination, monitoring and evaluation of socio-economic policies, programs, and investment incentives	Jan 10, 2005
005-2004	Creating the Sorsogon City HIV/AIDS Prevention and Control Council, to promote an HIV/AIDS Free Sorsogon City and to address the major concerns involving human rights vis-à-vis health and safety	July 28, 2004
009-2004	Reconstitution of the City Peace and Order Council, which will be in-charge of the maintenance of peaceful and orderly society	April 12, 2004
012-2004	Reorganization of the City Fisheries and Aquatic Resources Management Council, which will recommend the enactment of city fishery ordinances and prepare the sector for the challenges of globalization through an adequate, focused, and rational delivery of necessary support services	April 12, 2004
028-2004	Reconstitution of the Local Health Board, which will serve as an advisory committee to the Sanggunian concerning health matters such as, but not limited to the application of local appropriation for public health purposes	Dec. 02, 2004
002-2005	Creation of the Local Housing Board, which will formulate and implement action programs for the development of formal housing communities for the informal dwellers of the city	June 11, 2005
003-2005	Reorganization of the City School Board, which will determine the annual supplementary budget needs for the operation and maintenance of public schools within the city and serve as a consultative body in the appointment of city education officers	2005
005-2005	Organization of the City Poverty Reduction Action Team (CPRAT), which will adopt an area-based, sectoral and focused intervention to poverty alleviation of the city	Feb 24, 2005

Box 3.7 EXECUTIVE DIRECTIVES ON LOCAL SPECIAL BODIES		
Executive Order No.	Title/Description	Date
006-2005	Reactivation and Strengthening of the City Council for the Protection of Children, which will institute measures to protect children and take the lead in the implementation of all children's programs	March 07, 2005
010-2005	Reorganization of the City Agricultural and Fishery Council, which will formulate agricultural policy, monitor related programs, and serve as advisory to the LGU	April 12, 2005
013-2005	Organization of the City Project Monitoring Committee to operationalize the Regional Project Monitoring and Evaluation System and serve as the monitoring arm of the Local Development Councils	April 12, 2005
006-2006	Creation of the City Local Price Monitoring Coordinating Council, which will institute measures to protect consumers against undue price increases of basic commodities	June 6, 2006

NON-GOVERNMENT AND PEOPLE ORGANIZATIONS IN SORSOGON CITY, INCLUDING THE ACADEME AND OTHER CAUSE-ORIENTED GROUPS, HAVE REMAINED UNPOLITICIZED.

- 5.1.2 GOs and POs generally refrain from campaigning for particular candidates during elections, having the perception that winning candidates with whom they did not throw their support in would not in turn be supportive of the various NGO/PO undertakings and initiatives for the poor. Sorsogon City NGOs and POs claim that they have been working well with both opposing political camps of the Lees and Escuderos because of this non-political stance. The city government, irrespective of whoever sits at it reigns, is usually receptive of NGOs/POs requests for assistance.
- 5.1.10 On participation by the Sanggunian Kabataan, SK representatives to the FGDs stressed that they respond only to the interest of the youth. These interests do not have political color or leanings, but are socially oriented in nature. SK representatives do not participate in the political affairs of the city, nor support any political leaders. Even at the barangay level, the youth sector is focused on socially oriented activities to which the barangay council give such youth initiatives due recognition and support. Mayor Lee herself believes in the sincerity of the youth to work for the progress of the city. She believes that the sustainability of the growth of the city will highly depend on how the present youth will pursue it.
- 5.1.11 The President of the *Pederasyon of the SK* of the City of Sorsogon reported the following programs they have undertaken for the youth of the city in the past 4 years:
- Youth camp involving seminars and training workshops attended;
 - Basic Training Course for the Boy Scouts;
 - City Youth Congress, including 3-days seminar workshop on leadership;
 - Adolescent Health and Reproductive System Seminar;

- e) Sports Festival;
- f) SK Federation educational tour;
- g) Disaster Preparedness workshop;
- h) Peer Counselling Seminar;
- i) Childrens Day;
- j) Feeding and social gathering of less privileged people;
- k) Linggo ng Kabataan.

6 LOCAL ACCOUNTABILITY

- 6.1.1 Local accountability is the system that enables the citizenry to compel public officials to answer to them on the disposal of their powers and discharge of their duties. It is manifested and ascertained both during the election period and once local officials are executing their duties and responsibilities. The study assesses the strength and weaknesses of local accountability mechanisms in Sorsogon City, as well as the capacity of local officials to be accountable to their constituencies and the citizenry, through non-government and people organizations, and to exact accountability from local leaders.

THE LOCAL ELECTION REMAINS TO BE AN IMPORTANT MECHANISM FOR COMPELLING PUBLIC OFFICIALS TO BE ANSWERABLE TO THEIR CONSTITUENCY IN THE PERFORMANCE OF THEIR DUTIES AND RESPONSIBILITIES. ELECTION IN THE CITY GOES WITH IT THE RESPONSIBILITY OF ELECTED OFFICIALS TO PERFORM ACCORDING TO THE INTERESTS AND WELFARE OF THE PEOPLE AND BE ACCOUNTABLE FOR THEIR ACTIONS.

- 6.1.2 FGD participants agree that the Lee family has established a good long track record of public service, making them a popular choice for public office. The Mayor, other local officials, and non-government and people organizations, attribute said overwhelming victory on the current dispensation to the confidence it gained from the people because of good performance and the progress observable in the city.
- 6.1.3 During the FGDs, officers of the city government further asserted that they are likewise accountable to their appointing officer, or the Mayor. While they provide frontline services to the people, their commitment to good performance remains both with the people and the Mayor herself. While they have security of tenure in their present job, being permanent civil service appointees, their effectiveness in their work continue to depend on the support and trust of the Mayor. According to them, they would rather vacate their posts in case they lose the confidence of the Mayor.
- 6.1.4 At the same time, city government officials ensure that the public gets satisfied with the service they provide since the re-election and the continued stay in office of the Mayor depend on it, and in which their stay in their present work assignment will also depend.

6.1.5 Key informants from NGOs and POs observe that the Mayor herself is focused on the welfare and interests of the people, so that they seem to be no need for the people to get mobilized and take a concerted move to demand for more response from the city government. Non-government and people organizations in the area have not participated in political activities. According to them, the present administration has provided the mechanisms through which they can ventilate and address their concerns. These mechanisms are through the local special bodies and the regular consultations.

6.1.6 There are also other avenues through which public officials could be compelled to perform righteous acts, and prevent them from doing corruptive practices. According to the minority group of the *Sanggunian*, they could file cases in court or submit complains before the Office of the Ombudsman where they have evidences on corrupt public officials.

CURRENT ADMINISTRATION IN THE CITY REGULARLY PRESENTS ITSELF TO THE PEOPLE ON ITS ACCOMPLISHMENTS AND PERFORMANCE. BARANGAY ASSEMBLIES ARE THE REGULAR VENUES FOR COMMUNITY LEVEL CONSULTATIONS AND ACCOMPLISHMENTS PRESENTATION.

6.1.7 The city administration regularly presents itself before public through radio and television broadcasts, in addition to the actual public consultation sessions it periodically conducts. The City Mayor attends a radio program every Tuesday while the department heads attend a similar program every Friday. The Mayor also presents herself in a television once a week, with such program being replayed everyday for the whole week. In this manner, the city government is able to establish communication with its constituency to update them on the status of various city government programs, as well prevailing issues facing the city.

6.1.8 The city government appointed officials furthermore stressed that, aside from the people, they are also accountable to their partner government agencies with which they regularly coordinate with and jointly implement development programs in accordance with agreed rules and standards

6.1.9 The NGOs and POs, on the other hand, consider their regular meetings with the different local special bodies as important venues for interaction with the city government officials. Though these mechanisms, they could ventilate the concerns of their constituencies and suggest measures to improve the implementation of priority city development programs.

6.1.10 At the barangay level, the barangay assemblies serve as formal venues where barangay-specific concerns are addressed and city government programs are presented. However, Barangay council members and city government officials admit that their performance and ability to respond to the needs and clamor of their respective constituencies are constrained by severely limited resources. Barangay San Isidro further hinted that it receives limited logistical support from the city government because of its political inclination towards the opposition.

4

LOCAL DEMOCRACY: THE CASE OF ILOILO CITY

1 INTRODUCTION

- 1.1.1 The case study was highlighted by the conduct of focus group discussions, individual interviews and desk review on political representation, participation and accountability in the City and Iloilo and two of its barangays. The FGDs and interviews were participated in by the city government officials led by Iloilo City Mayor Jerry P. Trenas and City Vice Mayor Guillermo dela Llana. Selected members of the Sangguniang Panlungsod, Sangguniang Barangay and Sangguniang Kabataan also comprised the key informants, joined by the Commission Election Officer of the City and representatives from NGOs. **Annex 4-A** lists the FGD participants and the schedule of the field study.
- 1.1.2 CPRM Consultants briefed the participants on the objectives of the field study and the benefits it would provide to the City Government of Iloilo, as follows:
- **ENHANCED KNOWLEDGE.** The country study will provide elective officials enhanced knowledge on the quality of representation, accountability and responsiveness brought about by the present political party and electoral systems in place. This knowledge may be utilized by the Mayor and the Vice Mayor and Sanggunian Panlungsod to introduce strategic reforms and measures to improve decentralized local governance towards meeting the needs and aspirations of the people they represent and serve.
 - **BETTER PRACTICES.** The country study will provide basis to improve current practices in Iloilo along the areas of political party selection, election, legislation, program design and implementation, and consultation, and performance evaluation. Better selection and election will result in more inclusive, accountable and responsive representation.
 - **DEVELOPMENT COOPERATION.** The findings and results of the case study will serve as basis for future development cooperation between the City Government of Iloilo and the United Nations Development Programme, as well as with other development institutions.
- 1.1.4 This Iloilo City case study adopts the assessment framework presented in Section 2 of the report.

2 BACKGROUND INFORMATION

2.1 General Features

- 2.1.1 Iloilo City is the capital of the Province of Iloilo and is located in the southern portion of the province. It is 55 minutes from Manila by plane and 18 hours by ship. It has a land area of 7,023 hectares distributed among the six political districts (Arevalo, City Proper, Jaro, La Paz, Mandurriao and Molo) and 180 barangays. More than 50% of the total land area is intended for agriculture.
- 2.1.2 The City Government of Iloilo was established on 17 February 1890 under the Bacerra Law of 1889. It became a chartered city on 16 July 1937.⁸ There are three out of five persons who belong to the voting population in the City.⁹ Iloilo City is among the 22 cities in the country that will join the United Nations Habitat in its objective of attaining millennium development goals identified by the 189 UN member-nations. It was adjudged as the cleanest and greenest highly urbanized city in Western Visayas in 2005.

2.2 Socio-Economic Profile

City of Iloilo¹⁰

- 2.2.1 The population of Iloilo City was 403,931 in 2005, growing by about 2% annually. The number of households in 2005 was estimated as 81,096 with an average of 5 members per household. About 40% of the population belonged to the 20-year-old bracket, while the potential labor force (ages 15-64) for same year was about 66%.
- 2.2.2 Iloilo City used to be an out-migrating city in the late 70s. The migration rate was – 0.7 percent. The trend was markedly reversed in the 80s with migration rate at 0.8 percent per year. The pattern followed both interregional and inter-district migration. Based on its Comprehensive Land Used Plan (CLUP), the city must regulate net migration due to limited land areas and facilities. The city can only accommodate 405,000 people at the maximum.
- 2.2.3 There are 7 hospitals operating in the City with a total of 1,846 bed capacity. These are supplemented by more than 152 private medical clinics and 78 specialized clinics. Iloilo City also has 108 pre-elementary, 122 elementary, 37 secondary and 30 tertiary schools, including 6 universities. It may be noted that the simple literacy rate¹¹ of population, 10 years old and over, of Western Visayas is 92.8%, while functional literacy rate¹² of population, of the region is 81.5%.
- 2.2.4 There are six police precincts and five community assistance centers in Iloilo City. The average crime rate per 1,000 population is 83.92%, and crime is solved 98.69%.

⁸ City Planning and Development Office, Iloilo City, Monograph, "2005 Socio-Economic Profile in Brief".

⁹ Results of the 2000 Census of Population and Housing, National Statistics Office, <http://www.census.gov.ph/data/pressrelease/2002>.

¹⁰ *Op. cit*

¹¹ Simple literacy rate refers to the ability of a person to read and write with understanding a simple message in any language or dialect (definition is sourced from 2003 FLEMMS, NSO-DECS)

¹² Functional literacy rate refers to significantly higher-level of literacy which includes not only reading and writing skills but also numeracy skills (2003 FLEMMS, NSO-DECS)

- 2.2.5 Iloilo City has been cited by the Asian Institute of Management (AIM) as having the most competitive and most viable business atmosphere in the Philippines. There were about 10,000 business establishments in the City as of December 2005, of which 51 were universal, 14 commercial, 18 thrift and 4 are rural banks. Statistics on employed, unemployed and underemployed on same year were 79.5%, 20.5%, and 11.9%, respectively. The average annual family income (at current prices) was P283, 604, and the average per capita income was P65,036 per annum. The average inflation rate in the City was 8.7%, while the average consumer price index was 140.3.
- 2.2.6 The economic activities in the City prosper through the years were translated into improved living condition of the people in the area. Based on the Family Income and Expenditure Survey for various years (1994, 1997 and 2000), nominal per capita income of residents of Iloilo City grew less than 2% annually from the period 1994-1997. For the period 1997-2000, the average per capita income in the city grew by 22% annually, which was much higher than that of the Iloilo Province (7%) and the whole Western Visayas Region (2%). In real terms, while almost all of the provinces in the region were posting a negative growth, the Iloilo City's per capita income increased by almost 13%.
- 2.2.7 Iloilo City strong socio-economic points are its low labor costs, adequate human resources, presence of good schools and availability of college graduates, and presence of more-than-adequate business support services. Its weak socio-economic points on the other hand include lack of space, high rental rates and cost of power, high cost of shipping and lack of direct access to international markets, high population density, and inadequate infrastructure to address environment concerns.¹³

Barangay Balabago

- 2.2.7 Barangay Balabago is located in the district of Jaro, Iloilo City, approximately six kilometers from the Iloilo City Hall. It consists of 620 hectares, 50% of which is coastal and the other 50% is plain. About 70% of its land area is residential land.
- 2.2.8 Barangay Blabago has total population of 6,949 and 1,370 households. Almost half of the barangay's population resides at the Alta Tierra Village, a government housing project designed for government employees. The other half of the population is located in the Barangay Balabago proper. Two primary schools, a public and a private one service the barangay. The private school is situated at the Jaro-Leganas entrance of the subdivision and the public school is situated at the heart of the barangay. The barangay has its own catholic, protestant and 5 other churches. It is one of a very few barangays in the city of Iloilo where farm workers and urban workers live together.¹⁴

¹³ PIDS Research Paper Series No. 2001-01, "An Inquiry into the Competitiveness of Emerging Philippine Cities", Philippine Institute for Development Studies, 2001

¹⁴ Varua, Ma. Estela A., "Women's Invisible Work: The Case of the Philippines", A paper presented to the Seventh International Interdisciplinary Congress on Women, University of Tromso, N-9037 Tromso, Norway, June 20-26, 1999

2.2.9 There are 3,580 registered voters in the area as of May 2004, but only 2,040 of which number actually voted in the 2004 election. There are three voting precincts in the barangay.

2.2.10 The main sources of livelihood of residents in the barangay are the small business establishments (*sari-sari* stores), employment in private firms and government institutions, and as *jeepney* and *trisikad* drivers. A big portion of the working population consists of overseas workers.

Barangay Palapala 2

2.2.11 Barangay Palapala 2 is located in the City Proper: 1,500 kilometers from the Iloilo City Hall, 1 kilometer from the provincial capitol, and 1 kilometer from the national highway. It has a total land area of 30,000 sqm, 10% of which is coastal and 90% is plain. The barangay has a total population of 2,011 and 337 households.

2.2.12 As of May 2004, the total number of registered voters in the barangay is 1,179. Out of this number, 979 actually voted in 2004 election. There are only 6 voting precincts in the area.

2.2.13 The economically productive sector consists of fish vendors, fruits and vegetable3s vendors, public and private employees, sari-sari store owners and operators, overseas workers, laborers, seamen, teachers and merchandisers.

2.3 Organization of Iloilo City Government

2.3.1 The local government of Iloilo City consists of the executive unit lead by the Office of the Mayor, the legislative unit which is the Sangguniang Panlungsod, and the different policy formulating and advisory bodies mandated under the Local Government Code like the Local Development Council.

2.3.2 The Office of the Mayor has a number of administrative, staff and line offices under it with specific functional jurisdictions which are indicative of their respective nomenclatures, as shown in the organization chart in **Annex 4-B**.

Box 4.1 CITY GOVERNMENT ORGANIZATIONAL UNITS	
City Administrator's Office	City Treasurer's Office
Office of the Secretary to the Mayor	Markets and Slaughterhouse Office
City Population Office	City engineer's Office
Human Resource Management Office	City General Services Office
City Budget Office	City Environment and Natural Resources Office
City Legal Office	City Agriculturist's Office
City Assessor's Office	City Civil Registrar's Office
City Social Welfare and Development Office	City Tourism and Development Office

Box 4.1 CITY GOVERNMENT ORGANIZATIONAL UNITS	
City Health Office	City Accountant's Office
La Paz Maternity and Reproduction Health Center	City Veteran's Office
City Planning and Development Office	

- 2.3.3 The city government provides logistical support in terms of allowances to personnel, additional equipment and facilities to national government agencies, including those of the Municipal Trial Court in Cities, Office of the City Sheriff, Office of City Prosecutor, Board of Tax Appeals, City Registry of Deeds, DepEd non-teaching personnel, Technical Institute of Iloilo and Office of the City Auditor.

2.4 Financial Capacity/Local Income

- 2.4.1 The total income of the city government of Iloilo is primarily sourced from the Internal Revenue Allotment (IRA), business taxes and licenses, real property taxes, and other sources. The ten-year period income profile of Iloilo City, shows that its IRA share is only 22% of the total income in 2005, the biggest portion (78%) is generated from local taxes and other sources.

Box 4.2 TEN-YEAR INCOME PROFILE, CITY OF ILOILO						
Year	Local Taxes and Other Sources				IRA	Total Income
	Bus. Taxes & Licenses	Real Property Taxes	Income from Other Sources	Total		
1995	68,616,550.61	36,221,967.86	53,212,527.33	158,051,045.80	176,839,809.00	334,890,854.86
1996	76,893,188.60	52,416,102.23	55,797,778.67	185,107,069.50	190,078,925.00	375,185,994.57
1997	87,834,687.31	42,028,574.02	65,576,434.47	195,439,695.80	211,616,547.01	407,056,242.81
1998	94,287,180.72	43,724,694.15	117,433,803.00	255,445,677.84	214,363,031.00	469,808,708.97
1999	103,196,181.69	45,551,771.54	79,717,959.96	228,465,913.10	236,794,788.00	465,240,701.13
2000	109,551,153.54	56,119,755.12	102,551,625.00	268,222,533.66	259,519,242.00	525,741,775.67
2001	117,737,619.86	67,059,827.04	240,541,738.30	425,339,185.20	267,147,208.00	692,486,393.14
2002	116,408,316.30	65,192,609.47	144,329,945.20	325,930,870.97	296,788,849.00	622,719,720.06
2003	123,239,257.70	80,882,654.07	1,118,342,852.00	1,322,464,763.77	309,652,417.00	1,632,117,181.07
2004	142,997,813.43	98,130,741.97	1,203,602,457.00	1,444,731,012.40	309,700,681.00	1,754,431,693.34
2005	326,543,927.00	113,225,104.10	1,073,392,275.00	1,513,160,776.10	326,543,397.00	1,839,704,173.30

2.5 Strategic Thrusts

- 2.5.1 The City Government has defined its strategic objective and thrusts directing and guiding the development and implementation of policies, program and projects (Box 4.4)

Box 4.3 STRATEGIC THRUSTS, ILOILO CITY	
Vision	To become a premiere city of the Philippines by 2015, and of Asia by 2025
Mission	<p>“We shall be a leader in the practice of participatory governance so as to speed up and sustain growth and development, by which to open up more and better opportunities for all</p> <p>We shall constantly be upgrading our standards of education, ethics and transparency of government. We shall significantly expand and improve our infrastructure, thereby securing a dynamic, safe, peaceful and healthy environment conducive to learning, sports and eco-cultural tourism.</p> <p>We shall move forward while being fully dedicated to the preservation and further enrichment of our cultural heritage”</p>
Core Values	“We are a city that thrives deeply conscious of our accountability to God, centered on family and community, with a commitment to efficiency and excellence, nurturing an entrepreneurial spirit and good governance founded on integrity and responsive citizenry”
Objectives	<p>Iloilo City to be a Vibrant City:</p> <ul style="list-style-type: none"> ▪ Center for arts, culture and sports ▪ Seat of religious ecumenism ▪ Provide equal opportunities ▪ Convention and tourism center ▪ Progressive mass communication industry <p>Iloilo City to Adopt Good Governance</p> <ul style="list-style-type: none"> ▪ Effective and dynamic public governance system ▪ Financial stable of high surplus collection through progressive revenue collection program ▪ Healthy and productive population <p>Iloilo City to be a Prosperous City:</p> <ul style="list-style-type: none"> ▪ Livable and prosperous city ▪ Financial center ▪ Center of advances knowledge and learning ▪ A hub of major export manufacturing activities ▪ Establishment of mass transport system
City Government Plans	<p>Comprehensive Land Use Plan</p> <p>Annual Development Plan</p> <p>Iloilo River Development Master Plan</p> <p>Development Plan for Children</p> <p>Western Visayas Tourism Action Plan</p>
Development Challenges	<p><u>Water pollution</u>. Biologically important lands in the city that are known habitats of rare species of plants and animals have now been affected by the adverse effects of air and water pollution and population pressures. Biogeographic zones and marine, wetland and terrestrial ecosystems currently face further degradation in the face of growing population’s continued abuse and misuse of the urban environment and natural resources.</p> <p><u>Air pollution</u> is a fast growing environmental threat in the city. Air pollutants come from stationary sources such as industrial and commercial firms and also from mobile sources such as motor vehicles. These pollutants come as fine particulate matter and visible smoke consisting of hydrocarbons, organic acids, aldehydes, sulfur oxides and nitrogen oxides. High particulate counts were attributed to the volume of vehicular traffic at the sampling stations. Other causes of high readings are the construction activities in the area.</p>

Box 4.3 STRATEGIC THRUSTS, ILOILO CITY	
	<p><u>Solid waste management.</u> The city generates 177 tons of solid waste per day calling for more landfill dumpsites and innovative approach to solid and liquid waste management. The city's garbage is currently being disposed at the approximately 23 hectare Calajunan dumpsite located approximately 9 kilometers away from the city proper.</p> <p>Originally designed as a sanitary landfill through a World Bank loan in the early 1980s, the area was since used as an open dumpsite instead. The area is now in a state of neglect and is now posing a threat to the environment and public health. The city government is now studying several proposals for its conversion into a sanitary landfill.</p> <p>It was likewise noted that only 167 out of the 180 barangays are currently covered by the city's collection system. This is due to the lack of garbage trucks, poor road conditions in some parts of the city's rural barangays, sparse distribution of settlements, and perceived collection inefficiency on the part of the contracted garbage collector.</p> <p>Another serious problem is the absence of a city-initiated handling and disposal of hospital and hazardous wastes. Five hospitals generate about 0.275 tons of waste every day while about 316 medical and dental clinics/laboratories produce 0.325 tons/day.</p>

2.6 The Legislative Body

- 2.6.1 The Sangguniang Panlungsod of the City of Iloilo is its legislative body headed by the Vice Mayor as the Department Head with 12 elected members and 2 ex-officio members from the Liga ng mga Barangay and the Sangguniang Kabataan Federation. The Sangguniang Panlungsod enacts ordinances, approves resolutions, and appropriates funds for the general welfare of the city and its inhabitants.
- 2.6.2 The Sangguniang Panlungsod of the City of Iloilo pursues aggressive strategies and approaches to accelerate the development programs of the City, in coordination with the Office of the City Mayor and non-government and peoples organizations. It has organized and ensured the implementation of the project, "*Coordinated Executive Sangguniang Panlungsod Efforts for the Development of Iloilo City*" (CESPEDIC), to fast track the solution of any problem and implementation of development projects. The project identifies problems that delay or obstruct development efforts in the city through continuing dialogues among participating government agencies, the NGOs and POs, and to provide prompt responses to the issues. The Sanggunian works through committees, each headed by a Council member.

Box 4.4 SANGGUNIAN PANLUNGSOD COMMITTEES
<ul style="list-style-type: none"> ▪ Committee of Style Justice and Legal Affairs ▪ Committee on Urban Planning Housing and Land Development, Zoning, Expropriation Assessment and Acquisition ▪ Committee on Ways and Means ▪ Committee on Good Governance and Public Accountability (Blue Ribbon Committee) ▪ Committee on Transportation, Energy and Public Utilities

Box 4.4
SANGGUNANG PANLUNGSOD COMMITTEES

- Committee on Appropriations
- Committee on Public Services, Environmental Protection and Ecology
- Committee on Engineering Construction and Public Works
- Committee on Trade, commerce and Industry
- Committee on Labor, Employment and Manpower Development and Placement
- Committee on Health, Sanitation and Hospital Services
- Committee on Police, Fire, Penology, Public Safety, Order and Security, Dangerous Drugs and Rehabilitation
- Committee on Education, Science and Technology
- Committee on Veterans, Retirees, Elderly and Disabled Persons
- Committee on Markets and Slaughterhouse
- Committee on Urban Poor, Human Rights and Minority Groups
- Committee on Tourism, Culture and Historical Affair
- Committee on Social Services and disaster Relief
- Committee on Barangay Affairs and Community Development
- Committee on Youth and Sports Development
- Committee on Women and Family Relations
- Committee on Information Technology and Computerization
- Committee on Cooperative and Livelihood
- Committee on Games, Amusements and Professional Sports
- Committee on Domestic and International Relations
- Committee on communication and Public Information
- Committee on Agriculture, Fisheries, Aquatic and Natural Resources

2.7 Local Political Parties and Leaders

- 2.7.1 The incumbent Mayor of Iloilo City comes a family of politicians. He is currently the Chairman of the Lakas-NUCD party in the City and President of the League of Cities of the Philippines. He is lawyer by profession and has a long history of public service being a former member of the Sangguniang Panlungsod.
- 2.7.2 Members of the Sangguniang Panlungsod are old hands in politics. Except for three first- term Councilors elected only in 2004, all the other nine members of the Sanggunian are re-electionists. All members of the legislative body are professionals and degree holders: 4 are lawyers, 4 are in the fields of education, science and medicine, and 4 are with accountancy and business academic background.
- 2.7.3 The six districts of Iloilo City¹⁵ are however not proportionately represented in the current Sangguniang Panlungsod: 6 Councilors come from Molo; 5 come from Jaro; and 1 Councilor each from Arevalo and the City Proper. None of the Councilors comes from Mandurriao.

¹⁵ Iloilo City districts are locally created territorial subdivisions of the City for planning purposes. Iloilo City has only one Congressional district and thus has one representative to Congress.

3 CITY GOVERNMENT

- 3.1.1 The representation system in the City of Iloilo is assessed along the areas of selection primarily through the party process, authorization through the electoral process, and actualization through working modalities in the formal institutions of local governance.

POLITICAL PARTIES AT THE LOCAL LEVEL FOLLOWS THE STRUCTURE, OPERATION AND BEHAVIOR OF NATIONAL POLITICAL PARTIES

- 3.1.2 The process of representation in local governance begins with the selection and drafting of individuals who will compete for positions in the local government. This is primarily done through political parties.
- 3.1.3 The political parties in the City of Iloilo are actually local chapters of national political parties. The unitary form of the Philippine government provides incentives for a political party to organize along a single hierarchical structure that cascades down the country's territorial and political subdivisions. Accordingly, the behavior of political parties at the local level follows those of their counterparts at the national level, such as the formation of working coalitions and factions. It is also of no coincidence that the City Mayor, Vice Mayor and the majority of the members of the Sangguniang Panlungsod belongs to the same party (i.e., Lakas-NUCD) and coalition that has dominance at the national level.
- 3.1.4 The process of selection begins as the national party leadership selects the standard bearer for a particular locality. In the case of Iloilo, the standard bearer is the Mayoralty candidate. The candidates for the position of the Mayor also stand as the chairman/leader of the local chapter of national political parties and/or their coalitions. From this point on, the standard bearer/Mayorality candidates call the shots.

THE PROCESS OF CONSULATATION IN THE SELECTION AND DRAFTING OF CANDIDATES IS PRACTICALLY NIL OR AT BEST LIMITED TO A CLOSE GROUP OF POLITICIANS

- 3.1.5 The typical process proceeds as the Mayoralty candidate invites individuals to fill the slate for the Vice-Mayor and Sangguninang Panlungsod Members positions. The incumbents in these positions normally get automatically drafted. Consultation in the drafting of candidates is practically nil or at best limited to a close group of politician or national party members. The dominant voice throughout is that of the Mayoralty candidate.
- 3.1.6 Another form of consultation occurs when the slate is completed. One consultation is termed as a “mini-convention or caucus” which is to consolidate party acceptance and support for the drafted slate of candidates.¹⁶ Another consultation is with the Chairmen of Baranggays in Iloilo City.¹⁷ The key words in these consultations are “acceptance” and “support”, that is to gain early acceptance and support from key stakeholders who can help in the campaign process. None of the respondent civil

¹⁶ Interview with Hon. Guillermo dela Llana, City Vice Mayor. Iloilo City. 2006

¹⁷ Interview with Hon. Jerry P. Trefias, City Mayor. Iloilo City. 2006

society organizations were consulted by any party to get inputs in the process of drafting the slate of each party.

NATIONAL POLITICAL PARTY LEADERS EXERT SUBSTANTIAL INFLUENCE ON THE CHOICE OF CANDIDATES FOR LOCAL ELECTIVE POSTS

- 3.1.7 The endorsement of party members at the national level exerts substantial influence on the process. An example of this that can be cited is the influence exerted on local politics by Mr. Raul Gonzales Sr., former Member of the House of Representatives representing Iloilo City, now Secretary of Justice, and a key political figure in the administration of President Gloria Macapagal-Arroyo. Mr. Gonzales plays a father figure among local politicians who seek his “blessings” before finalizing the party slate.

ATTEMPTS TO ACHIEVE REPRESENTATIVENESS ARE MERELY TACTICAL IN NATURE OR INCIDENTAL

- 3.1.8 Attempts to achieve representativeness in the party slate are also minimal. The primary consideration in the selection of candidate is “winnability” or ability to win in the elections. “Winnability” refers to the “popularity, good name and financial capability” of the candidate.¹⁸ Another criterion is “track record”, particularly for former or current public officials. If at all, attempts to achieve representativeness are tactical in nature or an afterthought.
- 3.1.9 For example, each party attempted to arrive at a slate that has representation from all six districts of the City (i.e., two candidates from each district for Sangguniang Panlungsod Member positions in the case of opposition party). In the case of Iloilo City, geographical consideration however is not really significant in achieving representativeness, for two reasons: first, elected members of the Sangguniang Panlungsod have a general or city-wide constituency and their function is not limited in a single district; second, election is by plurality, i.e., the first twelve candidates with the most number of votes win the seats in the Sangguniang Panlungsod. While a voter may choose two candidates coming from the district where he or she resides, that voter may also vote for other candidates coming from other districts to fill the 12 slots in the Sanggunian Panlungsod, thereby defeating the very purpose of the “representativeness” concept adopted by the party.

PLURALITY IS NOT ACHIEVABLE WITH A NARROW SELECTION BASE WHICH IS DOMINATED BY A POLITICAL ELITE

- 3.1.10 In terms of plurality of members in the slate, it would appear from plain observation that the respective slates from the political parties are composed of both men and women of various age groups, with different personal and professional background and carries diverse advocacies. However, there was no purposive and institutionalized attempt from the start to achieve plurality of members. This is not possible to achieve if the process started with a narrow selection base and if there was no consultation from the start. One issue that was highlighted by the civil society organization is the presence of a political elite in the City. Political elite are families

¹⁸ Interview with Hons. Eduardo L. Peñaredondo, Jose S. Espinosa III, and Armand S. Parcon, Member of the Sangguniang Panlungsod. Iloilo City. 2006

with a long history of political participation both at the national and local level. Some of these families include Gonzales, Ganzon, Drilon, Sarabia, and Trenas.

HIGH LEVEL OF POLITICAL MATURITY AMONG THE ELECTORATE PROVIDES INCENTIVES FOR POLITICIANS AND POLITICAL PARTIES TO SHIFT FROM PERSONALITY BASED POLITICS TO ONE BASED ON MERIT AND PROGRAMS

- 3.1.11 Respondents from both the local government and civil society are unanimous in the opinion that the constituency of Iloilo has a high level of political maturity. Politicians respect the way voters make their choices, which goes beyond personality or influence. One group of politicians perceived that 70% of Iloilo voters are intelligent.¹⁹ This is attributed to the high level of education among the constituents. This level of political maturity provides incentives for politicians and political parties to raise the bar and to shift from personality based politics to one that is based on merit and programs.

CREDIBLE ELECTORAL PROCESS ENCOURAGES POLITICAL PARTICIPATION AMONG THE ELECTORATES AND A HIGH REGARD FOR THE SANCTITY OF THE BALLOT

- 3.1.12 One of the commendable features of representation in the City of Iloilo is the conduct of the electoral process. Independent studies and subjective public opinion are aware of the built-in weaknesses in the country's electoral system as the primary mechanism whereby constituents exercise their inherent right to select individuals who would best represent their interest in the formal institutions of government. The country's recent experience in the national and local elections may be cited as a case in point. Some of the issues that have been identified as prevalent are as follows:

- Susceptibility of election officer and electoral bodies to influence
- Irregularities in the preparation of the voters' list and election documents
- Harassment through the filing of unfounded election cases
- Vote buying

- 3.1.13 The situation in Iloilo City did not manifest these problems. The City Election Office enjoys the respect of both the respondent politician and the civil society. It has a large voters' turnout which is placed at about 75% of the registered voters.

- 3.1.14 The actual figure is 179,915 persons who voted out of 237,108 who registered. The winning candidate for the Mayoralty position, who is also the incumbent Mayor, won by a large margin, cornering about 77.5% of the votes. No election protest against any candidate has been filed and there were no reported cases of serious cheating in the casting of votes and in the canvassing.

- 3.1.15 The large participation rate in the electoral process is an indication that people still believe in the power of the ballots to elect representatives in the formal institutions of government. It also indicates that people are aware of their rights and are capable of exercising and enforcing the same. The respect given by the politicians in the

¹⁹ Interview with Hons. Eduardo L. Peñaredondo, Jose S. Espinosa III, and Armand S. Parcon, Member of the Sangguniang Panlungsod, Iloilo City. 2006

electoral process augurs well in developing local democracy. It indicates that politicians are willing to subject themselves to public scrutiny through the electoral process.

4 BARANGGAY

- 4.1.1 The Sangguniang Baranggay is a formal institution created by law for representation at the lowest level of governance. It is by design non-political and non-partisan.

THE NON-POLITICAL AND NON-PARTISAN NATURE OF BARANGGAYS HAVE BEEN DISTORTED BY POLITICAL REALITIES

- 4.1.2 However, the Sangguniang Baranggay has become so many things which were never conceived of before. While the non-political and non-partisan nature of electing baranggay officials have been preserved in the City of Iloilo, it is in the actualization stage of representation that politics and partisanship seep in.

- 4.1.3 Baranggay officials are faced with incentives to align themselves to the powers that be in the City Government of Iloilo. The options and consequences are clearly laid out on the table: support in exchange for resources and projects or opposition to get the least priority in resources and projects. A baranggay official is thus inclined to support the administration, particularly during election. This makes baranggay officials an effective network for partisan activities during election for the purpose of consolidating and mobilizing support to certain candidates.

PATRONAGE IS THE DOMINANT FEATURE IN THE PROCESS OF DISTRIBUTING OR REDISTRIBUTING RESOURCES AND PROJECTS AMONG BARANGGAYS

- 4.1.4 City Government plays the role of a “benefactor” in the distribution and redistribution of resources and projects among the baranggays. It informally classifies barangays as those who are ‘with us’ and ‘against us’, thereby giving preference to those who are supportive of the Mayor, his party and his projects. This kind of patronage politics extends beyond the political boundaries of Iloilo City to include the distribution or redistribution of perks from the national government through their representatives in the legislature.

LIMITED ABSORPTIVE CAPACITY TO UTILIZE RESOURCES AND MANAGE PROJECTS

- 4.1.5 Another issue in the case of Baranggays Palapala 2 and Balabago is their limited absorptive capacity. While resources are regularly provided to them for program and project implementation, these baranggays do not have adequate capacity for planning, budgeting, programming, program/project design, management and execution. These in general affect their ability to fulfill the duties and obligations incumbent upon them as representatives. In the case of Baranggay Balabago, officials feel that they are becoming merely implementers of projects sponsored and initiated by city government, without due regard to their lack of capacity.

5 SANGGUNIANG KABATAAN

5.1.1 The Sangguniang Kabataan is the formal institution established by law for youth representation. At the grassroot level, a simulated body-politic composed of youth members of a Baranggay are organized into Katipunan ng Kabataan or assembly. These youth organizations elect a set of officers for the purpose of representing their interests at various levels of legislative bodies, beginning at the baranggay level, city and municipal levels, provincial level, up to the national government level.

5.1.2 In the case of the City of Iloilo, the Chairman of the Sangguniang Kabataan at the baranggay level sits as a regular member of the Sangguniang Barangay. The President of the Panlungsod na Pederasyon ng Sangguninang Kabataan or city federation of youth councils sits as a regular member of the Sangguniang Panlungsod.

UNDUE INTERVENTION FROM POLITICAL FORCES DEFEATS THE VERY PURPOSE OF NON-PARTISAN YOUTH REPRESENTATION

5.1.3 The system of youth representation as provided under the law is laudable. However, in practice, the system is disturbed by undue interventions from political forces, conflict of interests, and distorted inappropriate incentives.

5.1.4 Undue intervention of political forces and influences are seen in the process of selecting/electing the officers of the youth federation. The incentive for those who are vying to become the Federation President and Member of Sangguniang Panlungsod is to gain the most number of votes from other youth leader in the different baranggays of the City. Hence, aspirants resort to tactics that would gain votes for them, such as endorsement from political figures in the locality, formation of cliques following the pattern of party politics and behavior, manipulation through the use of carrots. In the case of the City of Iloilo, the President of the youth federation is also a son of a Baranggay Chairman who has substantial influence over other Baranggay leaders and enjoys the support of the political leaders at the city level. The respondent is honest enough to admit that his father used his influence in order to win the post of the federation president.

YOUTH REPRESENTATION HAS BEEN MAINSTREAMED IN TRADITIONAL POLITICS THEREBY ASSIMILATING ITS BEHAVIOR

5.1.5 The specific mandate given to the President of the youth federation is to represent the youth sector in the Sangguniang Panlungsod. As such, he enjoys all the benefits of a regular member of the city council, including the right to propose legislation and measures and the right to vote and to take a position on any issue raised in the council.

5.1.6 In proposing a legislation, the youth representative must solicit the support of other members of the city council, who in turn has their own interests and advocacies. The youth representative faces a “tit-for-tat” situation where he has to commit to support the interests and/or advocacies of the other council members just to get his agenda gets ratified. However, in exercising his right to vote or to take a position on other issues (i.e., issues which have nothing to do with the youth sector), the youth

representative is caught in a lose-lose situation. Immediately, he has to play within the working arrangement of majority-minority in the Council. The question that he faces in the outset is whether to go with the dominant party or to the opposition or not to align himself at all thereby maintain his independence. The last option is rarely taken.

- 5.1.7 Most often than not, the youth representative aligns himself with the dominant party. With that, he is practically committing himself to support issues and legislation which in some case run counter to interests of the youth sector which he represents. If, and when, it happens that he takes an opposing stance, he earns the ire of the offended politicians. In one of the FGDs, a member of the city council is vocal about his displeasure with the youth representative and even accused him of being corrupt.
- 5.1.8 The youth representative therefore gets immersed in politics which is an unintended consequence of the system of youth representation provided under the law. Being in the council, he is constrained to behave like a politician and play the game of politics.

STRUCTURES FOR PARTICIPATION IN THE YOUTH SECTOR IS UNDER UTILIZED

- 5.1.9 There are clear structures for participation in the youth sector, whereby the youth constituency is consulted and given the opportunities to influence decision making and to monitor performance. What is not clear is how these structures are utilized by the youth representative in the council and other youth leaders for purposes of consultation. In most cases, the youth representative loses his chance to validate the position that he takes on certain issues with his constituency.

YOUTH REPRESENTATIVES AT THE BARANGGAY LEVEL STILL STRUGGLE FOR PROPER RECOGNITION AND RESPECT

- 5.1.10 The youth representatives in the Sangguniang Baranggay are faced with different issues and challenges which are not as serious as those encountered by their counterpart at the city level. In some cases, these issues partake the nature small clashes with the senior members of the baranggay council for proper recognition and due respect for the youth representative or disagreements on certain programs and projects.

5

SYNTHESIS AND CONCLUSION

1 INTRODUCTION

1.1.1 This portion of the report summarizes the findings and conclusions of the case studies on the Cities of Sorsogon and Iloilo and their 4 constituent baranggays located in Regions 5 (Bicol) and 6 (Western Visayas) in the Philippines.

1.1.3 The synthesis answers the following research questions:

- Which groups face particular difficulties in gaining representation in local governance, and what mechanisms exist to create accountability for such groups?
- What mechanisms can individual citizens and disadvantaged groups draw upon?
- Under which conditions do these mechanisms work best and when are they un/underutilized?
- Which mechanisms have lead to greater responsiveness on the part of local government to citizens/advantaged groups?
- What other actors, mechanisms and measures could increase local government's accountability and responsiveness in the future?

2 SYNTHESIS

2.1 Difficulties in Gaining Representation

2.1.1 There are constraints in gaining proper representation during selection, authorization and actualization stages of representation. The relevant questions at this juncture are: (a) what are these constraints?; (b) who are the groups affected?; (c) what are their weaknesses?; and (d) what mechanisms exist to create accountability for such groups?

a) Constraints in gaining representation

- Narrowness of selection base

The base of selection in drafting candidates for elective posts is limited to a close group of politicians and the local elite. The modalities adopted by political parties includes (1) handpicking of candidates by the standard

bearer or recognized political figure; (2) endorsement by a renowned political leader or political elite.

- Exclusiveness of political party processes

The political party processes is an exclusive affair among those who have resources, those who are popular and/or those who have access to the corridors of power. There is no purposive or institutionalized attempt to involve the grassroots in the selection and drafting of candidates.

- Dominance of political elite

The political processes in the Philippine local government is still dominated by the so called “political elite”. These are the likes of the Escudero’s and Lee’s of Sorsogon City and the Drilon’s, Gonzales’, Sarabia’s and Ganzon’s of Iloilo City.

- Personality and patronage nature of politics

The political party system in the Philippines has become personality based with the introduction of a multi-party system and the practice of crossing the floor or what is termed as “turncoatism.” These nature and behavior are reflected even at the local level as parties follow a unified structure that cascades down territorial and political subdivisions. It is of no surprise to know that Mayors and the majority of officials in Cities of Sorsogon and Iloilo belong to same party as that of the President and dominant party in the legislature.

Patronage politics is present at all levels of government. One manifestation of this is vote-buying whereby voters choose candidates based on what they can immediately gain out of the choices they make. Patronage politics happens in the administration of baranggays where the Mayor distinguishes between those who are “with us” or those who are “against us”. Those who are supportive of the Mayor get priority support in terms resources and projects. Even the youth representative in the City council must affiliate himself with a political wing, and this is usually the administration party. This practice therefore distorts the non-political and non-partisan nature of baranggays and Sangguiang Kabataan.

b) Actors affected by the constraints and their weaknesses

The actors that are mostly affected by the constraints in gaining proper representation based on case study are categorized into two, as follows:

- General Constituency/Electorate who are marginalized

These are individuals who have not been directly involved in party selection and drafting candidates and who have become the so called “gallery of consent” in local democracy. While the majority of them can vote, their free and responsible right of suffrage is manipulated by political forces who take

advantage of the vulnerability of the electorate so as to get a better hand in the electoral process. Vulnerability partakes the form of poverty and its consequences, such as lack of education, joblessness, homelessness, and other limitations brought about by the lack of resources. The general constituency is also emaciated by the lack of a strong middle class, such as the case of Sorsogon City. This is brought about by migration pattern due to the lack of local economic opportunities.

- Youth

Affirmative action for youth representation at all levels of governance is guaranteed by law. However, the incentive structure obtaining in local politics distorts the behavior of youth representative thereby constraining the effectiveness of the representation that must provide. One of these incentives is the common practice of ‘horse trading’, a modality which the youth representative is forced to adopt so as to survive and become significant in the local legislative body.

c) Mechanisms present to create accountability

- Electoral process which is equal and universal as guaranteed in the Constitution and laws

The electoral process, no matter how imperfect right now, is the best mechanism present in local democracy to create accountability. However, there is a need to raise the level of political maturity among the constituents and the value they ascribe to the ballot. In the case of Iloilo City, the constituents are more politically aware because of the presence of a robust media, high level education, infrastructure for communication and an environment for competition.

- Political party

Political parties in the Philippines thrive during elections but wane afterwards. Political party system is a mechanism that can create accountability among elected officials by enforcing standards of party discipline.

- Recall, initiative and referendum

Citizens can resort to the mode of recall in between elections to compel an elective official to submit himself or herself to a special election. While this is guaranteed by law, it is rarely resorted to by the constituents. This must be because the process is tedious, costly and impractical due to limited tenure of the local elective positions (i.e., three years), not to mention the fact that the people themselves lack the capacity to mobilize, organize, and secure the necessary resources for the recall to prosper.

- Consultation process as required under the law

The process of consultation in various forms, such as Baranggay Assembly, public hearings, local special bodies, is required under the law. It is available right now for people to compel their elected representatives to account for the disposal of their duties and responsibilities. However, these mechanisms are underutilized, and at present, has become a mechanism of political leadership to public bragging.

3 CONCLUSION

3.1.1 The case study assessed how democratic the system of decentralized local governance actually works in practice. Specifically, it examined how representation, participation, accountability and responsiveness as the core values of local democracy are demonstrated in the formal institutions of representative government at the local level. It also identified factors facilitates or constrains the realization of the ideals of a truly democratic institution of governance. The key in enhancing local democracy is to strengthen those factors that have been identified as facilitating or promoting democratic ideals and values; and to diminish or remove those factors that are constraining it.

3.1.2 It has been recognized throughout this study that local democracy occurs in a wider and dynamic context of socio-economic, political, cultural, historical and legal and administrative factors. An environment that enables local democracy to flourish is characterized by:

- A truly decentralized governance, not just in terms of forms and policies as provided under the Local Government Code of 1991, but moreso in really decentralizing political and economic powers which remains heavily centralized right now, as manifested in the centralized control of resources by the government designed to serve the dual purpose of wealth redistribution to consolidate power and to serve the interest of an oligarchy.
- Empowered local constituency and its government which, despite the devolution of functions by the central government, remain dependent for resources and power for autonomous self-governance.
- Equal economic and political opportunities, by breaking monopolies and elitism.
- Educate the constituency to develop their political maturity and sense of a collective or being a people, which when sustained leads to regaining political power, the opening of doors to new comers, and the fading away of patronage politics.

3.1.3 The challenge is to make all these happen and the catalyst is a strong political and a moral and just leadership.

ANNEX 2-A (a)

ASSESSMENT TOOL ON THE CITY GOVERNMENT

POLITICAL REPRESENTATION: The system that provides for the selection and authorization of participants to decision-making at the highest level of government through the election process for the purpose of determining policies and programs for the common good of the society.

Areas of Concern	Indicators	Respondent	Questions
A. SELECTION STAGE			
Representativeness of the base of selection of candidates	Selection base (broadness or narrowness)	<ul style="list-style-type: none"> Mayor Head of Political Parties (administration and dominant opposition parties) 	<ul style="list-style-type: none"> What factors did your political party consider in the selection of prospective candidates? <ul style="list-style-type: none"> - endorsed by the people - support and resources provided
		- do -	<ul style="list-style-type: none"> How did the structure of your constituency affect your choice of candidates? (e.g., demography, economic, institutional structure, voting strength)
		- do -	<ul style="list-style-type: none"> How did you identify your candidates? Where did you get your candidates?
	Political pedigree	Mayor	<ul style="list-style-type: none"> What influenced or inspired you to run for public office?
	Nominating influence in the selection of candidates	<ul style="list-style-type: none"> Mayor Head of Political Parties (administration and dominant opposition parties) 	<ul style="list-style-type: none"> How were the candidates of your political party nominated? Who decided on the nomination of the candidates of your political party? What were the reasons considered by your political party in deciding on the nominations <ul style="list-style-type: none"> - by the national party - through arbitration by the party - through sponsorship - through convention, caucus
Level of Political Maturity	Political orientation (program or personality based)	<ul style="list-style-type: none"> Mayor Vice Mayor Members of the Sanggunian Panlungsod 	<ul style="list-style-type: none"> How do you characterize the politics in your locality? (i.e., if local politics is personality- or program-based) How important is personality vis-à-vis program in local politics? Which one prevails? Why?
	Congruence of platform with expressed interests of the constituency	<ul style="list-style-type: none"> Mayor Head of Political Parties (administration and dominant opposition parties) Members Sangguniang Panglungsod (Majority and Minority Floor Leaders) 	<ul style="list-style-type: none"> How did you craft your campaign platform? <ul style="list-style-type: none"> - Did you carry the platform of a national party? If yes, did you localize it? How? - What issues and concerns did you raise in your campaign?

Areas of Concern	Indicators	Respondent	Questions
	Competency of the candidates	<ul style="list-style-type: none"> Mayor Members Sangguniang Panglungsod (Majority and Minority Floor Leaders) 	<ul style="list-style-type: none"> Given your background, in what ways do you intend to serve your constituency? How was this considered in your inclusion in the slate of the party?
B. AUTHORIZATION STAGE			
Susceptibility to influence		Political party	<ul style="list-style-type: none"> What are your concerns on the appointment of your City Election Officer? How would you rate him? Are you aware of any attempt to influence the Election Officer? What improvements can you suggest to ensure the independence of the Local Election Officer? Given your respective roles, how do you ensure that the Election Officer and/or the Citizens arm will remain independent during the election?
Integrity of the voters list	Accuracy of the voters' list	Political party	<p><u>Preparation of the Voters List</u></p> <ul style="list-style-type: none"> During the last election, did you find any irregularity in the voters' list? What are those? What do you think caused it? Did it substantially affect the result of the election? Are you aware of any measures taken to address the problems that you have identified? What are those? How can we improve the preparation and of the voter's list in future elections? <p><u>Use of the Voters List</u></p> <ul style="list-style-type: none"> Are you aware of any instances where the voters list are used to manipulate the voters? What measures do you propose to prevent said manipulation?
Ensuring Level Playing Field to Run for Public Office	Equality of opportunity to run for public office	Political Party	<ul style="list-style-type: none"> What are the different legal and extra-legal schemes leveled against you by your political rivals during the last election? What factors in the environment encouraged the use of legal and extra legal means to tip the balance of the election? What measures do you think should be introduced to ensure a level playing field?
Articulation of Issues and Concerns	Openness of arena for articulation	Head of Political Parties, Mayor,	<ul style="list-style-type: none"> Are there enough arena afforded you to articulate your campaign platform? What were the hindrances that prevented you from campaigning?
Vote Buying	Objectivity of Voters	Head of Political Parties	<ul style="list-style-type: none"> What forms of manpower recruitment did you undertake during the election period? What other measures did you undertake to influence votes in your favor?

Areas of Concern	Indicators	Respondent	Questions
Integrity of Board of Election Inspectors	Conduct of the members of the BOI	Head of Political Parties	<ul style="list-style-type: none"> Have you observed any biases of the members of the BOI during the casting and canvassing of votes
	Regularity in the preparation of election documents	Head of Political Parties	<ul style="list-style-type: none"> Have you observed any irregularity in the preparation of election documents? What are these?
Fairness and speediness of the disposition of election protest cases	Efficiency of the relief mechanism	Head of Political Parties	<ul style="list-style-type: none"> Has your party filed any protests during previous elections? What are these? What is the status of these protests? What problems did you encounter in presenting and resolving those cases? How do you assess the practicability of the available process mechanisms? What measures do you propose to improve the disposition of election protest cases?
C. ACTUALIZATION STAGE			
Distribution of Power	Transparency and fairness in the assignment of Committees	Members of the Sangguniang Panlungsod (majority and minority floor leaders)	<ul style="list-style-type: none"> What factors were considered in Committee assignments? How were the decisions on the assignment made? Who makes the decision? How were the sector representatives in the Sangguniang nominated and selected? Who makes the selection?
Responsiveness of Program of Gov't	Translation of campaign platform into government program priorities	Mayor	<ul style="list-style-type: none"> How did you translate your campaign commitments into your action program? What difficulties are you encountering in fulfilling your commitments?
Responsiveness of the Legislative Agenda	Compatibility of the agenda with campaign commitments	Members of the Sangguniang Panlungsod (majority and minority floor leaders) Mayor, Vice-Mayor	<ul style="list-style-type: none"> How did you translate your campaign commitments into your action program? What was the process you undertook in formulating your agenda? What is the status of your legislative agenda?
	Harmony of the legislative agenda with the executive agenda	- do -	<ul style="list-style-type: none"> How has the Sanggunian supported the executive agenda of the Mayor? and vice-versa
Translating Agenda into Local Legislations	% of agenda translated into actual ordinances	Mayor, Vice-Mayor Members of the Sangguniang Panlungsod (majority and minority floor leaders)	<ul style="list-style-type: none"> What ordinances have been passed? What interests, issues and concerns did these ordinances catered to? Who were benefited from these? What problems do you experience in passing legislations? How do you rate your overall performance in translating your campaign commitments and executive agenda into legislations?

Areas of Concern	Indicators	Respondent	Questions
D. DEMOCRATIZATION AND INSTITUTION-BUILDING			
Socio-Economic and Cultural Factors	Active and conscientious involvement in political processes	Mayor, Vice Mayor, Members of the Sanggunian	<ul style="list-style-type: none"> How do you characterize the constituency in this LGU in term of their participation in the political processes? (Active or passive?) How do the citizenry receive and respond to the various issues and concerns that have been discussed? To what socio-economic or cultural factors can you attribute this level of involvement and attitude? What measures can be introduced to alleviate the situation? To strengthen the capacity of the constituency to get involved? How do you perceive your role in this? What steps have you taken toward strengthening the capacity of the constituency

POLITICAL PARTICIPATION (Citizen's involvement in the decision-making): The system comprised of formal and informal mechanisms, that enables the citizenry to be consulted, to influence decision-making, and to monitor performance of governance at all institutional levels of the government.

Areas of Concern	Indicators	Respondent	Questions
A. CONSULTATION			
Functionality	Openness to political participation	<ul style="list-style-type: none"> City Administrator, Planning Officer Members of the Sangguniang Panlungsod (majority and minority floor leaders) Mayor 	<ul style="list-style-type: none"> Is there a formal directive from the leadership to involve the organized citizenry into policy making, program planning and implementation? What are the mechanisms in place for consultations? Formal and informal? How do you encourage the citizenry to participate in the consultation process? What support programs do you implement to build the capacity of the citizenry to organize? Do you ensure that all sectors concerned are properly represented in the consultation process?
Importance	Usefulness and value of consultation	<ul style="list-style-type: none"> City Administrator Planning Officer Members of the Sangguniang Panlungsod (majority and minority floor leaders) Mayor 	<ul style="list-style-type: none"> How important do you think is the participation of organized citizenry in policy making and program design and implementation? How do the results of the consultation feed into policy formulation and program design an implementation? What constraints have you experienced in undertaking consultation? In what ways do you plan to address these constraints?

Areas of Concern	Indicators	Respondent	Questions
B. INFLUENCING DECISION-MAKING			
Capacity	Strength and effectiveness of organized citizenry to influence decision making	<ul style="list-style-type: none"> Mayor, Members of Sanggunian Panlungsod 	<ul style="list-style-type: none"> What is your perception of the motives and goals/purposes of the interest or pressure groups in you locality? How do these groups influence your decision making? How do you see the present capability and influence of the interest and pressure groups in local governance? What support have you provided to improve the capacity of these organization? What constraints do you see in developing their capacity?
C. PERFORMANCE MONITORING			
Transparency	Availability of and access to performance information	<ul style="list-style-type: none"> Mayor, Members of the Sanggunian Panlungsod City Administrator 	<ul style="list-style-type: none"> What is the policy of the city government in public disclosure? What info is made public and what is made confidential? In what ways do you make information about the city government's programs and projects available to your constituency? What information do you make available to the public? What are the usual contents of this information?
Functionality	Availability and usefulness of mechanisms to monitor and assess performance	<ul style="list-style-type: none"> Mayor, Members of the Sanggunian Panlungsod 	<ul style="list-style-type: none"> What performance monitoring systems or mechanisms have you installed in your local government? How do these work? What are the strengths and weaknesses of these systems? What improvements can be made? In what ways do you utilize these mechanisms in the performance of your duties and responsibilities?

POLITICAL ACCOUNTABILITY: The system that enables the citizenry to compel public officials to answer to them on the disposal of their powers and discharge of their duties

Areas of Concern	Indicators	Respondent	Questions
A. Effectiveness of Available Mechanisms	Achievement of Desired Outcome	<ul style="list-style-type: none"> Mayor, Vice Mayor, Sangguniang members 	<ul style="list-style-type: none"> How effective are these mechanisms in compelling accountability? What are the strength and weaknesses of these mechanisms? How can we improve the effectiveness of these mechanisms?
B. Disposition of Public Officials	Awareness of Accountability	<ul style="list-style-type: none"> Mayor, Vice Mayor Sangguniang members 	<ul style="list-style-type: none"> What do you think is your accountability to your political party? to the present administration? To the higher officials? To other local government officials? To your constituency? Are there any conflicts in performing your accountability with each of these groups? Can you instances?

Areas of Concern	Indicators	Respondent	Questions
	Capacity of Public Officials	<ul style="list-style-type: none"> Mayor, Vice Mayor Sangguniang members 	<ul style="list-style-type: none"> How are you able to manage these conflicts? What constraint you in delivering your commitments to these different groups? How do you clarify or delineate your accountabilities with each of these groups? How do you achieve harmony on each of these accountabilities?
	Willingness and Readiness to Public Scrutiny	<ul style="list-style-type: none"> Mayor, Vice Mayor, Sangguniang members, Barangay Council members 	<ul style="list-style-type: none"> Do you see the election as an effective mechanism in making public officials accountable to the people? Responsive to the people? What other mechanisms are in place to enable people to scrutinize public officials?

ANNEX 2-A (b)

ASSESSMENT TOOL ON THE BARANGAY

POLITICAL REPRESENTATION: The system that provides for the selection and authorization of participants to decision-making at the highest level of government through the election process for the purpose of determining policies and programs for the common good of the society.

Areas of Concern	Indicators	Respondent	Questions
A. SELECTION STAGE			
Representativeness of the base of selection of candidates	Selection base (broadness or narrowness)	<ul style="list-style-type: none"> Winning Barangay Captain Losing Brgy Capt. candidate 	<ul style="list-style-type: none"> Did you present yourself as a candidate for Barangay Chairman? If yes, whose initial support did you solicit for your candidacy? If not, who encouraged or convinced you to run for the position? Did you choose and formed your slate of candidates? If yes, How did you identified your candidates? Where did you get your candidates? If not, who chose and formed your slate?
	Family background	<ul style="list-style-type: none"> Barangay Captain Brgy Council members 	<ul style="list-style-type: none"> - Are you the first member of the family by consanguinity or affinity who became a barangay official? Any candidate who run for public office? Has there been anyone in your family who was actively involved in any capacity in politics?
	Internal and external influence in the selection of candidates	- do -	<ul style="list-style-type: none"> What community and outside factors were considered in the selection of candidates?
Level of Political Maturity	Political orientation	- do -	<ul style="list-style-type: none"> What do you think is the kind of leadership that your barangay requires? What approach do you adopt to gain support from your constituency? What do you think are the critical requirements in winning the election or gaining support from your constituent? What do you think are the expectations of your constituency from you?
Importance of institutional indifference or non-interference on the selection of candidates	partisanship	- do -	<ul style="list-style-type: none"> Do you think institutions play a significant role in the selection of candidates in barangay elections? What support did you got from any political party? from any personality? Or from any influential group? How is the non- partisan character of the barangay election preserved and maintained?

Areas of Concern	Indicators	Respondent	Questions
B. AUTHORIZATION STAGE			
Voters Mobilization	Margin of votes	- do -	<ul style="list-style-type: none"> How many voted in the last election? What percentage of the vote did you get? What about the votes of your opponents?
Undue influence on the electorate	Untoward incidents of vote buying, threats, harassment	- do -	<ul style="list-style-type: none"> Has there been any untoward incidents in your barangay which have influenced the results of your election?
Voters Preference	Critical factors in electing candidates	- do -	<ul style="list-style-type: none"> What makes your platform different from the other candidates? What commitments and promises do you think made you win during the last election? What spelled the difference among the candidates, which made you win in the last election?
Acceptability of election outcome	Reconciliation of candidates	- do -	<ul style="list-style-type: none"> How would you describe the process of the past election? Were the candidates adversarial or cooperative to each other? How would you describe your present relationship with the defeated candidates during the last election? Why? Are they involve in the formulation of a unified community agenda? If they are not, what political actions are they presently taking for or against you? How do you win the supporters of the losing candidates?
C. ACTUALIZATION STAGE			
Inclusiveness	Team Composition	<ul style="list-style-type: none"> Barangay Captain Brgy Council members 	<ul style="list-style-type: none"> How did you structured your barangay organization? e.g. committee assignments Are all interests properly represented in the barangay council?
Responsiveness of the Legislative Agenda	Compatibility of the agenda with campaign commitments	- do -	<ul style="list-style-type: none"> How did you translate your campaign commitments into your action program? What was the process you undertook in formulating your agenda? What is the status of your legislative agenda?
	Harmony of the legislative agenda with the executive agenda	- do -	<ul style="list-style-type: none"> How has the Sanggunian Barangay supported the executive agenda of the Barangay Council? and vice-versa

Areas of Concern	Indicators	Respondent	Questions
Translating Agenda into Local Legislations	% of agenda translated into actual ordinances	- do -	<ul style="list-style-type: none"> What ordinances have been passed? What interests, issues and concerns did these ordinances catered to? Who were benefited from these? What problems do you experience in passing legislations? How do you rate your overall performance in translating your campaign commitments and executive agenda into legislations?
Responsiveness of Programs and Projects	Satisfaction of the general citizenry	- do -	<ul style="list-style-type: none"> How accessible are the elected barangay officials to the people? How do they respond to local problems? How popular and accessible are the services they are providing? What local issues and concerns have not been addressed so far by the present local administration?
Relationship with Higher Officials and the Elite	Degree of influence of certain sectors on barangay governance	-do-	<ul style="list-style-type: none"> How do you relate with the elected City Officials? With the Congressman of district where your barangay is situated? What influence do they exert in terms of the barangay policies and programs you carry? How important is your relationship with the elected City Officials? What other groups in your barangay exert influence on your decision making? (e.g. economic elite, religious groups, cause-oriented groups)
D. DEMOCRATIZATION AND INSTITUTION-BUILDING			
Socio-Economic and Cultural Factors	Active and conscientious involvement in political processes	- do -	<ul style="list-style-type: none"> How do you characterize your constituency in term of their participation in the political processes? (Active or passive?) How do the citizenry receive and respond to the various issues and concerns that have been discussed? To what socio-economic or cultural factors can you attribute this level of involvement and attitude? What measures can be introduced to alleviate the situation? To strengthen the capacity of the constituency to get involved? How do you perceive your role in this? What steps have you taken toward strengthening the capacity of the constituency

POLITICAL PARTICIPATION (Citizen's involvement in the decision-making): The system, comprised of formal and informal mechanisms, that enables the citizenry to be consulted, to influence decision-making, and to monitor performance of governance at all institutional levels of the government.

Areas of Concern	Indicators	Respondent	Questions
A. CONSULTATION			
Availability of consultation mechanisms	Presence of implementing measures or mechanisms	-do-	<ul style="list-style-type: none"> Do you consult with your constituents? How often? On what matters? What mechanisms have been employed? On what issues and concerns? Under what circumstances?
Importance	Usefulness and value of consultation	-do-	<ul style="list-style-type: none"> How important do you think is the participation of the community in resolving community concerns and problems? What constraints have you experienced in undertaking consultation? In what ways do you plan to address these constraints?
B. INFLUENCING DECISION-MAKING			
Sensitiveness to manifested influences from the constituency	Degree of constituency influence on decision making	-do-	<ul style="list-style-type: none"> How are your decisions influenced by your constituency? Is there a particular group or sector in your community that exert pressure/influence on your decision making? How do you see the present capability and influence of the community in manifesting their interest in baranggay governance? Do you have organized groups among your constituency that are active in baranggay affairs? How substantial is their influence in the Baranggay Council? What efforts have you undertaken to build the capacity of your constituency to participate in baranggay affairs?
C. PERFORMANCE MONITORING			
Availability of mechanisms for performance or satisfaction rating	Presence and significance of performance monitoring mechanisms		<ul style="list-style-type: none"> What are the legal mechanisms in place to ensure the dissemination of information (e.g., baranggay assemblies)? How effective are these mechanisms? How many baranggay assemblies have you conducted? How important are the baranggay assemblies? What other mechanisms have you set up for the purpose of reporting to the people the performance of the baranggay and getting feedback from them? Do you allow yourself to be assessed periodically by your constituency? How is this done? Under what forum? What importance do you place on performance monitoring? How do you address complaints or dissatisfaction from them?

POLITICAL ACCOUNTABILITY: The system that enables the citizenry to compel public officials to answer to them on the disposal of their powers and discharge of their duties

Areas of Concern	Indicators	Respondent	Questions
Disposition of Baranggay Officials	Sense of accountability	Sangguniang Baranggay	<ul style="list-style-type: none"> What is your general understanding of your accountability to you constituency? How important to you is your accountability to your constituency? Why did you say so? What external pressures do you experience which affect your accountability to your constituency? What constraints do you experience in delivering your commitments to your constituency?
	Responsiveness to constituency		<ul style="list-style-type: none"> How do you manifest your accountability to your constituency?
Effectiveness of Available Mechanisms	Achievement of Desired Outcome	-do-	<ul style="list-style-type: none"> What measures/mechanisms did you institute to enable the constituency to enforce accountability? How effective are these mechanisms in compelling accountability? What are the strength and weaknesses of these mechanisms? How can we improve the effectiveness of these mechanisms? What are the critical factors that you consider in ensuring your reelection? Why?
Capacity of the Citizenry		-do-	<ul style="list-style-type: none"> What measures or mechanisms have the citizenry utilized to compel you to account for your actions? How effective are these measures in compelling you to act properly? Can you describe the general strength and weakness of your citizenry in compelling public officials to act properly? What measures may be put in place in further strengthen the capacity of the citizenry to enforce accountability?

ANNEX 2-A (c)

ASSESSMENT TOOL ON THE SANGGUNIANG KABATAAN

POLITICAL REPRESENTATION: The system that provides for the selection and authorization of participants to decision-making at the highest level of government through the election process for the purpose of determining policies and programs for the common good of the society.

Areas of Concern	Indicators	Respondent	Questions
A. ORGANIZATION			
Basis and strength of the organization	Membership and resources		<ul style="list-style-type: none"> How is the Katipunan ng Kabataan organized in your barangay? How is the membership of the KK determined? What is the registration process? Who manages the process? How often is it updated? How many are registered? How many are active? How active are the members of the Katipunan ng Kabataan? How much is the youth population of the barangay? How are resources or logistics requirements of the KK provided? How do you operate as an organization?
Significance	Roles and goals		<ul style="list-style-type: none"> What are your roles and goals? What are your vision, mission and values?
B. SELECTION STAGE			
Democracy in the nomination process	Nominating influence in the selection of candidates		<ul style="list-style-type: none"> What was the process involved in nominating candidates for the election? What are the factors considered in the selection of candidates? What influenced or inspired you to run for public office? What was the participation of any political figure or groups in the nomination of the candidates? Did you organized a group to support and manage your candidacy? What external support has been provided to you? By whom?
Basis of Campaign Agenda	Congruence of platform with youth concerns		<ul style="list-style-type: none"> How did you craft your campaign platform? What issues and concerns did you raise in your campaign? What was the participation of any political figure or group in formulating your campaign platform?
Importance of institutional support	Acceptability among influential institutions in the locality		<ul style="list-style-type: none"> Did you get any endorsement or support from any organized group? Was this solicited by you?

Areas of Concern	Indicators	Respondent	Questions
C. AUTHORIZATION STAGE			
Integrity of the election process			<ul style="list-style-type: none"> How was the election for the SK in your barangay conducted? Who administers the election process? Who finances the election? What was the voters' turnout? Where there any untoward incident to disrupt or influence the conduct of the election?
Acceptability of election Outcome	Complaints or protests filed		<ul style="list-style-type: none"> Is the result of the election acceptable to all? Were there any complaints or protests filed? How were the complaint or protests handled and resolved?
D. ACTUALIZATION STAGE			
<u>SANGGUNIANG KABATAAN</u>			
Responsiveness of Program of Gov't	Translation of campaign platform into government program priorities		<ul style="list-style-type: none"> How did you translate your campaign commitments into your action program? What difficulties are you encountering in fulfilling your commitments?
Relationship of SK with the Sangguniang Barangay	Cooperation between SK and SB?		<ul style="list-style-type: none"> How would you describe the relationship of the SK with the SB? How do you interact with them? What support do you get from the SB? How are you influenced by the SB? What is expected of you by the SB? Has there been any specific function or concerns delegated to you by the SB?
<u>SANGGUNIANG BARANGAY</u>			
Adequacy of Representation of the SK in the SB	Effectiveness of SK Chairman in the SB		<ul style="list-style-type: none"> What is the agenda that you carry in the SB? What do you think is your distinctive role in the SB? What programs do you bring up to the SB? What support do you need from the SB? Are you given sufficient opportunities to present your agenda in the SB? Why and why not?

Areas of Concern	Indicators	Respondent	Questions
<u>PEDERASYON NG SK</u>			
Democracy in the selection of the President of the Federasyon ng Sangguniang Kabataan	Nominating influence in the selection of candidates		<ul style="list-style-type: none"> What was the process involved in nominating candidates for the election? What are the factors considered in the selection of candidates? What influenced or inspired you to run for public office? What was the participation of any political figure or groups in the nomination of the candidates? What external support have been provided to you? By whom?
	Acceptability among influential institutions in the locality		<ul style="list-style-type: none"> Did you get any endorsement or support from any organized group? Was this solicited by you?
<u>SANGGUNIANG PANLUNGSOD</u>			
Adequacy of Representation of the Pederation of the SK in the SPanlungsod	Effectiveness of President of the Pederasyon of the SK in the SP		<ul style="list-style-type: none"> What is the agenda that you carry in the SP? What do you think is your distinctive role in the SP? What programs do you bring up to the SP? What support do you need from the SP? Are you given sufficient opportunities to present your agenda in the SP? Why and why not?
Power of the President of the Federasyon ng SK	Extent of influence		<ul style="list-style-type: none"> What is your power over all the SKs in the city? What influence do you have over all the SKs? What resources do you have to support the programs of the Pederasyon? Do you perceive your present position as an entry point to mainstream politics?

POLITICAL PARTICIPATION (Citizen's involvement in the decision-making): The system, comprised of formal and informal mechanisms, that enables the citizenry to be consulted, to influence decision-making, and to monitor performance of governance at all institutional levels of the government.

Areas of Concern	Indicators	Respondent	Questions
A. CONSULTATION			
Functionality	Active involvement in the	Chairman and Members of the SK	<ul style="list-style-type: none"> Do you convene and consult the Katipunan ng Kabataan on the programs and projects of the SK? Do you and convene and consult the Katipunan ng Kabataan on proposed legislative measures in the SB and SP? What is the process of consultation done? How was the participation of the members of the KK?

Areas of Concern	Indicators	Respondent	Questions
			<ul style="list-style-type: none"> What mechanisms are present and utilized to elevate the concerns of the youth? Is your organizational set-up an effective mechanism for consultation: (a) top-down (b) bottom-up?
Importance	Usefulness and value of consultation		<ul style="list-style-type: none"> How do you value consultation with your constituency in crafting legislative proposals in the SB and SP? How often and to what extent do you utilize the institutional mechanisms available to you for consultation?
B. INFLUENCING DECISION-MAKING			
Conscientiousness	Awareness of the special/peculiar role and interests given them	Youth Representative in the SB and SP	<ul style="list-style-type: none"> What is the mandate given to you by the youth in your locality (barangay or city, whichever applies)? How do you exercise your mandate in making decision? What are the difficulties that you experience in performing your mandate? What steps or measures have you undertaken to overcome these difficulties?
		Chairmen and Members of the SK	<ul style="list-style-type: none"> What initiatives have you undertaken to influence your representative in the SB and SP? Other elected officials to address youth concerns? How receptive is the SB and SB in responding to your initiatives? Do you get adequate support from the other sectors in your locality?
Capacity	Strength and effectiveness of the SK/PSK in to influence decision making		<ul style="list-style-type: none"> What steps and measures have you initiated to influence decisions of SB and SP? What legislations have you proposed? What has been passed? How did you muster support for these initiatives from the youth constituency and from the local legislators? What are the strengths and weakness of the SK? Why? In what ways are you addressing gaps or weakness in your capacity? Do you think you have substantial influence in your local government at present? Why do you say so?
C. PERFORMANCE MONITORING			
Transparency	Availability of and access to performance information		<ul style="list-style-type: none"> In what ways do you make information about the SK's programs and projects available to the youth? What steps do you undertake to get adequate information from your representative in the SB and SP and from other local government officials on their performance?

Areas of Concern	Indicators	Respondent	Questions
Functionality	Availability and usefulness of mechanisms to monitor and assess performance		<ul style="list-style-type: none"> What performance monitoring systems or mechanisms have you installed? How do these work? What are the strengths and weaknesses of these systems? What improvements can be made? In what ways do you utilize these mechanisms in the performance of your duties and responsibilities?

POLITICAL ACCOUNTABILITY: The system that enables the citizenry to compel public officials to answer to them on the disposal of their powers and discharge of their duties

Areas of Concern	Indicators	Respondent	Questions
Disposition of SK Officers	Awareness of Accountability	SK Representative in the SB and SP Chairmen and Members of the SK	<ul style="list-style-type: none"> What do you think is your accountability to the youth sector? To those who elected you to the post? Who can compel you to answer for the discharge of your powers and duties?
	Willingness and Readiness to Public Scrutiny	-do-	<ul style="list-style-type: none"> Do you see the election as an effective mechanism in making you accountable and responsive? What other mechanisms are in place to enable the youth to scrutinize you? Do you convene the members of the PSK to report on your accomplishments and to get their feedback? How often?
Capability of the SK	Ability to enforce internal accountability	SK Chairmen	<ul style="list-style-type: none"> How do you make you Representative in the SP accountable?
		Chairmen and Members of the SK	<ul style="list-style-type: none"> How are you made accountable by the Katipunan ng Kabataan?
	Ability to make public officials accountable	SK Representative in the SB and SP Chairmen and Members of the SK	<ul style="list-style-type: none"> What activities do you undertake during election to move the youth as unified force to effectively make a public official accountable? What steps or measures have you undertaken to compel your public officials to account?
Effectiveness of Available Mechanisms	Achievement of Desired Outcome	-do-	<ul style="list-style-type: none"> How effective are the internal mechanisms of SK in compelling accountability? What are the strength and weaknesses of these mechanisms? How can we improve the effectiveness of these mechanisms? How do you utilize your internal mechanisms to make other public officials accountable? What are the strength and weaknesses of these mechanisms? How can we improve the effectiveness of these mechanisms?

ANNEX 2-A (d)

ASSESSMENT TOOL ON NON-GOVERNMENT ORGANIZATIONS

POLITICAL REPRESENTATION: The system that provides for the selection and authorization of participants to decision-making at the highest level of government through the election process for the purpose of determining policies and programs for the common good of the society.

Areas of Concern	Indicators	Respondent	Questions
A. SELECTION STAGE			
Representativeness of the selection base	Inclusiveness of choices	NGOs, POs, (Media, VGs, Sectors) Resource Person from the Academe	<ul style="list-style-type: none"> Is the mix of candidates acceptable to the majority of the people? Do you feel you had enough choices to select the best candidate who will represent you in the local government? Were all sectors of society included in the selection of the candidates by political parties? How are the marginalized groups considered in the selection process of the parties?
		NGOs, POs, (Media, VGs, Sectors) Resource Person from the Academe Representative from the Religious Groups	<ul style="list-style-type: none"> Who are the existing and emerging prominent personalities in politics in your locality? How popular are each one of them? How do you characterize the politics in your locality? (i.e., if local politics is personality- or program-based) How important is personality vis-à-vis program in local politics? Which one prevails? Why?
Importance of institutional support	Acceptability among influential institutions in the locality	NGOs, POs, (Media, VGs, Sectors) Resource Person from the Academe Representative from the Religious Groups	<ul style="list-style-type: none"> Did you (i.e., the institution you represent) endorse any particular candidate or party during the last election? Why? Was this solicited from you by the concerned candidate or party?
B. AUTHORIZATION STAGE			
Susceptibility to influence	Level of independence of the Local Election Officer	Local Election Officer	<ul style="list-style-type: none"> How and when were you assigned in your current post? (Are you a resident of the LGU where you are posted?) How did you got your present assignment? How do you safeguard your independence?
		Citizen's arm NGOs, POs	<ul style="list-style-type: none"> What are your concerns on the appointment of your City Election Officer? How would you rate him? Are you aware of any attempt to influence the Election Officer? What improvements can you suggest to ensure the independence of the Local Election Officer? Given your respective roles, how do you ensure that the Election Officer and/or the Citizens arm will remain independent during the election?

Areas of Concern	Indicators	Respondent	Questions
Integrity of the voters list	Accuracy of the voters' list	Citizen's arm NGOs, POs	<p><u>Preparation of the Voters List</u></p> <ul style="list-style-type: none"> During the last election, did you find any irregularity in the voters' list? What are those? What do you think caused it? Did it substantially affect the result of the election? Are you aware of any measures taken to address the problems that you have identified? What are those? How can we improve the preparation and of the voter's list in future elections? <p><u>Use of the Voters List</u></p> <ul style="list-style-type: none"> Are you aware of any instances where the voters list are used to manipulate the voters? What measures do you propose to prevent said manipulation?
Ensuring Level Playing Field to Run for Public Office	Equality of opportunity to run for public office	Citizens' Arm NGOs, POs	<ul style="list-style-type: none"> What is your role in ensuring a level playing field in the election? How did the performance of your role contributed to ensuring a level playing field? What do you think are needed to improve your capacity to perform your role?
Effectiveness of Info Campaign	Increased awareness among the electorate, candidates and political parties on responsible election	NGOs, POs	<ul style="list-style-type: none"> Is the citizenry capable of making an educated choice of candidates during the past elections? Why? Is the info campaign of the local COMELEC effective to promote awareness among the citizenry? Why? What measures do you suggest to improve the awareness and capacity of the voters to have an educated choice of candidates?
Articulation of Issues and Concerns	Openness of arena for articulation	media, civic groups (Rotary)	<ul style="list-style-type: none"> Did you sponsor any events to provide candidates an opportunity to present their campaign platform?
Vote Buying	Objectivity of Voters	NGOs, POs	<ul style="list-style-type: none"> Where there means employed to facilitate voting for certain constituents?
Freedom to exercise right of suffrage	Unusual methods employed to taint votes	NGOs, POs	<ul style="list-style-type: none"> What factors that constrained the citizenry experienced in casting their votes?
Integrity of Board of Election Inspectors	Conduct of the members of the BOI	Citizens arm	<ul style="list-style-type: none"> Have you observed any biases of the members of the BOI during the casting and canvassing of votes

Areas of Concern	Indicators	Respondent	Questions
	Regularity in the preparation of election documents	Citizens arm	<ul style="list-style-type: none"> Have you observed any irregularity in the preparation of election documents? What are these?
Transparency of the election process	Openness to the public	Citizens' Arm	<ul style="list-style-type: none"> Were you present throughout the conduct of the election at all stages (counting to canvassing) and at all levels (precinct to city)? Up to proclamation? Were you given copies of the election documents that you are entitled to? Were there attempts to exclude you from participating in the process? Was the election conducted in an area open to the public? Were there attempts to conceal the election process? How important is your role in ensuring clean and honest measures? Despite your presence, are you aware of any electoral fraud that may have been committed? At what stage and at what level? Why? What measures do you recommend to prevent said electoral fraud?
Acceptability of Election Outcome	Recognition of the winning candidates	NGOs, POs	<ul style="list-style-type: none"> What is your opinion about the result of the last election? Were there any attempts to reverse the results of the election? What are these attempts? Were there pressures from the higher levels of government to reverse the election outcome? Were the legal mechanisms utilized to uphold or frustrate the outcome of the election? What are these?
C. ACTUALIZATION STAGE			
Distribution of Power	Inclusiveness of the Sanggunian	NGOs, POs	<ul style="list-style-type: none"> Are all sectors properly represented? Who are included? Excluded? Why? Does it tend to exclude the marginalized groups in the locality? Why?
Responsiveness of Programs and Projects	Satisfaction of the general citizenry	NGOs, POs	<ul style="list-style-type: none"> How accessible are the elected officials to the people? How do they respond to local problems? How popular and accessible are the services they are providing? What local issues and concerns have not been addressed so far by the present local administration?
D. DEMOCRATIZATION AND INSTITUTION-BUILDING			
Socio-Economic and Cultural Factors	Active and conscientious involvement in political processes	NGOs, PO	<ul style="list-style-type: none"> How do you characterize the constituency in this LGU in term of their participation in the political processes? (Active or passive?) How do the citizenry receive and respond to the various issues and concerns that have been discussed? To what socio-economic or cultural factors can you attribute this level of involvement and attitude?

Areas of Concern	Indicators	Respondent	Questions
			<ul style="list-style-type: none"> What measures can be introduced to alleviate the situation? To strengthen the capacity of the constituency to get involved? How do you perceive your role in this? What steps have you taken toward strengthening the capacity of the constituency

POLITICAL PARTICIPATION (Citizen's involvement in the decision-making):L The system, comprised of formal and informal mechanisms, that enables the citizenry to be consulted, to influence decision-making, and to monitor performance of governance at all institutional levels of the government.

Areas of Concern	Indicators	Respondent	Questions
A. CONSULTATION			
Importance	Usefulness and value of consultation	NGOs, POs	<ul style="list-style-type: none"> How do you perceive the importance of your involvement in the consultation process? Do you think your inputs are actually utilized in policy formulation and program design and implementation? Why or why not? In ways can we improve the effectiveness of the consultation process?
B. INFLUENCING DECISION-MAKING			
Conscientiousness	Advocacy pursued and supported by the citizenry	NGOs, POs	<ul style="list-style-type: none"> What initiatives have you undertaken to influence elected officials to address your concerns? How receptive is the city government in responding to your initiatives? How do the citizenry respond to your initiatives? Do you get adequate support from the grassroots?
		NGOs, POs	<ul style="list-style-type: none"> How organize are the different sectors of the local constituency? What are the strengths and weakness of the organized groups? Why? In what ways are you addressing gaps or weakness in your capacity? Do you think you have substantial influence in your local government at present? Why do you say so? What constraints do you see in building your capacity to influence decision making? How do you plan to overcome these constraints?
C. PERFORMANCE MONITORING			
Transparency	Availability of and access to performance information	NGOs, POs	<ul style="list-style-type: none"> Do you feel you have adequate information to make an assessment on the performance of your local government officials? What types of information is made available to you to determine the performance of your local government officials? Are these adequate? What steps do you undertake to get adequate information from the local government officials on their performance?

Areas of Concern	Indicators	Respondent	Questions
Functionality	Availability and usefulness of mechanisms to monitor and assess performance	NGOs, POs	<ul style="list-style-type: none"> What mechanisms have been installed by the city government to enable the citizenry to monitor and assess the performance of your elected representatives? Do you think the mechanisms are useful in performance monitoring? What improvements should be done? Have you established your own mechanisms to assess the performance of the city government? What are these mechanisms? How do you disseminate the information that you generate to the citizenry?

POLITICAL ACCOUNTABILITY: The system that enables the citizenry to compel public officials to answer to them on the disposal of their powers and discharge of their duties.

Areas of Concern	Indicators	Respondent	Questions
A. CAPABILITY OF THE CITIZENRY	Level of Consciousness	NGOs, POs	<ul style="list-style-type: none"> To whom do you think are your public officials accountable to? How do you think can you compel public officials to be accountable to you? How important to you is the election process in compelling public officials to be accountable? Why? Are you aware of other mechanisms? What about recall? Referendum? Plebiscite?
		Academe	<ul style="list-style-type: none"> How conscious are the people of their role and the mechanisms available in compelling public officials to be accountable to the citizenry? What factors contributed to that consciousness? What facilitated it? Hindered it?
	Strength	NGOs, POs	<ul style="list-style-type: none"> What are the political organizations in your locality? How strong are they in terms of membership? In terms of advocacy? How active are they? To what extent are they able to influence the votes? To compel public officials to be accountable? What constraint you in utilizing certain mechanisms? Are you able to mobilize popular support in utilizing certain mechanisms? How? Do you think you are able to compel public officials to be accountable to the citizenry?
	Manifestation		<ul style="list-style-type: none"> What mechanisms have you utilized? Under what circumstances have you utilized these mechanisms? Why?
B. EFFECTIVENESS OF AVAILABLE MECHANISMS	Achievement of Desired Outcome	NGOs, POs	<ul style="list-style-type: none"> How effective are these mechanisms in compelling accountability? What are the strength & weaknesses of these? How can we improve the effectiveness of these mechanisms?

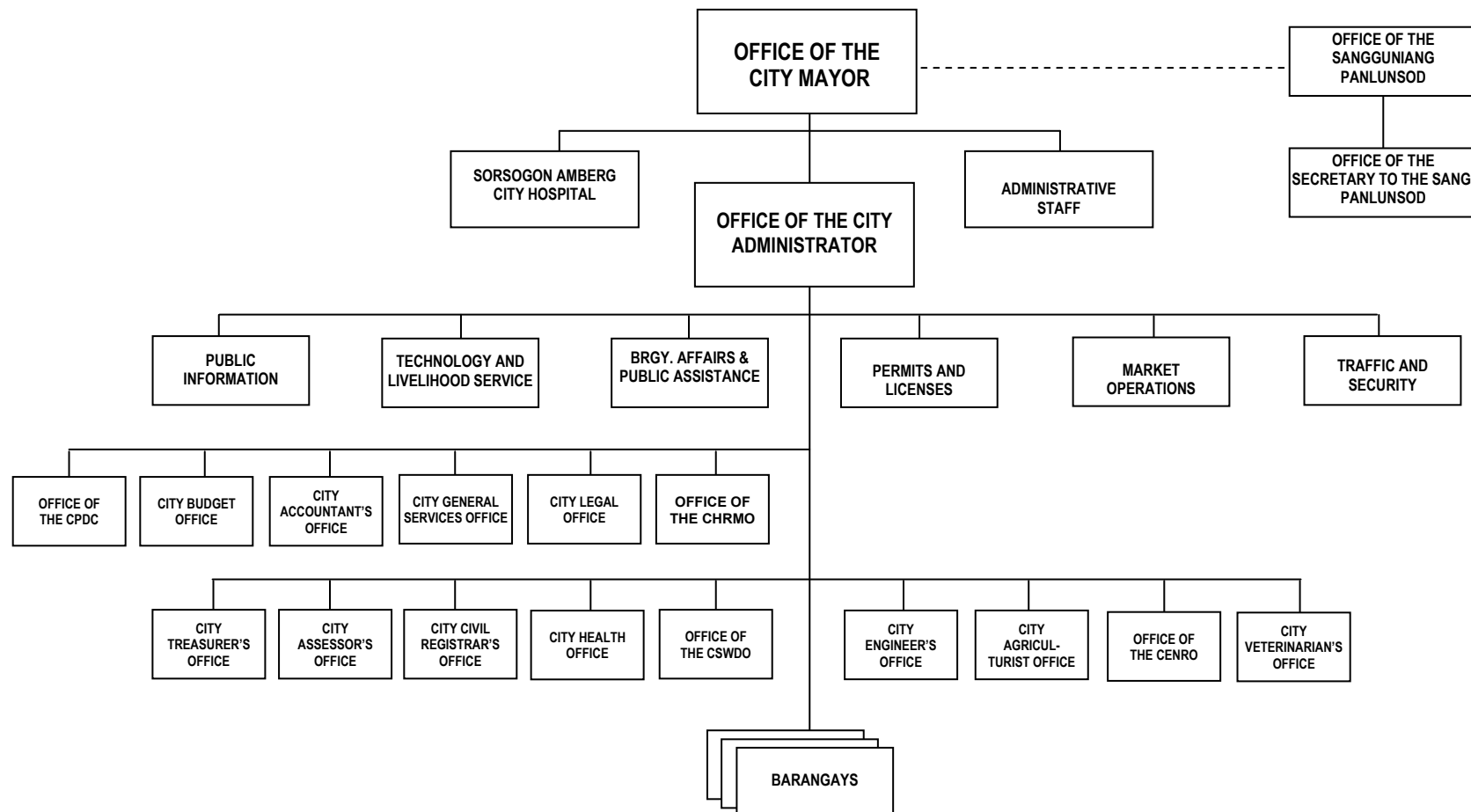
ANNEX 3-A

**SCHEDULE AND PARTICIPANTS TO THE FGDS
SORSOOGON CITY**

Respondents	Date
City government appointed officials: <ul style="list-style-type: none"> City Administrator City Planning and Development Officer City Treasurer Management Information System Officer 	07 September 2006 10:00 AM to 12:00 NN
Representatives of the minority group of the Sangguniang Panglunsog	07 September 2006 2:00 PM to 5:00 PM
Representatives of the majority group of the Sangguniang Panglunsod	08 September 2006 10:00 AM to 12:00 NN
<ul style="list-style-type: none"> Chairpersons and Councilors of the Sangguniang Kabataan in Barangays Sirangan and San Isidro President of the Federation of the Sangguniang Kabataan of Sorsogon City 	09 September 2006 10:00 AM to 12:00 NN
Officials of Barangays Sirangan and San Isidro	08 September 2006 9:00 AM to 12:00 NN
Selected representatives of non-government and peoples' organizations, including the following: <ul style="list-style-type: none"> Sorsogon City Urban Poor Federation, Inc (SCUPFI) Bacon Resource Management and Multi-Purpose Association Coastal Community Resources and Livelihood Development, Inc. 	09 September 2006 2:00 PM to 5:00 PM
Representatives of local special bodies, including the City Fisheries and Aquatic Resources Management Council	
Representative of the academe from the Sorsogon State College	
Election Officers of the Commission on Elections in the City of Sorsogon	
City Mayor	11 September 2006 2:00 PM to 5:00 PM

ANNEX 3-B

Organization Chart of the City Government SORSOGON CITY



ANNEX 4-A

**SCHEDULE AND PARTICIPANTS TO FGDs
ILOILO CITY**

DATE	START	END	DURATION	ACTIVITY
9/21/2006, Thursday	5:00 AM			TRIP FROM MANILA TO ILOILO CITY
	9:00 AM	10:00 AM	1 hour	COURTESY CALL AND PROJECT BRIEFING WITH THE CITY MAYOR, DESIGNATED PROJECT COORDINATOR AND KEY OFFICIALS OF THE CITY GOVERNMENT
	10:00 AM	11:00 AM	1 hr	MEETING WITH APPOINTIVE CITY OFFICIALS <ul style="list-style-type: none"> ▪ City Administrator ▪ City Planning and Development Officer ▪ City Treasurer ▪ City Budget Officer ▪ City Social Welfare and Development Officer ▪ Staff of the Sangguniang Panlungsod
	11:00 AM	11:45 AM	45 min	MEETING WITH THE CITY ELECTION OFFICER
	1:00 PM	3:00 PM	2 hr	FOCUSED GROUP DISCUSSION WITH SELECT MEMBERS OF THE SANGGUNIANG PANLUNGSOD <ul style="list-style-type: none"> ▪ Representatives from the Majority Block <ul style="list-style-type: none"> - Majority Floor Leader - Two (2) Members of the Majority
	3:00 PM	5:00 PM	2 hr	FOCUSED GROUP DISCUSSION WITH SELECT MEMBERS OF THE SANGGUNIANG PANLUNGSOD <ul style="list-style-type: none"> ▪ Representatives from the Minority Block <ul style="list-style-type: none"> - Minority Floor Leader - Two (2) Members of the Minority
9/22/2006, Friday	8:00 AM	9:30 AM	1 hr 30 min	FOCUSED GROUP DISCUSSION WITH THE SANGGUNIANG BARANGAY OF BALABAGO <ul style="list-style-type: none"> ▪ Punong Barangay ▪ Two (2) Regular Sanggunian Members ▪ Barangay Secretary ▪ Barangay Treasurer

DATE	START	END	DURATION	ACTIVITY
	10:30 AM	12:00 NN	1 hr 30 min	FOCUSED GROUP DISCUSSION WITH THE SANGGUNIANG BARANGAY OF RIZAL PALAPALA 2 <ul style="list-style-type: none"> ▪ Punong Barangay ▪ Two (2) Regular Sanggunian Members ▪ Barangay Secretary ▪ Barangay Treasurer
	1:30 PM	3:00 PM	1 hr 30 min	MEETING WITH THE CITY MAYOR
	3:30 PM	5:00 PM	1 hr 30 min	MEETING WITH THE CITY VICE MAYOR
9/23/2006, Saturday	8:00 AM	10:00 AM	2 hr	FOCUSED GROUP DISCUSSION WITH NGOS/POS AND OTHER STAKEHOLDERS <ul style="list-style-type: none"> ▪ One (1) representative each from <ul style="list-style-type: none"> - Local civic organization - Local business organization/association - Local cooperative - Local labor organization - Farmer/fisherfolk organization - Urban poor sector - Women's sector - Youth sector - Religious sector - Local Media - Politically oriented organization - Academe (with interest in local politics) - Accredited Citizen's Arm (Election)
	10:30 AM	12:00 NN	1 hr 30 min	FOCUSED GROUP DISCUSSION WITH REPRESENTATIVES OF THE SANGGUNIANG KABATAAN <ul style="list-style-type: none"> ▪ President of the Panlungsod na Pederasyon ng mga Sangguniang Kabataan ▪ SK Chairman of Balabago ▪ SK Chairman of Rizal Palapala 2
	1:00 PM	1:45 PM	45 min	WRAP UP MEETING WITH PROJECT COORDINATOR
	2:15 PM			TRIP FROM ILOILO CITY TO MANILA

ANNEX 4-B

Organization Chart of the City Government Iloilo City

