

# **Local Governance Survey in the Philippines: Planning and Development Coordinator Version**

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## **1 Local Government Officials and Capacity Development Opportunity**

Developing the capacity of government officials is key to improving governmental performance at the local level (Capuno 2011). The Department of Interior and Local Government (DILG) has published its annual Local Government Performance Management System (LGPMS) report every year since 2009. The LGPMS defines the local government's performance using the following five categories: Administrative Governance, Economic Governance, Social Governance, Valuing Fundamentals of Governance, and Environmental Governance. Performance of local government is an integral part of overall governance performance. It is important to know to what extent the Planning and Development Coordinator (PDC) is given the opportunity to develop their capacity.

In this survey, we asked about the frequency of attending seminars/workshops for capacity development purposes within the past year. About 12% of the respondents did not attend any seminars/workshops in the past year while 11% attended one, 15% attended two, and 62% attended more than two. In total, more than 90% of the respondents attended at least one seminar or workshop in the past year. Many of the seminars/workshops were organized and hosted by central agencies, the League of Local Planning and Development Coordinators of the Philippines (LLPDCPI), or donor agencies. PDCs working for local governments in rural areas may attend less often because the seminars/workshops tend to be held in the bigger cities. We checked for the differences in attendance rates between PDCs from cities and municipalities, but did not find any that were statistically significant. However, capacity development cannot be characterized based on seminar/workshop attendance alone; it is closely connected with the intellectual networks of each PDC, as well as his/her career and

academic background. Therefore, a more in-depth analysis is needed.

1-10. How often has your LGU held seminars or workshops for planning officers in the last year?

	Frequency	Ratio
1. None	35	11.7
2. Once	32	10.7
3. 2 times	46	15.3
4. More than 2	185	61.7
5. Not know	2	0.7

## 2 Third-Party Members in Local Prequalification, Bids, and Awards Committee

The Local Government Code of 1991 in the Philippines requires that at least two representatives of a local NGO be represented in the membership of the Local Prequalification, Bids, and Awards Committee, which is the development council of each local government. Our survey first asked about the existence of a Local Prequalification, Bids, and Awards Committee, and 97.3% of the respondents said their local government had such a committee. The rest (N=8, 2.7%) said there was no such committee, despite it being required by the Local Government Code.

The survey also asked about the number of third-party members on the committee. Nearly twenty-four percent of respondents said there were two, which is the minimum requirement by the Local Government Code, 17.3% said there were three, and 12% said there was only one. Each city or municipality's mayor acts as the Chair of the Local Prequalification, Bids, and Awards Committee, and most of the other members are from the city council. So, the participation of a third-party representative is important to ensure the transparency and fairness of the committee.

1-11. Does your LGU have a Local Pre-Qualification, Bids and Awards Committee (BAC)? IF YES: How many third party representatives does the BAC have?

	Frequency	Ratio
1. Yes	292	97.3
2. No	8	2.7

	Frequency	Ratio
1. No	11	3.6
2. 1 person	36	12.0
3. 2 persons	71	23.7
4. 3 persons	52	17.3
5. 4 persons	13	4.3
6. 5 persons	27	9.0
7. 6 persons	14	4.7
8. 7 persons	19	6.3
9. 8 persons	4	1.4
10. 9 persons	2	0.7
11. 11 persons	1	0.3
12. 16 persons	1	0.3
13. 20 persons	1	0.3
14. No Answer	25	8.3
15. Not Know	15	5.0

### 3 Relationship with Constituents

In order to understand their relationships with constituents, the survey asked each PDC about their meetings with representatives from non-governmental organizations and people's organizations (NGOs/POs) and the business community. On the question of how frequently they communicated with NGOs/POs in the last month, 36.7% of respondents said once a month, 29% said two to three times a month, and 23.7% said once a week or more. On the question of how frequently they communicated with business leaders, 48.3% of respondents said once a month, 18% said two to three times a month, and 17.7% said once a week or more. On average, PDCs communicated more frequently with NGOs/POs than with the business community.

2-1. How often did you communicate with the people from NGOs / POs during the last month?

	Frequency	Ratio
1. None	26	8.7
2. Once a month	110	36.7
3. 2 to 3 times a month	87	29.0
4. Once a week or more	71	23.7
5. Others (Do not know, If necessary, and others)	6	2.0

2-3. How often do you communicate with business people during the month in average?

	Frequency	Ratio
1. None	18	6.0
2. Once a month	145	48.3
3. 2 to 3 times a month	54	18.0
4. Once a week or more	53	17.7
5. Others (Less than once a month)	30	10.0

The survey also asked about the nature of the communication with NGOs/POs and businesspeople. Just over sixty percent of respondents said that topics discussed with NGOs/POs related to ideas for new projects in their local government, 45.3% for social issues in the city/municipality, and 36.7% for topics of the NGO/PO's projects. 45.7% of respondents said that topics discussed with business leaders related to ideas for new projects in their local government, 35% for social issues in the municipality/city, 28.3% for projects of businesses, and 26% for ideas about new ordinances. Overall, business leaders talked more about ideas for new ordinances and their projects with their local government, while NGOs/POs tended to discuss social issues in the city/municipality more, and in many cases they tried to "sell" their services to the local government. The survey results imply that after the institutionalization of the Local Development Council, which required more active participation by NGOs/POs, communication with the PDC increased due to the PDC's role as the secretary of the Local Development Council (Ishi, Hossain and Rees 2007).

2-2. What kind of topics did you mostly discuss with the people from NGOs / POs? (Allow Two (2) Responses)

	Frequency	Ratio
1. Idea of new projects of your LGU	182	60.7
2. Projects of the organization- itself	110	36.7
3. Social issues in the municipality / city	136	45.3
4. Management issues of your LGU	32	10.7
5. Idea of new ordinances	51	17.0
6. Others (Please specify)	39	13.0
7. None	2	0.7
8. No Answer	5	1.7

2-4. What kind of topics did you mostly discuss with the business people? (Allow Two (2) Responses)

	Frequency	Ratio
1. Idea of new projects of your LGU	137	45.7
2. Projects of the organization itself	85	28.3
3. Social issues in the municipality / city	105	35.0
4. Management issues of your LGU	72	24.0
5. Idea of new ordinances	78	26.0
6. Others (Please specify)	40	13.3
7. None	8	2.7
8. No Answer	1	0.3

In order to identify the direct relationship between local government and business, the survey asked whether business leaders participate in LGU projects. Eighty-eight percent of respondents said that business leaders had participated in LGU projects. In particular, 31% said that business leaders participated in projects by providing funding and goods, 20.3% said participation in the community, and 18.3% said participation in development planning or monitoring.

2-5. Do the business people participate in the LGU projects? IF YES: How do they participate? Please specify (e.g., PPP, PFI)

	Frequency	Ratio
1. Yes	264	88.0
2. No	35	11.7
3. Not Know	1	0.3

	Frequency	Ratio
1. Attend the Meeting	25	8.3
2. Participation in Development Plan or Monitoring	55	18.3
3. Provide Funds or Goods	93	31.0
4. Participation in Community Activity	61	20.3
5. Public Private Partnership Project	17	5.7
6. Others such as participation in public market as a tenant.	50	16.7
7. Do not know	1	0.3
8. No Answer	4	1.3

Note: Items may be identified in multiple times.

The survey also asked about the means of communication the local government used for the dissemination of information. Just over a third of respondents said they had a bulletin board, 22.8% used a website, 14% used print media, and 9.2% of respondents used broadcast media.

2-6. Does your LGU have some means to communicate with the public such as Bulletin Boards, a Public Information Office or Desk, print or broadcast media, a website, and/or forums?

	Frequency	Ratio
1. Bulletin Board	165	33.1
2. Public Information Office or Desk	69	13.8
3. Print Media	70	14
4. Broadcast Media	46	9.2
5. Website	114	22.8
6. Forum	35	7

Note: Items may be identified in multiple times.

#### **4 Relationship with other Government Institutions and Officials**

The extent of the network with other governments was identified by asking about the frequency of contact with other government officials at various levels. The survey asked about the frequency of contact in the past year with the following officials: Secretary of the (Central) Departments, Undersecretary of the Departments, Directors of the Departments, Regional Officers of the Departments, Other Officers of the Province, Planning Officers of the Province, and Officers of other Cities/Municipalities. The results revealed that the PDC meets most often with the officers of the other cities/ municipalities, followed by the Planning Officers of the province. The surveyed PDCs meet with both of those officers more than once a month, mostly because they have regular meetings. More than half of the respondents did not have contacts with officials in higher levels of the central government, such as Secretary of the Departments or Undersecretary of the Departments, in the past year. At the central level, about 80% of respondents had contact with the directors of central departments at least once a year. That is because there is an annual national meeting of

3-1. How often do you meet the people listed below last year?

	More than once / month		Once/ month		Several times/ year		Once or twice a year		Not at all		No answer/ Do not know*	
	Frequency	Ratio	Frequency	Ratio	Frequency	Ratio	Frequency	Ratio	Frequency	Ratio	Frequency	Ratio
1. Officers of other cities / municipalities	58	19.3	117	39.0	81	27.0	38	12.7	6	2.0	0	0.0
2. Planning officer of the province (for the LGUs outside of NCR only)	43	14.3	125	41.7	73	24.3	37	12.3	7	2.3	15	5.0
3. Other officers of the province (for the LGUs outside of NCR only)	31	10.3	67	22.3	111	37.0	70	23.3	8	2.7	13	4.3
4. Regional officers of the departments	26	8.7	42	14.0	111	37.0	108	36.0	13	4.3	0	0.0
5. Directors of the departments	20	6.7	40	13.3	81	27.0	108	36.0	50	16.7	1	0.3
6. Undersecretaries of the departments	5	1.7	7	2.3	27	9.0	102	34.0	158	52.7	1	0.3
7. Secretaries of the departments	4	1.3	5	1.7	32	10.7	93	31.0	165	55.0	1	0.3

PDCs. Generally, contact was more frequent at the local and provincial levels, indicating that there is an informal horizontal network among PDCs for information sharing purposes at each provincial level.

The survey also asked about the extent of network related to more tangible policy issues. Specifically, the survey asked about the frequency of contact related to waste management issues. More than 90% of respondents had contact with the Department of Environment and Natural Resources (DENR), 44% with the provincial government, 13.3% with the adjacent local government, and 5.3% with congresspersons and senators. In dealing with issues such as waste management, local governments used vertical administrative network contacts such as DENR and the provincial government, rather than mobilizing a political network. These two questions indicated that for daily operations and management issues, local governments tend to use horizontal local networks at each provincial level, but once they face policy issues such as waste management and others, they rely on a vertical administrative network for solutions, rather than mobilizing a vertical political network.

3-2. With whom has your LGU coordinated most of the time to solve the solid waste management problem in the last three years? (Allow Two (2) Responses Only)

	Frequency	Ratio
1. Department of Environment and Natural Resources	273	91.0
2. Province	132	44.0
3. Congressman / Senator	16	5.3
4. Adjacent LGUs	40	13.3
5. Others (Please specify)	84	28.0

In order to identify relationships with major local government stakeholders, the survey asked about the frequency of contact with local council members and barangay captains. For the frequency of contact with barangay captains, 25.7% of respondents said they met several times a week, 21.3% once a month, 17.3% several times a month, and 17% every day. For the frequency of contact with local council members, 24% of respondents met once a week, 22% several times a week, 16.7% several times a month, and 16.3% every day. Compared with the frequency of contact with other government officials or NGOs/POs, frequency of contact with local council members and barangay captains varied widely. This is mostly because of the size of local government. In our

follow up interviews, some PDCs mentioned that if there is a development project in the barangay, the PDC visits the barangay and meets with the captain at the barangay hall more often, while in many cases, the barangay captain goes to the PDC's office to discuss development requests and issues. The survey did not ask about the channel of communication, such as by phone or in-person visits, but based on follow-up interviews, local council members said they tend to call their PDC's office. The reason that the average frequency of contact with council members is higher than that with barangay captains is that PDCs and council members work in the same building in many cases.

### 3-3. How often do you communicate with the people listed below?

	Everyday		Several times a week		Once a week		Two to three times a month	
	Frequency	Ratio	Frequency	Ratio	Frequency	Ratio	Frequency	Ratio
Barangay Captain	51	17.0	77	25.7	35	11.7	52	17.3
Council Members	49	16.3	66	22.0	72	24.0	50	16.7

  

	Once a month		Less than once a month		Others		No Answer	
	Frequency	Ratio	Frequency	Ratio	Frequency	Ratio	Frequency	Ratio
Barangay Captain	64	21.3	20	6.7	64	21.3	20	6.7
Council Members	37	12.3	22	7.3	37	12.3	22	7.3

## 5 Fiscal State

The duties and functions of the PDC include the coordination of various interests, and he or she must take into account the interests and values of the citizens, make effective and coherent plans, and then implement those plans. The position functions like a nexus for political and administrative concerns, and helps coordinate internal organizational politics, and the voices of the citizens (Legaspi 2010). In order to identify the PDC's own policy orientation, the survey asked which area of priority the PDC believes should receive an increase in budget allocation. Nearly thirty-seven

percent of respondents chose social services, 24% chose economic services, 23.7% chose infrastructure, and 11.7% chose the environment.

4-1. In order to meet the needs of your constituents, in which sector do you think the budget allocation should be increased? Please choose the most important sector from following items.

	Frequency	Ratio
1. Social	110	36.7
2. Infrastructure	71	23.7
3. Institutional	1	0.3
4. Economic	72	24.0
5. Environment	35	11.7
6. Others (Please specify)	11	3.7
7. None	0	0.0

These five budgetary categories can be divided into two different policy areas, social development-oriented (environmental, health, and education), and economic development-oriented (infrastructure, etc.). The PDC's areas of priority were broadly divided between these two groups: the first group was the economic development policy group (47.7%) naming economic services (24%) and infrastructure (23.7%); and the second group was the social development policy group (48.4%) naming social services (36.7%) and the environment (11.7%).

One of the factors influencing the PDC's policy orientation would seem to be the size of the local government in which they work. However, the results did not reveal any significant differences between city and municipality respondents. Also, female PDCs prioritized social development policies at a higher rate than men, but this may be more a reflection of the age effect (younger PDCs were more inclined to the social development orientation than the economic orientation). Moreover, the administrative performance of the local government was measured by the Local Government Performance Management Systems (LGPMS) and found that social development policies were of higher priority than economic development policies. From Tj Lowi's policy typology, economic development policy is a distributive policy while social development policy can be regarded as a redistributive policy. Generally speaking, social development policies require more skills to coordinate and implement. A good example is welfare policy, which entails the capacity to coordinate the redistribution of limited resources within the community. Environmental policy also requires effective

enforcement and implementation capacities. Although these results and observations are interesting, there needs to be more in-depth research into whether the policy orientation specifies the administrative capacity or vice versa.

Local governments in the Philippines have received technical assistance from both foreign donors and multilateral aid agencies such as JICA, GIZ, UNDP, and others. The local governments receiving technical assistance from overseas may have more assistance needs than other local governments, and at the same time, that local government may be regarded as having more organizational capacity to manage an assistance project/program. In order to identify the experience of technical aid from overseas and its management, the survey asked about whether the local government has received technical assistance from overseas and its management status (whether they encountered a project/program delay or not). More than three-quarters of respondents said they had received foreign aid, and only 3.7% of foreign aid recipients had experienced delays. The reasons for those delays varied, such as project site change, and budgetary issues on the donor side.

4-2. Has your LGU had any projects supported by international donor agencies or foreign countries before?

	Frequency	Ratio
1. Yes	228	76.0
2. No	72	24.0

4-3. Were there any internationally supported projects that were suspended?

	Frequency	Ratio
1. Yes	11	3.7
2. No	217	72.3

4-4. What were the reasons why these internationally supported projects were suspended?

	Frequency	Ratio
1. Delay of Council Approval	2	0.7
2. Change of Project Site	4	1.3
3. Change of Contractor	1	0.3
4. Reasons of Donor side	2	0.7
5. Result of Feasibility Study	1	0.3
6. Delay of paper work	1	0.3

## 6 Personal Attributions of PDCs

The survey then asked about the personal attributions of PDCs such as sex, educational background, career history, and more. 75% of respondents had a bachelor's degree, 23% a master's degree, and 1% (N=3) a doctoral degree. According to Article VI of the Local Government Code of the Philippines 1991 (Republic Act No. 7160), a college degree or equivalent is required to become a PDC. More male PDCs had a master's degrees or higher (25.1%) compared with female PDCs (22.8%). This may be due to female PDCs having more constraints, such as marriage and childcare leave, compared with male PDCs. PDCs in cities also tended to have higher education attainment than those in municipalities, which may be attributable to PDCs in cities needing more professional skills and capacities owing to the higher and more diversified demands of their jobs.

The Local Government Code also lists the fields of study that PDCs need including: urban planning, development studies, economics, and public administration. The fields of study of respondents were: Civil Engineering (39.7%), Chemistry (8.35), Public Administration (7.7%), Business Administration (5.3%), Accounting (5%), and others (16%). As to when they received their degrees, the highest percentage of them graduated from college in the 1980s (43.7%), followed by the 1970s (23.0%), the 1990s (19.7%), and the 2000s (9.7%). In order to become a PDC, one must have experience in development planning or in a related field for at least 3 years (3 years for PDC in a municipality and 5 years for a PDC in city or province). Most of the degrees obtained in more recent years (2000s) were master's degrees or higher.

### 5-1. Please describe your educational background

	Frequency	Ratio
1. Bachelor's degree	227	75.7
2. Master's degree	70	23.3
3. Doctor's degree	3	1.0
4. Others	0	0.0

### 5-2. Major

	Frequency	Ratio
1. Civil engineering	119	39.7
2. Chemistry	25	8.3
3. Public administration	23	7.7
4. Business administration	16	5.3
5. Accounting	15	5.0
6. Agriculture	12	4.0
7. Economics	12	4.0
8. Architecture	11	3.7
9. Engineering	8	2.7
10. Laws	6	2.0
11. Politics	5	1.7
12. Others	48	16.0

Note: Including related area. Major subject only.

### 5-3. Year degree was awarded

	Frequency	Ratio
1. In the 1960s	3	1.0
2. In the 1970s	69	23.0
3. In the 1980s	131	43.7
4. In the 1990s	59	19.7
5. In the 2000s	29	9.7
6. In the 2010s	3	1.0
7. Not know • No Answer	6	2.0

Career backgrounds of surveyed PDCs varied. Based on the coding of the free description answers, it is estimated that 24% of respondents had experience working in the private sector, and 22.7% of respondents had experience working in the public sector. Four percent had experience working as teachers in schools and universities. The year they started working in the local government regardless of position also varied. Many started their careers in city/municipality in the 1990s or 1980s. The earliest was 1959, and the most recent was 2012 (same as the surveyed year). This indicated that there are at least two career paths for PDCs. The first is that after starting to work for the local government, one climbs the career ladder to the PDC position in the same local government. The other is that, after gaining experience in either the private or public sector, one starts to work in the local government as a PDC.

The former case was observed more in municipalities, while the latter case was observed more in cities.

#### 5-4. Occupation before joining this LGU

	Frequency	Ratio
1. Private Business	72	24.0
2. Government (Central, Provincial, and LGUs)	68	22.7
3. Student or Unemployed	27	9.0
4. School Teacher (University, High School, Middle School and Elementary School)	12	4.0
5. Self Employed	7	2.3
6. Others	114	38.0

Note: Classified from Free Description Answers.

#### 5-5. Year you joined this LGU

	Frequency	Ratio
1. In the 1950s	1	0.3
2. In the 1970s	24	8.0
3. In the 1980s	104	34.7
4. In the 1990s	116	38.7
5. In the 2000s	51	17.0
6. In the 2010s	2	0.7
7. No Answer	2	0.7

Responses to the question about when they started working as a PDC also varied. The majority of respondents said that they became a PDC in the 1990s (37.3%), followed by the 2000s (26.3%) and the 1980s (22%). The earliest was 1974 (N=2) and there were a total of 13 respondents who started working before the 1980s. While they have more than 40 years of experience as PDCs, the current PDC position was not established and specified until passage of the Local Government Code of the Philippines in 1991. Moreover, as the PDC is an appointed position, the years they started to work as PDCs tends to be the same as mayoral election years (1987, 1992, 1995, 1998, 2001, 2004, 2007, 2010).

5-6. Year you were assigned to the planning and development office

	Frequency	Ratio
1. In the 1970s	13	4.3
2. In the 1980s	66	22.0
3. In the 1990s	112	37.3
4. In the 2000s	79	26.3
5. In the 2010s	28	9.3
6. No Answer	2	0.7

In regards to gender balance, 66% of surveyed PDCs were men, with the remaining 34% being women. There was no significant difference in the gender balance between cities and municipalities, or income classes. The average age of surveyed PDCs was 50.62 years old (mode = 49 years). The youngest PDC was 30 years old, and the oldest PDC was 65 years old (age of retirement). As the Local Government Code of the Philippines 1991 requires at least 3 to 5 years of experience in development planning or in any related field, depending on whether one wishes to be a city or municipal PDC, most of them are over 30 years old. The average age of female PDCs (49.7) was slightly lower than that of male PDCs (52). This is probably correlated with the ages of women's participation in the workplace.

5-8. Age

	Frequency	Ratio
1. 30 and younger	1	0.3
2. 31-35	12	4.0
3. 36-40	18	6.0
4. 41-45	34	11.3
5. 46-50	81	27.0
6. 51-55	71	23.7
7. 56-60	51	17.0
8. 60-65	32	10.7

5-9. Sex

	Frequency	Ratio
1. Male	199	66.3
2. Female	101	33.7

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