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a facilitator's guide

How to Formulate an Executive and Legislative Agenda
for Local Governance and Development

How to Formulate an Executive and Legislative Agenda for Local Governance and Development: A Facilitator's Guide

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FACILITATOR'S GUIDE HOW TO FORMULATE AN EXECUTIVE AND LEGISLATIVE AGENDA FOR LOCAL GOVERNANCE AND DEVELOPMENT

Contents

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Acronyms

AIP	-	Annual Investment Plan
ARD	-	Assistant Regional Director
ARMM	-	Autonomous Region in Muslim Mindanao
BLGF	-	Bureau of Local Government Finance
BOT	-	Build-Operate-Transfer
CapDev	-	Capacity Development
CB	-	Capability Building
CCT	-	Cross-cutting Themes
CDP	-	Comprehensive Development Plan
CLUP	-	Comprehensive Land Use Plan
CMP	-	Communications Management Plan
COA	-	Commission on Audit
COP	-	Culture of Peace
CSO	-	Civil Society Organizations
DBM	-	Department of Budget and Management
DepEd	-	Department of Education
DILG	-	Department of the Interior and Local Government
DOF	-	Department of Finance
EA	-	Executive Agenda
EA-PM	-	Executive Agenda Performance Management
ELA	-	Executive-Legislative Agenda
ExeCom	-	Executive Committee
FGD	-	Focus Group Discussion
GAD	-	Gender and Development
GAM	-	Goal Achievement Matrix
HR	-	Human Resource
HRD	-	Human Resource Development
IIEC	-	Information, Education, Communication
IRA	-	Internal Revenue Allotment
LA	-	Legislative Agenda
LCE	-	Local Chief Executives
LDC	-	Local Development Council
LDIP	-	Local Development Investment Plan
LDMP	-	Local Chief Executives Development Management Program
LGSP	-	Local Government Support Program
LGC	-	Local Government Code

LGU	-	Local Government Unit
LGPMS	-	Local Government Performance Measurement System
LPDC	-	Local Planning and Development Council
LPDO	-	Local Planning and Development Office
LPIMS	-	Local Poverty Indicator Monitoring System
LPPMS	-	Local Productivity and Performance Measurement System
LPRAP	-	Local Poverty Reduction Action Plan
LSB	-	Local Special Bodies
MBN	-	Minimum Basic Needs
M&E	-	Monitoring and Evaluation
MLGOO	-	Municipal Local Government Operations Officer
MPDC	-	Municipal Planning and Development Coordinator
MPDO	-	Municipal Planning and Development Office
NCRFW	-	National Commission on the Role of Filipino Women
NEDA	-	National Economic Development Authority
NLA	-	National Line Agencies
NGO	-	Non-Government Organization
ODA	-	Official Development Assistance
PCIA	-	Peace and Conflict Impact Assessment
PDAC	-	Project Development Assistance Center
PI	-	Performance Indicator
PM	-	Performance Management
PMC	-	Project Management Committee
RA	-	Republic Act
RPTA	-	Real Property Tax Assessment
SA	-	Stakeholder Analysis
SB	-	Sangguniang Bayan
SEF	-	Special Education Fund
SEP	-	Socio-Economic Plan
SMART	-	Specific, Measurable, Achievable, Realistic, Timebound
SP	-	Sangguniang Panlalawigan
SWOT	-	Strengths, Weaknesses, Opportunities and Threats
TOP	-	Technology of Participation
TOR	-	Terms of Reference

about the guide

The Facilitator's Guide is designed for planning practitioners or individuals who may be tapped to facilitate the preparation of an Executive and Legislative Agenda for Local Governance and Development. These include local development planning officers, DILG local government operations officers (LGOOs), LGU planning consultants/advisors, and others engaged in providing planning interventions to local governments.

The guidebook is intended to be used together with the Manual on How to Formulate an Agenda for Local Governance and Development. It provides useful and practical techniques that facilitators can employ in assisting the local chief executive and the ELA planning team to go through the stages of the ELA process. It also gives pointers on how participation can be integrated in the planning process.

The guidebook drew extensively from planning and facilitation tools that are readily available in existing literature, widely used, and proven applicable in local government setting in the country. These tools and techniques are not limited to participatory planning, but also include those used in other relevant local governance functions such human resource/capacity development, resource mobilization, performance management, and communications planning.

The guidebook was inspired initially by experiences from the implementation of the Local Chief Executive Development Management

Program (LDMP) of the Philippines-Canada Local Government Support Program (LGSP) which provided extensive on-site coaching services to 183 LGUs in Western Visayas and Mindanao in preparing their Executive Agenda for 2001-2003. This enhanced version of the guidebook provides fresh insights culled from LGU experiences in implementing their EAs.

This Facilitator's Guide is organized in two parts: Part 1 provides an overview of the roles and functions of an ELA coach-facilitator, and Part 2 explains in detail the specific coaching tasks and outputs for every stage of ELA formulation.

The manual is structured as a learning activity. Each step of the ELA process corresponds to a learning module consisting of several sections. To aid the learning process, icons were used to symbolize each section. The module sections, and their corresponding learning symbols, are as follows:

Link to ELA Manual	Task Objectives
Helpful Information	Estimated Duration
Process	Suggested Tools
Success Tip	Important Reminders

This publication may be seen simply as a guide. Facilitators may freely adopt approaches or tools that they may find more effective and applicable to the LGUs they are assisting.

part one 1

The Facilitator-Coach

This part provides an overview of the nature and scope of work of an ELA Facilitator-Coach. It describes the general functions of a facilitator, shares pointers for effective facilitation, and presents relevant tools and techniques in facilitating group activities.

Why is there a need for an ELA facilitator-coach?

Participatory planning is a collective exercise. The process allows participants coming from diverse interests to come to agreement on a set of actions towards a common goal. It involves group processes that have to be carefully managed to elicit meaningful and balanced participation. As such, it requires a skilled facilitator that can provide focus and direction to group discussions, encourage people to share, and ensure that intended planning outputs are produced.

As a highly participatory and consultative process, ELA formulation can be undertaken more effectively and efficiently with the assistance of a faciltator-coach. The presence of an ELA facilitator is made more valuable as the process seeks to establish convergence particularly between the executive and the legislative factions in the LGU.

What is a facilitator-coach?

In the context of the ELA, a facilitator-coach functions as a guide to the LCE and the ELA Team in carrying out the various steps of ELA formulation. In the process, he/she assumes any or all of the following roles: as facilitator, as trainor, and as mentor/coach and as a resource person.

As a trainer, he/she ensures that LGU capabilities are enhanced in the process of formulating the ELA. He/She designs the various ELA activities in such a way that will enable the ELA team and other LGU staff to acquire the necessary knowledge, skills and attitude in developing an ELA. Moreover, an ELA coach helps build team spirit within the LGU.

As a facilitator, he/she offers the team with tools and techniques that would allow them to share their insights with each other and collectively draw up the elements of the ELA. Instead of taking part in the actual drafting of the ELA, he/she enables and assists the group to perform and accomplish the task. A facilitator guides members through their discussions and encourages them to reach consensus/agreements.

As a coach, he/she motivates the team in accomplishing the assigned tasks. He/She monitors and provides feedback on team performance. As a resource person, he/she provides technical inputs and useful information to the ELA Team.

Box 1. **General functions of a facilitator**[1]

- Help the ELA Team define the objectives of the task
- Help members make plans to accomplish the task
- Provide processes that help members use their time efficiently
- Guide group discussions to keep it on track
- Document and make accurate notes of each process undertaken
- Help the group understand its own processes in order to work more effectively
- Help a group make decisions that consider members' opinions
- Provide feedback to the group to be able to assess its progress and make adjustments
- Manage group conflict using a collaborative approach
- Help the group communicate effectively
- Create an environment in which members enjoy a positive, growing experience, while they work to attain group goals
- Foster leadership in others by sharing the responsibility for leading the discussions or implementation of certain activities
- Teach and empower others to facilitate

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What makes a good ELA facilitator-coach?

To be a good facilitator, one must believe that

- Each individual has something worthwhile to share
- Group decisions are better than those determined solely by one person
- People are more committed to the ideas and plans that they have helped developed
- People are willing to be held accountable for the outcome of their decisions
- Groups can manage their own conflicts, behaviors and relationships if they are given the right tools and training
- A process that is well designed can be trusted to achieve results

How does one start with the ELA coaching assignment?

The following outlines the immediate things you need to do

- Clarify your Terms of Reference (TOR) with the LCE. This should include details on your scope of work, the people you will work with, expected outputs, working/reporting arrangements, duration of the engagement, and remuneration.
- Prepare a work plan for your engagement
- Familiarize yourself with the LGU environment – the local situation, organizational dynamics and capabilities, development trends and directions, among others.

Box 2. **Some Notes on Facilitator Style**[2]

Facilitators love the organization for which they are facilitating.
This means they care for the future of the organization, have decided it is worth transforming, and that it has possibilities for service to the larger community. Even if they have reservations, they leave them outside the meeting room. They resist contempt and cynicism in themselves and push beyond them in their interchange with participants. They keep their personal opinions in the background and exert every means to gain the objective insights of participants.

Facilitators are guides, not participants.
They ask open-ended questions designed to elicit the utmost in creativity and insight. They assume every contribution has an insight behind it, further, that it is their task and that of the group's to gain that insight for the good of the organization. They do not give answers, but ask question after question to draw out wisdom, clarify it, build on it with other insights and help the group forge out a concrete consensus to which the whole group can commit itself. They sometimes ask intentionally naïve questions, intending to get at the roots of apparent disagreement, thereby revealing a difference in understanding or values and providing a basis for resolution. They assume that every participant has an important perspective to contribute and draw out naturally quiet people. They promote clarity by enabling participants to contribute their wisdom in short, succinct phrases, which convey concise images.

Facilitators prepare extensively.
They set a clear context for the task at hand, requesting data from participants on their expectations regarding desired results from the group's interaction. They have clearly in mind the objective of the interaction, the time allotted to the interaction and the needed impact on participants. In many interactions, one experiential objective is for the group to conclude that it already has the power and authority to implement its decisions. They familiarize themselves with the organization's history, current external operational environment and internal working atmosphere.

Facilitators are concerned both with process and results.
They keep the interaction moving toward a decision. Where there is no consensus in a critical arena, they facilitate a decision about the process necessary to produce consensus. Consensus within the group becomes the building factor, not presumed right or wrong. They assume that the reality will reveal itself in due time as the group continues its work. They believe that not every issue has to be sorted out at the instant of its being raised.

Facilitators are reflective human beings.
They regularly make time for the group to reflect on the significance of their work. They demonstrate and elicit humor, which releases tension and provides discontinuous relief from intensive work. They facilitate intuitive leaps, which utilize right brain capacities and which spark creativity, a highly motivating force which produces commitment. They require clear conclusions regarding decisions made and ensure objective documentation for the group's work for every participant, thereby paving the way for implementation.

part two 2

Formulating an Executive-Legislative Agenda

This module outlines in detail the possible tasks of an ELA facilitator-coach for each step of the ELA process. It provides a structured approach by treating each step as a learning session. For each session, task and learning objectives are established, and the requirements needed in session facilitation defined.

step 1

the twelve steps to ela

Planning to Plan

Much of the success of the ELA process rests on the strong commitment and support of the LCE, and a dynamic and effective ELA Team. Setting up the team that will push the ELA process forward is therefore a critical first step to formulating an ELA.

Link to Manual

Step 1, Pages 18-25

Task Objectives

At the end of the intervention, you would have assisted the LGU in:

- Organizing the ELA team
- Initiating an orientation session on the ELA
- Preparing a work plan for the ELA team

Helpful Information

The task involves a combination of process and content facilitation. To carry out both functions, you should:

1. Have a good understanding of the ELA concepts, elements and process.
2. Familiarize yourself with the LGU situation
3. Be observant of the organizational culture and identify major decision makers or power blocks within the organization

Duration

One week

Process

1. Together with the LCE, draw up the criteria for selecting the ELA Team members.

2. From this set of criteria, assist the LCE in identifying ELA team members.

> As the bulk of the ELA preparation work rests on the hands of the team, you should ensure that members have the necessary knowledge and skills and the right attitude for the task. You should check for proper balance of skills and expertise, and capabilities to do analytical and technical writing work. This is also a good opportunity to involve actively the Sanggunian in the planning process, as it will among other things, ensure that the legislative requirements of the ELA are considered and prioritized in the legislative agenda. The LDC should be substantially represented being the mandated local planning body. At least, the LDC should be looked at as a main reference body in the ELA formulation process; this is to ensure that the ELA falls within and is consistent with the local planning and development framework and system. Representatives from other stakeholder groups such as civil society/people organization and the private sector should be included in the Team.

3. Assist the LCE in drafting the ELA Team's Terms of Reference and the Memorandum or Executive Order formalizing the creation of the ELA team. A sample EO creating the ELA team is provided in the ELA Manual (Box 2 p. 23).

4. Assist the Sanggunian in drafting a resolution supporting the creation of the ELA team.

5. As soon as the formal announcement for the creation of the ELA team is out, convene the ELA team for an initial meeting. It is important to have the LCE preside over the meeting and explain the following:

a. Purpose of the ELA process
b. Roles and responsibilities of the ELA Team
c. Link and relate the ELA team with the newly reconstituted LDCs
d. LCE expectations from the ELA Team, and vice-versa

6. The next step is to run a work planning activity for the team. This may be done during the initial meeting, or as a separate activity. The planning exercise should aim for the following:

   a. An orientation on Development Agenda Formulation and Good Governance. This session should equip members with leveled off understanding of basic concepts and principles on local development and participatory governance, ELA elements and formulation process. The orientation should also introduce the team to critical development themes such as poverty reduction, environmental sustainability, gender and development, peace and unity, and the need to integrate them in the ELA process. Annex A provides a description of the basic issues related to these development concerns and why these issues should be mainstreamed in local development planning.

   b. Clarify the roles and responsibilities of each member, including the LCE and determine working arrangements amongst themselves, and with the LCE.

   c. Define interface between the executive and legislative departments and the convergence of actions in the course of ELA formulation.

   d. Help the team identify immediate activities to get them started and prepare a work plan.

   The following format may be used in preparing the ELA Work Plan

Activities	Major Outputs	Responsible Person	Duration & Date
Major activity 1. Identify priority issues and concerns, including those relating to poverty, environment, gender and development, peace.	Long list of issues	MPDC, LGOO	July 5-15
Sub-activity 1.1Review existing local plans	Key issues culled from secondary sources	MPDC, LGOO	July 5-10

Some preparatory activities that you may have to undertake include the following:

1. Preparing a session design for the orientation.
2. Identifying potential resource persons.
3. Assigning a documentor to make sure that all agreements reached and outputs are documented.
4. Ensuring the presence of the LCE
5. Notifying participants to ensure full participation of the ELA Team members. Representatives from the SB and LDC should be actively sought.
6. Checking if there is adequate logistical support to the ELA Team. Providing templates/worksheets, if necessary.

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The timing of ELA orientation session should not coincide with the busy season for LGUs. This will reduce the likelihood of the ELA getting in the way of ELA team members' regular activities.

The ELA work plan should ensure that the ELA is completed in time for the review of the proposed LGU budget by the Sanggunian which commences on October 16. Essentially, the task involves building a good team foundation. Your work shall not only focus on task accomplishment but also enabling the team to establish rapport and teamwork. This may require you to integrate consciously some group dynamic exercises to enhance team performance. You should also be observant of any dynamics between or among group members to avoid potential clashes or conflict of ideas or styles.

step2

the twelve steps to ela

Prioritizing Issues

Once the plan for ELA preparation has been laid out, an immediate task is to conduct a quick assessment of the local situation, and identify the critical issues and problems confronting the LGU. From this analysis, a long list of issues and concerns can be derived, and further narrowed down to generate the priority issues to be addressed in the ELA.

In classifying priority issues, the Team is advised to take note of cross-cutting themes earlier discussed as may be relevant to the local situation.

Link to Manual

Step 2, Pages 26-31

Task Objectives

At the end of the intervention, you would have enabled the ELA team to:

1. Make a rapid assessment of the LGU situation using available secondary data
2. Draft a long list of LGU issues and concerns
3. Prepare an initial short list of priority issues and concerns
4. Acquire skills in problem identification and prioritization

Helpful Information

1. Different local plans particularly the following: CLUP, CDP, past LDIPs, Local Poverty Reduction Action Plans (LPRAP), GAD Plan, LPPMS, sector plans, etc.
2. Key development issues at the national and regional levels, and how each of these affects the LGU.
3. MBN data and poverty profile, if available
4. General understanding of issues relating to poverty reduction, environmental sustainability, gender and development, peace and development

Estimated Duration

Two to three weeks

Process

1. You may begin Step 2 by asking the ELA team to conduct a review of existing local plans and other relevant documents that provide information on key development issues and concerns in the area. The MBN data and core poverty indicators, if available, should provide useful information on community needs. This exercise will enable the team to have a good grasp of the current LGU situation. Making these secondary materials available and complete by the LPDC early on will enable this step to be conducted in a more organized and systematic manner.

   If secondary materials are not sufficient, the ELA team may have to conduct quick primary data gathering of key issues in the locality. It would be ideal to involve community participation in data collection as it could pave the way for later institutionalization of community needs assessment.

   Depending on the availability of secondary data, this activity make take anywhere from one to two weeks.

To ensure more systematic gathering of data, you may help the ELA team in:

a. Preparing the data gathering design
b. Clarifying data gathering assignments
c. Providing a checklist of documents to be reviewed
d. Designing data gathering format/templates
e. Addressing data gaps and how and where to get needed data

The task requires enormous technical staff work. One or two competent LGU technical staff can be assigned to do the preliminary staff work and let the other members review compiled data. If not, then you as the coach may be expected to do this especially if ELA Team members are not technically equipped and/or do not have the luxury of time to go through each of the documents and pull common issues into a single list.

2. Once a substantial amount of data is in, you may now lead the ELA team in generating a long list of issues and concerns of the LGU. Make sure there is ample time for discussion to ensure that the ELA team has a clear and common understanding of the key issues affecting the LGU. It is important that you draw the team's attention to cross-cutting concerns such as poverty reduction, environment, gender and development and peace. Oftentimes, issues pertaining to these themes are not given much attention at the local level and overlooked in the issue identification process. You may invite resource persons to provide a briefing on these topics. You may also refer to the LGSP Mainstreaming Toolkit (Annex A) for some conceptual and practical understanding of these cross-cutting themes. For more comprehensive understanding of these development concerns, you may refer to related materials that are readily available either in print or through the internet. Some of these materials include the following: Primer on Gender Responsive Governance of the NCRFW, Sustainable Integrated Area Development Guidebook of the Philippine Council for Sustainable Development, the Guidebook on Poverty Diagnosis and Planning of the DILG, NAPC and NEDA, and the Culture of Peace-Peace in Conflict Impact Assessment Resource Kit of the LGSP.

3. As the ELA team members may be more intimately familiar with the issues than you are, the challenge is to get the ELA team to do a critical review of the issues and decide on which should be in the priority list to be addressed by the ELA. Expect that major issues confronting the LGU can be many and difficult to address altogether by the ELA. It will be important to emphasize the following points:

   - The ELA team will need to prioritize these issues vis-à-vis the criteria to be mutually agreed upon by the members.
   - With the limited resources and time to respond to the immediate problems of the LGU, it is imperative for any local administration to focus on the more urgent and critical issues.
   - Issues can be properly identified and prioritized utilizing a more systematic approach.

Suggested steps in directing the team towards issue prioritization

1. Give an orientation to the team on issue prioritization process and tools.
2. Conduct an initial prioritization exercise. Allow the team enough time to discuss and agree on the prioritization criteria and techniques to be adopted.
3. Review and synthesize prioritized issues.
4. Check whether the list of priority issues has considered issues relating to gender, environment, poverty alleviation, peace, and participatory governance. Assist in packaging the outputs for presentation to the LCE and later to the multi-stakeholder workshop.
5. If needed, revise the list based on comments of the LCE.

In helping the team decide on how to present the issues, you may emphasize that what matters is not the form but whether the identified issues are the important concerns that must be addressed in the immediate term.

Collecting and prioritizing issues is a long and tedious process. The more systematic the approach, the longer time is needed. Again, you should not do this activity in a hurry. You should advise the team to allot more time for this exercise, as the resulting output shall be the basis for the rest of the ELA activities.

Suggested Tools

There are a variety of problem analysis tools that are immediately available for planners. The following are some of the more commonly used tools in dissecting and prioritizing problems.

Identifying Issues and Problems

1. Problem Tree Analysis[3]

Problem Analysis seeks to identify problems in the locality and analyze the existing situation surrounding the context of the problems.

In problem analysis, one identifies dissatisfying situation and their causes by:

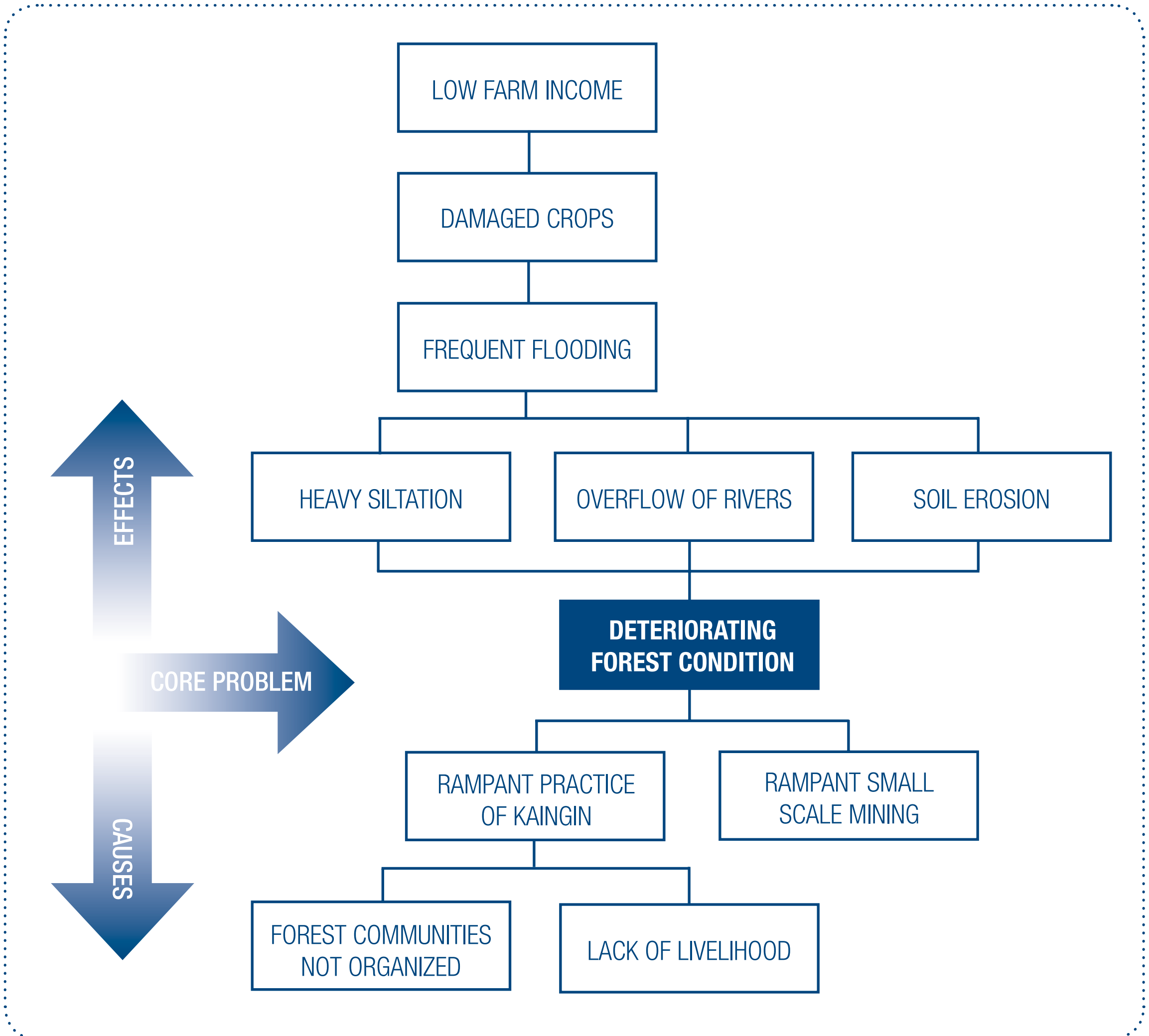
- Describing dissatisfying situation as deviations between a desired end and an existing/actual situation so that the symptoms become clear.
- Identifying the major causes of the dissatisfying situation as constraints in order to be able to address the root causes (rather than attempting to cure symptoms)

In the process, other major problems around it and their cause-effect relationships are also identified. But all these depend on the availability of data and information. In conducting an in-depth study of the problem, the ELA team will be able to visualize the cause-effect relationships and translate them into a diagram, better known as Problem Tree.

A Problem Tree illustrates how problems are linked and interrelated in a situation, and defines which appears to be the cause and effects of identified core problem and the other problems that appear to result.

How to do the Problem Tree Analysis	
Step 1	**Identify the problems.**
	Using "metacards," list all the pro blems. One card per problem. Formulate each problem as a negative condition Example: Frequent flooding Erosion of vast tracts of land.
Step 2	**Establish the cause-effect relationship among the problems identified.**
	From among the listed problems, try and agree on which is the cause and which is the effect. Example: Low farm income is caused by frequently damaged crops which in turn is caused by deteriorating forest condition
Step 3	**Establish a convergence point (or points)**
	The convergence point for all the problems identified is referred to as the "core problem" and becomes the over-riding concern that will have to be addressed.
Step 4	Review the diagram as a whole. Verify the cause and effect relationship and agree on the soundness and completeness of the problem tree.

Box 3. **Problem Tree of Deteriorating Forest Condition**

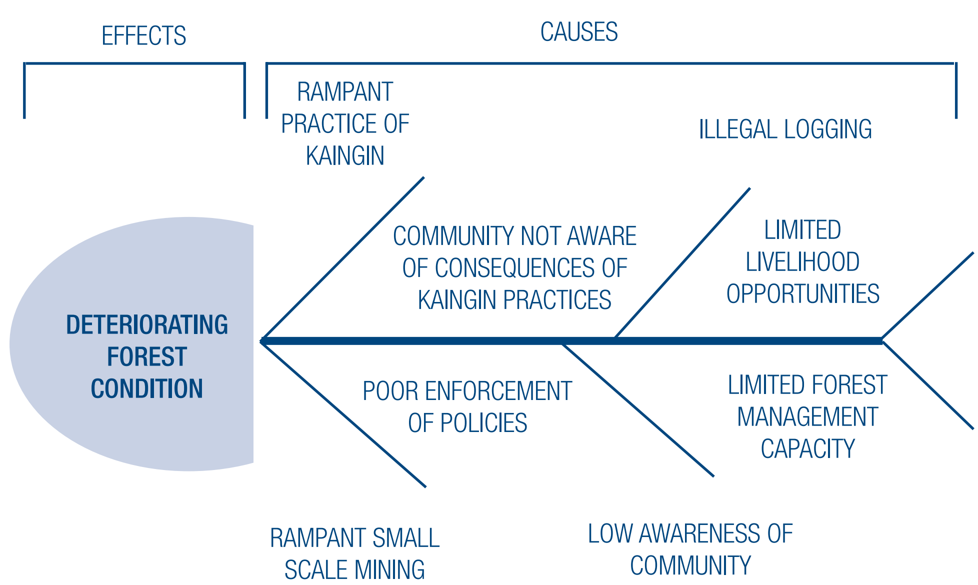


2. Fishbone Diagram[4]

Fishbone diagram, also popularly known as *Ishikawa* or a cause-and-effect diagram, is a problem analysis tool that identifies, analyzes and presents possible causes connected with a problem or condition. The tool is focused on presenting the contents of a problem, rather than its history. It creates possibilities for collective knowledge and consensus about possible solutions to the problem.

How to do the Fishbone Diagram	
Step 1	Decide on the problem area that you want to investigate.
Step 2	Write the problem area/s for improvement on the head of the fish. Draw a broad arrow from the left side to the right side.
Step 3	Identify the main factors causing the problem.
Step 4	Draw branch arrows to the main arrow. Write the major possible causes previously identified on each branch.
Step 5	Identify the detailed factors of each group of major causes. Draw smaller twig arrows to the branch arrows. Write the detailed factors on each twig arrow.
Step 6	Continue connecting more arrows to the twig arrows. If arrows are attached to twig arrows, it means that the causes of the problem have underlying causes.
Step 7	Label the fishbone "causes" and the head "effects".
Step 8	Check whether all the factors that may be causing the problem have been included in the diagram.
Step 9	Check if the relationship of causes to effects is properly illustrated.

Box 4. **Fishbone Analysis of Deteriorating Forest Condition**



3. Participatory Issue Identification[5]

This is an exercise used in the LCE Development Management Program of LGSP. The tool uses a very simple but enjoyable activity in surfacing top-of-mind issues and concerns of stakeholders. The process also enables all participants to speak up and share their ideas.

The process requires a facilitator and a team of documentors.

How to do the Participatory Issue Identification	
Step 1	The participants are divided into workshop groups (a team of five to six).
Step 2	The facilitator asks each participant to think of his/her top three issues/concerns.
Step 3	Each participant shares with the group his/her issues/concerns and writes the issue on cards using the metacards (strips of colored cartolina paper about 9.5" x 4"). Issues should be expressed in very short phrases.
Step 4	The facilitator asks each participant to read aloud one issue and directs a documentor to post the card on the board, or in the easel sheet. No selection/screening, editing or corrections is made on the card while the issues are being posted. The issues are numbered and integrated to avoid duplication.
Step 5	After everyone has contributed his/her ideas, the facilitator makes a second round of the process, then a third round.
Step 6	The output generated at this point is a long list of issues.
Step 7	The facilitator then identifies and groups similar issues/concerns. This produces the short list of issues.
Step 8	The facilitator assigns each group to analyze a specific issue cluster and identify the "mother issue" or the strategic topic using a set of criteria which the group may draw up. Criteria may include the following: • Does the issue demand legislative action to be addressed? • Does the issue respond to key concerns/mandates of the LGU (social, economic, environmental concerns)? • Is the issue/concern a result of public demand? Would addressing the issue result in wider benefit for the public? • How much resource would addressing the issue require? • Will non-action on the issue put the LGU at a great risk, or result in greater opportunity loss?

The output is a short list of issues the ELA should focus on.

Prioritizing Issues and Problems

1. Simple Frequency Count

This is the simplest way of prioritizing issues. From the shortlist, participants select/decide on the top issues/concerns in the checklist by voting.

The issues with the most number of votes become the priority issues.

2. Simple Ranking

This is usually effective if there are only a few (less than five) problems to be ranked and the number of participants is small (less than ten). The process involves the following steps:

How to do the Simple Ranking	
Step 1	Each participant ranks the problems in order of priority, from the most important problem to the least important.
Step 2	The facilitator totals the rank for each problem
Step 3	Overall ranking is derived by comparing the total score per problem. Higher scores mean higher rankings.

Ranking does not show the importance of one problem over the other. If the relative importance of problems is to be considered, weights may be assigned to each problem. The facilitator has to make the participants agree on the weights and allow them to discuss why they rank one problem as more important than the other.

Box 5. **Example of Simple Ranking**

LGU Problems	Respondents						Total Score	Ranking
	A	B	C	D	E	F		
Insufficient supply of potable water	3	2	1	3	3	3	15	1
Inadequate road infrastructure	2	3	2	2	2	2	13	2
Unstable peace and order situation	1	1	1	1	1	1	8	3

Respondent Score:
3 -biggest problem 1 - smallest problem

3. Pairwise Ranking

This technique works better for large groups of people (more than ten). It compares several issues in relation to one another by comparing two issues at a time. Each issue is then compared to every other issues in the group. Pairwise ranking can be difficult if more than five or six issues are to be compared.

The process involves the following steps:

How to do Pairwise Ranking	
Step 1	Draw up a matrix of LGU problems (placed in the same order).
Step 2	The facilitator then goes through the grid pair by pair, asking the group members to decide which of the two problems is more important. In this way, each problem is compared with every other problem.
Step 3	The facilitator tabulates the frequency count per issue.
Step 4	The facilitator ranks the issues based on frequency counts or score.

Box 6. **Example of Pairwise Ranking**

	Inadequate Supply of Potable Water (W)	Inad-equate Roads (R)	Unstable peace and order condition (P)	Low agri production (A)	Limited employment opportunities (E)	Score	Rank
Inadequate Supply of Potable Water (W)		W	W	W	W	4	1
Inadequate Farm-to-market Roads (R)			R	A	R	2	2
Unstable peace and order condi-tion (P)				A	P	1	3
Low agri pro-duction (A)					A	1	3
Limited employment opportunities (E)						0	4

4. Prioritization Evaluation Worksheet

This process is more systematic but rather tedious.

How to do Prioritization Evaluation Worksheet	
Step 1	Plot the short list of issues in a priority evaluation worksheet.
Step 2	Rate each issue against each of the set criteria, using high (3), medium (2) or low (1) ratings.
Step 3	Weights may be assigned for each criterion. Weights or multiplier to be assigned will depend on the consensus and preference of the LGU.
Step 4	Sum up the ratings per criteria per each issue.
Step 5	Rank the total ratings per issue. The top issues become the priority issues for the LGU.

Box 7. **Example of Priority Evaluation Worksheet**

ELA Priority Issues	**Criteria**						**Sub-Total**	**Weight**	**Total**	**Ranking**
	A	B	C	D	E	F				
Insufficient supply of potable water	3	3	3	2	3	3	17	2	34	1
Inadequate road infrastructure	2	2	3	1	2	2	12	1	12	3
Unstable peace and order situation	1	2	3	2	3	2	13	1	13	2

Code:

A - Requires legislative action
B - Responds to strategic need of LGU
C - Relevant (demanded by public)
D - Resource requirements
E - Results in greater impact/opportunity loss
F - A mandate for LGU

Rating Scale:

1 - Low
2 - Medium
3 - High

step3 Consulting with Stakeholders

An effective ELA is a result of collective efforts, not just of the ELA Team but of other local stakeholders as well. Involving stakeholders in the critical stages of the ELA process is key to its successful implementation.

At present, many LGUs are still unable to actively engage people participation in local development despite the presence of enabling mechanisms for participation. Reasons vary from mutual dislike of LGUs and CSOs to work together, civil society groups not prepared to engage local government, to insufficient capability of LGUs in participatory governance.

Step 3 is thus designed to institute and mainstream community participation in identifying critical concerns and issues in the locality.

Link to Manual

Step 3, Pages 32-35

Task Objectives

At the end of the intervention, you would have enabled the ELA team to:

- Articulate the value of stakeholder participation
- Engage the participation of various stakeholders to validate the initial list of priority issues concerning the LGU
- Surface other critical issues that may have been missed out in the initial process
- Strengthen citizen participation in local governance

Helpful Information

1. Key issues of the LGU
2. Local governance concepts and principles and how they are operationalized
3. Latest development trends that may impact on LGUs in general
4. Schedule of meetings of LDC, LSBs, Barangay Captains, etc. taking note of “big events” that can be capitalized on.

Duration:

Two weeks

Process:

1. Start by assessing the extent to which citizen participation is practiced in the LGU and what participatory mechanisms are currently in place. It would be good to look into the status of reconstitution of the LDCs and other LSBs given that Codal provisions also call for their immediate reconstitution and the effective selection of CSO representatives into these bodies. This will help you define the scope of your assistance, i.e., whether you should give technical inputs to the team on participation, design the consultation, or simply serve as facilitator.

2. Identify how consultation is to be conducted. Should it be through a series of sectoral consultations, through large assembly of multi-stakeholders, or a combination of both?

Some preparatory activities may include the following:

- Design of the consultation workshop.
- Designation of workshop team and their roles.
- Identification of target participants.
- Invitation and confirmation of target participants.
- Preparation of workshop and presentation materials.
- Identifying logistical requirements.

3. Prepare the ELA team for the conduct of the consultation session/s.
4. During the consultation proper, remember that the major goal of the activity is to get stakeholder concerns or inputs to the ELA. It is therefore necessary to generate critical issues affecting majority of the stakeholders, and to cover as many stakeholder groups as possible. Furthermore, it is also important

to consider that not all invited stakeholders may be assertive during the consultation. Given this, the workshop techniques to be used should enable participants to share freely during discussions

5. The LDC, being the mandated planning body should be involved in these consultations in as much as the barangay captains and the CSOs, sit as regular members in this council. Moreover, the Sanggunian, through the various heads of (legislative) sectoral committees should also be consulted on the issues especially if these have implications on local policies or conversely, if existing policies bear on or are contributing factor in these issues.

   Other important reminders in conducting the consultation workshop are as follows:

   a. Stay focused on the objectives of the consultation. There is tendency for the discussions to get unwieldy. Some people may grandstand and others talk about valid issues that may not be directly related to the workshop objectives.

   b. Make sure that you have the LCE and other critical local officials in the workshop as they are in a better position to respond to certain concerns that may be raised. Remember that you are a facilitator, an outsider, and not an authority who can decide on local issues.

   c. For contentious or controversial issues where consensus may be difficult to obtain, a separate venue may be recommended to settle the matter. The ELA team may need to identify dialogue seeking and conflict management type of strategies in conducting consultations that require more challenging consensus building process.

6. After the consultation, the ELA team may need further assistance in terms of the following:

   a. Documentation and review of workshop outputs
   b. Finalization of the shortlisted issues for presentation to the LCE

Ensure that documentation of workshop outputs capture the key agreements and unsettled issues. To facilitate the process and as a pre-work to the ELA team meeting, you may suggest that the initial short-list be revised to incorporate inputs from the stakeholder consultation. The ELA team will then validate the revised list.

A copy of the workshop outputs and agreements should be provided to each team member for reference and made part of the ELA document as annex.

Suggested Tools

To maximize the gains from group activities, the facilitator may use popular participatory strategic planning tools. One of the more popularly used techniques in group facilitation is the **Workshop Method** [6] which has been proven successful in the following situations:

- Developing a strategic plan or a development agenda
- Provincial, municipal and barangay visioning exercise
- Meetings to formulate practical and do-able strategies
- Developing priorities for action

Generally, the workshop method is effective in situations when you want to build group consensus and lead the members of a group to make decisions and action.

It is effective because it:

- Allows all group members to contribute and participate;
- Generates creativity and energies in a limited amount of time;
- Catalyzes collective integrated thinking;
- Builds group consensus;
- Facilitates the formulation of innovative and creative solutions to problems and issues; and
- Infuses the group with a strong sense of stakeholdership and responsibility.

The workshop method involves the following steps:

How to Use the Workshop Method

Step 1 — Set the context. Introduce the focus question.

Before starting off with the workshop, it is important to present the objectives and the importance of the activity. After this is done, you may now introduce the focus question.

- Introduce and explain the focus question
- Present an outline of the process and the time considerations
- Invite participation from all members of the group

Example of a Focus Question:
What are the most critical problems faced by your municipality?

Step 2 — Brainstorm. Generate ideas individually, in smaller groups, then in a plenary.

Generate as many ideas as possible from the group. This can be done at different levels: individually, in smaller groups, and in a plenary.

- Ask all members to individually list down ideas on a sheet of paper, preferably an idea card or what others call a meta-strip.
- Organize small discussion groups where members share and discuss all the ideas which have been generated individually. Have each group select five to seven of their most important ideas.
- Call in idea cards/meta strips from the groups and post these on the board. Read out each card and make sure that all members of the group are clear on the ideas brought up by the different groups.

Focus Question: What are the most critical problems faced by your LGU?

Example of responses

Uncollected garbage	Illegal Fishing
High infant mortality	Traffic Congestion
Unabated destruction of mangroves	High incidence of water-borne diseases
Inadequate school buildings	Student to textbook ratio is 1:8

How to Use the Workshop Method

Step 3	**Cluster ideas. Group together similar ideas generated in Step 2.**
	■ Ask the group to form 4-6 pairs of related ideas intuitively ■ Give each cluster a 1-2 word label or tag ■ Ensure that all the idea cards posted are properly organized Example of clustered response

ENVIRONMENT	HEALTH	EDUCATION
Unabated destruction of mangroves	High incidence of water-borne diseases	Student to textbook ratio is 1:8
Illegal Fishing	High infant mortality	Inadequate school buildings
Uncollected garbage		

Step 4	**Discuss collective insights.Talk through each cluster with the group to have a common understanding.**
	■ Discuss all clusters and make sure that the group has a common understanding about them. ■ Give each cluster a 3-5 word title which directly responds to the focus question.

ENVIRONMENTAL DEGRADATION	LOW HEALTH CARE STATUS	HIGH ILLITERACY RATE
Unabated destruction of mangroves	High incidence of water-borne diseases	Student to textbook ratio is 1:8
Illegal Fishing	High infant mortality	Inadequate school buildings
Uncollected garbage		

Step 5	**Reflect. Discuss the significance of the results of the exercise and discuss next steps**
	Invite the group to reflect on these problems and to start thinking about possible strategies to solve them.

Some Pointers in Using the Workshop Method

On visual materials

Prepare a few visual materials to make the process as smooth and as interesting as possible. In preparing your materials, you should:

- Keep the use of lines and shape simple. Lines and shapes may be used to signify high or important points
- Make creative use of colors
- Use darker colored ink for letters and use BLOCK CAPITAL LETTERS
- Use lighter colored ink for highlights, or for illustrations or figures

On the materials you need

In order to have a successful workshop session, you have to thoroughly prepare for the sessions. To do this, you have to imagine the entire process in your mind. Prepare as much ahead of time as possible so that during the sessions, you can concentrate on facilitating the process. You may also want to ask someone to help you distribute materials, collect idea cards, move ideas around the board during clustering, and write out title cards.

On rules for card writing

- Write only one idea per card so that clustering of ideas is possible
- Limit words to three lines on each card
- Use key words instead of full sentences
- Write large letters in both lower and upper case, and make sure that the words can be read from ten meters
- Write legibly and use the broadest side of the marker, not the point
- Apply two sizes of script to distinguish main points
- Use different sizes, shapes and colors of cards to creatively structure the results of the discussions
- Follow the color code established for different categories of ideas

On rules for involving participants

- Every participant should be considered as a resource person and every resource person should be considered a participant
- Everyone helps everyone
- Every idea counts
- Conflicts and controversial points of view should be visualized and dealt with at an appropriate time
- Uncomfortable feelings should be dealt with promptly
- Use the "yellow card" technique to stop people from talking too long

step4

the twelve steps to ela

Defining / Revisiting the LGU Vision and Mission

The ELA begins with a clear statement of a LGU vision. While the LGU may have an existing vision statement, it is always good to revisit the vision and check whether it still represents the general aspirations of the community and if it is realistically attainable.

It is also important to remember that a vision is not just that of the LCE's and/or his/her key functionaries, but is shared by the larger community. Setting an LGU vision should involve a collective and participative process.

Link to Manual

Step 4, Pages 36-39

Task Objectives

At the end of the intervention, you would have assisted the LGU in:

- Drawing up the various the elements of the LGU vision
- Drafting its vision and mission statements

Helpful Information

General welfare clause of the Local Government Code (Section 17).

Duration

One to two days

Process

1. Assist the LCE gather the ELA team to plan for the visioning workshop.

2. Lead the ELA team in developing a session design. In designing and planning the workshop, the following should be clearly defined from the start:

- Aims and objectives of the workshop
- Target participants and their characteristics
- Size and the possible structure of the group
- Time schedule for the activity
- Resource requirements
- Responsibilities of the ELA team

Remember that although a detailed plan is made for the visioning session, the workshop activities remain open to discussion and alteration depending on feedback and progress from the participants. The facilitator must be able to respond to the requirements of the group at any moment by adapting his techniques to the group's learning preferences/styles.

3. Conduct a visioning exercise. This activity is relevant if the LGU does not have existing vision/mission statements. If these are available, then you may just revisit the vision and check if the vision/mission elements are still valid. If they are and there is no need to restate the vision/mission, the team may proceed to Step 5 of the ELA. If a restatement of the vision/mission is needed, the team may take off from Step 4 of the visioning process.

Suggested Tools

How to Do the Visioning Exercise	
Step 1	The process usually begins with a trigger situation or question. Examples are: *Five years from now, what would you like to hear people say about your LGU?* *Today is year ____, your LGU is an awardee in a prestigious international local governance event. What is the award for?* Questions or a series of questions are extremely useful in bringing out ideas from people.
Step 2	Divide the participants into groups of 5-6 members and give them time to individually reflect on the trigger question. Then, ask the members of each group to share their images of the LGU with their groupmates.
Step 3	Instruct the group to identify common images for the LGU and ask them to draw a picture of the LGU based on the common images/elements.
Step 4	Ask each group to present their outputs/picture of the desired future state of their LGU and note down common elements based on the group presentation.
Step 5	At the end of the presentation, make a synthesis of the group outputs and validate with the participants the common elements of the LGU vision.
Step 6	Ask the group to form a vision team from among the participants to draft the vision statement based on the identified elements. Usually, the team is given enough time (at least half day) to write the vision statement.
Step 7	Ask the vision team to present the vision statement to the group for comment and validation. It is advised that the group be reminded of the criteria for a good vision statement in evaluating the formulated vision statement.
Step 8	The vision team finalizes the vision statement taking into consideration the group's comments and suggestions.

Because a vision should inspire enthusiasm and encourage commitment from the constituents of an LGU, it is important that all major sectors of the LGU be invited to the visioning activity. These should include representatives from the three sectors namely, government, private sector, and civil society. Identifying the list of participants for the session should be given much thought and careful preparation. While prominent and big organizations in the LGUs should be included in the list, it is also important to include the marginalized sectors of the LGU such as women, children, farmers, fisher folk, tricycle drivers, etc.;

4. Once a vision statement is finalized, it is good to have it widely known to and understood by the LGU public. Emphasize to the ELA team that a vision becomes more powerful if it is widely shared, and that visioning does not end with a formulated vision statement. The vision has to be cascaded down to the lowest member of the organization and communicated to as wide an audience as possible.

A good vision should inspire people and move them to proactive action.

5. After crafting the vision statement, you can then lead the team in formulating the mission statement. Unlike the vision statement, developing the mission statement is a clear-cut undertaking.

   The steps involved in helping the ELA team formulate their mission statement are very similar to the visioning exercise. However, the trigger question to be used will vary. Sample trigger questions that you may use are the following:

"What business is the LGU doing now"

"What business do you want to be in?"

"What do your constituents need most?"

"What are the expectations of your constituents?"

"What has the LCE promised its constituents during the campaign period?"

The group tasked to craft the vision statement may also be assigned for the mission statement. Remind the group that the following elements of the mission statement should be present: a clear view of WHAT the LGU is trying to accomplish FOR its clients and HOW it can attain its purpose.

step5 Formulating Goals and Objectives

the twelve steps to ela

Goals and objectives translate an LGU mission into more concrete and measurable terms. They set targets and provide detailed answers to the question: "Where is the organization headed?" and "When is it going to get there?" While both are desired results, they differ in time frame and impact.

Link to Manual

Step 5, Pages 40-43

Task Objectives

At the end of the intervention, you would have assisted the ELA team in formulating the LGU goals and objectives.

Helpful Information

1. LGU mission statement
2. Prioritized issues of the LGU
3. The campaign platform of the LCE (if any)

Duration

One to two days

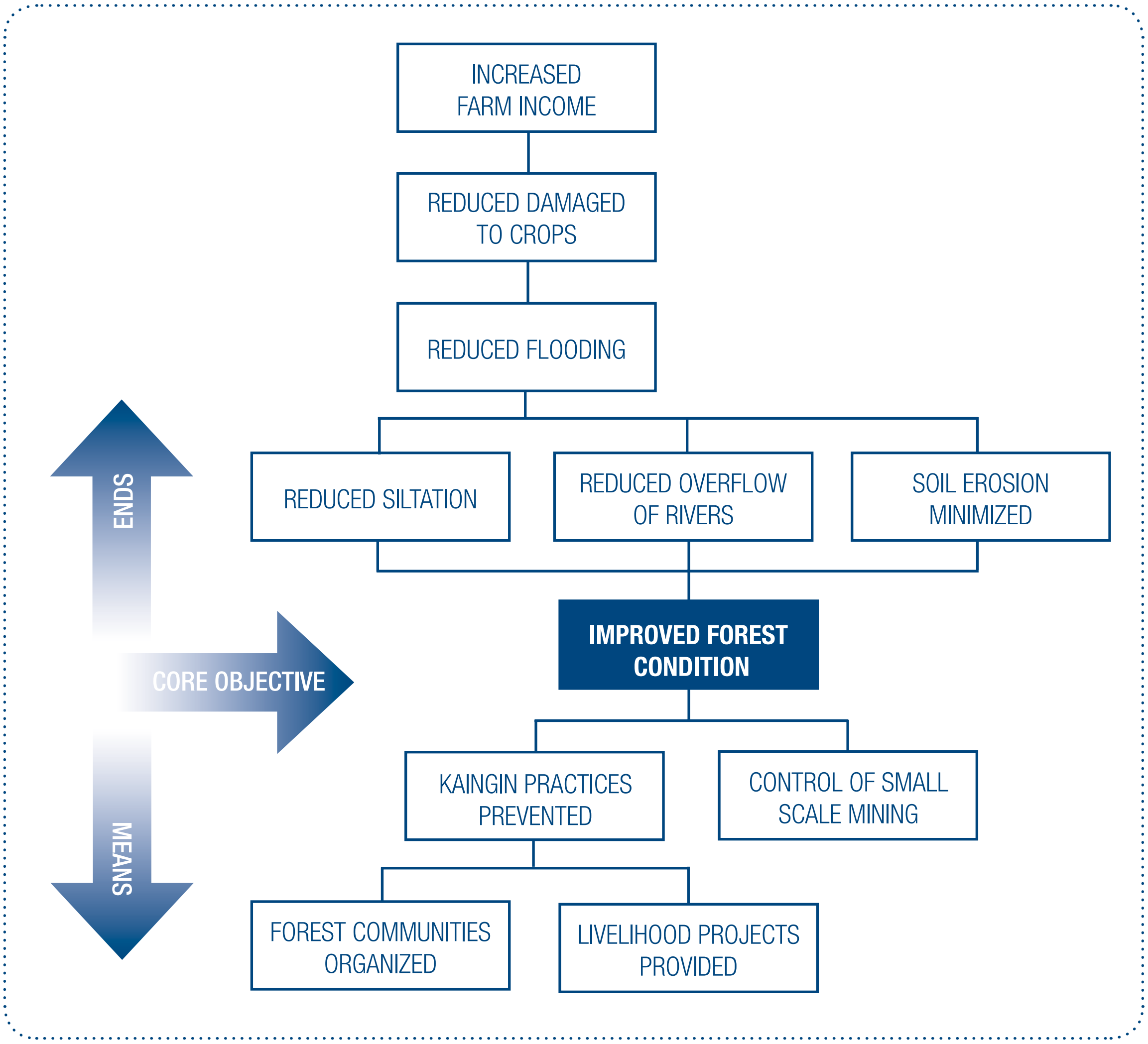
Process

1. Again the same process presented in Step 4 can be undertaken, or can be adapted to suit the particular circumstance of the LGU. The trigger question that may be used to help the ELA team develop a goal statement is, "Using your mission statement as guide, what do you want to achieve for the people in your municipality for the next three years?"

2. Collect and cluster similar responses to this question. Major clusters of issues or categories of desired conditions may form a goal category. You may now form goal statements around these issue clusters.

   The concept of a goal may be vague to the participants so it is always advisable to give examples of goal statements that meet the SMART criteria. Refer to Step 5, page 41 of the ELA Manual for a description of SMART criteria and examples of well-formulated goal statements.

Box 8. **Objective Tree of Deteriorating Forest Condition**



2. Check if crafted goals sufficiently address the mission statements.

3. For each of the goals, guide the participants into formulating corresponding objective statements. If a problem tree was constructed, the group may take off from the results of that analysis and generate the Objective Tree.

> Objectives are immediate results that LGUs and the LCE are directly accountable for. It is therefore important that problems/issues are analyzed more intensively and more systematically, before objectives are drawn up.

4. Cluster similar and related objectives. Then ask the group to choose which of the objectives best advance/s the goal statements. Remind the group that given time and resource constraints, they need to define and have a sense of the best solution towards attaining the goals.

> The realization of several objectives can contribute to the achievement of a goal. ✓

5. Once the goals and objectives have been developed, start leading the ELA team into developing performance indicators to measure the extent of achievement of desired results.

   a. Begin by delivering a brief lecture on performance indicators.

   b. Assign particular goal/s and objective/s to each group of the ELA team for deliberation on the appropriate performance indicators.

   c. Check the formulated performance indicators against the criteria set for a good indicator. You may refer to Step 5, pp 42-43 of the Manual for the criteria checklist.

Performance indicators are needed for both goals and objectives and can be expressed either quantitatively or qualitatively. Emphasize the need to establish the performance indicators baseline of the current year, for the succeeding year, or according to the planning horizon desired. For the ELA, it is advisable that annual performance indicators be established.

In determining performance targets, make sure that the following reports are readily available: SEP, CLUP, NEDA reports, poverty indicator monitoring reports.

In choosing performance indicators, it would be beneficial to make reference to existing indicator monitoring systems prescribed for LGUs. These include the LGPMS of DILG, the socio-ecoonomic indicators of NEDA, and the Local Poverty Indicator Monitoring System (LPIMS) of DILG-NAPC-NEDA. These indicator systems can be useful in setting common performance targets and save the LGU a lot of time in data gathering, processing and reporting procedures.

step6 Prioritizing Programs, Projects, and Capacity Development Needs

the twelve steps to ela

Given that the LGU is working on limited time and resources, the ELA Team must narrow down the ELA to priority programs and projects. Choosing programs through well thought set of criteria makes the decision making process more inclusive and rational.

Part 1 Prioritizing Programs and Projects

Link to Manual

Step 6, Pages 44-46

Task Objectives

At the end of the intervention, you would have assisted the ELA team in identifying a set of prioritized programs, projects, capacity development and legislative requirements necessary to bring the ELA to action.

Duration

Three weeks

Process

Depending on the tool that you will use, the process of identifying and prioritizing programs and projects may vary. It would however be important to bear in mind the following:

1. The first step to any prioritization exercise is agreeing on a set of criteria to be used. Being a reflection of the values of people, prioritization criteria may

vary from one LGU to another. At the minimum, the following parameters can be considered in prioritizing programs and projects:

- **Impact and Relevance** (can contribute to the realization of the LGU vision, mission, goals and objectives; addresses issues and concerns that were earlier prioritized)
- **Timeframe** (within the LCE term of office)
- **Resource constraints** (implementability in terms of organizational, financial, technology, information)
- **Acceptability** (resistance of influential groups)
- **Contribution to the goals of cross-cutting theme**s on poverty reduction, environmental sustainability, gender and development, and peace and unity, and participatory governance.

2. Having set up the criteria, the team may now evaluate each of the identified programs/projects vis-à-vis the set criteria. Experience shows that of all programs identified, only about 20% are likely to remain viable after adequate screening.

3. Allow the team to review the initial list, as the process may have to undergo several iterations before the final list is drawn up.

Suggested Tools

In identifying and prioritizing specific programs and projects, a number of guides or tools can be employed. The following presents some of the commonly used techniques.

1. SWOT Analysis

As a planning tool, SWOT analysis is quite versatile. It can be used in various stages of the planning cycle. For strategy formulation, SWOT results can be used by combining strengths and weaknesses of the LGU with the opportunities and threats in its environment. The guide questions below may be useful in identifying strategic interventions in the ELA[7] :

Strategies	Guide Questions
Strengths-Opportunities	How can strengths be employed to take advantage of development opportunities?
Strengths-Threats	How can strengths be used to counteract threats that tend to hinder achievement of objectives and pursuit of opportunities?
Weaknesses-Opportunities	How can weaknesses be overcome to take advantage of or implement development opportunities?
Weaknesses-Threats	How can weaknesses be overcome to counteract threats that tend to hinder achievement of objectives and pursuit of opportunities?

2. Stakeholder Analysis[8]

Stakeholder analysis (SA) is also a tool that can have a variety of uses. In program/project prioritisation, stakeholder analysis is useful in defining the major beneficiary groups that should be targeted by the ELA and its various programs. Stakeholder analysis provides an insight into the different groups, organizations and institutions that will be benefited by or have influence over the implementation of the ELA. The SA determines who are the key actors of the ELA and to what extent are their stakes in the ELA.

Stakeholder Analysis is a simple process usually involving the conduct of interviews or dialogues that would help in learning about stakeholders' individual and collective needs and concerns. It can be integrated in Step 8 or during the conduct of the validation workshops for the ELA where stakeholder commitment for ELA implementation is sought. Using this tool, the team would have a good idea of the potential roles of stakeholders in the ELA and the possible resources that they can commit for its sustained implementation.

As local governments act as local partners in the delivery of national programs and projects, it would be critical to factor in planned programs/ projects of national line agencies (NLAs) in the LGU's prioritisation efforts. In many ways, national line agencies have strong influence on local planning processes via these various programs and projects. The challenge that needs to be addressed is, given the limited resources of LGUs and the increasing demand/competing needs, aligning NLAs' priorities with local ELA would be most desirable. Possible resources that these NLAs can get to commit for the implementation of the ELA will make a lot of difference.

How to do the Stakeholders' Analysis	
Step 1	**Identify individuals, relevant groups, organizations and institutions who may be involved in or who may be affected by the ELA.** If consensus on who should be in the list cannot be reached, final decision is not needed at this stage. Instead, agree on a tentative list and adjust later on.
Step 2	**Identify their :** Activities (groups) or tasks (organization/ institution): *What do they do? These are activities or situations they are in before the ELA.* Probable interests: *What do they expect from the ELA? These are expectations on how the ELA could help improve the stakeholders' present activities or condition.* Potentials (resources, skills, etc.): *What can they possibly contribute? These are the stakeholders' possible contributions to help achieve their respective goals.* Limitations/constraints: *What might prevent their full participation in ELA implementation? These are the factors that hinder the stakeholders to share their potentials or contributions.*
Step 3	**Describe consequences for ELA implementation.** The consequences are possible actions that must be pursued by the LGU to overcome the limitations/constraints as perceived by the stakeholders.

All information gathered may be organized according to the following matrix:

Groups, Organizations & Institutions	Activities or Tasks	Interests or Expectations from ELA	Potentials (resources, skills, etc.)	Limitations or Constraints	Consequences for the ELA
Group 1					
Group ...					
Group ...					

Expect the answers to the questions to differ according to each group's social, political, professional, economic and religious background. It is, therefore, important to clarify the interests and conflicts between the groups as well as their dependency relationships.

3. Alternative Analysis Approach[9]

There are different paths towards solving specific problems. However, given the reality that there are constraints both in time and resources, planners need to define and have a sense of the best solution towards attaining the objective. The alternative analysis tool is a systematic way of searching for and deciding on problem solutions.

The tool answers two major steps:

1. Searching for alternative solutions: What choices do we have? This involves identifying, listing and characterizing different means by which a defined status/objective could be possibly reached, or by which a deficiency could be resolved.

2. Deciding on an alternative to be pursued: Which choice do we make? This involves assessing possible alternatives by applying relevant and specific criteria.

The specific steps in answering these two questions are outlined below.

<table>
<tr><th colspan="2">How to Do the Alternative Analysis Approach</th></tr>
<tr><td>Step 1</td><td>Identify alternative sets of objectives (means-ends ladders) as potential strategies from the objectives tree, and describe them. The process involves the following:

▪ Identify several project options by combining approaches and components.
▪ Scrutinize the combinations that are most viable.
▪ All alternative problem solutions considered must have a common characteristic: they must contribute to solving a problem.
▪ Never include strategies or alternatives that have not been analyzed.

<table><tr><th>Alternatives</th><th>Description</th></tr><tr><td>A</td><td></td></tr><tr><td>B</td><td></td></tr><tr><td>C</td><td></td></tr></table></td></tr>
</table>

How to Do the Alternative Analysis Approach

Step 2

Draw up criteria and assign weights.

a. Specify and describe relevant criteria, which will serve as bases for evaluating and selecting the project alternative to be pursued. In choosing the project criteria, the following may be considered:
   - Development objectives will determine the chosen criteria for assessing the alternatives, and the weight of the criteria and therefore their relative importance.
   - Each criterion must be applicable to all alternatives.
   - Criteria must be agreed upon by the stakeholders.

b. Decide on weights for each criterion. One criterion may be considered more important than other criteria. This criterion may be given a higher weight, for example, double the value of others or give particular percentage which add up to 100%. (Optional)

Criteria	Description	Weights
1. Resources	The less costly the project, the better.	15%
2. Time Frame	The less time to gain impact for the beneficiaries, the better.	10%
3. Social Impact	The greater number of people to be benefited, the better; the more it addresses the needs of the vulnerable sectors, the better	20%
4. Etc…		....
TOTAL		100%

Step 3

Assess alternatives according to the criteria description (Matrix 2).

Criteria	Alternatives			
	A	B	C	D
1. Resources	will require P___	will require P___	will require P___	will require P___
2. Time Frame	will take ___ years to be completed	will take ___ years to be completed	will take ___ years to be completed	will take ___ years to be completed
3. Social Impact	will benefit ___ people/ households	will benefit ___ people/ households	will benefit ___ people/ households	will benefit ___ people/ households
4. Etc…				

How to Do the Alternative Analysis Approach

Step 4

Tabulate scores/ranking of alternatives

a. Agree on system of scoring to be used. Possible methods for project selection are as follows:
   - Strict ranking. Each project is ranked uniquely for each criterion using numbers 1,…, n (where n=number of project alternatives).
   - Non-strict ranking. Project alternatives are ranked allowing for non-unique standing. Some alternatives may score the same ranking.

b. Rank alternatives according to selected method. The ranking or scoring of alternatives with respect to a particular criterion depends on an empirical forecast of the development under different alternatives.

c. Multiply weights by scores

d. Add-up multiplies scores for each alternative

Criteria	Ranking							
	A		B		C		D	
	Rank	Wgt.	Rank	Wgt.	Rank	Wgt.	Rank	Wgt.
1. Resources	1	.15	3	.45	2	.30	4	.60
2. Time Frame	1	.10	4	.60	2	.20	3	.30
3. Social Impact	3	.60	2	.40	1	.20	5	1.0
4. Etc…		2.0		3.0		1.0		4.0

Step 5

Compare summed-up scores and evaluate the result.

The Analysis of Alternatives does not guarantee to reach an "objectively" correct or optimal decision but only a more transparent decision.

4. Goal Achievement Matrix[10]

Goal achievement matrix, or GAM, is a popular urban planning tool used to evaluate strategic development planning options. Essentially, the tool evaluates options in terms of how well they contribute to the goals and objectives of the plan. As applied in program/project prioritization, GAM can be used to examine the alignment of proposed priority programs/projects with the ELA goals and objectives.

The process involves the following steps:

<table>
<tr><th colspan="2">How to Do the Goal Achievement Matrix</th></tr>
<tr><td>Step 1</td><td>Identify the advantages and disadvantages of each option or project, keeping in mind the goals and objectives of the ELA.</td></tr>
<tr><td>Step 2</td><td>Translate the development objectives into quantifiable criteria. You may refer to the performance indicators identified in Step 5 of the Guide as a starting point.

Examples:

Objective 1: Improved forest condition
1. Increased areas planted with trees
2. Reduced practice of kaingin
3. Reduced practice of small-scale mining

Objective 2: Increased income for upland families
4. Security of tenure to land obtained.
5. Improved farming practices.
6. Access to irrigation facilities enhanced.

Other criteria:

Implementability
7. Availability of resources and know-how to implement the option
8. Can be implemented immediately (doability)</td></tr>
<tr><td>Step 3</td><td>Decide on the rating system to be adopted. There are two possible ways to rate – the ordinal approach or the cardinal approach. The ordinal system requires assignment of rank to each of the option per criterion. The cardinal approach requires assignment of score – either in absolute numbers of percentage – to each of the options. In this option, scaling is required. For example, 0 for non-fulfillment and 100% for complete fulfillment of the criterion.

In drawing up the scale, it is important that the scored be based on solid grounds (research, surveys, etc.), to minimize subjective and arbitrary assignment of scores.

Example: Using ordinal scale

<table>
<tr><th>Criteria</th><th>Option/ Project</th><th>Option/ Project</th><th>Option/ Project</th></tr>
<tr><td>Objective 1: Improved forest condition</td><td></td><td></td><td></td></tr>
<tr><td>1. Increased areas planted with trees</td><td>1</td><td>2</td><td>3</td></tr>
<tr><td>2. Reduced practice of kaingin</td><td>2</td><td>1</td><td>3</td></tr>
<tr><td>3. Reduced practice of small-scale mining</td><td>2</td><td>1</td><td>3</td></tr>
<tr><td>Overall Rank</td><td>2</td><td>1</td><td>3</td></tr>
</table>
</td></tr>
</table>

How to Do the Goal Achievement Matrix	
	Using cardinal scale: Rating scale – 0 for non-fulfillment; 100 for full satisfaction of criterion

Criteria	Option/ Project	Option/ Project	Option/ Project
Objective 1: Improved forest condition			
1. *Increased areas planted with trees*	100	80	20
2. *Reduced practice of kaingin*	60	100	40
3. *Reduced practice of small-scale mining*	70	90	30
Overall Rank	230	270	90

Step 4	Assess each option based on the agreed upon criterion using an evaluation matrix, also known as the goal achievement matrix. The GAM indicates how well each of the options/programs meet the criteria, and which would contribute the most to the desired objective.
Step 5	Select the best option, the one that meets the most number of criteria and thus contributes the most to the development objective and goal.

Part 2 Identifying Capacity Development Needs

It is held that local capacity building become strategic if it is based on the strategic plan of an LGU. Any effort to improve LGU capability should be geared towards contributing to the attainment of its development objectives and goals. It is with this perspective that conscious efforts should be taken to install within the LGU the necessary capacities to implement the ELA effectively.

To ensure the success of the ELA, an LGU should have the organizational capability to address the competency requirements of the Plan. The LGU should be able to align its existing resources, skills, systems and structures in a manner that will support ELA implementation.

At present, capacity development is a less prioritized task in many LGUs. For this reason, extra efforts may be needed to make the LCE and his team appreciate this important phase of the ELA. You may have to take an aggressive role in this exercise, providing the team with appropriate technical inputs on organizational/human resource development and guiding them in carrying out related activities.

While ideally a holistic approach to capacity development is preferred, the process may require more time and resources which may be lacking in many LGUs. At the minimum, an HRD Plan should be produced as part of the ELA process. The broader organizational diagnosis and development process may however be advocated with the LGUs as a means to energize and increase the efficiency and effectiveness of the local bureaucracy.

It is assumed that at this point, the ELA team would have drafted the ELA elements.

Link to Manual

Step 6, Pages 47-53

Task Objectives

At the end of this intervention, you would have enabled the ELA team and other LGU officers to:

1. Identify the human resource/capacity requirements of the ELA;
2. Determine their current capacity level vis-à-vis the ideal capacity requirements
3. Formulate a human resource/capacity development plan

Helpful Information

To assist the ELA team in formulating their CapDev plan, it would be good to familiarize yourself with:

1. Human Resource/Organizational Development concepts, tools and techniques
2. CapDev formats and guides
3. Workshop Facilitation

Duration

Two to three weeks

Process

There are several ways to do capacity assessment. The process described in this section utilizes one of the more common tools, the Gap Analysis. Gap Analysis is both a diagnostic and a management tool. As a diagnostic tool, it is used to determine differences between the ideal capacity requirements to implement the ELA and existing LGU capacity. As a management tool, it enables management to make informed and sound decisions for planning.

1. Conduct an orientation for the LCE, the ELA Team and other concerned local officials on the CapDev Assessment process

    a. Give inputs on CapDev concepts, framework and tools.
    b. Clarify the objectives and uses of CapDev assessment

> By its very nature, CapDev planning may appear threatening to some LGU staff which might constrain them from giving accurate information. Therefore, it is important to prepare the different LGU units that would be involved in the process by orienting them on the objectives and direction of the exercise.

2. Identify ideal capacity requirements

    a. Formulating capacity development interventions begins with an assessment of capacity gaps. Initially, the ELA team meets to determine ideal capacity requirements of the ELA. The following guide questions and matrix may be used:

Description	Column
List down the different outcomes areas of the ELA.	1
What is the main strategy of implementation of the outcome area or program/project? Would it be directly implemented by the LGU or by administration?	2
Determine units responsible for seeing through the achievement of the outcome. Who steers and who provides support? What kind of support is provided?	3
Identify competency requirements. Competencies are clusters of Knowledge-Skills-Attitude needed by the unit to effectively perform the work and thus achieve the outcome	4
What kind of structure supports this? Do we need to set-up a new unit? How many people do we need?	5
What are the coordinative mechanisms needed? What are organizational arrangements needed?	6
What policies are required to ensure the attainment of the outcome areas or programs/ projects?	7
What equipment do we need? How many? What technology?	8

In accomplishing columns 4-8, fill-up on the sub-column on ideal capacity requirements. The sub-column on existing LGU capacity will be accomplished in the next step.

Table 2. **Capacity Gap Analysis Matrix**

ELA Out-come Area/ Proposed Project	**Imple-mentation Strategy**	**Capacity Requirements**											
		Competency Requirements (K/S/A)		Structure		Systems & Procedures		Policies		Logistical		Others	
		✻	#	✻	#	✻	#	✻	#	✻	#	✻	#

✻ Ideal Capacity Requirement # Actual Capacity Requirement

3. Identify current internal LGU capacity. This involves looking at the existing internal capacity of the LGU and comparing it with the required competencies. This may require you to prepare a capability profile of relevant LGU offices/units that will be directly involved in implementing the ELA. This part may be cumbersome if done on a wider LGU scale. To simplify the process, it is recommended that a focus group discussion with relevant offices be conducted to determine the gap between present and required capacity. After validating the initial work done by the ELA team, identified respondents/participants may be requested to assess existing capacities of their respective units and the organization. Post information under sub-column on existing LGU capacity.

4. After determining existing LGU capacity on the ELA, instruct the respondents/participants to categorize their responses using the following:

Priority	Description	Code
High	If the requirement is not present and therefore must be addressed immediately	H
Medium	If the requirement is not totally present but manageable and/or can be acquired on time	M
Low	If the requirements is existing within the department/unit	L

During the activity, continually remind the respondents/participants to maintain a unit/team/organizational perspective. This is especially critical when identifying competency requirements as participants may have the tendency to look into individual instead of unit or team Knowledge-Skills-Attitude requirements.

5. Conduct the actual CapDev Planning

   Having identified the gaps, the group may now begin to discuss capacity development interventions to be pursued along with the implementation of the ELA.

   For the above activities, your main role is to facilitate group discussions. The information needed should be familiar to the team but would have to be elicited in an organized way. Your facilitating functions may include the following:

a. Design of data gathering strategy
   - Define the information requirements of CapDev
   - Identify data gathering activities and responsible persons for each activity
   - Design CapDev data gathering templates/instruments
   - Coordinate data gathering efforts and facilitate focus group discussions that may be conducted.
   - Ensure information needed are obtained

b. Process and analyze data gathered
   - Facilitate ELA Team meetings to analyze and integrate data, and come up with recommended actions
   - Ensure proper documentation of the discussions

c. Assist in drafting the HR/CapDev Plan
   - Provide HR/CapDev Plan report format
   - Check consistency of HR/ CapDev Plan with ELA
   - Validate findings and recommendations with key informants

The above activities should result in the formulation of the ELA HR/Capacity Development Plan. To consolidate the information, the planning format shown in Step 6, page 51 of the ELA Manual may be used.

For CapDev Planning, it might help the ELA team focus on capacity requirements prioritized as High followed by items categorized as Medium.

step 7

the twelve steps to ela

Determining Legislative Requirements

As mentioned in previous sections, the distinguishing feature of the ELA is that it seeks to align executive with legislative actions, thus achieving greater effectiveness and efficiency in pursuing LGU development goals. By synchronizinglegislative agenda formulation with the EA process, implementation of critical programs and projects is assured and expedited, and the benefits to the community realized immediately. In addition, the process also encourages a more focused and results-oriented approach to the legislative process. It is said that "local legislation can be considered effective if it results in ordinances that impact on the development of local communities."[11]

The identification of legislative or policy areas critical to the implementation of development actions in pursuit of the ELA goals and objectives is a necessary pro-active step towards ELA implementation. It also provides a starting point for the broader legislative agenda formulation work of the Sanggunian.

Link to Manual

Step 7, Pages 54-59

Task Objectives

As a facilitator-coach, your task is to assist the ELA team draw up the priority legislative and policy measures required to implement the EA. In particular, you are to expected to assist the team accomplish the following:

1. A list of priority legislative and policy measures to support the EA
2. Gain understanding and appreciation of the local legislative process

Helpful Information

1. Draft EA
2. Inventory of existing resolutions and legislations in the LGU
3. Copy of the Local Government Code and other pertinent documents
4. Annex B or the Legislative Agenda Formulation Process

Duration

One week

Process

1. Schedule a meeting with the ELA Team on LA formulation. It would be ideal if additional members of the SB can participate in this activity, at least the chairpersons of the various Sanggunian committees.

2. Give a brief orientation to the ELA Team on the local legislative process, and the roles and responsibilities of the Sanggunian in local legislation. You may refer to Annex D for a description of the legislative agenda formulation process, and identify areas for collaboration with the ELA.

3. Ask the team to review the ELA and identify areas/aspects of the plan that require legislative and policy actions.

4. Identify possible legislative measures/interventions.

5. The desired output is a list of legislative/policy areas clustered following the ELA format. You may refer to Figure 6, page 58 of the Manual for a sample outline of this step.

6. It would help if you could prompt the Sanggunian representatives to the ELA Team to draft an action plan or a work plan that elaborates on their next steps toward formulating their comprehensive LA. This is the portion of the ELA that can trigger the Sanggunian to already pursue the development of their LA.

Suggested Tools

The same problem analysis tools discussed in Step 2 of this guidebook may be used.

step8 Building Commitment

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With the draft ELA together with the CapDev Plan already completed, the next step is to present the plan preferably to the same set of stakeholders who attended the first consultation workshop.

Link to Manual

Step 8, Pages 60-61

Task Objectives

At the end of this activity, you would have assisted the LCE –ELA Team in:

1. Validating the ELA with various stakeholders through a consultation workshop
2. Obtaining re-affirmation of stakeholder commitment for the ELA

Helpful Information

To assist the ELA team in carrying out its responsibilities, the following competency requirements might be required of you:

1. Workshop Facilitation and Management
2. Presentation Plan Formulation
3. Presentation Materials Development
4. Developing PowerPoint presentations, if LCD is available

Duration One to two weeks

Process

A second round of validation with stakeholders should be conducted to present the draft ELA and check the acceptability of priority programs/projects. To do this, the following activities may be undertaken:

1. Present the draft ELA to the LCE for final review

   Submit the results of the ELA plan to the LCE for review. Incorporate suggestions made by the LCE in the final draft to be presented during the multi-stakeholder consultation workshop/s. It should be emphasized that the LCE should be the one to make the formal presentation of the ELA to various stakeholders for the following reasons: 1) the LCE heads the LDC and it is the LDC that should be on top of the ELA process, while the ELA team serves as the technical team and coordinating mechanism for the entire process, 2) Having the LCE to articulate the agenda commands more authority and ownership by no less than the leadership.

2. Prepare a Presentation Plan

   Come-up with a plan on how the ELA is to be communicated and presented during the various consultation workshops. The template below provides some guide in formulating a presentation plan to various audiences.

How to Formulate a Presentation Plan	
Step 1	**Know the audience.** The fundamental step in preparing a presentation plan is the conduct of Audience Analysis. During the meeting, the ELA team meets to carefully consider the interests of each of the stakeholders present during the ELA presentation. *Who are they? Is their attitude likely to be friendly? Curious? Indifferent? Skeptical?* *These are just some of the basic questions that the ELA Team must answer before making the presentation. Emphasize that it is most useful to know the profile and characteristics of their audience: their background, level and nature of education.* Of course, the ELA Team should be guided in dealing with different types of audience during actual presentation. The manner by which they will handle a variety of audience will matter. For an expert audience, they should be as head-ready as possible and learn to honor their expertise. For an inexpert audience, they should be enthusiastic and take nothing for granted. And for a mixed audience, ask them to begin with the fundamentals and present examples.

How to Formulate a Presentation Plan	
Step 2	**Clarify the purpose of presentation.** *What end result does the ELA Team want to achieve? What does the ELA Team want their audience to do after the presentation?* These questions will put forward the objectives of the ELA presentation. There is a need to be clear about the purpose and legal requirements of presenting the ELA to the SB. At the minimum, the purpose is to get approval for the AIP.
Step 3	**Preparing the presentation materials.** In preparing the presentations follow the tips discussed under Step 8 Activity 3.

It would also help to assist the ELA Team draft a presentation outline and prepare the necessary visual aids.

Example of an ELA Presentation Outline

Background - What is the existing negative situation in the locality that the ELA wants to address?

Objectives - What does the ELA hope to achieve? What are the benefits that the local constituents/target beneficiaries could obtain from the programs and projects included in the ELA?

Milestones - How does the ELA plan to address this situation?

Budget - How much would it cost to implement the programs and projects included in the ELA? How much are you asking your donor agency

Visual aids add value to your presentation. They support major points of your discussion, simplify complex points, and if appropriately prepared, increase participant understanding. Here are some helpful tips you could impart to the ELA team in developing the presentation materials:

1. **Know your audience.** Adapt your presentation and your presentation materials to the level your audience would understand. Knowing how large and how diverse your audience would help you prepare for your presentation.
2. **Follow the KILL principle** --- Keep It Large and Legible
3. **Use only one idea per visual**.
4. **Be consistent** – in your lettering and color scheme
5. **Change color to call attention**
6. **Use serif letterings** e.g. Arial, Tahoma, etc.
7. **Use dark letters** on a light background and vice versa

3. Coordinate preparations for the conduct of validation workshops.

   The ELA team should define roles and responsibilities (e.g. designate a facilitator, co-facilitator, and documentor) for the actual conduct of the consultation to avoid overlapping of functions.

   Days before the conduct of the consultation, the ELA team meets to finalize preparations for the activity. Go through the presentation design to refresh the ELA team of the processes and tasks required for smooth conduct of the activity.

4. Conduct the Multi-Stakeholder Consultation

   On the day of the activity, check the venue and the equipment that will be used. During the workshop, ensure that the ELA is moving towards securing, from the participants, a formal expression of commitment to the ELA e.g. a written pledge of support and commitment, or a Covenant of Support.

   Hold a de-briefing activity after the presentation to assess the performance of the team and the attainment of workshop objectives.

step9

the twelve steps to ela

Securing Endorsement and Approval

Having validated the ELA with the stakeholders and obtained their statement of support for the plan, the next task is to finalize the draft and package it for presentation to the LDC en banc and the SB/SP. In presenting the ELA document to the LDC en banc members, it is important to reiterate the relation of the ELA with other mandated local plans such as the CDP.

For some LCEs who do not enjoy the full support of the SB, they may have a hard time getting their ELAs approved. This will entail a great deal of preparation to make sure that when the LCE presents the ELA to the LDC and SB, it will be endorsed, approved and supported. Thus, the initial step would be to assist the ELA Team get ready for LDC and SB presentation.

Link to Manual

Step 9, Pages 62-67

Task Objectives

At the end of the session, you would have enabled the team to:

1. Finalize the ELA incorporating agreements reached during the workshop
2. Modify, if necessary, the ELA presentation materials for better appreciation of the SB/SP and the LDC
3. Present the prioritized list of programs, projects and policies/legislative actions to the LDC and SB
4. Obtain the endorsement of the LDC and approval of the SB

Helpful Information

To assist the team in consolidating and packaging the ELA, you should possess competencies on:

1. Working Knowledge on Microsoft Word and PowerPoint
2. Presentation Materials Development
3. Familiarity with SB and LDC Review processes
4. Familiarity with the updated DBM Budget Guidelines for LGUs

Duration

One to two weeks

Process

Obtaining the unwavering support of the LDC and the SB is vital to taking the ELA a step further to its realization. To assure this, the LCE should be able to communicate with utmost certainty the benefits that would be gained by pursuing the ELA. Given this, preparation for the presentation could not be all the more stressed.

Your assistance in this important step of the ELA process can include the following:

1. Coach the LCE in making the presentation and to speak from personal knowledge and experience in the ELA process. This would give the SB and LDC a good impression on the extent of involvement of the LCE in the ELA process. It is also important to highlight that the ELA has been subjected to a rigorous consultation process that involved multi-stakeholders. It would help if the presentation is supported with facts and figures to make it more convincing.

2. Meet with the LDC and SB representatives to the ELA team and review them on the contents of and the processes went through by the ELA. A concise ELA briefer/kit may have to be prepared for distribution to the targeted audiences.
3. In assisting the LDC prepare the AIP, refer to the DBM Budget Guidelines for LGUs.

4. During the presentation, you may act as documentor to ensure that suggestions or recommendations from either the LDC or the SB are incorporated in the revised ELA.

5. As the ELA Team may be required to present the ELA again to several bodies for re-affirmation and commitment generation, it would be practical to remind the Team to:

   - Conduct a debriefing session to discuss where improvements in the presentation could be made
   - Package the ELA for different target audiences.

It is important to get the LCE closely involved in the session, especially because he/she will be making the presentation before the SB/SP and the LDC en banc. His/her presentation will be more powerful and convincing if he/she has mastery of the ELA and the presentation materials. It is also important to highlight the consultative process involved in preparing the ELA to enable the audience to realize that the plan is not just that of the LCE but represents a consensus among various stakeholders on the development directions of the LGU for the plan period.

step10

the twelve steps to ela

Moving the ELA to Action

Rolling out the ELA involves communicating the plan to implementors, aligning LGU operational plans and budget with the ELA, and mobilizing the needed financial resources.

Part I. Preparation of the Annual Operations/ Work and Financial Plan

Link to Manual

Step 10, Pages 68-71

Task Objectives

At the end of the intervention, you would have enabled the ELA Team to:

1. Initiate the integration of the ELA elements into the regular work and financial plans of the different LGU units
2. Strengthen coordination between LGU budgets and sectoral budgets prepared by national line agencies; ensure that LGU priorities are incorporated in NLA budget and investment program
3. Identify appropriate strategies to fully support implementation of the ELA

Helpful Information

1. The ELA
2. DBM Updated Budget Guidelines for LGUs, including the Budget Calendar
3. Operations Planning

Duration

One to three weeks

Process

1. Set a meeting with the ELA Team and the LCE for the conduct of the LGU-wide operations planning workshop.

   This should provide the occasion for the LCE and his team to communicate the approved ELA to LGU department heads and officers of key implementing units. The intention is to enable LGU implementors to align their work and planned projects with the ELA goals, objectives and activities. This may also be a good opportunity to place the ELA in the local development mainstream, and impress on them joint accountability for its implementation.

Preparatory activities for the operations planning workshop include the following:

- Design of the planning workshop
- Preparing the planning templates to be used
- Identifying workshop materials and documents to be used
- Identifying and inviting participants
- Making logistical arrangements
- Ice-breaking activities

Sample operations planning forms are shown in the following tables:

Planning Form 01 **Department/Unit Operations Plan** **Year 1 to Year 3**					
Department:					
Department Goal :	*(should be aligned with the LGU vision and ELA goals)*				
Goal/ Objectives	**Key Programs/Projects**	**Indicators (Outcomes/ Expected Results)**	**Three-Year Targets**		
			Year 1	**Year 2**	**Year 3**

Planning Form 02 **Department/Unit Operations Plan** **Year 1**		
Programs/Projects/Activities	Indicators (Output-level)	Estimated Cost

2. Conduct and facilitate the operations planning workshop. This may last for two to three days, and ideally combined with some teambuilding activities.

3. The outputs of the workshop shall then be consolidated by the ELA Team into the LGU Operational/Work and Financial Plan for the next three years and for Year 1.

4. Department/unit heads are then encouraged to review the draft operations plans with their staff, and use the same in drawing up their respective departmental/unit operational plans for the year.

5. Together with the Local Budget Officer, the ELA Team may initiate "one-on-one sessions" with department/unit heads to finalize the work and financial plans.

Part 2. Mobilizing Resources for the ELA

Link to Manual

Step 10, Pages 68-70

Task Objectives

At the end of the session, the ELA Team would have

1. Gained a strategic and holistic view of the LGU revenue generation and resource mobilization function
2. Identified the fiscal gap between current fiscal capacity and ELA requirements
3. Identified appropriate revenue generation and resource mobilization strategies that would support the ELA

Helpful Information

To assist the ELA team in this step, it would be good to familiarize yourself with:

1. Revenue Generation and Resource Mobilization concepts and principles
2. Local Government Code
3. Presentation Planning and Materials Development
4. Working Knowledge on Microsoft Word and/or PowerPoint

Duration

Two to three weeks

Process

1. Convene the ELA Team and the Local Finance Committee. Give them an orientation on the Legal Framework for LGU Financing as provided for in the 1991 Local Government Code, as well as some revenue generation

concepts and existing models and practices. Among the areas that should be emphasized are as follows:

- Internal Revenue Allotments(IRA). These is the LGU share in the proceeds of national taxes which constitute 40% of total national internal revenue taxes, with fixed percentage allocations to individual LGUs. Their share depends on whether they are provinces (23%); cities (23%); municipalities (34%) and barangays (20%); and on the basis of their population (50%), land area (25%) and equal sharing(25%).

- Local Taxation and Fiscal Matters. LGUs, by virtue of the powers vested in them under the LGC, have been given authority to create their own sources of revenue, and to levy taxes, fees and charges. They are also given under the Code more responsibility for operating the real property tax system.

- Credit financing. LGUs can also avail of credit facilities to finance local infrastructure and socio-economic development projects in accordance with approved Local Development Plans and Public Investment Programs.

- Build-Operate-Trasfer (BOT) Schemes. The LGC also allows LGUs to enter into contracts for financing, construction, operation, and maintenance of viable infrastructure projects under the BOT scheme provided under RA no.7718 (BOT Law).

2. Conduct a rapid assessment of current revenue generation and resource mobilization efforts of the LGU (Boxes 10 and 11).

If there is enough time and depending on data availability, it would be ideal to do an LGU fiscal management capacity assessment. This can be done either thru a quick survey or through the administration of a set of related questionnaires and survey forms . The assessment should be able to provide information regarding the LGUs' organization and staffing of fiscal offices; staff capabilities on revenue generation and resource mobilization; fiscal management systems, e.g. FMIS, RPTA system, business permit/licensing; and fiscal policy environment, i.e. revenue code/policy, ordinances, etc. A typical fiscal capacity assessment format is shown in Box 12.

Revenue generation vs. resource mobilization

1. Resource mobilization is a more sophisticated, complex process embracing the processes of effective revenue generation. Revenue generation is a resource mobilization strategy.

2. Resources go well beyond financial resources. They also include: human resources, locational or natural resources, capital resources, technological and cultural resources. Good governance recognizes such resources and works with its community and key stakeholders to both value the resource and to use them for economic development, where appropriate.

3. Revenue Generation involves the collection of property taxes and the charging of user fees, as defined by legislation and local ordinances and by the entrepreneurial initiative of the LGU.

4. Revenue generation and resource mobilization are not mutually exclusive. LGUs need to have a strategy for both revenue generation and resource mobilization. The context within which the LGU operates will determine the balance of revenue generation and resource mobilization strategies. Efficient revenue generation strategies are an essential pre-requisite to the development of effective resource mobilization strategies.

5. Resource mobilization involves working with key stakeholders in the community and the private sector to lever opportunities for economic and social development. If these third parties lack confidence in the LGU's ability to manage an efficient revenue generation program, they will have 'much less confidence' in the ability of the LGU to be competent partner in resource mobilization strategies.

3. Based on the findings of the fiscal assessment exercise, lead the team in identifying appropriate revenue generation and resource mobilization strategies. You may refer to the five step Model on Making Strategic Revenue Generation and Resource Mobilization Choices found in Annex D of this Guide. You may also refer to the LGSP Discussion Paper on Local Government Revenue Generation for more comprehensive discussion of the issues and approaches associated with LGU financing. The paper is downloadable at the

LGSP website (www.lgsp.org.ph). You may also refer to the LGSP's Resource Finder which provides a good source of information about potential funding sources for LGUs, and the priorities and procedures in availing support from these sources.

Furthermore, you may contact the Bureau of Local Government Finance to assist you in providing the technical input on LGU Funding Sources and Options.

Facilitate this activity using the following matrix:

Outcome Area/ Programs/Projects	Amount Required to Implement Program/ Project	Possible Funding Source		Strategies to Generate Financial Support
		Trad.	Non-Trad	

Description	Column
List down all programs/projects contained in the Executive Agenda	1
Determine the amount needed to implement programs/projects	2
Identify possible funding source. They may either be from traditional (e.g. from local taxes, IRA, etc) or from non-traditional sources (e.g. ODA, Private partnerships, etc) Determine also the amount to be obtained from each funding source	3
Identify strategies on how to generate financial support.	4

Box 11. **Sample List of Revenue Generation Efforts of LGUs**

Improving the tax base

- Intensified property assessments
- Barangay tax mapping
- Adherence to presumptive income level system in assessment of business taxes and fees
- Updating of real property assessments (Field inventory and tax mapping of all real properties, and assessment of all untitled home lots)
- Tax mapping(inventory, survey and assessment)

Improving collection efficiency

- Massive information and collection drive through engagement of services of barangay officials and other entities
- Barangay tax campaign
- Sending of tax bills
- Monthly collection per stall before the 20th day
- Sending of reminder/letter to delinquent stall holders
- Barangay treasurers were deputized to collect community tax certificates
- Creation of business tax assessment team
- Creation of Municipal Licensing Action Team (MLAT)
- Provision in the local revenue code that the treasurer or his authorized representative is empowered to observe the daily cash sales of all establishments for 3 days to be the basis of their declared income for the year
- Amnesty on payments of surcharges and interests for delinquent stall rentals
- Participation of municipal task force in tax campaign including the DECS
- Proposed computerization and general revision of RPTA
- Personal approach to taxpayers
- Monthly meeting of tax collectors

Systems Interventions on Tax Administration

- Computerization of real property tax
- One-stop shop for business tax and issuance of permits
- Regular meeting of Local Finance Committee

Legislations

- Enactment of fishery ordinance
- Posting of revenues and expenditures in public places
- Updating of municipal revenue code
- Proposed auction sale of delinquent real properties (harvest time)
- CLUP – increased business and tourism areas, thus increasing assessed value for real property taxes
- Imposition of existing tax ordinance
- Garbage and tipping fees

Public Enterprises

- Plan for privatization of garbage collection maintenance of public market and plaza
- Improvement of market facilities
- Municipal port expansion
- Water system under loan/grant

Box 12. **Sample Format of a Fiscal Capacity Assessment**

1. Introduction

- Geography and Physical Characteristics
- Population and Other Relevant Socio-Economic Characteristics
- Organizational Structure of the Municipal Government

2. Fiscal Capacity Profile

- Budgetary Support to Local Fiscal Offices
- Staff Complement of Fiscal Offices
- Available Computers and Software Programs
- Average Daily Real Property and Business Tax Transactions
- Local Fiscal Management System

(This step is optional. While it step makes the process comprehensive, fiscal profiling is rather tedious and may take some time to complete. You may therefore proceed directly to Step 3.)

3. Assessment of Revenue Generation and Resource Mobilization Efforts (last five years)

a. Composition of Revenue Sources (last five years)
   Sources of its revenues can be classified into taxes, service charges, regulatory fees, receipts, and allotments.

b. Income Analysis
   Describes the revenue sources of the Municipality: IRA, local taxes, receipts from economic enterprises and fees and charges growth rate over time.

c. Financial Indicator Matrix
   While fiscal/financial performance have not been fully developed at the local government level, the Department of Finance's Bureau of Local Government Finance (DOF-BLGF) and the Commission on Audit (COA) have used certain fiscal indicators such as the following in the course of their audit functions and in making revenue target:
   - Current tax per capita
   - Current Tax, Delinquency and Special Education Fund (SEF)
   - Per Capita Business Tax
   - Real Property Tax (RPT) Collection Efficiency
   - Cost to Collection Ratio
   - Excess (Deficit) in the operation of economic enterprises
   - Ratio of expenditures for devolved services
   - Financial Autonomy to IRA
   - Per Capita Cost to Devolved Services

4. Strengths and Weaknesses

Presents an analysis of the major strengths and weaknesses of the municipality in terms of its revenue generation activities.

5. Issues and Challenges

Suggested Tools

- LGSP Resource Finder which provides a listing of all possible partners and funding sources for local government related programs and projects.

- Manual on Managing the Fiscal Gap: Revenue Generation and Resource Mobilization for Effective Local Governance available from the Development Academy of the Philippines

- LGSP Discussion Paper on Local Government Revenue Generation

step11 Popularizing the ELA

the twelve steps to ela

It has been repeatedly said that an ELA should be widely-shared. Making the ELA known, understood, and integrated in community (barangay) plans should be undertaken for greater effectiveness, transparency and accountability.

Link to Manual

Step 11, Pages 72-73

Task Objectives

At the end of the session, you would have assisted the LCE-ELA team in conceptualizing an ELA Communications Management Plan

Helpful Information

To assist the ELA team in this step, it would be good to familiarize yourself with:

1. Strategic Information Education Communication concepts
2. Communications Planning process

Duration

One to four weeks

Process

1. Before undertaking the activities outlined in this step, make sure that an ELA-IEC Coordinator or Team has been designated by the LCE with the primary responsibility of popularizing the ELA.

2. At the onset of communications planning, information needs of several of the people who may be affected by the Executive Agenda should be analyzed to develop a methodical and logical view of their information requirements. Thus, it is necessary to conduct a Stakeholders Analysis.

   Stakeholders' Analysis provides insights into the different communication requirements of groups/institutions or persons who might influence the realization of the ELA. Following is a suggested modified stakeholders' matrix:

Description	Column
Identify persons, groups, organizations involved in or affected by the ELA	1
Identify their activities or tasks. What do they do?	2
Determine their interest in the project. What do they expect from the implementation of the ELA	3
Identify their communication requirement. What information do they need?	4
From whom do they expect to receive it?	5
In what form do they need it?	6
When do they need this information?	7
What are the implications that should be considered during Communications Planning?	8

Begin the exercise by identifying all stakeholders first before filling-up the other columns.

3. Formulate an ELA Communications Management Plan (ELA-CMP) based on the outputs derived from the stakeholders' analysis. An ELA-CMP is a document which provides:

   - An analysis and profile of the audience or the stakeholders (You may refer to the results of the Stakeholder Analysis, if used as a prioritization tool in Step 6).
   - Demographics
   - Communication objectives
   - Communication strategies
   - A distribution structure which details to whom information will flow and what methods will be employed
   - Materials development, pre-testing and production considerations
   - Organizational arrangements
   - A method to gather information to monitor progress and impact

4. Upon completion of the ELA-CMP, advise the coordinator/team to submit and present the ELA-CMP to the LCE for review. Modify accordingly.

5. From the ELA-CMP, develop and produce ELA campaign materials which are simple, clear, catchy, positive and action-oriented. The campaign materials should be creative as well as effective. It might help the ELA-IEC coordinator/team to be advised on the following guidelines for materials development:

- Command Attention. Does the materials/message stand out?
- Clarify the message. Is the message simple and direct?
- Communicate a Benefit. Does it communicate a benefit? Does it answer the "what's in it for me" question/
- Consistency counts. Is there consistency in all media used?
- Cater to the Heart and Head. Does it offer not only practical reasons but also emotional values.
- Create Trust. Is the information contained in the material accurate?
- Call to Action. Does it ask the people to do something?

Consider creative and effective ways of bringing the ELA closer to the community.

step12

the twelve steps to ela

Managing and Sustaining ELA Implementation

Managing ELA implementation performance (or monitoring and evaluation) is essential to the effective and sustained implementation of the ELA. A system for monitoring and evaluation serves as an important tool for project implementers to track progress of ELA implementation, as well as the extent of achievement of desired outcomes.

Preparing an M&E plan prior to actual plan implementation is important for the following reasons:

- It encourages more cogent thinking and a clear understanding of the goals, objectives, programs and projects, and their relationships;
- It ensures budgetary allocation for undertaking M&E activities; and
- M&E activities can help ensure sustainability of plan implementation. When a system for M&E is carefully designed, it results in effective and efficient plan implementation and management.

Link to Manual

Step 12, Pages 74-79

Task Objectives

At the end of the step, you would have enabled the ELA team to:

1. Articulate performance management and appreciate its importance in ELA implementation
2. Create the ELA Performance Management (PM) Team
3. Prepare an ELA Performance Management Plan

Helpful Information

It would help in your effort to assist the ELA team to have knowledge on:

1. Performance Management concepts and principles
2. Monitoring and Evaluation concepts and principles

Duration

Three weeks

Process

1. Organize the ELA-PM Team

In creating the ELA-PM team, it is advisable to pay attention to the existing monitoring and evaluation structures within the LGU. The regular task of monitoring and evaluation and performance management is ideally passed on to the Project Monitoring Committee of the LDCs but usually lodged at the LPDO as part of its oversight and secretariat function of the LDC. For ELA monitoring, either a new team is created or the existing M&E structures be assigned the responsibility. Regardless of the option taken, it is important to ensure the following: (a) that overall accountability still rests on the LDC, thus, there is a need for the ELA PM-Team to submit its findings to the LDC or the LDC Execom, through the LPDC, and (b) clear lines of accountability should be established. This way, sustainability of M&E efforts for the ELA is promoted.

Once the ELA team has gained a good grasp of the scope of ELA-PM requirements, the ELA-PM can be organized. The task involves the following activities:

- Draft the duties and responsibilities of the ELA-PM team, and competencies required

- Identify potential members of the Team, taking into consideration the structures and systems for monitoring and evaluation that are are mandated or are currently in place
- Orient team on the scope of ELA-PM work

2. Conduct an orientation to the ELA-Performance Management Team. The orientation should include the following:

    - ELA core messages
    - M&E concepts and tools
    - Uses and importance of M&E
    - Elements of an M&E system
    - Performance indicators
    - Communicating the M&E/PM results to the various stakeholders

3. Design an ELA-PM Plan

    The team should meet to plan for ELA-PM. The plan should indicate the responsibilities for plan implementation, monitoring and evaluation; the activities in preparing an ELA implementation and M&E system, and the resources needed (financial, organization and others). An important component of the ELA-PM plan is communicating its progress or reporting it back to the stakeholders. Please refer to the pages 77-79 of the ELA Manual for the processes involved in Reporting Back your ELA.

4. Present the ELA Implementation and M&E Plan

    As has been the practiced, involve the LCE by asking him/her to review the plan and seek endorsement from the LDC ExeCom. This is important in making sure that the M&E of the ELA is mainstreamed in the LGU's regular planning and management system and process. Suggestions and recommendations maybe incorporated in completing the final draft.

    Performance management is yet to be fully appreciated at the local level. Emphasis must be placed on the need to monitor the progress of the plan for more effective implementation.

Reporting Back the ELA

As earlier mentioned, the performance management system advocated by the ELA process is dynamic and is based on the principles of transparency and accountability. Reporting the ELA back to the community is a clear mechanism towards this end. You should thus impress on the ELA Team, and the LCE specifically, the value of such a process. Your assistance may be useful in terms of the following:

1. Drafting a reporting back the ELA plan that should consider the following:

    - How frequent should it be done, who are involved in the activity
    - Identifying cost effective strategies to report back the ELA to as many stakeholders as possible
    - Networking with critical partners in reporting back the ELA
    - How can it be dovetailed with other local consultations or assemblies

2. Assessing the key accomplishments of the ELA, highlighting initial gains and the key contributing factors as well as critical support needed to implement the rest of the planned activities

3. Preparing the ELA Report and presentation materials.

    For further guidance, you may refer to the Reporting Back the ELA section of the Manual found in pages 77-79.

ENDNOTES

[1] Bens, Ingrid.Facilitating with Ease, Jossey-Bass, Inc. USA, 2000

[2] Taken from ICA, INDIA as cited in the Technology of Participation Handbook, Associates in 3 Rural Development-Governance and Local Development Project

[3] Development Academy of the Philippines, Sourcebook on Proposal Preparation, 1999.

[4] Ishikawa, Kaoru, downloaded from http://quality.enr.state.nc.us/tools/fishbone.htm, January 23, 2004.

[5] The tool was introduced by Gordon McIntosh, a Canadian Trainor from the Local Government Leadership Institute, who facilitated one of the issue prioritization sessions of the LDMP.

[6] Associates in Rural Development-Governance and Local Development Projects, Technology of Participation Handbook

[7] Lifted from Morato, E., Manual on Strategic Planning Process, distributed as a hand-out during the LGSP-sponsored Governance and Accountability Course

[8] Development Academy of the Philippines, 1999

[9] TeamConsult, Methods and Techniques of Project Management Training Manual.

[10] Kozlowski, J., University of Queensland, Lecture Notes

[11] Development Academy of the Philippines, Enhancing LGU Effectiveness in Local Legislation – Terminal Report submitted to the LGSP-Region VI, 2003.

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UNICEF (1993). VIPP Visualization in Participatory Programmes: A Manual for Facilitators and Trainers Involved in Participatory Group Events.

annexes 3

ANNEX A

A Mainstreaming Toolkit on Gender Equality, Environment, Peace & Unity, Poverty Reduction, and Participatory Governance*

Introduction

This "toolkit" or handbook has been designed to be used by LGSP staff and their local resource partners (LRPs) involved in the delivery of LGU capacity development projects.

It is intended as a guide to help LGSP and LRP representatives integrate LGSP's four cross-cutting themes into LGSP projects and to build the capacity of LGU's to mainstream the cross-cutting themes into their policies, plans and programs.

The toolkit is not intended to provide a thorough discussion of each of the issues and should not be relied upon as a sole source of information on the issues. It is also not intended to be used as a "form" that must be completed and submitted at any particular point in time. Rather it is intended as a tool to generate discussion and to promote critical thinking about each of the issues and each of the questions. It is anticipated that LGSP and LRP officers will work together to respond to the questions raised in the toolkit and together plan strategies and actions that will improve the quality of LGSP capacity building interventions.

* The toolkit was developed by the Local Government Support Program mainly for its own use but is nonetheless shared with the broader development community as possible reference. There are other and more detailed mainstreaming tookits currently available on the same themes. These include the following: Gender Responsive Planning Toolkit of the NCRFW, Sustainable Integrated Area Development (SIAD) Guidebook of NEDA-PCSD, and the Guidebook on Poverty Diagnosis and Planning of DILG-NAPC-NEDA.

What is Mainstreaming?

In every society and every government there is a "mainstream" where choices are considered and decisions are made that affect the economic, political and social position, and options, of citizens. Mainstreaming is a strategy to ensure that concerns related to a specific issue or theme are considered within this central decision-making arena. It is an approach to governance that makes mainstreamed considerations an integral part of planning, budgeting, programming and evaluation.

Mainstreaming contributes to more responsive government and better service provision because it takes into account special issues that "cut across" various government departments and impact on all sectors. Mainstreaming is a long-term process that takes place on many fronts, requiring changes in awareness, attitudes, policies, plans and programs. The end goal of mainstreaming is to ensure that initiatives to address cross-cutting issues have been woven into the fabric of society in a way that contributes to sustainable development.

Examples of themes that are typically the focus of mainstreaming efforts include gender, environment, poverty alleviation, HIV/AIDS, good governance, and peace.

What is the LGSP Approach to Mainstreaming?

LGSP is committed to mainstreaming the program's four cross-cutting themes: gender equality; environmental sustainability; poverty alleviation, and peace and unity, as well as to integrating participatory processes into programming at all levels.

The goal of LGSP mainstreaming is twofold:

- to ensure that the four cross-cutting themes are integrated into all LGSP capacity development initiatives and mainstreamed within LGSP decision-making processes; and
- to increase the capacity of LGUs to mainstream the four cross-cutting themes within their policies, programs and plans

Mainstreaming Gender

What is Gender Mainstreaming?

Gender mainstreaming is a strategy to ensure that concerns for gender equality are considered seriously by decision makers at all levels and are an integral part of all planning, budgeting and programming decisions. A gender mainstreaming approach recognizes that:

- government policies and programs affect men and women differently and have special needs
- gender is not a "women's issue" but everyone's issue
- the nature of inequality is often systemic and structural
- women historically tend to be disadvantaged relative to men
- gender differences can also result in men being disadvantaged
- neither women nor men should be treated as a homogenous group

Why is gender mainstreaming important to good government, good governance and good projects?

Gender mainstreaming contributes to more responsive government and better service provision because it takes into account the interests and needs of both women and men. These interests and needs can often be different, requiring different approaches and services. At the same time gender mainstreaming capitalizes on the skills and contributions of both women and men, enabling both women and men to equally contribute to, and benefit from, the fruits of national development. Both women's and men's input is necessary if communities are to prosper, and equality between men and women is an essential element of sustainable development.

What are the Main Challenges to Integrating Gender Equality in LGU Initiatives?

- Competing priorities and limited resources within partner agencies. Considering the many challenges currently facing the local government sector in the Philippines gender equality may not be perceived as a priority.
- Insufficient understanding of gender mainstreaming as a component of good governance.
- Gender analysis and mainstreaming are perceived by many as donor driven concepts rather than as tools for effective planning and service provision.
- The national policy environment is responsive to gender equality issues, but is yet to be fully operationalized. LGU officials may not be aware of their responsibilities under the policies or have the technical skills, resources or authority to integrate gender considerations into local legislation and development programs.
- Traditional gender roles are deeply entrenched even among well-educated professionals in the public sector. Many gender roles have religious and cultural roots and must be addressed with understanding and sensitivity.

What will be the observable results of Gender Mainstreaming?

- Women and men participate equally in the planning and implementation of capacity building initiatives and both women and men have increased capabilities
- Participants in capacity development initiatives have increased awareness of and sensitivity to gender issues;
- Strategies, skills and tools from project experience in gender sensitive planning, implementation and monitoring are "transferred" and shared with the key stakeholders;
- LGUs have increased capacity to mainstream gender and integrate gender equality promotion in organizational and governance planning and programming
- LGU programs and services more effectively meet the specific needs of women and men in their communities.

Gender Mainstreaming Tool

Key Questions to consider when planning a project

1	Will the short-term and long-term results of the project benefit both women and men equitably?	"Yes" implies that there will be no unplanned negative impact on either women or men. "No" suggests the project should NOT be implemented without major modifications.
2	Are there barriers or constraints to women's equal participation in the planning and implementation of the project at the LGU and/or CSO level? If so, can these constraints be overcome?	"Yes" implies that the project should not be implemented until there are concrete strategies to overcome the barriers/constraints. These should be included within the project profile, the LRP ToR and the LRP work plan.
3	Will the project contribute to enhancing LGU capacity to integrate gender in planning and programming? Will gender equality awareness activities be integrated into the project?	" Yes" to either of these questions implies that this project provides an opportunity to build capacity around gender mainstreaming within the LGU. Strategies to capitalize on this opportunity should be included in the LRP ToR and work plan
4	Have gender indicators been selected with which to measure the project results?	"Yes" indicates that the project has included the appropriate PIS gender indicators.

Mainstreaming Environment

Why is mainstreaming environmental sustainability important to good government, good governance and good projects?

Environment and development issues are of paramount importance to LGUs. The majority of LGU functions, activities and services: infrastructure projects, forest and fisheries management, water services, agriculture development, industry development, land use planning etc. have a potential major impact on the health of the environment. Mainstreaming environmental concerns in LGU planning and programming results in the protection and wise management of the environmental and natural resource base and ensures progress on a sustainable basis. LGUs act as "stewards" of the environment for the citizens now and for generations to come and ensuring environmental sustainability is consistent with the mandate given LGUs to localize and operationalize the Philippine Agenda 21, as the strategy to attain the national vision of sustainable development (SD).

What are the Main Challenges to Integrating Environment Concerns in LGU Initiatives?

- Philippine Agenda 21 remains conceptual and has not been operationalized at the level of LGU planning and management;
- Highly sectoral and compartmentalized understanding of development issues;
- Competing demands of economic and industrial development and resource conservation and pollution control;
- Creation of an Environment and Natural Resources Council (ENRC) and the designation of an Environment and Natural Resource Officer (ENRO) are not mandatory. Most LGUs have not availed of these due to budgetary and administrative constraints;
- Capacity of the LGUs to integrate environmental concerns in its plans and strategies is severely constrained by lack and poor management of information;
- Involvement of People's Organizations, NGOs and other environmentally active agencies in the area are not institutionalized in special bodies such as the ENRCs;
- Documentation and dissemination of successful environmental management and technology systems are limited. Opportunities for learning by other LGUs that have similar needs and site conditions are therefore constrained.

What are the observable results of mainstreaming environmental sustainability in local development projects?

The project has no negative impact on the environment

- Strategies, skills and tools from project experience in mainstreaming environmental issues and sustainable development principles are shared with the key stakeholders;
- LGUs and CSOs have enhanced understanding of the concepts and principles of environmental sustainability and sustainable development and increased consensus on local environmental issues
- LGU's programs and projects are planned, or modified, to ensure that they have a positive (or non-harmful) impact on the environment
- More CSOs and other concerned groups are actively participating in environmental planning and management activities of the LGU

Environmental Sustainability Mainstreaming Tool

Key Questions to consider when planning a project

1	Will the project have a **direc**t impact on the environment?	A "direct" impact means that the project activities include such things as: constructing a building or infrastructure facility, altering a water course or drainage pattern, changing land use, producing solid or liquid waste, changing specific agricultural or fisheries practices. "Yes" indicates that an Initial Environmental Examination and/or an Environmental Impact Assessment will need to be conducted before the project is undertaken.
2	Is there any potential indirect **negative** impact on the environment?	"Yes" implies that the project design must include activities to raise awareness of the potential negative impact and develop appropriate mitigating measures to minimize the risks. This should be included in the project ToR.
3	Are there opportunities for the project to integrate environmental and ecological sustainability concepts in planning, programming and capacity building activities?	"Yes" implies that the project provides anopportunity to build capacity around environment mainstreaming within the LGU and other participants. Strategies to capitalize on this opportunity should be included in the LRP ToR and work plan.
4	Have environment indicators been selected with which to measure the results of this project?	"Yes" indicates that the project sets specific targets addressing environmental concerns.

Mainstreaming Peace and Unity

What is Peace and Unity Mainstreaming?

Mainstreaming peace and unity is a strategy to ensure the consideration of peace and conflict issues in the formulation, implementation, operation and evaluation of local projects and that peace and unity becomes an integral theme of all planning, budgeting and programming decisions.

A peace and unity mainstreaming approach recognizes that:

- government policies and programs affect the peace and unity in the area
- local government has a strategic role to play in creating an environment of peace and unity within and between different communities
- LGU activities, policies and programs can have a positive or a negative impact on peace and unity

Why is peace and unity mainstreaming important to good government, good governance and good projects?

The presence of violent conflict interferes with the way local government is able to "function" and deliver basic services to its citizens. It is imperative for local government to be able to build and support the ability of people and organizations to pursue and enjoy peace. LGU activities have a strong potential to positively contribute to peace and unity. For example, local government can create opportunities for constituents to cooperate and form linkages and productive relationships in pursuit of LGU-driven projects and programs like delivery of health services, clean water or waste management. On the other hand, LGU projects can inadvertently create conflict by increasing competition for scares resources or increasing inequities in service delivery. Peace is key if communities are to attract investment and to prosper, and if LGUs are to effectively and efficiently respond to the needs of the constituents.

What are the Main Challenges to Integrating Peace and Unity in LGU Initiatives?

- Insufficient understanding of the concepts of peace and unity beyond the traditional mindset of peace, equating it with peace and order and policing It is often assumed that development brings peace, which leads to the lack of continuous attention to building a culture of peace and addressing the root causes of conflict

- LGU officials and community leaders may not have the technical skills, resources or authority for conflict resolution or to integrate peace and unity considerations into local legislation and development programmes. Conflict mapping and analysis needs to be mainstreamed as tools for effective planning.
- LGU, NGO and other projects and programs may contribute to conflict. There is a need to mainstream the use of Peace and Conflict Impact Assessment (PCIA) as an effective tool in anticipating, monitoring and evaluating the impacts of interventions on peace and unity.

What are the observable results of Peace and Unity Mainstreaming?

- Help to build understanding and peace within and between communities and do not inadvertently contribute to conflict;
- LGUs have increased knowledge and understanding of the concepts of Culture of Peace, unity in diversity, respect for difference and race/ethnic relations
- Strategies, skills and tools such as PCIA, and conflict mapping and analysis, are shared with key stakeholders;
- LGUs have increased capacity to mainstream peace and unity and integrate conflict mapping and PCIA in organizational and governance planning and programming
- LGUs have institutional capacity to promote tolerance, address conflict in a non violent manner and use community-based/indigenous mechanisms for building peace and understanding.

Peace and Unity Mainstreaming Tool

Key Questions to consider when planning a project

1	Will the project activities have a positive impact or make positive contributions to peace building? ie. Will the project involve multi-stakeholder participation; be culturally-sensitive and socially-responsive; benefit citizens from "rival" groups equitably and not be perceived as favouring one group over another?	"Yes" implies that there will be no unplanned negative impact in the area of peace and conflict "No" suggests the project should NOT be implemented without major modifications.
2	Will the project include strategy/ies forpromoting peace and unity? ie. Will the project integrate awareness-raising activities for increased understanding of peace and unity; facilitate dialogue among stakeholders with different backgrounds and points of view; involve community-based and/or indigenous mechanisms for peace?	"Yes" implies that this project will maximize the approaches and strategies such as consensus building, linkages and communication that are culture-specific and participatory and result in increased mutual understanding. These should be included in the project ToR and work plan.
3	Will the project lead to enhanced LGU capacity to promote respect for difference, tolerance for differences and peace and unity, and to apply the principles of conflict mediation and resolution?	"Yes" to either implies that strategies to capitalize on this opportunity should be included in the project ToR and work plan.
4	Have peace indicators been selected with which to measure the results of this project?	"Yes" indicates that the project has included the appropriate PIS peace and unity indicators.

Mainstreaming Poverty Reduction

Why is mainstreaming Poverty Reduction Important to good government, good governance and good projects?

A comprehensive approach to poverty reduction by government is key to improving the quality of life of the population. Mainstreaming poverty reduction in local governance is important in order that the very poor and marginalized sectors in the community are not further disadvantaged by government policies and programs and that their specific needs are met through targeted government interventions. Effective poverty reduction strategies involve the poor in designing and delivering interventions and empower them to take charge of their own poverty reduction and development programs.

The nation government has identified five strategies for poverty reduction: Asset Reform, Human Development Services, Employment and Livelihood, Participation in Governance, and Social Protection and Security Against Violence. LGUs, through their LGC mandate, are at the forefront of the challenge to operationalize the national priorities and to undertake programs on poverty reduction and local economic transformation consistent with the anti-poverty framework (RA 8425).

What will be some of the observable results of mainstreaming poverty reduction?

- LGUs have increased awareness of and sensitivity to poverty issues;
- Strategies, skills and tools from project experience in poverty reduction planning, implementation and monitoring are shared with the key stakeholders;
- LGUs and CSOs have increased capacity to formulate, advocate for, and integrate poverty reduction strategies into policies, plans and programs
- LGU programs and services more effectively meet the specific needs of the poor and marginalized population
- Enhanced involvement of poor and marginalized people in governance and in decision making regarding the policies and programs that affect them directly
- Strengthened partnerships between the LGUs, private sector and civil society to collaboratively plan and advocate for local economic development and poverty reduction programs and projects

Mainstreaming Poverty Reduction Tool

Part 1: Key Questions to consider when planning a project

1	Will the project have a positive impact in advancing the poverty reduction agenda of the LGU and the community? ie. will poor or marginalized groups directly benefit from the results of this project?	"No" implies that the project should NOT be implemented without modification to align it with the poverty reduction plans of the LGU
2	Will the project employ strategies that support or are consistent with any of the national government's five strategies for poverty alleviation?	"Yes" suggests that these strategies be described and included within the project ToR.
3	Will the project contribute to enhancing LGU, NGO and/or CSO capacity to integrate poverty reduction strategies in planning and programming? Will poverty awareness activities be integrated into the project?	"Yes" to either of these questions implies that this project provides an opportunity to build capacity around poverty reduction within the LGU and community groups. Strategies to capitalize on this opportunity should be included in the LRP ToR and work plan.
4	Have poverty reduction indicators been selected with which to measure the results of the project?	"Yes" means that the project will have concrete and positive results in poverty reduction.

Mainstreaming Participatory Governance

What is Participatory Governance?

Participatory Governance connotes equitable participation of key sectors and civil society in local policy formulation, legislation, development planning, and monitoring and evaluation of local development interventions and service delivery. PG is an integral element of good governance, increasing the accountability and responsiveness of leaders to the governed, transparency in the way public decisions are made and leaders selected, and improved access to information so that citizens can make informed judgments and evaluate government's performance. Local governance processes necessarily involve participation of individual citizens, the private sector and organized community groups. Through various participatory mechanisms and processes, CSOs, sectoral organizations and citizens are able to influence local decisions regarding the effective delivery of services and programs that contribute to poverty reduction and sustainable development.

What are the Main Challenges to Integrating Participatory Governance in LGU Initiatives?

- Insufficient understanding and appreciation of PG or of democratization in general, as an essential element of good governance.
- Lack of skills of both the local governments and the community groups (CSOs,NGOs, private sector groups) for effective interaction through mandated and non-mandated mechanisms.
- Ineffective systems for the accreditation of the NGOs and People's Organizations and their inclusion in Local Special Bodies (LSBs).
- LSBs are only recommendatory bodies that cannot command accountability from local officials to translate recommendations into local policies and concrete action.
- The favorable policy environment at the national level for participatory governance needs to be localized. Creative use and translation of legal mandates at the LGU level are yet to be fully operationalized by many LGUs.
- Few LGUs maximize other avenues for participation outside the mandated LSBs. Creating or harnessing alternative venues for meaningful participation of the community in the policymaking processes has not been fully explored.

What will be the observable results of integrating PG in LGU planning?

- Key stakeholders within the LGU and community groups actively participate in the design and delivery of capacity building initiatives;
- Participants in capacity development initiatives have increased skills and competencies in using participatory processes;
- Strategies, tools and approaches in mainstreaming participation in development planning, policy making, program and project implementation and management are shared with the key stakeholders;
- New and stronger institutional capacity for participatory governance by participating LGUs and CSO partners
- LGUs and CSOs have improved capacity to pursue common development concerns and priorities;
- More favorable environment for productive collaboration and partnership between LGUs and CSOs, NGOs and the private sector
- Participatory processes, mechanisms and systems for citizen participation in governance are enhanced, sustained and institutionalized in the LGUs

Participatory Governance Mainstreaming Tool

Key Questions to consider when planning a project

1	Will the project contribute to enhancing participation of citizens and concerned sectors in this focus area?	"Yes" implies that enhanced participation will be sustained after the project; "No" suggests that the project should NOT be implemented wthout significant modification. Strategies to effectively harness participation of concerned sector/s should be explicitly included in the ToR and workplan.
2	Does the project consider the sociocultural context and dynamics prevailing in the community? Will it promote social cohesion and lend sensitivity to the prevailing dynamics among citizens, sectors and other local stakeholders?	"Yes" implies that the project employs approaches and tools that promote consensus building among the stakeholders. "No" connotes prescriptive approaches regardless of the participation context and the design should therefore be modified
3	Will the project promote the development of partnership between and among the LGU, CSOs, private sector and citizens?	"No" implies that all potential options for collaboration, joint venture or "SAMAHAN" relationships have been adequately explored.
4	Does the project include appropriate information-sharing strategies for LGU officials as well as public education, awareness raising & media advocacy for increased education and participation in relation to the project?	"Yes" implies that the communication strategy has been utilized. "No" requires that the project design be modified to include a communication strategy.

ANNEX B

Steps in Formulating the Legislative Agenda*

This paper provides a reference material to the ELA team members to enhance their appreciation of the legislative agenda process, and how the ELA dovetails with the LA process. The ELA team is not expected to go through the LA steps described in this paper; however, a good appreciation of LA preparation can help identify points of convergence between the ELA and the LA steps and the ways by which the legislative requirements of the ELA can be derived and made more acceptable to the Sanggunian.

Introduction

The Legislative Agenda Formulation Process described in this paper was based on the experiences of the Capability Building Program for Effective Legislation for Selected LGUs in Region VI, a year-long project of the LGSP in Region VI. The LA process was adapted from the EA formulation process. It provides a systematic, purpose-driven, convergent and participatory approach to LA formulation.

The formulation of the Legislative Agenda (LA) is a challenging task that requires careful planning. It involves a number of steps that require the active participation of the Sanggunian and other key stakeholders in the local government unit.

Step 1. Organizing the Legislative Agenda Team

The first step is to organize an efficient team that will work on the details of the LA. The members of the team should have the necessary knowledge, analytical skills and right attitude to help the Sanggunian push the LA process forward. The LA Team is composed of the Sanggunian Members, the Secretary to the Sanggunian and other stakeholders that may be identified by the Sanggunian as strategic partners for LA implementation. The Team may include the local chief executive (LCE) or his representative, and representatives from civil society, private sector, and local development council.

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* Formulated by the Development Academy of the Philippines for the LGSP-Region VI Capability Building Program on Effective Legislation for Selected LGUs, 2003.

Step 2. Identifying the Needs of the LGU

The first immediate task in the LA process is to conduct an assessment of the local situation. The result is usually a long list of needs and problems which can be addressed through the delivery of programs and projects. The Sanggunian can identify the needs, problems and aspirations of the community using problem analysis tools, consultative processes (public consultations, focus group discussions) and planning documents such as the Executive Agenda (EA). The EA, in particular, is a valuable source of information about programs and projects the LGU needs. The LA can thus build on the EA and provide opportunity for better legislative-executive relations based on a common policy agenda.

Step 3. Affirming the LGU Vision and Mission

An LA begins with a clear statement of the LGU vision and mission. If the LGU has an existing vision statement, it may do well for the Sanggunian to revisit it and check whether it represents the general aspirations of the community.

Step 4. Formulating Goals and Objectives

Goals and objectives translate the LGU mission into concrete and measurable terms. They set targets and provide the answers to the question: Where is the organization headed? When is it going to get there? The Sanggunian can use the SMART criteria (Specific, Measurable, Attainable, Reasonable and Time-bound) to guide it in defining goals and objectives. Goals represent long-term results that measure desired changes in people's lives. Objectives represent short-term results and can be achieved in the short term. A set of objectives can contribute to the attainment of a goal.

Step 5. Prioritizing Programs and Projects for Legislative Action

Most programs and projects need ordinances before they can be implemented. The LA process is also a "sifting process" that identifies what in the long list of programs and projects in the EA or other LGU planning documents require the Sanggunian's immediate action. The list of prioritized programs and projects that require legislation is the draft Legislative Agenda. To do the "sifting process", the Sanggunian must be guided by a set of criteria for prioritizing programs and projects. These criteria may include:

- Sense of urgency of the problem, e.g. flood control measure versus farm-to-market roads

- Sectors or number of persons affected, e.g. care for the elderly versus youth drug rehabilitation
- Sustainable strategic implications, e.g. local investment promotion versus environmental protection and management
- Availability of local resources, e.g. higher real property taxes versus user fee based revenue measure to finance local program
- Relevance and timing, e.g. changing the name of a school versus local electrification
- Acceptability by the community
- Cross cutting themes: poverty reduction, gender and development, environmental soundness and peace and unity

Step 6. Improving Legislative Capability of the Sanggunian

To ensure the success of the LA, the Sanggunian should have the organizational capability to translate the LA into ordinances. It must be able to align its existing resources, skills, systems and structures in a manner that will result in meaningful and responsive legislation. Sanggunian Members and staff can benefit from capability building interventions that enhance legislative and analytical skills, e.g. policy research and analysis, policy advocacy, ordinance drafting, etc.

Step 7. Building Commitment of Stakeholders

With the draft LA already completed, the next step is to build commitment among stakeholders. The LA needs to be legitimized to accord it greater acceptability and validity. The Sanggunian can mobilize support for the LA by conducting a consultation workshop which will provide stakeholders especially from civil society an opportunity to take active part in legislative decision-making.

Step 8. Securing the Support of the LCE

This step involves getting the support of the Local Chief Executive in the LA implementation. One way to do this is to enter into a legislative-executive covenant or "concord" that will further legitimize the LA. This is also an opportunity for increased and improved working relations between the LCE and the Sanggunian in implementing a common policy agenda.

Step 9. Moving the LA to Action

This step involves the finalization of the LA into the Sanggunian's roadmap or blueprint for LGU development through a resolution. The Sanggunian resolution will serve to reaffirm the commitment and sincerity of the Vice LCE and Sanggunian Members to the implementation of the LA into responsive legislation. At this stage the Sanggunian committees must work to give "flesh" to the priorities in the LA in the form of responsive ordinances.

Step 10. Popularizing the LA

It is important to make the LA known, understood and accepted by the community. This can be done proactively through regular public consultations that solicit input from and update the community about enacted ordinances identified in the LA. Newsletters and bulletins can also serve as valuable media for popularizing the LA.

Step 11. Assessing the LA Implementation

It is important to monitor the progress of the LA implementation. This is to determine whether priority ordinances identified in the LA are actually enacted and if they are enacted within the timeframe set. It also generates relevant information that will allow the Sanggunian to push the legislation process forward – drafting ordinances, enacting ordinances and assessing the implementation of ordinances. One crucial element of this monitoring system is the installation and maintenance of a Legislative Tracking System (LTS). The LTS will track the progress of measures in the legislative mill as well as systematize information storage and retrieval about legislative activities and outputs.

ANNEX C

Budget Calendar for Local Government Units

Budget Preparation	
Preparation, updating, approval and submission to the LFC of the local government plan/annual investment program	Prior to budget preparation preferably within the first month of the year
Dissemination of information to LGUs on IRA allocation and share of the LGUs from utilization and development of national wealth	On or before June 16
Preparation and submission to the LCE through the LFC of necessary financial data	On or before July 15
Submission to the LCE of certified statement of income and expenditures for the preceding fiscal year, the actual income and expenditures of the two quarters of the current year, and the estimated income and expenditures for the last two quarters of the current year	On or before July 15
Determination and submission to the LCE of the estimated income and budget ceilings for the ensuring year	On or before July 15
Submission to the LCE of recommendations on the following: • Appropriate tax or other revenue measures or borrowings necessary to support the budget • Level of annual expenditures and ceilings for spending on economic, social and general services • Proper allocation of expenditures for each development activity	
Issuance of budget policy statement/budget call	On or before July 15
Preparation and submission of Budget Proposal to the LCE through the LFC	ON or before July 15
Review and evaluation of budget proposals of office departments	As the LCE may set

*Downloaded from the DBM website, www.dbm.gov.ph, on January 23, 2004.

Conduct of budget hearings	Before October 16
Examination/consolidation of budget proposals into an executive budget	On or before October 16
Submission of executive budget to Sanggunian for authorization	On or before October 16
Submission of supplemental budget to Sanggunian for changes in the annual budget	As necessary and authorized
Budget Authorization	
Deliberation of the executive budget through enactment of an Appropriations Ordinance. Executive budget is returned to the LCE for signature.	On or before the end of the current fiscal year
Budget Review	
Submission of copies of authorized annual budget together with the enabling appropriations ordinance, copies of updated local development plan and investment program, and revised organizational structure and staffing pattern as the case may be to the DBM-NCR in the case of cities and municipalities within the Metro Manila area, to the DBM-Ros in the case of provinces and highly urbanized cities and municipalities, and to the Sanggunian Panglungsod/Bayan in the case of barangays.	Within 10 days after approval
Review of annual budgets/preparation and transmittal of review action	Within 90 days of receipt of the reviewing office/ officer
Budget Execution	
Preparation and submission of Work and Financial Plan to LCE through the LBOs	Before the beginning of the budget year
Evaluation of the WFPs	Before the beginning of the budget year
Approval of the WFPs	Before the beginning of the budget year
Preparation of Advice of Allotment (AA) based on the approved WFP and transmittal of the same to the LCE	Before the beginning of the budget year
Approval of Aas	Before the beginning of the budget year
Transmittal of approved Aas to concerned departments/units	Before the beginning of the budget year
Budget Accountability	
Submission of accountability reports	As required by COA

ANNEX D

A Model for Strategic Local Revenue Generation and Resource Mobilization for Effective Local Governance*

Introduction

Today, local governments need to generate more revenue locally and mobilize resources than they have done in the past. They need to work with their communities, the private sector and NGOs as they provide services more in line with increasing community expectations in the face of declining general revenue sharing from the central governments. Developing effective resource mobilization strategies in support of the LGUs' development goals and objectives pose a key challenge to many LGUs in the country.

This paper provides a framework to LGUs in formulating their revenue generation and resource mobilization strategies. The framework evolved out of the review of policy studies on local government financing in the Philippines, actual experiences of LGUs, and consultations with local officials. The same framework was also applied in the provision of technical assistance to 32 LGUs in the country, 28 of them assisted by LGSP, in enhancing their capacities for revenue generation and resource mobilization.

The Framework

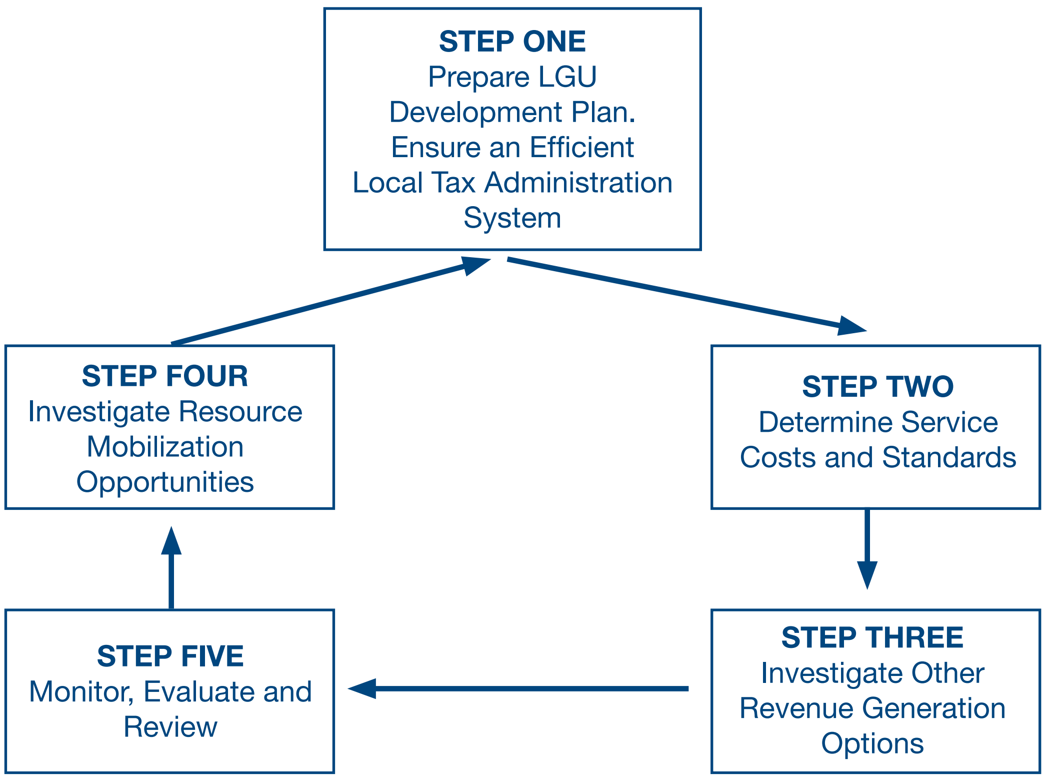
Five important decision making processes are required to develop an effective revenue generation and resource mobilization policy and strategies. They are the following:

- An LGU should be clear about what it is trying to achieve and that it has an efficient tax collection and computerised information system providing reliable and up to date information for decision making;

* Taken from the Manual on Managing the Fiscal Gap: Revenue Generation and Resource Mobilization for Effective Local Governance, Development Academy of the Philippines.

- The LGU has done the appropriate economic assessment determining service standards and costs;
- It has identified revenue generation options;
- The LGU has identified resource mobilization opportunities; and
- An ongoing process of monitoring, evaluating and reviewing an LGUs service delivery performance should be in place.

The relationships between these five steps are set out in the diagram below.



This paper delves into each of these steps, identifying questions to be asked and providing good practice examples relating to each step.

STEP ONE: Prepare the LGU Development Plan. Ensure an Efficient Local Tax Collection System

This first step demands that the LGU have a clear idea as to what it is trying to achieve for the local community. Without a vision, mission, goals, more specific objectives and ways to measure their performance the LGU cannot develop an effective revenue generation strategy. A key question that needs to be addressed is the following: What is the LGU's governance strategy? More specifically, what are its vision, mission, goals, and objectives? How are governance strategies measured? Are there performance indicators? Additionally, the following questions may be addressed:

1. Has the LGU clearly specified its role and responsibility (legal mandate, City Development Strategy, Clarify Outcome Indicators). Does it have an efficient Local Tax collection system?

2. Does the LGU have a revenue generation policy?

3. How is revenue currently raised, resources mobilized and allocated?

4. How is their governance strategy reflected in their revenue raising and resource mobilization strategies?

5. What do they believe are the barriers/success factors for effective revenue raising and resource mobilization?

6. Does the LGU collect its legally mandated revenue in an efficient and equitable manner?

7. Does the LGU have a comprehensive and reliable revenue collection information system?

8. What is the revenue profile (ratio of IRA to other revenues)?

Implementing these steps

LGUs looking to reduce the fiscal gap by enhancing their revenue generation and resource mobilization opportunities should work through the steps outlined above. Experience has shown that leading practice LGUs already have well developed local development strategies. A smaller number have, through tax mapping and computerization, improved the efficiency of the collection of local taxes. It is critical that efforts are made to ensure the taxes that are due are collected. We emphasise that these first steps are essential prerequisites to be taken before an LGU is able to assess revenue generation options and resource mobilization opportunities.

In the following section we expand on the process of determining levels of service to be delivered. The paper confirms that few LGUs undertake this type of analysis, the result being they have no 'business case' for setting fees and charges.

Malalag: Transforming a Rural Community into a Provincial Agro-Industrial Center

An intensive and critical analysis of the resources of the local government coupled with a dynamic leadership was the key factor behind the relative success of the municipality of Malalag in Davao del Sur towards its goal of becoming an efficiently run business friendly local government and an agro-industrial center.

The local chief executive organized his development interventions around a program called "Strategic Development Interventions in Transforming Malalag into a Provincial Agro-Industrial Center. He set up a project management team that focused on what they felt was a gap in the capability of the LGU. These were then to be the targets of the development interventions. These were the following:

- Local fiscal management
- Service delivery system
- Human resource development
- Local economic enterprise management
- Local development planning
- Local legislation

These components were to be complementary and were to mutually reinforce each other.

An additional plus factor that somehow contributed to the success of the development strategy was the assistance provided by an international donor agency, the Canadian International Development Agency through its Local Government Support Program.

As a result of these focused and targeted interventions, the local government was able to formulate a clear municipal development plan that was an integral component of the Area Industry Plan. This provided the basic infrastructure for the improvement of communications of the municipality, not only with the neighboring municipalities but with the national government agencies as well.

Additionally, a land use plan was formulated. So was a Revenue Code that enabled computerization of assessment and collection of real property taxes.

Water billing and collection systems were likewise computerized. Finally, a one-stop shop for the issuance of business permits enabled the LGU of Malalag to provide an investor and business friendly environment.

As a result of these focused interventions, transaction time with government for the issuance of business permits was reduced. The adoption of a new revenue code that provided the policy infrastructure for local revenue generation resulted to an unprecedented increase in tax collection by 94%. Finally, towards its goal for becoming an agro-industrial center, Malalag took the initiative of organizing the neighboring local governments into a cluster, or an inter-LGU alliance referred to as the Economic Union for Cooperation of Local Authorities.

Gingoog Bay: Computerization for Good Governance

In 1997 Gingoog Bay City Council undertook a major review and revamp of its tax administration process. This included:

- the adoption of a computerised Real Property Tax Administration system:
- updating their tax mapping;
- updating of their schedule of market value of property;
- post lists of delinquent taxpayers at conspicuous areas in barangays;
- intensified tax information education campaign;
- established quotas for tax collectors;
- purchased additional motor vehicle for tax collectors;
- examined books of accounts of business establishments;
- computerised business permit and licensing system; and
- intensified collection of community tax through proper and relevant documentation requirements.

This resulted in a staggering 98% increase in local revenue collection over three years.

The evidence from other LGUs adopting computerised systems in concert with other strategies outlined above result in similar increases in local revenue collection.

Adopting computerized financial information systems may be the single most important strategy LGU can adopt in the short term to enhance local revenue generation.

STEP TWO: Determine Service Costs and Standards

Determining the actual unit cost of service provision and the standard at which that service is provided enables the LGU to decide if it will vary the standard and the fees charged for it. LGUs can use their monopolistic position to increase service standards, or at least to provide a range of standards, that citizens can choose from. In this important step we draw heavily from the traditions of the market place. To do this effectively the LGU must have good knowledge and thus control over the cost of service provision. A key question that must be addressed is the following: What is the 'unit cost of service delivery' and the 'standard of service delivered'? Additional questions are the following:

1. Has the LGU determined standards of service delivery?
2. Has the LGU carried out an accurate Full Cost Pricing (FCP) analysis for service delivery?
3. Has 'the gap' between what is provided and what needs to be provided been identified?
4. Is this information being used to determine priorities for service provision?

STEP THREE: Investigate Other Revenue Generation Options

Once the LGU has determined the cost of service delivery it is able to determine its revenue generation policy and make long term forecasts about the sustainability of its services. This also assists the LGU with resource mobilization strategies where the business case can be made to private investors about the likely returns on any joint LGU private sector initiative. A key question is, what opportunities exist for the LGU to levy fees and charges?

1. Has the LGU done an 'audit' of services to determine which fees could be applied?
2. Has the LGU considered alternative revenue generation strategies that will assist them achieve their governance goals?
3. Is the revenue generation policy clearly spelt out in their development plan?

Naga City: Productivity Improvement Program Towards Better Service Delivery

Easily one of the more outstanding local government units in the country today is Naga City. Over the past several years, it has gained both local and international recognition largely because of the many innovations introduced by the local government under the leadership of Mayor Jesse Robredo.

One of the initial innovations he introduced was the productivity improvement program early on in the beginning of his uninterrupted term a mayor of the City for nine years. Long before reinventing government became fashionable in this part of the world, Mayor Robredo and his council had begun reinventing the local government of Naga City. The program lays the policy and program infrastructure for a well oiled, productive and responsive local bureaucracy. The PIP lays the foundation for the efficient and relative accurate determination of performance standards of the local government.…continuation of the Naga City PIP

The PIP had five major interrelated components. These were the following:

1. Value formation and capability building of the local bureaucracy to develop a deep sense of pride among the city government employees.

2. Teambuilding through the organization of productivity improvement circles, that included regular dialogues and weekly planning and problem conferences presided over by the mayor and attended by the different department heads and concerned agencies. This also included a periodic performance management survey.

3. Improvement and streamlining of systems and procedures. This included institutionalization of a feedback system; focus on quick response and special operations teams; the conduct of time and motion studies to streamline operations; development of a scheme to cut costs and expenses; and the creation of what was referred to as frontline services patrol groups that would monitor, report, coordinate and follow up the delivery of services for immediate action. Such services included those pertaining to basic road infrastructure ("the rut

patrol"), garbage ("the trash patrol"), water and pipe services ("the leak patrol), and environmental concerns ("the green patrol").

4. Emphasis on participation of the people with the conduct of regular consultations with the people and periodic monitoring of the public pulse.

With this integrated and well-orchestrated program of good and effective governance, red-tape in the local bureaucracy was untangled. Performance standards were set and monitored. Basic infrastructure was improved and maintained. Livelihood opportunities to the people were provided. In short, overall quality of life of the people improved.

Consequently, Naga City's PIP increased the City's annual revenue from Php 19 million in 1987, to Php 160 million in 1994, or an average increase of 30% per annum. Encouraged by the improved business atmosphere, investors poured as much as PhP.5 billion in fresh capital in 1993 alone.

Naga's PIP provided the framework for increased productivity not only of the individual employees and officials of the City, but of the bureaucracy as a whole, supported by an engaged citizenry.

Revenue Generation Example

An urban municipality is under pressure to regulate parking so that people are able to park near retail shops and markets. Shopkeepers, however, want to ensure a steady flow of customers through their business. So the LGU develops a car parking policy limiting time spent parking near the shops. A fee is to be paid by the car owner. If they overstay they are fined. This is a classic local government example of the use of their exclusive powers to ensure the orderly flow of cars and people in a retail shopping area.

Local government is able to generate revenue as a result of its monopolistic position. If it can apply this strategy in other areas where it has a regulatory responsibility for coordinating the orderly functioning of the local community – parking, food service standards etc.

Entrepreneurship at Barangay Level: The Loyola Heights Parking Lot

The barangay in Loyola heights is in the middle of a very busy area. Two major universities are in the area, namely Ateneo de Manila and Miriam College. Nearby is the University of the Philippines. Many commercial establishments have been set up to meet the continuing demands of the rapidly urbanizing area. Among other things, parking areas have become a scarce commodity.

Realizing the potential for generating revenues, and taking advantage of the provisions in the Local Government Code, the barangay passed a Revenue Ordinance 298 authorizing the sangguniang barangay to levy taxes, fees and charges. The barangay decided to levy fees and charges for the use of the multi-purpose halls, parking areas, basketball courts, and volleyball courts.

The parking lot has turned out to be profitable venture for the barangay. Over the past few years, they have been able to generate as much as P18,000 a month, a respectable figure considering that it enables cost recovery of operations of the parking (including salary of parking attendant) and more.

The experience of Barangay Loyola Heights is an example of how the smallest unit of local government, the barangay, has been able to generate revenues taking advantage of its unique location and circumstance.

STEP FOUR: Investigate Resource Mobilization Opportunities

Resource mobilization strategies typically involve the LGU allowing private sector investors privileged, if not exclusive, access to a resource, which by nature has a locational advantage. The most common resource mobilization strategy is reflected in the various 'build own operate transfer' (BOOT) schemes. In these cases the private sector are allowed to construct facilities for community access and to charge a fee, or rent, for access to the facility. Typically, the facility is returned to the LGU after a number of years when the investor has amortized their investment.

Public-Private Partnership (PPP) should be actively pursued for LGUs to have access to sophisticated technology, cost effective design in construction and operation and flexible financing including the use of private capital. PPP could take the form of BOT, BOO, BLT, Joint Venture and other variants. There are some important considerations, however, that LGUs should consider in choosing BOT financing Arrangement. These are the following:

- Establish strict physical and financial design criteria at the development and proposal stages;
- Develop a strong project team;
- Before project implementation, adequately reflect the different interest of the project, company, financiers and contractors;
- Maintain open lines of communication with financers;
- Ensure government support for the projects;
- Consider relevant industries/sectors affecting or affected by the project;
- Keep project size manageable;
- Minimize political risks to attract investors;
- Award the project to a company with good track-record;
- Provide support to project based on equitable risk sharing arrangement;
- In evaluating a project, include indirect costs and benefits;
- Hire outside experts if LGU lacks the necessary experience to negotiate and analyze the project;
- Generate support of the general public for the BOT project by promoting the importance of the project; and
- Generate support of the general public for the BOT project by promoting the importance of the project.

Some questions to be addressed are:

- Why is BOT necessary?
- Why is there a strong demand for the project?
- How can the BOT provide benefits for both the public and private sector?
- How will it free government resources?
- How will it transfer a facility, training and/or technology?

A key question is, what joint venture opportunities exist for the LGU to work with the private sector?

1. Has the LGU done an assessment of its capital assets and considered ways in which they can be used to provide services?
2. Has the LGU developed a portfolio outlining investment options in their community?

Resource Mobilization Example

If we continue with the car parking example (from the previous step - revenue generation example), the LGU can go beyond revenue generation via parking fees and fines to joint ventures to construct parking facilities. They can collaborate with the investment community to build a facility where the LGU and the investors have different revenue generation outcomes. The exact nature of these fees and charges would be a function of each party's initial contribution, and who had ongoing responsibility of management of the facility.

What capital assets is the LGU responsible for and how can these assets be put to good use to benefit the community? What can they sell off versus add capital value to (parking lots, playground, sporting facilities)? How will they decide what to sell or retain? How does it relate to the vision in their Local Development Plan.

Gingoog and Goa: Mobilizing Resources by Multiplying Livestock

In order to enhance the dispersal of pigs across the community the Gingoog Bay City Council provides farmers with a bore to service their sow. When the piglets are born the City Council veterinarian chooses two sows which are allocated to other farmers. Through this program there is a steady supply of stock being made available and raised by small lot farmers. Importantly it is done under proper veterinary supervision.

A similar program is in operation at Goa. In this case the Mayor is supporting a dispersal program for carabao, a breed of cattle with good milking qualities. The strategy is to create a value added dairy industry with specialty cheese manufacturing.

Rebuilding Public Markets in Partnership with the Private Sector: The Case of Mandaluyong City, San Jose Buenavista in Antique

The provision of a public market is one of the basic functions and responsibilities of a local government unit, as provided for in the Local Government Code.

In the Philippines, most public markets have been major sources of revenues for the local governments. But there have been many cases where the public markets simply continued to deteriorate or, in many cases, were burned down wiping out this major revenue source of the local government.

Such was the case of two contrasting local governments, that of the City of Mandaluyong in Metro Manila, and San Jose Buenavista in Antique.

The public markets of the local governments burned down. Owing to the fact that the government units did not have any funds to reconstruct the public market, they looked to the private sector for opportunities to partner with and rebuild the market.

Mandaluyong City entered into a build-operate-transfer arrangement with a private developer to rebuild its public market. San Jose Buenavista entered into a build-lease transfer arrangement with investors from the private sector. Both local governments used the local government code to provide the legal bases for entering into partnerships with the private sector.

Consequently, a win-win arrangement emerged. The public market was rebuilt without any use of the public funds, that would traditionally have been sourced from the IRA. Hence, the IRA was available for other local development purposes. The local government was able to generate additional revenues from the business and license fees that were paid by the stall-holders of the market. The private sector investors will be able, in time, to recoup their investments, and a modest profit. And finally, of course, this provided a successful example of collaboration and partnership between the government and the private sector.

The Equipment Pool of Munoz, Nueva Ecija: A Classic Example of Resource Mobilization

The lack of resources is a problem that continues to hound most local governments in the Philippines. Lack of resources is not only at the financial level, but also at the level of hardware and equipment that would enable the local government to meet the ever increasing demand for the delivery of basic services. This is especially true in the infrastructure sector, considering that the construction and maintenance of basic infrastructure, including farm to market roads, multi-purpose pavement, irrigation facilities, and the like, continues to be a basic demand among local governments.

Faced with the demand for the improvement of basic infrastructure, yet hampered by the lack of fundamental equipment, Mayor Elfren Alvarez of Munoz, Nueva Ecija, felt that this could be addressed if the local government had its own equipment pool. Obviously lacking the financial resources for such, the mayor saw that a number of agencies in his area had unused and motor equipment, vehicles, dump trucks, etc, that were broken down and abandoned and simply rusting away. The mayor then called and approached the concerned agencies and institutions, including the Department of Environment and Natural Resources, the National Irrigation Administration, the Central Luzon State University that had its campus located in the municipality, to transfer - or donate to the local government of Munoz - these unused and abandoned equipment. These were among the unproductive assets in the inventory of the government agencies. It was costly to continue storing these broken down and rusting equipment. Among the unused and unproductive equipment transferred were dump trucks, back hoes, graders, bulldozers, pay loaders, pick up trucks, ambulances, drilling rig, air compressor with jack hammer, drilling rig, electric generator, cement mixer and a welding machine and crane. Here therefore was an opportunity for a win-win situation, with the national agencies unloading unproductive and abandoned equipment, and the local government offering to get them and repair and rehabilitate them.

The local government then went ahead and repaired the equipment at a cost of Php 1.7 million, generated from local funds and other sources, such as raffle draws, solicited funds, etc. After the repair and rehabilitation, it was estimated that the value of the repaired equipment was placed at PhP36 million!

With this new equipment, Munoz constructed a new public market, solar dryers, irrigation facilities, and better farm to market roads. Dilapidated school houses were repaired, and barangay halls and bridges rehabilitated.

Drainage systems were constructed and restored. All these infrastructures were completed and repaired at half their usual cost.

Over and above these, the equipment pool was rented to neighbouring municipalities for a cost. It had become a profitable venture for the local government.

Munoz' case is a classic case of resource mobilization through creativity, sheer hard work, patience and perseverance resulting to a win-win situation.

Floating Bonds for Public Housing: The City of Legazpi and Municipality of Victorias

Housing continues to be a scarce commodity in the Philippines. Not many local governments have been able to meet the increasing demands for housing by the community simply because of the lack of resources.

Taking advantage of a provision in the Local Government Code that authorizes local governments to issue bonds, the city of Legazpi in Albay and municipality of Victorias in Negros Occidental were able to finance the construction of public housing units by floating bonds.

More specifically, in 1992, the local government of Victorias recognized that they had a large squatter population and that municipal employees themselves had no houses of their own. Considering the lack or resources of the LGU, various alternatives were considered to meet the housing problem. One possible option that the local chief executive considered was the floating of bonds through the Pabahay Municipal Bonds. With the assistance of a national government agency, the Home Improvement Guarantee Corporation, a market study was conducted and a site chosen. The provincial government also provided Php 5 million in equity to support the project.

The bonds had a term of four years and paid a relatively competitive rate of 10%. The Negros Economic Development Foundation was the project's developer with municipal employees given priority.

At the heart of the strategy for bond flotation is the confidence of the buying public to invest in bonds floated by the local government. A major source of confidence was the fact that the bonds were guaranteed by the national government. The bonds have since then been redeemed by the public investors with the local governments looking into other possible projects that may be financed by bonds once more.

The Victorias experience on bond flotation has attracted the attention of many other local government units who visited the area in various study tours with the possibility of replicating the program in their areas. If anything, the Pabahay municipal bonds project of Victorias has illustrated that even small local government units, in partnership with the national government and the provincial government, and headed by a dedicated and bold leadership, can venture into innovative financing schemes and not be tied down to the traditional ways of doing things.

STEP FIVE: Monitor, Evaluate and Review.

Leading practice LGUs closely monitor their performance to ensure their goals are being achieved. In fact, seeking performance feedback is a characteristic of high achieving individuals and organizations in all walks of life. They constantly review their performance searching the data for new ways of working. A key question is, what strategies are in place to monitor, evaluate and review service provision?

Does the LGU periodically monitor service level performance, including feedback from those who use the service about quality standards?

Resource Mobilization and Revenue Generation through Intense Monitoring: The Case of Binangonan, Rizal

The case of Bingangonan, Rizal is one that illustrates how simple monitoring by the local government of presumptive taxes can result in higher tax collections. This has to be coupled by a committed leadership steeped in the art of what has been described as "gentle coercion."

In 1992, when the new leadership of the local government of Binangonan under Mayor Isidro Pacis took over, revenues from tax collection amounted to on PhP17 million. The mayor was disappointed at the poor performance. He was certain that the potential for tax collection was much, much higher, considering the number of business establishments in the area. The problem was attributed to delinquent and evasive tax payers, and unregistered and non-legitimate businesses. He therefore initiated a vigorous tax collection campaign.

Working through the lowest level of government, the barangay, the mayor directed an inventory of all existing business establishments, including unregistered businesses. Ambulant vendors were likewise registered. Over and above this, the mayor personally conducted dialogues with the various business owners. For instance, he would visit a beer garden and would ask how much taxes were paid. In some cases, he discovered the taxes paid were equivalent to the beer consumption for one evening! "I could down even more bottles, he used to joke." Presumptive consumption revealed that many businesses were paying much lower taxes to the local government.

He then offered to the business establishments some kind of amnesty. He employed a personalized and non-threatening was the approach, even to his businessmen friends. As a result, people and businesses started paying taxes.

Consequently, the tax drive resulted to an increase of PhP17.44 million in 1992 to PhP 32.39 million in 1993 and PhP41.31 in 1994!

The example of Binangonan has shown that revenues could be increased by simply using common sense. Nothing dramatic was resorted to. Just an honest to goodness monitoring of presumptive taxes and personalized campaign by the mayor.