

# **Rapid Assessment of Devolved Emergency Programs and Services**

**Policy Development and  
Planning Bureau**

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# Table of Contents

ACKNOWLEDGMENTS.....	5
ABBREVIATIONS.....	6
EXECUTIVE SUMMARY.....	7
<b>I. INTRODUCTION .....</b>	<b>14</b>
A. Background of the Study .....	14
B. Statement of the Problem .....	15
C. Objectives of the Study .....	15
D. Conceptual Framework .....	16
E. Scope and Limitations of the Study .....	16
F. Definition of Terms .....	17
<b>II. REVIEW OF RELATED LITERATURE .....</b>	<b>19</b>
<b>III. METHODOLOGY.....</b>	<b>26</b>
A. Research Design and Respondents.....	26
B. Sampling Selection and Design .....	26
C. Data Gathering Activities .....	27
D. Pre-Testing of Research Instruments .....	28
E. Data Processing and Analysis .....	28
<b>IV. RESULTS AND SUMMARY OF OTHER KEY FINDINGS.....</b>	<b>29</b>
<b>V. ANALYSIS AND RECOMMENDATIONS .....</b>	<b>62</b>
REFERENCES.....	69

## LIST OF TABLES

Table 1. Devolved functions and key features of the 1991 local government code.....	21
Table 2. Targeted sample provinces, cities and municipalities by set criteria .....	27
Table 3. NDRRMC reported damages due to disasters, 2010-2020 (in '000 pesos).....	32
Table 4. Poverty incidence among study covered provinces.....	33
Table 5. Number of LGU implementing emergency programs and services .....	34
Table 6. Budget allocation and utilization by emergency programs and services,.....	35
Table 7. Ranking of emergency programs and services by demand of clients, 2020.....	35
Table 8. Internal factors that influence the priority implementation of emergency programs and services .....	36
Table 9. External factors that influence the priority implementation of emergency programs and services .....	37
Table 10. Overall level of practice on the LGU planning and development process .....	41
Table 11. Level of practice on the formulation of PDPFP and CDP .....	42
Table 12. Level of practice on the formulation of executive legislative agenda .....	43
Table 13. Level of practice on the formulation of local development investment program ..	43
Table 14. Level of practice on the formulation of annual investment program .....	43
Table 15. Information management system used for planning development.....	44
Table 16. Percentage of LGU with plan to invest on the information management system....	45
Table 17. Level of practice on the plan monitoring and evaluation .....	46
Table 18. Areas need to strengthen on the plan development process.....	46
Table 19. Areas need to strengthen on the plan implementation process .....	47
Table 20. Level of practice on the budget preparation and prioritization .....	47
Table 21. Level of utilization on the available information system for targeting and identification of program beneficiaries .....	48
Table 22. Level of satisfaction on the procurement and financial management of programs and services .....	49
Table 23. Level of agreement on the AICs program management and implementation.....	50
Table 24. Level of agreement on the disaster mitigation and preparedness program management and implementation .....	50
Table 25. Level of agreement on the disaster relief and operations program management and implementation.....	51
Table 26. Level of agreement on the cash for work/food for work program management and implementation.....	51
Table 27. Level of agreement on the emergency shelter assistance program management and implementation.....	52
Table 28. Level of agreement on the supplementary feeding program management and implementation.....	52
Table 29. Level of agreement on the assistance in crisis situation program management and implementation.....	52
Table 30. Level of satisfaction on the program monitoring and evaluation.....	53
Table 31. Overall level of agreement on program implementation of emergency programs and services .....	64

## LIST OF FIGURES

Figure 1. Age group distribution of the LGU respondents, 2020 .....	29
Figure 2. Average years in current position by LGU department head, 2020 .....	30
Figure 3. Average number of disaster events by type of disaster, 2018-2020 .....	30
Figure 4. Average number of typhoon that visited the respondent LGU, 2018-2020 .....	31
Figure 5. Budget allocation and utilization among emergency programs and services, 2018-2020.....	34
Figure 6. Provincial development planning and expenditure management system.....	39
Figure 7. The enhanced comprehensive development planning cycle.....	41
Figure 8. Level of practice on the process of LGU on the key provincial and city/municipal development plans .....	42
Figure 9. Level of satisfaction of LGU procurement process .....	49

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# ABBREVIATIONS

AICS	Assistance in Crisis Situation
AIP	Annual Investment Program
CDP	Comprehensive Development Plan
CFW	Cash for Work
DILG	Department of Interior and Local Governance
DSWD	Department of Social Welfare and Development
EO	Executive Order
ELA	Executive Legislative Agenda
ESA	Emergency Shelter Program
FFW	Food for Work
GAA	General Appropriations Act
IRA	Internal Revenue Allotment
LAO	Local Accounting Office
LBO	Local Budget Office
LCE	Local Chief Executive
LDIP	Local Development Investment Program
LDC	Local Development Council
LDRRMO	Local Disaster Risk Reduction and Management Office
LPDO	Local Planning and Development Office
LPRAT	Local Poverty Reduction Action Team
LGC	Local Government Code
LGU	Local Government Unit
LSWDO	Local Social Welfare and Development Office
NGA	National Government Agency
NGO	Non-Government Organization
P/C/MSWDO	Provincial/City/Municipal Social Welfare and Development Office
PDPFP	Provincial Development and Physical Framework
PDPB	Policy Development and Planning Bureau
PIDS	Philippine Institute of Development Study
PO	People's Organization
SFP	Supplementary Feeding Program
SGLG	Seal of Good Local Governance

# EXECUTIVE SUMMARY

## Brief Overview of the Study

The enactment of the Local Government Code (LGC) of 1991 was a major shift to the Department of Social Welfare and Development (DSWD) and to local government units (LGUs). After the enactment of the LGC, the Department redirected the functions and operations and transformed from a direct service provider to a technical assistance provider. The DSWD is now a national government agency mandated to provide assistance to LGUs, Non-Government Organizations (NGOs), other National Government Agencies (NGAs), People's Organizations (POs) and members of civil society in effectively implementing programs, projects, and services that will alleviate poverty and empower disadvantaged individuals, families and communities for an improved quality of life as well as implement statutory and specialized programs which are directly lodged with the Department and/or not yet devolved to LGUs (Philippines, 2003).

Now that the current COVID-19 pandemic is affecting the whole country, provision of timely emergency services by the LGUs are put into test. Systems and mechanisms in place are challenged by this new normal. In addition, the LGUs are anticipating the implementation of the Mandanas ruling (Congressman Hermilando I. Mandanas, et al. vs. Executive Secretary Paquito N. Ochoa, et al - G.R. No. 199802. October 8, 2019). This Mandanas Supreme Court ruling in 2018 stipulates that LGU internal revenue allotments (IRA) should come from all national taxes, as mandated under the 1991 LGC, and not from just the taxes collected by the Bureau of Internal Revenue within the LGU jurisdictions as was the usual practice. Through this Mandanas ruling, LGUs can expand their financial and logistical resources.

Aligned with the Department's role of being the enabler of LGUs as well as the monitor of quality assurance/standards in the management and implementation of social welfare programs and related services, the Policy Development and Planning Bureau (PDPB) spearheaded the rapid assessment of devolved emergency programs and related services.

Recent results of the Pulse Asia Survey (for the period 23 November up to 02 December 2020) indicated that more than half of the respondents nationwide affirms the capability of the LGUs to implement additional programs that are currently being managed and implemented by the DSWD. As a result of the additional budget to the LGUs, the respondents perceived that new social welfare and development programs will be developed and implemented to meet the needs of the people and that the LGUs can better meet the needs of more local beneficiaries.

The results of the study shall be an important basis for developing a policy paper on devolution of DSWD programs and services in general and in specific terms, as guide of DSWD in the smooth transition of devolution of emergency SWD programs and services anchored on the context of a new normal environment, and implication of an increased share of LGUs budget base by 2022

The general objective of the study is to assess the current capacity of LGUs to respond to the challenges of the new normal and in anticipation of the Mandanas ruling implementation. Specifically, it aimed to know what devolved DSWD emergency programs and services are still being implemented by the LGUs and what motivates them to implement these. Also, the study looked at the extent to which the different administrative levels (P/C/MSWDO) are

implementing the devolved emergency programs and services as planned, i.e. following prescribed processes and standards as defined in the guidelines of DSWD. Further, the facilitating and hindering factors on the delivery of devolved emergency program outputs were also studied, along with knowing the extent of readiness of the LGUs and how the additional resources due to Mandanas ruling would affect the sustainability of existing devolved emergency programs.

The Rapid Assessment of Devolved Emergency Programs and Services is a descriptive study that employed both quantitative and qualitative research designs. Three (3) methods were conducted to collect data – (1) review of available secondary data, (2) administration of online survey instrument with Local Social Welfare and Development Office (LSWDO), Local Planning and Development Office (LPDO), Local Disaster Risk Reduction and Management Office (LDRRMO), Local Budget Office (LBO) and Local Accounting Office (LAO), and (3) Key Informant Interviews (KII) with Local Chief Executives (LCEs). There are 24 LGUs covered in this study, composed of 12 provinces, five (5) cities and seven (7) municipalities. Non-probability purposive sampling was employed in the selection of LGUs.

### **Key Findings of the Study**

***Disaster Mitigation and Preparedness, Disaster Relief, Assistance to Individuals in Crisis Situation (AICS) and Supplementary Feeding Program (SFP) are continuously being implemented by the LGUs***

Across the LGUs surveyed in this study, the devolved DSWD emergency programs and services that they have continuously implemented includes the following, disaster mitigation and preparedness services (100%), disaster relief or response services (92%), AICS (92%) and supplementary feeding program (33%). Based on the survey conducted, other emergency programs (i.e. Balik Probinsya, Cash for Work/Food for Work and ESA) are lump under AICS and depend on the occurrence of disaster events as well as the actual downloading of funds from the DSWD.

***Sufficiency of Program funds and Support from LCE are some of the primary motivation of LGUs to implement devolved emergency programs and services***

Motivation refers to the internal and external factors that affect the favorable or priority implementation of devolved emergency programs and services by the LGUs. Among the internal motivating factors for implementing devolved programs and services, the following got favorable responses: (1) sufficiency of program funds; (2) fiscal empowerment to generate more revenues; (3) monitoring and evaluation; (4) human resource; and (5) efficiency of program delivery. The survey responses are aligned with the interview responses of the Local Chief Executives who mentioned that funding and availability of budget allocation is a major factor to ensure the ongoing and sustainable implementation of the devolved emergency services and programs.

Among the external factors, support from the Local Chief Executive was found to be the most important factor, followed by convergence of programs and services, resource augmentation from National Government Agencies, Technical Assistance from the provincial government and NGAs, volunteer management, partnership with non-government organizations, as well as regulatory and oversight functions of NGAs.



***LGUs are generally compliant and amenable to the different processes and standards of program implementation as planned and defined in the guidelines of DSWD***

### **On Planning and Development Process**

In general, the planning and development process in the LGUs are being practiced based on the mandated guidelines of the NGAs with an overall median score of 6.5. Low scores are commonly attributed to the alignment of the provincial development plan with its component LGUs, as well as on inadequacy of monitoring and evaluation system that will be useful in assessing their own development plan.

### **On Program Implementation**

The study concludes that the respondent LGUs agree to the implementation and management of emergency programs and services according to the set guidelines of the NGAs. Disaster mitigation programs and services as well as Assistance to Individuals in Crisis Situation (AICS) had the highest median score in terms of concurrence to the statements related to program implementation and activities. This is also somehow reflected on the readiness of the LGUs on additional resources, as the study showed that most LGUs are ready in terms of additional resources for program implementation and additional knowledge on program management. However, there are still processes that needs to be strengthened especially in terms of fund management, availability of grievance redress mechanism, monitoring, reporting and evaluation, as well as on other program-specific processes.

### **On Monitoring and Evaluation**

The study also concluded that monitoring and evaluation are areas that needs to be strengthened and improved in the LGUs. This implies that respondents have low utilization of M&E system in the planning and program implementation processes. Survey results emphasized that inadequate M&E systems hampered the updating of LGU Ecological Profiles that aligns the CDP to the current reality of the LGUs. While there are mechanisms that are used in planning development of the LGUs as prescribed by the DILG (i.e. Local Development Indicator System and Rationalized Planning Indicator and Data Set), the utilization is low. The inability of the LGUs to complete the prescribed datasets of DILG become the reason for the delays and discontinuity of the CDP formulation and does not provide a comprehensive analysis of LGU situation. The study also revealed that some NGA-mandated plans and other sectoral/thematic plans that are expected to be implemented at the local government are also lack of results matrices that will serve as basis in monitoring the trend and reduction of intended sectoral outcomes.

Unclear M&E system also hindered the budget prioritization of the LGUs considering the absence of program evaluation and assessment of devolved emergency programs and services to ensure the transparency of program implementation to its stakeholders and clientele. The same low rating was also observed on the monitoring and reporting of emergency programs and services including its data collection template, frequency of data collection and absence of dedicated M&E staff at the LGU level.

***Factors that are within and outside the control of the Local Government Units are affecting the delivery of devolved emergency program outputs***

Human resource is limited and continuous capacity building should be provided to the LGUs. Human resource is limited causing the LGUs to maximize them and results to overlapping roles of the staff, affecting the quality and range of work that they can manage, and further

results in non-prioritization of certain devolved programs and services. Further, the knowledge and skills of the LGU implementers should improve along with the continuous enhancements and innovations on program implementation of the different SWD programs and services.

***Technical assistance and resource augmentation are welcomed by LGUs as it greatly contributes to the delivery of programs and services.***

Technical assistance from NGAs serves as continuous guidance to the field implementers with the changing policies and procedures for program implementation, as well as in resolving issues and concerns in program implementation. This is very much necessary since most of the policies for devolved emergency programs and services are still centralized and crafted at the national level. Likewise, the technical assistance provided by other partners and stakeholders serves as additional or alternative input for the LGUs. Moreover, the provision of resources to augment the capacity of the LGUs to deliver the programs is also identified as a facilitating factor in the program implementation, particularly from the perspective of the field implementers. This may come in the form of money, manpower, materials, equipment and even office space or venue.

***Support from stakeholders and partnerships were established that helped facilitate the program implementation***

The proper and constant coordination with the different national and regional government agencies helped facilitate the proposals, requests and queries of the LGUs on program implementation. Moreover, the linkage of the LGU with the Congressional office is also a major contributor of the good implementation of the different programs and services through the provision of additional fund sources or introducing partnerships with other stakeholders. The establishment of partnerships through Memorandum of Agreement/Understanding also helped in the fast delivery of the program and services.

***The availability of the targeting and selection mechanisms for the different SWD programs and services remains to be a clamor of the LGUs to the national agencies.***

***Stronger data management mechanisms as well as monitoring and evaluation is needed to have evidence-based program implementation***

The availability of the targeting and selection mechanisms for the different SWD programs and services remains to be a clamor of the LGUs to the national agencies. Likewise, monitoring and evaluation is also the least ranked motivation of LGUs to implement devolved emergency programs and services which is a manifestation of their low interest and appreciation on evidence-based program implementation. Further, mechanisms for monitoring and evaluation are being explored by the LGUs mostly through the partnerships with NGOs, CSOs and other stakeholders. It is therefore evident that the monitoring and evaluation aspect should be further strengthened and promoted as a crucial component of program implementation.

***Political factors and local security contribute to the program implementation approach.***

One of the primary factors affecting the delivery of programs and services at the local level is the political inclination and personal interest of the LCEs. The development agenda of the

locality would prioritize the areas supported by the LCEs which affects the continuity of development. The interplay of the roles and responsibilities of the different LGU offices, committees and councils also affects the functionality of the local government to facilitate timely and efficient processes along program implementation. Furthermore, armed conflicts and high crime rates adversely impact the coverage and quality of SWD services, and which in turn negatively affects local development and economic activity.

***Availability of funds is the primary factor that facilitates or hinders delivery of devolved emergency programs and services.***

Implementation of devolved emergency programs are greatly dependent on the available funds at the LGU level, with 42% of the LGUs ranking the sufficiency of funds as the top internal factor motivating and affecting the service delivery. Given that the IRA is not enough for LGUs to implement locally planned projects, along with the devolved programs and services, the LGUs would look for other fund sources through prioritization of business and economic sectors to gain greater local revenue. Likewise, the LGUs strategize on good fiscal management, the efforts of the LGUs are leading towards saving on expenditures and improving tax collection and other revenue sources, some even established special units to focus on such initiatives.

***Additional resources due to Mandanas ruling would affect the sustainability of existing devolved emergency programs in many ways.***

Provided that the primary factor affecting the program delivery is the fund availability, the additional resources that will be brought by the Mandanas ruling implementation would have initial influence on the resolution of the prevailing concerns. As the fund source is growing, the implementers may have access to better resources, such as to gain more capacity building on program implementation, hire more manpower, establishment or strengthening of institutional mechanisms through provision of incentives, as well as expanding the targeting and selection of beneficiaries.

Likewise, same programs and services will be funded and continued with increased coverage and scope for the individuals and communities. The implication of the Mandanas ruling is the increased share of LGUs budget base by 2022, which could also be explained as letting the LGUs get the “same slice but from a bigger pie”. Given this scenario, and with the existing development plans of the LGUs, the additional resources would increase the coverage and scope of the same programs and services.

More strategic and localized approach on program development and implementation may also be visible. Once the LGU gets hold of the increased resources, they would now have greater autonomy and capability to manage the resources. And since the LGUs believe that they have the actual data and situation of the grassroots level, they can now explore a more strategic and localized approach on implementing the existing emergency programs and services.

***LGUs are exhibiting their readiness to accommodate additional spending for emergency programs and mechanisms.***

Since the implementation of the Local Government Code of 1991, the LGUs have been waiting for the meaningful devolution of programs and services from the national to the local

government. And with the Mandanas ruling, the LGUs are highly expecting that the additional resources and power will soon be provided to them. Most of the LGUs covered by the study have ongoing discussions and planning sessions with their stakeholders to gauge their actual needs and prioritize the different sectors properly especially with the pandemic that we are now facing. The LGUs are also starting to ensure that the institutional mechanisms for the different stages of program implementation are already in place. The absorption capacity is no longer an issue for the LGUs as they have been waiting and preparing for the devolution since the LGC implementation and they have shown their performance in the past disasters and emergencies that have happened in their respective areas. And with the pandemic, the LGU has exerted all efforts to adjust to the quarantine measures and health protocols.

The LGUs have also started doing adjustment on other factors affecting the efficient delivery of programs and services. Policies and procedures for implementation of programs have relaxed and adjusted particularly on procurement and finance related services. Likewise, upgrading and improvement of IT systems are already in place for most of the LGUs, they have started using the online platforms for communication and data organization through database and command centers. The use of digital payment transfers are also being explored by the LGUs to cope with the demands of the new normal.

### **Key Recommendations**

#### **For the PMB and DRMB**

- DSWD should create minimum standard guidelines per devolved programs and services to guide the LGUs in the implementation especially with the policy enhancements. This should further contain provisions on the creation of grievance redress mechanisms for all devolved programs and services
- DSWD should introduce the targeting and selection system and provide technical assistance on how these data management systems should be utilized given that the LGUs are relatively weak along these areas
- DSWD on its transition plan should provide guidance on the minimum and maximum level of prescribed model of structure, staffing, and competency requirements of the Local Social Welfare and Development Offices based on the income classification of the Local Government Units

#### **For the PMB, DRMB, SWIDB and PDPB**

- DSWD should provide continuous technical assistance and resource augmentation on program implementation as part of systematic guidance and support since the need for social services may rise along with the increase in budget for the LGUs
- Ensure plan and program accountability through monitoring and evaluation. Every plan and programs must be evidence-based and supported by clear datasets. In every program and services to be devolved by the DSWD, the Department must always ensure a clear M&E framework and results matrices for monitoring and performance assessment of the LGUs in undertaking the devolved activities
- Ensure harmonization of the existing M&E system in the LGUs to avoid duplicity of efforts
- Advocate the institutionalization and establishment of working groups like the Social Protection Action Teams and Local Poverty Reduction Action Teams

#### **For the LGUs**

- Strengthen the alignment and coherence of plans of the municipality and city vis-à-vis the province. There is a need to review the monitoring and evaluation systems in the LGU plans that will use in assessing the validity, alignment and usage of the plans.
- For LGUs that are IRA dependent, there is a need to improve their tax collection performances that will generate additional funds for implementation of social welfare services. The support from the National Government should not stop at pouring additional funds for the implementation of emergency programs and services most especially during the time of pandemic.
- Improve the targeting and selection of beneficiaries in implementing emergency programs and services. In addition, the LGUs must always ensure establishment and presence of grievance redress mechanisms by which a resolution to grievance is sought and provided.
- Invest on the M&E Human Resource. Hire M&E Person/Statistician in the production of local level statistics; Invest on data infrastructure (both online and offline databases); and Improve technical capacities among LGUs in handling primary and secondary data.

#### **For the NGAs**

- Strengthen the alignment and cascading of plans across all levels of administrative units (from national to regional to province to city/municipality). The DILG together with NEDA and all other national government agencies like the DSWD should work together on how existing planning guidelines may be improved.
- DILG, NEDA, and PSA should work together to harmonize and prescribe a comprehensive information management system which the LGUs can utilize as data and information source for their local planning activities

# I. INTRODUCTION

## A. Background of the Study

The enactment of the Local Government Code (LGC) of 1991 was a major shift to the Department of Social Welfare and Development (DSWD) and to local government units (LGUs). Devolution, as implemented in the Philippines, involved the decentralization of certain administrative and fiscal authority and responsibility from the national government to local government. After the enactment of the LGC, the Department redirected the functions and operations and transformed from a direct service provider to a technical assistance provider. The DSWD is now a national government agency mandated to provide assistance to LGUs, Non-Government Organizations (NGOs), other National Government Agencies (NGAs), People's Organizations (POs) and members of civil society in effectively implementing programs, projects, and services that will alleviate poverty and empower disadvantaged individuals, families and communities for an improved quality of life as well as implement statutory and specialized programs which are directly lodged with the Department and/or not yet devolved to LGUs (Executive Order no. 221 series of 2003).

The Department directions as spelled out through its Strategic Plan is to help the LGUs to improve the delivery of social welfare and development programs and services as frontline service providers. This can be done through provision of continuous technical assistance and resource augmentation to our local government partners, particularly the Local Social Welfare and Development Offices (LSWDOs).

An analysis of the determinants of LGU spending on social services and human development priorities in 1993 and 1994 conducted by PIDS through the study, Local Government Financing of Social Service Sectors in a Decentralized Regime: Special Focus on Provincial Governments in 1993 and 1994 (Manasan, 1997) showed that LGU with higher per capita Internal Revenue Allotment (IRA) tends to be associated with higher per capita social sector expenditure and higher per capita human priority expenditure. It was also mentioned in the study that during the early stage of devolution, provincial government expenditures on social services (i.e. total social services, education, health and human development priorities) appear to be unrelated to the human development index. That is, provinces with higher human development index (HDI) spent more on all the social sectors than those with lower HDI. The same study also measures degree of fiscal decentralization using four alternative indicators (i.e. Revenue Decentralization Ratio, Expenditure Decentralization Ratio, Modified Expenditure Decentralization Ratio and Financial Autonomy Ratio. Among the four indicators, the expenditure decentralization ratio provides a better picture of the degree of fiscal decentralization over time in the Philippine case. It captures very well the shift in expenditure responsibilities that devolution brought about.

The in-house study conducted by the DSWD entitled Assessment of the Implementation of the DSWD's Devolved Programs and Services (2007) revealed that only 60% of the covered LGUs continued to deliver all the devolved DSWD mandated services. Implementation of devolved services focuses on the family, specifically Child Care (Day Care Service, Marriage Counseling, and Responsible Parenthood). The least delivered services such as Social and Vocational Preparation for job placement, Community Participation and Skills Development Program, Social/ and Vocational Preparation for employment, Balik Probinsiya and Aftercare Follow-up, are no longer priority issues to be addressed. It was also observed that there are uneven levels of implementation across LGUs as attributed to budget constraints,

which are affected by income of LGUs, priority and support of LCEs and other LGU officials. The same survey showed that 73% of the Social Welfare and Development Offices (SWDOs) were poorly funded (PDPB, 2007).

## **B. Statement of the Problem**

Now that the current COVID-19 pandemic is affecting the whole country, provision of timely emergency services by the LGUs are put into test. Systems and mechanisms in place are challenged by this new normal. In addition, the LGUs are anticipating the implementation of the Mandanas ruling (Congressman Hermilando I. Mandanas, et al. vs. Executive Secretary Paquito N. Ochoa, et al - G.R. No. 199802. October 8, 2019). In anticipation of the implementation of the court decision, there will be an increase of budget at the LGUs. However, this may not immediately translate into greater spending for the social welfare and development sector as observed in the study of Manasan (1997), specifically on emergency services, right after the implementation of devolution.

Aligned with the Department's role of being the enabler of LGUs as well as the monitor of quality assurance/standards in the management and implementation of social welfare programs and related services, the Policy Development and Planning Bureau (PDPB) spearheaded rapid assessment of devolved emergency programs and related services.

The evidence and results that will be generated through the said study shall feed into the policy paper that will eventually guide the LGUs through the Local Social Welfare and Development Offices (LSWDOs) in implementing emergency SWD programs and services anchored on the context of a new normal environment due to the pandemic and increased share from the national budget.

## **C. Objectives of the Study**

The general objective of the study is to assess the current capacity of LGUs to respond to the challenges of the new normal and in anticipation of the Mandanas ruling implementation. The study looked into two main facets of local emergency program implementation given the existing resources of the LGUs:

1. What motivates the LGUs to implement devolved emergency programs? and
2. What are the determinants of LGUs' emergency program success given the new normal context?

The second main objective of the study is to evaluate the devolution of emergency programs in terms of relevance, efficiency, and sustainability.

More specifically, the study looked into the following:

1. What devolved DSWD emergency programs and services are still being implemented by the LGU?
2. What motivates the Local Government Units to implement any of the devolved emergency programs and services?
3. To what extent are the different administrative levels (P/C/MSWDO) implementing the devolved emergency programs and services as planned, i.e. following prescribed processes and standards as defined in the guidelines of DSWD?

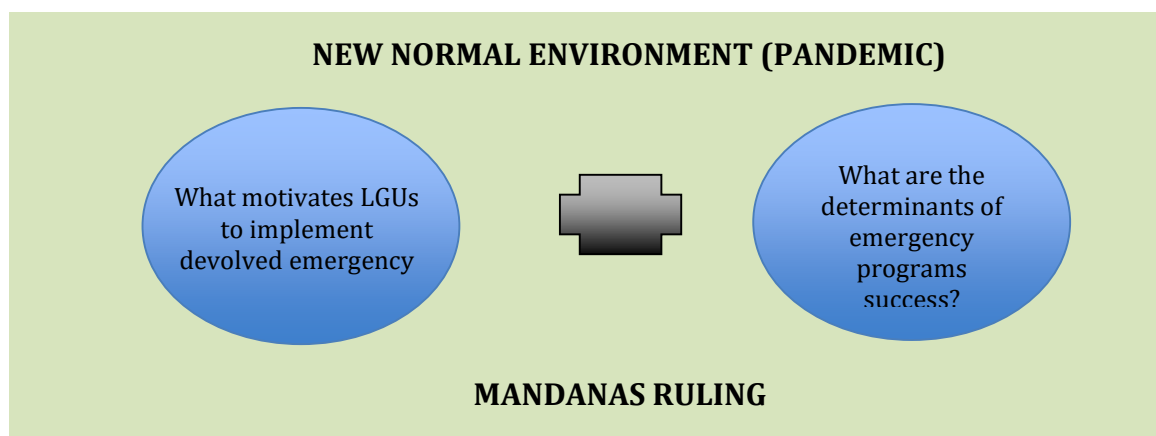


4. What factors facilitated or hindered the delivery of devolved emergency program outputs? Vis-à-vis a new normal environment?
5. How will the additional resources due to Mandanas ruling affect the sustainability of existing devolved emergency programs? To what extent is the readiness of the LGUs to accommodate additional spending for emergency programs and mechanisms due to the new normal brought about by the COVID-19 pandemic?

#### **D. Conceptual Framework**

Emergency services and programs are topping the list of most implemented devolved programs as studies reveal, although there is a large variation in local government performance in service delivery. Local government units have different characteristics in terms of resource mobilization, accountable performance, and delivery of public goods and services. The study will look at the different factors affecting the LGU's implementation of devolved emergency programs, focusing on the organizational/institutional factors, socio-economic factors, political factors, and physical / geographic factors. Given the new normal and the Mandanas ruling, the study would also assess the preparedness and readiness of the LGUs to accommodate additional spending for emergency programs and mechanisms.

Likewise, the study will also look into the extent and success indicators of LGUs in implementing the devolved emergency programs and services. This may be done by assessing the implementation of planned or prescribed processes and standards relative to the achievement of desired outputs and outcomes. Facilitating and hindering factors of the delivery of devolved emergency programs and services will also be captured in determining the success of program implementation.



#### **E. Scope and Limitations of the Study**

The assessment will focus on the devolved emergency programs and services that are being implemented by P/C/MSWDOs. The study will cover the analysis of data and information coming from the DSWD Central Office, DSWD Field Offices, Provincial, City, and Municipal-level.

The rapid assessment will employ mixed method approach which will include both qualitative and quantitative methods. Data and relevant information will be collected



through mobile means (virtual key informant interviews and mobile surveys). Since the study will operate within a tight timeline, existing data and information from various sources will also be utilized.

For the LGU level, the study will involve participation of LSWDOs, LGUs clients served, Local Budget Officers and Planning Development Officers. There will be 24 LGUs to be covered in this study, composed of 12 provinces, five (5) cities and seven (7) municipalities.

For the DSWD Field Office level, key informant interviewees will come from the Protective Services Unit, Operations Unit (preferably the Division Chief), and concerned Regional, Provincial and City/Municipal coordinators ( This will also include members of the SWAD Team or Provincial Operations Offices in the target Regions).

## **F. Definition of Terms**

1. Assistance to Individuals in Crisis Situations - part of the DSWD's protective services to readily respond and provide timely and appropriate assistance to individuals/families in distress brought about by a sudden event or series of stressful situations during which the social functioning of these individuals or families is impaired and their resources are inadequate to cope with the problem.
2. Balik Probinsya Program – part of the DSWD's programs which provides comprehensive services such as but not limited to material support, capacity building and psycho-social intervention to support families or individuals who will return to their provinces. This program hopes to contribute to decongesting urban cities and in facilitating development in rural areas.
3. Clients - Refers to a person, family, group or community that needs help and social protection from a professional social worker and/or the Department's staff
4. Devolution - refers to the act by which the National Government confers power and authority upon the various local government units to perform specific functions and responsibilities.
5. Devolved Emergency Programs and Services – devolved programs and services that provides immediate relief assistance to victims of man-made and natural calamities and other social disorganization to help alleviate the distressed condition of displaced and concerned families.
6. Disaster Mitigation and Preparedness - a continuous and integrated process and provision of services resulting from a wide range of risk reduction activities and resources
7. Disaster Relief Services - fast aid provided for alleviating the suffering of disaster victims. Hence it aims to meet the immediate needs of the victims of a disastrous event.
8. Efficiency – refers to the extent to which the devolved programs and services deliver results in the most economic and timely manner.
9. Emergency Shelter Assistance – provides assistance in the shelter reconstruction of victims and survivors of a disastrous event.
10. Food for Work/ Cash for Work - a short-term intervention to provide temporary source of food or income to distressed/ displaced individuals by participating in or undertaking preparedness, mitigation, relief, rehabilitation or risk reduction projects and activities in their communities or in evacuation centers.
11. Internal Revenue Allotment - a local government unit's (LGU) share of revenues from the Philippine national government. Provinces, independent cities, component cities,

municipalities, and barangays each get a separate allotment. The allotment is largely based upon the type of government they are and a formula based upon their land area and population.

12. Local Government Code of 1991 - otherwise known as the RA 7160 which was enacted into law in 1991, transferring control and responsibility of delivering basic services to the hands of local government units (LGU).
13. Local Government Units - institutional units whose fiscal, legislative and executive authority extends over the smallest geographical areas distinguished for administrative and political purposes.
14. Local Social Welfare and Development Office - Formulate measures for the approval of the sanggunian and provide technical assistance and support to the governor or mayor, as the case may be, in carrying out measures to ensure the delivery of basic services and provisions of adequate facilities relative to social welfare and development services. They shall also be in charge of the development and implementation of plans and strategies towards social welfare and development services.
15. Mandanas Ruling – Supreme Court ruling last 2018 which stipulates that LGU internal revenue allotments (IRA) should come from all national taxes, as mandated under the 1991 Local Government Code, and not from just the taxes collected by the Bureau of Internal Revenue within the LGU jurisdictions as was the usual practice. Through this, Local government units (LGUS) can expand their financial and logistical resources and push for more local economic development.
16. Motivation – refers to the different factors affecting the LGUs implementation of devolved emergency programs and services, focusing on the organizational/institutional factors, socio-economic factors, political factors, and physical / geographical factors
17. New Normal – refers to the state to which the society settles/adopts following the pandemic, and considering that this state differs from the situation that prevailed prior to the start of the pandemic.
18. Program Success - refers to the extent to which the objectives of the devolved emergency programs and services were met utilizing the existing inputs and resources
19. Relevance – refers to the extent to which the objectives and design of the devolved programs and services respond to the needs of the beneficiaries.
20. Social Welfare and Development Programs and Services - any of a variety of governmental programs designed to protect citizens from the economic risks and insecurities of life.
21. Supplementary Feeding Program - provision of food in addition to the regular meals, to target as part of the DSWD's contribution to the Early Childhood Care and Development program of the government.
22. Sustainability – refers to the extent to which the net benefits of the devolved programs and services continue or are likely to continue

## II. REVIEW OF RELATED LITERATURE

### A. The devolution of Social Welfare and Development (SWD) programs and services to LGUs

The enactment of the Local Government Code (LGC) of 1991 was a major shift to the Department of Social Welfare and Development (DSWD) and to Local Government Units (LGUs). Devolution, as implemented in the Philippines thru the LGC of 1991 enforced that good governance is critical for local fiscal autonomy to urge local development; it involved the decentralization of certain administrative and fiscal authority and responsibility from the national government to local government. And to ensure that LGUs become effective with their expanded fiscal powers and resources, the LGC required them to be accountable, transparent and participative in their processes and procedures (Capuno, 2005)

After the enactment of the LGC, the Department redirected the functions and operations and transformed from a direct service provider to a technical assistance provider. The DSWD is now a national government agency mandated to provide assistance and partner with LGUs, Non-Government Organizations (NGOs), other National Government Agencies (NGAs), People's Organizations (POs) and members of civil society for the effective implementation of social welfare and development programs, projects, and services that will alleviate poverty and empower disadvantaged individuals, families and communities for an improved quality of life, as well as implement statutory and specialized programs which are directly lodged with the Department and/or not yet devolved to LGUs (Executive Order no. 221 series of 2003). Thus, the establishment of the different Field Offices that serve as extension units of the Central Office of DSWD and which focuses on monitoring and technical assistance.

Significant expenditure responsibilities were devolved to provinces, cities, and municipalities. These include basic health care, social welfare programs, agricultural extension work, local environmental concerns, and local public works (Diokno, 2012). Although, social welfare provision is still a shared responsibility, with direct welfare benefits provided by local governments while the national government is responsible for overall welfare policy and major programs, including the conditional cash transfer (CCT) program.

Further, in terms of social welfare services, the local government code devolved the implementation of programs, projects and services on rebel returnees and evacuees, relief operations, and population development services at the provincial level. Meanwhile, municipalities and cities were tasked to provide programs, projects and services on child and youth welfare, family and community welfare, women's welfare, elderly and disabled persons' welfare. Community-based rehabilitation programs for street children and families, juvenile delinquents, and victims of drug abuse are also devolved at the city / municipal level as well as livelihood, nutrition and family planning related services. Given this specific provisions from the LGC of 1991, the study would still aim to determine to what extent the different administrative levels (P/C/MSWDO) are implementing the devolved emergency programs and services in the current state of the LGUs.

Various studies have pointed out that provisions in the LGC of 1991 have given national government agencies the excuse to implement devolved public works and infrastructure projects and other facilities, programs, and services provided these are funded under the

General Appropriations Act (GAA), other special laws, pertinent executive orders, and those wholly or partially funded from foreign sources

Likewise, although certain provisions of the LGC are mandatory, the effectiveness of these would still depend on the compliance and implementation, and evaluation. But despite the tremendous efforts at constructing and applying various measures, the quality of local governance in the Philippines, has yet to be determined. The assignment of functions is therefore inefficient if there is uncertainty in the assignment and if vertical and horizontal fiscal gaps appear. The assignment of expenditure responsibilities to local governments when not supported by adequate revenues holds back service delivery to the local populace, and creates social tension in the affected local areas.

In the theory of democratic local government, the mix of democracy and devolution could provide better service delivery through improved preference matching and accountability. However, in a study conducted in 2007 entitled *Giving Citizens What They Want: Preference Matching and the Devolution of Public Service Delivery*, it was shown that there is a wide dispersion in demands for publicly provided goods, and apparently a fair amount of discretion on resource allocation by local officials. Participatory budgeting processes should have allowed citizens to convey their preferences and allow public officials to convey the cost-effectiveness of various services. Furthermore, efficient feedback mechanisms would have enabled clients to air their satisfaction or dissatisfaction with local public services, and could promote the efficient use of resources at the local level. Similar studies have also shown that publicly provided goods such as social services are preferred by voters or are distributed by incumbent politicians who are members of political dynasties facing their last term in office. Much work still has to be done in understanding local public choice and the Philippines political economy.

Further, the study on preference matching and devolution also revealed that households demand more investment for infrastructure development, which in most LGUs in the Philippines, tend to be prioritized over total human development. This would then put SWD concerns at low priority in local development plans. In fact, the largest item in LGU expenditure is personal services expenditure, which is part of general administrative overhead. The immediate effect is to crowd out spending for social services and capital outlays. As a result, allocation of resources for SWD programs, projects and services had declined since devolution.

The Assessment of the Implementation of the DSWD's Devolved Programs and Services (2009), revealed that LGUs put a large portion of their SWD fund and prioritize the implementation and management of Day Care Centers, Crisis Intervention, and Emergency Relief Assistance. Likewise, certain services such as issuance of IDs for Senior Citizens, Solo Parents and Persons with Disabilities are also being carried out by the LGUs. On the other hand, the least implemented programs and services are On Social and Vocational Preparation for Job Placement, Skills Development Programs, Family/Casework Counseling and Responsible Parenthood, Community Welfare and Participation, Balik Probinsiya and Aftercare Follow Up. These findings are relevant to one of the objectives of the study that is to determine what devolved DSWD emergency programs and services are still being implemented by the LGU. These differences in prioritization, as to what SWD services will be delivered and how they are to be delivered, are decided at the local level. Further, factors such as support of LGUs, funding, willingness, and capabilities of C/MSWDO are all needed to sustain program implementation and absence of at least one component may result to the

failure of the program or service. Similarly, factors that facilitated or hindered the delivery of devolved emergency program outputs will look into by this study.

**Table 1. Devolved functions and key features of the 1991 local government code**

Devolved Functions	Key Features
1. Delivery of basic services	<ul style="list-style-type: none"> <li>• Health (field health and hospital services and other tertiary services) and social services (social welfare services)</li> <li>• Environment (community-based forestry projects) and agriculture (agricultural extension and on-site research) projects and public works undertakings (locally funded)</li> <li>• Education projects (school building program)</li> <li>• Tourism activities (facilities, promotion, and development)</li> <li>• Telecommunications services and housing projects (for provinces and cities); and other services like investment support</li> </ul>
2. Responsibility to enforce certain regulatory powers	<ul style="list-style-type: none"> <li>• Reclassify agricultural lands</li> <li>• Enforce environmental laws</li> <li>• Inspect food products and imposing quarantines</li> <li>• Enforce a national building code</li> <li>• Operate tricycles</li> <li>• Process and approve subdivision plans</li> <li>• Establish cockpits and holding cockfights</li> </ul>
3. Increase financial resources of LGUs	<ul style="list-style-type: none"> <li>• Broadens their taxing powers</li> <li>• Provides them with a specific share in the national wealth exploited in their area (e.g., mining, fishery, and forestry charges)</li> <li>• Increases LGU share in the national internal revenue taxes, i.e., internal revenue allotments (IRAs) from a previous low of 11% to as much as 40%</li> </ul>
4. Legitimize participation for civil society in local governance	<ul style="list-style-type: none"> <li>• Allocates to NGOs and POs specific seats in local special bodies, which include local development councils, local health boards, and local school boards</li> <li>• Promotes local accountability and answerability through recall and people's initiative</li> </ul>
5. Authorize entrepreneurial and development activities by LGUs	<ul style="list-style-type: none"> <li>• Provides the foundation for LGU to enter into build-operate-transfer (BOT) arrangements with the private sector, float bonds, obtain loans from local private institutions</li> </ul>

*Source: Local Government Code of 1991; Brillantes, A. B., Innovations and Excellence in Local Governance: Understanding Local Governments in the Philippines, UP National College of Public Administration and Governance, Quezon City, 2003; cited in Brillantes & Sonco 2011, pp. 359-60.*

## **B. The current state of devolution**

Fiscal decentralization should have led to development as theories and past experiences of other countries have shown. However, fiscal decentralization policies in developing countries, such as the Philippines, has not led fully to the expected local development. In a

study conducted by Bird and Vaillancourt (1998), two broad factors were identified as reasons for the delayed success. First, these fiscal decentralization policies adopted by the Philippines are flawed in design and execution because they are patterned after the policies in other countries with different local settings. While the second pertains to the less than ideal socio-economic and political condition in our country in which these policies are introduced.

As discussed by Layug (2009) in one of PIDS Discussion Paper on local service delivery, the design of decentralization, which includes the concepts of devolution, deconcentration, and delegation were not based on right-sizing and proper phasing of transfer of powers, functions, and responsibilities from national to local government. The gap between LGUs' powers and responsibilities and their institutional and financial capacities were evident due to the immediate transfer of powers, functions, and responsibilities from national to local government units, especially on the decentralization of sectors such as health, social services, and agriculture, which affected the delivery of services and public goods. The established institutions were also weak and have constrained the development take-off of the country. The local and national institutions and actors were not capacitated enough and did not paved the way to make decentralization work through innovative ideas, capabilities, and political will. Which later on made the people suffer from poor quality of services.

LGUs belonging mostly to the lowest class municipalities and their barangays, as well as the low-income provinces, had experience problems in providing good quality and enough volume of services to be delivered given the constraints in the required capacity-building, institutional development, and financial sustainability. Giving the load to these resource-starved LGUs with costly devolved functions in health, education, sanitation, among others, compounded their inability in meeting the supply-side of governance and the basic needs of their people.

Studies have reported how devolution in the Philippines failed to enhance community participation in some municipalities and how it sustained corruption when politicians became the center of decision-making and existing power structures persist despite decentralization, compounded by a lack of accountability measures (Liwanag and Wyss, 2018). National agencies also have not yet geared operations towards full devolution of functions as defined in the LGC, and LGUs are not yet fully empowered to take on these roles.

In the study conducted by PIDS entitled Perspectives on Health Decentralization and Inter-jurisdictional Competition among Local Governments in the Philippines (2013), it was cited that issues and challenges that the national government and LGUs faced and still face after the enactment of Local Government Code of 1991 are the financing for health, health personnel and organization/structural change. As discussed in the said study, the issue on financing for health is rooted on the mismatch between internal revenue allotment (IRA) and the cost of devolved functions. It was also mentioned that some LGUs refused to accept devolved health workers. For instance, many provinces and smaller municipalities had insufficient funds to pay the salaries of the national workers devolved to them.

These only showed that resource allocations from the national government did not correspond to the cost of devolved functions. Devolution has then resulted in disintegration, loss of coordinative efficiency, as well as gaps in information dissemination and transfer among the various levels and units of the devolved sectors. These circumstances also reveal the disparity between local revenues and expenditures which then provide negative impacts



on the quality of public goods and services delivered. Contrary to the expected outcome of devolution, the Filipinos were even deprived of improved service which could have resulted from the devolved functions and services; desired outputs and outcomes are nowhere near being satisfactory.

Moreover, despite the increased revenue-raising authority given to the LGUs, studies showed that generally, the LGUs have not been able to generate sufficient revenue to cover operational costs of devolved functions. The largest income source of LGUs is still external, with the IRA from the national government being the biggest contributor. While of the local income sources, business tax was the largest contributor followed by real property tax. Throughout the years, there has been a rapid conversion of municipalities into cities which is a logical response to the existing IRA formula.

Previous studies on local service delivery has also proved that partnerships and transactions between local governments and private enterprises are still limited in our country. Although local government can borrow from domestic private financial institutions, the government financial institutions such as the Land Bank of the Philippines and the Municipal Development Fund Office have monopolized the market for local governments' loans and bonds.

According to Magno (2015), effective planning and advocacy for larger share in local resources were also not evident in the Philippines due to the low appreciation for local SWD reports. This is further caused by the weak compliance with DSWD reports at the local level. Field workers cannot prioritize program reporting due to their heavy workload. This is then associated with the concerns on human resource and capacity building.

In order to address the challenges of devolution in the Department, mechanisms for systematic assistance to local government units were implemented in the past years. The DSWD tried to assess the capacity and willingness of LGUs to invest in SWD programs, projects and services, and which they will later on use for the formulation of Technical Assistance and Resource Augmentation Plans. Likewise, DSWD has created mediums for intermediaries to have continued education and learning through modules. Also, continuous conduct of studies to assess the implementation of SWD programs by LGUs were also done along with increased monitoring and updating of policies.

It is therefore evident that there is a need to strengthen the capacity of the LGUs towards development planning, administrative governance, resource allocation and utilization, resource mobilization, financial accountability and stakeholder participation.

### **C. National Public Perception on the Capability of LGUs to Implement DSWD Programs and Services**

Recent survey conducted by the Pulse Asia Survey last quarter 2020 revealed that majority or 69% of the respondents nationwide affirms that LGUs are capable of implementing additional programs that are currently implemented by the DSWD. Respondents that says the LGUs have that capability to implement additional programs are higher among across locations and demographic groups. Only 10% takes the contrary position while 21% does not know.

As a result of the additional budget to the LGUs, the respondents perceive that new social welfare and development programs will be developed and implemented to meet the needs of the people (38%) and that the LGUs can better meet the needs of more local beneficiaries

(31%). Small number of respondents take a negative view; 13% says beneficiary selection will be unfair and nine percent (9%) says there will be new social welfare programs that will not meet the needs of local beneficiaries.

#### **D. Areas for Reform**

In order to accelerate the process and be able to see the output and outcome of this devolution, the national government should shift their focus from the direct provision of services to the setting of policies and standards and provision of technical assistance and financial incentives to the LGUs. Improving local service delivery is about achieving development outcomes necessary for the enhancement of human lives (Soriano et al, 2005). The effective provision of public goods and services has a big impact on the well-being of the people, especially the poor.

In terms of policies and standards, policies that would maintain optimal balance of decentralized and centralized functions needs to be established, even as the system remains decentralized overall, and also focus on providing an environment that have to be in place in order for decentralization to be effective in improving the system (Liwanag and Wyss, 2018). Further, the criteria for the allocation of multi-sectoral funds from the national across the LGUs should be performance-based and established on clear objectives.

In a discussion paper by Llanto (2012), it was cited that the LGUs should strive for greater fiscal autonomy by significantly improving own-source revenue collection, this would help prevent themselves away from national government control. Llanto provided the following ways to increase own-source revenue collection even without amending the code—namely, (a) simplify the structure of local business tax to make it more convenient for local businesses to pay tax; (b) improve the tax administration by using certified public accountants to improve local tax audit capability; (c) use technology to improve revenue performance; and (d) update the schedule of market values for real property, which have remained untouched for so many years, among others. Local governments could also explore other types of taxes and charges such as user charges, betterment levies, and others to improve their fiscal position, although this will require an information and education campaign on the user-pay principle among the local population. The IRA formula should also provide incentives to improve the collection of local taxes and other revenues, and force LGUs to be more efficient in their expenditures. The recommendations of Llanto paves the way to exploring how will the additional resources due to Mandanas ruling affect the sustainability of existing devolved emergency programs which is another objective to this study.

Furthermore, a good indicator of sustainable programs and services according to Layug (2009) is when the communities and beneficiaries themselves become partners of development, that is, when they are empowered to participate in the planning, implementation, monitoring, and evaluation that bear impact on their lives. Grassroots empowerment and greater citizens' participation in the communities is definitely necessary. Thus, the LGC have provided several mechanisms for participation by the general public and the different sectors such as women, workers, and special groups like ethnic and the urban poor segment. It also established policies on plebiscites, referenda, people's initiatives and recall, where the people can take direct participation in the creation of local units. Although, all these provisions should be efficiently used to attain the desired outcome.



It is therefore the role of the national decision maker to continuously assist the local levels especially those who were unable to perform their functions well. This is where the Technical Assistance and Resource Augmentation should take place from the Central or Field Offices to the Local Government Units, and should cover the different aspects of devolution.

### III. METHODOLOGY

This chapter presents the methodology utilized in this study. It contains the following: research design and respondents, sampling design, data gathering procedures, data processing and analysis, and methodological limitations.

#### A. Research Design and Respondents

This is a descriptive study that employed both quantitative and qualitative research designs. Both designs were utilized in accordance with the objectives of the research. Three (3) methods were conducted to collect data – (1) review of available secondary data, (2) administration of online survey instrument with Local Social Welfare and Development Office (LSWDO), Local Planning and Development Office (LPDO), Local Disaster Risk Reduction and Management Office (LDRRMO), Local Budget Office (LBO) and Local Accounting Office (LAO), and (3) Key Informant Interviews (KII) with Local Chief Executives (LCEs).

#### B. Sampling Selection and Design

There are 24 LGUs covered in this study, composed of 12 provinces, five (5) cities and seven (7) municipalities.

Non-probability purposive sampling was employed in the selection of LGUs. Target provinces, cities and municipalities were selected using the following criteria:

1. LGUs representing the three level of service delivery (Low, Level 1, Level 2 and Level 3) based on the results of Service Delivery Assessment Tool <sup>1</sup>conducted by the SWIDB;
2. LGUs that are awardees of Seal of Good Local Governance<sup>2</sup> (CY 2017-2019); and
3. LGUs representing the income classes (1st to 6th classes).

Below is the list of LGUs covered in this rapid assessment study.

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<sup>1</sup> The Service Delivery Assessment Tool is a tool developed by DSWD to assess the service delivery of LSWDOs, focusing on three (3) work areas, namely, Administration and Organization, Program Management and Institutional Mechanisms. Based on the assessment, the LSWDO's levels of SWD service delivery are low, level1, level 2 and level 3. The following are cut-off score per level: Low: 0.00-0.99; Level 1: 1.00-1.99; Level 2: 2.00-2.87; and Level 3: 2.88-3.00.

<sup>2</sup> The Seal of Good Local Governance is an award, incentive, honor and recognition-based program for all LGUs, wherein the LGU has to pass the seven governance areas including Financial Administration, Disaster Preparedness, Social Protection, Peace and Order, Business Friendliness, Environmental Protection and Tourism.

**Table 2. Targeted sample provinces, cities and municipalities by set criteria**

DSWD Service Delivery Level	Region	Province	Income Class	City	Municipality	Income Class
Low	CAR	Abra	3rd	--	Bucloc	6 <sup>th</sup>
	IX	Zamboanga del Sur	1st	Pagadian	--	2 <sup>nd</sup>
	XIII	Surigao del Norte	2nd	--	Mainit***	4 <sup>th</sup>
Level 1	VII	Bohol	1st	--	Talibon	1 <sup>st</sup>
	VIII	Northern Samar	2nd	--	Catarman	1 <sup>st</sup>
	XII	South Cotabato	1st	Koronadal	--	3 <sup>rd</sup>
Level 2	III	Bataan***	1st	Balanga** *	--	4 <sup>th</sup>
	IV-A	Laguna***	1st	--	Paete*	4 <sup>th</sup>
	VIII	Biliran	4th	--	Almeria	5 <sup>th</sup>
Level 3	CAR	Kalinga*	3rd	Tabuk	--	5 <sup>th</sup>
	II	Isabela***	1st	Ilagan***	--	1 <sup>st</sup>
	VI	Iloilo**	1st	--	Zarraga***	4 <sup>th</sup>

Notes

\* One-time Awardee of DILG Seal of Good Local Governance (2017-2019)

\*\* Two-time Awardee of DILG Seal of Good Local Governance (2017-2019)

\*\*\* Three-time Awardee of DILG Seal of Good Local Governance (2017-2019)

### C. Data Gathering Activities

The following data gathering activities were conducted throughout the study:

**Review of Documents.** All existing and available guidelines on the implementation of DSWD devolved programs and services were reviewed and served as reference in developing the framework of the study. Previous local and foreign studies related to social welfare decentralization implementation and related administrative data were also reviewed and studied.

**Conduct of Virtual Key Informant Interviews (KII).** Structured interviews of the Local Chief Executives (LCEs) were conducted for the study. The KII questionnaire included questions on the political agenda of the LCE, insights on meaningful devolution and sustainability of implementing devolved emergency programs and services, their experience on Emergency Services in the context of new normal environment, and their own assessment on the readiness of their LGU on the Mandanas ruling.

**Administration of Mobile Survey.** For the quantitative part, the research team surveyed the LSWDOs, LPDOs, LDRRMOs, LBOs and LAOs of the 24 LGUs covered. The said departments/units of the LGU were asked about the following areas and information:

1. Geographic Identification and Situation of LGUs
2. Fiscal and Monetary Data
3. Motivation of LGUs to implement devolved emergency programs and services
4. Planning and Development Processes
5. Program Management and Implementation
6. Satisfaction on the Government Procurement Processes, Liquidation and Reporting
7. Experiences on the Government Process for the Management of Devolved Programs and Services

#### **D. Pre-Testing of Research Instruments**

All tools that was used in the study including the guide questionnaires and survey form are pre-tested prior to the finalization and the conduct of the data collection activities. Actual pre-testing of the data gathering tools was conducted in San Rafael Bulacan. These identified sites are representative of the criteria set for the target LGUs and they are also relatively near the Metro Manila area which are also convenient for the data collection team.

After the pre-testing the tools will be enhanced according to the comments and suggestions of the participants and the data collection team.

#### **E. Data Processing and Analysis**

All data and information are analyzed based on the conceptual framework and assessment objectives.

The qualitative data from the Key Informant Interviews with LCEs and some sections of the survey were gathered using notes and documentation. Deductive approach was used in the study which involved the analysis of qualitative data based on the research questions. Recurring themes, opinions, and beliefs were then identified, reviewed and combined to come up with the content and story of the data which answered the research questions.

On the quantitative data gathered through the survey, descriptive statistical analyses were performed on the responses of the sampled group. Measures of central tendency (means, medians, and other percentiles) and dispersion (ranges) were computed.

## IV. RESULTS AND SUMMARY OF OTHER KEY FINDINGS

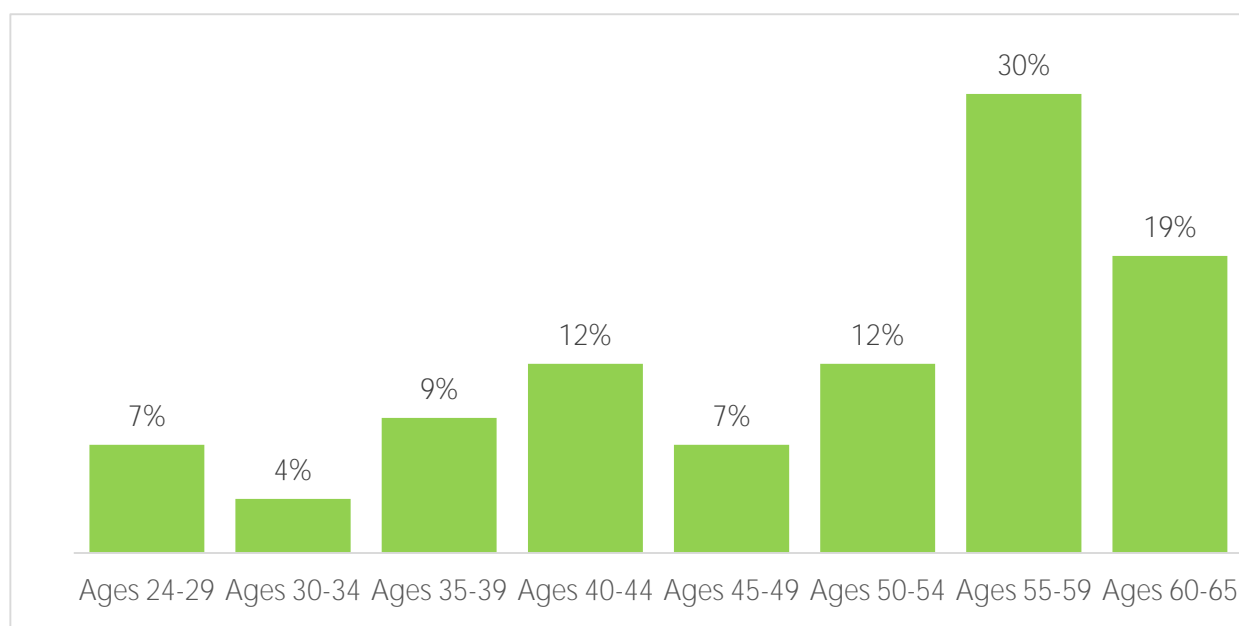
LGUs included in the study are representative of various income classes and levels of service delivery (Low, Level 1, Level 2 and Level 3) based on the results of DSWD's Service Delivery Assessment of Local Social Welfare and Development Offices LSWDOs). LGUs are also awardees of Department of Interior and Local Government's (DILG) Seal of Good Local Governance (SGLG) from CY 2017 up to 2019.

### Profile of the LGU Respondents

There were 60 LGU Department Heads who answered the survey instruments (5 each LGUs) composed of LSWDO, LPDO, LDRRMO, LBO, and LAO. These respondents represent the twelve (12) LGUs.

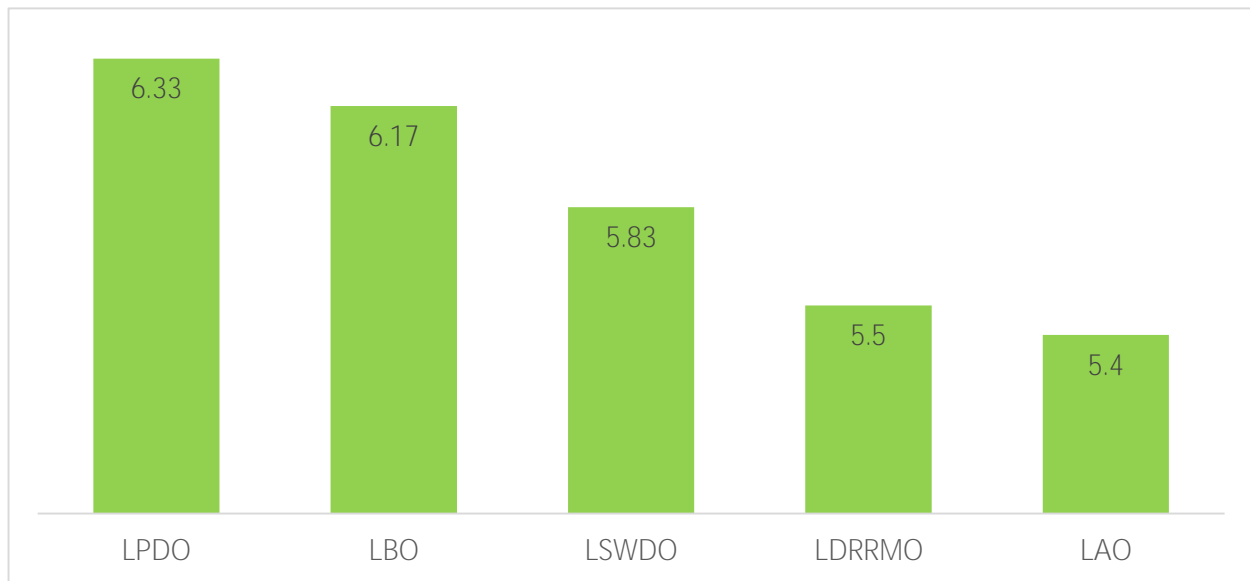
Figure 1 shows the age distribution of respondents, the overall computed median age of the respondents was 54. Among age group classification, highest number of respondents are ages 55-59 (30%), followed by 19% ages 60-65 and lowest number are ages 30-34 (4%). Almost half (49%) of the LGU respondents were considered as older adults (aged older than 55 years).

**Figure 1. Age group distribution of the LGU respondents, 2020**



Respondents were also asked on their years in current position. Based on the computed average years in current position as presented in Figure 3, LGU respondents were serving as Department Head in the LGUs for almost 5 years and more. Among the 5 groups of respondents, LPDO (6.33), LBO (6.17) and LSWDO (5.83) have highest average length of service in their current position.

Figure 2. Average years in current position by LGU department head, 2020

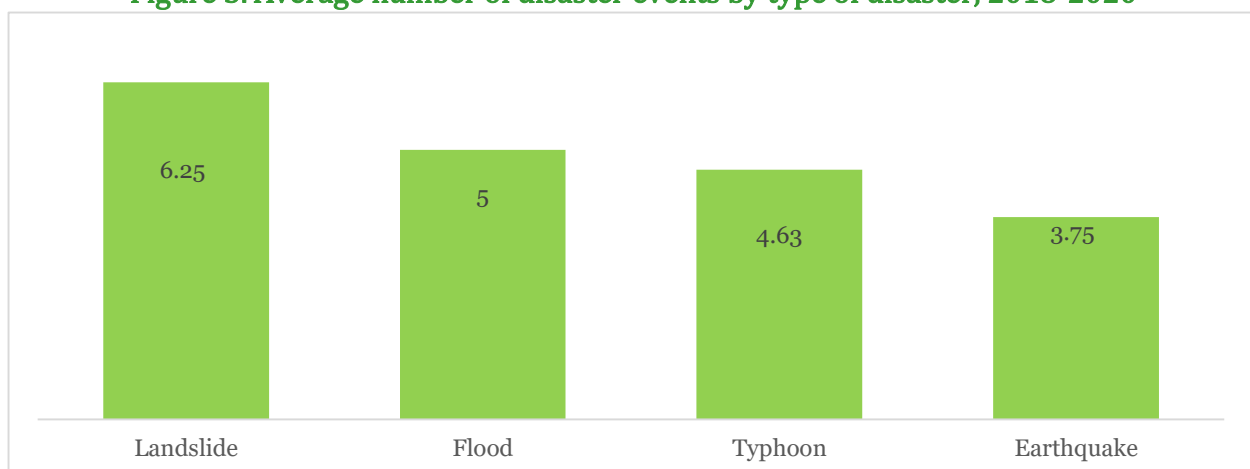


### Situation of the LGU respondents

**LGU respondents were affected by numerous disasters in 2018-2020.** The Philippines has a high vulnerability to natural hazards such as typhoons, earthquake, floods, volcanic eruptions and landslides. For typhoon alone, the Philippines is visited by an average of 20 typhoons every year. During year 2018-2020, the country visited 64 tropical cyclones (PAGASA, 2018-2020).

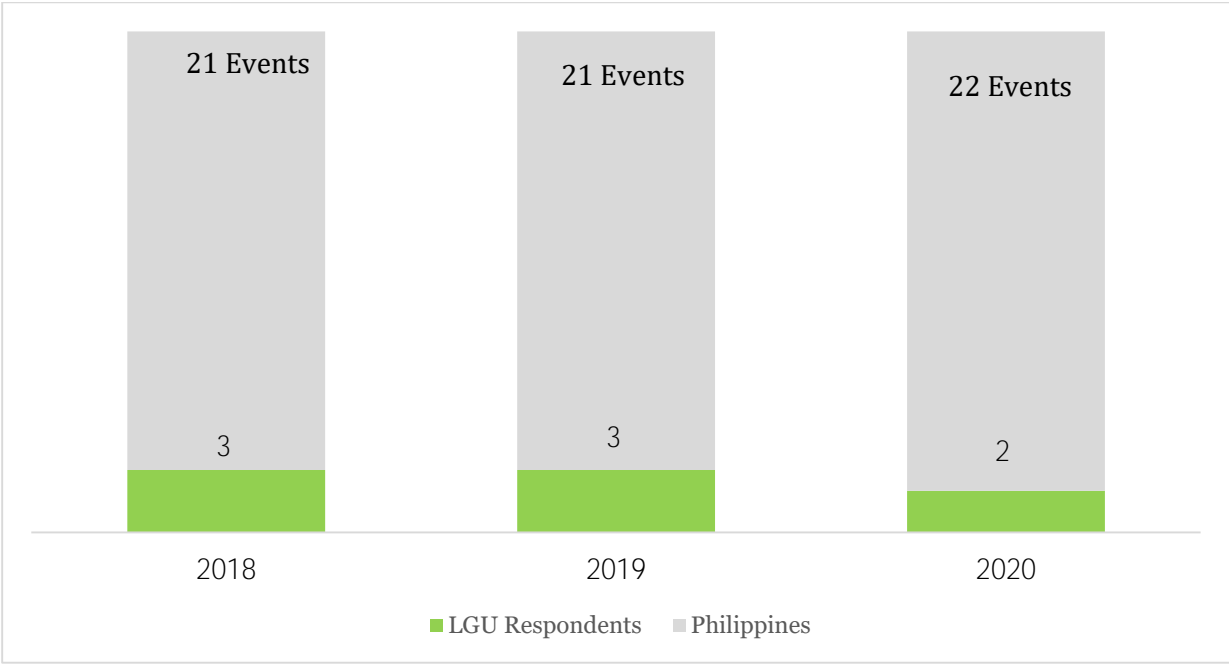
The study examined the occurrence of disaster in the target LGUs, figure 3 shows the average number of events by disaster types during 2018-2020. Among the types, the highest number of occurrences as reported by the LGUs is landslide with an average 6.25 occurrences within the three-year period, followed by flooding (5), typhoon (4.63) and earthquake (3.75).

Figure 3. Average number of disaster events by type of disaster, 2018-2020



**LGU respondents frequently visited by typhoon since 2018.** Data from PAGASA reported that average 21 tropical cyclones entered the Philippine Area of Responsibility in 2018-2020. The frequent occurrence of typhoons in the country are also mirrored in the reported number of these occurrences that visited the respondent LGUs. During 2018-2020 an average of 2-3 typhoon were experienced by LGU respondents.

**Figure 4. Average number of typhoon that visited the respondent LGU, 2018-2020**



**Occurrence of extreme events and disasters in the Philippines resulted in significant economic losses every year.** Given the frequent occurrence of disaster, the vulnerable and disadvantaged sectors exposed to the environmental hazards present in their communities are the ones greatly affected by these disaster events. Most often, their livelihood is disrupted and may resulted to displacement. Data from OCD presented that damages incurred due to extreme events and disasters amounted to Php463 billion from 2010 to 2019. Agriculture sector posted the largest share with 62.7% or Php290 billion followed by infrastructure and private/communications with 23.0% and 14.3% respectively.

In the case of LGUs, the frequent occurrence disrupted their economic progress and revenue generations are also affected.

**Table 3. NDRRMC reported damages due to disasters, 2010-2020 (in '000 pesos)**

Year	Infrastructure	Agriculture	Private/ Communication	Economic Loss
2010	11,760.0	199.0	425.3	12,384.4
2011	18,726.3	8,758.7	3,116.4	30,601.3
2012	34,267.6	7,819.9	2,860.2	44,947.7
2013	31,921.0	16,565.0	58,179.8	106,665.9
2014	42,716.6	10,535.0	274.1	53,525.8
2015	32,366.3	8,348.8	29.7	40,744.8
2016	21,148.4	13,633.2	...	34,781.5
2017	4,354.6	2,930.1	19.5	7,304.3
2018	41,201.0	26,196.5	224.5	20.4
2019	6,305.3	3,657.8	339.0	20.4

Apart from the periodic disaster events, each LGU has varying context on their socio-economic environment and poverty statistics. This information provides an early indication of the proportion of the population who will be possibly affected during emergency and crisis situations.

**Poverty and disaster vulnerability are integrally linked.** Disasters increase poverty by reducing economic growth, because poor and low income population are most often exposed to hazards and when disasters hit them their income may fall below poverty threshold.

In 2018, the PSA announced that the country's poverty incidence dropped to 16.6%. This translates to 17.6 million Filipinos who lived below the poverty threshold estimated at PhP10,727, on average, for a family of five per month in 2018. On the other hand, subsistence incidence among Filipinos, or the proportion of Filipinos whose income is not enough to meet even the basic food needs, was registered at 5.2 percent in 2018.

Table 4 shows that among the provinces sampled in the study, there are three provinces (Northern Samar, Zamboanga del Sur, and Surigao del Norte) that are above the national average of poverty incidence. This implies that the population in these provinces, once affected by disaster and emergency events, would need more resources and assistance from the Government to recover from these events compared with other provinces with less than national average poverty incidence.



**Table 4. Poverty incidence among study covered provinces**

Province	2006	2009	2012	2015	2018
Abra	39.4	38.9	27.2	19.9	14.7
Kalinga	40.6	24.1	20.9	34.5	9.2
Isabela	23.8	22.6	19	12.4	13.2
Bataan	6.2	5.9	4.5	0.8	5.8
Laguna	4.3	6.2	4.6	3.8	2.7
Iloilo	16.7	19.7	20.8	16.4	12.1
Bohol	40.3	36.6	30.6	25.2	15.5
Biliran	22.6	31.8	20.9	17.4	13.7
Northern Samar	44.6	42.8	43.5	51.8	27.6
Zamboanga del Sur	27.4	26.9	25.9	18.9	17.4
South Cotabato	26.1	25.7	25.8	18.3	13.7
Surigao Del Norte	43.7	48.9	33.8	28.8	27.7

Source: PSA, 2018

In addition, impact of COVID-19 pandemic affected the income of Filipinos. Based on the poverty estimation conducted by PIDS, poverty incidence in the Philippines may increase because of the COVID-19. Effective social protection targeting is necessary to ensure the effect of income support to largely affected population of the Pandemic.

#### **Devolved DSWD emergency programs and services are still being implemented by the LGU**

Disaster Mitigation and Preparedness, Disaster Relief, Assistance to Individuals in Crisis Situation (AICS) and Supplementary Feeding Program (SFP) are continuously being implemented by the LGUs

Across the LGUs surveyed in this study, the devolved DSWD emergency programs and services that they have continuously implemented includes the following, disaster mitigation and preparedness services (100%), disaster relief or response services (92%), AICS (92%) and supplementary feeding program (33%). Based on the survey conducted, other emergency programs (i.e Balik Probinsya, Cash for Work/Food for Work and ESA) are lump under AICS and depend on the occurrence of disaster events as well as the actual downloading of funds from the DSWD.

Table 5 below shows the frequency distribution of surveyed LGUs that implement emergency programs and services.

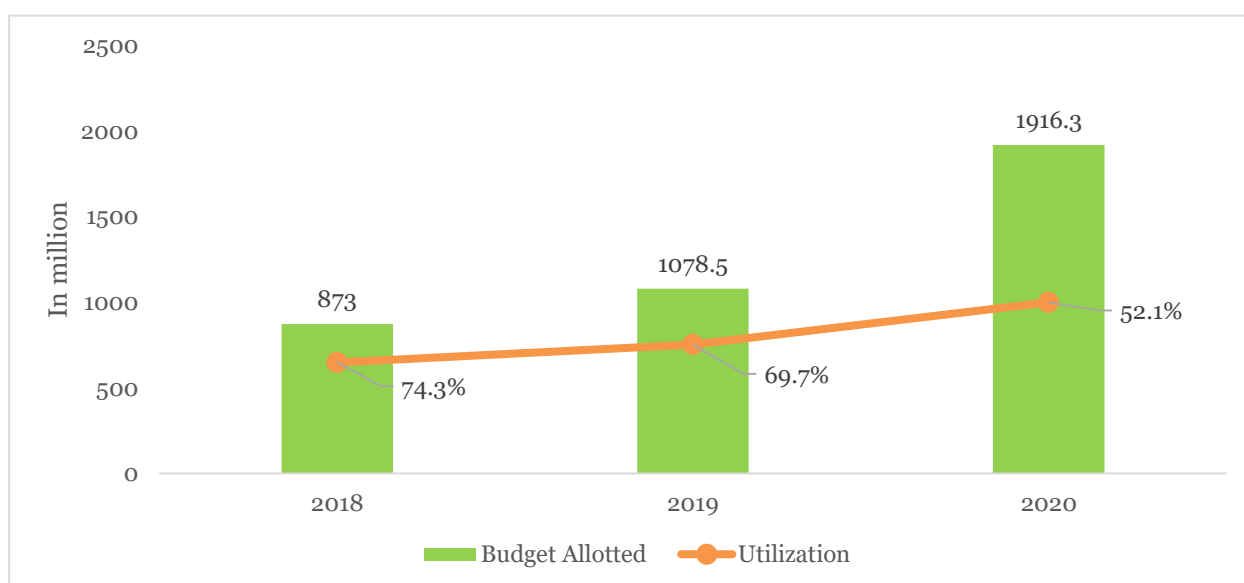
**Table 5. Number of LGU implementing emergency programs and services**

Emergency Programs and Services	Frequency	Percent
Disaster Mitigation	12	100%
Disaster Relief	11	92%
Assistance to individuals in crisis situations	11	92%
Cash for Work/Food For Work	6	50%
Emergency Shelter Assistance	4	33%
Supplementary Feeding Program	4	33%
Balik Probinsya	3	25%

**There was disparity between the allocation and utilization of funds on Emergency Programs and Services.**

The Local Government Units, as mandated by the Local Government Code of 1991 and Republic Act 10121, are the first responders during disasters. This is affirmed by the data obtained from the sampled LGUs as shown in Figure 5. Budget allocation along emergency programs and services are increasing from 2018 to 2020. However, fund utilization is continuously dropping from 74.3% in 2018 to 52.1% in 2020. These findings was similar to the fiscal analysis done by PIDS that the 5% LDRRMF fund is consistently underutilized among LGUs (PIDS, 2018).

**Figure 5. Budget allocation and utilization among emergency programs and services, 2018-2020**



Among emergency programs and services implemented by the respondent LGUs, disaster mitigation and preparedness had the largest budget allocation with a total of Php2.7billion

in 2018-2020, followed by disaster relief with Php839million and AICS with Php12.3 million, respectively.

**Table 6. Budget allocation and utilization by emergency programs and services, 2018-2020**

Programs and Services	2018		2019		2020	
	Allocation	Utilization (%)	Allocation	Utilization (%)	Allocation	Utilization (%)
Disaster Mitigation & Preparedness	₱ 578,595,878	56.04	₱ 729,353,807	55.87	₱ 1,433,189,448	31.13
Disaster Relief	₱ 226,865,123	54.14	₱ 263,570,062	35.49	₱ 348,738,723	95.86
AICS	₱ 5,504,000	68.62	₱ 804,000	99.90	₱ 6,004,000	36.53
SFP	₱ 5,341,800	75.00	₱ 4,441,750	77.63	₱ 7,742,000	59.82
FFW/CFW	₱ 55,967,025	91.73	₱ 73,530,008	94.28	₱ 112,695,000	56.59
ESA	₱ 1,000,000	100.00	₱ 7,000,000	55.30	₱ 8,350,000	32.71

Table 7 shows the ranking of programs by sampled LGU's based on expressed needs of clients in the communities. Among the emergency services and programs, AICS consistently receives high demand, followed by Disaster relief services. The programs that receive moderate demand from the communities are supplementary feeding program, food for work/cash for work, and disaster mitigation and preparedness services. Low ranking based on demand include the emergency shelter assistance and the balik probinsya program.

**Table 7. Ranking of emergency programs and services by demand of clients, 2020**

Emergency Programs and Services	Rank
Assistance to Individuals in Crisis Situations	1
Disaster Relief	2
Supplementary Feeding Program	3
Food for Work/Cash for Work	4
Disaster Mitigation and Preparedness	5
Emergency Shelter Assistance	6
Balik Probinsya	7

### **Motivation of the Local Government Units to implement the devolved programs and services**

Sufficiency of Program funds and Support from LCE are some of the primary motivation of LGUs to implement devolved emergency programs and services.

Motivation refers to the internal and external factors that affect the favorable or priority implementation of devolved emergency programs and services by the LGUs. Internal factors refer to controllable factors of the LGUs for the successful implementation of devolved emergency programs and services. Meanwhile, external factors are outside and under no control of the LGUs but with significant contribution in successful implementation of programs and services.

## Internal Factor

Among the internal motivating factors for implementing devolved programs and services, the following got favorable responses: (1) sufficiency of program funds; (2) fiscal empowerment to generate more revenues; (3) monitoring and evaluation; (4) human resource; and (5) efficiency of program delivery.

**Table 8. Internal factors that influence the priority implementation of emergency programs and services**

Internal Factor	Rank
Sufficient funds	1
Human resource	2
Capability building	3
Efficiency of program delivery	4
Organization structure	5
Transparency on targeting	6
Incentives/rewards	7
Benefits	8
Fiscal empowerment to generate more revenues	9
Transparency on financial transaction	10
Monitoring and Evaluation	11

The survey responses are aligned with the interview responses of the Local Chief Executives who mentioned that funding and availability of budget allocation is a major factor to ensure the ongoing and sustainable implementation of the devolved emergency services and programs.

Human resource in the LGU is another major motivating factor for the implementation of emergency programs and services. All LGUs sampled have Local Social Welfare and Development Offices that are headed by a registered social workers with regular plantilla position.

Among all the surveyed LSWDOs, almost half of the total workforce is holding regular plantilla positions. However, the other half are holding either contractual and job order positions, especially among the technical and administrative level staff. Another highlight on human resource factors is that all of the surveyed LSWDOs and LDRRMOs affirmed that more than half of their staff are performing multiple roles in order to deliver the mandated devolved emergency services and programs.

On capability building interventions, the sampled LGUs reported that more than half of their workforce complement have attended training activities in the past three years especially on

disaster mitigation and preparedness, disaster relief services, and supplementary feeding program.

### External Factors

Among the external factors, support from the Local Chief Executive was found to be the most important factor, followed by convergence of programs and services, resource augmentation from National Government Agencies, Technical Assistance from the provincial government and NGAs, volunteer management, partnership with non-government organizations, as well as regulatory and oversight functions of NGAs.

**Table 9. External factors that influence the priority implementation of emergency programs and services**

External Factor	Rank
Support from the Local Chief Executive	1
Convergence of programs and services	2
Resource augmentation from National Government Agencies	3
Technical assistance from the provincial government	4
Volunteer management	5
Technical assistance from National Government Agencies	6
Partnership with Non-Government Organizations	7
Regulatory and oversight functions of NGAs	8
Inter-municipal networks and cooperation	9
Credit rating of LGUs	10
Competition with other LGUs	11

Since convergence is one of the top external factors, LGUs have reported presence of mechanisms for convergence on program implementation through the institutional linkages established among the mandated local councils and technical working teams. These include Local Disaster Risk Reduction and Management Council, Local Council on the Protection of Children, Local Committees on Anti-Trafficking and Violence against Women and their Children, among others. However, it was also noted that among the surveyed LGUs, there is low establishment of Local Poverty Reduction Action Team (LPRAT) and Social Protection Team (SPT).

More than half of the sampled municipalities and cities agree that technical assistance and resource augmentation as well as joint and coordinated implementation of priority projects are some of the aspects the provincial government can look into as regards implementation of devolved emergency programs and services.

The LGUs affirm that partnerships and linkages among Non-Government Agencies are beneficial for the implementation of devolved emergency programs and services because some of these partnerships result into capability-building interventions for the program

staff. However, it is also noted that some of these partnerships are also one-time linkages or activities especially during disaster response wherein volunteers or partner organizations provide augmentation to the LGUs in the form of cash, in kind donations, or assist in the repacking of food and non-food items.

### **Extent of implementing the devolved emergency programs and services by the LGUs following prescribed processes and standards as defined by the National Government Agencies**

#### **Planning and Development Process**

This section discussed the extent of practices in the local planning process, particularly in drafting the Local Development Plan of LGUs based on the local planning guide issued by the DILG. Discussions will largely focused on the process of formulating the CDP and its alignment of the Executive Legislative Agenda up to the preparation of Local Development Investment Program and Annual Investment Program of the LGUs.

Section 106 of the Local Government Code of 1991 mandates each LGU to prepare a comprehensive multi-sectoral development plan to be initiated by its Local Development Council and approved by its Sanggunian. In 2007, the NEDA formulated the Guidelines on Provincial/Local Planning and Expenditure Management comprising of five (5) major parts: 1) Integrated Framework; 2) Provincial Development and Physical Framework Plan (PDPFP); 3) Investment Programming and Revenue Generation; 4) Tools and Techniques on Budgeting and Expenditure Management; and 5) Project Evaluation and Development. The main intension of guidelines is to strengthen the vertical linkages among the network of plans and investment programs at the regional and city or municipal levels. In turn, regional plans and investment programs must relate to corresponding plans and programs at the national and local level.

In 2017, the DILG has developed the Enhanced Guide to CDP for the LGUs that offer procedures, tools and techniques along steps of the Comprehensive Development Planning cycle, which is divided into four (4) major parts: 1) Organizing and Mobilizing the Planning Team; 2) Preparing the CDP; 3) Implementing the CDP; and 4) Plan monitoring and evaluation.

As defined, the PDPFP is a document that identifies strategies and corresponding PPAs that serve as primary inputs to the provincial investment programming, budgeting and implementation. It also serves as a key vertical influence in linking the provincial development objectives with local, regional and national policies and priorities.

While CDP is the document that contains the multi-sectoral plan formulated at the city or municipal level, which embodies the vision, sectoral goals, objectives, development strategies and policies within the terms of LGU officials and the medium-term.

Figure 6 summarizes the process of formulating the Provincial Development Planning and Expenditure Management System. It emphasized the horizontal linkages among the processes at the provincial level planning, investment programming, and budgeting and public expenditure management. The vertical linkages among the network of plans and programs at various levels (often referred to as the “hierarchy” of plans) are also highlighted. As suggested by the hierarchy concept, plans and investment programs at various levels constitute an integrated system of planning activities and outputs and must be prepared through an iterative process. The Medium-Term Philippine Development Plan (MTPDP) and

Medium-Term Public Investment Program (MTPIP) provide the general policy directions and development priorities as well as nationally funded programs and projects, respectively. The Regional Development Plan (RDP) and Regional Development Investment Program (RDIP) contain regional development policies and targets as well as nationally-funded programs and projects located in the region, inter-provincial projects, and LGU-funded projects with regional impact. The PDPFP serves as framework on how city and municipal plans may contribute to meeting the development targets and how their priorities may be included in regional and national priorities. The PDIP contains the province's programs and projects and inter-LGU projects with provincial impact. The city/municipal development plans (C/MDPs) and investment programs provide specific project locations and other details. The outcomes of implemented PPAs must be taken into account in the preparation of the AIP and in the subsequent realignment and adjustment of the PDIP. Such outcomes are determined through tracking activities that will form part of the project evaluation and development guidelines. The linkage between project impacts and the provincial plan must constitute a major consideration in the preparation and subsequent medium-term revision of the provincial plan.

**Figure 6. Provincial development planning and expenditure management system**

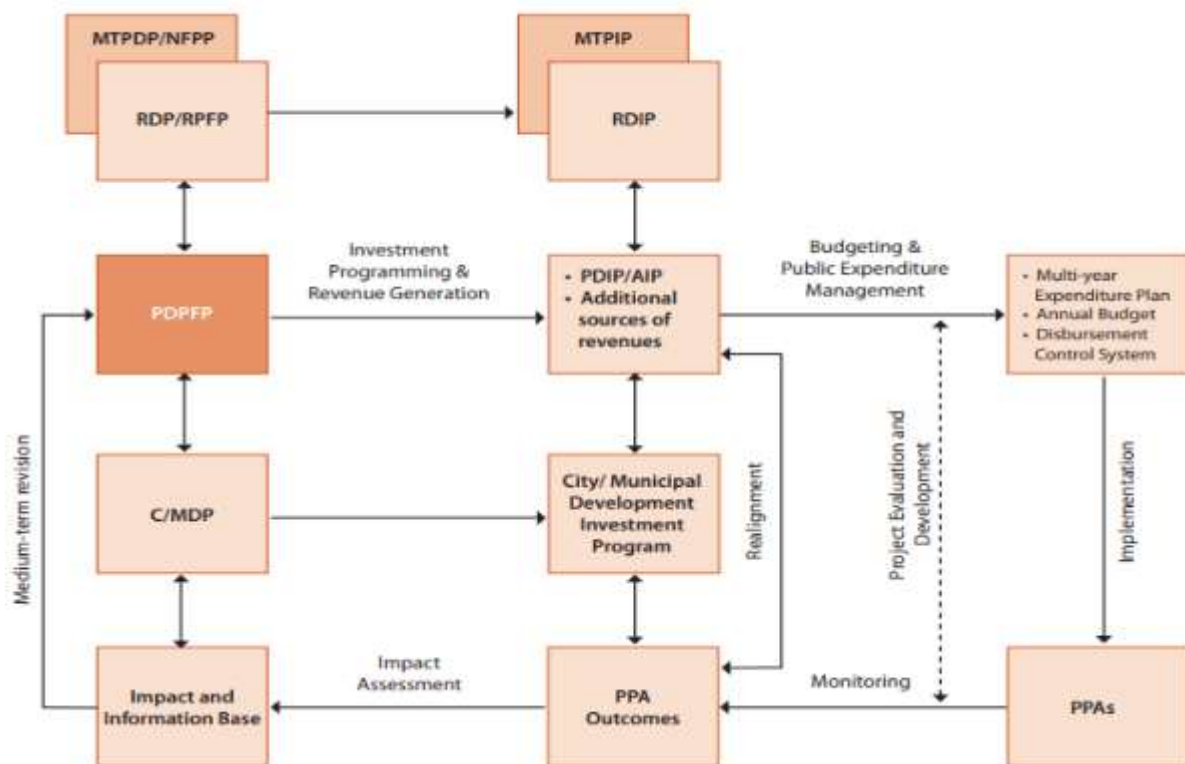


Figure 7 presented the enhanced Comprehensive Development Planning Cycle as prescribed in the CDP guide. The organization and mobilization of the Municipal Planning Team (MPT) lead the formulation/updating of CDP through issuance of Executive Order by the LCEs. Once members are identified and organized, the initial process will commence, Step 1 refers to the setting or revisiting of the LGU vision and existing plans for its responsiveness. This will help the MPT in limiting or expanding the scope of the Ecological Profile.



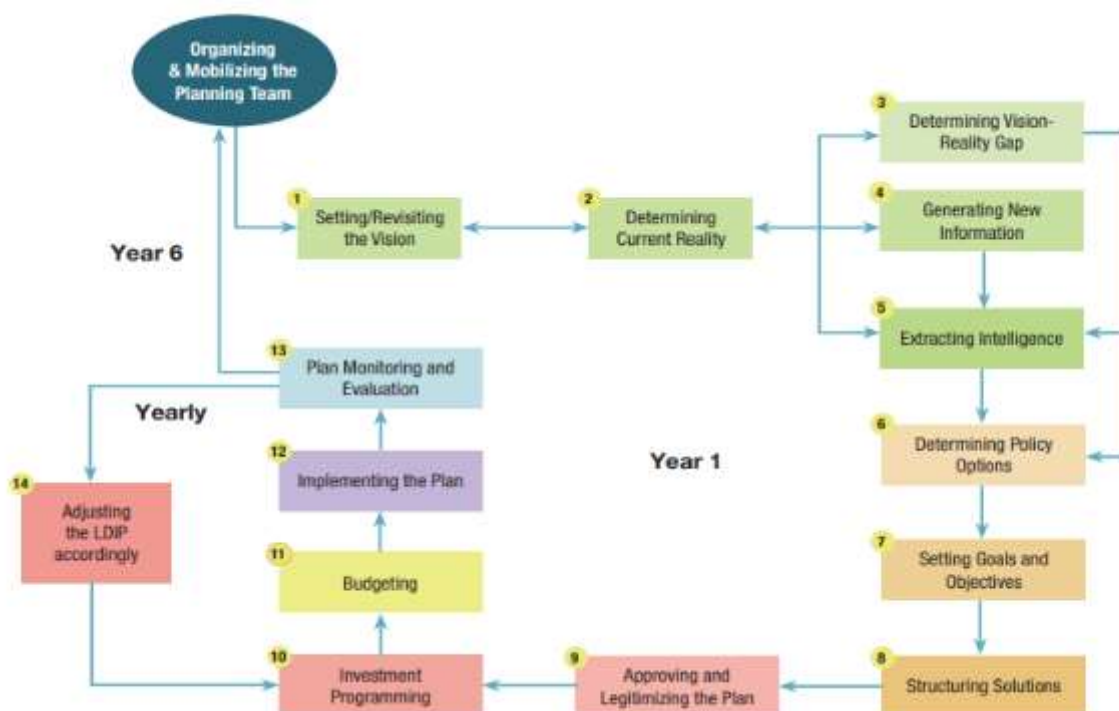
Meanwhile, Steps 2-8 of the planning cycle corresponds to the preparation of Ecological Profile and identification of issues and intervention as contained in the structured list of PPAs. Consultations with all stakeholders are of primary importance to ensure that their concerns are made known and addressed (Department of the Interior and Local Government, 2017). With the updated Ecological Profile, the Long List of PPAs from the five (5) development sectors (i.e. social, economic, environmental, infrastructure and institutional development) is prepared that will later be prioritized for implementation.

Steps 9- 10 describes the formulation of the 3-year LDIP which is the implementing instrument of the CDP and translate it into programs and projects to be picked up by the LGU depending on their priorities for funding in the annual general fund budget or through special fund generation schemes. The list of PPAs will be cross matched with available resources including investible funds as identified by the Local Finance Committee (LFC) through evaluation of the Revenue Forecasts with the Medium Term Forecasts of Current Operating Expenses, human resource and period of implementation. In accordance with the provision of Joint Memorandum Circular (JMC) No. 1 Series of 2007 issued by the DILG, NEDA, DBMS and DOF, the LDC shall cull out the AIP from the current slice of the LDIP, which upon approval of the Sanggunian, shall serve as the basis for the preparation of the Executive Budget. The LDC shall endorse the AIP to the local budget officer for the budget preparation and in determining the annual budgetary allocations for PPAs. These activities correspond to Step 11 in Figure 1.

Steps 12-13 corresponds to the preparation of needed implementation instruments that will aid in the implementation of the priority PPAs in the LDIP. This step also provides the linkage from planning to budgeting and completes the cyclical nature of planning thru monitoring and evaluation strategies. Key implementation instruments of CDP are the formulation of a Capacity Development Program that aid to the provision of required competencies and institutional arrangements that should be present in the municipality. Meanwhile, the monitoring and evaluation serves as the link between one planning cycle to another as it determines the changes attributed to planned and unplanned developments in terms of social and economic wellbeing of inhabitants; quality and quantity of the physical environment; and institutional capabilities for local governance. Finally, Step 14 of Figure 1 corresponds to the CDP Review Process, which assesses the compliance of the municipality's CDP to the policy-based budgeting principles embodied in the CDP guidelines and provide a basis for improvements of the CDP.



Figure 7. The enhanced comprehensive development planning cycle



Majority or 58% of the LGU respondents “usually practiced” the planning and development process, however, for some LGUs M&E system and alignment of local development plan and national plan needs to improve.

Table 10 shows the level of practice on the LGU planning and development process. For each process of local and development planning, the respondents were asked to rate their level of practice on the given statement prescribed in the DILG planning guidelines. Majority (58.33%) of the respondents “usually practiced” the prescribed processes of local development planning. However, there were some (16.67%) respondents “sometimes practiced” the given processes. Low scores are commonly attributed on the alignment of the provincial development plan to its component LGUs, inadequate monitoring and evaluation system that will be useful in assessing their own development plan.

Table 10. Overall level of practice on the LGU planning and development process

Description	Range	% of LGUs
Sometimes practiced	303-361	16.67%
Usually practiced	362-420	58.33%
Always practiced	421-469	25.00%

Figure 8 shows the level of practices of LGUs on the process of development of PDPFP/CDP, ELA, PDIP/CDIP and AIP. Generally, the level of practice of four (4) major expected planning documents in LGUs are point to the right and interpreted that most of the identified processes are being practiced.

**Figure 8. Level of practice on the process of LGU on the key provincial and city/municipal development plans**

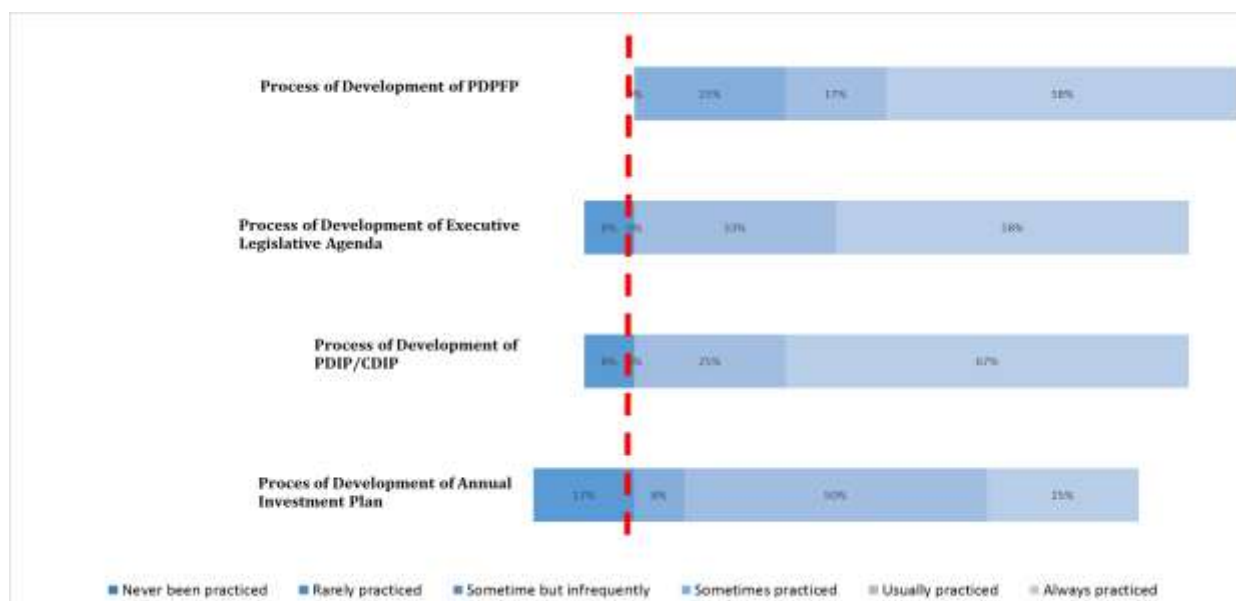


Table 11 shows the level of practice on the formulation of PDPFP and CDP. When it comes to PDPFP and CDP development process, majority (58.33%) of the respondents always practice the stated processes, however, there were 25% respondents, who rated that they “sometimes practice” the utilization of CDP in crafting PDPFP, review of municipal/city development plan by the province and evaluation of previous PDPFP/CDP.

**Table 11. Level of practice on the formulation of PDPFP and CDP**

Response	% of LGUs
Sometimes practiced	25.00%
Usually practiced	16.67%
Always practiced	58.33%

Table 12 shows the level of practice on the formulation of Executive Legislative Agenda. On the process of preparing the Executive Legislative Agenda, covering the 3 year agenda of the LCEs, majority of the respondents also expressed that LGU current situation were presented in preparation of ELA and ensure its alignment on the PDPFP or CDP. However, some areas need to be observed are to ensure the conduct of evaluation of previous ELA, inclusion of intermediate outcome of social development sector and priority PPAs in the agenda of the LCEs.

**Table 12. Level of practice on the formulation of executive legislative agenda**

Response	% of LGUs
Neutral	8.33%
Usually practiced	33.33%
Always practiced	58.33%

The LDIP is the principal instrument for implementing the CDP. It is the document that translate the CDP into programs and projects and basis by the LGU for funding in the annual general fund budget. As shown on Table 13 a majority (66.67%) of the respondents always practiced the stated procedure of preparation of the LDIP. However, some LGUs (8.33%) expressed that provincial investment plan is not readily available during the preparation of LDIP and absence of previous PDIP/LDIP assessment. It is important to note that priority emergency programs and services are not also mentioned on the LGU Capacity Building Program which is an important component of the LDIP.

**Table 13. Level of practice on the formulation of local development investment program**

Response	% of LGUs
Neutral	8.33%
Usually practiced	25.00%
Always practiced	66.67%

Table 14 refers to level of practice on the formulation of annual investment program. The Annual Investment Program refers to annual slice of the LDIP which upon approval of the Sangunian, shall serve as the basis for preparing the Executive Budget. The AIP will serve as document in preparing the annual budget document of the LGUs. Half of the respondents (50.00%) expressed that majority of the identified process of AIP were “usually practiced” by the LGUs. For some respondents with rating of neutral to sometimes practiced, low rating were observed on the availability of M&E strategies and indicators for programs and services, utilization of organizational performance indicators framework and connectivity of outcome and output indicators of LDIP.

**Table 14. Level of practice on the formulation of annual investment program**

Response	% of LGUs
Neutral	16.67%
Sometimes practiced	8.33%
Usually practiced	50.00%
Always practiced	25.00%

## Utilization of Planning Database

All LGU respondents have existing information system that are being used in planning and development process. Table 15 shows the information management system that are being used for planning development. All LGU respondents have data mechanisms that provide information in drafting inputs for planning. Common data systems that are being used are the Census of Population of Housing, Climate and Disaster Risk Assessment, Localized Sustainable Development Goal Indicators, Community Based Monitoring System (CBMS) and Listahanan.

This is not surprising because most of the identified information system has indicators about emergency programs and services. This study also found that in the process of planning and prioritization, some (42%) LGUs ensure the use of necessary analytical tools for mainstreaming thematic concerns in the prioritization of PPAs are applied such as the Conflict sensitivity indicators based on Conflict Sensitivity and Peace Promotion (CSPP) Principles as espoused by Office of the Presidential Adviser on the Peace Process (OPAPP).

In the preparation of the Ecological Profile of the LGUs, the DILG CDP guidelines prescribes the utilization of the LDIS, survey revealed that small number of LGUs reported that they used it in planning development. Surprisingly, among these LGUs, utilization of LDIS garner a median score of 6.

It was also observed that there are LGUs that used the Social Protection and Development Report (SPDR) and Social Protection Vulnerability Assessment Manual (SPVAM) with median scores of 5 (Moderately Utilized) and 6 (Very Utilized), respectively. These tools are expected to address the vulnerability of individual, families and communities in various risks which is also an element of emergency programs and services.

**Table 15. Information management system used for planning development**

Data System	Number of LGUs	Median Score
Census of Population and Housing	10	7
Climate and Disaster Risk Assessment	10	6.5
Sustainable Development Goal Target	8	6.5
Community Based Monitoring System	7	5
Listahanan	6	5.5
Local Development Information System	5	6
Conflict Tree Analysis	5	6
Other Administrative Data	4	6
Early Childhood Care and Development Information System	4	5.5
Rationalized Planning Indicator and Data Set (RaPIDS)	4	5.5
Social Protection and Development Report	3	6
Social Protection Vulnerability Assessment Manual	1	5

**Nearly all of LGUs (83%) are planning to invest on CBMS that will be used for planning and programming.**

Among the identified information management system, most of the LGUs will invest on the institutionalization of CBMS. The CBMS refers to an organized technology-based system of collecting, processing and validating necessary disaggregated data that may be used for planning, program implementation and impact monitoring at the local level while empowering communities to participate in the process. The enactment of the RA 11315 or an Act Establishing a Community-based monitoring system helps the institutionalization of CBMS to LGUs. This findings also validated the findings of PIDS Baseline Study on Policy and Governance Gaps for the Local Government Support Fund Assistance to Municipalities (LGSF-AM) Program that CBMS is among the other data sourced used by LGUs in preparation /updating of their Ecological Profile.

**Table 16. Percentage of LGU with plan to invest on the information management system**

Information Management System	Number of LGUs
Community Based Monitoring System	66.67%
Climate and Disaster Risk Assessment	41.67%
Local Development Information System	41.67%
Sustainable Development Goal Target	41.67%
Listahanan	25%
Early Childhood Care and Development Information System	8.33%

**Establishment of M&E infrastructure remains a challenge among LGU respondents. Unclear datasets on emergency programs and services need to be established.**

Updating the ecological profile of the LGUs is an important aspect of plan development, the DILG CDP guidelines suggest the utilization of LDIS, which is a set of indicators used for identifying issues based on the LGU's vision. However, even though there are suggested indicators being prescribed in the LDIS, the study revealed that collection of outcome and output indicators (91.67%) that will be used in updating the ecological profile and situation of LGUs (75%) remains an area for improvement. The inability of LGUs to complete the data requirements become the reason for discontinuity of CDP process.

Large number of respondents (92%) give emphasis to strengthen the conduct of monitoring and evaluation of NGA-mandated plans and other sectoral/thematic plans that are expected to be implemented at the local government. Timely assessment (83%) of existing plan need to be ensured for the purpose of recalibration and updating. It was also mentioned the institutionalization of results matrix (75%) as basis of monitoring the progress of set targets and outcomes.

**Table 17. Level of practice on the plan monitoring and evaluation**

Plan Monitoring and evaluation	Percentage
NGAs monitoring and evaluation of Local Plan	92%
Development and Utilization of M&E report	92%
Well defined results framework and key outcome and output indicators	91.67%
Timely assessment of existing plan	83%
Development of Plan Results matrix	75%
Updating of data for ecological profile and situation of LGUs	75.00%

**Complementation of National Development Plan and Local Development Plan needs to examine.**

The national and local government planning are separate activities and in the crafting of Philippine Development Plan a “whole-of-government approach “is practiced. To realize the local governments as partners of the national government in Philippine development and other international commitment, it is expected that these plans are being localized. However, it remain areas need to be strengthened as presented by 75% of the respondents.

**Table 18. Areas need to strengthen on the plan development process**

Plan Development	Percentage
Consultation among NGAs that requires sectoral plan/thematic plan	75.00%
Complementation of Local Plan to Phil Development Plan and Regional Development Plan	67%
Clear data on emergency programs and services	66.67%
Consultation among sectoral stakeholders	33.33%

**LGUs need to maximize revenue collections to ensure implementation of developmental projects.**

Despite the taxation powers of the LGUs as granted by Local Government Code (LGC) of 1991, majority of the LGUs are yet to be financially self-reliant as they continue to depend on IRA to implement developmental projects. It was highlighted that 92% of the respondents accepted that they need to improve generating own-source revenue to ensure sustainable funds in implementing their own development plans.

Along programs and services implementation, almost all (92%) of the respondents suggested that they need further technical assistance and resource augmentation from NGAs. Technical assistance can be in the form of trainings or orientation on the key programs and services that were devolved to LGUs. In terms of partnership among LGUs and provinces, majority agreed that convergence in implementing plans, programs and projects need to intensify. Convergence strategies complement programs and strategies to ensure that no household will be left behind.

**Table 19. Areas need to strengthen on the plan implementation process**

Plan Implementation	Percentage
Improvement in generating own-source revenue effort	92%
Technical assistance and Resource Augmentation from NGAs on the implementation of programs and services	92%
Coordination among province, cities and municipalities in implementing programs and services	67%
Convergence mechanisms in implementing the plans	67%
LGU incentive mechanisms	58%

### **LGU Budget Preparation and Prioritization**

Half of the respondents (50%) affirmed that budget preparation and prioritization are always practiced to respond emergency situation at the LGUs. Among the stated processes of budget preparation that are included in the questionnaire, 50% of the LGU respondents affirmed that the following process are always practiced: 1) Inclusion of emergency programs and services in LDIP to AIP; 2) Estimation of total investment requirements and approval of budget. However, it was noted that low rating is commonly present on the aspect of M&E system and availability of indicators for program evaluation and assessment.

**Table 20. Level of practice on the budget preparation and prioritization**

Response	% of LGUs
Neutral	8.33%
Sometimes practiced	8.33%
Usually practiced	33.33%
Always practiced	50.00%

### **Targeting and Identification of Beneficiaries**

**Depending on the purpose and scope of interventions, the LGUs used different information system for identification and targeting of potential beneficiaries.**

Various information systems are introduced by the national government agencies to be implemented by the LGUs for planning and targeting of potential beneficiaries. Among the available information system at the LGUs, nearly all (75%) of the respondents utilized the Listahanan, CBMS, Climate and Disaster Risk Assessment and ECCD-IS.

For the purpose of identification of target beneficiaries, the Listahanan is strongly utilized by the LGUs with a median score of 6. High utilization of Listahanan is expected as this is the primary information management system that used for the identification and selection of potential beneficiaries for various poverty alleviation and social protection programs by NGAs and LGUs. The same median score of 6 was also rated to Climate and Disaster Risk Assessment (CDRA) which is also expected to have a high utilization rate. The CDRA aids in determining the level of risks and vulnerabilities of LGU communities as basis in coming up with priority projects, programs and activities that can be implemented take into account the climate-related hazards and potential impacts of climate change.



The CBMS is also among the other data sources used by LGUs with a median score of 5 (moderately utilized). Aside from targeting purposes it is also recognized as the primary tool for gathering data for the preparation/updating of the LGUs Ecological Profile (PIDS, 2007). Other data systems are being used for sector specific concern and targeting, for instance the ECCD-IS is being used by most of the LGUs, however utilization is low with median score of 4.

**Table 21. Level of utilization on the available information system for targeting and identification of program beneficiaries**

Information System	Number of LGUs	Median Score
Listahanan	9	6
Climate and Disaster Risk Assessment	9	6
Community Based Monitoring System	9	5
Early Childhood Care and Development Information System	9	4
Census of Population and Housing	8	6
SPDR	6	6
SPVAM	6	5.5
Other Administrative Data	5	4
LDIS	5	1
SDG Target	3	6

#### **LGU procurement and financial management**

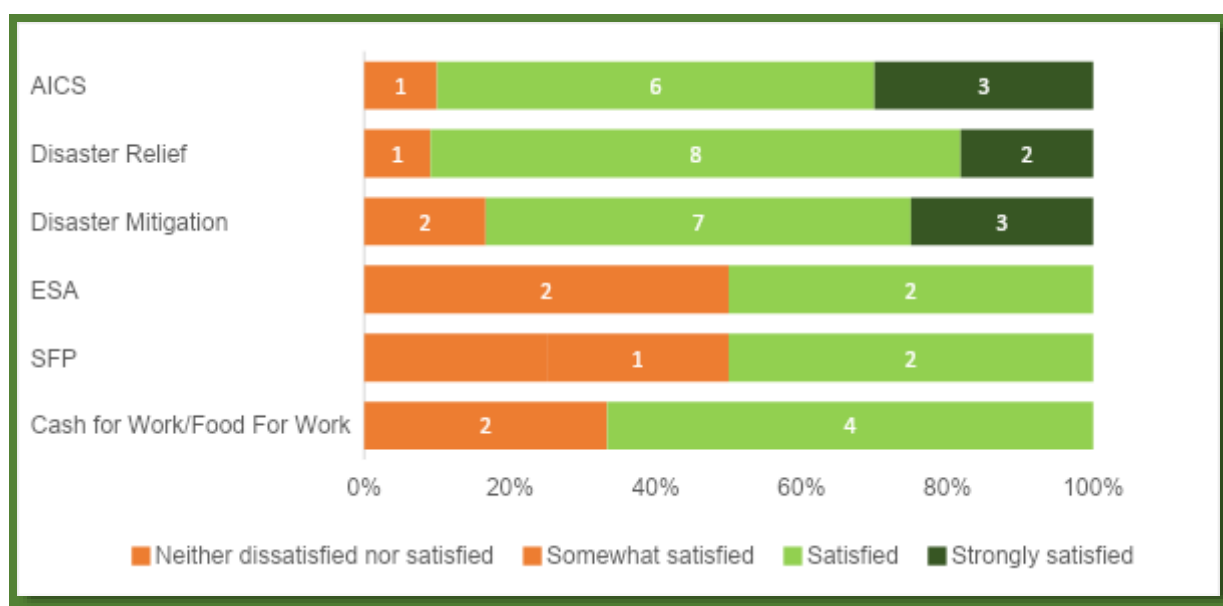
**Most of the LSWDO respondents are satisfied on their experiences of the procurement of goods and services related to disaster.**

In terms of LSWDO experience on the procurement process of delivering goods and services during disaster situations, four (4) programs got a median scores of 6. This means that LSWDOs are satisfied on the administrative process they went through in procuring the goods and services related to disaster mitigation, disaster relief, food for work and AICS (food packs).

However, rating on procurement process related to the implementation of SFP and ESA varies that resulted to 5.5 median score. This means that LSWDOs are “somewhat satisfied” on their experience in procuring food and non-food items related to the implementation of SFP and ESA.



**Figure 9. Level of satisfaction of LGU procurement process**



The research also tried to validate the satisfaction of the respondents on some aspect of the procurement process. Same findings were observed on the level of satisfaction of the stated processes and actual experienced of LSWDOs on the procurement of goods and services per emergency programs and services.

Majority (58.33%) of the respondents were satisfied with the procurement process, however, some (16.67%) respondents expressed neutral satisfaction (in between satisfied and dissatisfied). Statements that tend to gravitate towards low level are sufficiency of staff in their LGU procurement office, timeliness of contract awarding and issuance of notice to proceed. There are some LSWDOs with low rating on their familiarity of procurement law.

**Table 22. Level of satisfaction on the procurement and financial management of programs and services**

Response	% of LGUs
Neither dissatisfied nor satisfied	16.67%
Somewhat satisfied	8.33%
Satisfied	58.33%
Strongly satisfied	16.67%

### **Liquidation of Funds related to Emergency Programs and Services**

Majority of the respondents were satisfied with the liquidation process of emergency programs and services. Overall median score is 6 and interpreted that respondents Agree that liquidation processes are followed. For some areas with dissatisfaction, low ratings are associated with disposal of records and reimbursement of cash advance.

**Table 23. Level of agreement on the AICs program management and implementation**

Response	Range	% of LGUs
Somewhat dissatisfied	12-14	8.33%
Somewhat satisfied	18-20	8.33%
Satisfied	21-24	50.00%
Strongly satisfied	25-28	33.33%
Overall Median Score	6 (Agree)	

For funds downloaded from the NGAs, the majority of the emergency programs, except the ESA agreed that liquidation of funds were based on the existing COA rules and regulations.

### **Program implementation and Management**

For each program implementation process and standards as defined in the DSWD guidelines, the respondents were asked to rate their level of practice on the given statement.

#### **Disaster Mitigation and Preparedness**

Fifty percent (50.00%) of the respondents Strongly Agree that program implementation processes of disaster mitigation and preparedness are adhered to. However, there were 8.33% of the respondents expressed neutral level of agreement on the stated processes. Overall computed median score of Disaster Mitigation and Preparedness was 6.5 and can be interpreted that respondents Strongly Agree that program implementation processes are followed.

Stated program implementation processes with aggregate scores below the median are the activities related to wide dissemination of precautionary measures in all mode available in the LGUs and process of institutionalization of monitoring and evaluation.

**Table 24. Level of agreement on the disaster mitigation and preparedness program management and implementation**

Response	Range	% of LGUs
Somewhat agree	67-79	8.33%
Agree	80-92	41.67%
Strongly agree	93-105	50.00%
Overall Median Score	6.5 (Strongly Agree)	

#### **Disaster Relief and Operations**

Almost half (45.45%) of the respondents Agree that program implementation processes of Disaster Relief and Operations are adhered to. However, there were 25% of the respondents that Somewhat Agree on the stated processes. Overall computed median score of respondents was 6 and can be interpreted that respondents Agree that program implementation processes are followed.

Item statements with aggregate scores below the median are the absence of COA findings on the procurement of goods and availability of evacuation centers in every barangay.

**Table 25. Level of agreement on the disaster relief and operations program management and implementation**

Response	Range	% of LGUs
Somewhat agree	72-85	27.27%
Agree	86-99	45.45%
Strongly agree	100-113	27.27%
Overall Median Score	6.0 (Agree)	

#### **Cash for Work and Food for Work**

More than half (66.66%) of the respondents rated high level of agreement that the program implementation processes of Cash for Work are adhered to. However, there were 16.67% of the respondents neither agree nor disagree on the stated processes. Overall computed median score of respondents was 5.75 and can be interpreted that respondents agree that Cash for Work/Food for Work program implementation processes are followed.

Stated program implementation processes with aggregate scores below the median are the timeliness of downloading of funds of DSWD to LGUs, clear funding support from the LGU-AIP, available grievance redress mechanism and proper monitoring and reporting of program achievements.

**Table 26. Level of agreement on the cash for work/food for work program management and implementation**

Response	Range	% of LGUs
Neither agree nor disagree	29-35	16.67%
Somewhat agree	36-42	16.67%
Agree	43-49	33.33%
Strongly agree	50-56	33.33%
Overall Median Score	5.75 (Agree)	

#### **Emergency Shelter Assistance**

All respondents gave positive rating on Emergency Shelter Assistance. Overall, computed median score was 6.0 and can be interpreted that respondents Agree that ESA implementation processed are followed.

Program implementation processes with aggregate scores below the median are the timeliness of downloading of funds from DSWD to LGUs, clear funding support from the LGU-AIP, available grievance redress mechanism and proper monitoring and reporting of program achievements.

**Table 27. Level of agreement on the emergency shelter assistance program management and implementation**

Response	Range	% of LGUs
Somewhat agree	41-48	33.33%
Agree	49-56	33.33%
Strongly agree	57-63	33.33%
Overall Median Score	6.0 (Agree)	

#### **Supplementary Feeding Program**

All respondents gave positive rating on SFP. Overall, computed median score was 6.0 and can be interpreted that respondents Agree that SFP implementation processes are followed.

Stated program implementation processes with aggregate scores below the median are inclusion of SFP on the food security plan of LGUs, available grievance redress mechanism and proper monitoring and reporting of program achievements.

**Table 28. Level of agreement on the supplementary feeding program management and implementation**

Response	Range	% of LGUs
Somewhat agree	41-48	33.33%
Agree	49-56	33.33%
Strongly agree	57-63	33.33%
Overall Median Score	6.0 (Agree)	

#### **Assistance in Crisis Situation**

More than half (72.72%) of the respondents rated high level of agreement that the program implementation processes of AICS are adhered to as seen in Table 29. There were 27.27% of the respondents somewhat agree on the stated processes. Overall computed median score of respondents was 6.5 and can be interpreted that respondents Strongly Agree that AICS program implementation processes are followed.

Stated program implementation processes with aggregate scores below the median are the existence of grievance redress mechanisms, referral services for other alternative interventions are in place, after-care and other social welfare support services are offered and proper monitoring and reporting of program achievements.

**Table 29. Level of agreement on the assistance in crisis situation program management and implementation**

Response	Range	% of LGUs
Somewhat agree	45-53	27.27%
Agree	54-62	36.36%
Strongly agree	63-70	36.36%
Overall Median Score	6.5 (Strongly Agree)	

## Monitoring and Evaluation

Half of the respondents are somewhat satisfied with the monitoring and evaluation process of emergency programs and services, however, it was also observed that 25% each are also dissatisfied and neither satisfied nor dissatisfied on the stated processes of M&E.

Overall medial score was 4 which is the lowest rating among the identified key government processes in LGUs. M&E processes that need to be further examined are the indicators along emergency programs and services, data collection template, frequency of data collection, utilization of M&E reports for decision making and dedicated staff that will handle M&E concerns.

**Table 30. Level of satisfaction on the program monitoring and evaluation**

Verbal Description	Range	% of LGUs
Somewhat dissatisfied	16-20	25.00%
Neither satisfied nor dissatisfied	21-25	25.00%
Somewhat satisfied	26-30	50.00%
Overall Median Score	4 (Neither satisfied or dissatisfied)	

## **Facilitating and Hindering Factors on delivery of devolved emergency program outputs**

Factors affecting the success of implementation of devolved emergency programs could be aspects that are within the control of the Local Government Units or outside their control. These factors may help facilitate the success of the delivery or may also hamper the implementation if it would not meet the necessary requirements of the program implementation. These factors would include human resources, funds, technical assistance and resource augmentation, support from stakeholders and partnerships, data management, monitoring and evaluation, as well as political dynamics and local security.

### **Human resource is limited and continuous capacity building should be provided to the LGUs.**

The human resource aspect affecting the delivery of programs and services would pertain both on the sufficiency of the number of manpower and their capacities. Currently, the LGUs are maximizing their limited number of human resources to respond to the roles and responsibilities of the LGUs and implement the devolved programs and services. Maximizing the limited human resources then becomes a bottleneck as the program implementation aspect would be affected because there would be overlapping roles of the staff, affecting the quality and range of work that they can manage, and further results in non-prioritization of certain devolved programs and services. Likewise, the limited manpower caused the LGU staff to become more resilient especially during the pandemic wherein the LGUs had to strategize and look for efficient and safe ways to deliver the programs. The commitment, passion and continuous cooperation of staff to deliver the programs and services to the people is also notable as it helps facilitate and strengthens the program implementation even with the absence or lack of other resources. But in terms of disaster-related programs and services, the limited manpower can be augmented by the bulk of volunteers from the communities, resulting in smooth implementation of disaster relief and response programs and services. With this situation, the devolution of programs and services should then provide corresponding manpower to ensure the quality of program implementation.

In terms of capacity building, there is a constant demand to capacitate the LGUs more on handling and managing devolved programs and services. The lack of training then limits the knowledge and skills of the staff to implement the devolved programs and services. The technical expertise on program implementation should be made available and accessible at the local level with continuous training and regular technical assistance provided to the field implementers. The knowledge and skills of the LGU implementers should improve along with the continuous enhancements and innovations on program implementation of the different SWD programs and services.

### **Technical assistance and resource augmentation are welcomed by LGUs as it greatly contributes to the delivery of programs and services.**

The continuous provision of technical assistance and resource augmentation (TARA) to the LGUs helps them in the program implementation, considering the limited resources available at the LGU level. This TARA is not just limited to those provided by the NGAs but also includes those from NGOs, CSOs and other partner organizations. Nonetheless, 92% of the LGU respondents identified the technical assistance and resource augmentation from NGAs as one of the top areas that needs to be strengthened on the implementation of programs and services. Technical assistance from NGAs serves as continuous guidance to the field implementers with the changing policies and procedures for program implementation, as well as in resolving issues and concerns in program implementation. This is very much necessary since most of the policies for devolved emergency programs and services are still centralized and crafted at the national level. Likewise, the technical assistance provided by other partners and stakeholders serves as additional or alternative input for the LGUs. This is evident in providing humanitarian response to the communities during disaster or emergency situations. The lack thereof would set back the efficient delivery of programs and services, and with the increase in share of budget of the LGUs, the demand from individuals and communities on SWD programs would also tend to increase, and thus the need to provide stronger and continued technical support to the LGUs.

Moreover, the provision of resources to augment the capacity of the LGUs to deliver the programs is also identified as a facilitating factor in the program implementation, particularly from the perspective of the field implementers. This may come in the form of money, manpower, materials, equipment and even office space or venue. Gathering resources is then dependent on the role of the LCEs to generate and look for resources aside from the usual inputs provided by the government. The strong partnerships and good relationship with other stakeholders is one of the main factors in having additional resources, however, not all LGUs can generate such resources since it is also dependent on the economic status of the LGUs. Stakeholders would of course invest and provide resources to those areas where they would also benefit in the long term, thus LGUs tend to prioritize business and economic development.

### **Support from stakeholders and partnerships were established that helped facilitate the program implementation**

Given the limited resources, the support of the communities, partner implementers and stakeholders helped the LGUs to sustain the implementation of the devolved emergency programs and services. The proper and constant coordination with the different national and regional government agencies helped facilitate the proposals, requests and queries of the LGUs on program implementation. The process of having assigned focals also helped in the fast and easier communication. Some LGUs even mentioned that the program focals are just one call or text away whenever needed to respond to program queries. Moreover, the linkage of the LGU with the Congressional office is also a major contributor of the good implementation of the different programs and services through the provision of additional fund sources or introducing partnerships with other stakeholders. Consultations is also another effective way to show support and coordination among stakeholders, as LGUs are informed and consulted in the different program implementation processes, the LGUs can air out their opinion and feedback. For disaster relief programs and services, the support would primarily come from humanitarian groups and organizations who provide additional



relief goods and send volunteers to deliver the goods and services particularly for those in far flung areas.

The establishment of partnerships through Memorandum of Agreement/Understanding also helped in the fast delivery of the program and services. For instance, the partnership with local service providers for the supplies of relief goods contributed to ensuring the fast distribution of relief packs during disasters as well as during the nationwide and localized lockdowns. It also helps the LGUs provide immediate assistance to individuals in crisis situations, by ensuring that they have established partnerships with local hospitals, schools and other service providers.

Internal support and partnership within the different departments, units or offices of the LGUs is also seen as a facilitating factor in delivering the devolved programs and services. The good communication and coordination within the LGU leads to conduct of consultative planning and budgeting as well as enhancement of local policies for better program implementation.

**Stronger data management mechanisms as well as monitoring and evaluation is needed to have evidence-based program implementation.**

The availability of the targeting and selection mechanisms for the different SWD programs and services remains to be a clamor of the LGUs to the national agencies. Currently, the LGUs do not have access to the database and are not knowledgeable and skilled enough on the existing targeting system being used, which somehow affects the implementation as the LGU are not well capacitated to handle concerns on targeting and selection of the devolved programs and services. The survey results showed that Listahanan and Community Based Monitoring System are only moderately utilized by the LGUs for planning development, and only the Census of Population and Housing has a very high utilization rate. The LGU therefore needs to be aware and have access to the existing database and targeting systems that the national agencies are utilizing in identifying the beneficiaries of devolved programs and services provided that they are the implementers at the grassroots level and the usual inclusion and exclusion grievances of the individuals and communities are being faced by the LGUs. Further, the implementation of the programs and services will be more equal and strategic if the LGUs can also manage the data of the possible beneficiaries. Data sharing protocols and mechanisms would also be a further concern as the efficiency of the procedures should be taken into account.

Moreover, monitoring and evaluation mechanisms were barely discussed by the LGUs and it was also found to be one of the areas that the LGUs want to be strengthened. LGUs usually tend to comply with the reportorial requirements of the NGAs but would not further dwell on other monitoring and evaluation activities, development and utilization of M&E reports is one area also that needs to be strengthened. In the survey, 92% of the LGU respondents claimed that NGAs should spearhead the monitoring, timely assessment and evaluation of local plans for improvements in program implementation. Monitoring and evaluation is also the least ranked motivation of LGUs to implement devolved emergency programs and services which is a manifestation of their low interest and appreciation on evidence-based program implementation. Further, mechanisms for monitoring and evaluation are being explored by the LGUs mostly through the partnerships with NGOs, CSOs and other stakeholders. It is therefore evident that the monitoring and evaluation aspect should be further strengthened and promoted as a crucial component of program implementation,



regardless if this aspect would be retained at the national level or devolved at the LGU level. Furthermore, 91.67% of the LGUs also claim that collection of outcome and output indicators is one of the primary areas that needs to be strengthened in the plan development along with well-defined Results Framework and outcome indicators with 75% of the LGUs identifying the said area. Nonetheless, a centralized framework that directs the implementation of monitoring and evaluation both at the local and national level can enable a more structured approach to monitoring and evaluation and would further aid in tracking program performance in achieving the intended outcomes.

### **Political factors and local security contribute to the program implementation approach.**

One of the primary factors affecting the delivery of programs and services at the local level is the political inclination and personal interest of the LCEs. The development agenda of the locality would prioritize the areas supported by the LCEs which affects the continuity of development. For instance, LGU who have less rival political parties or oppositions would have continuity of projects and will have greater success in achieving the long-term outcomes and development. While those LGUs experiencing political conflicts and interventions would result in delayed service delivery to the people and more likely to have duplicated efforts. Moreover, although the check and balance should still be observed, the conflict between the executive and legislative branches of the local government also causes delays in the implementation of programs and services. The interplay of the roles and responsibilities of the different LGU offices, committees and councils also affects the functionality of the local government to facilitate timely and efficient processes along program implementation.

Other than these political factors, the security or peace and order in the locality also affects the delivery of programs and services. As there are areas with high incidence of crime or ongoing armed conflicts, the implementation of the devolved emergency programs and services are challenged. Armed conflicts and high crime rates adversely impact the coverage and quality of SWD services, and which in turn negatively affects local development and economic activity.

### **Availability of funds is the primary factor that facilitates or hinders delivery of devolved emergency programs and services.**

Implementation of devolved emergency programs are greatly dependent on the available funds at the LGU level, with 42% of the LGUs ranking the sufficiency of funds as the top internal factor motivating and affecting the service delivery. This LGU funds could come from Internal Revenue Allotment (IRA), local taxes and fees, as well as grants and loans from banks and other institutions. Given that the IRA is not enough for LGUs to implement locally planned projects, along with the devolved programs and services, the LGUs would look for other fund sources through prioritization of business and economic sectors to gain greater local revenue. In fact, 92% of the LGUs responded that improvement in generating own-source revenue effort should be strengthened in terms of plan implementation. The increased funds would then capacitate the LGUs to provide more services and further enhance the delivery programs and services. Along with the availability is the timely downloading of funds for the implementation of the devolved programs and services, and as experienced by the LGUs, there would be instances of delayed downloading of funds particularly on Cash for Work programs. These experiences would then hinder the willingness of the LGUs to continuously implement such programs. Also, LGUs also

experienced delays in the procurement process on SFP and ESA which further hindered the program implementation.

To face the problems of inadequate delivery of SWD services and lack of funds to perform its devolved functions, the LGUs strategize on good fiscal management. The efforts of the LGUs are leading towards saving on expenditures and improving tax collection and other revenue sources, some even established special units to focus on such initiatives. Related to this is the promotion and actual practice of bottom up planning and budgeting, which promotes participatory planning and budgeting processes at the national and local level through the genuine involvement of grassroots organizations and communities. These are done through consultations and discussion meetings with different groups to gather their insights on local development and provision of services to the communities. And to cope with the new normal, there were already efforts to utilize mobile applications for requests of Barangay or Purok Leaders as part of the consultative process.

Sustainability of existing devolved emergency programs with the additional resources due to Mandanas ruling affect the prevailing concerns on program implementation may be addressed. Provided that the primary factor affecting the program delivery is the fund availability, the additional resources that will be brought by the Mandanas ruling implementation would have initial influence on the resolution of the prevailing concerns, with 83% of the survey respondents believing in this possible effect. As the fund source is growing, the implementers may have access to better resources, such as to gain more capacity building on program implementation, hire more manpower, establishment or strengthening of institutional mechanisms through provision of incentives, as well as expanding the targeting and selection of beneficiaries. However, this may happen only if the demand for SWD services at the local level would remain constant, but with the pandemic, it can be expected that the need for social services may also rise, resulting in extending the programs and services to a wider range of beneficiaries rather than improving the existing program inputs. Furthermore, with the impact of the pandemic on local socio-economic development, the gradual process of devolution would facilitate the smooth transition and sustainability of the devolved programs and services. The LGUs would then have enough period to manage the devolved programs and services along with increasing their capacity and capability to implement.

**Same programs and services will be funded and continued with increased coverage and scope for the individuals and communities.**

The implication of the Mandanas ruling is the increased share of LGUs budget base by 2022, which could also be explained as letting the LGUs get the “same slice but from a bigger pie”. Given this scenario, and with the existing development plans of the LGUs, the additional resources would increase the coverage and scope of the same programs and services. This is further validated by the survey responses which indicated that 92% of the LGUs believe in increased coverage as an effect, while all LGUs agreed that additional resources would lead to increased assistance in their localities. This would mean that they can cater to a greater number of beneficiaries for the existing programs and services and increase the amount of assistance that is being provided. However, the programs and services that may benefit from the increased share is still dependent on the priorities of the LCE and the LGU. If the same programs and services will be prioritized, this would then include infrastructure projects, and business or economic sector related initiatives, which could later on have impact on the delivery and accessibility of other SWD services.

In the survey conducted, SFP is the top program that LGUs think must be fully devolved followed by disaster relief and mitigation services, cash and food for work, social pension and sustainable livelihood program. Nonetheless, there are LCEs who believe that not all SWD programs and services should be devolved at the local level. NGAs should continue the program implementation of certain protective services including AICS, livelihood programs, and food/cash for work. Further, there is also an emerging point of view that DSWD programs and services should not be devolved because of the high budgetary requirements and the LGUs might not be able to manage or fund these despite the increase brought by Mandanas ruling implementation. LGUs also have their own social responsibility to its constituents, just as DSWD has responsibilities as the executive arm of the President. Also, SWD programs and services do not have any income-generating aspect for the LGUs which could compensate for the expenditures and help gain resources.

**More strategic and localized approach on program development and implementation may be visible.**

Once the LGU gets hold of the increased resources, they would now have greater autonomy and capability to manage the resources. And since the LGUs believe that they have the actual data and situation of the grassroots level, they can now explore a more strategic and localized approach on implementing the existing emergency programs and services. Along with this, the LGUs can enhance or may create new programs that are more beneficial to their communities. The LGUs would then be treated as total and effective partner of the national government in the implementation of programs and services

## Extent of readiness of the LGUs to accommodate additional spending for emergency programs and mechanisms

**Planning has started and consultation with partners and constituents are being conducted to determine the needs.**

Since the implementation of the Local Government Code of 1991, the LGUs have been waiting for the meaningful devolution of programs and services from the national to the local government. And with the Mandanas ruling, the LGUs are highly expecting that the additional resources and power will soon be provided to them. Most of the LGUs covered by the study have ongoing discussions and planning sessions with their stakeholders to gauge their actual needs and prioritize the different sectors properly especially with the pandemic that we are now facing. The LGUs are also starting to ensure that the institutional mechanisms for the different stages of program implementation are already in place. The absorption capacity is no longer an issue for the LGUs as they have been waiting and preparing for the devolution since the LGC implementation and they have shown their performance in the past disasters and emergencies that have happened in their respective areas. And with the pandemic, the LGU has exerted all efforts to adjust to the quarantine measures and health protocols. They have managed to strategize and maximize the resources that they have to provide the need of their constituents along with assisting the national government in the implementation of the whole-of-government initiatives. LGUs have also managed to re allocate their budget for pandemic response, focusing their efforts on the gaps of the national agencies in the implementation of the programs and services.

Although not all LGUs are welcoming the devolution of SWD programs and services, some LGU believe that the devolution of the actual programs and services is a different matter from implementing the Mandanas ruling and providing increased budget, because devolution of programs and services will also have corresponding capital outlay and other costs on the part of the LGUs.

Furthermore, although the local economies have really slowed down with the pandemic, the LGUs believe that the implementation of Mandanas ruling could help boost the local economy. Thus, they are ready to accommodate and continue the adjustments that they have been doing in their respective areas. This would include the conduct of house-to-house visits instead of community assemblies which would require more manpower, strict enforcement of health protocols especially for business establishments, and making SWD programs and services available to all citizens regardless of economic status but still considering prioritization. LGUs have also shown their capability to outsource resources and provide additional funds for better and greater provision of programs and services. This is evident with the quick provision of relief during the pandemic, the supplementary financial support that some LGUs were able to provide to those individuals excluded from Social Amelioration Program, and with the support that they provided to locally stranded individuals, returning OFs, and COVID-19 patients.

**Innovations on policies and procedures, IT systems, as well as digital payments are available at the local level.**

Given the nature of the new normal, the LGUs have also started doing adjustment on other factors affecting the efficient delivery of programs and services. Policies and procedures for implementation of programs have relaxed and adjusted particularly on procurement and finance related services. Likewise, upgrading and improvement of IT systems are already in place for most of the LGUs, they have started using the online platforms for communication and data organization through database and command centers. The use of digital payment transfers are also being explored by the LGUs to cope with the demands of the new normal.

## V. ANALYSIS AND RECOMMENDATIONS

### Analysis on Planning and Development

With an overall median score of 6.5, the study concludes that the planning and development processes at the Local Government Units are generally being practiced in accordance with the mandated guidelines and policies of the National Government Agencies. Most of the LGU respondents are compliant in the formulation of the different planning tools, including the PDPFP/CDP, ELA, PDIP/CDIP and AIP. Among the scores, what needs to be further improved and strengthened is the alignment and coherence of plans of the municipality and city vis-à-vis the province it belongs to. Further, the utilization of these formulated plans and the association of each should still be further validated. Which is also consistent with the lack of established indicators and framework for the programs and services despite the availability of the different planning tools. The absence of monitoring and evaluation systems that will be useful in assessing these development plans of the LGUs also contributes to its utilization, as LGUs have no further means to verify the validity, alignment, and usage of the plans.

It is further revealed that the institutional and inter-agency mechanisms for planning and development are generally established across all the respondents especially if the legal cover is a Republic Act rather than just a 'Resolution' from National-level councils and technical working groups. Along with the existence of these planning tools and mechanisms available at the LGU level, it is also expected that corresponding capacity building efforts shall be provided to them to efficiently formulate and utilize the plans. However, these efforts were merely mentioned by the LGUs.

Moreover, there are varying information management systems which the LGUs utilized for their planning activities. The LGUs would then utilize the different information systems for identification and targeting of potential beneficiaries of SWD programs and services depending on the purpose and scope of interventions. Data disaggregation is also a key factor to consider by the LGUs as they would be more reliant on systems and mechanisms that produces disaggregated data which they can easily use for planning, program implementation and impact monitoring at the local level. Likewise, the collection of disaggregated data would also require the participation of the communities and LGU.

Generally, it can be implied that although LGUs are compliant with the formulation of the different plans and the use of the different targeting systems, the bottleneck is on the low complementation of the different planning tools and the different information systems for identification and targeting. Further, Local Plans will then be translated into goods and services in this case, emergency services, when the inputs (financial and human resources, organizational-level support mechanisms) are sufficient based on the local context of the concerned LGUs.

In terms of finances, the funds are indeed available, however, if the concerned LGU tends to be increasingly dependent on internal revenue allotment (IRA), then spending on social welfare services becomes less. The natural tendency is that the LGU will first invest on income generating enterprises that will readily result into revenues which will then be spent on social services.

All the LGUs welcome the additional budget share from the base where their local budget will be computed on. But the National Government should not stop at pouring additional



funds to the Local Government. As additional funds will entail additional responsibilities, the LGUs are anticipating that they will definitely need additional human resources which will have plantilla positions and also investment on their upgrading their skills so that sustainability of programs will be ensured.

The COVID-19 pandemic brought about adjustments to the way the LGUs and their human resources operate to deliver the emergency welfare programs and services. Physical distancing naturally required additional space so that LGUs can adhere to the health protocols. This led the LGUs to maximize existing resources or inputs which were not originally captured by their existing plans.

### **Recommendations:**

#### **Strengthen the alignment and cascading of plans across all levels of administrative units**

The DILG together with NEDA and all other national government agencies like the DSWD should work together on how existing planning guidelines may be improved and harmonized. This can be done through series of consultations and discussions among the different NGAs and taking into consideration the feedback of the end-users through the LGUs. Moreover, these various plans should be properly cascaded from national to regional to province to city/municipality level.

#### **Harmonize and prescribe a comprehensive information management system**

The DILG, NEDA, and PSA should work together to provide a harmonized and comprehensive information management system which the LGUs can utilize as data and information source for their local planning activities. The availability of disaggregated data would be significant on this aspect. Along with this is ensuring that necessary capacity building shall be provided to further enhance the knowledge and skills of the end-users of these information management system.

#### **Advocate the institutionalization and establishment of working groups like the Social Protection Action Teams and Local Poverty Reduction Action Teams**

The DSWD should advocate the institutionalization and establishment of working groups to ensure that social preparation activities are conducted along participatory planning and budgeting. These working groups like the Social Protection Action Teams and Local Poverty Reduction Action Teams would help provide and validate socio-economic data which in turn would be used to prioritize SWD projects. Likewise, these working groups would also help in ensuring that SWD programs and services are integrated in the local development plans.

#### **Provide guidance on the structure, staffing, and competency requirements of the LSWDOs**

The DSWD should provide guidance to the LGUs on the minimum and maximum level of prescribed model of structure, staffing, and competency requirements of the Local Social Welfare and Development Offices based on the income classification of the Local Government Units. Through this way, the LGUs would have sufficient human resources to provide timely and relevant SWD programs and services. This should also be prioritized as there has been bottlenecks in the sufficiency of human resource during the initial years of devolution brought by the implementation of the LGC.

## Consider the additional fund of the LGUs in delivering emergency services and programs brought about by the new normal context

With the new normal brought by the pandemic, the LGUs were challenged in providing timely emergency services and programs. The current guidelines and processes needs to be adjusted considering that the LGUs strived harder to gain enough resources and meet the needs of their constituents. Although the LGUs has proven their capacity, it is still necessary for the NGAs to assess the need for additional funds in delivering emergency services and programs brought about by the new normal context.

### Analysis on Program Implementation

The study concludes that the respondent LGUs agree to the implementation and management of emergency programs and services according to the set guidelines of the NGAs. Disaster mitigation programs and services as well as Assistance to Individuals in Crisis Situation had the highest median score in terms of concurrence to the statements related to program implementation and activities. This also somehow reflected on the readiness of the LGUs on additional resources, as the study showed that most LGUs are ready in terms of additional resources for program implementation and additional knowledge on program management. However, there are still processes that needs to be strengthened especially in terms of fund management, availability of grievance redress mechanism, monitoring, reporting and evaluation, as well as on other program-specific processes.

**Table 31. Overall level of agreement on program implementation of emergency programs and services**

Emergency Programs and Services	Median	Interpretation
Disaster Mitigation	6.5	Strongly Agree
Disaster Relief	6.0	Agree
AICS	6.5	Strongly Agree
SFP	6.0	Agree
Cash for Work/Food for Work	5.8	Agree
ESA	6.0	Agree

Specifically, on fund management, the LGUs are having concerns on the timeliness of downloading of funds from DSWD to LGUs and clear funding support from the LGU-AIP, especially for ESA and CFW. The establishment and presence of grievance redress mechanisms is also a clear bottleneck for the LGUs as most of the devolved emergency programs do not have this mechanism. In terms of program-specific processes, LGUs somehow have concerns for AICS on providing referral services for other alternative interventions as well as in offering after-care and other social welfare support services. While for disaster-related programs and services, audit observations on procurement processes, dissemination of precautionary measures in all modes and ensuring the presence of evacuation centers in all barangays are some of the primary concerns of the LGUs.

Hence, the meaningful devolution is more appreciated by the LGUs if the decision making for program implementation and resources are at their level. LGUs also claim that more strategic



and localized approach on implementing the devolved programs and services will be more beneficial to their communities. This claim may also be associated to the existing concerns on targeting and selection of beneficiaries as well as procurement processes, which remains generally weak and needs further improvement in terms of existing mechanisms.

Moreover, the LGUs have proven their readiness on delivering SWD programs and services with the adjustments and strategies that they had to implement when the pandemic started. The LGUs were able to be a total and effective partner of the national government in the implementation of programs and services such as on Social Amelioration Program and disaster relief operations. Moreover, the study has also found that LGUs have been preparing for the implementation of the Mandanas ruling with all their planning and consultation activities with different partners and stakeholders, along with the improvements in the existing policies, systems and mechanisms to cope with the demands of the new normal.

Nonetheless, technical assistance and resource augmentation from NGAs on the implementation of programs and services should be continuously provided, as insisted by the LGU respondents. The lack thereof would set back the efficient delivery of programs and services. And with the increase in share of budget of the LGUs, the demand from individuals and communities on SWD programs would also tend to increase, and thus the need to provide stronger and continued technical support to the LGUs. Along with the TARA is the established support from stakeholders and partnerships that helped facilitate the program implementation.

Political factors including political inclination of the LCEs and the interplay of the roles and responsibilities among LGU offices also affect the program implementation particularly on prioritization of programs and services. And although direct provision of social services does not belong to the top 3 programs and services that LCEs prioritize, it is still noted that the improvements in infrastructure, local economy, and generating own-source revenue efforts of LGUs often results to additional funds for providing more social services to the individuals and communities.

### **Recommendations:**

#### **DSWD should create minimum standard guidelines per devolved programs and services**

Each DSWD program and service that will be fully devolved to the LGUs must develop a minimum standard guidelines which will set the minimum resources, scope and processes. The guidelines should further contain provisions on the creation of grievance redress mechanisms for all devolved programs and services as this was one of the weakest areas in the current implementation of devolved programs and services. Furthermore, the minimum standard guidelines must be developed through a participative system of consultations wherein all the insights and opinions of the LGUs will be properly assessed for consideration and inclusion in the said guidelines. Considering also that the DSWD already has a baseline data on the status of the LSWDO service delivery, the capacity of the lowest ranking cities/municipalities must be considered in the guidelines. Aspects including human resource and indicative step-by-step process of program implementation must be cited in these guidelines, emphasizing that the LGUs should always consider their local situation in the adoption of the program/services.

### **DSWD should provide continuous technical assistance and resource augmentation on program implementation**

The DSWD should, and as expected by LGUs, provide continuous TARA as part of systematic guidance and support especially since the need for social services may rise along with the increase in budget for the LGUs. This is also important because for the longest period of time, the DSWD has gained the technical expertise to manage and implement the different SWD programs and services. Likewise, if additional programs and services will be devolved to the LGUs, it is more reasonable to provide TARA particularly at the onset of the devolution. The sustainability of the implementation of the different programs and services are also dependent on the transfer of knowledge, skills and resources to the LGUs. Though there maybe LGUs that are already capable to implement the devolved programs and services on their own, the provision of TARA as the need arises should still be properly observed.

### **DSWD should introduce the targeting and selection system to the implementing LGUs**

Once the different programs and services are devolved by the Department, it would be mandatory to provide the LGUs with the appropriate information on the targeting and selection system that is currently or was previously used to identify the beneficiaries of the different programs and services. Other than the access and data sharing that should happen, the DSWD should provide technical assistance on how these data management systems should be utilized, particularly that the LGUs are relatively weak along these areas. Introducing these systems with the LGUs may also further enhance the targeting and selection mechanisms, taking into consideration their knowledge on the varying situation at the grassroots level. However, given the political considerations, the use and modification of these systems should be properly observed and monitored at the national level for the purposes of check and balance.

### **Analysis on Monitoring and Evaluation**

Among the identified processes and activities of the planning and program implementation, the monitoring and evaluation obtained a low median score of 4. This implies that respondents have low utilization of M&E system in the planning and program implementation processes. Survey results emphasized that inadequate M&E systems hampered the updating of LGU Ecological Profiles that align the CDP to the current reality of the LGUs. The Ecological Profile is very important in LGU planning which gives comprehensive information about the physical, biological, socio-economic, cultural and built environment of the LGUs. While there are mechanisms that are used in planning development of the LGUs as prescribed by the DILG (i.e. LDIS and RaPID) the utilization is low. The inability of the LGUs to complete the prescribed datasets of DILG become the reason for the delays and discontinuity of the CDP formulation and does not provide a comprehensive analysis of LGU situation. The study also revealed that some NGA-mandated plans and other sectoral/thematic plans that are expected to be implemented at the local government are also lack of results matrices that will serve as basis in monitoring the trend and reduction of intended sectoral outcomes.

Unclear M&E system also hindered the budget prioritization of the LGUs considering the absence of program evaluation and assessment of devolved emergency programs and services to ensure the transparency of program implementation to its stakeholders and clientele. The same low rating was also observed on the monitoring and reporting of emergency programs and services including its data collection template, frequency of data collection and absence of dedicated M&E staff at the LGU level.

Above-mentioned gaps on M&E system recognized the need for institutionalization of data management systems that will be used for evidence-based planning and programming at the LGU.

### **Recommendations:**

#### **Ensure Plan and Program Accountability through Monitoring and Evaluation**

Every plan and programs must be evidence-based and supported by clear datasets. The main intention of devolution is to ensure the LGUs' accountability, transparency and participatory process in developing plans and programs implementation. Monitoring and Evaluation will help the LGUs to ensure accountability to its stakeholders and clientele. The M&E system should look into enhancement of participation of communities and beneficiaries to become partners of development and increase financing in social services that will cater to the intended needs of the beneficiaries. The M&E can serve as a diagnostic tool to measure the planning parameters, revenue generation and expenditure of LGUs on social service.

In every program and services to be devolved by the DSWD, the Department must always ensure a clear M&E framework and results matrices for monitoring and performance assessment of the LGUs in undertaking the devolved activities. The DSWD is one of the NGAs with high appreciation of M&E, however, in the program development process there is a need to intensify the inclusion of all aspects of results-based monitoring and evaluation. There is a weak compliance with DSWD reports at the local level, most of the data are coming from its own community based and residential facilities. For some beneficiary level indicators, data collection is not regularly conducted.

In every program and services to be cascaded at the LGU level, the Department must ensure a clear program M&E framework, results matrices and reporting system that are generated based on the consultation with the intended users. Good outcome and output indicators of sustainable emergency programs and services must ensure the communities and beneficiaries are empowered to participate in the planning, implementation, monitoring, and evaluation with significant impact on their lives.

#### **Harmonize the existing M&E system in the LGUs to avoid duplicity of efforts.**

While the LDIS and RaPIDs datasets or list of indicators is the recommended tool of DILG in monitoring and evaluating local situation, there are some instrumentalities used by NGAs such as the CBMS, Seal of Good Local Governance (SGLG), Family Risks and Vulnerability Assessment (FRVA), Conflict Sensitivity and Peace Promotion (CSPP) and Listahanan that are evidently using in the planning and program implementation at the LGUs which requires additional resources and extra efforts for LGUs to establish.

Each of the instrumentalities that are being imposed by the NGAs attempt to link local planning processes to the programs of NGAs and international organizations by adopting data sets and indicators which are consistent with those required and accepted by these institutions. However, due to limited resources of the LGUs, the NGAs must ensure harmonization of these information systems to avoid duplicity of efforts. It is important to review the "MUST Indicators" in the LGUs that are significantly contributing in achieving the provincial, regional and national development plan of the Philippines.

**Invest on the M&E Human Resource**

Hire M&E Person/Statistician in Production of Local Level Statistics. As much as possible, the LGUs must invest in M & E human resources that are responsible for data collection, preservation and safekeeping of the data retained at the provincial and city or municipal level that have significant bearing on policy and decision-making of the NGAs and LGUs.

Invest on Data infrastructure (both online and offline database). Given the nature of the new normal, the LGUs must continue upgrading and improving its data ecosystem including the appropriate metadata through investment of Information and Communication Technology that can be easily accessed and ensure the integrity and safety of the gathered information against unnecessary leakage and access by unauthorized persons.

Improve Technical Capacities among LGU staff. In coordination with PSA, NGAs and State Universities and Colleges, each LGU Department must be given sufficient capacity building training related to Results-based Monitoring and Evaluation, data tabulation and analysis that can be utilized in generation of data and reports for evidence-based planning and policy development.

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