

International Center for Innovation, Transformation and  
Excellence in Governance  
Philippines

# **Participatory Monitoring for Barangay Infrastructure and Health Projects in the Province of Isabela**

**Terminal Report**  
August 2009

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## Introduction

Isabela is the second largest province in the Philippines with a land area of 10,665 square kilometers, representing almost 40 percent of Region 2. The province is located in the northeastern part of Luzon; bounded on the north by the Province of Cagayan, on the south by Nueva Vizcaya, Quirino and Aurora, on the west by the Provinces of Kalinga, Apayao, Ifugao and Mountain Province of the Cordillera Administrative Region and on the east by the Pacific Ocean. It has 35 municipalities, 2 cities, and 1,018 barangays and is divided into four legislative districts.

Governor Grace Padaca is one of the country's young reform minded politician. She is serving her second term as Governor of the province. In her second term, Governor Padaca wants to focus on strengthening citizen's participation in governance, specifically in improving transparency and accountability in the use of public funds and local service delivery. She has recently been a recipient of the prestigious Ramon Magsaysay Award for Government Service in recognition of her efforts to promote good governance and democracy in the province of Isabela.

Currently, the governor is implementing a policy on monitoring and post evaluation of the Ugnayang Bayan (farm-to-market roads) project through its Special Project Office (SPO). Based on the policy, the approved project should be implemented by the barangay within one (1) month from the date of receipt of the financial assistance from the provincial government. If the project is completed within one (1) month, the barangay-grantee submits an accomplishment report to the governor through the SPO. However, if the project is not yet completed, the SPO visits the site of the project to determine and evaluate the status of the project.

As part of its monitoring process, the SPO conducts a preliminary evaluation of the project after one (1) week from issuance of the check to the barangay grantee.

After the SPO conducts its evaluation of the project and finds that the project is 100% complete, it will give the governor an evaluation report, together with the picture of the completed project. These photos are posted in photo boards that line the corridors of the Provincial Capitol for the public to know the projects implemented in their barangays. A space is provided for their comments, feedbacks or recommendations.

Despite all the systems that have been instituted in monitoring projects funded under the Ugnayang Bayan (UB) project of the Provincial Government, Governor Padaca still wants an even closer monitoring particularly, the Financial Assistance that the province is giving out, twice a year, to about 80% of the 1,018

barangays. With their sheer number and millions of funds involved, evaluation of the Special Projects Team needs the assistance of other concerned groups. The governor also wants to make the barangay officials aware of their responsibility to use the funds efficiently.

The provincial government also wants to propose a separate effort to help strengthen its procurement of medicines, medical supplies and equipment for the 5 provincial hospitals which amount to millions as compared to UB projects. Special attention is needed to correct the instances of “emergency” purchase which often preclude the need for regular bidding.

The abovementioned gaps in monitoring the financial assistance of the provincial government to its barangays and hospitals necessitate an intervention to improve the transparency in the utilization of funds. An interesting factor that can lead to the success of such intervention is the strong political will of the Governor which provides an opportunity to institutionalize a mechanism to monitor and evaluate allocation and utilization of provincial funds through the participation of civil society organizations.

This Participatory Monitoring Project involved two types of participatory audits: (1) barangay infrastructure monitoring which monitored public infrastructure projects as they are being undertaken to avoid fund leakages and to identify inefficiencies in the process; and (2) drug procurement analysis which involved: (a) scrutiny of processes and documents in the procurement of drugs for public hospitals in the province; (b) understanding why emergency purchases had been done after procurement has been done; and (c) detect if possible cases of corruption had been committed.

In the end, the project intends to set up of systems to improve transparency in the utilization of public funds at the local level as well as empower civil society organizations as watchdog to ensure appropriate and efficient delivery of basic services. This is being implemented in partnership with the provincial government.

Taking center stage in the development of a participatory monitoring system and evaluation of projects funded by the province are the community organizations in the province; their capability, as well as their political maturity is vital in the performance of their role as watchdogs.

Community monitors in the project are members of the People’s Alliance for Justice, Democracy and Good Governance (PAJDGG), a multi-sectoral organization, composed of professionals, farmers, women leaders and church workers of different faith denominations from the province. The Chairperson of PAJDGG is Fr. Antonio Ancheta, Director of the Social Action Center of the Diocese of Isabela. The Social Action Center is also the secretariat of PAJDGG.

## **Project Goals and Objectives:**

### Over-all objective:

The general objective of the project was to improve the transparency in the utilization of provincial funds allotted to municipalities and barangays for infrastructure and health projects, particularly, the procurement of medicines for the provincial and district hospitals.

### Specific Objectives:

The project aimed to (1) introduce monitoring and evaluation of end users to village level infrastructure and health projects and (2) establish standards for transparency in the allocation and utilization of public funds at the local level.

## **Achievement of Specific Objectives**

For the first specific objective, community members at the village level were trained in the principles and methods for monitoring health and infrastructure projects in their area. They likewise gained knowledge on the specific steps and processes that the local government undertakes for these projects. The actual monitoring of selected infrastructure and health projects translated their knowledge into skill and practice and led to their interaction with and exposure to the government personnel involved in these projects.

The local government personnel have likewise gotten used to more community members attending and asking questions during the *Ugnayan ng Bayan* (community assembly) sessions. Both parties have also acknowledged and appreciated the importance of transparency and accountability (from the government side) and the participation of community members in these projects.

For the second specific objective, the result of the community monitoring teams surfaced the need for the following standards/practices for greater transparency and accountability:

For infrastructure projects, that project information should not only be made available but also accessible to the community/public. The Office of the Governor can be more proactive in publishing or informing the public re: what information is available, and where and from whom can it be sourced/availed of.

The standards for health projects would be more complicated as compared to that of the more straightforward infrastructure projects. Since a provincial health plan is based on the health conditions and welfare of the province, the best way to set standards for transparency in the allocation and utilization of health funds is through the activation of the local health board. As the local health board creates the policy on drug procurement, the discussions on the rationale use of drugs and their affordability makes the people aware of the health issues in the province and helps them have a deeper understanding and analysis of these

issues. The issue on the transparency of emergency purchases is likewise better pursued at level of the local health board, thus making the decision-making and policy setting process a less centralized one (or not the sole decision of one person). This naturally assumes the representation and active participation of community members in the local health board.

Main lessons learned from the project:

- 1) It doesn't follow or it isn't automatic that if a Governor is reform-oriented then the bureaucracy is reform-oriented as well, thus it is important to identify key allies within a bureaucracy, especially in the units involved in the allocation and utilization of public funds (including procurement).
- 2) Any community member can monitor an infrastructure project. Engineers can be taken in as consultants that can guide the community monitors. This knowledge/realization empowers community members and motivates them to become even more active citizens.
- 3) However, the case is different for health projects where health professionals are key as the identification of health responses for a particular health situation requires the diagnosis and expertise of a health professional.
- 4) The success of this project can be partly attributed to a previous/similar monitoring initiative conducted before i.e., the lessons learned in that previous initiative served as a building block/foundation for this project.
- 5) Road construction/infrastructure projects can be demystified and red flags can be identified for ease/better monitoring.
- 6) A non-threatening environment needs to be created that will allow the full participation and cooperation of local government personnel in initiatives that exact transparency and accountability from government.
- 7) Other factors for replication: reform-oriented leadership in government, well-motivated and capacitated community members, people in the bureaucracy willing to be part of the process, and a third party arbiter/mentor/outsider.

Proposed follow-up actions:

- 1) Do another round of the trained community monitors, with new members/apprentices
- 2) Pursue the resolution of the issue on emergency purchases (including doing a more formal study of the issue)
- 3) Organizational strengthening of the alliance (including creating a more formal structure for community monitors)

## Completed Activities

“If you want people to trust government, you must trust the people to help in the most basic pursuits – ensuring that tax money is spent wisely for the common good”. This is the essence of the participatory monitoring that took place in Isabela.

The program components and activities were designed to develop a system of participatory monitoring and evaluation of allocated funds from the province to finance barangay infrastructure projects and procurement of medicines for the provincial and district hospitals of Isabela. Civil society organizations - the primary players in local participatory monitoring initiative were capacitated with the necessary knowledge and skills to perform such endeavor through training and mentoring. The set of activities implemented while geared towards transparency in the allocation and utilization of public funds at the local level, most importantly empowered local residents through PAJDGG as watchdogs to ensure appropriate and efficient delivery of basic services.

### ***A. Systems and Processes Setup***

Immediately upon the signing of the Grant Agreement between Partnership for Transparency Fund (PTAF) and International Center for Innovation, Transformation and Excellence in Governance (INCITEGov), organizational and planning meetings commenced between INCITEGov and the Social Action Center (SAC) of the Diocese of Isabela.<sup>1</sup> One of the realizations that came out of these discussions was the need to expand the reach of the project beyond the Social Action Center to achieve the project objectives and to involve various members of the civil society as stakeholders in the participatory monitoring exercise. Fr. Antony I. Ancheta, the current Director of the Diocesan Social Action Center, was also the Chairman of a provincial alliance of various faith groups and organization in Isabela called Provincial Alliance of Isabela for Justice, Democracy, and Good Governance (PAJDGG). PAJDGG is an NGO alliance, which is already active and involved in advocating governance reforms in the province.<sup>2</sup> It was decided, after a series of meetings with the leaders of the members of PAJDGG, SAC and INCITEGov that PAJDGG would be a partner in this social accountability endeavor with the SAC acting as the Secretariat. The relationship among the three organizations was spelled out with specific roles and responsibilities defined in a Memorandum of Agreement signed by leaders of PAJDGG, SAC and INCITEGov.<sup>3</sup>

Fieldwork, meetings and consultations were conducted in identifying and recruiting volunteers for the project. PAJDGG leaders representing the different

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<sup>1</sup> INCITEGov was represented by Henedina Razon-Abad, who was tasked to be the project coordinator and Fr. Antony I. Ancheta, Director of the Social Action Center, Diocese of Isabela.

<sup>2</sup> This included faith groups such as the Roman Catholics, Methodists, Anglicans, Episcopalians and Aglipayans

<sup>3</sup> Please see Attachment A : Memorandum of Agreement for the specifics

faith groups echoed to its members what was discussed and agreed upon, and began to recruit volunteer community monitors for each barangay. Volunteer community monitors needed to have the following characteristics:

- (1) Believes in the advocacy for good governance;
- (2) Willing to provide time and effort in monitoring barangay infrastructure projects and studying current practices in the procurement of medicines in the public and district hospitals;
- (3) Able to learn the rudiments of participatory monitoring work and analyzing procurement practices, specifically in gathering information, analyzing and drawing conclusions from the information gathered; and
- (4) Exhibit the patience and confidence required in doing participatory monitoring work.

### ***B. Basic Training on Participatory Monitoring<sup>4</sup>***

The Training on Participatory Monitoring, which was designed and facilitated by INCITEGov, was held in September 3-5, 2008 in Gamu, Isabela. There were 70 participants coming from PAJDGG and representatives from the provincial government who attended the activity. It provided the orientation; technical know-how and the procedure that the volunteer community monitors need to be equipped with.

This activity aimed to set the right atmosphere for partnership and collaborative work. Its objectives were:

- (1) Level-off understanding and expectations of civil society and government stakeholders on the participatory monitoring project to be implemented in the province;
- (2) Understand key concepts – good governance, accountability and participatory monitoring;
- (3) Understand provincial procedures pertaining to Ugnayang Bayan Project and procurement of drugs for provincial and district hospitals;
- (4) Provide practical and basic infrastructure monitoring skills using the Concerned Citizens of Abra for Good Government (CCAGG) method;
- (5) Provide practical and basic concepts and skills on drug procurement analysis using the Ateneo School of Government (ASoG) method;
- (6) Identify infrastructure projects to be monitored and hospitals to be covered in the drug procurement analysis; and
- (7) Organize monitoring groups and plan monitoring activities.

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<sup>4</sup> See Attachment B for the full documentation of the training workshop and presentations made by the speakers.



The seminar was organized to provide the participants understanding of basic good governance principles that would provide the basis to appreciate and understand participatory monitoring skills as applied to Ugnayang Bayan Projects and to analyze drug procurement problems of provincial and district hospitals of Isabela.

Barangay captains were invited to attend and participate in the sessions to initiate them to the ideas and concepts of participatory monitoring.

Mr. Paul Fernandez, the Provincial Administrator, made the presentation on the Ugnayang Bayan projects – focusing on its objectives, criteria and the ongoing monitoring system being undertaken by the Special Projects Office under the Office of the Governor.

Mr. Gerry Carabacan, the technical staff responsible for preparing bid documents, presented the procedure in procuring drugs for the provincial and district hospitals. It was pointed out that bidding for supply needs of the president – from office supplies to drugs to construction materials to equipments is centralized.

There were two methods of participatory monitoring presented in the seminar: the CCAGG method of monitoring infrastructure projects and the ASoG/G-Watch method of scrutinizing drug procurement.

For the monitoring of barangay infrastructure projects, the CCAGG method was presented by the CCAGG team headed by Ms. Paz Bumugas. This included how-to's in observing construction of road projects, focusing on red flags, and reporting findings for greater scrutiny by member engineers. The presentation was thorough and included in the activity was an ocular visit in an ongoing road construction project of the province. It was the highlight of the workshop since the participants were able to immediately put into practice the points raised by the CCAGG team, particularly those referring to detection of faulty road construction.

Mr. Dondon Parafina presented the study conducted by ASoG/G-Watch scrutinizing the procurement practices of selected Centers for Health Development of the Department of Health. He emphasized that the study involves collecting and analyzing a number of documents, such as annual procurement plans together with hospital data, which provides the basis for such plans, and purchase orders.

The chiefs of hospitals also attended the session on drug procurement. It became an opportunity to have an open discussion on the problems of ensuring availability of essential drugs and basic hospital supplies. The chiefs of hospitals justified why emergency purchases needed to be made. They identified the centralized procurement procedure as the principal culprit. In the end, however, they also agreed that emergency purchases were also symptomatic of bad planning and inefficient management.

The provincial government presented a list of Ugnayang Bayan projects that the

Governor wants to be monitored. A tentative list of projects selected from the UB project list was agreed upon. The basis for the selection was basically the presence of volunteer community monitors in the area.

After deliberating on the inputs given by the resource persons and the discussion with the chiefs of hospitals, the health team of the project decided to simply look at drug procurement processes in two hospitals (out of 6) – the Faustino Dy Provincial Hospital and the Cauayan District Hospital. The decision to confine the study to two hospitals stem from the realization that the task of investigation the problem of emergency purchases of medicines for the hospitals is technical and specialized involving scrutiny of documents.

The training workshop ended with the organization of the monitoring teams with very specific, although tentative plans for monitoring. The immediate next step was to finalize the tentative plans after talking to the barangay officials and SPO to know the level of implementation of their specific assigned projects.

For the health team, the next step was to sit down as a group - review the inputs and list the documents and information they needed, and to begin collecting the documents.

### ***C. Organization of the Community Monitoring Teams and the Health Team***

#### **1. Community Monitoring Volunteers**

After a series of meetings of the community monitors who participated in the training seminar, the list of projects to be monitored was finalized and the recruitment of additional volunteers was done, particularly in the barangays where only 1 or 2 community monitors attended the training. There were 3 district teams organized to monitor the 18 projects located in the 3 districts of Isabela.<sup>5</sup> Three of the 18 projects are provincial road projects while the rest were projects under the Ugnayang Bayan project.

The district teams were further broken down into municipal teams of 3-5 members each. A District Team Leader, who is usually an engineer, heads each team. The members convened on a bi-monthly or monthly basis to discuss the observations of the community monitors. These findings were then submitted and reported to the secretariat and deliberated during the problem solving sessions.

#### **2. Health Team**

There were two health monitoring teams organized to scrutinize drug procurement in the two major public hospitals of the province – Faustino Dy Provincial Hospital and Cauayan District Hospital. The group decided to limit the

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<sup>5</sup> There were no projects selected in the 4<sup>th</sup> district of the Isabela since there were no volunteers recruited.

activity to just two hospitals since there are not enough volunteers with the confidence and competence to conduct the drug procurement study.

The health team was composed of health professionals – 2 medical doctors engaged in community based health programs, a nun responsible for the community based health program of her congregation, Social Action community based health program officer, OIC Dean of a nursing school in the province.

***D. Actual Monitoring***

**1. Public Launching of the Monitoring Activities**

After the training seminar, an assessment with INCITEGov was made which ensued a meeting with the Governor for the MOA signing held on September 12, 2008. Updates on the recently conducted training, plans and progress on the project were shared, coordination mechanism was put in place and the MOA was signed. During the meeting with the Governor, it was agreed upon that a formal launching of the project should be made. PAJDGG conducted consultations and called a meeting in preparation for the formal launching of the monitoring projects in the areas.

Orientations were conducted in the project areas where volunteers were deployed. Courtesy calls and visit to concerned offices, proper coordination, researches and data familiarization were undertaken. Team consultations were held, and additional volunteers were recruited.

Kits containing the necessary documents and materials needed such as brief profile of the project, ID, endorsement letter, monitoring tool, checklist of data to be gathered, guide on the step by step area monitoring were provided for the monitoring teams were created.

The formal launching of the project was held on September 30,2008 at the amphitheater of the provincial capitol with a crowd of approximately 300 people. Priests, nuns, pastors, medical practitioners, teachers, lay leaders, peasant leaders, youth and professionals attended the activity.

**2. Monitoring of Ugnayang Bayan Projects**

The following is the list of projects that were monitored:

**Monitoring Infrastructure Projects in the Province of Isabela**  
**Total Amount for Infrastructure Projects:P13,680,000**

***Ugnayang Bayan Projects:***

<b>District</b>	<b>Town</b>	<b>Barangay</b>	<b>Description /Amount</b>	<b>Amount</b>
1	Cabagan	Casibarag Norte	Concreting of Barangay Road	P40,000

District	Town	Barangay	Description /Amount	Amount
		Casibarang Sur	Concreting of Farm to Market Road	P40,000
	Ilagan	Malasin	Construction of Barangay Road	P35,000
		Naguilian Sur	Completion of Two-Storey Barangay Hall	P35,000
2	Aurora	Nampicuan	Concreting of Lagonoy St. Brgy. Road	P35,000
		Diamantina	Concreting of Barangay Road	P35,000
		Suli	Community Center	P35,000
		Sto. Nino	Continuation of const. of Brgy. Community Center-	P35,000
		Bagong Tanza	Concreting of Barangay Road	P35,000
	Quezon	Calanguigan	Rehabilitation of Barangay Road	P35,000
	Roxas	San Luis	Concreting of Barangay Road	P40,000
3	Alicia	Paddad	Concreting multi-purpose pavement	P40,000
	Angadanan	Rang-ayan	Completion of Health Center	
	Cauayan	Marabulig 1	Concreting of Barangay Road	P40,000
		Bacolod	Concreting of Multi-purpose Pavement	P40,000
Total Cost:				<b>P2,280,000</b>

**Major Projects:**

District	Town	Name of Project	Amount
2	Aurora	Concreting of 200meters Provincial Road (Public Market to Roman Catholic Church)	P1.2 M
1	Sto. Tomas	Concreting of 1 km Provincial Road (Bolinao-San Roque)	P5.2 M
3	San Mariano	Concreting of 1 km Provincial	P5 M

		Road (San Pablo-Bitabian)	
Total Cost			<b>P11,400,000</b>

### 3. Scrutinizing Drug Procurement<sup>6</sup>

The health group identified 4 basic questions to guide the data and information gathering, which hopefully will bring light to the controversial issue of “emergency purchases”:

- (1) What drugs did the government buy?
- (2) What was the basis for buying these drugs?
- (3) Did the hospitals buy the needed drugs at the right time and at the right price?
- (4) How were the drugs distributed?

The method of analysis was basically comparative – i.e. comparing actual procurement practice with the prescribed process as contained in existing laws such as Government Procurement Reform Act and other relevant regulations. Causes of the variance should be identified and if the variances were symptomatic of a dysfunctional procurement system, then solutions to correct the problems were immediately explored and deliberated with the provincial government and hospital officials.

The following documents were collected to provide the information needed the answer the four basic questions enumerated above:

- (i) Hospital Statistical Report
  - a. Incidence of Diseases and Death
  - b. 10 Leading Causes of Morbidity and Mortality
- (ii) Profile of the Hospital
  - a. bed capacity
  - b. number of doctors
  - c. number of nurses/health professional
- (iii) Annual Procurement Plan
- (iv) Actual Procurement Process (BAC)
- (v) Purchase Orders
- (vi) Liquidation of Emergency Fund

## ***E. Mentoring and Problem Solving Sessions***

### **1. First Problem Solving Session: Clarifying and Defining Standards**

PAJDGG and representatives from Special Project Office had its first “Problem

<sup>6</sup> See Attachment C for specific plan of action for drug procurement study

Solving Session” on October 2,2008. Experiences ranging from data collection to creation of team and project on-site evaluation were eagerly shared and vigorously discussed. Recommendations for action on problems observed and identified during the monitoring were crafted.

a. Ugnayang Bayan Infrastructure Projects

From the list of projects being monitored, a number of observations were made regarding road projects. The highlights of which are the following:

- (1) Roads were being constructed through "bayanihan";

The group lauded the continuous use of *bayanihan* or shared labor in the construction of the barangay roads. Labor is usually the counterpart provided by the communities.

- (2) Funds released for project implementation end up being used to pay for loans contracted by barangay captains even before the approval for funding by Governor Padaca. Such practice was brought to the attention of the governor. The concern raised here is the ability of the barangay to raise counterpart money. Funds being provided by the Ugnayang Bayan program will never be adequate to fund construction of barangay roads or barangay halls. They are meant to be used as leverage in raising additional funds from other sources, including funds from the barangay.

Representatives from the SPO clarified from the Office of the Governor whether such practice is allowed under the Ugnayang Bayan Project. The response is – this was more an exemption rather than the rule.

- (3) Certain construction practices and standards to ensure quality are not being observed - ranging from the way the base is being compacted to the use of dowels to the standard length, width and thickness measurements. The inability to meet these standards may range from the desire to extend the road constructed to possible kickbacks pocketed by officials. However, there was a consensus that this was more the former than the latter since the barangay roads monitored were longer than what were proposed in their resolution submitted to the Office of the Governor for funding.

The third point elicited a lively discussion and deliberation between the engineers from Special Projects Office and the PAJDGG community monitors. Eventually a number of consensus points were agreed upon:

- a) Only light vehicles and tricycles use barangay roads, therefore the standards for regular road projects cannot be rigidly imposed on barangay roads. With the knowledge and expertise of engineers both from the Special Projects Office and PAJDGG, the following barangay road standards were identified which were used in monitoring and evaluating

.DPWH standards	Alternative Acceptable Standards (proposed)

Use of grader to flatten surface	Improvised method acceptable
Use of "pison" for road compact	Improvised method acceptable

as long as the following standards are observed:

GI, SI, (for mixed gravel)	1:5/ 1:6
Size of rocks	not more than 2 1/2"
Dowel	60 mm spaces: 12mm
Curing period	1 month at least For light vehicles use only

- b) The group also noted that the barangay officials probably were not aware of any of these standards. Thus, PAJDGG recommended that representatives of the Special Projects Team conduct an orientation on these technical specifications for the barangay officials with barangay road projects to be funded under the Ugnayang Bayan. It was eventually agreed that an orientation meeting on the technical standards would be conducted both for barangay officials and the volunteer community monitors. These activities introduced to the communities the participatory monitoring component of the Ugnayang Bayan project of the province.

#### b. Health Team

The issue of emergency purchase is contentious. At one point, it could easily be dismissed. "Emergency purchases are unavoidable and oftentimes necessary" is one perspective. This may be true but recurring emergency purchases could be reflective of a dysfunctional procurement system or simply bad management and possibly corruption.

The first problem solving session for the health team was devoted to clarifying definitions and correct interpretations of procurement documents, such as annual procurement plans, purchase orders and bidding documents. There were three sets of issues reflected in the initial set of data. One was the principle of drug procurement. Was the province procuring essential drugs? The other set of issues was related to procurement. Who is in control of the process? Who finally decides what to buy and on what basis? Who monitors the process? The third set of issues was about emergency purchase. What is the control of the province over emergency purchase? Who monitors the P50, 000 fund set aside for emergency purchases? What are the policies



governing the use of the fund? Who has the authority and responsibility to ensure that the fund is used responsibly?

With the issues being raised and no one from the provincial government who was competent enough to shed light on the issues – a meeting with the Provincial Administration (chair of the BAC) was requested so that the issues raised during the session could be addressed.<sup>7</sup>

## **2. Second Problem Solving Session: How participatory monitoring could strengthen accountability regulations and processes of government**

The second problem solving session focused on deepening and expanding the analysis from observations made and information gathered from the participatory monitoring activities. INCITEGov invited former Department of Budget and Management (DBM) Secretary Emila Boncodin to react and comment on the findings presented by the monitoring teams for the period covered. Following were the former Secretary's comments and recommendations on the issues presented by the monitoring teams:

- Infrastructures are public goods which only the government can undertake
- The most essential in monitoring projects is getting the best price at the right quantity and right quality at the right time.
- Problems encountered in monitoring infrastructure projects:
  - Substandard work -- the quality of work is substandard due to low quality materials used or the finished product is of low quality. If this happens, the government should not be compensated or the contractor should not be paid.
  - On the issue of realignment/diversion of funds, the implementing agency should ask permission from funding agency beforehand.
  - Unreasonable delay – request for extension should be reasonable; beyond the extension will be penalized; if earlier and better done, incentives should be given. To address such delays, Secretary's recommendations were:
    - Training of beneficiaries in the management of the project and funds;
    - Coordination with the implementing and responsible agency for monitoring; and
    - Give report to COA/Auditor
- In monitoring projects, it is necessary to ensure that the people trust what the SPO is doing to gain their support.
- Institutionalize the process by training second liner monitors.

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<sup>7</sup> See attachment D for discussion of the issues raised



## ***F. Synthesis of Monitoring Findings<sup>8</sup>***

On March 9, 2009 – the volunteer community monitors of PAJDGG and representatives of the provincial government gathered for a synthesis workshop to consolidate their findings and formulate recommendations to be presented to Governor Grace Padaca.

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<sup>8</sup> See Attachment E for the Synthesis Workshop Documentation

# Financial Report

**Partnership for Transparency Fund (PTF)**  
Financial Report for the period of June 30 to May 30 2009

	Approved Budget	Expenditures ( June - May.)	Remaining Budget
	\$ 25,069.02		
	<u>42</u>		
	<u><u>1,065,500</u></u>		
<hr/>			
<b>Setting up of Systems and Procedures</b>	<b>30,000.00</b>	<b>30,000.00</b>	<b>-</b>
Project Coordinator	10,000.00	10,000.00	-
Documenter	7,500.00	7,500.00	-
Per Diem	7,500.00	7,500.00	-
Supplies	3,000.00	3,000.00	-
Communications	2,000.00	2,000.00	-
<hr/>			
<b>Organization of Monitoring Teams</b>	<b>49,500.00</b>	<b>49,500.00</b>	<b>-</b>
Project Coordinator	20,000.00	20,000.00	-
Documenter	15,000.00	15,000.00	-
Per Diem	7,500.00	7,500.00	-
Supplies	5,000.00	5,000.00	-
Communications	2,000.00	2,000.00	-
<hr/>			
<b>Training on Participatory Monitoring</b>	<b>146,500.00</b>	<b>146,495.00</b>	<b>5.00</b>
Project Coordinator	30,000.00	30,000.00	-
Trainer ( infastructure)	50,000.00	50,000.00	-
Trainer ( medicines)	50,000.00	50,000.00	-
Documenter	7,500.00	7,500.00	-
Transportation	5,000.00	5,000.00	-
Supplies	3,000.00	3,000.00	-
Communications	1,000.00	995.00	5.00

<b>Actual Monitoring</b>	<b>736,000.00</b>	<b>518,005.36</b>	<b>217,994.64</b>
Project Coordinator	30,000.00	30,000.00	-
Per Diem	22,500.00	22,500.00	-
Project Team Leader ( Infastructure )	15,000.00		15,000.00
Project Team Leader (Medicine)	15,000.00		15,000.00
Food & Transport fro Monitoring Team	630,000.00	459,015.36	170,984.64
Training Kits	12,500.00		12,500.00
Communications	5,000.00	490.00	4,510.00
Others	6,000.00	6,000.00	-
<b>Sharing/Analysis/Learning Circles</b>	<b>54,000.00</b>	<b>54,000.00</b>	<b>-</b>
Project Coordinator	20,000.00	20,000.00	-
Per Diem	15,000.00	15,000.00	-
Project Team Leader	6,000.00	6,000.00	-
Project Team Leader	6,000.00	6,000.00	-
Reproduction	2,000.00	2,000.00	-
Supplies	3,000.00	3,000.00	-
Communications	2,000.00	2,000.00	-
<b>Presentation of Results</b>	<b>24,500.00</b>	<b>-</b>	<b>24,500.00</b>
Project Coordinator	10,000.00		10,000.00
Per Diem	7,500.00		7,500.00
Reproduction	3,000.00		3,000.00
Supplies	3,000.00		3,000.00
Communications	1,000.00		1,000.00
<b>Writing of Terminal Report</b>	<b>25,000.00</b>	<b>25,000.00</b>	<b>-</b>
Project Coordinator	20,000.00	20,000.00	-
Reproduction	5,000.00	5,000.00	-
<b>TOTAL</b>	<b>1,065,500.00</b>	<b>823,000.36</b>	<b>242,499.64</b>

<b>Grant Received</b>		<b>1,047,706.40</b>
First Tranche		559,957.38
2nd Tranche		487,749.02
<b>Total Expenditures</b>		<b>823,000.36</b>
Remaining Fund		224,706.04

Breakdown of Remaining Fund

INCITEGov	134,109.37
PAJDGG	90,596.67
<b>TOTAL REMAINING FUND</b>	<b>224,706.04</b>

## **ATTACHMENTS**

- A** – Memorandum of Agreement between INCITEGov and PAJDGG
- B** – Documentation of Training on Participatory Monitoring for Infrastructure Projects and Drug Procurement, held 3-5 September 2008
- C** – Action Plan of Drug Procurement/Health Monitoring Team
- D** – Discussion points and issues raised during the meeting of the Health Monitoring Team with the Provincial Administration, held 29 October 2008.
- E** – Documentation of the Synthesis and Reflection Workshop, held 09 March 2009
- F** – Photo Documentation

## **ATTACHMENT A**

### **Memorandum of Agreement Between the International Center for Innovation, Transformation and Excellence in Governance (INCITEGov) and People's Alliance for Justice, Democracy and Good Governance (PAJDGG) of the Province of Isabela**

1. The International Center for Innovation, Transformation and Excellence in Governance or INCITEGov, Philippines, has requested the financial support of the Partnership for Transparency Fund (hereinafter called PTF) for the proposal entitled, “Participatory Monitoring for Barangay Infrastructure and Health Projects in Province of Isabela” (hereinafter called “Project”). It will be implemented within a period of six months commencing on 30 June 2008. The implementation of the project will be done in partnership with the People's Alliance for Justice, Democracy and Good Governance (PAJDGG) of the Province of Isabela.
2. INCITEGov will be responsible for the overall management and coordination of the project, which includes the following:
  3. facilitate meeting among the different stakeholders to arrive at a set of criteria in the selection of projects to be monitored as well as rules and procedures to be followed by all parties in the conduct of the participatory monitoring
  4. Design and conduct of the training program
  5. Design monitoring tools and train community monitors in using such tools
  6. Provide mentoring to the team leaders and community monitors through the problem – solving sessions to be conducted monthly
  7. Prepare draft of proposed ordinance in consultation with the team leaders and community monitors
  8. Document participatory monitoring experience
  9. Organize fora to report findings to the public
  10. Coordination with LGU officials for the successful conduct of participatory monitoring activities
  11. Prepare required reports to PTAF
  12. Manage the funds responsibly in accordance with the grant agreement between PTAF and INCITEGov.
- A. People's Alliance for Justice, Democracy and Good Governance of the Province of Isabela will be responsible for the following:
  - (5) Propose list of infrastructure projects to be monitored
  - (6) Identify and involve volunteers who will be community monitors

- (7) Identify and engage team leaders of the participatory monitoring teams
  - (8) Supervision of the community monitors and conduct of the monitoring activities based on the work plan and agreed upon procedures and policies with the Provincial Governor and other stakeholders
  - (9) Conduct of problem solving and reflection sessions once a month
  - (10) Organization and conduct of the public presentation
4. The Social Action Center of the Province of Isabela through its Director Fr. Tony Ancheta, will be responsible for the following:
- a) Proper accounting and disbursement of the funds allocated to field monitoring activities
  - b) Collation of participatory reports of field monitors
  - c) Submission of quarterly reports and end of project report to INCITEGov

Agreed:

**Henedina Razon-Abad**

International Center for Innovation, Transformation and Excellence in Governance  
(INCITEGov)

**Fr. Tony Ancheta**

Social Action Center  
Province of Isabela

Date:

## **ATTACHMENT B**

### **Training on Participatory Monitoring for Infrastructure Projects and Drug Procurement**

*3 - 5 September 2008*

*Clergy Center, Guibang, Gamu, Isabela*

#### ***Day 1 (3 Sept.)***

##### **I. Singing of the National Anthem and Opening Prayer**

##### **II. Welcome Remarks**

Fr. Antonio Ancheta, Director of the Social Action Center of the Diocese of Isabela welcomed the participants. He also read a chapter from the Bible (Samuel Chapter 10) and shared that the reading refers to the government as sacred and a creation of God but often people are indifferent because of their worsening situation. He then encouraged the participants that a corrective system they can do is to reflect on the right thinking of politics and contribute ways to make it right. He also expressed his appreciation to the participants for attending the training. [Participants are mostly members of the Social Action Center (SAC) and People's Alliance for Justice, Democracy and Good Governance (PAJDGG) of the Province of Isabela].

The Provincial Administrator, Mr. Paul Fernandez, also gave a brief speech. First, he extended the sincerest greetings from Gov. Grace Padaca. He also shared an anecdote related to politics, that Filipinos have a mind set of being critical to politics and governance. He emphasized that the path to nationhood is not merely being critical but most of all to participate in governance. "One has to take his responsibility towards a place he wants to live in. Governance is the responsibility of each and every one of us," he said. He ended his talk by recognizing the project as a good example for people who wants to participate in governance.

##### **III. Discussions**

###### **A. An Introduction: *Participatory Monitoring and Good Governance***

By Ms. Dina Abad

Before the discussion started, Ms. Dina Abad introduced the organization, International Center for Innovation, Transformation and Excellence in Governance (INCITEGov) where she is affiliated. INCITEGov is a non government organization that advocates good governance created in 2005 by former cabinet secretaries/officials of the government who resigned, also known as the "Hyatt10".

She also shared that the project was conceptualized as a result of INCITEGov's aim to make participatory monitoring in the local government as a mechanism for the



community to actively participate in governance. Gov. Grace Padaca expressed her interest in wanting her constituents to engage and experience participatory monitoring of infrastructure projects and the procurement of medicines. With her suggestion, INCITEGov initially partnered with the Social Action Center of Isabela through its director, Fr. Tony Ancheta. After a meeting between INCITEGov and Fr. Ancheta, the project was then finally partnered with the People's Alliance for Justice, Democracy and Good Governance (PAJDGG), where SAC is the secretariat, chaired by Fr. Ancheta.

The participants were also informed that the project received a small fund from the Partnership for Transparency Fund (PTF) mainly for trainings and monitoring expenses.

### **A.1. What is Participatory Monitoring and Good Governance?**

Through a powerpoint presentation, Ms. Dina highlighted the following significant terms:

- Good Governance – responsible exercise of power to manage social and economic resources of society to create public value
- Responsible exercise of power– it refers to people working in the government providing goods and services, however this power and responsibility has to be shared with the citizens
- Public Value – providing high end quality of public goods and services for all i.e. quality education, health care, safety and security etc.

### ***Comparison of Poor and Good Governance***

<b><i>Characteristics of Poor Governance</i></b>	<b><i>Characteristics of Good Governance</i></b>
<ul style="list-style-type: none"> <li>▪ Lack of Transparency</li> <li>▪ Weak Voice and Accountability</li> <li>▪ Monopoly of Power</li> <li>▪ Wide Discretion – often results to subjective decisions, personal/self interest, and corruption</li> <li>▪ Inefficiency</li> </ul>	<p><i>Transparency</i> – state of being open and has available access to information (The Constitution states that every citizen has the right to information. However there is no law yet in place. Consequently, Congress is now working a right to information act).</p> <p><i>Accountability</i> – being prepared to answer/account for the result of one’s actions, this comes before knowing one’s responsibility</p> <p><i>Participation</i> – it is the right of every citizen to participate in running the government, (i.e. participatory monitoring of government projects)</p> <p><i>Predictability and Rule of Law</i> – equal implementation of law regardless of one’s status</p> <p><i>Predictability and Efficiency</i></p> <p><i>Rule of law and responsiveness</i></p>

Ms. Dina was hopeful that the participatory monitoring will be the building blocks for good governance. She explained that they can provide an example of how *transparency* can be

achieved if they have access to information and eventually influence local government. The concept of *accountability* can also be manifested if the monitors can identify who is responsible for a project they monitored, especially if problems/anomalies are involved.

The concept of *informed participation* was emphasized. The monitors are encouraged to gather factual data and avoid hearsay/personal perceptions. Gathered information would then be their basis for coming up with recommendations for their local government to consider.

The following are other concepts highlighted by the speaker:

1. Practice of Good Governance
2. Key Elements of Participatory Monitoring
3. Key to Successful Monitoring
4. Project Objectives
5. Steps to Participatory Monitoring
6. Program of Activities

*On Practice of Good Governance:* Ms. Dina further explained that this can only be realized through informed participation and the person/monitor, given ample time to analyze the acquired information, can come up with effective recommendations. Good governance can be achieved if every citizen knows his responsibility; primarily to participate and push the government until it does their part. Thus, good governance includes good citizenship and good public leadership.

*On Key to Successful Monitoring:* The group was advised not just to make a protest/rally but to also include proposed/recommended possible solutions and concrete actions.

### **Questions Raised:**

1. Is it still possible that our government can provide us with quality goods and services considering the current situation of rampant graft and corruption?

*If I answer your question in a state of being cynical, I would say it will not be in this life time. But I don't want to be cynical. I believe that if you have faith you still have hope. That's why when we say good governance should not only be left with the politicians or government officials but most especially with the participation of the people. A partnership between the government and the people must be built.*

2. How are we going to introduce ourselves as monitors? Will they welcome us? What if they ask us proof/evidences that we have the right to get information from their offices?

*We will invite barangay captains to explain to them our expectations. We are also partnering with the Provincial Government particularly the Office of the Provincial Governor. We will ensure that our presence will be respected and safe guarded. We will have a Memorandum of Understanding (MOU) with the provincial government*

*and the barangay captains. Part of the exercise is a monthly session to address problems encountered by the monitors.*

3. How would the projects to be monitored be selected?

*We will ask for a list of projects from the Office of the Provincial Governor. We will match the project to the area with available community monitor/s. The projects to be monitored are limited to provincial government funded projects but we can also ask the governor to include projects other than what was initially agreed.*

4. How about projects that have been completed, can we still apply the concept of monitoring?

*Technically, monitoring refers to observing and assessing a project during its life time. However for completed projects we can still do monitoring by taking note of how the projects are being utilized.*

5. Are the specifications of the project required in the monitoring?

*We will ask the Office of the Provincial Governor to provide us with the program of work (POW) particularly for projects under the Ugnayang Bayan (UB).*

## **B. Social Accountability: Role of Leaders and Citizens in Good Governance**

Before Ms. Abad continued her discussion, she asked the participants to group themselves (3 members per group) and answer two questions. The group was given 10 minutes to discuss their answers.

Question 1: *Ano ang mga gawain ng isang tapat at may pananagutan na opisyal at kawani ng pamahalaan?* (What are the duties/responsibilities/tasks of a dedicated and responsible government official?)

### Participants' Responses:

- *laging handa na tumogon sa anumang pangangailangan* (always ready to respond/address needs)
- *regular na nagbibigay ng information sa mga gawain at estado ng pamahalaan para mabatid ng mga mamamayan ang mga nagyayari* (regularly provides information on the state of governance so that the citizens may know/understand what is going on (in government))
- *handa syang magbuwis ng buhay para sa kanyang nasasakupan* (ready to sacrifice his life for his constituents)
- *may respeto sa batas, sa mamamayan at sa buong likha* (respects the law, the citizens and the whole of creation)
- *tapat sa pamilya* (true to his/her family)
- *tapat na magimplementa ng batas* (justly implements the law)
- *nakikinig sa taong bayan* (listens to countrymen)

- *sumusunod sa gusto ng bayan* (adheres to the desires of the state)
- *handang magpanagot at managot* (is ready to exercise and accept responsibility)
- with political will ( in terms of implementation of programs, laws, policies with no exemptions)
- public oriented
- *masipag at maityaga* (hardworking and persevering)
- approachable
- *makatao, makabayan, makadiyos, at makakalikasan* (pro-people, pro-country, pro-God, and pro-environment)
- *laging handa at aktibo sa mga gawaing pangkomunidad* (always ready for and active in community action/activities )
- *tapat sa pagamit ng pondo* (honest in the utilization of funds)
- can trust his councilors when he/she is not around
- *pantay na nagbabahagi ng mga serbisyong pang komunidad* (equal provision of social services)
- can keep traditional practices
- socially concerned
- responsible
- involve his constituents in decision making
- dedicated in his commitment
- good follower not just good leader
- *ginagampanan ang tungkulin na naayun sa batas -walang labis walang kulang* (carries out duties lawfully - no more, no less)
- *binibigyan karapatan at kalayaan ang kanyang nasasakupan na makapaglahad ng opinyun at oportunidad na makilahok sa pagpapabuti ng lipunan* (gives his/her constituents the right and freedom to express their opinions, and the opportunity to participate in the upliftment of the community)
- *di naglalagay ng mga empleyado na di kwalipikado sa trabaho* (does not hire unqualified employees)
- *lumalahok sa mga spiritual na gawain at seminars* (participates in spiritual activities and seminars)

As a summary of the participants' responses, Ms. Dina noted that being approachable is not enough. A *public leader* must embody great dedication to his duties and responsibilities particularly in implementing the laws and the use of public funds. Most of all, a public leader should be sensitive to the needs of the community and find ways to empower his constituents. Thus, good governance should reflect empowered citizenry.

Question 2: *Anu ang ibig sabihin ng mabuting mamamayan? Ano ang gawain ng isang mabuting mamamayan?* (What does good citizenship mean? What are the duties/responsibilities/tasks of a good citizen?)

#### Participants' Responses:

- *nagbabayad ng makatwiran at tamang buwis* (pays adequate and correct taxes)

- *nagpapasakop sa legitimong awtoridad* (accepts the “control” of legitimate authorities)
- *may malasakit sa kapwa* (empathizes with others)
- *nakikiisa sa magandang layunin* (is “of one mind” with good objectives)
- family oriented
- he/she practices the golden rule

The speaker also emphasized that a *citizen’s* role is to discover the significance of participatory monitoring. She pointed out that their participation in governance (through monitoring government projects) develops a new culture, the culture of transparency and accountability.

Other concepts discussed related to Social Accountability:

- The Accountability Triad
- Mechanisms used to determine accountability of both leaders and citizens
  - ✓ Political Accountability
  - ✓ Managerial Accountability
  - ✓ Social Accountability

Ms. Dina reiterated that participatory monitoring, as one example of social accountability, is every citizen's right and responsibility. It's an effective mechanism to ensure government is fulfilling their responsibilities. Moreover, it's an exact way to make leaders accountable for the results of their activities and works.

The group was informed that the increasing engagement of CSOs in public sector, decision making, and program implementation is due to their great value of right governance and development; accountability at the core of governance; and public sector accountability.

Other examples of activities done by civil organizations to promote accountability:

- Lifestyle check for politicians
- Drug/Medicine procurement
- Mapping “demand to supply” for road projects

### ***Questions Raised:***

1. With the unceasing economic crises, the quality of materials (i.e. cement, nails, wires, etc.) are also affected. Consequently, projects would also end up with low quality. Can the government do something about this? Can we raise this issue to them?

*I think the DTI is starting a quality standard test of goods but unfortunately only for particular products.*

2. Who will safe guard us in case we receive threats or bribes not to disclose a monitored project with discovered discrepancies or anomalies?

*Our project is being done with the Office of the Provincial Governor. We can consult them about problems encountered in the local office. Somehow this will be accepted by the people as legitimate because it is sanctioned by a sitting official and is supported by a MOA. For threats or bribes it will be the organizations' responsibility. We can report such incidents to the Provincial Governor but we will remain independent in terms of monitoring project.*

### **C. Fund Tracking and Procurement Process**

The following terms/concepts were highlighted:

3. Government Procurement
4. Stages of the Procurement Process
5. Objectives of Public Procurement
6. C-schemes in Public Procurement

The group was advised that procurement must be done until the implementation of the project to avoid discrepancies from what was actually planned.

#### ***Questions Raised:***

1. Is subcontracting of project allowed? How can we minimize this act?

*Definitely subcontracting of projects is not allowed because accountability is no longer clear. We report contractors doing subcontracting and request to the local government to blacklist them.*

Ms. Dina concluded the first day of activity by emphasizing that participatory monitoring is one responsibility as a good citizen. With this project she hopes that they will create a culture wherein local political leaders recognize the rights of their constituents which is to help govern their community.

### ***Day 2 (4 Sept.)***

#### **I. Recap**

#### **II. Training Proper**

Ms Dina requested the two monitoring teams (Infrastructure Monitoring Team and Drug Procurement Team) to proceed to their assigned areas for a separate training session.

#### **Participatory Monitoring of Infrastructure Projects: From Needs assessment to Execution to Evaluation (for Infra Monitoring Team)**

## **A. Discussion on the Ugnayang Bayan (UB) Financial Assistance**

Mr. Paul Fernandez, Provincial Administrator, shared how the Ugnayang Bayan (UB) started. Accordingly, it was initiated by Gov. Grace Padaca, wanting to directly deliver services to the community/barangays without coursing the funds through the local executives. In addition, the Governor also formulated the slogans, 'Malayang Isabela', 'Bagong Kultura, Kaunlaran ng Bawat Isa' which guide her projects and programs.

The resource speaker discussed the other components of the Ugnayang Bayan Financial Assistance:

- Selection of Projects
- Issuance and Awarding of Check/Grant
- Monitoring and Post Evaluation of the Project by the Special Project Office (SPO)

*On Selection of Projects:* The speaker added that other criteria in selecting projects are the population and the ability of the barangay to provide counterparts using its Internal Revenue Allotment (IRA). He emphasized that counterparting is very important. However, more consideration is given to barangays with low IRA. The UB financial assistance ranges from 30 to 50 thousand pesos per project.

### **Process of Approving Proposed Project/Resolution**

The provincial engineer, Engr. Gary Carabacan explained the process on how a proposed project is officially approved. Once the project is validated and passed the criteria of selection, it will be submitted to the Provincial Engineer's Office for the preparation of program of work (POW). Then it will be forwarded to the Special Project Office to countercheck specifications given. Finally, it will be submitted to the Governor's office for her signature and then to the Provincial Engineer's office for implementation. A project has its direct (75% of the total amount of the project) and indirect cost (25% of the total budget/profit of the contractor). If the amount of the project is higher than P250, 000 a public bidding is done. Projects are done by contract, by administration or by MOA. Two types of projects are being assisted by the Governor through the Ugnayang Bayan: vertical (i.e. schools, brgy. halls, health centers etc.) and horizontal (i.e. roads and bridges)

Fr. Tony explained why PADJGG preferred to monitor projects implemented in the barangay. These projects benefit the community directly and through this, PADJGG wants to build the culture of ownership. The community themselves will learn to monitor projects in their place. The PADJGG as an organization will just assist them in accessing information and document as basis for their monitoring.

The Provincial Administrator encouraged the participants that in case discrepancies or irregularities of projects are monitored they can directly report to his office. However, there should be a formal complaint where place, date and time are indicated (as basis for investigation). The complaint can be anonymously submitted if the monitor would not



like to be identified.

Mr. Fernandez shared that the significance of participatory monitoring has not yet reached political maturity in their province. He revealed that the majority still value more the influence of money than participating for good governance. “Thus, the partnership of Provincial Government, INCITEGov and SAC on this Participatory Monitoring Project would finally open the door for transparency,” he said. However, he encouraged them not to police or find faults of the administration instead to find ways how to improve and correct the system.

### ***Questions Raised:***

1. During the construction of a barangay road, who monitors the project from the provincial office?

*Engr. Gary: A representative from the provincial engineer's office and the special project office of the provincial governor monitor projects.*

2. Are projects funded by the DA included in the monitoring of provincial engineer's office?

*Mr. Fernandez: Sometimes projects of line agencies like DA course funds through the provincial government to supervise the implementation and monitoring of their projects.*

3. What is the standard thickness of a drying pavement? Does it need steel bars?

*Engr. Gary: It's four inches. Standard steel bars should also be used.*

4. Normally, UB financial assistance is only 35 to 50 thousand pesos; can you still provide us POW as our bases during our monitoring?

*Mr. Fernandez: Since the UB financial assistance is small and it does not require POW we provide cost estimates or we validate estimates attached in the resolution.*

## **B. CCAGG Experiences and Tools in Independent Monitoring**

The resource speaker, Ms. Paz Bumugas, first gave a brief background of their group, Concerned Citizens of Abra for Good Government (CCAGG). Accordingly, the pioneer members used to be NAMFREL volunteers during the 1986 snap election. Then, they shifted their commitments beyond electoral reforms to monitoring government projects.

The following were the sub topics discussed by the resource speaker:

- CCAGG's First Monitoring Engagements
- Some of the Successes of CCAGG's Independent Monitoring
- CCAGG's Demonstrated Approaches in the Conduct of Independent Monitoring



- Basic Concepts of Independent Monitoring
- Moral Bases of Monitoring
- Legal Bases of Monitoring
- Technical Bases of Monitoring

### **C. Management of Issues and Concerns**

Engr. Ruel Busgue, another CCAGG member discussed the Management of Issues and Concerns in participatory monitoring. He emphasized that monitoring should be done during the implementation of the project because this is when anomalies or irregularities can be prevented or good quality of the project is guaranteed. According to him monitoring is a continuous learning. Monitors need not be technical persons because they can eventually learn basic technicalities in monitoring.

#### ***Questions Raised:***

1. When is the right time to ask for documents?

*Based in our experiences, once the project had undergone bidding and awarded to a contractor then you can already request for documents.*

### **C. Project Implementation Monitoring**

Engr. Renee Brasuela of CCAGG also discussed the following items:

1. Independent Monitoring Process
2. Technical Bases of Monitoring
3. Red Flags on Infrastructure Project Monitoring (Irregularities that may happen in monitoring infra projects)
4. Indicators of Failures in Roads and Bridges Construction/Rehabilitation Based on CCAGG's Experiences

### **III. Practicum/On Site Monitoring**

The infrastructure monitoring team went out for an actual on site monitoring. They were accompanied by the CCAGG resource speakers. Engr. Renee asked the group to assign members who will write down their observations.

#### ***Sharing of Findings and Observations:***

One of the CCAGG resource speaker shared that during their on site monitoring, one of the personnel of the implementing agency was defensive. In this case the statement given must be verified if it conforms to the POW of the project.

#### ***Questions Raised:***

1. How is the UB Financial Assistance expended?

*Engr. Rodel: The financial assistance from the Governor is supposedly for purchase of cement and steel bars. Gravel is provided by the municipal government. Labor is from the community (thru bayanihan system). We can also ask for receipts issued by the suppliers as one of our bases or to do canvass and compare it to the documents presented to us by the contractor or the barangay council.*

*Ms. Dina: You can also use the SPO standards of computation as basis of comparison.*

2. What if the barangay captain doesn't like to tell the exact amount of the financial assistance he received from the Provincial Governor?

*Ms. Dina: We can coordinate with the SPO to provide PAJDGG with a list of barangays that received financial assistance and the copy of resolutions if possible.*

*Ms. Paz: You can also use/present the MOU between PAJDGG and the Provincial Government to the barangay captain or the contractor and explain to them that your organization, PAGDGG, is a legitimate partner of the Provincial government to monitor their projects.*

3. Sometimes the financial assistance from the Provincial Governor is augmented through sourcing out other funds (i.e. financial assistance from the Municipal government or District Congressman). Using the concept of transparency and accountability, how can we monitor the grant from the Provincial Governor? To what extent should our monitoring report reflect this?

*Engr. Rodel: We at the SPO also encountered cases like this. This particular problem is already reported to the Governor.*

*Ms Paz: The PADJGG can also ask for the list of counterparts from the municipal government and the district congressman's office then reflect it in your monitoring report.*

4. What if the project that we are going to monitor in our brgy. is the completion of a building (i.e. completion of brgy. health center)? How are we going to monitor?

*Fr. Ancheta: You can take pictures of the original structure and after completion of the project. Also, check the resolution of the project and attached documents.*

*There being no other questions ask Fr. Tony ended the 2<sup>nd</sup> day activity with a short prayer.*

## ***Day 3 (5 Sept.)***

### **I. Opening Prayer**

### **II. Recap**

Assigned groups gave a recap of the infrastructure and drug procurement training sessions.

### **III. Discussions**

Before the discussion started, Ms. Dina thanked the barangay council and chief of hospitals who were able to attend the last day of the activity. She shared that the main objective of the invitation is to present them with the monitoring team plans for their participatory monitoring.

#### **A. Protocols of Participatory Monitoring**

Ms. Dina elaborated on the following items:

- Goal of participatory monitoring
- Objectives
- Results
- Activities
- Monitoring Tool (Attachment F)
- Organization

As an additional guide to the monitors, each of the barangay captains were asked to enumerate their on-going UB assisted projects.

Ms. Dina explained that the very first step of monitoring is to determine the status of the project in order to identify what kind of monitoring to use.

The group was informed that after three months they will make an overall report and recommendations which will be presented to the public and group of decision makers (tentatively scheduled by the end of December 2008).

#### ***Questions Raised:***

1. How can we coordinate feedbacks we received from the field during our individual monitoring?

*For the infra project monitoring, there are assigned team leaders where you can submit feedbacks. Every district has its own team leader and one team leader for the whole infra monitoring team. Every month there will be a problem solving session among team leaders together with PGO/SPO representatives. They will also accompany us to a dialogue with the concerned agencies.*

2. We have an unfinished road located between our barangay and the next barangay. If these two barangays will not address this need, can NGOs make a resolution? To whom will they submit the resolution?

*Engr. Rodel: I suggest both barangays should submit a joint resolution. However, if there are still no actions done by them then civil organizations existing in the area can submit resolution to the Provincial Governor.*

#### IV. Barangay Planning

Before the planning for monitoring started, Mr. Expedito Claravall proposed the following framework the group can also use in their monitoring:

- To make an organizational chart (overall head - Fr. Ancheta)
- District leaders (to be designated by Fr. Ancheta)
- For the community monitors to write their name, address (to determine what barangay they belong )
- To make a *checklist* of information that needs to be gathered (i.e. documents, raw materials, equipment, etc.) or to use the red flags (checklist) presented by the CCAGG.

To help the monitors in their planning, Fr. Ancheta gave available copies of resolution to groups with approved UB assisted projects in their barangay.

#### V. Presentation of Plans

##### A. Action Plans for Infrastructure Monitoring Teams

District 1: *Concreting of Bolinao-San Roque Provincial Road Sto. Tomas Isabela*

Activities	Time Frame	Person in charge	Resources Needed	Output
Monitor the Project	Sept. 8, 2008	Nelia & Susan	<ul style="list-style-type: none"> <li>• Data gathering</li> <li>• Transportation</li> <li>• Allowance</li> <li>• Measuring tape</li> <li>• Camera</li> <li>• Tape recorder</li> </ul>	<ul style="list-style-type: none"> <li>• Data gathering</li> <li>• Recorded interviews of concerned persons</li> </ul>
Submission of findings/ report to team leader	Sept. 9, 2008	Nelia & Susan	Transportation & Allowance	Initial Feedback
Recruitment of Brgy. Monitors	Sept. 10 - 21	Nelia & Susan	Transportation and Allowance	

Problem solving session with government representatives	Sept. 15, 2008	D1 Team	Food Allowance	Recommendations
Group visit of monitors	Sept. 22, 2008	D1 Team with Fr. Tony	Transportation & Allowance	Presentation of findings & recommendations
Training for Brgy. Monitors	Sept. 22, 2008	D1 Team with Fr. Tony	Transportation & Allowance	Additional Monitors
Follow-up visit	October	Nelia, Susan & Brgy. Monitors	Transportation & Allowance	Evaluation of feedback reports
Group meeting	November	D1 Team & Brgy. Monitors	Food Allowance	Final report & recommendations
Presentation of findings	December	Team Leader		Evaluation

***Concreting of Barangay Road in Malasin, Ilagan, Isabela***

<b>Activities</b>	<b>Time Frame</b>	<b>Person in charge</b>	<b>Resources Needed</b>	<b>Output</b>
Monitor of construction method	Sept. 16, 2008	Ex. Joe, Mel, Pat, Jung	<ul style="list-style-type: none"> <li>• Transportation</li> <li>• Digital Camera</li> </ul>	Report with pictures
Evaluation of project completion	Sept. 24, 2008	D1 Team	Transportation	Report of final findings and recommendations
Recruitment of and training of Brgy. monitors	Sept. 24, 2008	Fr. Tony/SAC VG	Transportation and Training materials	Additional Brgy. Monitors
Presentation of findings	Oct. 15, 2008	Team Leader		Evaluation

To show an example how barangay council implement their projects particularly UB assisted projects, the Brgy. Captain of Malasin, Fernando Buguina, presented their usual plan in constructing brgy. Road.

***Concreting of Barangay Road in Malasin, Ilagan, Isabela*** (Sample Brgy. Council Plan)

<b>Activities</b>	<b>Time Frame</b>	<b>Person in charge</b>	<b>Resources needed</b>	<b>Output</b>
Canvass/Purchase of materials needed indicated in POW	Sept. 8 - 10, 2008	Barangay Captain, Treasurer, Brgy. Council on Committee of Appropriation	Financial Assistance from the Governor	Tobe able to buy materials

Sub Base Preparation	Sept. 15, 2008	Barangay council	Financial Assistance from the Governor	Prepared sub base
Compaction/Installation of Forms	Sept 15, 2008	Barangay council	FA/Gov. Labor (counterpart)	
Item 311 (Concreting)	Sept. 15 - 21, 2008	Barangay	FA/Gov. Labor (counterpart)	Finished project

District 3: *Brgy. Bacolod, Cauayan, Isabela* (no UB project for 2008 yet)

Activities	Time Frame	Person in charge	Resources Needed	Output
Data gathering	Sept. 7 - 13, 2008	Geronima, Frenie, Melanie	<ul style="list-style-type: none"> <li>• Camera</li> <li>• Voice recorder</li> </ul>	Initial data gathered
To get a copy of the resolution from the Brgy. Captain/Secretary	Sept. 2008	Geronima, Frenie, Melanie		Copy of the resolution
To know when was the resolution was done and submitted to the provincial, To know how long is the process before approval	Sept. 2008	Geronima, Frenie, Melanie	Transportation and Food Allowance	Was able to know process of approval

*Barangay Center Fence (P150,000) Marabulig I, Cauayan City*

Activities	Time Frame	Person in charge	Resources Needed	Output
Gather information	Sept. 5, 2008	C. Apay-yo & Brgy. Captain	<ul style="list-style-type: none"> <li>• Transportation allowance</li> <li>• Per diem</li> </ul>	Done : Sept 5
Follow-up resolution	Up to Sept. 30	Bong	Transportation & allowance	Done : Sept 29
Secure project documents	Oct. 1 -15	Tino/Bong, Brgy. Officials	Transportation & allowance	Done : Oct. 14
Review Documents	Oct. 16, 2008	Tino/Bong, Brgy. Council	<ul style="list-style-type: none"> <li>• Transportation allowance</li> <li>• Per diem</li> </ul>	Done : Oct. 16
Compare actual against Dev't Plan Coordination with gov't personnel and brgy officials	Oct. 16, 2008	Tino/Bong, Brgy. Council	<ul style="list-style-type: none"> <li>• Transportation allowance</li> <li>• Per diem</li> </ul>	Done : Oct. 17

<b>Activities</b>	<b>Time Frame</b>	<b>Person in charge</b>	<b>Resources Needed</b>	<b>Output</b>
Inspect equipments and materials	Oct. 17 - 22	Tino/Bong	<ul style="list-style-type: none"> <li>• Transportation allowance</li> <li>• Camera</li> <li>• Tape recorder</li> </ul>	Daily checked
Daily Inspection/Monitor	Until Completion	Tino/Bong and Brgy. Constituents	<ul style="list-style-type: none"> <li>• Transportation allowance</li> <li>• Per diem</li> </ul>	Daily monitored by all concerned
Reporting/Feedbacking	Until Completion	Tino/Bong	<ul style="list-style-type: none"> <li>• Office supplies</li> <li>• Computer</li> <li>• Per diem</li> </ul>	Updated regularly (written)
Submission of final report	Upon completion	Tino/Bong	<ul style="list-style-type: none"> <li>• Office supplies</li> <li>• Computer</li> <li>• Per diem</li> </ul>	Report submitted upon completion

**District 2: *Concreting of Provincial Road (Bitabian – San Pablo) San Mariano, Isabela***

<b>Activities</b>	<b>Time Frame</b>	<b>Person in charge</b>	<b>Resources Needed</b>	<b>Output</b>
Document Gathering (POW)	Sept. 8, 2008	Nestor/ Caloy		Copy of POW
Scouting for monitors & training	Sept. 8 - 20, 2008	Nestor/ Caloy/Trans	Transportation & Allowance for community hopping	Monitoring team composed of 10 trained monitors
Field Monitoring <ul style="list-style-type: none"> <li>• Involves data gathering</li> <li>• Actual site inspection</li> <li>• Interviews: contractors, laborers, community</li> <li>• Preventive measures – timely consultation on technical (PAJDGG people)</li> </ul>	Sept. 9 until completion of the project	Monitors	<ul style="list-style-type: none"> <li>• Tape measure</li> <li>• Camera</li> <li>• Tape recorder</li> <li>• Notebook</li> </ul>	Information and data in relation to the project: <ul style="list-style-type: none"> <li>• Contractor</li> <li>• Names of laborer, skilled and actual equipment used</li> <li>• Report on agreements if any between the monitors and contractors with regards to deviation</li> </ul>
Collation of data and information gathered during the actual field monitoring	2 days after the completion	Monitors		Comprehensive report
Reporting/ Feedbacking (Local and Prov'l Gov't)				Reporting

***Concreting of Bagong Tanza Provincial Road***

<b>Activities</b>	<b>Time Frame</b>	<b>Person in charge</b>	<b>Resources Needed</b>	<b>Output</b>
To get a copy of POW	Sept. 5, 2008	Ising, Alivia	Transportation allowance	Copy of POW
Ocular inspection	Sept.6, 2008	Ising, Alivia	Transportation allowance	Exact area of the project to be implemented identified
To get a copy of the Monitoring tool	Sept. 6, 2008	Ising, Alivia & Francisca Lagasca	<ul style="list-style-type: none"> <li>• Measuring tape</li> <li>• Camera</li> <li>• Voice tape</li> <li>• Notebook</li> </ul>	Available copy of the tool to record gathered information
To ask implementing agency when to start the project for field monitoring	Sept. 10, 2008	Team Leader	Transportation and food allowance	Able to know the exact date of implementation
Daily on site monitoring		Ising, Alivia & Francisca Lagasca	Monitoring tools, transportation and food allowance	
Report making To consult with foreman and project manager monitors' observations	Every field monitoring	Monitors		Addressed discrepancies (if there are)
To submit report to the District team leader	When the project is finished	c/o Fr. Tony	Transportation	Reported finding and recommendations

***Road Concreting Paddad, Alicia, Isabela***

<b>Activities</b>	<b>Time Frame</b>	<b>Person in charge</b>	<b>Resources Needed</b>	<b>Output</b>
Data Gathering 13. Copy of Resolution 14. Follow-up the resolution from the Governor's Office	1 day 2 weeks	Brgy. Officials/ Marie	Transportation Allowance	



District 3: *Rang-ayan, Angadanan, Isabela*

Activities	Time Frame	Person in charge	Resources Needed	Output
Data gathering	Sept. 10 - 12, 2008	Edwin & Leonardo	<ul style="list-style-type: none"> <li>• Camera</li> <li>• Voice recorder</li> <li>• Transportation and Food Allowance</li> </ul>	<ul style="list-style-type: none"> <li>• Gathered initial data</li> </ul>
To get copy of the resolution from the Brgy. Captain/secretary	September	Edwin & Leonardo		Copy of the resolution
To know when was the resolution submitted to the provincial office and how long is approval	September	Edwin & Leonardo		Able to know how long is the process for the approval of resolution

**B. Action plan for the Drug Procurement Team**

Before the team leader, Mr. Celso Pagatpatan Jr., presented their work, he first shared the five questions they need to answer that guide them in their plan:

- ✓ What drugs did the hospital buy?
- ✓ Did the hospital buy according to the plan?
- ✓ Did the hospital buy the needed drug at the right time?
- ✓ How much did the drug cost?
- ✓ How is it distributed?

*Cauayan District Hospital*

Activities	Time Frame	Person in charge	Resources Needed	Output
Gather data	Sept. 30	Sr. Gemma, Celso for Kawayan District Hospital and Dr. Tina	budget office, PH accounting office,	
Familiarize gathered documents, review of the documents	Oct. 1-7	Luk	copies of documents to be distributed to team members	Determine completeness of data based on questions to be answered
Data sorting	Oct. 15	all team members	computer and encoder	

Interview with concern personnel	Oct. 16 - 30,	team members, gov't personnel	Recorder, legal and technical personnel	Data validation
Data analysis	Nov. 8		gathered data computer, manila paper, interview results	Issue identified and causes analyzed
To organize presentation	Nov. 15	Team leader and Bernan	computer, power point presentation expert	
Presentation of findings	Dec. 12		venue and equipment	Consensus problems identified and recommendations

Ms. Dina suggested that interaction with concern government agencies should be reflected in their plan of activities particularly on the presentation of findings. Hence, it is the general objective of their participatory monitoring. This would end with a joint resolution to resolve problems identified in the community

The Provincial Administrator enunciated that this activity entails sacrifices and time. Nevertheless, he punctuated that this is a great opportunity for them to help improve governance, a venue to contribute change they want to happen. He then committed PGO to provide an ID and a letter introducing the monitor and the project to be monitored to convince the agencies to provide data.

## V. Lessons Learned from the 3-Day Training

The following were the responses/comments from some of the participants:

- Ising: This mission is only about to start. It looks difficult because it requires time, talent and resources. But this is a challenge for me as a citizen of Isabela. Let's help our Governor to uplift the dignity of our province. Let's not allow tyranny, threats and fear to reign again.
- Luk: I was able to familiarize myself with several medical terms and the process on drug procurement.
- Engr. Reggie: In behalf of the SPO and PGO we thank you for providing the community with this kind of training. We have learned ways that would also improve our own system of monitoring. Considering SPO's limited personnel, the community trained monitors would really be a big help for us in monitoring brgy projects. They would be able to watch vigilantly the proper implementation of community projects.
- It was also my dream to help our government in ways appropriate for an ordinary citizen. Finally, this opportunity came. Now I can do my part/responsibility to

participate in promoting good governance in our place.

- (Brgy Kagawad of Bocolod): I really appreciate your initiative for organizing monitoring teams. This will really help ensure that all projects assisted by the governor will be implemented properly. This initiative might even give pride to our province.

## **VI. Closing**

The activity was concluded by giving certificate of appearance to the participants who completed the three day training. Certificates were awarded by Ms. Dina Abad and Fr. Tony Ancheta and with a closing prayer led by one of the community monitors.

## ATTACHMENT C

### Action Plan of Drug Procurement/Health Monitoring Team

#### Goals:

- Make drugs easily accessible and available to patients;
- Reduce use of emergency fund or emergency purchase in meeting needs of the hospitals
- Practice transparency and accountability in the drug management process and the delivery of health care services

#### Recommendations:

- Activate participatory planning and implementation structures provided by the Local Government Code and other pertinent laws where civil society organizations are represented, specifically – Local Health Boards, CSO observers in bidding process
- Consider decentralizing the drug procurement process for hospitals
- Formulate clear policies on the use of emergency fund – under what conditions can emergency fund be used, what is the nature of the emergency fund – is it similar to a petty cash fund;
- Ensure that therapeutic committees are functional, with civil society representative;
- Provide support to the therapeutic committees to ensure rational use and procurement of drugs for the hospitals under the jurisdiction of the province (example – training of committee members);
- Ensure the proper implementation of the Generic Drugs Act 1988
- To add 20% buffer stock in the APP

#### *Cauayan District Hospital*

Activities	Time Frame	Person in charge	Resources Needed	Output
Gather data	Sept. 30	Sr. Gemma, Celso for Kawayan District Hospital and Dr. Tina	budget office, PH accounting office,	
Familiarize gathered documents, review of the documents	Oct. 1-7	Luk	copies of documents to be distributed to team members	Determine completeness of data based on questions to be answered
Data sorting	Oct. 15	all team members	computer and encoder	

Interview with concern personnel	Oct. 16 - 30,	team members, gov't personnel	Recorder, legal and technical personnel	Data validation
Data analysis	Nov. 8		gathered data computer, manila paper, interview results	Issue identified and causes analyzed
To organize presentation	Nov. 15	Team leader and Bernan	computer, power point presentation expert	
Presentation of findings	Dec. 12		venue and equipment	Consensus problems identified and recommendations

## ATTACHMENT D

### **Discussion Points and Issues Raised During the Meeting of the Health Monitoring Team with the Provincial Administration 29 October 2008**

1. What are the policies in terms of generic and branded drugs. How come there have been purchases of branded drugs?
  - During the bidding, all medicines should be generic but there are certain drugs that are branded only
  - Based on the BAC records, the provincial government has no record that branded medicines were bought even if the generic is available. However, there have been instances that anesthesiologists prefer or use branded and claim that the generic are less in quality and potency. The BAC compares the cost and potency of such medicines before authorizing purchase of such.
  
2. What are the specifics in the delivery of drugs? Who could give a comprehensive and clear answer?
  - After the bidding, the policy states that the medicines should be delivered within 7 days and in cases that this does not happen, that is the time the hospitals can use the emergency funds to procure medicines.
  - In the preparation of the APP, usually the suppliers give quotation for 50% only of the medicines needed. Then, have been instances that the suppliers do not deliver on schedule. There is also a policy which states that the medicines should have a shelf-life of more than 18 months. If those delivered have less than 18 months shelf-life, the GSO returns these to the supplier and this takes time again.
  
3. What is policy on emergency funds? Who will formulate the IRR? Who monitors appropriate number of purchases? If it exceeds who checks before being reimbursed?
  - The policy states that the hospitals have Php50,000 as emergency fund/revolving fund. The hospital procures the medicines needed. Immediately after that the hospital submits papers to the GSO for replenishment of the funds even before it reaches 50%. The revolving fund was set up to cover unexpected events for the hospital to be able to purchase medical supplies.
  - The fund is replenished based on the bed capacity and occupancy rate of the hospital.

4. Why were there similar medicines that were bided and directly purchased?
  - ➔ Direct purchase of medicines can only be done for emergency cases which is included in the emergency funds.
  
5. The Provincial GSO Officer clarified that the 2007 POs which the monitoring team checked could still include 2006 purchases. Usually there are purchases that are carried over to the next year.
  
6. Why is there no provincial health board?
  - ➔ There have been discussions in the creation or activation of the provincial health board.
  
7. To whom can the monitors procure documents re emergency funds?

The GSO would meet with the monitoring team to discuss the data, processes and documents on medicine procurement.

## ATTACHMENT E

### Synthesis and Reflection Workshop

9 March 2009

Cathedral Hall, Upi, Gamu, Ilagan, Isabela

#### I. Preliminaries

The activity started with an opening prayer led by Sr. Geva, a volunteer monitor for the drug procurement, followed by the singing of the national anthem.

Fr. Tony Acheta, Director of the Social Action Center of the Diocese of Isabela, delivered a short welcome remark. He mentioned that the project was actually a continuation of their participation in the electoral process with PPCRV and NAMFREL. As a concluding message, he encouraged the community monitors to continue the work they started.

Ms. Dina Abad also introduced Mr. Gerry van der Linden from the Partnership for Transparency Fund (PTF), Dondon Parafina and Edward Gacusana of MBC-CAC as guests.

#### II. Workshop Objectives and Process

The following are the objectives of the workshop:

- To look and complete the whole picture of monitoring based on the data gathered and actual observations on the 18 infra projects and 2 district hospitals;
- To share individual experiences and analyze root cause of problems encountered during the monitoring;
- Based on monitoring experiences, identify the positive or negative result of monitoring government projects (e.g. are the concepts and processes used in monitoring understood, did the monitoring project help the community, how does this mean to me and how would I be able to continue as citizen?);
- Based on experiences, analysis and reflection what are the possible systems or procedures that can be proposed to the provincial government in terms of implementation of infra projects and drug procurement.

In addition, Ms. Dina emphasized that the project is another mechanism of molding the community towards progress. However, such can only be achieved if the community embraces its responsibility to hold the government accountable to all the services and their commitments. She also clarified that in monitoring government



projects proof of legitimacy such as ID is not necessary because monitoring is an inherent right of a legitimate citizen.

### **III. Presentation of Findings**

#### **A. Infrastructure Monitoring**

The presentation was given in three parts:

- a) Process and Status of the Report
- b) Problems Encountered
- c) Lessons Learned

*Questions Raised:*

- What were the problems encountered by the monitors reported to people/agency concerned?

*Problems were addressed during problem solving sessions which were done every month with representatives from Special Project office (SPO) of the Provincial Government. Specific example is the joint orientation given to brgys on the accepted implementing standards of brgy road which the monitors and the SPO representatives agreed upon.*

- Do the 18 infra projects monitored represent the entire infrastructure project/program of the provincial government or simply a part?

*The Prov. Governor was willing to give more areas to monitor but since it was our first time to do this kind of activity we have limitations. Selected projects were given. In a scale, it only represents 1% of the total provincial infra projects.*

- How would the monitoring of projects be sustained even when Gov. Grace Padaca is no longer in office?

*In a country that exercises a democratic government one basic right of its citizens is the right to participate in governance. Project monitoring is a concrete example. Whoever will be the next governor of this town we will continue to monitor projects. We only need to learn how to participate and claim that right.*

- Who is responsible in educating the citizens of their right to participate in governance and how to claim that right?

*DepEd should be the lead agency to educate the citizens for such right. However, NGOs and CSOs should also help. On the other hand, citizens should not let fear prevent them from claiming that right.*

- What possible organizational set up can be installed in monitoring other projects?

*It can be thru Basic Christian Community/Basic Ecclesiastical Community (BEC) within the social action center.*

## **B. Drug Procurement** by Dr. Tina Ancheta

The presentation comprises four (4) parts:

- 1) Objectives of the study
- 2) Methodology
- 3) Findings/Observations
- 4) Issues/Challenges

*Questions Raised:*

- Why was bidding delayed?

*This is because bidding was very much dependent on the availability of funds.*

- Knowing that the process of Emergency Purchase is vulnerable to leakages, how can this be minimized?

*This can only be done if there is a clearer policy and process with regards to emergency purchases especially on the amount to be released*

- How would your findings show that it can also affect even those people outside the area of the hospital you studied or monitored?

*The findings at least showed a bird's eye view on how the system/process was done. Thus, we can now understand why such unfavorable situations happened. Also, we realized that the system for health is undoubtedly can be improved.*

Ms. Dina added that funds for drugs/medicines were limited since it is currently being funded by the local government. Thus, the health monitoring team did a study on how it can be managed properly so that maximum, accurate and basic health services can be enjoyed by the people. In particular, the team also studied emergency purchase, planning for identifying needs, and other processes that involves in providing health services.

## **IV. Workshop**

The infrastructure and health monitoring teams were grouped according to their respective districts. They were given 45 minutes to discuss their assessment and reflections based on the following questions:

- a) What improvements do we want to see in the implementation of infrastructure projects? In the procurement of drugs?
- b) What can we recommend to the provincial government based on our findings to make our processes more transparent and accountable?
- c) Based on my experiences, what can help me become a better citizen?
- d) What factors helped me in fulfilling my role as community monitor? What hindered me from fulfilling my role?

## V. Presentation of Outputs

### a. Monitoring of Health/Drug Procurement

#### Cauayan District Hospital

<i>Desired improvements in the implementation of drug procurement based on the study done</i>	<i>Recommendations in the provincial government based on the findings to make processes more transparent and accountable</i>	<i>Experiences in studying drug procurement that will make one become a better citizen</i>	<i>Factors that helped in fulfilling ones role as member of the drug procurement team and vise versa</i>
<ul style="list-style-type: none"> <li>• Mabilis na paghatid ng mga gamot sa pasyente (<i>speed up the delivery of medicines to patients</i>)</li> <li>• mabawasan ang paggamit ng emergency fund (<i>limit the use of emergency fund</i>)</li> <li>• maisabuhay ang transparency and accountability (<i>apply transparency and accountability</i>)</li> </ul>	<ul style="list-style-type: none"> <li>• dagdagan ng 20% (Buffer Stock) ang bilang ng binibiling gamut (<i>add a 20% buffer stock of purchased medicines</i>)</li> <li>• pag-aralan ang posibilidad ng desentralisasyon ng procurement (<i>study the possibility of decentralizing procurement</i>)</li> <li>• paggawa ng g emergency pulisiya sa paggamit ng purchases (<i>enact a policy on the use of emergency</i></li> </ul>	<ul style="list-style-type: none"> <li>• pagdalo sa mga pagsasanay/seminars (<i>attendance in trainings</i>)</li> <li>• nagkaroon ng kamalayan sa proseso ng procurement (<i>attained awareness on the procurement process</i>)</li> <li>• muling nabawi ang makataong karapatan (<i>got back human rights</i>)</li> <li>• organisadong grupo at may strukturang sinusunod (<i>achieved an organized group with a structure that is followed</i>)</li> </ul>	<ul style="list-style-type: none"> <li>• commitment at sigasig ng miyembro (<i>commitment and enthusiasm of members</i>)</li> <li>• suporta ng pamilya, komunidad at institusyun (<i>support of the family, community, and institution</i>)</li> <li>• mulat sa social issues (<i>awareness of social issues</i>)</li> </ul>

	<p><i>purchases)</i></p> <ul style="list-style-type: none"> <li>• paggamit ng direct purchases, repeat order sa mga ibang gamot (<i>the ability to use/apply direct purchases and repeat order to some drugs</i>)</li> <li>• pagbuo ng functional health board from province to brgy level (<i>creation of a functional health board</i>)</li> </ul>		
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### **FND Memorial Hospital, Ilagan Isabela**

<b><i>Desired improvements in the implementation of drug procurement based on the study done</i></b>	<b><i>Recommendations in the provincial government based on the findings to make processes more transparent and accountable</i></b>	<b><i>Experiences in studying drug procurement that will make one become a better citizen</i></b>	<b><i>Factors that helped in fulfilling ones role as member of the drug procurement team and vise versa</i></b>
<ul style="list-style-type: none"> <li>▪ advanced bidding schedule (1<sup>st</sup> quarter before)</li> <li>▪ masusing pagsusuri ng therapeutic committee sa: 1) mortality and morbidity, 2) pagtukoy ng gamot na akma sa sakit ng mga pasyente (<i>in depth study by the therapeutic committee on 1) mortality and morbidity, 2) identification of</i></li> </ul>	<ul style="list-style-type: none"> <li>▪ pagbuo ng provincial health board upang makalahok ang civil society (<i>creation of a provincial health board so that civil society may participate</i>)</li> </ul>	<ul style="list-style-type: none"> <li>▪ aktibong pakikilahok sa mabuting pamamahala (<i>active participation in good governance</i>)</li> <li>▪ pagpapalaganap ng kaalaman sa kalagayang pangkalusugan (<i>broadening of knowledge on the health situation</i>)</li> </ul>	<p>Factors that helped:</p> <ul style="list-style-type: none"> <li>• -Time</li> <li>• -Talent</li> <li>• -Treasure</li> <li>• -Commitment</li> <li>• -Concern</li> <li>• Factors that did not help:</li> <li>• kakulangan ng datos</li> <li>• hindi familiar sa mga dokumento (<i>lack of data and not familiar to documents gathered</i>)</li> </ul>

<p><i>the proper medicine for sick patients)</i></p> <ul style="list-style-type: none"> <li>▪ magtakda ng malinaw na alituntunin sa paggamit ng emergency fund (<i>assign clear guidelines on the use of emergency fund</i>)</li> <li>▪ mahigpit na pagpapatupad ng DoH sa Generic Act – 1998 (<i>strict implementation by DOH on Generic Act - 1998</i>)</li> </ul>			
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*Other Recommendations Raised (based on the output presented):*

- The role of therapeutic committee should have a clear and concrete definition. Thus, the process in auditing the performance of therapeutic committee as well as the word functional should be well defined
- CSOs can participate or should have a seat in the therapeutic committees through its client representatives.
- The therapeutic committee should add in their study the historical data such as trend of sickness/illness for certain season and the medicines needed.
- For each district hospital to have their own bids and awards committees to lessen the load of the provincial procurement body
- The 20% buffer stock was recommended as a supplement in case bidding process will be delayed
- To have a SPO like equivalent in the drug procurement as point person inside the hospital
- To create a development health committees in the provincial level (as venue for caucus of NGOs in terms of health related needs)
- To prioritize recommendations covered by existing laws e.g. creation of health boards.

As a summary, Ms. Dina highlighted the following recommendations based on the discussion:

- In terms of planning, the therapeutic committee should not only be functional but also capable and diligent since planning starts from them.
- In terms of procurement, to look for the possibility of decentralizing procurement.

Ms. Dina concluded that from all the recommendations given the framework should be the citizens' participation on the delivery of health services. Such as participation on the local health board as stipulated by law, representation on the therapeutic committee and CSO as observers in the bidding processes of drugs.

## **b. Monitoring of Infrastructure Projects**

### **District 1 (Ilagan, Tumawini, Sto. Tomas, Cabagan, D.A.)**

<i>Desired improvements in the implementation of infra projects based on the participatory monitoring findings</i>	<i>Recommendations in the provincial government based on the findings to make processes more transparent and accountable</i>	<i>Experiences in participatory monitoring that will make one become a better citizen</i>	<i>Factors that helped in fulfilling ones role as community monitor and vise versa</i>
<ul style="list-style-type: none"> <li>• Equipment indicated in the POW must be visible, (e.i. water tank, road roller, plain bar ect.) in the implementation of projects</li> <li>• in every project billboards must indicate date (start-end of the project), source of fund, location, cost, length and width</li> </ul>	<ul style="list-style-type: none"> <li>• provide documents for the provincial staff and monitoring team before the implementation of the project for further clarification to avoid miscommunication</li> <li>• make feasibility study with regard in the use of equipments for the project in the area before the approval of the said project to avoid corruption</li> </ul>	<ul style="list-style-type: none"> <li>• become more: responsible, honest, vigilant, socially aware, more involve and aware of our rights and the value of voluntarism</li> </ul>	<ul style="list-style-type: none"> <li>• formation-education (conscientization-the call to christian responsibility, group spirits that inspire and moves us to participate</li> </ul>

## District 2

<i>Desired improvements in the implementation of infra projects based on the participatory monitoring findings</i>	<i>Recommendations in the provincial government based on the findings to make processes more transparent and accountable</i>	<i>Experiences in participatory monitoring that will make one become a better citizen</i>	<i>Factors that helped in fulfilling ones role as community monitor and vise versa</i>
<ul style="list-style-type: none"> <li>sa Roxas partikular sa brgy san luis, para madaling makamit ang proyekto, makipagkaisa lahat ang brgy officials sa lahat na kawani munisipyo at provincial para mawala ang pamumulitika (in Roxas especially in bgy. San Luis - for easy attainment of the project, the barangay officials should unite with municipal and provincial leaders in order to eliminate politicking)</li> </ul>	<ul style="list-style-type: none"> <li>dagdagan ang 35k na pundo na binibigay ng governor para sa proyekto (35k maging 70k or more) – (there should be an additional P35,000 to the funding that comes from the governor, so that the P35,000 becomes P70,000)</li> </ul>	<ul style="list-style-type: none"> <li>dito namin naramdaman na kami ay umunlad sa pakikisalamuha sa mga mamamayan (this is where we feel that we are progressing in terms of our relating with the citizens)</li> </ul>	<ul style="list-style-type: none"> <li>nung nakita namin na ang proyekto ay napaunta sa dapat kalagyan, nagastos ang pera sa tamang paraan, ang mga brgy officials ay nakakaintindi sa amin at umupo rin sila brgy sessions (once it was determined that the projects went to the proper beneficiaries, and the money was spent properly, barangay officials sat in on our barangay sessions)</li> </ul>

## District 3

<i>Desired improvements in the implementation of infra projects based on the participatory monitoring findings</i>	<i>Recommendations in the provincial government based on the findings to make processes more transparent and accountable</i>	<i>Experiences in participatory monitoring that will make one become a better citizen</i>	<i>Factors that helped in fulfilling ones role as community monitor and vise versa</i>
<ul style="list-style-type: none"> <li>lahat sana ng</li> </ul>	<ul style="list-style-type: none"> <li>dapat may</li> </ul>	<ul style="list-style-type: none"> <li>bilang monitors</li> </ul>	<ul style="list-style-type: none"> <li>malaki ang</li> </ul>

<p>proyekto galing man sa city, municipal, provincial government or congressional fund ay masunod ang tamang paggawa, tamang sukat at de kalidad na proyekto upang mas matagal na pakinabangan ng mga mamamayan (<i>all projects, whether they come from the municipal, city, or provincial government should follow proper implementation procedures, proper standards, and should be of good quality so that citizens may enjoy these longer</i>)</p>	<p>billboard ang bawat brgy na may proyekto (<i>there should be billboards in every barangay that has projects</i>)</p> <ul style="list-style-type: none"> <li>• <i>dagdagan ang budget para sa mga proyekto (augment the budget for projects)</i></li> </ul>	<p>palagi kaming nakikipagkoordinat e kay brgy captain</p> <ul style="list-style-type: none"> <li>• parang maliit na bagay sa tingin ko, pero napakalaki pala ang contribusyon sa kabuuan ng proyekto</li> <li>• naging malakas ang loob ko at nalaman ang aking karapatan bilang isang mamamayan at natutong makisalamuha sa kapwa tao (<i>as monitors, we always coordinate with the barangay captain. This may seem minor, but this is serves as a major contribution to the fulfillment of the project. I became more confidents and I learned my rights as a citizen and I learned to deal with other people.</i>)</li> </ul>	<p>pagbabago sa aming brgy sa pagkakaroon ng monitoring team sa amin</p> <ul style="list-style-type: none"> <li>• sa naibigay na kaalaman tungkol sa tamang batas na umiiral na sumasakop na nagbibigay proteksyn sa mga tagamonitor kaya malakas ang loob namin (<i>there were large changes to our barangay with the creation of a monitoring team, as knowledge was provided on existing laws that give protection to the monitors. That's why we became more confident.</i>)</li> </ul>
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Questions Raised:

- What mechanism can be done to sustain the monitoring of infra projects?

*One possible way to sustain the project is to make sure that community monitors participate during barangay sessions.*

- What organizational structure can be used to continue infra monitoring?

*CSOs that can penetrate government agencies can be tapped to continue the monitoring activities of infra projects. Also, may be thru the BLGU and the provincial development council if they could be convened.*



*The UB can be institutionalized as one of the structures that could help monitor infra projects. Existing laws such as the procurement reform act can also be used as reference.*

- How can we strengthen the POs and CSOs in developing relationship with the government agencies?

*Maybe with PAJDGG planning or assessment of the next step can be determined. The BEC can also help strengthen us to get involved in barangay activities. Other POs with their current engagement in the government would also help capacitate/strengthen their own organization.*

*The church thru SAC can also organize and strengthen monitors. Citizens' participation in governance (e.g. monitoring) can be assimilated in the school curriculum for the youth to imbibe the importance and their right of participating in governance.*

## **V. Closing**

Mr. Reggie Ugaddan from the Special Project Office (SPO) of the Provincial Government shared that in the participatory monitoring the role/function of SPO is an internal audit team for the governor. He acknowledged the importance of community monitors as an effective influence to minimize corruption. He then encouraged PAJDGG to consider an active collaboration with the provincial government since it has been started and to organize more monitors in all barangays. In this way, whoever will be the next governor the community is already equipped with constitutional rights to participate in governance.

Mr. Gerry van der Linden thanked the group and admired the volunteer monitors for their time and the success of the project. He said that their group offered hope for the country for trying to improve the system of the government. He also commended the drug procurement team for their good report and set of recommendations. However, recommendations need to be sharpened and it must be worked out with the government. The infra monitoring team brought significant change. He challenged the team to achieve a barangay level monitoring covering at least a larger percentage of all infra projects and other government services. For the sustainability of the project, he asked the group to identify realistic objectives for the next two years and the system/structure that will support it.

Mr. Ed Gacusana shared that the group's experiences in monitoring are similar to other regions that did the same initiative. He pointed out that after doing such project they now have a clear direction. He asked the group to bear in mind the 3Ps (people, process and product) as their guide in their monitoring. Such 3 factors will remind them the value/worth of their work.