

I. EXECUTIVE SUMMARY

Introduction

The Local Governance Performance Management System (LGPMS) is an innovation of the Department of the Interior and Local Government (DILG) that serves as a feedback mechanism for LGUs to see for themselves the level of their capacities and the extent of their service delivery that shaped their socio-economic and environmental conditions. It is a tool that assesses the state of performance, productivity and development of local government units in the areas of Governance, Administration, Social Services, Economic Development and Environmental Management.

It is worth noting that the LGPMS is not a grading system for LGUs, however, for benchmarking purposes, a Performance Scale is used to identify areas with excellent performance and areas for improvement. A perfect scale of 5 denotes excellent performance while performance scales of 1-4 indicate areas for improvement. Although scales of 3 and 4 are relatively high, there are areas which can still be improved on. It is to note that the LGU's performance was assessed based on the responses of the LGU's Team to the questions provided into the LGPMS database.

The LGPMS is not just a Performance Measurement but a *Performance Management* tool. It does not end in collecting data and reporting results. More importantly it helps identify development gaps and further guides local government units to develop executive and legislative actions to address such gaps.

After a couple of years of LGPMS implementation, flaws on system (indicators, implementation process and on-line database) were observed and experienced. These flaws were used by the LGPMS Management Team as it aims to continuously enhance the system. About a year was dedicated in redevelopment and testing. Now, the LGPMS on-line is reborn and is now ready to serve the users. The LGPMS, as enhanced, is now dubbed as LGPMS Version 2. The enhanced version maintains its use as a self-assessment management tool for local governments. It is a web-based system that has the ability to produce information on the state of local governance performance, and the state of local development, using governance and development indicators.

THE STATE OF LOCAL GOVERNANCE OF THE LGU, which is captured from the LGPMS, is embodied in this document, the State of Local Governance Report (SLGR), a comprehensive yet concise report of the LGU which essentially discusses the LGU state of performance, and development conditions. The SLGR is prepared because it provides information of the state of development condition of the LGU which serves as basis for planning, decision-making, policy direction, citizen participation and fund sourcing. This document, the SLGR focused on the operations of the municipality of Jagna in CY 2009. Even if the LGPMS is on an enhanced version, there are still limitations in the study due to the few indicators being utilized.

Highlights of Findings

Jagna's state of performance is high with a numerical rating of 4.08. From the graph, it can be gleaned that the areas of Valuing Fundamentals of Governance, Social Governance and Economic Governance have high ratings with numerical ratings of 4.40, 4.39, and 4.05 respectively. While the areas of Administrative Governance and Environmental Governance have fair ratings of 3.89 and 3.69, respectively.

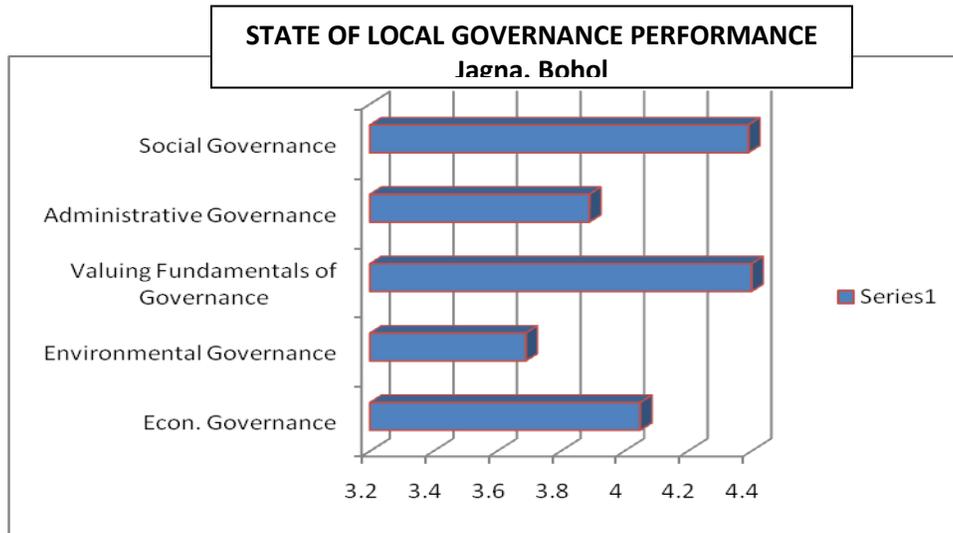


Figure 1

On the other hand, the overall state of development of the municipality of Jagna is depicted in the spider web being shown below.

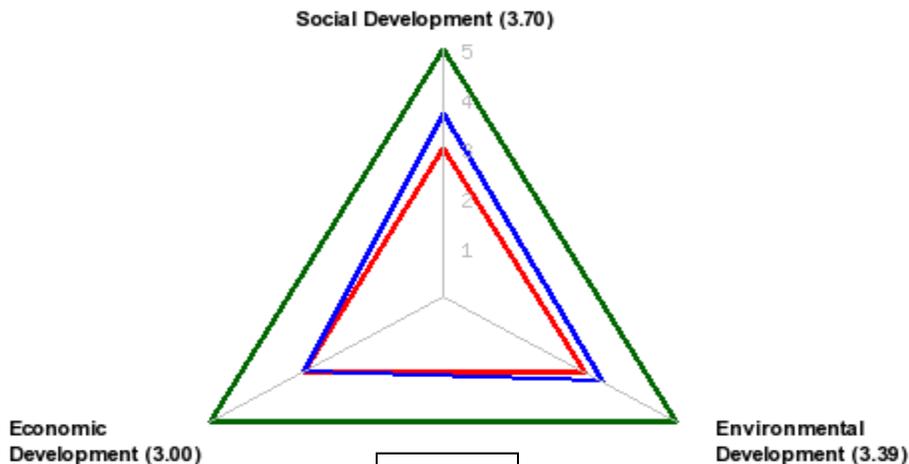


Figure 2

On the overall, the state of development of Jagna is within the benchmark level of 3.36. A closer scrutiny reveals that this development rating is influenced by the within benchmark or fair rating of social development, environmental development and economic development. Even if the LGU has high performance level, Jagna's state of development is fair. Thus, it can be

deduced that performance is not the sole key player for development rather, there are other factors which could affect the state of development

Key Areas for Strategic Decisions and Actions

None of the areas under Governance, Administration, Social Services, Economic Development and Environmental Management Governance, (GASEE) earned an excellent rating. Considered as areas for improvement are those getting very low, low fair and even high performance since there is still room for improvement. The lowest among the areas is the state of freshwater ecosystem which is 2.33% considering that in the Comprehensive Development Plan for 2005-2015, management of freshwater ecosystem was not incorporated. While areas having fair ratings are Legislation, Resource Allocation, Human Resource Management and Development (HRMD), Support to Agriculture, Support to Fishery and Urban Ecosystem Management. In legislation, the Sangguniang Bayan has to have a legislative tracking system which could track enforced and unenforced ordinances. For resource allocation, the LGU has to allocate 1% of the IRA for LCPC. In Human Resource Management and Development (HRMD), the Personnel Selection Board has to be empowered, personnel policies has to be institutionalized, human resource development activities have to be conducted and the LGU has to come up with awards for outstanding employees and organizational units for employee motivation. And there's a need for regular forum for ventilation of organizational concerns and updating of information through conduct of meetings. For support to agriculture, the LGU has to enhance support for credit facilitation services and reach more farming households with its services. For support to fishery, the LGU has to enhance support and services for credit facilitation, research and development services and market development services and reach more fishing household beneficiaries. For urban ecosystem management, the municipality has to strengthen the Municipal Solid Waste Management Board due to the observed unsanitary practices for waste management.

Some of these gaps/ concerns were already considered in the updated Comprehensive Development Plan (CDP) for 2010-2016. However, a few which were not considered can be considered in the Executive-Legislative Agenda (ELA) to be crafted by the newly elected municipal officials.

I. STATE OF LOCAL GOVERNANCE PERFORMANCE

Highlighted in this report is the LGU's performance in four (4) areas of governance: namely Administrative Governance, Social Governance, Economic Governance, and Environmental Governance.

ON ADMINISTRATIVE GOVERNANCE

Administrative Governance looks into six areas: Local Legislation, Development Planning, Revenue Generation, Resource Allocation and Utilization, Customer Service and Human

Resource Management and Development. Below is a graph showing the LGU's performance on the six areas.

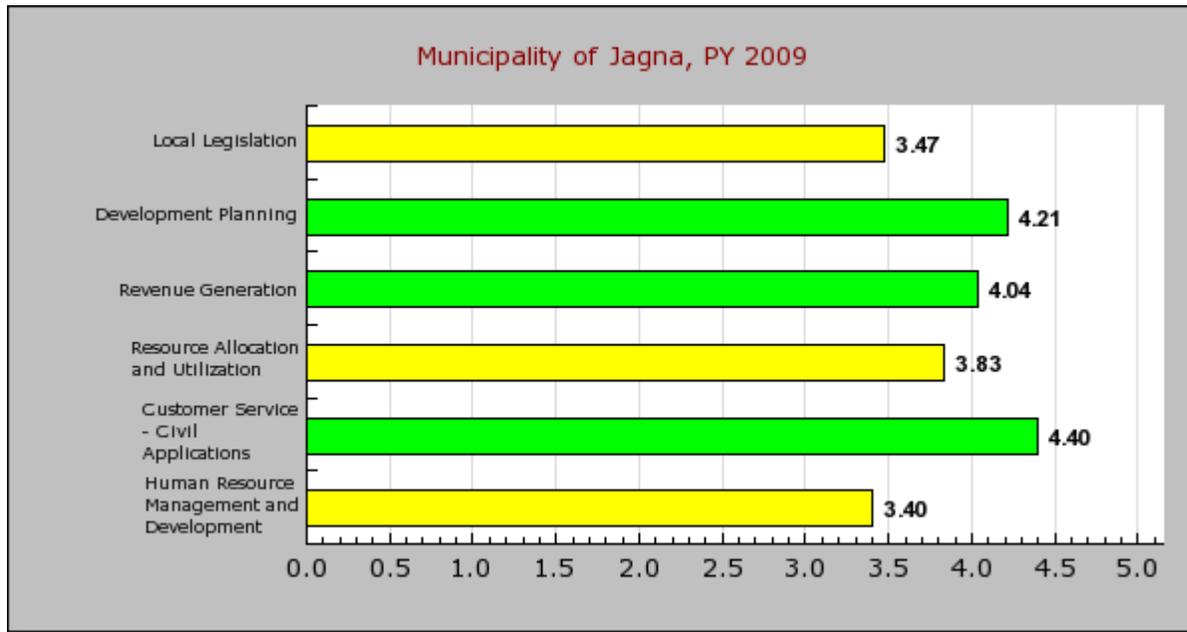


Figure 3

Figure 3 bares that it is in Customer Service that the LGU earned the highest rating while Human Resource Management and Development placed last with a rating of 3.40. However, the areas of Development Planning, Revenue Generation and Customer Service all earned high rating while the areas of Local Legislation, Resource Allocation and Utilization and Human Resource Management and Development all earned a fair rating.

Local Legislation

The 6th Sangguniang Bayan has the Legislative Agenda which serves as a roadmap of legislative measures for enactment during their term of office. It allows them to plan their course of action, and to establish priorities based on the priority needs of the local government unit. The Legislative Agenda (LA) was simultaneously crafted with the Executive Agenda on August 28, 2009. The Executive and Legislative Agenda (ELA) was a product of research and consultation with stakeholders.

For 2009, the Sangguniang Bayan conducted a total of fifty-seven (57) sessions where fifty-three (53) are regular and 4 are special. While five (5) public hearings and committee meetings were also conducted.

Legislative measures enacted in 2009 totaled one hundred fourteen (114), ninety-seven (97) of which are resolutions and 14 are ordinances. Of the 97 resolutions, 88% are ELA related and 12% are miscellaneous. Notable ordinances enacted were the Solid Waste Management Code and the Modified Gender and Development Code. An inventory of Codes revealed that Codes already enacted by the Sangguniang Bayan were the Code of General Ordinances,

Revenue Code, Local Investment and Incentive Code, Market Code, Children's Code, Environmental Code, Fishery Code, Public Safety Code and GAD Code. While piecemeal ordinances to be codified are the Disaster Management Code, Health and Sanitation Code and Tourism Code.

Existing legislative tracking system is computer aided and is capable of generating information of existing local rules and regulations complementing national laws, status of draft ordinance in the legislative process and existing local rules thereby avoiding duplication. However, said system is not capable of generating information on local rules and regulations which are being enforced or not.

Development Planning

Based on figure 3, this area got a high performance description. This is due to the functionality of the Municipal Development Council (MDC), or its good performance as well as the Executive Committee and the functional/sectoral committees, which can be gauged through the conduct of meetings, the documentation in meetings and the embodiment of decisions through a resolution, in conformity to the provisions of Republic Act 7160.

To ensure that planning is based on a comprehensive and an accurate data, the Municipal Planning and Development Office maintains a database, the Poverty Database Monitoring System (PDMS) which contains demographic, social development, economic, environment, physical land use and institutional data. In 2009, updating of the PDMS was done through the household survey utilizing enumerators.

As to the two major/vital LGU plans, the Comprehensive Land Use Plan (CLUP) which expired in 2006 was updated last year with the technical assistance of the Provincial Planning and Development Office (PPDO). The CLUP evolved from a participatory process and contains socio economic development thrusts and strategies. The CLUP was subjected to public hearing in 2009, and for 2010 is still on its way for Provincial Land Use Committee (PLUC) review.

Though the municipality has still an active Comprehensive Development Plan (CDP) ranging from CY 2005-2015, it ventured into the CDP updating in order to harmonize the CLUP and CDP. Efforts for CDP updating started in CY 2009 and will continue for 2010. Just like the CLUP, CDP updating also employed a consultative process with major stakeholders.

And the same with the previous years, the CDP's implementing instruments are the Executive and Legislative Agenda (ELA) and the Annual Investment Program (AIP).

Revenue Generation

Based on figure 3, this area attained a high performance description with a rating of 4.04. This area looks into the efficiency of system (methods or procedure) in the collection of taxes, fees and charges, the guiding legislative measures and others.

As to the system on local taxes, fees and charges, there is no network interlinking the computers of the collecting offices such as the Municipal Treasurer, Municipal Assessor and the Business Permit and Licensing Officer (BPLO). While, incentive schemes are provided only to taxpayers and does not include collecting officers/agents. Civil remedies on tax delinquencies are enforced and information is disseminated on any proposed imposition and on the schedule of market values used for assessment. The system is guided by a Revenue Code which needs to be updated, since it is enacted in CY 2003. However, workshop was already conducted in CY 2009 leading to the updating of the said Code. Hopefully, it can be enacted in CY 2010.

As to the system on real property tax, it is not guided by an updated real property tax maps for proper identification but, real property records and information are indexed to facilitate access at the very least time possible by the owners.

Concerning the system on business tax, it is guided by a tax records management through the conduct of business tax mapping, establishment of a revenue data bank and regular updating of the list of taxpayers.

Resource Allocation and Utilization

This area attained a fair performance description having a rating of 3.83%. As to resource allocation for CY 2009, the LGU did not operate on a reenacted budget since it has come up with the Annual Budget and properly authorized it, within the period stipulated by law from October 17 to December 31. The budget was found to be responsive to the budgetary requirements of the Annual Investment Program and its amount did not exceed the estimates of income. Moreover, amount of appropriation for debt servicing did not exceed 20%, provision of aid to the barangays is not less than P1,000.00 and at least 20% component of the IRA was appropriated for development projects.

As to general limitations, appropriation for discretionary purposes did not exceed 2% of the actual receipts from basic real property tax, at least 5% was appropriated for Gender and Development (GAD), an amount was appropriated for the Office of the Senior Citizen's Affairs (RA 9257) and an amount was appropriated for Acquired Immune Deficiency Syndrome (AIDS) though part of the Municipal Health Office appropriation. Only the provision of RA 9344 was not substantially complied, which is 1% of the IRA will be appropriated for the strengthening and implementation of programs of the Local Council for the Protection of Children (LCPC).

Customer Service- Civil Application

This area obtained a high performance description earning a rating of 4.40. This gauges the LGU's performance in providing quality and fast service to customers in the processing of civil registry documents and real property documents. For civil registry records, a database is present, steps in getting the records is made known to the clients and procedure is clear. Generally, it would take 30 minutes or less to avail of the service.

In securing real property documents, processing is computer-aided, procedure is made known to clients through posters, procedure is clear and simple and in 30 minutes or less, said real property documents can already be secured.

The implementation and crafting of the Citizen's Charter in CY 2009, enhanced the quality and expediency in accessing the service. The Jagna Citizen's Charter clearly stipulates the steps, time required and persons responsible for the service. However for enhanced service, feedback mechanism for customers should be institutionalized such as the suggestion/complaint box and the feedback form.

Human Resource Management and Development

This area earned a rating of 3.40 having an adjectival performance rating of fair. This determines the LGU's performance in managing and developing human resources. In Jagna, recruitment and selection processes are transparent, since it is posted. However, promotion and selection do not always pass through the Personnel Selection Board which ought to adopt a formal screening procedure and criteria for selection as a basis for the selection/promotion of employees for appointment in the government service which shall be open to men and women without discrimination and according to merit and fitness.

While 72% of the current LGU workforce are employees on the job order basis. The remaining 28% are regular, elected officials and casual/plantilla. Though the LGU wanted to augment its existing permanent employees, it cannot do so with the personal services limitation.

While, Program on Awards and Incentives for Service Excellence (PRAISE) was adopted by the LGU. Under the said program, the PRAISE committee was organized which shall be responsible for the development, administration, monitoring and evaluation of the awards and incentives system of the LGU. In CY 2009, no award was conferred to Outstanding Employee/s or Best Organizational Unit. In the previous years, only the Service Award was conferred to retired employees. The LGU also conferred loyalty award for those employees reaching ten years in government service by giving out loyalty pay.

Jagna also adopted a Grievance Machinery to address grievance (issued verbally or in writing) between or among government officials and employees through the organization of a Grievance committee chaired by the HRMO. In CY 2009, no verbal or written complaint was received by the said committee.

For staff development activities, Jagna does not have LGU-initiated staff development activities. However, opportunities are given for employees to participate in capability building activities initiated by the Civil Service Commission (CSC) and those sponsored by the private groups and aggrupations of department heads/heads of offices. But almost always, department heads/heads of offices are the ones who participate in the said activities initiated by their league/groups. The LGU however has initiated a training/seminar for employees on proper

decorum/code of conduct like those provided in RA 6713 through the conduct of Organizational Development (OD) Seminar in 2007 but only in two batches. Thus, other employees haven't attended it yet.

With the observation that personnel policies including sanctions were not internalized, there is a need for the institutionalization of said personnel policies. Aside from this, performance standards should also be posted for employee guidance and reinforcement of accountability. And staff meetings and executive committee meetings have to be regularly conducted for ventilation of organizational concerns and communication of CSC/COA updates and LGU plans, programs and activities.

SOCIAL GOVERNANCE

Social Governance looks into four areas: Health Services, Support to Education Services, Support to Housing and Basic Utilities, and Peace, Security and Disaster Risk Management. The LGU performance in each area of Social Governance is plotted in the graph presented. Based on Figure 4, health services has a high rating of 4.84, and support to housing and basic utilities also a high rating of 4.20, support to education also a high rating 4.30 and peace, security and disaster risk management also a high rating of 4.23

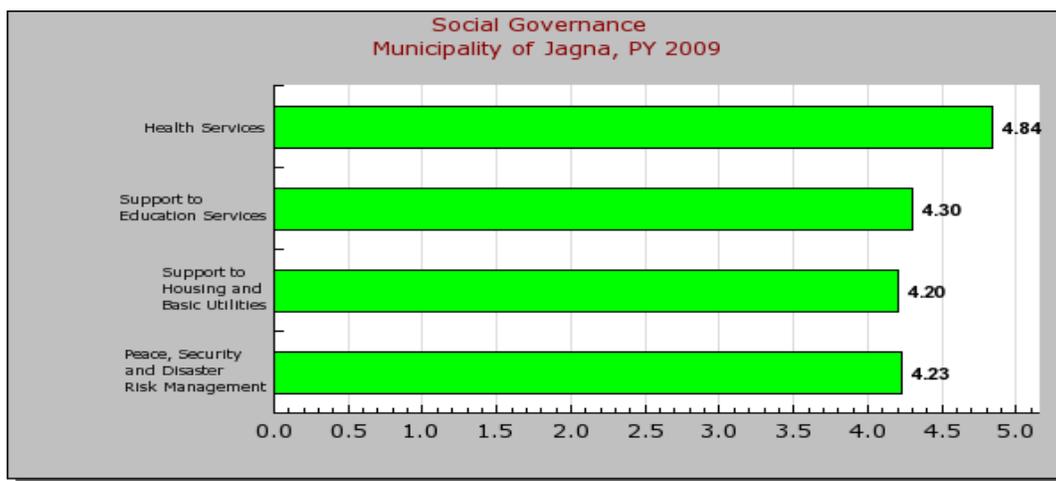


Figure 4

Health Services

For health services, the Local Health Board was organized as an advisory body to the Sanggunian on health matters and to provide opportunity for the Civil Society Organizations (CSOs) to participate in enhancing health services. The Local Health Board is assessed to be good due to the regular conduct of meetings and the documentation of every meetings conducted.

As to the quality of primary health care in the LGU, basic medical supplies and equipment are complete and functional, basic medicines are always available, health referral system is established, facilities are always clean and maintained, physician or medical staff is

regularly stationed as scheduled and patients' recording system is established. While quality of maternal care can be seen through regularity and availability of safe motherhood and family planning consultation, pre-natal care and post partum care. Breastfeeding campaign is supported through the education on breastfeeding and the enactment of ordinance regarding this. On the quality of child care, regular check up for children is available, vaccinations of infants is ensured, program to counter malnutrition is undertaken and information on proper child care is disseminated through various means.

Quality health care is ensured with the sufficiency of personnel and the construction of Rural Health Unit 2, catering to eleven (11) upland barangays. Only basic dental health care cannot be provided by the LGU in the absence of a rural dentist.

It is noteworthy to mention the LGU best practice on health which was the forging of partnership with PHILOS Health, an NGO based in the United States of America for the delivery of health services. This went on for years and was successfully sustained. Through PHILOS Health, regular medical missions are conducted, free over the counter medicines are provided including medicines for hypertensive and diabetic patients, facilities for the Municipal Health Centers, Barangay Health Centers and even in the Teodoro B. Galagar District Hospital are provided. Through PHILOS Health's financial counterpart, the Rural Health Unit 2 Building materialized, the LGU acquired a service vehicle for the RHU2 doctor and the FM radio station owned by the municipality came into fruition.

Another innovation on health is the enrolment of the indigents to the PHILHEALTH Para sa Masa.

Support to Education Services

To act as advisory body to the Sanggunian on education concerns, the Local School Board was organized in conformity with the provision of the Local Government Code. In 2009, the said board did not meet regularly.

In support to elementary and secondary education, the following services are extended by the LGU from the Special Education Fund (SEF): construction, repair or maintenance of school buildings, facilities and equipment of public elementary and secondary schools, educational research, purchase of books and periodicals, establishment or maintenance of extension classes and sports development. From the General Fund, the following services are funded in support of education: implementation of scholarship program, hiring of extension class teachers and sports development activities.

On the Alternative Learning System (ALS), it focused on functional literacy and skills training of target beneficiaries and it promotes gender sensitivity, equality and development.

Support to Housing and Basic Utilities

In support to housing and basic utilities, the LGU maintains a database for the housing sector containing updated inventory of makeshift houses, sites for potential socialized housing, updated inventory of households with access to water supply and access to electricity.

Peace, Security and Disaster Risk Management

The Municipal Peace and Order Council (MPOC), the Municipal Council for the Protection of Children (MCPC) and the Municipal Disaster Coordinating Council (MDCC) were organized in accordance with the Local Government Code of 1991 and issuances to act as advisory bodies for peace and order and protective services. In CY 2009, said councils convened monthly to discuss on accomplishments as well as issues and concerns and their possible solution. The MDCC and MPOC had their plans, the Integrated Area/Community Public Safety Plan and the Disaster Plan. Though programs, projects and activities were conducted in consonance with the plan, incidence of crimes in CY 2009 increased as compared to 2008. There are factors however, which brought about this condition which are beyond the control of the LGU and the offices/agencies mandated to maintain peace order and ensure preparedness to disasters/calamities. The PNP regularly conduct info drive in the barangays for anti-criminality, anti-drug and to prevent abuses of women and children.

For peace and order and protective services, the LGU provided sites for the police station and fire station. The lock-up jail is part of the building of the police station.

On Katarungang Pambarangay, the municipality did not allocate for KP in CY 2009. However, in CY 2008, the appropriation was used for the training for Lupon members. Total number of cases lodged with the Lupon in 2009 totaled 125. But only 119 cases or 95.2% were resolved. While 98% of the cases resolved were sustained and not repudiated.

As to LGU's disaster preparedness, a basic seminar on Disaster Management was conducted in March, 2009 for all MDCC members and Punong Barangays. Earthquake drills were also conducted in the municipal hall and some barangays.

The LGU has still to intensify efforts for disaster preparedness, particularly on operational community-based early warning system. The LGU has still to establish the Operations Center and equip it with the necessary gadgets and equipage. While, evacuation centers which are the public buildings mostly elementary and public school buildings are available. In CY 2009, no disaster/calamity occurred in the municipality.

ECONOMIC GOVERNANCE

Economic Governance looks into three areas: Support to Agriculture Sector, Support to Fishery Services, and Enterprise, Business and Industry Promotion. Jagna's performance in this area is plotted in figure 5 shown below. In said graph, it can be seen that the LGU has a high performance with 4.44 rating in Entrepreneurship, Business and Industry promotion. While support to agriculture and fishery services both garnered a fair rating of 3.90 and 3.81 rating, respectively.

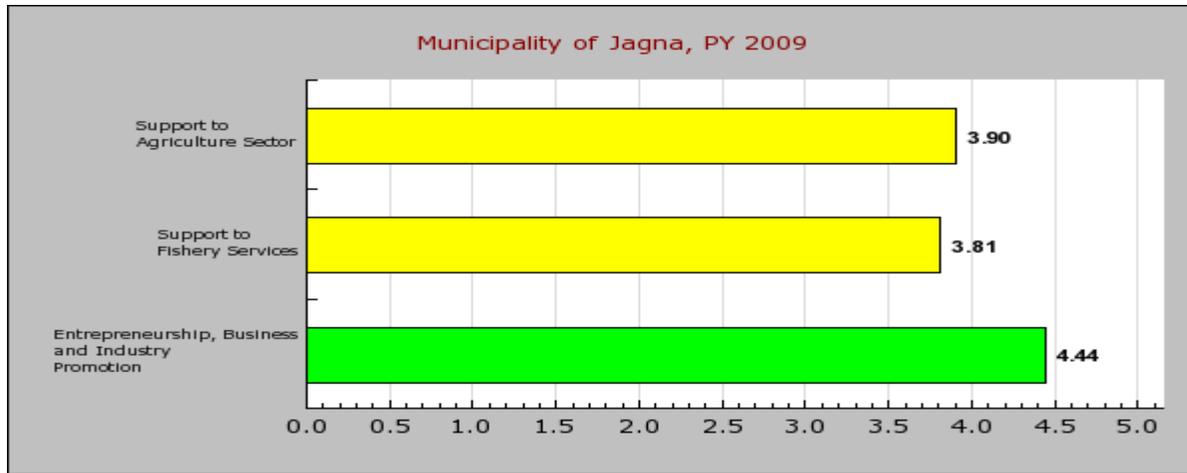


Figure 5

Support to Agriculture Sector

Agriculture is one of the major sources of livelihood of the people. Of the total of 8,353.39 hectares of agricultural land area only 4,183.63 hectares or 49.92% are presently used or devoted to crop production. The remaining 4,169.76 hectares of agricultural land is potential for other agricultural production or usage.

Among the support that the LGU will extend for the agriculture sector are the agricultural support facilities including infrastructure support and local government agricultural extension and on-site research services or facilities.

The LGU accorded high support for rehabilitation of irrigation systems, provision of post harvest equipment, machines or facilities and the rehabilitation or construction of feeder roads or farm-to-market roads. In 2009, initial concreting of farm to market roads was made thru a funding assistance from the Department of agriculture.

For Jagna's agricultural extension and onsite services and facilities, the LGU has low support for credit facilitation services. Whereas high support is given for production support services, research and development services and market development services.

Agricultural Extension Services are provided by the Municipal Agriculture Office (MAO) in the form of technical assistance and services to farmers, livestock and poultry raisers and fisherfolk. Technical assistance to crops includes crop production and protection covering rice, corn, rootcrops, vegetables, banana, coconuts and other high value commercial crops grown in Jagna. Conducting farmers' classes, season long trainings, farmers' meetings, cooking and processing demonstration, business planning workshop, field monitoring and evaluation are among the services offered to farmers. Providing access to rice and corn seeds, vegetable seeds, fruit and forest trees seedlings, coconut and banana planting materials and other farm inputs has also been provided to the farmers. These services benefited at least 79% of the farming households.

While, an innovative assistance to farmers is the Techno Gabay Program, the Farmers Information Technology (FITS) Center and Livestock Dispersal. The former provides easy access

of information to farmers through brochures, books and internet while the latter involves hog dispersal.

In CY 2009, the LGU went on a benchmarking activity in the month of July, 2009 in selected LGUs of Luzon for agricultural purposes especially on organic farming. The learnings were implemented geared towards the adoption of organic farming.

Support to Fishery Services

In support to fishery, the Municipal Agriculture Office (MAO) organized the Fisheries and Aquatic Resource Management Council (FARMC). The FARMC's composition is in accordance with RA 8550. The FARMC is functional since it meets as often as necessary and it was able to assist in the preparation of the Fishery Development Plan, the enactment of a fishery ordinance and the enforcement of fishery laws, rules and regulations on municipal waters.

In CY 2009, LGU support to rehabilitation or construction of fishery related infrastructure was high. While LGU's support to credit facilitation services, research and development services and market development services were low. While, for production support services, LGU's support was high. With the fishery services extended by the LGU, at least 79% of the fishing households were benefited. Alternative and innovative assistance to fisher folks is the Marine Based Livelihood Project which is the seaweeds project being piloted in barangay Pangdan and funded by Bureau of Fisheries and Aquatic Resource (BFAR).

Entrepreneurship, Business and Industry Promotion

As to entrepreneurship, business and industry promotion, the civil application system is computer-aided. Procedure in securing permits is made known to clients through posters and procedure is clear. Processing of building permits requires at most 5 documentary requirements, 5 steps and 5 signatories. While processing of occupancy permit requires at most 3 documentary requirements, 2 steps and 5 signatories. On the otherhand, processing of business permit requires at most 6 documentary requirements, 6 steps and 5 signatories. One stop shop is operational only in the month of January in the renewal of permits. It has Customer Assistance Desk that attends to inquiries or complaints of business-clienteles.

For the processing of building permit and occupancy permit, it would take only less than four (4) hours while business permit processing would only take more than 30 minutes. The Business Permit and Licensing Officer (BPLO) manages the operation of the one stop shop. Every year, enhancement is made through streamlining. Direct support services to business, enterprises and industries include provision of tax incentive, assistance in product packaging especially for small and medium enterprises, training of personnel and support to job fair.

It is remarkable to mention that the LGU is a recipient of the Great Women Project which would create a local enabling environment for women's economic empowerment especially those engaged in micro enterprises.

ON ENVIRONMENTAL GOVERNANCE

Environmental Governance looks into four areas: Forest Ecosystem Management, Freshwater Ecosystem Management, Coastal Marine Ecosystem Management and Urban Ecosystem Management. The LGU's performance in this area is plotted in the graph below.

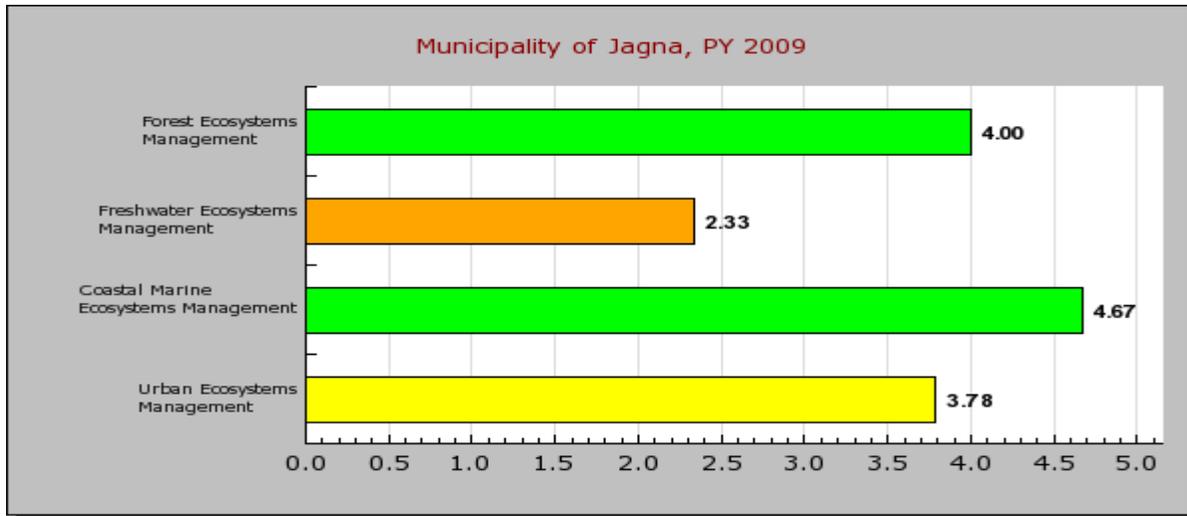


Figure 6

It can be glimpsed in Figure 6 that the LGU's coastal ecosystem management gained a high rating of 4.67, followed by forest ecosystem management with a high rating of 4, next is urban ecosystem management, with a rating of 3.78, while freshwater ecosystem management got a low rating of 2.33.

Forest Ecosystem

In the Comprehensive Development Plan (CDP) of the LGU, Forest Management Program is incorporated, however, in the absence of a Municipal Environment and Natural Resources Officer (MENRO), the municipal government was not able to give specific focus on forest management. Before, competent personnel was hired by the LGU to act as point person in activities for forest ecosystem protection, but considering the LGU Personal Services (PS) limitation, it was not able to provide a permanent item for said personnel, thus, he ceased serving the LGU.

However, the LGU always emphasize the need for people's involvement in the protection and management of forests in fora and other gatherings.

Coastal Marine Ecosystem

Just like for forest ecosystem, the coastal marine resource rehabilitation or protection program is integrated in the CDP with Jagna's 14 coastal barangays having a coastline of 14 kilometers stretching from Barangay Can-uba to barangay Alejawan. The marine ecosystem management efforts are deliberately initiated and carefully planned by the LGU and area targets are set for rehabilitation and protection. It's not only the LGU which exerted efforts for

coastal marine ecosystem but also other people's organizations and non-government organizations such as the Fish Wardens and Bantay Dagat Task Force. A partnership and collaboration among neighboring municipalities of Jagna, Duero and Guindulman is also made for the protection of the coastal areas and this group is termed DUGJAN, a term referring to the three municipalities. The Marine Protected Area (MPA) Plan was also crafted serving as guide in its efforts. Fish wardens and Bantay Dagat Task Force have also been organized for vigilance of the coastal waters and deputized for the enforcement of the Coastal Resource Management (CRM) and Fishery code.

Urban Ecosystem Management

Jagna's efforts on Integrated Solid Waste Management (ISWM) commenced with organization of the Solid Waste Management Board (SWMB) as well as the Technical Working Group (TWG) serving as its implementing arm. In CY 2009, the SWMB was not able to convene so with the TWG. However solid waste management is implemented through the Solid Waste Management Office supervising proper waste segregation and the waste collection in the eight (8) metro Jagna barangays as well as its storage in the Central composting facility in Pagina and disposal in the controlled dump site having an area of 1.5 hectares located in Bunga Ilaya and Canjulao. Daily collection is made in the market area in Barangay Looc of biodegradables and residuals. Waste collection in barangays Pangdan, Tejero, Poblacion and Pagina are scheduled in the morning while Looc, Can-upao, Canjulao and Bunga Mar are scheduled in the afternoon. About an hour prior to actual collection, an announcement is made to alert households to bring their garbage to the nearest collection area. Recyclables in all eight urban barangays are collected every 4th Saturday. Toxic and hazardous waste are collected every 4th Sunday of the month.

The LGU already exerted efforts for the establishment of a 4-hectare sanitary landfill at Barangay Tubod Mar where one (1) hectare has already been acquired for phase I project implementation. The topographic map and design of the facility is already in place.

The LGU's ISWM is guided by the 10-Year Integrated Solid Waste Management Plan and the ISWM ordinance.

While, rural barangays are still into Open Pit and Open Burning which pose pollution and danger to the health condition of the population of these barangays. These practices would show that to a large degree, waste segregation is not performed specially at the rural areas. In the metro Jagna barangays, majority of the municipal waste is generated from the households followed by the commercial establishments, institutions and service facilities and the establishments producing special waste. Eighty (80) percent of the households living in the urban barangays produces 10.7 tons of solid waste daily of which 67% are biodegradable which are disposed through various waste disposal methods such as open burning, throwing wastes into creeks, rivers and canals, disposal through garbage collectors and selling to scrap and junk buyers, which are very unsanitary. The non-segregation of waste and improper waste disposal have resulted to further degrade the environment through flooding, air pollution and river and

sea pollution and pose as health hazard. Liquid wastes also pose a threat to the environment since the LGU has not yet come up with its management.

It is noteworthy to mention however that Jagna is one the municipalities which is a recipient of the technical assistance from ECOGOV, a USAID funded project in cooperation with BEMO and DENR, which aims to enhance transparency, accountability and participatory decision-making in public sector efforts to reduce threats to the sustainable use of resources and to improve the delivery of environmental services specifically on the efficient solid waste management system. Due to its efforts, Jagna was a pilot LGU in Region 7 for social marketing campaign on solid waste management and it has become a learning site not only in the province of Bohol but nationwide.

VALUING FUNDAMENTALS OF GOVERNANCE

This describes how Jagna values and maintains good governance in the context of Transparency, Participation, and Financial Accountability. As seen in Figure 7, in all the three aspects, Jagna has a high performance level.

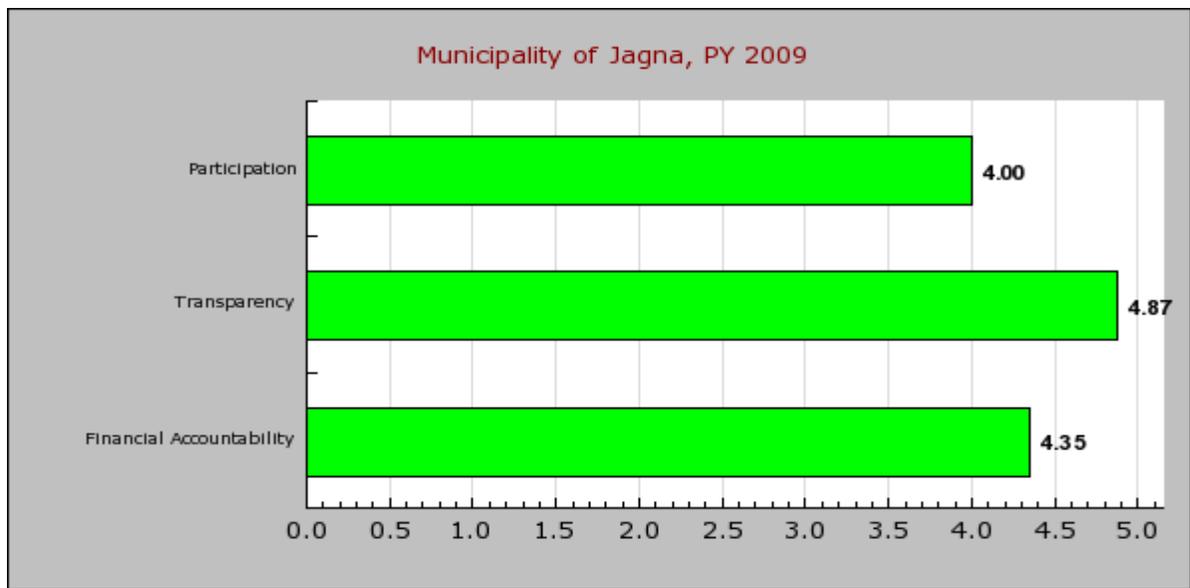


Figure 7

Good governance is one of the points in the current administration's Ten Point Agenda which is manifested by espousing a participatory and consultative governance. This was made possible through the People's Organizations and Non-Governmental Organizations (NGO) participation in local special bodies, all of which have NGO/PO representatives. Aside from them, various sectors are given opportunities to participate in governance which include among others the differently-abled, women, farmers and fisherfolks. POs/NGOs are also tapped to assist in the delivery of basic services. On the otherhand, the LGU has to institutionalize a feedback mechanism to generate citizen's views on the reach and quality of basic services.

To promote transparency, the LGU has a Public Information Office manned by an officer designated by the Mayor. Said personnel caused the publication of LGU programs/projects in the local paper. Aside from this, information to the public on LGU services, plans and programs is communicated through attendance of some functionaries in barangay assemblies and other fora and the posting of information in the LGU bulletin board. The LGU also has a website and a radio station which served as a venue for the communication of information. Public documents such as transaction records and contracts are also made accessible to the public.

As to financial accountability, the municipality has an effective financial management system, as evidenced by the following: availability of relevant management tools, disbursements are made only for approved purposes, accounting records are supported by source documentation and accountable financial officers are known and their responsibilities are clear. Aside from these, sanctions for erring local government personnel regarding financial transactions are clear, information about procedure in transacting financially with the local government is available via various media, monthly financial reports are available, annual financial statements are verified and submitted within 60 days after December 31st and summary of income and expenditures is posted in at least three (3) conspicuous places in the local government unit within 30 days from year end.

With regards to the Bids and Awards Committee (BAC), it is functional as evidenced by the meetings conducted and the enforcement of procurement rules and procedure.

As to liquidation of cash advances, most of the time salaries and wages are liquidated within 5 days after each 15 day or end of the month pay period. While petty operating expenses and field operating expenses are liquidated within 20 days after the end of the year and most of the time official travels are liquidated within 30 days upon return to permanent official station.

The LGU has already received the COA Audit report and actions taken by the LGU on COA audit findings and recommendations is available.

PRIORITY AREAS FOR ACTION

The following are presented as priority areas for action:

Administrative Governance

For Local Legislation, establishment of Legislative Tracking System which can track enforced and unenforced ordinances and piecemeal ordinances to be codified into Disaster Management Code, Health and Sanitation Code and Tourism Codes. Other codes which are due for updating need to be updated/revised.

For Development Planning, sustain efforts to link plan with the budget.

For Revenue Generation, establish a network interlinking offices with revenue generation functions, incentives must also be given for collecting agents not only for taxpayers, Revenue Code needs to be updated and real property tax maps have to be updated.

For Resource Allocation, 1% of the IRA must be allocated for Local Council for the Protection of Children in consonance with RA 9344.

For Customer Service, institutionalize feedback form and suggestion/complaint box. And display or post performance standard for employee guidance and to reinforce employee accountability.

For Human Resource Management and Development, empower Personnel Selection Board by letting them screen application for selection and promotion of employees. Awards for employee motivation have to be conferred i.e for Outstanding Employee/s and Best Organizational Unit. Human resource development activities have to be institutionalized so with personnel policies including sanctions.

Social Governance

For health services, sustain best practices and partnership with PHILOS Health. And sustain good practices implemented.

For support to education, strengthen Local School Board and coordinate with Department of Education for enhancement of Alternative Learning System (ALS) which not only focuses on literacy but also on livelihood activities.

For support to housing and basic utilities, continue maintaining updated database/inventory for housing.

For peace, security and disaster risk management, appropriate for Katarungang Pambarangay. And enhance readiness to manage risks and disasters including relief and other associated services, operationalization of Disaster Operations Center, purchase of necessary equipment/gadgets, maintain operational community early warning system, continue conducting drills.

Economic Governance

For Support to Agriculture Sector, sustain good practices, enhance support to credit facilitation and reach more farming households with services extended.

For Support to fishery services, enhance credit facilitation services, research and development services and market development services and reach more fishing households.

For business and industry promotion, continue to streamline services through the reduction in processing time, signatories and steps.

For Environmental Governance

For forest ecosystem, designate a personnel or employ councils/committees to focus on management and protection of forest ecosystem.

For coastal ecosystem, maintain efforts and prevailing partnership with other LGUs, NGOs and POs for the protection of coastal ecosystem.

For urban ecosystem, strengthen Municipal Solid Waste Management Board and continue the information drive, best practices and tapping of POs/NGOs to inculcate proper segregation of waste and good waste management practices.

Valuing Fundamentals of Good Governance

For participation, institutionalize feedback mechanism to generate citizen's view on the reach and quality of services.

For transparency, maintain the use of existing media for communication of information on LGU plans and programs such as the broadcast media, newspaper and website. Make use of the LGU bulletin board also as performance billboard.

For financial accountability, officials and employees have observe guidelines on financial transaction.

II. FINANCIAL PERFORMANCE

Revenue Generation

Regarding the cost to collect revenues, the Municipal Treasurer revealed that it's 25.45% which means that of the local income, 25.45% is expended for salaries of collection agent, operations, public address, notices and advertisements among others.

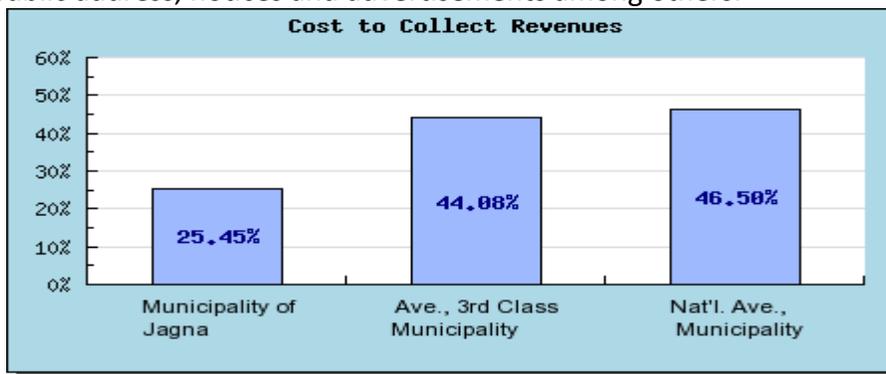


Figure 8

Figure 8 showed that the LGU's cost to collect revenue is lower than the average of LGUs with the same LGU type and income class. And lower than the national average of the same LGU type.

As to real property tax accomplishment rate, records bared a 134% accomplishment rate. This exceeded 100% due to the fact that collectibles in previous years paid in CY 2009 were included in this figure. Figure 9 showed that the RPT accomplishment rate of Jagna is higher than the average among 3rd class municipalities and higher than the national average of municipalities regardless of income class.

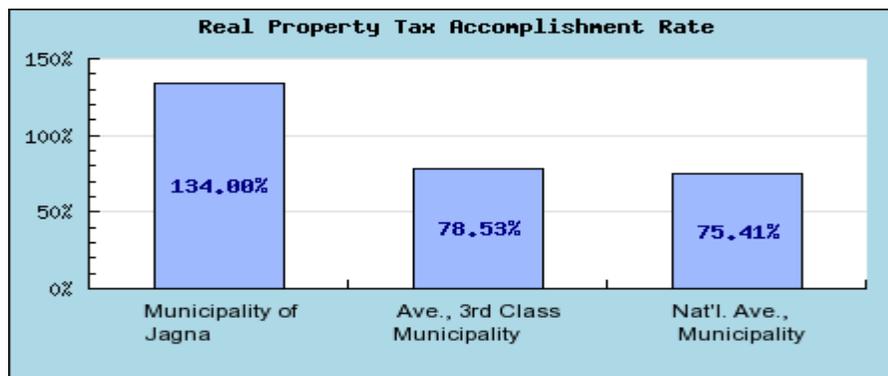


Figure 9

On the otherhand, the LGU's dependency rate of the external revenue sources such as the Internal Revenue Allotment (IRA) and financial aids/loans and borrowings is 77.82% which means that of the total LGU income, 77.82% came from these external sources while 22.18% came from internal or local generated revenues. This is shown in figure 10 below.

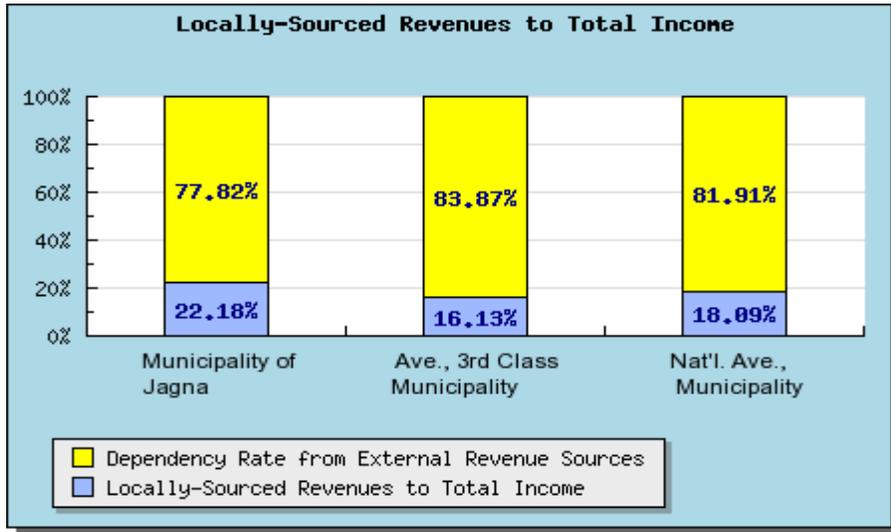


Figure 10

A look at figure 11 revealed that the locally sourced revenue level is P14,030,281.00. This is higher than the average locally sourced revenue among third class municipalities.

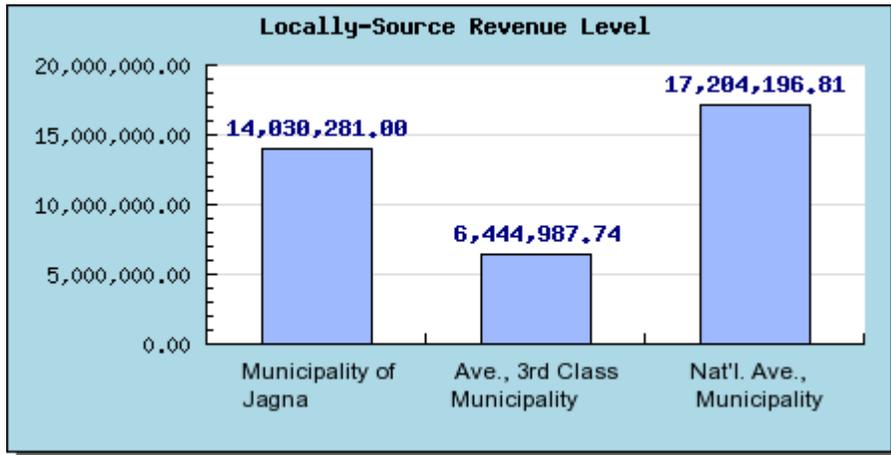


Figure 11

Meanwhile, regular revenue to total income of the municipality of Jagna is 97.58% which means that of the total income of the LGU, regular revenues composed of the IRA and the locally sourced revenue is 97.58%.

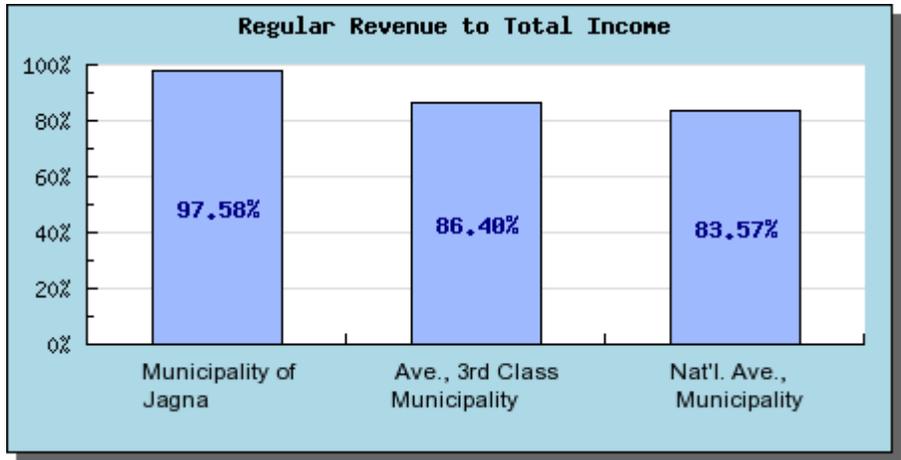


Figure 12

Resource Allocation and Utilization

For resource utilization, personal services exceeded the 45% PS limitation. It reached 49%. The expenditure for PS in Jagna is within the level of the average among third class municipalities and lower than the national average among LGUs with different income class. This can be glimpsed in figure 13.

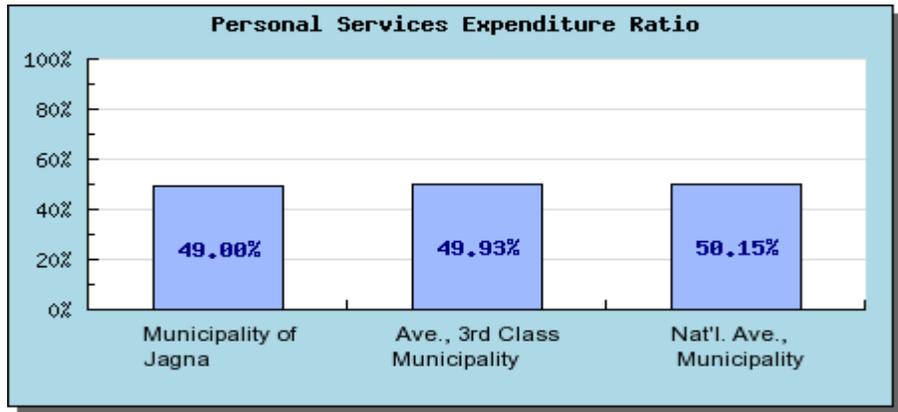


Figure 13

While amount of services extended by the LGU to the constituents on a per capita basis is P1,581.14 as shown in figure 14. This is higher than the average of the third class municipalities and of the national average.

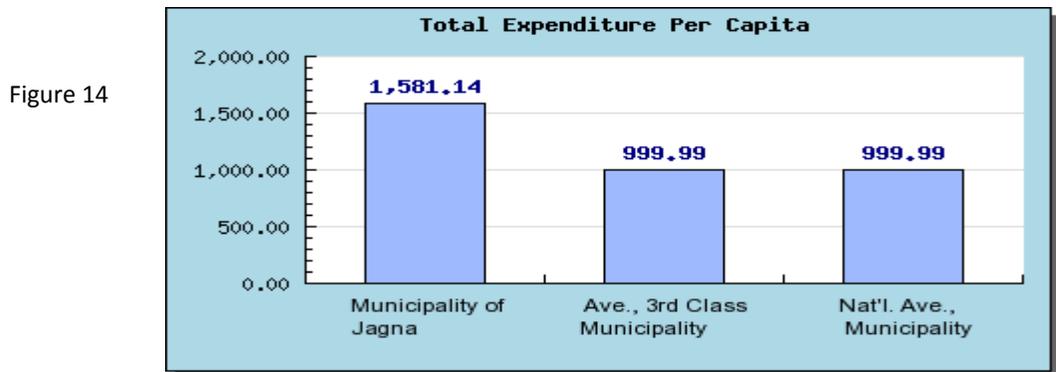


Figure 14

While debt service ratio is 11%. This is in consonance with the provision that debt servicing should not exceed 20% of the regular income. That is the debt servicing limitation set forth under the Local Government Code of 1991.

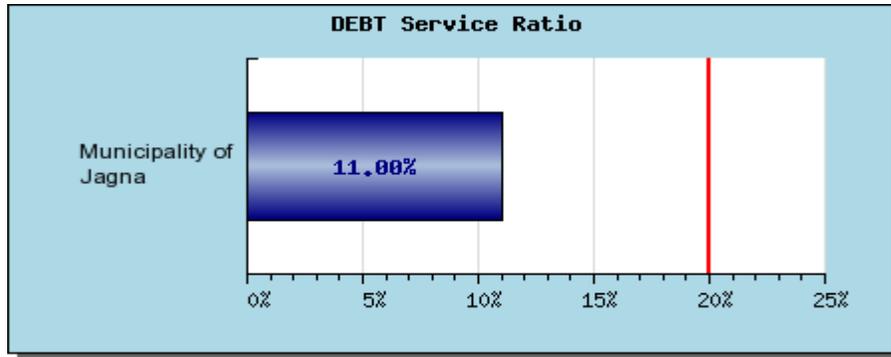


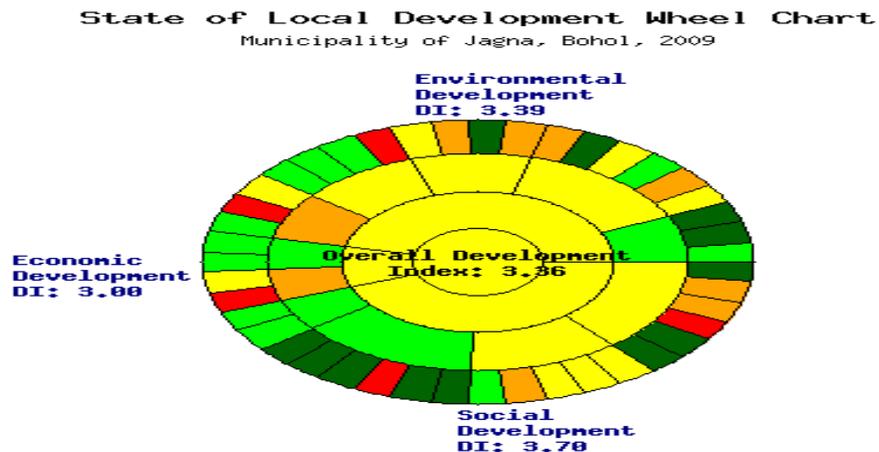
Figure 15

III. STATE OF LOCAL DEVELOPMENT

State of Local Development is an approximation of the state of socio-economic and environmental development in a locality. The result is based on LGU self-assessment or estimates of key development indicators. National target, average and expert inference are used as benchmarks.

The LGU's overall state of local development is fair. All the three areas as shown in the wheel chart are also fair.

Figure 16



Social development is determined using quality of life and minimum basic needs indicators. It is affected by both the state of the economy and environmental quality. A productive economy and a clean environment are conducive to the improvement of social welfare in terms of health and nutrition, education, housing and basic utilities, and peace and security. The overall development condition of the municipality based on the indicators used is fair. The study shows that the municipal government of Jagna marks high development level in

the area of state of housing and basic utilities and state of peace and order while, the areas of health and nutrition and education have fair development level.

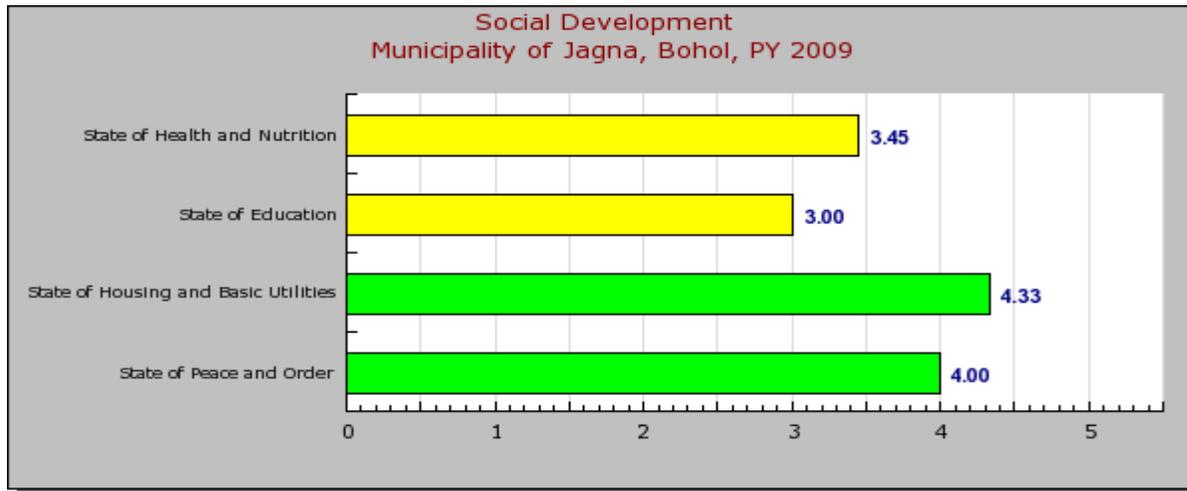


Figure 17

For the state of health and nutrition, percentage (%) of children below normal weights of 10% or below is lower than the benchmark of 25%. MTPDP target for 2010 is 21.6% while national average is 24.6%. For morbidity rate, it is said to be alarming since Malaria, Heart diseases, Diarrhea, Dengue, is between the index of 2 - 2.99 and it is higher than the 2010 Target in the MTPDP and National Objectives for Health. For crude death rate, it is said to be abnormally high since LGU data of 6- 7 per 1,000 population is above the benchmark of 4 - 5 per 1,000 population. The reference is national average - 4.8 per 1,000 population based on 2000 Census. For maternal mortality rate it is said to be unbearable since LGU data is more than 1.5 per 1,000 live births and the benchmark based on MTPDP is 0.7 - 0.9 per 1,000 live births (converted from 100,000 to 1,000 live births). For the infant mortality rate, it is said to be not a problem. Local condition of 0 -5 per 1,000 live births is far better than the national 15-17 per 1,000 live births per MTPDP 2010 Target - 17 per 1,000 live births. 2003 National Ave -9 per 1,000 live births (Source: 2003 National Demographic and Health Survey) For Children mortality rate (under 5 yrs. old) it is said to be far better than the national situation. LGU Data of 10 or below per 1,000 live births is lower than the benchmark: 30 - 33 per 1,000 live births with MTPDP 2010 Target - 32.24 per 1,000 live births and 2003 National Ave. - 40 per 1,000 live births as references.

For the State of Education, Elementary Participation Rate of Jagna of 92 - 94% is quite high. The 2010 target is achieved. The reference is the MTPDP 2010 Target which is 93%. For Elementary Completion Rate, which is 78 - 88% it met the National 2010 target of the MTPDP which is 78%. For Secondary Completion Rate which is 71 - 84%, it satisfactorily met the National 2010 Target which is 71.5% based on the MTPDP. While benchmark is 71 - 84%. For Tertiary or Technical Education Completion Rate which is 50 - 75% it met the benchmark of 50-75%. For simple Literacy Rate rate, it is high. LGU Data of 95 - 97 % is higher than the benchmark of 92 - 94% while national average is 92.8 based on 2000 Census.

For the State of Housing and Basic Utilities, extent of house & lot ownership is very high. LGU Data of 10 % or below is higher than the benchmark: 25 - 34% and higher than the National Ave. - 33.5% (Source: NSO, 2002 Poverty Indicator Survey, Preliminary Result). For percentage (%) of squatters or informal dwellers, size of the informal dweller-population is negligible. LGU Data of 5 % or below is lower than 21%. For % of households with makeshift houses, it is extremely high. LGU Data of more than 2% is higher than the 2000 National Ave. - 2.04% (Source: PIDS) For % of households with access to piped-in water (level III) supply for LGUs outside Metro Manila and non-HUCs, data revealed that majority of the HHs have easy access to water supply (piped-in). This situation is far better than most of the LGUs outside Metro Manila and HUCs. LGU Data of above 70 % is greater than 35% for LGUs outside Metro Manila and non-HUCs with 2001 National Ave. for both urban and rural areas - 34.3% as reference. (Source: National Objective for Health, DOH) For % of households with sanitary toilet facility for LGUs outside Metro Manila and non-HUCs, the LGU situation is far better than the target for rural areas or the benchmark for LGUs outside of Metro Manila and HUCs. Water pollution due to domestic wastes and its effect to public health is not an issue. LGU Data of 97 - 100 % is above the benchmark of 86% for LGUs outside Metro Manila and non-HUCs Reference: 2010 Target - 86% for rural areas (Source: National Objective for Health, DOH). For % of households with electricity for LGUs outside Metro Manila and non-HUCs, LGU situation is far better than the 2002 national average for rural areas or the benchmark for LGUs outside of Metro Manila and HUCs. LGU Data of 91 -100 % is higher than 78% for LGUs outside Metro Manila and non-HUCs. (Reference: 2002 National Ave. - 79% for rural areas, Source: NSO, Poverty Indicator Survey)

For the State of Peace and Order, Incidence of index crime such as murder, homicide, physical injury, rape, robbery and theft is low. LGU Data of 1-4 per 10,000 population is lower than the benchmark of 5 - 6 per 10,000 population (Reference: 2005 National Ave. - 5.26 per 10,000 population, Source: NSCB, adjusted from 100,000 to 10,000 population). For Incidence of non-index crime, such as crimes against national security, fundamental laws of the state, public order, public morals, violations of special laws, illegal gambling, illegal possession of firearms, carjacking, illegal drugs, kidnapping, serious illegal detention, and smuggling it is low. LGU Data of 1 -2 per 10,000 population is lower than the benchmark of 3 - 4 per 10,000 population (Reference: 2005 National Ave. - 3.84 per 10,000 population, Source: NSCB - Adjusted from 100,000 to 10,000 population).

For Economic Development, the LGU earned a fair development index of 3.00. Figure 16 shows that state of employment has a low rating of 2 while state of income has a high rating of 4. Economic development is determined by indicators of employment and income. Economic activities have the capacity to greatly affect the quality of the environment. Well-managed economic growth does not pollute the environment and does not destructively exploit and irreversibly damage natural resources.

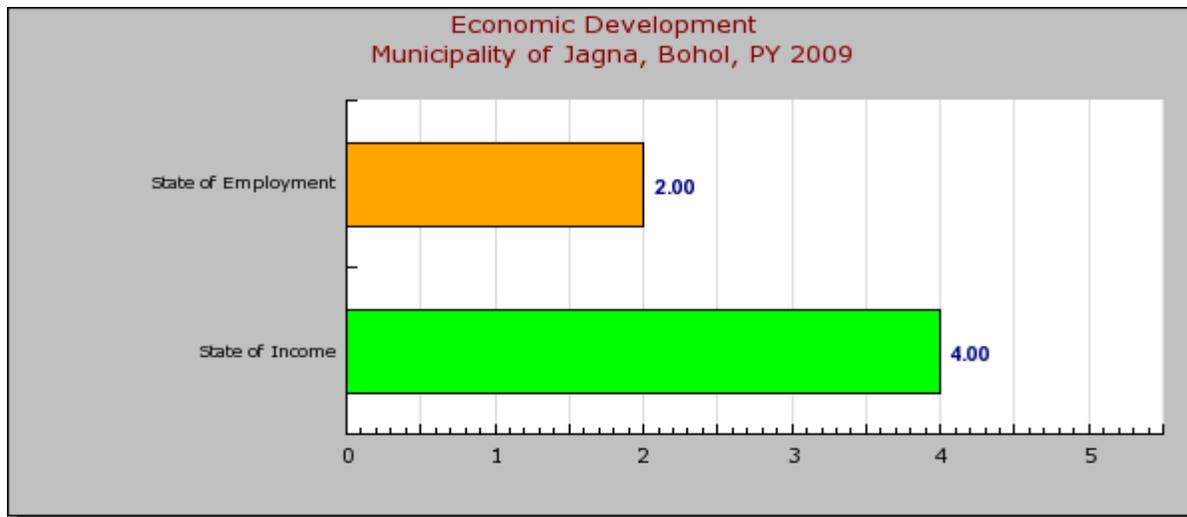


Figure 18

For the State of Employment, unemployment rate is said to be alarming. LGU Data of above 10% is higher than 7%. (Reference: National Ave. - 6.3%, Source: October 2007 Survey, NSO). As to underemployment rate, it is evident but within a tolerable level. LGU Data of 16 - 20 % is within the benchmark of 20%. Reference: National Ave. - 18.1% (Source: October 2007 Survey, NSO).

For the State of Income, Income Per Capita is a little higher than the calculated national average. LGU Data of 36,000 - 50,000 per year is higher than the benchmark of PHP 35,000 per year. (Reference: Calculated National Ave. - PHP34,600 (Source: 2006 data, NSO) Poverty Incidence for LGUs outside Metro Manila and non-HUCs. For Poverty incidence it is relatively low. LGU Data of 10 - 25 % is lower than the benchmark of 26 - 35 %. (Reference: National Ave. - 26.9% (2006 Poverty Statistics, NSCB)

For Environmental Development, the LGU's development index is a 3.39 (Fair). State of urban ecosystem is low with a rating of 2.67; while state of agricultural system, state of forest ecosystem and state of coastal marine ecosystem are fair with a rating of 3.42, 3.0 and 3.17, respectively. It's only the state of freshwater ecosystem that garnered a high development index of 4.67.

Environmental development is determined using environmental quality indicators such as the land, air and water quality and natural resources indicators describing agricultural, forest and aquatic resources productivity. The result depends on the type of ecosystem in the LGU.

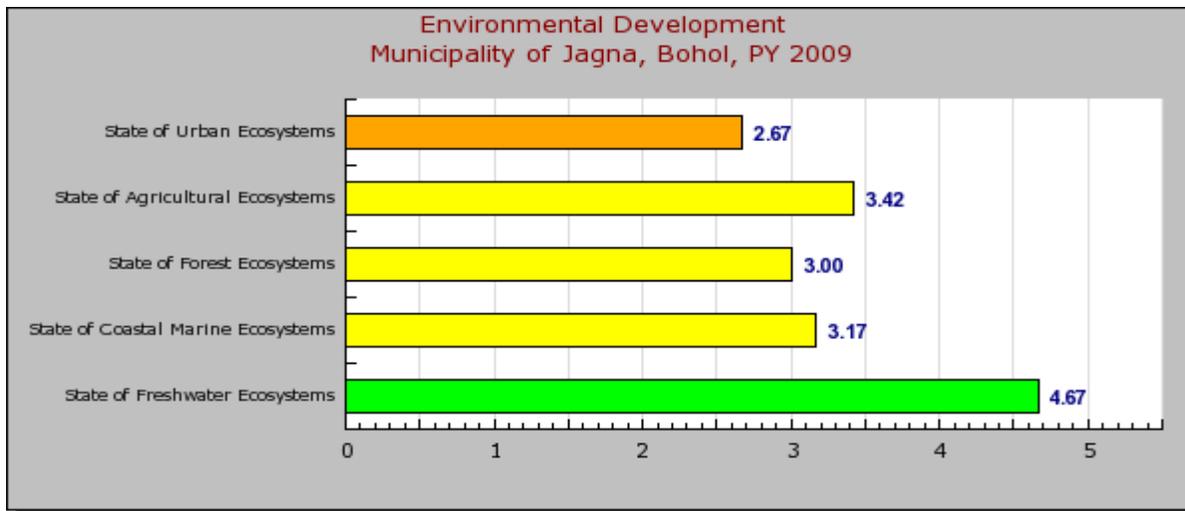


Figure 19

For the State of Urban Ecosystems, % of tree cover in urban areas is sufficient. Better air quality is expected. LGU Data of above 20 % is within the benchmark of 20% (Reference: Local Development Watch Manual) For the Absence of smog, odor and noise in urban areas (cities and town centers) the LGU has few cases of occurrence of smog, bad odor and loud and uncomfortable noise level. Benchmark is absence of smog, odor and noise in cities or town centers (Reference: Local Development Watch Manual (as indicated by an environment specialist). As to presence of solid waste heaps on roadsides and vacant lots and in urban lands (cities and town centers), sanitation is an issue. LGU Data: Presence of solid waste heaps are observed in some spots and sites along roadsides and vacant lots. Benchmark: This situation should not occur. (Reference: Local Development Watch Manual)

For the State of Agricultural Ecosystem % of irrigated land to total irrigable lands, LGU Data of 51 -80 % is higher than the benchmark of 40-50%. Condition: Much effort on agricultural land development and high possibility to increase agricultural land productivity. Reference: National Ave. - 46% (Source: Status of Irrigation Development, NIA, December, 2006). As to % of prime lands converted to non-agricultural uses for HUCs and ICCs, prime agricultural land is sustained. LGU Data of 15% or below is within the benchmark of 15%. (Reference: Section 20, LGC of 1991 % of prime lands converted to non-agricultural uses for CCs and 1st - 3rd class municipalities). As to sustainability of prime agricultural land, the LGU has sustained it. LGU Data of 10 % or below is within the benchmark of 10%. (Reference: Section 20, LGC of 1991) As to Crop yield, Crop production indicates very low agricultural land productivity. Benchmark: An index of 3, meaning the average yield for top 3 crops reached the national average for crop production. (Reference: Crop Statistics of the Philippines, Bureau of Agricultural Statistics, Department of Agriculture, August 2007).

For the State of Forest Ecosystems, forest cover current condition reveals that Forest is fairly preserved. LGU Data of 50 -75 % is higher than the benchmark of 50%. (Reference: Local Development Watch) As to presence of illegal occupants in forest land, forest resources and wildlife habitat may be at risk. LGU Data: Presence of other dwellers in addition to community

forest workers and traditional or indigenous people. Benchmark: No illegal occupants in forest land. (Reference: Local Development Watch) As to incidence of illegal logging, current condition is: no threat on forest ecosystem due to absence of illegal logging activities. LGU Data: No incidence of illegal logging, Benchmark: No incidence of illegal logging. (Reference: Local Development Watch). As to incidence of quarrying and mining, incidence of large-scale quarrying and mining in forest is quite high. Forest resources and habitat is at risk. LGU Data: 1 to 2 cases of large-scale quarrying and mining and benchmark: large-scale quarrying and mining in forest should not be tolerated. (Reference: Local Development Watch)

For State of Coastal Marine Ecosystems, % of mangroves remaining, Mangroves loss is high. Marine productivity is at risk. LGU Data: Mangrove cover is below 50% of the original mangrove area. Benchmark: Should not be lower than 50% and Reference: Local Development Watch. As to Coastal Fish Catch, LGU Data on Coastal fish catch is increasing and benchmark: Should be stable or increasing. (Reference: Local Development Watch). As to Incidence of Illegal Fishing, LGU Data: 1 -2 cases and benchmark: Should be minimal (1 or 2 cases) (Reference: Local Development Watch)

On extent of marine squatter households on coastline. Condition is low probability of marine pollution load due to the minimal number of squatter HHs which could contribute to domestic wastes. LGU Data: 2 - 5 houses per km stretch within 50 meters of shore and Benchmark: Should not be more than 20. (Reference: Local Development Watch). As to presence of polluting industries in coastal areas, Condition: Presence of polluting industries in coastal areas. Marine life is in danger. LGU Data: 1 or more industries have no pollution control facilities. Benchmark: All industries should have pollution control facilities (Reference: Local Development Watch)

As to presence of waste heaps on coastline, condition: Pollution on the coastline is observed. LGU Data: Presence of solid waste heaps in some spots or sites. Benchmark: Should have no solid waste heaps on coastline. (Reference: Local Development Watch)

As to State of Freshwater Ecosystems, Fish catch in river or lake, condition: High freshwater productivity. LGU Data: Fish catch in river or lake is increasing while benchmark: Should be stable or increasing (Reference: Local Development Watch). As to freshwater quality, LGU Data is: water is clear, without water lilies and/or floating wastes while benchmark: Water should be clear, without water lilies and/or floating wastes. (Reference: Local Development Watch). As to extent of riverside or lakeside squatters, probability of pollution load in freshwater areas is low due to the minimal number of squatter HHs which could contribute domestic wastes. LGU Data: 2- 5 houses per km stretch on riverside or lakeside Benchmark: Should not be more than 20 (Reference: Local Development Watch)

Priority Areas for Action

Though the LGU through the Health Office as well as the municipal officials exerted much efforts in the delivery of health services in partnership with NGOs/POs, there are factors beyond the control of the LGU which leads to higher morbidity rate, crude death rate and

maternal mortality rate, a little bit high than the benchmark and mostly from the MTPDP 2010 targets. In housing and basic utilities, prevalence of households with makeshift houses of more than 2% is higher since the benchmark should be negative or this condition should not exist. For state of unemployment of above 10%, it is higher than the benchmark of 7%. For state of urban ecosystem, very frequent occurrence of smog, bad odor and loud and uncomfortable noise level is already a negative occurrence considering an ideal state where this would not exist. As to crop yield, only one of the top three cops, has higher yield compared to national average.

While, presence of other dwellers in forest land though negligible may endanger wildlife habitat. On the otherhand, though incidence of large scale quarrying is only minimal, the benchmark on absence of illegal logging made it an alarming situation. While, % of mangrove remaining which is below 50% of the original mangrove area is also quite alarming.

Also considered as an alarming situation is the presence of some solid waste heaps in some spots or sites which according to benchmark should have none. While 1 or more industries having no pollution control facilities is considered to endanger marine life.

Though some standards or benchmark would be impossible to attain since it is an ideal state or some benchmark used are quite high, the LGU still has to think of ways in order to improve existing situation or if possible achieve the desired or ideal situation.