Social Accountability Practice in the Philippines
A Scoping Study

Affiliated Network for Social Accountability
in East Asia and the Pacific

...connecting citizens to improve governance

ANSA EAST ASIA PACIFIC

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ACRONYMS AND ABBREVIATIONS USED

AER	**Action for Economic Reforms**
ANSA-EAP	**Affiliated Network for Social Accountability in East Asia and the Pacific**
ATIN	**Access to Information Network**
CAC	**Coalition Against Corruption**
CBCP	**Catholic Bishops Conference of the Philippines**
CCAGG	**Concerned Citizens of Abra for Good Government**
CMFR	**Center for Media Freedom and Responsibility**
CNGG-Negros	**Citizens Network for Good Governance Negros**
Code-NGO	**Coalition of Development NGOs in the Philippines**
CSO	**Civil society organization**
DepEd	**Department of Education**
FDC	**Freedom from Debt Coalition**
G-Watch	**Government Watch**
GPRA	**Government Procurement Review Act**
InciteGov	**International Center for Innovation, Transformation, and Excellence in Government**
IPD	**Institute for Popular Democracy**
IPER	**Institute for Political and Electoral Reform**
IRA Watch	**Internal Revenue Allotment Watch**
LGU	**Local government unit**
MBC	**Makati Business Club**
MOA	**Memorandum of Agreement**
NASSA	**National Secretariat for Social Action-Justice and Peace**
NGO	**Non-government organization**
PAJDGG	**Provincial Advocates for Justice Development and Good Government**
PCIJ	**Philippine Center for Investigative Journalism**
PDAF Watch	**Priority Development Assistance Fund Watch**
SAc	**Social accountability**
TAN	**Transparency and Accountability Network**
WAND	**Women's Action Network for Development**

1. INTRODUCTION

Recent years have witnessed a growing apprehension about the quality of governance and accountability of public officials for their decisions and actions. Public investments have failed to achieve significant poverty reduction. Lack of transparency, absence of rule of law and corruption continue to beleaguer developing countries, revealing the inability of existing accountability mechanisms to resolve these problems (Paul: 2005). In a survey conducted in 2005 for the World Economic Forum to measure citizen trust in government, respondents identified four deficiencies: responsiveness, accountability, transparency and effectiveness (Ramkumar and Krafchik 2008).

In the Philippines, democracy is handicapped by the continuing dominance of a political aristocracy whose source of wealth is derived from their control of the state apparatus and an economic oligarchy whose economic base may be independent of the state apparatus but whose access to the state is nonetheless its principal way of accumulating wealth. The result is a situation that has been caricatured over and over again in political commentaries about our condition: a small network of families and clans monopolize power and economic wealth, while the great mass of people live in poverty and misery.

A very thin layer of middle class in the pyramidal structure exists but most have gambled the little possession they have and reluctantly left their families to seek their fortune as overseas workers in unfamiliar cultures abroad. Over the years, this condition has fostered a culture of political patronage, which breeds and thrives on the insecurity and helplessness of the poor. The deeper the poverty, the greater the dependency, the more secure the hold over power. One of the persistent problems beleaguering the Philippines is this culture of corruption and patronage that permeates its

political and governance institutions. The result is a weak state engaged in rent seeking activities that cause corruption and mismanagement of the Philippine political economy.

Amidst this context, several non-government organizations (NGOs) in the country have initiated various actions to assert their right to participatory governance and to make government account for its policy choices and decisions. Initially, perhaps their interventions have not been called social accountability interventions until the World Bank developed the label. This is not surprising since the Philippines is known to have one of the most vibrant, dynamic and capable civil society in the world – providing policy inputs, delivering social services, pursuing socioeconomic development and generating accountability.

As the sector substantially responsible for the transition from authoritarian rule, civil society believes that it still need to play a critical role in deepening democracy in the country amidst persistent problems of weak political institutions, unabated corruption and increasing poverty. The invaluable role of civic engagement in development is similarly argued by Reuben as he asserts that the "existence of a healthy and active civil society does not preclude the existence of a robust state, and vice versa" (Reuben: 2003).

This study builds on a number of scoping studies on social accountability mechanisms in the Philippines and in the region that have already been conducted[1]. A more in-depth analysis will be undertaken to define from actually practice the following: (1) social accountability framework that contains a set of principles and indicators of performance; (2) environmental factors that enable civil society to play the role of informing and engaging citizens in exacting accountability from government; (3) approaches, tools and techniques used to ensure significant outcomes from SA interventions; (4) significant outcomes of SAc mechanisms in governance, sustainable development and citizen empowerment; and (5) challenges facing civil society and strategies to address these challenges.

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1 World Bank Institute, 2007, "Empowering the Marginalized: Case Studies of Social Accountability Initiatives in Asia". Arroyo, Dennis and Sirker, Karren, "Stocktaking of Social Accountability Initiatives in Asia and the Pacific", World Bank Institute.

2. METHODOLOGY FOR STOCKTAKING

The main elements of the methodology used in the stocktaking are the following:

Survey of Literature: Review of studies on social accountability to understand the content and substance of the discourse as well as the issues being deliberated by theorists, practitioners and advocates. The literature reviewed covered social accountability practices in the Philippines as well as in other parts of the world.

Scoping: Inventory of social accountability initiatives undertaken by civil society organizations based on review of literature, extensive Internet searches and previous scoping studies undertaken. Social accountability or SAc interventions were selected based on proposed definition and framework of social accountability.

Template: Adaptation of the World Bank's template used in initial scoping studies conducted by Arroyo and Sirker (2004), Sirker and Cosic (2007) and the more recent preliminary scoping by Songco (2008). Questions to understand how the space for engagement is created are added to the template. Information was initially gathered through the Internet and literature reviews. Identified civil society organizations (CSOs) were requested to complete the template.

Deepening and Clarification of Facts: Face-to-face interviews, email and telephone contacts were conducted to clarify and amplify the information gathered through the completed templates

Data Analysis: Data gathered from the accomplished templates were reviewed and analyzed. Patterns and trends were identified across the different SAc interventions.

Other SAc interventions that were implemented in the past were also considered. On the whole there were 40 social accountability interventions identified. Templates for 34 SAc interventions were completed.

3. CONCEPTUAL FRAMEWORK ACCOUNTABILITY AND SOCIAL ACCOUNTABILITY

The virtues of social accountability have been extolled in various good governance literature. Most recently, it has been a favorite buzzword. If social accountability is to be more than a fad, conceptual and analytical clarity is necessary. This section aims to help in clarifying the concept and help in laying down the fundamentals to ensure that social accountability adds enduring value to anti-poverty work and sustainable development outcomes.

A.Conceptualizing Accountability: Power Relationship Between State and Citizen

Accountability is about how to control the exercise of power. How to restrain power, prevent abuses and keep it in line with established rules – this is the question that preoccupied political thinkers since the time of ancient philosophers (Newell and Bellour: 2002). Today, the notion of accountability continues to reflect the same concern: how to apply checks, oversight and institutional constraints on the exercise of power.

Accountability implies both an obligation of public officials and a right of people or citizens. It means "being held to account" (compliance) as well as "giving an account" (transparency) of one's performance while "taking account of" (responsiveness) the needs and aspirations of constituents. It also implies both answerability and enforceability. The very function of accountability is to ensure that those who wield power on behalf of others are answerable for their conduct. Officials have the obligation to inform citizens and explain to them what they are doing (Schroeder 2002). They are morally and legally bound to account for their conduct or adherence to rules and the performance of their responsibilities and mandates to the citizens, who, in turn, have the right to demand accountability from political and bureaucratic officials. (Singh 2004)

This obligation of public officials to report their actions to their citizens can be traced back to the Roman period where public examination of accounts was done. These were verified through

reference to witnesses and vouchers called *auditus* or "hearings" were conducted. The *auditus*, however, was presented orally because many of the parties were illiterate[1].

Accountability involves the construction of a "grammar of conduct and performance and the standards" used to assess performance of public sector actors, which then defines expectations and order social relationships (Paul 2005). There are two universal expectations. First, they are expected to obey the law and not abuse their powers. Second, they should serve the public interest in an efficient, effective and fair manner. To enforce this code of conduct and standards of performance, there must also be the capacity to sanction. Capacity on the part of the accounting agencies to impose sanctions on power holders who have violated their public duties as well as reward those who have complied with the code of conduct and standards of performance. This is to provide incentives so that public officials become strongly motivated to perform at their maximum capacity and not to break the rules. For example, this may take the form of voting out of office a scoundrel or meting out a penalty or issuing an indictment.

The principle of accountability lies at the heart of a democratically governed society. How it is articulated and implemented determines the manner in which the

social contract between state and society is enforced. In a democracy, the state performs many essential functions for the welfare and development of its citizens and provides essential services many of which are "public goods". It collects taxes from the people to discharge its functions and is accountable to society for proper use of the resources entrusted to it.

Precisely because citizens have delegated certain responsibilities to individuals in public office to carry out specific tasks in their behalf, citizens have the right to hold those in power answerable for their decisions and that those in power have the obligation to listen and respond to the views of the citizens, and that a system of sanctions should be in place to enforce these rights and obligations. It is this understanding of accountability in which rulers explain and justify actions to the ruled, which traditionally distinguished a democratic society from a tyrannical one (Sollis and Winder 2002).

Traditional mechanisms to enforce accountability can be both horizontal and vertical. Horizontal accountability is the most direct form of accountability. It refers to the formal power of state institutions to monitor one another. Horizontal accountability systems include the following: (1) political mechanisms (constitutional constraints to power, separation of powers, legislative oversight and investigative bodies); (2) fiscal mechanisms (formal systems of auditing and financial accounting); (3) administrative mechanisms (hierarchical reporting, norms of public sector probity, public oversight); and (5) legal mechanisms

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[1] The root of the meaning of accountability is the Latin verb **audire**, which means, *"to hear"*. Sollis, Peter and Winder, Natalia. "Building Local Accountability in Central America: Lessons Learned and Future Challenges in the Social Sector". 2002

(corruption control agencies, judiciary and ombudsman.

The vitality of the horizontal accountability hinges on strong and capable institutions that are able to check and monitor one another while protecting their independence, rising above patronage or partisanship. The separation of powers, the recognition of fundamental rights and the system of check and balances are all aimed at curbing the arbitrariness of power. (Diamond and Morlino 2005) For mechanisms of legal accountability to function effectively, the legal system must be capable of enforcing the law and to make the rulers obey the law. (March and Olsen 1995)

Vertical accountability, on the other hand, is the obligation of electoral political leaders to answer for their political decisions demanded by citizens and civil society groups[2]. The ballot is the classic formal mechanism of vertical accountability that allows citizens to hold the government to account for their rule. Political competition and informed participation are crucial conditions for strong vertical accountability. For citizens to effectively use the ballot to hold public

officials and political parties accountable through elections, they must be engaged and knowledgeable about the issues and performance of those in power and turn out to vote in large numbers (Diamond and Morlino 2005).

To be effective, good governance accountability discourse emphasizes that horizontal accountability should be reinforced by strong vertical accountability, in which citizens, mass media and civil society organizations have the right to scrutinize public officials and government practice. But it is also important that public officials are not simply open to criticism but must proactively work with society to improve honesty and performance of government. They need to engage in dialogue, explain and justify their plans of action, behavior and results of these actions and are consequently sanctioned. Hence, accountability by itself is a process. (Ackerman 2005).

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2 Vertical accountability is also referred to as political accountability.

> **Box 1: Factors for Strong Accountability Mechanisms**
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> The following factors help in building capable political accountability mechanisms:
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> • **Established rights for civil society groups** to function competently and independently, such as freedom of association, right to information and a rule of law to protect them from intimidation and retribution;
>
> • **Political competition, fair distribution of power and informed participation** to enable voters to hold their public officials and ruling parties accountable through elections;
>
> • **Legal system with the capability to enforce the law and to make the rulers obey the law.**

B. Social Accountability: Claiming People's Right to Development

There is widespread perception that traditional forms of accountability – vertical mechanisms such as elections and horizontal mechanisms such as institutional checks and balances fail to ensure an effective watch on the use of public authority (Joshi: 2008). This perception is created by evidence of corruption and poor-decision-making by public authorities in most governments. In response to this "crisis in accountability" civil society organizations began to engage in different forms of collective action demanding accountability from government.

Social accountability does not replace traditional institutions of accountability. Primarily because, SAc includes a **broad range of actions and mechanisms that rely on civic engagement to hold the state to account for its decisions, polices, programs and actions** (Malena: 2004), it instead complements and strengthens horizontal and vertical accountability mechanisms.

At the core of social accountability are the principles of citizen's rights, inclusion, empowerment and social justice. It involves informed action based on rigorous analysis of data where citizens use their rights responsibly to put an end to abuse and misuse of public power. Since social accountability is anchored on rights, it does not merely focus on asserting interests and concerns of the poor. More importantly, it includes developing people's abilities to influence and negotiate directly with official decision-makers (Fischer).

In their most promising forms, 'social accountability' innovations offer disadvantaged people opportunities to operationalize rights and to shift the terrain of governance from technical solutions to social justice issues[1]. In other words, accountability systems are expected to, not just satisfy concerns with procedural integrity, but also respond to norms of social justice. In the context of development, this means holding state and non-state actors accountable for their contribution to poor people's opportunities to reach substantive levels of human development and to realize substantive freedoms.

Social accountability can be done after the fact or ex post accountability where citizens mobilize and sanction public officials for specific transgressions that already occurred. It could also be continuous accountability, i.e. citizens groups participate in institutions designed for continuous citizen involvement in policy formation and implementation to minimize the opportunities for the misuse of public resources.

Accountability has traditionally been based upon an assessment of whether procedures have been followed diligently, not whether a socially desirable outcome has been produced. However, Brinkerhoff asserts that social accountability is not simply concerned with procedures but rather it is concerned with three governance issues. First issue is how to prevent or control the misuse and abuse of public resources and/or authority. The second is ensuring the citizens that resources are used and authority is exercised according to appropriate and legal procedures, professional standards and societal values. The third is improving service delivery and management through feedback and learning (Brinkerhoff: 2004).

Social accountability practice show that citizens' efforts to hold officials responsible for their actions have moved beyond the periodic elections and have also begun to engage in a number of activities aimed at exacting fiscal, administrative and political or democratic accountability from government. These actions are concerned with making sure that (1) public resources are used according to the rules – responsibly and efficiently; (2) government agencies perform according to agreed-upon performance standards and targets (3) government officials (both elective and appointive) are true to their oath of office; (4) public institutions are governed by the rule of law in carrying

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1 Former Philippine Senator Jose Diokno's definition of social justice reflects the connection between governance and development: "Social justice, for us Filipinos, means a coherent intelligible system of law, made known to us and enacted by a legitimate government freely chosen by us and enforces fairly and equitably by a courageous, honest, impartial and competent police force, legal profession and judiciary, that:
(1) Respects our rights and our freedoms both as individuals and as a people
(2) Seeks to repair the injustices that society inflicted on the poor by eliminating poverty as rapidly as our resources and our ingenuity permit.
(3) Develops a self directed and self- sustaining economy that distributes its benefits to meet, at first, the basic material needs of all, then to provide an improving standard of living for all, but particularly for the lower income groups, with enough time and space to allow them to take part in and enjoy our culture
(4) Changes our institutions and structures, our ways of doing things and relating to each other, so that whatever inequalities remain are not caused by those institutions or structures, unless inequality is needed temporarily to favor the least favored and its cost is borne by the more favored; and
(5) Adopts means and processes that are capable of attaining those objectives.

out their functions. Social accountability strategies simultaneously focus on citizen participation, enforcement of the rules and improving performance. The standard is no longer mere adherence to procedure but the achievement of outcomes assessed in terms of improving the lives of the poor and vulnerable groups.

Box 2. Definition of Social Accountability

Social accountability is a set of principles with a range of tools and activities – that includes the perspectives of those who are traditionally and structurally disadvantaged and with rigorous analysis of information and evidence seeks to hold public sector actors responsible for the performance of their functions (Clark: 2007). SAc initiatives and practices are based on **principles of citizen's rights, inclusion, empowerment and social justice.**

4. SOCIAL ACCOUNTABILITY PRACTICE IN THE PHILIPPINES

The emergence of SAc in the country was brought about by political and constitutional reforms that created spaces for CSO involvement and participation in deliberation processes and service delivery. However, sustaining these reforms to further deepen democracy and improve the lives of the poor remains to be a gargantuan challenge.

A. Accountability Deficit Despite People Power Constitution and Legislation

Institutions, whether formal of informal, are the means through which authority is exercised in the management of resources of the state. The most significant contributions of the 1987 Constitution to democratization are the provisions for direct participation such as people's initiatives to recall officials and propose laws and charter amendments, recall officials, question the sufficiency of the factual basis of the declaration of martial law or the suspension of the writ of habeas corpus,

or form party-list groups to run for Congress in the case of sectoral groups (Pangalanan: 2002) (Sison: 2002)

The enactment of the Local Government Code in 1991 devolved powers from the central government to the local government units[1] The Code aimed to bring government closer to the people with LGUs bearing the responsibility for providing services to meet the development needs of the people. Shift from the center to the local also provided opportunities to practice participatory governance as enshrined in the 1987 Constitution[2].
"Public office is a public trust and public officials and employees must at all

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1 The Local Government Code declared that it is the policy of the state "to ensure the accountability of local government units through the institution of effective mechanisms of recall, initiative and referendum". The Code also provided for the following (1) mobilization of people's participation in local development efforts; and the (2) preparation of barangay development plans based on local requirements.

2 The Local Government Code also provided for membership of CSO representatives in Local Special Bodies and a process of consultation through barangay assemblies.

times be accountable to the people, serve them with utmost responsibility, integrity, loyalty and efficiency, act with patriotism and justice and lead modes lives". This Article XI of the 1987 Constitution sets the standard as to how public sector actors should behave. The Constitution not only provided in detail the obligations and the available mechanisms that provide checks to the exercise of authority also provided in detail an impeachment procedure and the creation of an independent Ombudsman[3] and a special anti-graft court called *Sandiganbayan* as the mechanisms to sanction erring officials.

The accountability deficit in the Philippines, therefore, refers not so much to the absence of laws and regulations and formal institutions that provides for accountability in governance but the lack of enforcement and actual application of accountability. While there is no dearth of laws and institutions, they have been reduced to mere formalities. Clientelism and bureaucratic capture continue to characterize governance institutions in the country. They are not driven by public interest but are in fact captured by economic and political interests.

Bureaucratic capture and corruption resulted not only in monetary costs by also weakened trust relationships between government and citizens that constitute

the basis of all social interaction. Getting information from government is difficult. Government does not easily release data despite Section 5 of Republic Act 6713: Code of Conduct and Ethical Standards" which states that " all public documents must be made accessible to and readily made available for inspection by the public within reasonable working hours". [4]

There is also no viable Freedom of Information Act in the country. Without a freedom of information act, citizens and civil society organizations are have difficulty getting access to important documents and records to monitor and scrutinize public affairs. This limits the opportunities for public oversight and renders the policy decisions and public actions vulnerable to the discretion of those who are in positions of authority. When politicians and public officials are not required to disclose information regarding their actions and transactions, the administration of public funds is susceptible to the prerogatives of individuals in power rather than dictated by public interest, for their actions and decisions need not be justified to an affected public [5]. (Grimes: 2008)

According to the Access for Information Network (ATIN), governments resists full transparency because of the following reasons[6]: (a) providing access is seen not as a part of the regular duties of

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3 The Office of the Ombudsman is believed to be the most potent institution created by the 1987Constitution. It is seen as the answer to the clamors of the people for greater public accountability. The mandate of the Ombudsman is to act promptly on complaints field in any form or manner against public officials or employees of the government, or any subdivision, agency, or instrumentality, including government-owned or controlled corporations (Hilbay: 2002) (Gutierrez:2002).

4 Advances in technology have been enabling agencies to increase transparency in their dealings and make data available. However, data available online is outdated and is not useful for closer and deeper scrutiny.
5 Examples would be the following: grave allegations of corruption, such as the NBN-ZTE deal, where the right not to divulge information to the public was rationalized under the so-called principle of executive privilege.

6 Position Paper of ATIN

government, but as a favor subject to the custodian's discretion and convenience; and (b) vested interest in the non-disclosure of information – information is controversial and may open agency to questions and criticisms or information is related to some anomaly or irregularity in the official transaction of an office.

Diamond and Morlino asserts that political competition and the distribution of power must be fair and robust enough to allow for genuine alternatives at the various levels of government and to produce some electoral alternatives over time, so that incumbents face a credible threat of electoral punishment (Diamond & Morlino: 2005). Robust political competition does not only affect the responsiveness of political leaders but also strengthens the capability of citizens and organizations for social accountability work. The existence of sympathetic and supportive of public officials, whether they are in institutions of public oversight or in political office, affects the feasibility of civic action to hold public officials accountable.

But strong and healthy political competition in the country does not exist in the Philippines. Rocamora and Hutchcroft in analyzing political institutions in the country lament that "political parties and the electoral process in the country remain dominated by personalities rather than programs; legislative institutions continue to be the domain of many of the same old political clans and trapos; and the legislative process is still driven by the politics of pork and patronage" (Rocamora & Hutchcroft: 2003).

Adequate freedom and pluralism in media likewise strengthens the ability of media to take up a cause and assist in mobilizing a broader segment of the population for social accountability causes. Media should be protected from intimidation and retribution. There should be freedom of speech, information and assembly.[7]

Philippine media have been subjected to legal harassment in the form of libel suits and continuing murders of journalists. According to the Center for Media Freedom and Responsibility (CMFR) in its report entitled "The State of Press Freedom Report 2007", 71 journalists were killed in the line of duty since democracy was restored in the country in 1986 and of these, 54 were killed under the administration of President Gloria Macapagal-Arroyo. CMFR also noted in its report that 90 percent of those killed had exposed corruption in government (Inquirer.net: 2008). Freedom House classified the country since 2005 until the present as "partly free" noting many freedom indicators for the Philippines have declined since 2005 with press freedom being undermined by killings of journalists and a poor record of prosecuting those responsible (Freedom House Report 2008).

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7 The Philippines ranked in the bottom 20 (142nd place out of 168 countries surveyed) of the 5th Annual World-wide Press Freedom Index released by international press freedom watchdog – Reporters without Borders (RSF).

Table 1. Freedom House Scores, Philippines[8]

Scores	2005	2006
Accountability and Public Voice	4.46	4.16
Civil Liberties	3.92	3.85
Rule of Law	3.30	3.29
Anticorruption and Transparency	3.50	3.38

To this date, the persistent problem that plagues the country is how to build institutions for democratic and accountable governance. As most reform advocates realize – good governance does not simply happen. Definitely, it requires a particular kind of politics and leadership (Leftwich: 1993).

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[8] Scores are based on a scale of 0 to 7, with 0 representing weakest and 7 representing strongest performance.

B. Pervasive Corruption

Another reality that continues to impair government's consistency, effectiveness and efficiency is the presence of rent-seeking agents in government. Corruption minimizes the gains of democratization, stunts productivity, makes prompt response difficult, strains and obstructs state-society interaction (Magadia:2003). CSOs responded to this problem through various methods and approaches – from confrontation to constructive engagements with government (Arugay: 2005) .

According to a World Bank study released in June 2008, corruption in the Philippines is perceived to be the worst among East Asia's leasing economies. The ranking of the Philippines on corruption control has worsened over the past 11 years, from 45.1 percent in 1996 to 22.0 percent in 2007 (World Bank: 2007). Transparency International gave the country a score of 2.5, on a scale of 10, with 10 as the cleanest. The Philippines ranked 117th among 159 countries; indicating that the country has a "severe" corruption problem (PCIJ: 2005). In September 2006, a World Bank Report on World Wide Governance Indicators showed a sharp decline in the Philippines ranking in the control of corruption, from 50.5 percent in 1998 to 37.4 percent in 2005 (World Bank: 2007). The Philippines was perceived as the most corrupt in the 2008 survey of the Hong Kong-based Political and Economic Risk Consultancy, using a grading system with 10 as the worst possible score, the Philippines got 9.4, worsening from its grade of 7.8 in 2006.

C. Mapping Social Accountability Practice: Main Findings

Despite this indication, social accountability initiatives in the country continue to emerge and take on the difficulty tasks of scrutinizing government performance as well as addressing the weak public accountability prevailing in the country. Intermediary CSOs have also played critical roles in supporting poor people's capabilities, assisting to access and understand information and use the information to demand from government responsive and efficient delivery of services.

The proliferation of social accountability projects is related to the increasing interest of the international donors' community in good governance plus the mounting desire of ordinary citizens to hold public sector actors accountable.

Social accountability work of CSOs in the Philippines is a response to the need to deepen democratic politics and good governance, specifically to monitor and assess performance of government as well as to curb corruption that seems to be endemic to and embedded in the culture of government. While there are a number of organizations seeking to exercise social accountability are anti corruption organizations, there are also organizations seeking to secure entitlements for their own community or for marginalized communities.

Most of the SAc practices were initiated by the CSOs themselves as a response to the weak accountability institutions of the state. They are supported by multilateral and bilateral funding agencies. There are 34 practices included in the scoping exercise[9]. Through their SAc initiatives, CSOs are gaining access to arenas of public account and procurement processes, as well as performance monitoring of public sector actors. Citizens are beginning to assert their citizenship by demanding answers directly from power-holders – auditing local spending, observing public bidding and demanding to know the whereabouts of funds that are missing. These are relatively new arenas for most CSOs.

D. Forces Driving Current Social Accountability Practice

While there may be different initiatives, there are common aspirations and objectives that unify the different initiatives. These are the following; (1) put an end to pervasive corruption and arrest further weakening of institutions by pushing for institutional transparency and responsible leadership from public sector actors; (2) exercise of the people's right to influence the public choices that shape their lives; (3) show that democracy works by pushing anti-poverty agenda and better service delivery through community driven development strategies; and (4) actualize participatory citizenship through inclusion and empowerment in social accountability work.

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9 Information on two of the 34 practices included in the scoping study was based on write-ups and published reports. These are the Lifestyle check of PCIJ and the Report Card Survey by the Development Academy of the Philippines.

> ## Box 3. Driving Forces for Social Accountability Practice
>
> 1. Put an end to pervasive corruption
> 2. Exercise of the people's right to influence the public choices that shape
>   their lives
> 3. Demonstrate that democracy works for the poor
> 4. Actualize participatory citizenship through inclusion and empowerment

Matrix 1 summarizes trends in the Philippines based on five fundamental questions that should be asked to understand accountability relationships. (A more detailed matrix is presented in Annex A.) [10]

Matrix 1. Five Fundamental Questions for Social Accountability

Questions	Trends in the Philippines
1. Who is seeking accountability?	Civil society organizations (coalitions and networks) mobilizing ordinary citizens to directly engaged power –holders to answer for their decisions and actions as state actors
2. From whom?	Bureaucrats and elected officials of national government agencies and local government units; Members of Congress

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10 Social accountability experience of other countries shows that as various methods and tools are used to hold state actors accountable for their actions, there are also more ordinary people seeking to engage directly in efforts to make power holders answer for their actions, rather than relying upon intermediaries. There is also an emergence of a wider range of accountability jurisdictions intended to expose poor governance or abuses of power – from local governments to national to international public domains. (Goetz) Philippine experience, likewise, is not far behind. Goetz in her article "Reinventing Accountability: Making Democracy Work for the Poor" enumerates five fundamental questions that should be asked to understand accountability relationship: (1) Who is seeking accountability? (2) From whom? (3) Where? (4) How? (5) For what?

Questions	Trends in the Philippines
3. Where?	There are more avenues for social accountability: - Local and sub-national government - National government
4. How?	Diverse set of Approaches and Tools: (1) Policy Advocacy (2) Self-awareness workshops (3) Information dissemination (4) Participatory budgeting (5) Budget Analysis (6) Expenditure Tracking (7) Monitoring of Government Procurement Process (8) Monitoring of Government Infrastructure Projects (9) Report Cards (10) Opinion Polls
5. For what?	Strengthen transparency, responsiveness and accessibility of government

5. VARIOUS APPROACHES

Classifying SAc initiatives that would capture the full range of experiences as well as distinctly differentiate one initiative from the other was difficult. This stocktaking study classified initiatives according to objectives, using the three categories of Brinkerhoff: political or democratic accountability, financial accountability and accountability performance (Brinkerhoff: 2004). Matrix 2 summarizes this typology of SAc practices.

A. Political and Democratic Accountability

Essentially political/ democratic accountability involves actions that creates and strengthens the societal institutions to actualize social accountability and in the process increase the citizens' trust in government and enhanced its legitimacy. It includes defining and enforcing the standards and code of conduct and ethics for assessing government performance. In the Philippines, this includes campaigning for a Freedom of Information Act,[1] lobbying for electoral reforms,[2] catalyze the creation of a "graft intolerant culture"[3] or ensuring that appointees of the President of the Philippines are persons of integrity and competence. [4]

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1 The campaign for a Freedom of Information Act was started by ATIN in 2002. Through a series of consensus-seeking meetings the network produced a draft bill aimed at compelling disclosure from government through a uniform, simple and speedy procedure (ATIN position paper).

2 IPER.

3 Ehem!

4 Bantay Korte Suprema is one of the activities of Appointments Watch. The objective was to ensure that President Arroyo appoints only those deserving to the upcoming seven vacancies of the Supreme Court. Involving people with integrity and competence, such as xx-magistrates, firmer and incumbent legislators and lawyers' associations, low deans and businessmen Bantay Korte Suprema led the public in monitoring the screening process of the Judicial Bar Council that is authorized by law to short-list and nominate candidates for the position. The final decision, however, still rests on the President.

Matrix 2. Types of Accountability Based on Objectives and Outcome

Type	Objectives	Tools/ Techniques	Outcome
Political/ Democratic Accountability	Ensure that government delivers on electoral promises, fulfills the public trust, responds to ongoing and emerging societal needs and concerns Effective political accountability enhances the legitimacy of government in the eyes of citizens	Transparency and openness of government records and transactions Policy advocacy and lobbying Public discussions	Increased levels of citizen's trust in government Clear agreed upon standards of probity, ethics, integrity and professional responsibility Enhanced legitimacy of government
Financial Accountability	Tracking and reporting on allocation, disbursement, and utilization of financial resources, including procurement and contracting	Tools of auditing, budgeting and accounting	Proper financial management Reduced opportunities for graft and corruption
Performance Accountability	Demonstrating and accounting for performance based on agreed-upon performance targets Focus is on the services, outputs and results of public agencies and programs	Performance measurement and evaluation	Policies/projects/ programs responsive to the needs of the poor Achievement of service delivery targets Service delivery improvement Public sector management reform

Brinkerhoff, Derick. "Accountability and Health Systems: Toward Conceptual Clarity and Policy Relevance". 2004

B. Financial Accountability

According to Brinkerhoff, financial accountability is concerned with how government "allocates, disburses and utilizes financial resources" (Brinkerhoff: 2004). SAc practices under this category can be further differentiated into the following sub-categories (1) informed budget advocacy; (2) public expenditure tracking; and (3) participatory budgeting.

Informed budget advocacy. Budgets are the basic instrument of governments to mobilize, allocate and monitor scarce resources. Thoughtful and methodical scrutiny of the public budget enables citizens and civil society groups to raise important governance and policy issues and advocate reforms on public expenditure priorities, distribution of benefits to different groups of people and revenue raising schemes.

Informed budget advocacy focus on the impact of the budget on transparency, accountability and responsiveness to development needs of the country, especially the poor. It involves solid fiscal research; production and dissemination of timely, accessible and useful information to a wide range of stakeholders and mobilization of people to influence public budget processes and outcomes.

Public expenditure tracking. The primary objectives of this practice are to identify leakages and to improve efficiency in the delivery of public goods and services. This involves scrutinizing how specific government agencies actually spend the money appropriated to them.

Participatory budgeting. Participatory budgeting relates to the involvement and consultation of citizens in the budgeting cycle. Citizens participate in the different phases of budget formulation, decision-making and monitoring of budget execution. Practitioners hope to increase government responsiveness to the needs of the poor and at the same time increase transparency to allow citizens and officials to understand and commit themselves to difficult trade-offs inherent in budgeting processes.

SAc practices such as Priority Development Assistance Fund (PDAF) Watch and Internal Revenue Allotment (IRA) Watch introduce the social justice element in the accountability discourse. These practices recognize the imperative of addressing the pressing needs of the poor as well as actualizing their right to hold government officials accountable. After all, the poor are the group most affected by corruption. (Sallis Peter)

C. Accountability for Performance

The principal focus of SAc practices under this category is the delivery of public goods and services and how public sector actors fulfill their roles and responsibilities. Main strategy in these types of SAc is monitoring by citizens through the use of report cards, citizen feedback through opinion polls and participatory audits. The principal motivation is to ensure relevance, responsiveness and sustainability of local development programs and services.

D. SAc Practices in the Philippines

1) Typology based on objective

Chart. 1 Social Accountability Practices, According to Type

Typology of Social Accountability Practices

|	Political	Financial	Performance	Total
Local	0%	15%	24%	38%
National	21%	32%	9%	62%
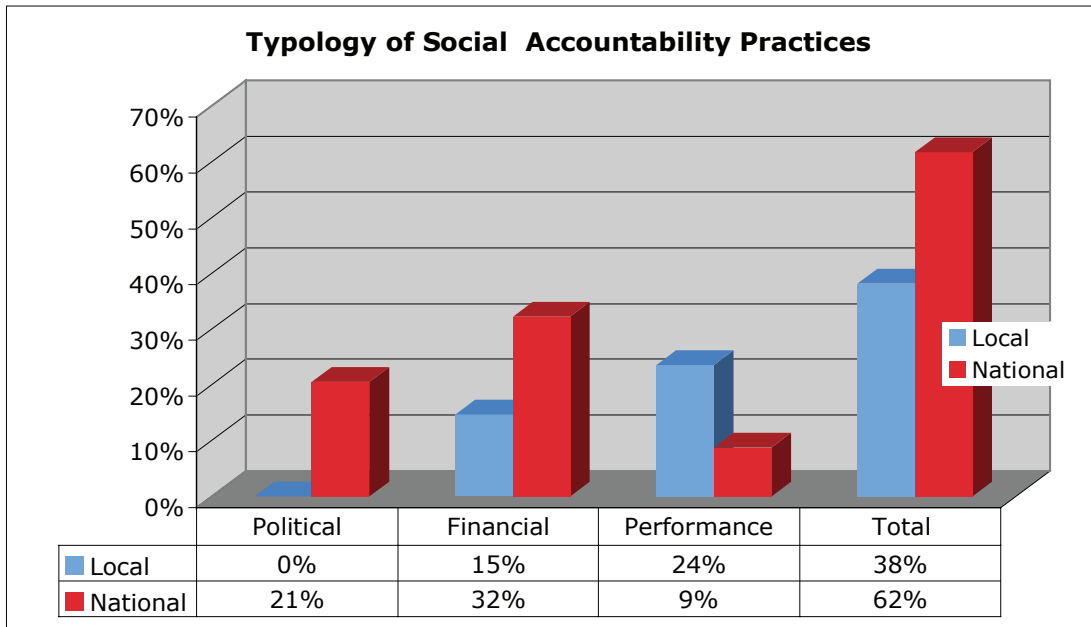
Chart 1 shows that 47% of the SAc practices scoped in this study are focused on financial accountability. Thirty-three percent of scoped practices centered on accountability for performance with 24% of the initiatives implemented at the local government unit (LGU) level while 21% were aimed at enabling and strengthening political/democratic accountability.

Sixty-two percent of the SAc practices studied were being done at the national level with 32% of these practices focused on financial accountability; 21% centered on political/democratic accountability and 9% on performance.

Thirty-eight percent of the scoped practices were being implemented at the local level with 24% of these practices concerned with holding local governments to account for their performance and 15% focused on financial accountability.

Table 2. Clustering of SAc Practices by Objectives: Political/Democratic; Financial; Performance

Type by Objective	SA Practice	Implementing Organization
Political/ Democratic	Freedom of Information Bill Campaign	ATIN
	Lifestyle Check	PCIJ
	Citizen's Participation in Lifestyle Check	TAN
	Electoral Reform	Consortium for Electoral Reform
	Pera'T Pulitika (Monitoring of Campaign Funds)	Tam. Libertas, ATIN
	Ehem! (Anti-Corruption)	Society of Jesus, Philippine Province
	Appointment Watch	TAN
	Co-financing and Co-Production of Basic Services	IPD
Financial	DA Budget Analysis	Code-NGO
	Education Watch	AER
	Philippine National Budget Monitoring Project	InciteGov, The Budget Network
	PDAF-Watch	Code-NGO
	ODA Watch	MODE
	Debt and Public Finance Campaign	FDC
	Local Gender Budgeting	WAND
	IRA Watch	CBCP-NASSA
	CSO Participation in Monitoring Public Procurement	Procurement Watch
	Alternative Budget Initiative	Social Watch Philippines
	Textbook Count and Textbook Walk	G- Watch - Ateneo School of Government

Type by Objective	SA Practice	Implementing Organization
	Building Bridges Towards Good Governance with LGUs and Other Agencies	CNGG-Negros
	Participatory Local Governance	La Salle Institute of Governance
	Counter Corruption in Procurement and Delivery of Services	CAC – MBC
	Capacity-building for BAC Observers	MSAC and EBJF
Performance	Participatory Planning and Budgeting	Naga People's Council and City government
	Report Card Survey	Development Academy of the Philippines
	Monitoring Infrastructure Projects for Good Governance	CCAGG
	Localized Anti-Poverty Program 2	CODE-NGO
	Road Watch	TAN
	SWS Surveys	Social Weather Station
	Transparent and Accountable Governance	Iloilo-CODE
	Participatory Monitoring of Barangay Infrastructure Projects and Procurement of Medicines in the Province of Isabela	PAJDGG

Social accountability work, both at the local and national levels, is undertaken predominantly by coalitions rather than individual organizations. Although there's a wide spread of social accountability practices, there is a narrow spectrum of groups and organizations involved in such practices. There is an overlap of membership in the various networks and coalitions involved.

Table 3. SAc Practices According to Geographical Scope and Types of Implementing Organizations

Type of Practice	Local		National		Total
	Coalition	Single Org	Coalition	Single Org	
Political			15%	6%	21%
Financial	6%	9%	32%		47%
Performance	15%	9%	3%	6%	32%
Total	21%	18%	50%	12%	100%

Majority of the SAc practices reviewed were being implemented independent of government and are primarily driven by the desire to curb corruption and promote transparency and accountability in government within the framework of participatory governance. It is interesting to note that at the local level, the SAc practices reviewed by the study were implemented in partnership with local government.

Chart 2. SAc Practices, According to Type of Engagement
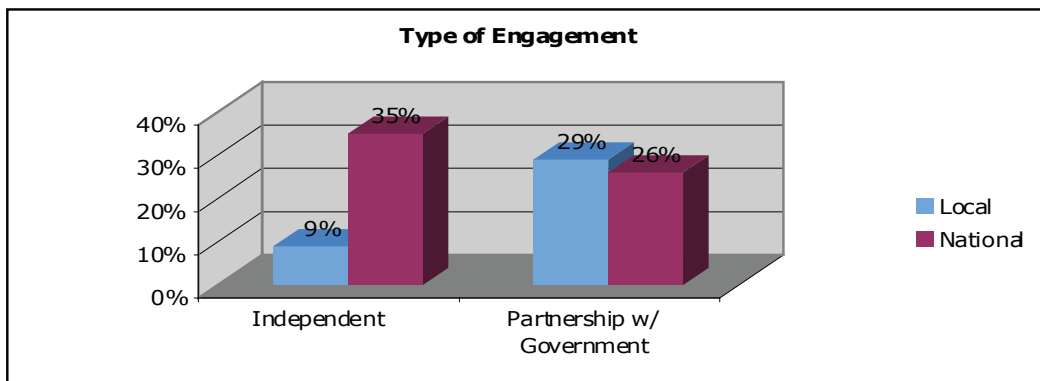
Partnership with government were covered with MOAs that defined roles and responsibilities of the different parties involved in the partnership. Working with government is largely driven by the need to have access to reliable and relevant data. Again, without a Freedom to Information Act, such access is difficult. However, CSOs also expressed that even with MOAs, access to relevant data remain a challenge.

Table 4. SAc Practices, According to Type of Engagement with Government

Type of Practice	Local		National		Total
	Independent	Partnership w/ Gov't.	Independent	Partnership w/ Gov't.	
Political			15%	6%	21%
Financial	6%	9%	18%	15%	47%
Performance	3%	21%	3%	6%	32%
Total	9%	29%	35%	26%	100%

E. Tools and Approaches [5]

Social accountability work challenged CSOs to venture in unfamiliar terrain, such as budget processes, government accounting, public procurement, and public sector oversight. The practices reviewed in this study showed a variety of tools and approaches.

Policy advocacy. The principal focus of policy advocacy in social accountability is to strengthen the accountability mechanisms of government as well as create the enabling environment in holding public leaders accountable. Among the SAc practices reviewed in this study – campaigns were launched to enact important legislations, such as freedom of information act, electoral reforms and effective enforcement of anti-corruption laws.

At the local level, policy advocacy takes on a different form through the "co-

financing and co-production approach of the Institute for Popular Democracy (IPD) where communities identify projects or services that they need and raise funds, which they leverage with the LGU for additional funding.

Ehem! Self-Awareness Workshops (Corruption Sensitivity Seminars). Unlike other anti-corruption campaigns and programs, which are exclusively oriented towards exposing wrongdoings in government, the Ehem! approach aims to sensitize people to their own involvement in dishonest and corrupt practices. It is premised on the behavioral principle that sustained action in combating corruption emanates from self-aware individuals. The focus is value transformation. It is introspective and aimed at individual and personal change. Corruption sensitivity workshops are conducted to facilitate individual's self-examination of their role in perpetuating corruption in Philippine society and likewise assist participants in crafting their own individual action plans.

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[5] Complete descriptions of practices are in Attachment A and B.

Budget Advocacy and Analysis. Fifty-six percent of the financial accountability-SAC practices center on budget advocacy and analysis. Recognizing that the budget is the most important public policy produce by government every year, there are increasing initiatives aimed at making public sector budgets – both local and national – transparent, accountable and responsive. The practices using this approach utilized a number of methods: formulation of alternative budgets; fiscal research for sectoral and national budget analysis, website- maintenance and networking with media to provide timely and reliable information on the budget.

Guarding Procurement as Observers. The enactment of the Government Procurement Reform Act provided CSOs to engage government as observers in the public procurement process. A number of CSOs got initiated in social accountability primarily through their involvement in improving the transparency, efficiency and accountability of government procurement processes. When the policy reforms were put into place through the enactment of Government Procurement Review Act (GPRA), CSOs also re-tooled themselves to make sure that the law is properly implemented. Procurement Watch, G-Watch, Transparency and Accountability Network, Coalition Against Corruption and MSAC are partnering with government agencies – playing the role of independent observers aimed at curtailing corruption that is perceived to prevail in most bidding activities of government.

Field monitoring of government projects and service delivery. A number of CSOs were focused on scrutinizing government projects and service delivery as citizen watchdogs through field monitoring of government projects and service delivery. Infrastructure for transport, such as roads and bridges; public education, such as textbook delivery and construction of school buildings; and delivery of health services, such as procurement of medicines are the areas covered by the SAc practices reviewed in this study. One of the more outstanding CSOs in this field is Concerned Citizens of Abra for Good Government (CCAGG), a pioneer in the area of monitoring public projects. Using community organizing to mobilize the people and on-sight monitoring to collect facts and public meetings to analyze findings they have been inspired the spirit of volunteerism for social accountability.

Social Covenants. This is a performance evaluation and public disclosure/feed backing mechanism through active citizens' query in the form of public meetings and for a. The process begins during the electoral campaign period. Political candidates are asked to sign "covenants for clean and honest elections with the winners committing to hold themselves accountable to the people through performance evaluation undertaken by constituents. Basis for such evaluation would be the promises made by the winning candidates during the election campaign as reflected in the "platforms" or agendas. Iloilo – Code created this innovation and has been implementing it to monitor the city government of Iloilo.

Objective	Public Sector Function	SAc Practice	Methods and Tools
Political/ Democratic Accountability	Policies and Plans that builds or strengthens the enabling environment for democratic practice and accountable institutions	Political and Electoral Reforms Campaign for a Graft- Sensitive Culture Participatory Policy Making and Planning	Policy advocacy Self-awareness workshops Engaging and empowering communities for service improvement
Financial Accountability	Revenue, Appropriations, Allocations, Expenditures	Informed budget advocacy Tracking Public Expenditure Participatory Budgeting	Budget Advocacy and Budget Analysis Training workshops
Accountability for Performance	Delivery of Goods and Services	Public Monitoring and Oversight	Monitoring by Public Watchdogs Citizens' Charter Social Covenants Report Cards Opinion Polls

Matrix 3. Summary of Social Accountability Practice in the Philippines Report Card Survey [6]. The objective of the survey is to establish what the local residents think about the quality of selected services provided for by the local government units. These services are garbage collection, traffic management, public (neighborhood) safety; public market management, and permit issuance/licensing.

The findings as well as the experiences in implementing the RCS demonstrated the tool's ability to empower citizens to provide feedback on public services even

6 Report Card Survey on Specific Services of Nine Cities in the National Capital Region
Development Academy of the Philippines. Manila Philippines, February 2002.

**Box 4. Example of Innovative Social Accountability Practice
Covenant for Social Accountability: Beyond Lip Service
The Philippine Experience**

Concrete practices of social contracts or covenant-types of agreement between the citizen-electorates, politicians and bureaucrats, pro-actively promoted a performance-based, platform-oriented politics and good citizenship. Specifically, in the late 1990's with the graft and corruption issues in its unabated notoriety, innovations for Transparent Accountable Governance took the form of Social Contracts were introduced by Iloilo-CODE. The key model is the Kwentahan Hindi Kwentuhan that literally means Accountability not Lip Service, a performance evaluation and public disclosure/feed backing mechanism thru Citizens' Query.

Politicians have the penchant for talking and making empty promises in order to win over people's votes. Adopting the principle that elected officials have social contract with electorates, Philippine CSOs have introduced innovative modes of citizens engagement with politicians to provide greater opportunities to be heard and at the same minimizing the vulnerability of the electorates from being hoodwinked by money politics and empty promises. The key is the participation of a critical mass... as the politician's fear is always the greater numbers.

Starting with the election campaign, candidates' forums were organized by multi-sectoral stakeholders (churches, peasant/laborer organizations, media, professionals and academe) for platform watch. During the process, political candidates sign a "Covenant" for clean, honest election with the winners holding themselves accountable for performance evaluation.

The CSOs gather the platforms of each candidate, and an assigned body documents these. The electorates would use these later as solid evidences in exacting social accountability. The politicians have learned the lessons: "Keep your promises... or bust."

Source: Mr. Emmanuel C. Areño; Executive Director, Iloilo CODE NGOs.

those who do not belong to organized groups. However, effort to RCS was not sustained.

Opinion Polls/Surveys. Scientific surveys of the general public and of various stakeholder-groups to monitor the quality of governance are useful approaches in evaluation performance of government. Among the SAc practices reviewed is the regular survey conducted by SWS on corruption as part of the Transparent and Accountable Governance project funded by The Asia Foundation. The survey focuses on perception of the business sector as to prevalence of corruption as well as the effectiveness of government efforts to curb corruption.

Networking with Media. An important tool of social accountability practioners is media. It is through media that information generated and analysis undertaken by social accountability groups reaches the general public. In fact, in a number of innovations, media people are involved either as observers or initiators of social accountability practices.

Use of Internet. The use of the Internet is seen as another means of reaching a wider public and making information readily available and easily accessible. Use of the Internet would be in the form of website maintenance and networking in the Internet – where documents can be uploaded and downloaded.

6. SIGNIFICANT OUTCOMES

The ultimate **test of success** of SAc is whether they result in f**undamental reforms/changes in how government does things** – promoting the principles of citizen's rights, inclusion, empowerment and social justice. Despite the potential power and impact of social accountability work of CSOs, they could not by themselves address the accountability deficit. Pressure may make service providers and public agencies more accountable but they cannot assume the role of the institutions of government that have been assigned the responsibility of making accountability mechanisms work. In the final analysis, it is the government that has a duty to make accountability a reality. (Arugay) Increasingly, **the standard is no longer the simple adherence to procedure but the achievement of outcomes, assessed in terms of their value for poor and vulnerable groups.**

The scoping study yielded vague answers to the question of impact and outcome of SAc work. Responses were general and not measurable nor verifiable. This may be a reflection that social accountability work in the Philippines is still work in progress.

A. Critical Factors

Professional bureaucracy and credibility of public institutions. Framework of social accountability work of CSOs in the Philippines is premised on an analysis that poverty could not be eradicated without the necessary political reforms and that many of the development outcomes cannot be achieved, much more sustained without changes in the way socio-economic and political resources are managed. But good governance requires a capable and more professional state rather than a government mobilized by political patronage. CSOs, through their involvement in social accountability seek to help in building this capable state as described by Grindle – "having the required political and institutional capacity to respond to issues of security, entitlements, social justice and social delivery" (Grindle).

Responsible and reform-oriented leadership. Experience also tells us that leadership matters in the practice of good governance to ensure that development outcomes endure (Leftwich: 1993).[1]

Empowered citizenry includes attitude and capacities of CSO actors. Change in the mentality of the people is critical, from one of mendicancy – looking always for help from above – to one of responsible citizenship. Local grassroots organizations could help the poor to assume responsibility to some degree for their own welfare and that of their communities. These local groups of individuals, asserting not only their rights but also their duties as citizens to be concerned for the common good, are the building blocks of true democracy. (Carroll)

B. Dilemmas and Challenges

One of the hurdles in the practice of social accountability is the "inability or unwillingness of society to call powerful and prominent people for their wrongdoings", which Fr. John Caroll refers to as the weakest spot in Philippine political culture. In his book "Engaging Society", points out stories in Philippine history that reflects the failure of Filipinos to mete out the punishment these wrongdoers rightfully deserved, such as the amnesty granted to the collaborators of Japanese occupation and the easy treatment given to way in which family members and former allies of President Marcos. (Carroll: 2006) These actions convey the message that the public interest is not that important after all and that a "thick face" – with power and wealth – could violate it with little risk (Carroll: 2006).

Greatest challenge for social accountability advocates and practitioners in the Philippines is the culture of impunity and increasing policy framework of the Macapagal-Arroyo administration against information disclosure and transparency and the continued perception of increasing corruption. How can CSOs engage government in this environment?

How do CSOs guard and preserve their independence and integrity as they partner with government?

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1 Leftwich, A. "Governance, democracy and Development in the Third World", 1993 Third World Quarterly 14 (3), 605-625

Annex A. Information on the Different Social Accountability Practices in the Philippines

SAc Practice	Who is Seeking Accountability?	From Whom?	Where?	How?	For what?
Campaign for the passage of a Right to Information Act	Access to Information Network	Legislature and Executive Branch	Nationwide	Policy Advocacy and Lobbying Coalition building	Access to information on decisions and actions done by government
IRA Watch	Diocesan Social Action networks of the Catholic Church	LGU - Barangay officials	144 barangays in 3 Dioceses	Monitoring the use of Internal Revenue Allotment of the barangay	Transparent and responsible utilization of the Internal Revenue Allotment
Monitoring Infrastructure Projects for Good Governance	Citizens of Abra through the Concerned Citizens of Abra for Good Government	LGU	Province of Abra	Field monitoring and evaluation of infrastructure projects	Responsible use of public funds and efficient delivery of services
Ehem	Society of Jesus in the Philippines and Ateneo de Davao University	Government officials; general public	Nationwide	Anti corruption seminars that link anti-corruption work with value transformation Production and dissemination of manual	Build a graft intolerant culture
PDAF Watch	CODE NGO and the Coalition Against Corruption	Members of the House of Representatives	Legislative Districts - Nationwide	Public Expenditure tracking of for funds released for Legislator's PDAF	Transparent and responsible utilization of the PDAF and CA funds

SAc Practice	Who is Seeking Accountability?	From Whom?	Where?	How?	For what?
DA Budget Analysis	CODE-NGO	Executive Branch, specifically officials of the Department of Agriculture	National	Independent budget analysis	Transparency and accountability in the DA budget process – from preparation to execution
Localization Anti-Poverty Program 2	CODE-NGO	LGU	9 provinces and 100 barangays	Poverty Indicator Monitoring Participatory Budgeting Participatory Monitoring and Evaluation	Improved responsiveness of local government priorities to poverty situation
Monitoring of Procurement	Citizens of Negros through the Citizens' Network for Good Governance (CNGG) in the Province of Negros	LGU of Negros Occidental and regional offices of DPWH, SSS, PPA and the DOH-run Regional Hospital	Province of Negros Occidental	CSO participation (as observers) of the agency procurement process	Transparent, accountable and professional public procurement process
Debt and Public Finance Campaigns	Freedom from Debt Coalition	Legislature and Executive	Nationwide	Policy Advocacy and Lobbying Public audit of public debt and contingent liabilities	Public finance policies to address national debt burden

SAc Practice	Who is Seeking Accountability?	From Whom?	Where?	How?	For what?
Transparent and Accountable Governance	Caucus of Non-Government Organizations in Ioilo	LGU	Provinces in Region 8	Public Feed backing Performance Reporting Participatory Monitoring Citizens' Service Satisfaction Index Use of social contracts and covenants Public Expenditure Management	Utilization of public funds and fulfillment of campaign promises and commitments of political officials
Philippine National Budget Monitoring and Analysis	Network of NGOs Philippine National Budget Monitoring Project	Legislature and Executive	National	Independent budget analysis Mentoring of NGOs in Budget Analysis and Monitoring	National Budget: Process and Priorities

SAc Practice	Who is Seeking Accountability?	From Whom?	Where?	How?	For what?
Guarding Procurement of Textbooks, Medicines and School buildings	G-Watch – Ateneo School of Government; Boy Scouts and Girl Scouts of the Philippines; NAMFREL; Barug! Pilipino; Concerned Citizens of Abra for Good Government; Naga City People' Council; Social Watch Visayas; Negros Center for People Empowerment and Rural Development; Coca- Cola Bottling Philippines, Inc. and Kaakbay	Textbook publishers and Department of Education officials f(national and local levels)	Districts – nationwide	Monitor textbook delivery Systems improvement	Procurement of Textbooks – from procurement to contract implementation
Participatory Planning and Budgeting	Rural communities	LGU	20 LGUs and 2,000 barangays	Building community capacity for tariff and service delivery designs that includes communities contributing to the financing of services that they will received	Delivery of basic local services, particularly water and health

SAc Practice	Who is Seeking Accountability?	From Whom?	Where?	How?	For what?
Policy Advocacy – Campaign for Electoral Reform	Members of Consortium of Electoral Reform	Legislature and COMELEC	Nationwide	Campaign and legislative lobbying	Comprehensive reform in the Omnibus Election Code to ensure fair and honest electoral competition Changes in election relation laws such as party list, automation and campaign finances
Training CSOs for Good Governance	Local CSOs	LGUs	Northern Luzon	Capacity building for CSO members in Local Special Bodies in Local Budgeting and Project Monitoring	Local budgets and development priorities
Coalition Against Corruption	Civil Society Organizations, Business, Integrated bar of the Philippines	Government procurement agencies	Nationwide	Training of BAC observers Procurement Monitoring Information Dissemination	
Multi-sectoral Coalition Against Corruption	Network of CSOs participating as observers in bidding process of government	Procurement entities Ombudsman	Nationwide	Training Participation of CSOs in Bids-and-Awards Committees	Effective Enforcement of GPRA Abatement of Corruption

Annex B-1. Social Accountability Practices: Political/Democratic Accountability

Classification/ Type Based on Objective	Objectives	Focus	SAc Practice		Organization
			Local	National	
Political/ Democratic Accountability Focus on establishing the fundamentals for political and social accountability to be feasible and effective	Push for the passage of a Freedom of an Information Law based on the principles of disclosure and public interest	Information Disclosure		Freedom of Information Bill Advocacy	Access to Information Network (ATIN) Secretariat: AER
	Investigate the lifestyle of government officials of the BIR to weed out the corrupt from the bureaucracy	Lifestyle Check		Lifestyle checks	Philippine Center for Investigative Journalism (PCIJ)
	Develop a tool that the public can utilize in conducting a citizens' lifestyle check of public officials	Lifestyle Check		Citizen's Participation in Lifestyle Checks	Transparency and Accountability Network (TAN)
	Push for the reforms in existing electoral laws to ensure clean, honest and fair elections	Electoral Reforms		Electoral Reform	Institute for Political and Electoral Reform (Secretariat) Consortium for Electoral Reform (40 organizations)

Classification/ Type Based on Objective	Objectives	Focus	SAc Practice		Organization
			Local	**National**	
	Identify areas where reform on campaign finance can be proposed and considered by policy makers; Heighten public awareness of the importance of monitoring campaign expenditures of parties and candidates	Campaign Finance Reform		Monitoring of Campaign Funds "Pera't Pulitika"	Transparency and Accountability Network (Secretariat) Consortium for Electoral reforms
	Sensitize every Filipino about Corruption Facilitate a process for various sectors to understand the culture of corruption and allow serious reflection on societal values that reinforce corruption Build a graft intolerant culture	Value Trans-formation		Ehem! Anti-Corruption Movement	Society of Jesus, Philippine Province Ateneo de Davao University

Classification/ Type Based on Objective	Objectives	Focus	SAc Practice		Organization
			Local	**National**	
	Encourage civil society participation in the appointment process to ensure transparency and accountability	Credible appointment process		Appointment Watch	TAN
	Cause politicians to respond to real needs of people Replace patronage politics with new practices of service delivery		Co-financing and Co-production of Basic Services		Institute for Popular Democracy

Annex B-2. Social Accountability Practices: Financial Accountability

Classification/ Type Based on Objective	Objectives	Focus	SAc Practice		Organization
			Local	**National**	
Financial Accountability	Promote transparency and accountability in the formulation and execution of the budget of the Department of Agriculture	Independent Budget Analysis Public Expenditure Tracking		DA Budget Analysis	CODE-NGO
	Monitor the national budget thoughtfully and systematically to ensure efficient and responsible allocation and utilization of public funds Build interest and capacity of Philippine NGOs and media in national budget monitoring to influence policy and program priorities of the legislative and executive branches of government	Independent Budget Analysis Public Expenditure Tracking		Monitoring the National Budget	InciteGov

Classification/ Type Based on Objective	Objectives	Focus	SAc Practice		Organization
			Local	National	
	Influence individual legislators towards a more transparent and responsible utilization of the PDAF and CA funds	Public Expenditure Tracking		PDAF-Watch	Code NGO
	Build broadest unity among CSOs in promoting ODA that serves the people and social accountability in the conduct of ODA projects Create awareness on ODA Engage governments (host and donors) in ODA policy, priority, design and processes	Public Finance Policies		ODA Watch	Management and Organizational Development for Empowerment – Secretariat

Classification/ Type Based on Objective	Objectives	Focus	SAc Practice		Organization
			Local	National	
	Push for specific progressive changes on debt and public finance policies of the government, such as the following: • Comprehensive audit of all public debts and contingent liabilities • Institute a transparent and participatory budget process and progressive spending, revenue generation and borrowing policies	Debt and public finance policies		Debt and Public Finance Campaign	Freedom from Debt Coalition

Classification/ Type Based on Objective	Objectives	Focus	SAc Practice		Organization
			Local	**National**	
	Move from quota based budgeting system to a totally gender responsive one; results-oriented and rights-based planning and budgeting Assess gender impact of local government policies, budgets and expenditures on maternal health and agriculture	Local Gender Budget	WAND Local Level Gender Budgeting		Women in Nation-Building and Development
	Curb corruption at the barangay level Explore how funds can be used for community		IRA Watch		CBCP-NASSA
	Develop a tool that would be easy to use by the procurement observers Develop a tool/ template that would provide reports/feedback to an agency in relation to its procurement process	Monitoring Procurement		Development of a Diagnostic Reporting Template	Procurement Watch

Classification/ Type Based on Objective	Objectives	Focus	SAc Practice		Organization
			Local	National	
	Develop and demonstrate a process of public participatory assessment of government expenditures Develop a tool that would provide accurate baseline data for future measurement of efficiency/ inefficiency in an agency	Monitoring Procurement		Differential Expenditure Efficiency Measurement Tool	Procurement Watch
	Ensure adequate funding for social services, health, education, environment and agriculture Institutionalize CSO participation in budget process Broaden CSO participation in the budget process Strengthen CSO capacities for research work on budget analysis. Information and media work, campaigns, lobbying and networking Build awareness and development champions in government	Informed Budget Advocacy		Alternative Budget Initiative	

Classification/ Type Based on Objective	Objectives	Focus	SAc Practice		Organization
			Local	National	
	Remove corruption in textbook procurement Systematize deliveries nationwide Make suppliers more responsive to clients' needs Establish benchmark for DepEd performance Mobilize citizens for monitoring and inspection for greater transparency	Guarding Public Procurement		Textbook Count Textbook Walk	G-Watch – Ateneo School of Government (including Boy Scouts of the Philippines, Girls Scouts of the Philippines, NAMFREL)

Annex B-3. Social Accountability Practices: Performance Public Oversight/Monitoring

Classification/ Type Based on Objective	Objectives	Focus	SAc Practice		Organization
			Local	National	
Performance Public Oversight/ Monitoring Entails citizen groups or communities monitoring and evaluating the execution of plans and programs as well as the performance of roles and functions of public agencies and officials according to indicators they themselves have selected.	Establish what the local residents think about the quality of the following services: garbage collection, traffic management, public safety (within the neighborhood), public market management and permit issuance/ licensing Develop a tool to empower citizens to provide feedback on public services	Performance Monitoring	Report Card Survey on Specific Services in NCR LGUs		Development Academy of the Philippines

Classification/ Type Based on Objective	Objectives	Focus	SAc Practice		Organization
			Local	National	
	Create a sense of citizenship and capability of ordinary citizens to be public watchdogs of government infrastructure projects Monitor implementations of government projects to ensure that funds meant for the projects are judiciously used and that projects' plans and specifications are followed Enforce honesty and integrity in public service	Public Expenditure Tracking	Participatory Monitoring of Infrastructure		Concerned Citizens of Abra for Good Governance
	Track public satisfaction with performance of key government officials institutions in general as well as along specific tasks such as fighting corruption	Public satisfaction on government performance		SWS Surveys	Social Weather Station

Classification/ Type Based on Objective	Objectives	Focus	SAc Practice		Organization
			Local	National	
	Exercise role of CSOs as watchdogs and hold political leaders to account for promises	Performance Monitoring	Transparent and Accountable Governance		Iloilo –CODE
	Train local CSO/ community for better governance responsive to poverty situation Gather poverty data through the use of Poverty Indicator Monitoring Involve community in budget planning to make local budget more responsive and involve them in Project Evaluation and Monitoring	Responsive-ness of local budget to anti-poverty	Localized Anti-Poverty Program 2		CODE-NGO

Classifica-tion/Type Based on Objective	Objectives	Focus	SAc Practice		Organization
			Local	National	
	Mobilize NGO and private stakeholders and official development assistance partners to work hand-in-hand with the DPWH and other government stakeholder agencies in enhancing de-livery of qual-ity national road services through more responsive, efficient and transparent use of public resources Minimize corruption in DPWH	Participatory Monitoring of Road Construc-tion Projects		*Bantay Lansangan* (Road Watch)	TAN – Secretariat Members: **Roads Users:** (Alliance of Unified Transport and Telecom Organizations; Automobile Association of the Philippines; Federation of Jeepney Operators and Drivers Association of the Philippines; Inter City Bus Operators Association, Provincial Bus Operators Association of the Philippines **Governance Advocates:** Ateneo School of Government-Government Watch; Procurement Watch, Inc.; Concerned Citizens of Abra for Good Government; TAN;Investigative Journalism (observer) **Road Service Providers:** Confederation of Filipino Consulting Organizations of the Philippines; National Constructor Association of the Philippines; Philippine Constructors Association **National Road Asset Managers:** DPWH **Government Partners:** Office of the Ombudsman; PAGC Regulators and Enforcers: LTO **Centers of Expertise:** National Center for Transportation Studies Road Board Philippine Construction

Classification/ Type Based on Objective	Objectives	Focus	SAc Practice		Organization
			Local	**National**	
	Provide capability training to volunteer observers and the members of the BAC-Secretariat and TWG members on the GPRA and its IRR to serve deterrent to collusion, connivance and other acts detrimental and disadvantageous to government	Monitoring of Procurement	Building Bridges Towards Good Governance with LGUs and Other Government Agencies		
	Improve transparency in the utilization of provincial funds allotted to barangays under the Ugnayan ng Bayan project of the Governor and health projects Introduce monitoring and evaluation of end users to village level infrastructure Establish standards for transparency in the allocation and utilization of public funds at the local level	Participatory Monitoring	Participatory Monitoring of Infrastructure Projects and Drug Procurement in Public Hospitals, Isabela		People's Alliance for Justice, Democracy and Good Governance Incite Gov

Classification/ Type Based on Objective	Objectives	Focus	SAc Practice		Organization
			Local	**National**	
	Build capacity of CSOs in local special bodies, specifically on budgeting, project monitoring and implementation Influence LGUs		CSOs on Participatory Local Governance: Participatory Planning and Budgeting		
	Upscale capacities of CSO-BAC observers Link BAC observers with their government counterparts			Training of CSO-Observers in Procurement	Multi-Sectoral Coalition Against Corruption
	Bring to the city government sectoral agenda to empower communities		Participatory Planning and Budgeting		Naga People's Council and City Government

The Affiliated Network for Social Accountability in East Asia and the Pacific (ANSA-EAP) is a networking facility for networks promoting the "social accountability" approach to good governance. It provides capacity building through a learning-in-action approach and serves as an information gateway on social accountability tales, tools and techniques.

Social accountability is the process of constructive engagement between citizens and government in monitoring how government agencies and their officials, politicians, and service providers use public resources to deliver services, improve community welfare, and protect people's rights.

The social accountability approach needs four basic conditions to work: a) organized, capable citizen groups; b) responsive government; c) context and cultural appropriateness; and d) access to information.

ANSA-EAP operates in a large and diverse region. It pursues a geographic strategy that currently puts priority on support and technical assistance to social accountability activities in Cambodia, Indonesia, Mongolia, and the Philippines. It also follows a thematic and sector strategy by supporting mainly local social accountability efforts that deal with service delivery (education, health, local infrastructure), procurement monitoring, the youth, extractive industries, and climate change.

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