

**REPORT
ON
CITIZEN PARTICIPATORY AUDIT
WITH GEOTAGGING
OF
FARM-TO-MARKET ROADS
IN THE
MUNICIPALITIES OF
BALAOAN, BANGAR, LUNA AND SUDIPEN
PROVINCE OF LA UNION**

**A Joint Undertaking of the Philippine Commission on Audit
and The World Bank**



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EXECUTIVE SUMMARY

INTRODUCTION

The Citizen Participatory Audit (CPA) is a priority program of the Commission on Audit (COA) that upholds the people's primordial right to a clean government and the prudent utilization of public resources, founded on the premise that public accountability can prosper only with a vigilant and involved citizenry, for the promotion of transparency and effectiveness. It is an audit technique that brings together Civil Society Organizations (CSOs), citizens and COA auditors as one audit team. CPA is a mechanism for strategic partnership and sharing of goals, objectives and aspirations between COA and civil society.

The CPA project goal was to institutionalize the engagement between COA and citizens on participatory audit. The overall outcome was to pilot citizen-government partnerships to support the institutionalization of participatory audits in COA. Intermediate outcomes focused on (1) establishing an enabling framework for citizen engagement, and a (2) enabling civil society to articulate its citizen agenda.

Under the leadership of former Chairperson Maria Gracia M. Pulido-Tan, the CPA project officially started in November 26, 2012 with a Memorandum of Agreement signed between COA and its civil society partners. The initiative used constructive engagement as an approach in working with both government and civil society. In constructive engagement, the key actors are the state and its citizens.

CRITERIA FOR SELECTION

The measures in the selection of projects for CPA are the following:

1. High value in terms of project cost;
2. High impact;
3. Ideally, with a CSO with members residing at or near the project site, or where advocacies directly relate to or otherwise impact on the project;
4. The possibility of obtaining immediately audit results through an audit period of short duration; and
5. Such other criteria as may be identified from time to time by the COA Participatory Audit Project Management Team (PAPMT).

The standards for selection of CSOs are:

1. Has no conflict of interest vis-à-vis the project and implementing agency subject of the audit as per definition of R.A. 9184 or the Government Procurement Reform Act;
2. Has complied with tax laws, rules and regulations as applicable;
3. Should be willing and ready to engage with the Government without remuneration;
4. Can mobilize their staff, members, volunteers and other partners for the project;
5. Able to show their strong presence in their area of operation; and
6. With established track record and credibility.

USE OF GEOTAGGING

Geotagging answers the question: **Is the right activity implemented at the right place?** It is a revolutionary and inexpensive approach to using information and Communication Technology (ICT) and Global Positioning System (GPS) applications for accurate visualization of projects. The device required is only a GPS-enabled android cell phone and access to free applications downloadable from the internet. It can be used in any location-specific services provided by the government whether they are on land or under water.

BRIEF DESCRIPTION OF THE ACTIVITY

The Capacity Building Seminar for the Citizen Participatory Audit (CPA) on identified Farm to Market Roads in the Province of La Union was conducted on December 8-11, 2015 at COA Regional Office No. 1. The speakers were Monette Jimenez from Project Management Office (PMO) and the Geotagging/GeoStore Training Management Team (G/GTMT). The guests and participants composed of auditors, engineers and six (6) CSOs were welcomed by Director Lynn SF. Sicangco.

On the first day of the seminar, the speakers talked about the definition and objectives of Citizen Participatory Audit (CPA). Auditor Edencio P. Brabante discussed the audit plan for the Farm to Market Roads (FMRs). The G/GTMT from CO talked about geotagging and familiarization with the GPS-enabled gadgets and applications. The later part of the day, the lecturers grouped the participants into 4 Teams and the activity included data collection at a “dummy” project site, hands-on data uploading and actual project demonstration. During the duration of the seminar, the participants learned how to conduct inspection with Geotagging and to prepare the Inspection Report. The learning was applied to one (1) actual project located in San Eugenio, Aringay, La Union. A total of four (4) projects were audited by our team.

Certificates of training and MOA signing between the CSO partners and COA director were done during the last day of the seminar, photo session was included for documentation.

The five (5) CSOs were distributed to the different teams. The CSOs' contributions to the accomplishment for the aims of the audit cannot be downplayed. Their inputs consisted of conducting interviews and/or geotagging.

SUMMARY OF AUDIT OBSERVATIONS

We commend the management for the following favorable observations:

1. The FMRs of the four municipalities were in accordance with the Approved Plan/Vicinity Map.
2. The projects were found to be 100% accomplished at the time of inspection and were in accordance with the Statement of Work Accomplished, Contract and Bill of Quantities.
3. The computed quantities based on the actual measurement of concrete pavement conformed to the submitted Contract and Bill of Quantities.
4. The projects were completed on the date indicated in the Statement of Work Accomplished and within the required number of days period to complete the project.
5. The concrete pavement width for the FMRs implemented in the Municipalities of Bangar and Luna, La Union exceeded the minimum width of 4.0 requirement set by DPWH.
6. The constructed FMRs in the four municipalities resulted to good access of agricultural products to the market which contributed to the increased income of the farmers. They also facilitate access of the rural residents to health centers, schools, public markets, and government offices.

The following observations were also noted during the actual inspection of the projects:

7. Non-compliance with Department of Public Works and Highways (DPWH) Department Order No. 11, s. 2014

We, therefore recommend that the Municipal Engineers ensure compliance with the minimum requirements for FMRs set by DPWH to promote/enhance road safety to all road users along with improved access to market place and

other places of interest and to achieve maximum benefits derived from the implemented FMRs.

8. Visible defects observed on the different stations of the FMRs

In order for the road users especially the farmers to get the best out of the constructed FMR and to take full advantage of its 20-year estimated useful life, we recommend that the Local Chief Executive create a Project Monitoring Team/Committee to regularly and effectively monitor all programs and projects implemented by the Municipality and direct the immediate cure or remedy on the observed defects on the concrete pavement as these will cause diminution on the serviceable life of the FMR.

A.	BACKGROUND
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The Citizen Participatory Audit (CPA) is a priority program of the Commission on Audit founded on the premise that public accountability can prosper only with a vigilant and involved citizenry. It is a reform strategy and an audit technique that brings together Civil Society Organizations (CSOs) and COA Auditors as one team to strengthen citizen involvement in the public audit process towards improving transparency, efficiency and effectiveness in the use of public resources.

As early as November 26, 2012, the COA under the leadership of former Chairperson Maria Gracia M. Pulido Tan, has already launched the CPA in the CAMANAVA Flood Control Project of the Department of Public Works and Highways (DPWH) in Navotas City. This is a two-year joint program of COA, DPWH and the Affiliated Network for Social Accountability in the East Asia and the Pacific (ANSA-EAP), with funding supporting from the Australian Agency for International Development (Aus AID). During its launch, six CSOs have joined the CPA project who also signed the memorandum of agreement.

Because of its participatory and inclusive approach to governance, CPA bagged the Bright Spots Award in the Open Government Partnership (OGP) Summit held in London, United Kingdom in November 2013. The CPA was among the seven short-listed entries for the Bright Spots Award and ultimately it emerged as the top contender.

To continue this innovative audit approach, the COA Local Government Sector instructed all Regional Directors to conduct Citizens Participatory Audit on locally funded Farm-to-Market Roads projects implemented by the various Local Government Units. For Region I, the CPA was started on December 8, 2015 focusing on the FMRs implemented by the Province of La Union, its lone City of San Fernando and 19 municipalities.

What makes this undertaking more distinctive was the application of Geotagging in the actual inspection of FMRs. This is an inexpensive project visualization tool using GPS-enabled android cellular phones and free applications downloadable from internet including Google Earth images.

This is the process of adding, geographical identification metadata to various media such as a geotagged photograph or video, websites, SMS messages, or codes or RSS feeds and is a form of geospatial metadata. This data usually consist of latitude and longitude coordinates, though they can also include altitude, bearing, distance, accuracy data and place names. Geotagging is a transparency tool that answers the question – Is the right activity implemented at the right place?

As a way of promoting partnership and collaboration with civil society and enhancing transparency and public accountability, the CPA team included a representative from the Millenium Women’s League, Inc. in the person of Ms. Vivencia N. Bautista.

B. GROUNDWORK ACTIVITIES IN PHOTOS

- **November 25, 2015 – Exploratory Meeting
COA Regional Office 1
San Fernando City, La Union**



- **December 8-11, 2015 – Capacity Building
COA Regional Office 1
San Fernando City, La Union**

The banner features logos for THE WORLD BANK (IBRD - IDA | WORLD BANK GROUP), the Philippine Commission on Audit (CPA), and ANSA-EAP. The main title reads "Capacity Building activities of the citizen participatory audit of Farm to Market Roads". The location is "COA Region 1 Conference Room, City of San Fernando, La Union" and the dates are "December 8-11, 2015".



- **December 9, 2015 – Team reporting on the dummy project geotagging experience**



- **December 10, 2015 – Inspection of sample project and in-classroom transfer to laptop then to GeoStore & Preparation of Inspection Report**





➤ **December 11, 2015 – Distribution of training certificates, MOA Signing, Nomination and Authorization**



➤ **January 12, 2016 – Inspection at Surong Valley, Sudipen, La Union**



➤ **January 14, 2016 – Inspection at Bangar, La Union**





➤ **January 21, 2016 – Survey and Inspection of FMR at Luna, Balaoan, La Union**





➤ **January 21, 2016 – Survey and Inspection of FMR at Baracbac Este, Balaoan, La Union**





C. AUDIT FOCUS

With the CPA team created for the CPA-Geotagging, the audit focused on the following farm-to-market roads constructed in the Municipalities of Balaoan, Bangar, Luna and Sudipen, La Union:

Team	Project	Length/Area	Contract Cost
Team 6	Concrete Paving of Baracbac Este FMR, Baracbac Este, Balaoan	0.379 km	₱958,350.00
	Construction of Farm to Market Road (Rissing - Luzong Norte), Rissing, Bangar	0.103 km	1,967,745.52
	Concrete Paving of Farm to Market Road, Rimos #3 - Suyo,	150 LM	968,894.96

Team	Project	Length/Area	Contract Cost
	Road Network, Luna		
	Improvement of Surong Valley Road, San Francisco Sur, Sudipen	0.184 km	967,325.15

C. AUDIT OBJECTIVES

The audit covered the evaluation of farm-to-market roads (FMRs) projects implemented by the Municipalities of Balaoan, Bangar, Luna and Sudipen, La Union to determine the physical existence and conditions of the projects and to evaluate whether these were implemented in accordance with approved plans and specifications thereby improving the living conditions and promote activities in the areas where the projects are located.

1. To determine whether the implemented FMRs were included in the respective LGU’s Annual Investment Plan.
2. To validate the existence of reported projects accomplishments and determine whether these were implemented in accordance with the approved plans and specifications and Program of Work (POW) with reference to DPWH Dept. Order No. 11 series of 2014 on the “Design Standards for Tourism and Farm to Market Roads” and the guidelines set by the Department of Agriculture.
3. To determine if the actual project cost of the FMR is not excessive by using the Quarterly DPWH Construction Materials Price Data and current market prices as reference.
4. To validate the effectiveness of the FMR in attaining the project objectives as to enhancing the farmers income and also as a means in improving their quality of life as mandated under RA No. 8435 otherwise known as the Agriculture and Fisheries Modernization Act.
5. To determine whether the projects were implemented in accordance with the required time frame.
- 6.

E. AUDIT CRITERIA

The standards/benchmarks used as bases for the validation/determination were:

- Compliance with applicable laws, rules and regulations, and
 - Efficiency of project implementation
1. Republic Act No. 9184 otherwise known as the “Government Procurement Reform Act” and its IRR
 2. Project documents, Approved Plans and Specifications, As Built Plans, Program of Work and Detailed Cost of Estimates, Certificate of Project Completion, Statement of Work Accomplished, Certificate of Project Acceptance.
 3. DPWH Dept. Order No. 11 series of 2014 dated Feb. 3, 2014 or other applicable laws and regulations on project design standards.
 4. COA Circular No. 2012-003 dated October 29, 2012 on the Prevention of Irregular, Unnecessary, Excessive, Extravagant and Unconscionable Expenditures.
 5. Republic Act No. 8435 otherwise known as the Agriculture and Fisheries Modernization Act of 1997.

F.	AUDIT METHODOLOGY
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In general, the audit teams adopted the following methodologies:

- Gather and review project documents (Program of Works and Detailed Estimates, Plans and Specifications, contract documents) pertaining to the implementation of selected FMR/RR projects;
- Review of financial and physical accomplishment reports and LGUs’ development and investment plan;
- Conduct interview with the concerned LGU officials and beneficiaries/proponents;
- Conduct project inspection and evaluation; and
- Geotagging and documentation of the projects

CPA Team 6 was assisted by our CSO representative from the Millenium Women’s League, Inc., Ms. Vivencia N. Bautista. She conducted interviews with the

officials and proponents/beneficiaries and acted as the note taker during the conduct of actual inspection of FMRs implemented in the following local government units:

- a. Baracbac Este, Balaoan, La Union
- b. Rissing, Bangar, La Union
- c. Rimos #3 - Suyo, Road Network, Luna La Union Tay-ac, Rosario, La Union
- d. San Francisco Sur, Sudipen, La Union

Mrs. Vivencia Baustista also assisted the team in the tabulation of survey results on the awareness and utilization of FMR implemented in the municipalities.

G.	AUDIT PERIOD
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The CPA Team conducted the audit planning, field work and data processing from January 11-21, 2016 and February 3, 2016 as per Office Order No. 2016-01-087 dated January 4, 2016.

The audit shall be completed within twenty-six (26) days, broken down into four (4) days for audit planning, fourteen (14) days for field work and eleven (11) days for report writing. The audit activities to be undertaken and the corresponding period are presented below:

	ACTIVITIES	Inclusive Dates	No. of W.D.
A.	PLANNING		
	Initial conference and briefing (Capacity Building)	December 8-11,2015	4 days
	Gathering of financial and non-financial records/reports/documents		
	Review project documents, including financial and physical reports		
	Revision of audit plan/ program and final briefing.		
B.	EXECUTION		
	Inspection of projects with Geo-tagging and interview of farmers, households and students.		
	FMR – Sudipen	January 12, 2016	1 day
	FMR – Bangar	January 14, 2016	1 day
	FMR – Luna	January 21, 2016	1 day

	FMR – Balaoan	January 21, 2016	1 day
	Computations and Analysis of Data		4 days
	Development of audit observations, conclusions and recommendations.		1 day
C.	PREPARATION AND RELEASE OF CPA REPORT		
	Preparation of Draft CPA Report		4 days
	Review of Draft CPA Report by the Team Supervisor and Director		2 days
	Finalization and Release of CPA Report		5 days
Total			26 days

H.	AUDIT RESULTS
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NON-COMPLIANCE WITH DEPARTMENT OF PUBLIC WORKS AND HIGHWAYS (DPWH) DEPARTMENT ORDER (DO) NO. 11, S. 2014

DPWH DO No. 11, s. 2014 provides the Design Standards for Tourism and Farm-to-Market Roads to ensure the quality and safety of road infrastructure. Under the DO, the minimum, pavement width for Portland Cement Concrete Pavement (PCCP) is four (4) meters for two lanes in relation to average daily traffic of less than two hundred (200). The minimum pavement thickness is 150 mm or six (6) inches. Also, shoulders should be provided with a width of no less than 1.5 m and with minimum gravel surfacing. Bridges should have a carriage width of 4.60m for 4.0m roadway width.

Actual inspection conducted with representatives from the CSO and Regional Technical Services Office (TSO) of FMR projects of the Municipalities of Balaoan and Sudipen, La Union revealed that concrete pavement was not in accordance with DPWH DO No. 11, series of 2014. It was also observed that the measured dimensions of the bridge structure of FMR in the Municipality of Sudipen, La Union, although in accordance with the given specifications, did not comply with the required minimum carriageway width of 4.6m as stated in the above DO. Further, for the projects implemented in the four municipalities, road shoulders were not provided due to non-availability of wider road lots. Details are shown below:

FMRs	Pavement Width	Road Shoulders
Concrete Paving of Baracbac Este FMR, Baracbac Este, Balaoan	ranging from 2.8m to 3.6m at phase 1 and 3m to 3.8 m at section 2	none
Construction of Farm to Market Road (Rissing -	ranging from 4.9m to 5.5m	none

FMRs	Pavement Width	Road Shoulders
Luzong Norte), Rissing, Bangar		
Concrete Paving of Farm to Market Road, Rimos #3 - Suyo, Road Network, Luna	ranging from 4.0m to 4.1m	none
Improvement of Surong Valley Road, San Francisco Sur, Sudipen	ranging from 1m to 2m	none

The design standards contained in the said DO are meant to ensure the quality and safety of road infrastructure for the benefit of farmers and fisherfolk which was not attained due to non-adherence to specifications of projects.

In an interview with the Municipal Engineers, it was disclosed that the non-compliance with DPWH DO No. 11 was due to the non-availability of wider road lots.

We, therefore recommend that the Municipal Engineers ensure compliance with the minimum requirements for FMRs set by DPWH to promote/enhance road safety to all road users along with improved access to market place and other places of interest and to achieve maximum benefits derived from the implemented of FMRs.

VISIBLE DEFECTS OBSERVED ON THE DIFFERENT STATIONS OF THE FMRs

Item 37 of the General Conditions of Contract (GCC) under the Philippine Bidding Documents, for Infrastructure, 4th Edition provides for the correction of defects. It cites, among others, that the Procuring Entity’s Representative shall give notice to the Contractor of any defects before the end of the Defects Liability Period, which is one (1) year from project completion up to final acceptance by the Procuring Entity. Every time notice of a defect is given, the Contractor shall correct the notified defect within the length of time specified in the Procuring Entity’s Representative’s notice.

Also, DPWH Department Order No. 176, series of 2015 dated November 23, 2015 provides that the estimated useful life for newly constructed road network is 20 years.

During the conduct of CPA, the team observed the following defects on the constructed FMR, which, in effect, may not reach its 20-year estimated serviceable

life, hence the benefits that may be derived from the FMR may not be maximized by the intended users specifically the farmers:

FMRs	Observed Defects	Station
Concrete Paving of Baracbac Este FMR, Baracbac Este, Balaoan	Animal foot prints (dog foot marks)	0+000 to 0+005 0+072
Construction of Farm to Market Road (Rissing - Luzong Norte), Rissing, Bangar	Cracks on stone masonry	0+050.00 0+058.65
Improvement of Surong Valley Road, San Francisco Sur, Sudipen	Transverse cracks on the concrete pavement	0+081.6
		0+088.5
		0+115.4
		0+128.4
	Excess concrete	0+161.2
	Excess aggregates	0+197.4
		0+144.3
		0+000

It was also observed that at Station 0+140.3 of the FMR at Balaoan, La Union, the area was depressed and is being used as a water way of household in the area.

While the defects were considered minor, the team is concerned that the cracks may worsen if no immediate corrective actions will be undertaken.

In order for the road users especially the farmers to get the best out of the constructed FMR and to take full advantage of its 20-year estimated useful life, we recommend that the Local Chief Executive create a Project Monitoring Team/Committee to regularly and effectively monitor all programs and projects implemented by the Municipality and direct the immediate cure or remedy on the observed defects on the concrete pavement as these will cause diminution on the serviceable life of the FMR.

I.	AUDIT CONCLUSIONS
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The FMRs implemented in the four municipalities were in accordance with the Approved Plans and Specifications, within the specified location and accomplished within the required days to complete the projects. However, the concrete pavement of FMRs for the Municipalities of Balaoan and Sudipen, La Union did not comply with the DPWH DO No. 11, series of 2014. The carriage width of the bridge structure of the FMR at the Municipality of Sudipen, La Union and the non-

provision of road shoulders for the four FMRs were not in compliance with the said DO.

Due to lack of regular and effective monitoring of projects, defects on the implemented FMRs were not given immediate corrections. These defects, if worsen, may result to the non-attainment of the 20-year estimated serviceable life of the concrete pavement provided by the DPWH, hence the objectives of the FMRs may not be fully attained because the users of the roads, especially the farmers, may not be able to maximize the benefits derived therefrom.

J.	CSO's REFLECTIONS
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Mrs. Vivencia N. Bautista is an active member of Millennium Women's League, Inc. Their organization is an active partner in the activities of different government agencies such as Department of Social Welfare and Development, Department of Agriculture, among others. According to her, CPA is a great learning experience because of the realization that he had contributed, in her small ways, in the audit of the government projects. She was grateful because the Commission has given her the chance to experience how it is to be an engineer and an auditor.

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