Peace and Order and Public Safety (POPS)

PLANNING GUIDEBOOK

Funded by the European Union
Peace and Order and Public Safety (POPS)

Planning Guidebook

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Department of the Interior and Local Government
CY 2016
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PART I

OVERVIEW OF PEACE AND ORDER AND PUBLIC SAFETY PLANNING
## Acronyms

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<tr>
<td>ADAC</td>
<td>Anti-Drug Abuse Council</td>
</tr>
<tr>
<td>AFP</td>
<td>Armed Forces of the Philippines</td>
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<tr>
<td>AIP</td>
<td>Annual Investment Program</td>
</tr>
<tr>
<td>BFP</td>
<td>Bureau of Fire Protection</td>
</tr>
<tr>
<td>BJMP</td>
<td>Bureau of Jail Management and Penology</td>
</tr>
<tr>
<td>CBMS</td>
<td>Community Based-Monitoring System</td>
</tr>
<tr>
<td>CDP</td>
<td>Comprehensive Development Plan</td>
</tr>
<tr>
<td>CICL</td>
<td>Children in Conflict with the Law</td>
</tr>
<tr>
<td>CSO</td>
<td>Civil Society Organizations</td>
</tr>
<tr>
<td>CSWD</td>
<td>City Social Welfare and Development</td>
</tr>
<tr>
<td>DepEd</td>
<td>Department of Education</td>
</tr>
<tr>
<td>DILG</td>
<td>Department of the Interior and Local Government</td>
</tr>
<tr>
<td>DOJ</td>
<td>Department of Justice</td>
</tr>
<tr>
<td>DPWH</td>
<td>Department of Public Works and Highways</td>
</tr>
<tr>
<td>DRRM</td>
<td>Disaster Risk Reduction and Management</td>
</tr>
<tr>
<td>DSWD</td>
<td>Department of Social Welfare and Development</td>
</tr>
<tr>
<td>ED</td>
<td>Enforced Disappearance</td>
</tr>
<tr>
<td>EJK</td>
<td>Extra-Judicial Killings</td>
</tr>
<tr>
<td>ELA</td>
<td>Executive-Legislative Agenda</td>
</tr>
<tr>
<td>ELK</td>
<td>Extra-Legal Killings</td>
</tr>
<tr>
<td>GAD</td>
<td>Gender and Development</td>
</tr>
<tr>
<td>GSIS</td>
<td>Government Service Insurance System</td>
</tr>
<tr>
<td>LCE</td>
<td>Local Chief Executive</td>
</tr>
<tr>
<td>LDIP</td>
<td>Local Development Investment Program</td>
</tr>
<tr>
<td>LDRRMP</td>
<td>Local Disaster Risk Reduction and Management Plan</td>
</tr>
<tr>
<td>LGPMS</td>
<td>Local Government Performance Management System</td>
</tr>
<tr>
<td>LGU</td>
<td>Local Government Unit</td>
</tr>
<tr>
<td>LPRAP</td>
<td>Local Poverty Reduction Action Plan</td>
</tr>
<tr>
<td>LSWD</td>
<td>Local Social Welfare and Development</td>
</tr>
<tr>
<td>MC</td>
<td>Memorandum Circular</td>
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<tr>
<td>MLGOO</td>
<td>Municipal Local Government Operations Officer</td>
</tr>
<tr>
<td>MMMDA</td>
<td>Metro Manila Development Authority</td>
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<tr>
<td>NCIP</td>
<td>National Commission on Indigenous Peoples</td>
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<td>NCMF</td>
<td>National Commission on Muslim Filipinos</td>
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<tr>
<td>NGO</td>
<td>Non-Governmental Organization</td>
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<tr>
<td>OCA</td>
<td>Office of the Court Administrator</td>
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<td>OPPAP</td>
<td>Office of the Presidential Adviser on the Peace Process</td>
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<tr>
<td>PAO</td>
<td>Public Attorney’s Office</td>
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<tr>
<td>PCW</td>
<td>Philippine Commission on Women</td>
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<tr>
<td>PDEA</td>
<td>Philippine Drug Enforcement Authority</td>
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<tr>
<td>PLEB</td>
<td>People’s Law Enforcement Board</td>
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<td>PNP</td>
<td>Philippine National Police</td>
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<td>POC</td>
<td>Peace and Order Council</td>
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<td>SC</td>
<td>Supreme Court</td>
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<td>SSS</td>
<td>Social Security System</td>
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<td>TWG</td>
<td>Technical Working Group</td>
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About the Guidebook

This guidebook is intended for groups and persons who will be involved in the preparation of the Peace and Order and Public Safety (POPS) plan of a locality. These are the Peace and Order Council (POC), the POC Technical Working Group (TWG), and focal persons assigned to POC to help formulate the POPS Plan. It provides the minimum standard content of a POPS Plan. While each POPS Plan must contain the Sections enumerated here, the tools mentioned are not prescriptive. The groups preparing the plan may choose any tool they deem most effective, taking into consideration their past experiences and skills. The tools are meant to facilitate the work and to present easy options for developing the POPS Plan of a specific locale.

The POPS Planning Guidebook does not provide technical guidelines on peace and order and public safety strategies. These are best discussed by the stakeholders who have a thorough understanding of the locality and are familiar with the dynamics among the players. The examples provided here demonstrate the planning process and standard formats for presenting plans.

It is not intended to present comprehensive information on planning or to help one develop planning expertise. Instead, it provides basic planning tools that could help groups in completing a particular POPS Plan. It offers key concepts and planning techniques while recognizing the varying maturity levels of planning in every locality.

The POPS Planning Guidebook has three parts. Part I provides an overview of the POPS planning process. Part II offers a step-by-step guide in drafting a POPS Plan. It is divided into Chapters required in a POPS Plan. It defines the Required Sections and Tools, Optional Tools, Definitions, Pointers, and Sample for each Chapter. In some cases, References and Source documents are included. One can easily identify these sections in the Guidebook by their respective icons. Please refer to the following guide:

- **Required Sections and Tools** – Refer to the minimum content that must be included in a POPS Plan.
- **Optional Tools** – Refer to tools that could enhance a POPS Plan.
- **Definitions** – Refer to explanations of important concepts useful in understanding the Chapter requirements and in writing the relevant section in a POPS Plan.
- **Pointers** – Refer to important concepts and guidelines for writing the relevant section in a POPS Plan.
- **Sample** – Refers to a hypothetical example that illustrates, for example, how a table or set of tables for a Chapter might be filled up.
Part III contains the Annexes, which include optional tools that may be used for POPS Planning and selected references materials, e.g., relevant policies.

The POPS Planning Guidebook may be used in conjunction with the POPS Workbook and the POPS Facilitator’s Toolkit. The POPS Workbook is a soft file that may be used as a template for drafting the POPS Plan. It provides the required POPS outline and samples. The authors of the POPS plan could directly type into the file. Samples provided may be used as an easy guide for developing the objectives, indicators, strategies, activities, etc., but should be deleted after the POPS Plan is finalized. The Facilitator’s Toolkit is intended for those who will be facilitating training sessions on developing a POPS Plan. The Toolkit includes PowerPoint presentations (both soft and hard copies) and corresponding facilitator’s guide.
Definition of Terms

1. Local Chief Executive (LCE)
Refers to the highest elected official in a locality (e.g., Governor and Mayor).

2. Integrated Area/Community Public Safety Plan (IA/CPSP) –
Consists of the programs and activities, within the POPS Plan, which are being implemented by the local Philippine National Police (PNP) stations.

Section 51 (b) (2) of Republic Act No. 6975, or the Department of the Interior and Local Government Act of 1990, states that, “The municipal/city mayor shall, in coordination with the local peace and order council of which he is the chairman pursuant to Executive Order No. 309, as amended, develop and establish an integrated area/community public safety plan embracing priorities of action and program thrusts for implementation by the local PNP stations.”

3. Peace
Describes an environment or state of being where conflicts are managed well; individuals and communities are able to fully develop their potentials and attain progress; and freely exercise their rights with due regard for the rights of others while being equally mindful of their responsibilities (OPAP, 2009).

4. Peace and Order and Public Safety Plan (POPS Plan)
Refers to a three-year plan consisting of programs and activities to promote peace and order and public safety in a particular locality. It is formulated by the local POC within 100 days after a newly elected LCE assumes office.

5. Provincial Public Safety Plan
Refers to the Consolidated IA/CPSP of the cities and municipalities within the province as specified in Memorandum Circular (MC) 2015-128 issued by the Department of the Interior and Local Government (DILG).

6. Security
A state or condition in which the country’s interests, its sovereignty, territorial integrity, and democratic institutions, and the people’s way of life, cherished values, welfare, and well-being are preserved (National Security Council, 2010).
Introduction

Pursuant to Section 116 of Republic Act No. 7160, or the “Local Government Code of 1991”, and Executive Order (EO) No. 773, s. 2009, which calls for the further reorganization of the POC, every Province, City, and Municipality is mandated to create a POC. Likewise, every Barangay, pursuant to EO No. 366, s. 1996, is mandated to create a Barangay Peace and Order Committee (BPOC) as the implementing arm of the City/Municipal POC at the Barangay level.

On February 17, 2011, then Secretary Jesse M. Robredo of the Department of the Interior and Local Government (DILG) issued Memorandum Circular (MC) 2011-24, reminding all Local Chief Executives (LCE) and Sanggunian Members of the duties and functions of the POC. The MC mentions the formulation of a Peace and Order and Public Safety (POPS) Plan, with a suggested outline and examples.

On November 2, 2015, MC 2015-128, entitled Guidelines on the Formulation of Peace and Order and Public Safety Plan, was issued. This Guidebook serves as the operational manual of this MC.

The POPS Plan is a three-year term-based plan which shall be incorporated in the Comprehensive Development Plan (CDP) of the Local Government Unit (LGU). It is to be formulated and approved by the POC to improve life in the communities by ensuring social protection and safety. As a requirement for consideration and review of the DILG, the POPS Plan serves as the basis of approval for budget allocation for the so-called Confidential Fund.

Linking the Confidential Fund to the POPS Plan

Confidential Fund (CF) refers to the lump-sum amount provided in the General Appropriations Act (GAA) for National Government Agencies (NGAs), in appropriation ordinances for Local Government Units (LGUs). It can also apply to the Corporate Operating Budget (COB) for Government Owned and Controlled Corporations (GOCCs), for their Confidential Expenses (which refer to expenditures related to surveillance activities in civilian government agencies that are intended to support their mandate or operations).

This is stated in Joint Circular (JC) No. 2015-01, entitled “Guidelines on the Entitlement, Release, Use, Reporting and Audit of Confidential and/or Intelligence Funds”.

When peace and order is a priority concern, an LGU that has an allocated Confidential Fund, but not an Intelligence Fund (IF), in its annual appropriation ordinances is entitled to a CF. This is on condition that a specific amount for Peace and Order Programs (POP) is included in its POPS Plan and, further, that there is a specific appropriation for POP in its annual budget. The computation of allowable CF of an LGU shall be based on the budget of the LGU’s Peace and Order Programs only.

The total amount for CF shall not exceed 30 percent of the total annual amount allocated for the LGU’s Peace and Order Programs.
Ten Steps in Developing and Monitoring the Implementation of a Peace and Order and Public Safety Plan

Step 1: Convene the Peace and Order Council
The Peace and Order Council (POC) must be convened at the start of the first 100 days of the newly-elected Local Chief Executive (LCE) to initiate the planning process. To ensure inclusion in the Local Development Investment Program, the Peace and Order and Public Safety (POPS) plan must begin alongside the planning for the CDP. During the meeting, discuss the process of POPS Planning and identify members of the POC Technical Working Group (TWG). The functions of the POC are enumerated in Box 1.

Box 1: Functions of Local Peace and Order Council

The following are the roles and functions of the Peace and Order Council at the Regional, Provincial, City and Municipal levels:

a. Convene the POC quarterly or as often as the need arises;
b. Invite concerned agencies not included in E.O. 773, s. 2009 (e.g., intelligence agencies) to join or participate in POC meetings and activities.
c. Formulate a three-year Regional POC Operational Plan or a three-year Local POC POPS Plan to be included in the CDP.
d. Provide a forum for inter-disciplinary dialogue and deliberation of major issues and concerns affecting peace, order, and public safety nationwide;
e. Recommend strategic actions or activities aimed at promoting, improving or enhancing measures, within their respective jurisdictions;
f. Recommend measures to converge and orchestrate internal security operations efforts of civil authorities and agencies, military, and police;
g. Formulate and adopt an effective mechanism for the coordination, cooperation, and consultation involving the local executives, citizenry, and law enforcement agencies under Republic Act No. 6975, as amended, in the adoption of the Community and Service-Oriented Policing (CSOP) System;
h. Apply moral suasion and/or recommend sanctions against local chief executives who are giving material and political support to the insurgents;
i. Monitor the provision of livelihood and infrastructure development programs and projects in the remote rural and indigenous population areas to isolate them from the insurgents’ ideological, political and organizational works;
j. Create a Special Action Committee to address the immediate issues on peace and order and public safety, in case of emergencies;
Box 1: Functions of Local Peace and Order Council

1. Prepare documents that could serve as reference for the profiling of the strategic direction and peace and order and public safety issues in the locality.
2. Conduct data gathering and stakeholder consultations as needed and analyze data gathered.
3. Coordinate with communities or barangays for data-gathering and action planning for implementation of POPS Plan.
4. Present data to the POC for prioritization of issues and development of strategies.
5. Participate in the POPS planning process; draft parts of the POPS Plan as assigned, and participate in the writeshop that would finalize the POPS Plan.
6. In coordination with the Mayor, convene the POC and present the Plan for discussion, approval, and appropriate action.
7. Take part in the submission and adoption of the POPS Plan.
8. Coordinate with internal and external stakeholders for effective communication and monitoring as laid out in the POPS Plan.
9. Ensure inclusion of key programs or strategies (MC 2015-128, Annex 3) such as Community and Service-Oriented Policing (CSOP) and conflict-sensitivity, if deemed appropriate, in the POPS Plan.
10. Establish and manage a monitoring and evaluation system and regularly submit Accomplishment Reports (ARs). Coordinate adjustments to the POPS Plan as needed.

Source: Section A. 2, Memorandum Circular 2015-130, 2015.
For the full version of the Memorandum Circular, please see Annex.

Step 2: Establish a POC TWG

Establish a POC Technical Working Group (ref: MC 2015-130 Sec. A. 2k) that will be responsible for drafting the POPS Plan. Orient the POC TWG on their Terms of Reference (TR). In the first meeting of the POPS TWG, discuss the Group TR. The selected members should come to an agreement on the TR and on the expected group output.

While it is good to have a well-represented TWG, it is more important to form a core group that has the drive to see through the completion of an evidence-based and results-oriented POPS Plan. It need not be a big group, but for wider representation, it may be expanded during consultation meetings or workshops. The Chief of Police, who is also a member of the POC, may be chosen as the Chair of the TWG. Doing

Box 2: Sample Terms of Reference for POC TWG

The following is a sample of the tasks and responsibilities of the TWG:

1. Prepare documents that could serve as reference for the profiling of the strategic direction and peace and order and public safety issues in the locality.
2. Conduct data gathering and stakeholder consultations as needed and analyze data gathered.
3. Coordinate with communities or barangays for data-gathering and action planning for implementation of POPS Plan.
4. Present data to the POC for prioritization of issues and development of strategies.
5. Participate in the POPS planning process; draft parts of the POPS Plan as assigned, and participate in the writeshop that would finalize the POPS Plan.
6. In coordination with the Mayor, convene the POC and present the Plan for discussion, approval, and appropriate action.
7. Take part in the submission and adoption of the POPS Plan.
8. Coordinate with internal and external stakeholders for effective communication and monitoring as laid out in the POPS Plan.
9. Ensure inclusion of key programs or strategies (MC 2015-128, Annex 3) such as Community and Service-Oriented Policing (CSOP) and conflict-sensitivity, if deemed appropriate, in the POPS Plan.
10. Establish and manage a monitoring and evaluation system and regularly submit Accomplishment Reports (ARs). Coordinate adjustments to the POPS Plan as needed.
so may facilitate the integration of the plans of the police and that of the local government, which may then allow for leveraging of resources and a more targeted approach.

To facilitate the integration of the POPS Plan to the CDP, consider inviting representatives from the Social Development Committee of the Rationalized Planning System (RPS) Sectoral Planning for membership to the TWG or POC. Additional participants may also be invited to the multisectoral consultative workshops.

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**Box 3: Suggested list of members of the TWG**

*The Technical Working Group would ideally consist of the following members:*

1. Local Planning Officer
2. Liga ng mga Barangay President
3. Police City Director or Chief of Police
4. Highest Ranking AFP Officer in the area
5. IP Mandatory Representative
6. DILG City Director or Municipal Local Government Operations Officer (MLGOO)
7. City Social Welfare and Development Officer
8. City Environmental and Natural Resources Officer
9. Private sector representative
10. CSO Representative
11. Other members deemed appropriate and responsive to the local conditions.

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**Step 3: Gather data and profile peace and order and public safety situation**

Members of the POC TWG should agree on and implement tasks for data gathering and profiling of POPS. Support the local police and Barangay POC and secretariat in the conduct of discussions in the process of developing the Barangay POPS Plan that would be incorporated in the Barangay Development Plan. The

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**Box 4: Composition of the Social Development Committee**

<table>
<thead>
<tr>
<th>Sectoral Committee</th>
<th>Core TWG (required participants)</th>
<th>Expanded TWG</th>
<th>Full-Blown Sectoral Committee</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social Development</td>
<td>City/Municipality Planning Development Officer</td>
<td>Police Chief</td>
<td>Sports Organization</td>
</tr>
<tr>
<td></td>
<td>Social Welfare and Development Officer</td>
<td>Fire Marshall</td>
<td>Religious Leaders</td>
</tr>
<tr>
<td></td>
<td>City/Municipality Health Officer</td>
<td>Local Civil Registrar</td>
<td>Labor Groups</td>
</tr>
<tr>
<td>POPO</td>
<td>Population Officer</td>
<td>Senior Citizens</td>
<td></td>
</tr>
<tr>
<td>Local Development Council Representative (barangay)</td>
<td>PCUP</td>
<td>Media Representatives</td>
<td></td>
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</table>
Box 4: Composition of the Social Development Committee

<table>
<thead>
<tr>
<th>Sectoral Committee</th>
<th>Core TWG (required participants)</th>
<th>Expanded TWG</th>
<th>Full-Blown Sectoral Committee</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Local Development Council Representative (CSO)</td>
<td>Nutrition Officer</td>
<td>YMCA/YWCA</td>
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<tr>
<td></td>
<td>DepEd District Supervisor</td>
<td>Housing Board Representative</td>
<td>Inner Wheel Club</td>
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<tr>
<td></td>
<td>Parent Teacher Association Federation</td>
<td>National Statistics Office</td>
<td>School Principals</td>
</tr>
<tr>
<td></td>
<td>Sanggunian Representative</td>
<td>GSIS/SSS Manager</td>
<td>Charitable Organizations</td>
</tr>
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Barangay POPS Plan should be developed using the Community and Service-Oriented Policing (CSOP) Strategy of the PNP and the National Police Commission (NAPOLCOM).

**Step 4: Draft the POPS Plan**
Convene the POC TWG to draft the POPS Plan. The POC TWG may choose to conduct a workshop with the POC and a multi-sectoral workshop for the drafting of the POPS Plan. For the meeting or workshop, the members of the TWG are expected to undertake the following:

a. Ensure that the following data are readily available:
   1. LGPMS LGU Profile
   2. LGU Mission, Vision, and Goals
   3. Comprehensive Development Plan
   4. Barangay Development Plans
   5. Crime Statistics from the PNP
   6. Local Anti-Crime Action Plan
   7. Statistics on Insurgency and Terrorism threats from the AFP, if applicable
   8. Data and Statistics on Children in Conflict with the Law
   9. Other data and statistics on peace and order and public safety

b. Conduct situation analysis, problem identification and review of local strategic directions based on the data gathered. This will be presented to the POC for determination of Priority POPS Issues, and will serve as inputs to the first three Chapters of the POPS Plan. **It is highly recommended that the POC TWG involve the POC in the determination of Priority POPS Issues.**

c. Draft the POPS Plan. The POPS Workbook and Guidebook are available to guide the drafting of the POPS Plan.

Invite other stakeholders as needed to complete the POPS Plan. Tasks are to be assigned to members of the TWG as needed to complete the write-up of the POPS Plan.
Step 5: Review and approve the POPS Plan
Convene the POC for the review and approval of the POPS Plan as written by the TWG. Make a recommendation for funding the POPS Plan.

Step 6: Obtain funding for POPS Plan
Obtain budget approval for the POPS Plan. Direct the TWG to prepare a breakdown of the financial requirements for the Local Development Investment Program (LDIP) and as a basis for computing Confidential Funds. Annual implementation plans must be submitted to the Local Finance Committee for inclusion in the Annual Investment Program (AIP) and the Annual Budget following approval by the Sanggunian. Policy requirements based on the Plan may also be submitted to the Executive-Legislative Agenda.

Step 7: Implement POPS Plan
Once funding for the POPS Plan is approved in the Annual Budget, implement the Policies, Programs, Projects, Services, and Activities (P/P/P/S/As), and regularly communicate results to the public to promote peace and order and public safety.

Step 8: Undertake communication activities
Ensure that the contents of the POPS Plan, particularly the P/P/P/S/As, are communicated to stakeholders to mobilize support and to facilitate implementation. In addition, make sure that achievements of the implementation of planned activities are also communicated.

Step 9: Monitor POPS Plan
Monitor implementation of the POPS Plan using the completed Reporting Forms 1 and 2. Based on the findings from monitoring, recommend revisions in the plan as needed for more effective implementation.

Step 10: Submit Accomplishment Reports
Submit semestral POC progress reports using Reporting Form 1 and annual performance accomplishments using Reporting Form 2.
PART II

DRAFTING A PEACE AND ORDER AND PUBLIC SAFETY PLAN
A. Review of Local Strategic Direction

The strategic direction of the local government, as expressed in the charter statements, is reviewed in this chapter. Refer to the most recent Vision, Mission, and Goals in the CDP. Explore the link between the strategic direction of the local government and the concept of peace and order and public safety. Reviewing the local strategic direction, as reflected in the sectoral goals and charter statements, is the first step in situating POPS with the goals of the local government. Aligning the POPS Plan with the local government’s long-term plan will facilitate POPS incorporation in the CDP. Even more important, it will help ensure that the right priorities are targeted and the desired impact is achieved.

References/Source Documents
The following source materials are needed in completing this Chapter:
- Comprehensive Development Plan

Required Sections/Tools
- LGU Socio-Economic Profile
- Local Strategic Directions; and
- Vision-Mission-Goal Descriptors.

Optional Tools
- Vision-Reality Gap Analysis (Annex 1)

Definition of Terms
- Vision – Describes an ideal future state that the local government aspires for. It should be inspiring and challenging, enduring, and easy to understand.
  For example: “We envision the Municipality of Cordova to be peaceful, progressive, and ecologically-balanced. Its inhabitants are God-fearing, empowered, self-reliant, living in an atmosphere of social justice and healthy lifestyle, and lead through a transparent and participatory governance by 2017.”

- Goal – Describes long-term performance targets that are in line with the local government’s mission and vision. It describes what the local government aspires to achieve by undertaking a set of planned actions. It is results-oriented and operationalizes the mission.
  For example: Promote safe communities.

- Vision-Mission-Goal descriptors – Refer to key words that reflect the feature or image of a vision, mission, and goal distinguishing it from another vision, mission or goal.
  For example: “peaceful” (extracted from the sample Vision above)
Success indicators – Refer to standards representing aspects of your desired end-state (e.g., Vision) against which you would like to be measured. For example: “peaceful” can mean reduction in crime rate to [target] percent and increase in crime solution rate to [target] percent.

Pointers
This Chapter of the POPS Plan should reflect the locality’s Sectoral Goals for Social Development as defined in the CDP. Aside from the POPS Plan, the Social Development Sector portion of the CDP includes Local Disaster Risk Reduction and Management Plan (LDRRMP), Local Shelter Plan, Local Poverty Reduction Action Plan (LPRAP), and Gender and Development (GAD) Plan.

Good Sectoral Goals should be in line with the locality’s Vision and Mission. If the current CDP does not include the locality’s Vision and Mission, then the most recently defined charter statements may be used or define these first before undertaking POPS Planning. Representatives from different sectors may be invited to a session on defining the locality’s Vision and Mission. Once Vision and Mission are clear, sectoral goals may be set, related broadly to social development, or more particularly to peace and order and public safety.

This Chapter has three Sections that provide a brief background on the LGU and its desired state.

1. LGU Socio-Economic Profile
The first Section is a narrative describing the Socio-Economic Profile of the locality. The following outline may be used as a guide in drafting this section:

a. Location
b. Income class and economy
c. Demographic profile
d. Component LGUs
e. Other details

2. Local Strategic Directions
The second Section presents the strategic direction of the local government as stated in the Vision, Mission, and Goals. Box A is a space provided for the local government’s Vision, Mission, and Goals.

3. Vision-Mission-Goal Descriptors
The third Section lists the vision-mission descriptors and the standard by which the local government measures their successful endeavors. Descriptors for goals may also be extracted to broaden the areas of linkages to peace and order. The descriptors and success indicators should be written in Table A of the Workbook (see page 3 of Workbook). A sample of a completed Table A is provided at the end of this Chapter.

Directions: Establish linkage to your local strategic direction by drawing key words from your locality’s Vision, Mission, and Goals, completing Table A following these steps:
**Step 1: Extract descriptors from Vision and Mission, and possibly from Goals.**

Review the Vision-Mission-Goal Statements of the LGU in Box 1. Select key words that describe the LGU’s peace and order and public safety aspirations as well as those that significantly relate to them. List the key words or descriptors under the Vision-Mission-Goal Descriptors column in Table A.

**Step 2: Differentiate the descriptors using the following classifications:**

- **a. Directly Related to POPS** - These are descriptors which pertain directly to peace and order and public safety (e.g., safe, secure, orderly, peaceful, etc.).
- **b. Require Support from POPS** - These descriptors, although not directly relevant to peace and order and public safety, may be affected by POPS (e.g., progressive, social justice, economic growth, resilient, competitive, sustainable environment, etc.).
- **c. Promote Active Participation of Citizens in the Promotion of Peace and Development** - These descriptors refer to citizen involvement in POPS (e.g., empowered citizenry, increased awareness of constituents, public participation, etc.).

Note that not all classifications need to be filled out. If the LGU has no descriptors directly related to POPS, this may simply mean that the LGU’s Local Strategic Directions need to be revisited, or POPS is not a major concern in the locality, which is generally peaceful.

**Step 3: Determine the success indicators that best measure the desired result of the local government.**

Beside each listed descriptor, provide the measure of success under the Success Indicators column. Refer to the LGU’s past POPS Plan, if available, in determining success indicators. Data may also be drawn from the CDP or other reports. If the standard of success can be described using one indicator, then there is no need to add another indicator.

**Step 4: After completing Table A, draft a narrative describing the significance of peace and order and public safety to the local government’s strategic direction and progress to date.**

<table>
<thead>
<tr>
<th>Vision-Mission-Goal Descriptors</th>
<th>Success Indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>A. Directly Related to POPS</strong></td>
<td>(provide targets if available from past plans)</td>
</tr>
<tr>
<td>1.</td>
<td></td>
</tr>
<tr>
<td>2.</td>
<td></td>
</tr>
<tr>
<td><strong>B. Require Support from POPS</strong></td>
<td></td>
</tr>
<tr>
<td>1.</td>
<td></td>
</tr>
<tr>
<td>2.</td>
<td></td>
</tr>
<tr>
<td><strong>C. Promote Active Participation of citizens in the promotion of peace and development</strong></td>
<td></td>
</tr>
<tr>
<td>1.</td>
<td></td>
</tr>
<tr>
<td>2.</td>
<td></td>
</tr>
</tbody>
</table>
The Vision-Reality Gap may be used as a tool in assessing the gap between the desired vision and the current state of affairs.

The following questions may be used as guide when drafting the narrative:
- How would you describe the significance of peace and order and public safety to the LGU’s strategic directions or development aspirations, along with the progress of pertinent programs to date?
- How are peace and order and public safety actually contributing to the achievement of the local strategic direction?

Sample

1. LGU Socio-Economic Profile

a. Location

Example: The Municipality of X is located in the Province of Y. It is situated in the slopes of the ABC Mountains and is landlocked on four corners by City D on the north, Municipality E on the west, Municipality F on the east, and Municipality G on the south.

b. Income class and Economy

Example: The Municipality of X is a second-class municipality. The predominant source of livelihood is agriculture.

Annual income is P 85,000,000.00 from agriculture, manufacturing, and business enterprises.

c. Demographic profile

Example: The Municipality of X has a predominantly rural population. Approximately 75 percent of the total populace lives in rural areas while the remaining 25 percent lives in urban areas.

The Municipality of X has a large youth demographic, with 40 percent of the total population younger than 15 years of age. The largest age group, however, is the 15-64 range, which comprises 55 percent of the population. Those aged 65 years and older represent the remaining 5 percent.

The gender ratio is 90 males for every 100 females.

d. Component LGUs

(Barangays, in the case of the City/Municipality; and Component Cities/Municipalities, in the case of Provinces)

The Municipality of X has 10 barangays:

1. ___ 6. ___
2. ___ 7. ___
3. ___ 8. ___
4. ___ 9. ___
5. ___ 10. ___

e. Other details
2. Local Strategic Directions

Sample Box A

Vision Statement

______________________________________________________________________________________
______________________________________________________________________________________
______________________________________________________________________________________
______________________________________________________________________________________

Mission Statement

______________________________________________________________________________________
______________________________________________________________________________________
______________________________________________________________________________________
______________________________________________________________________________________

Goals
1. ___________________________________________________________________________________
2. ___________________________________________________________________________________
3. ___________________________________________________________________________________

3. Vision-Mission-Goal Descriptors

Table A: VISION-MISSION-GOAL Descriptors

<table>
<thead>
<tr>
<th>Vision-Mission-Goal Descriptors</th>
<th>Success Indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td>A. Directly Related to POPS</td>
<td>(provide targets if available from past plans)</td>
</tr>
<tr>
<td>1. Safe</td>
<td>Percentage reduction of crime incidence</td>
</tr>
<tr>
<td>B. Require Support from POPS</td>
<td>Percentage increase in business permits issued</td>
</tr>
<tr>
<td>1. Progressive</td>
<td>Percentage increase in business investments</td>
</tr>
<tr>
<td>2. Competitive</td>
<td></td>
</tr>
<tr>
<td>C. Promote Active Participation of citizens in the promotion of peace and development</td>
<td>Increase in the number of CSOs/associations contributing to POPS activities</td>
</tr>
</tbody>
</table>
B. Peace and Order and Public Safety Situation

This Chapter identifies and puts together data that reflect the peace and order and public safety situation in the locality, using Table B. Indicators from Table A are included to align with the local government’s strategic direction, as are POPS-related performance indicators required by the CDP. These indicators are part of a set of standard measures used for human security. The ready data and other relevant information are then analyzed. Gathering accurate data is important in ensuring that decisions made in developing the POPS Plan are based on facts. Knowing the facts will help you assess the situation better and thereby address the real issues. It is best to use tools for problem/conflict analysis to deepen one’s grasp of the situation. Draw from analysis undertaken during the process of drafting the local government’s CDP.

References/Source Documents
The following source materials are needed in completing this Chapter:
• Comprehensive Development Plan
• Barangay Development Plans
• Crime Statistics from the PNP
• Local Anti-Crime Action Plan
• Statistics on Insurgency and Terrorism threats from the AFP, if applicable
• Data and Statistics on Children in Conflict with the Law
• Other data and statistics on peace and order and public safety

Required Sections/Tools
• 1. Peace and Order and Public Safety Situation matrix.
• 2. Overview of the Peace and Order and Public Safety Situation in the LGU (narrative).

Optional Tools
1. For data gathering to assess peace and order situation, the following may be used:
   • List of Peace and Order and Public Safety Indicators from the Rationalized Planning Indicators and Data Set (Annex 2)
   • Household Survey Questionnaire (Annex 3)
   • Guide Questions for Focus Group Discussion (Annex 4)
2. For analysis of the peace and order and public situation in the LGU, the following may be used:
   • Conflict Tree Analysis (Annex 5)
   • Force Field Analysis (Annex 6)
   • Stakeholder Analysis (Annex 7)
Definitions

1. **Peace and Order** — Includes activities that directly address criminality, armed conflict, and human rights violations and bring about the achievement of justice, peace and order.

2. **Public Safety** — Covers activities that protect the community from dangers threatening their general welfare and safety, such as accidents, disaster, and crime.

*For Peace and Order, focus areas are:*

3. **Crime and Disorder** — Violations of the law and situations that disrupt harmonious living within a community. These include violations related to illegal drugs as a mandatory sub-focus area.

4. **Conflict** — For purposes of POPS planning, this refers to a situation where two or more groups are in disagreement with each other or in disagreement with the State. The source of disagreement may be the control and possession of resources: when one party feels deprived, offended or oppressed by another or by the policies and programs of the State.

*For Public Safety, focus areas are:*

5. **Road and Vehicle Safety** — Refers to situations relative to traffic and road conditions which may pose a risk to motorists, passengers, and pedestrians.

6. **Emergency/Crisis Management and Fire Safety** — The organization and management of resources and responsibilities for addressing all aspects of emergencies, which are unforeseen or sudden occurrence, posing danger and demanding immediate action (Republic Act No. 10121: Philippine Disaster Risk Reduction and Management Act of 2010).

7. **Disaster Risk management** — Systematic preparation for a potential or imminent disaster that may result in loss of life, property and livelihood and/or adversely affect people’s health and well-being, as well as the flow of services to a particular community over a specified future time period.

Pointers

The POPS Plan draws a line between Peace and Order and Public Safety, noting that the computation of the CF is solely based on the budget dedicated to Peace and Order programs, projects, or activities. Under each category are areas that further differentiate approaches between the two. The Peace and Order category includes Crime and Disorder and Conflict Situations, while the Public Safety category includes Road and Vehicle Safety and Emergency/Crisis Management and Fire Safety.

Disaster risk management may be included under Public Safety to present a holistic picture of the LGU POPS Situation. However, activities related to disaster risk management will not be included in the POPS Plan, since the Philippine Disaster Risk Reduction and Management Act of 2010 (Republic Act No. 10121) mandates a separate plan specifically for Disaster Risk Reduction and Management.
Ideally, at the start of the local government’s development planning, the CDP committees would have undergone conflict analyses within a conflict sensitivity and peace promoting framework. If conflict analyses have not been undertaken, the POC TWG may use the guide questions in Box B.1: Guide Questions for Conflict Analysis for simple peace and conflict assessment.

Among the other conflict situation analysis tools, one of the simplest is Conflict Tree Analysis. This enables linear analysis of a core problem, its root causes and effects. To deepen understanding of core problems, Stakeholder Analysis and Force Field Analysis can be used. Stakeholder Analysis allows you to delve into the level of interest and influence of those who may have a stake in the problem or issue. Force Field Analysis, on the other hand, is a tool for examining the factors that can drive change (positive forces) toward a desired state where the problem is resolved and the factors that challenge the achievement (restraining forces) of the desired state. Understanding the interest and power of stakeholders can also help you in developing appropriate responses to the problem.

The POC TWG should agree on and implement tasks for data gathering and profiling of POPS. The POC TWG should also support the local police and Barangay POC and secretariat in the conduct of discussions with communities to develop their respective Barangay POPS Plan, to be incorporated in the corresponding Barangay Development Plan. The Barangay POPS Plan should be developed using the CSOP Strategy of the PNP and NAPOLCOM.

Results of barangay-level discussions, including those on barangay POPS and annual police plans, will serve as input to the POPS profile. By delving deeper into the barangay situation, you form a more accurate picture of the POPS situation in the municipality, city, or province.

There are two main sections under this Chapter. The first is the Peace and Order and Public Safety Situation Matrix. The second is a narrative of the POPS situation.

---

**Box B.1: Guide Questions for Conflict Analysis**

**The following are Key Questions for Peace and Conflict Assessment:**

1. In what areas and sectors do tensions or dissatisfaction currently exist?
2. What are the core problems and lines of conflict?
3. Who are relevant groups of actors in relation to these conflict lines? What goals are they pursuing? What power and resources do they possess?
4. What conflict resolution and bodies and mechanisms exist at the governmental and non-governmental levels? How are these currently utilized? Are they seen as legitimate and useful for managing conflicts?
5. What role does the LGU, Line Agencies, and other Government bodies play as actors in these conflicts? How are they perceived on the ground?
6. What scenarios for future development (six months to five years) are conceivable? Which of these scenarios bears the greatest potentials for escalation of conflicts? Which have the greatest potentials to prevent escalation and to create peace?

**Source:** Shaping a Local Peace Agenda: Peace Building and Development Needs as Guideposts, 2015
1. The Peace and Order and Public Safety Situation Matrix

The first section is the matrix where data will be inputted. It presents the POPS situation at a glance using quantitative and qualitative data. You can begin gathering data for the indicators used in Table A. The sample matrix below includes indicators required by the CDP, mandatory indicators required by laws and policies (such as the anti-illegal drug focus area under Peace and Order), and sample indicators, for ease of reference.

**Directions:** Develop a profile of POPS situation in your locality by completing Table B following these steps:

<table>
<thead>
<tr>
<th>Table B: Peace and Order and Public Safety Situation</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Focus Area/Source</strong></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>PEACE AND ORDER</td>
</tr>
<tr>
<td>a. Crime and Disorder</td>
</tr>
<tr>
<td>b. Conflict</td>
</tr>
<tr>
<td>PUBLIC SAFETY</td>
</tr>
<tr>
<td>a. Road and Vehicle Safety</td>
</tr>
<tr>
<td>b. Emergency/Crisis Management and Fire Safety</td>
</tr>
</tbody>
</table>

**Step 1:** Review the mandated indicators in the matrix and add indicators from Chapter A and other indicators that may be useful in describing the POPS issues.

**Step 2:** Gather data for the list of indicators.

**Step 3:** Record data gathered under the columns for Actual Data.

In the first column below the focus area, write the source of the data that will be inputted in the subsequent columns. The column for City/Municipality covers quantitative data from cities or municipalities, which may be completed by the provincial, city, and municipal government units. The column for Barangay covers quantitative data from barangays, which may be completed by the city or municipality government units. Qualifications or descriptions of these quantitative data should be placed at the rightmost column under Cases/Qualitative Data. For example, under Cases/Qualitative Data include reasons for—or circumstances surrounding or incidents
related to—the commonly reported crime incident or situation. In addition, briefly describe significant cases related to peace and order and public safety. These cases may or may not have corresponding indicators that are being tracked. Sample cases include incidence of bombings, hostage-taking, and massacres.

2. The Overview of the Peace and Order and Public Safety Situation in the LGU
The second section is a narrative, analyzing the locality’s peace and order and public safety situation, based on the data inputted in Table B and other information gathered. It provides a summary of the peace and order and public safety situation in the locality. The sample outline below may be used.

a. Crime and Disorder
   ▪ Trends in index and non-index crimes, proportion of persons who are victims of crimes, crime volume, crime solution efficiency, crime clearance efficiency, crime hot spots, presence of threat groups, number of barangays affected or threatened by insurgency, household survey results.
   ▪ Causes
   ▪ Effects and implications
   ▪ Responses and capacities of the LGU (availability of personnel, funds, logistics, etc.), as gleaned from input and output indicators, and other stakeholders.

b. Conflict
   ▪ Trends in conflict
   ▪ Causes
   ▪ Effects and implications
   ▪ Relation to other concerns/issues/problems
   ▪ Responses and capacities of the LGU (availability of personnel, funds, logistics, etc.), as gleaned from input and output indicators, and other stakeholders.

c. Road and Vehicle Safety
   ▪ Trends in road and vehicle accidents
   ▪ Causes
   ▪ Effects and implications
   ▪ Relation to other concerns/issues/problems
   ▪ Responses and capacities of the LGU, as gleaned from input and output indicators, and other stakeholders.

d. Emergency/Crisis Management and Fire Safety
   ▪ Trends in emergencies experienced in the locality (e.g., medical or health such as epidemics) and fire accidents.
   ▪ Causes
   ▪ Effects and implications
   ▪ Relation to other concerns/issues/problems
   ▪ Responses and capacities of the LGU, as gleaned from input and output indicators, and other stakeholders.

To prepare a more comprehensive write-up, the questions in Box 6 may be used as a guide.
### Box B.2: Writing about a Peace and Order and Public Safety Situation

<table>
<thead>
<tr>
<th>Aspects for Baselining</th>
<th>Data / Information Needed</th>
<th>Guide Questions</th>
</tr>
</thead>
</table>
| General Description and Attributes | • Political jurisdiction  
• LGU class | 1. What are the characteristics of the province/city/municipality (P/C/M) and its governing unit? |
| | • Geographic scope  
• Shared political borders  
• Major land and maritime features | 2. How would you describe the land area and geography of the P/C/M in concise terms? |
| | • Population and basic demography  
• Annual appropriation and income  
• Sources of income  
• List of major economic activities | 3. How would you describe the P/C/M in terms of its population and basic demography and its financial and economic profile? |
| PEACE AND ORDER | State of crime and disorder (in the past three years) | 1. What are the general figures and statistics on index and non-index crimes? |
| | | 2. Which crimes or violations are viewed as priority issues by the LGU and local authorities? |
| | | 3. Which specific barangays are prone to or contain the highest incidents of crime and disorder-related issues? |
| | • Efficiency rating in addressing crime  
• Police-population ratio vis-à-vis ideal conditions (1:500)  
• Initial gauge on police visibility and public reassurance | 4. What are the general figures and statistics as regards the crime resolution rate? |
| | • Initial gauge on public trust levels toward law enforcement and other authorities tasked with maintaining public order  
• Identification of other entities tasked with maintaining public order | 5. What is the current police-population ratio in the P/C/M? |
| | | 6. Is there sufficient visibility and effective coverage of law enforcement personnel in the P/C/M? |
| | • Identification of other entities tasked with maintaining public order | 7. To what extent do the local authorities tasked with maintaining public order (e.g., local police, barangay tanod, etc.) enjoy the trust and confidence of the community? (Please indicate and describe level of trust: Low, Medium or High trust.) |
### Box B.2: Writing about a Peace and Order and Public Safety Situation

<table>
<thead>
<tr>
<th>Aspects for Baselining</th>
<th>Data / Information Needed</th>
<th>Guide Questions</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Presence or absence of local mechanisms to monitor or check the actions of officials tasked with maintaining public order</td>
<td>8. Are there civilian volunteer organizations (CVOs) or similar groups currently operating in the area? How would you characterize their day-to-day operations? 9. Are there LGU measures or mechanisms in place to address possible community grievances or complaints related to the performance or actions of local law enforcement personnel, barangay tanods, and CVOs?</td>
</tr>
</tbody>
</table>

| Status of local armed conflicts situations (in the past three years) | List of specific areas affected by armed conflict  
Statistics on incidents related to armed conflict | 1. How many cities, municipalities, or barangays are affected by the armed conflict? (Provide general description of these areas.) 2. What are the figures and statistics on the number and types of incidents involving rebel groups in the area? (Include data on armed encounters with government forces.) |

<table>
<thead>
<tr>
<th>PUBLIC SAFETY</th>
<th></th>
</tr>
</thead>
</table>
| State of public safety (in the past three years) | List of public safety issues given priority by the LGU and community  
List of LGU efforts to resolve identified public safety issues | 1. What are the chief issues that endanger the lives or property of community members or could lead to loss of life or property in the P/C/M? 2. What LGU efforts, programs, activities are in place to address these possible dangers to life or property of community members? 3. What are the other primary concerns of the P/C/M with respect to the following areas of public safety? Please answer only where applicable:  
a. Health and sanitation  
b. Disaster risk reduction and management  
c. Fire prevention  
d. Environmental protection  
e. Transportation and road safety |
### Box B.2: Writing about a Peace and Order and Public Safety Situation

<table>
<thead>
<tr>
<th>Aspects for Baselining</th>
<th>Data / Information Needed</th>
<th>Guide Questions</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>RESPONSES AND MECHANISMS</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Efforts to ensure and maintain peace and order and public safety (in the past three years)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Inventory of LGU Executive Orders (EOs) and local issuances relating to peace and order and public safety that were passed in the last three years</td>
<td>1. What local legislative measures (EOs and ordinances) have been enacted to address peace and order issues and combat criminality? 2. What local legislative measures (EO and ordinances) have been enacted to address public safety issues?</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Presence or absence of conflict resolution mechanisms in the area</td>
<td>3. In the past three years, were there specific LGU programs and activities on conflict resolution put in place? If so, provide a general description of these.</td>
</tr>
</tbody>
</table>
| | • List of established bodies mandated to oversee or implement specific aspects of peace and order and public safety  
• Initial gauge on the effectiveness of mandated bodies in implementing their tasks  
• List of other special bodies established by the LGU to address specific issues or incidents on peace and order and public safety | 4. What is the current status of the community- and service-oriented policing (CSOP) system in the area? Is it functional and effective? (If so, indicate bases for stating that it is.) 5. What is the current status of the Village Justice System in the area? Is it functional and effective? (If so, indicate bases for stating that it is.) 6. What is the status of the Local Council for the Protection of Children? Is it functional and effective? If so, indicate bases for stating that it is 7. What other official ad hoc bodies have been created by the LGU to help maintain peace and order and public safety or address specific concerns or incidents? | |
| | • Appropriations allotted by LGUs for identified bodies  
• List of community initiatives to help address peace and order and public safety issues  
• List of LGU or community initiatives and activities, whether separate or joint, to address the armed conflict situation in the area | 8. How much financial resources from the LGUs have been expended for these bodies so they carry out their respective mandates? 9. What is the level and nature of community involvement in maintaining peace and order and public safety? 10. What specific mechanisms are in place? (Examples are: initiatives, organized bodies at community |
### Box B.2: Writing about a Peace and Order and Public Safety Situation

<table>
<thead>
<tr>
<th>Aspects for Baselining</th>
<th>Data / Information Needed</th>
<th>Guide Questions</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>level, early warning systems, specific community response activities in relation to major or high profile incidents, etc.) 11. In the past three years, were there LGU or community peace initiatives (e.g., dialogues with rebel groups, peace zones, etc.) that helped address the armed conflict in the area? If so, how effective were these?</td>
</tr>
<tr>
<td>State of the local Peace and Order Council (in the past three years)</td>
<td>Number of POC meeting convened &lt;br&gt; Initial assessment on the depth and effectiveness of POC meetings (information sharing, decision making, problem solving, and work planning)</td>
<td>1. How many times have the local POC convened in the past three years? &lt;br&gt; 2. Based on the minutes of these meetings how would you characterize the substance of discussions in terms of peace and order and public safety planning implementation and monitoring and evaluation?</td>
</tr>
<tr>
<td></td>
<td>Copy of the latest plans related to peace and order and public safety</td>
<td>3. Does the P/C/M have plans related to peace and order and public safety? &lt;br&gt; 4. What are the salient features of the plan? Do these features address the primary issues on peace and order and public safety? If so, how are these addressed?</td>
</tr>
<tr>
<td></td>
<td>List of POC interventions on specific peace and order and public safety incidents/issues</td>
<td>5. Has the local POC been mobilized to address specific incidents or events relating to peace and order and public safety? Please describe briefly the circumstances and outcomes.</td>
</tr>
<tr>
<td></td>
<td>Appropriations allotted by LGUs for plan implementation</td>
<td>6. How much financial resources from the LGU have been expended for the implementation of specific components of the plan?</td>
</tr>
<tr>
<td></td>
<td>List of other established oversight bodies for peace and order and public safety</td>
<td>7. Apart from the POC, are there other special and/or ad hoc bodies constituted by the LGU to help oversee peace and order and public safety issues in general?</td>
</tr>
</tbody>
</table>
### 1. The Peace and Order and Public Safety Situation Matrix

#### Table B: Peace and Order and Public Safety Situation

<table>
<thead>
<tr>
<th>Focus Area/Source</th>
<th>Indicator</th>
<th>Actual Data</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>City/Municipality (C/M) (Indicate name of C/M and its corresponding quantitative data)</td>
</tr>
<tr>
<td><strong>PEACE AND ORDER</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>1. Crime and Disorder</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(CDP)</td>
<td>Incidence of Index Crimes</td>
<td>Total: 35</td>
</tr>
<tr>
<td></td>
<td>Breakdown: Municipality 1-___</td>
<td>City 1-____</td>
</tr>
<tr>
<td>(CDP)</td>
<td>Incidence of Non-Index Crimes</td>
<td>Total: 5,325</td>
</tr>
<tr>
<td></td>
<td>Breakdown: Municipality 1-___</td>
<td>Municipality 2-____</td>
</tr>
<tr>
<td>(CDP)</td>
<td>Crime Volume</td>
<td></td>
</tr>
<tr>
<td>(CDP)</td>
<td>Crime Solution Efficiency</td>
<td>Total: 89 percent solution efficiency (4,741 cases solved)</td>
</tr>
<tr>
<td>(CDP)</td>
<td>Crime Clearance Efficiency</td>
<td></td>
</tr>
<tr>
<td>(CDP)</td>
<td>Ratio of police personnel to total population</td>
<td></td>
</tr>
<tr>
<td>(CDP)</td>
<td>Number of police outposts/1000 population</td>
<td></td>
</tr>
<tr>
<td>(CDP)</td>
<td>Number and types of human rights violations, with information on perpetrators and victims and disaggregated by sex, age and ethnicity</td>
<td></td>
</tr>
<tr>
<td>(CDP)</td>
<td>Number and types of election-related violent incidents</td>
<td></td>
</tr>
<tr>
<td>Focus Area/Source</td>
<td>Indicator</td>
<td>Actual Data</td>
</tr>
<tr>
<td>-------------------</td>
<td>---------------------------------------------------------------------------</td>
<td>-----------------------------------------------------------------------------</td>
</tr>
<tr>
<td></td>
<td></td>
<td>City/Municipality (C/M)          Barangay   Cases/Qualitative Data</td>
</tr>
<tr>
<td>(Sample Indicator)</td>
<td>Number of Children in Conflict with the Law (CICL)</td>
<td>Total: 200</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.a. Illegal Drugs* (mandatory per RA 9165, NADPA, DILG MCs)</td>
<td>Number of drug personalities, disaggregated by drug pushers, drug users, drug lords, and other types</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Number of drug affected barangays (as classified by the Philippine Drug Enforcement Agency or PNP)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Number of drug clearing operations</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Number of buy-bust operations</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Number of Special Drug Education Centers (for P/HUC/ICC only) and other facilities with drug education programs</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Number of rehabilitation services or facilities for drug dependents (centers/outpatient care)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Active partnerships with CSOs/NGOs/POs for rehabilitation and after-care of drug dependents (with programs ongoing)</td>
</tr>
</tbody>
</table>
### Table B: Peace and Order and Public Safety Situation

<table>
<thead>
<tr>
<th>Focus Area/Source</th>
<th>Indicator</th>
<th>Actual Data</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>City/Municipality (C/M)</td>
</tr>
<tr>
<td><strong>2. Conflict</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(CDP)</td>
<td>Number and types of violent incidents related to armed groups</td>
<td></td>
</tr>
<tr>
<td>(CDP)</td>
<td>Number and types of incidents of ethnic conflicts and violent conflicts involving IPs and non-IPs</td>
<td></td>
</tr>
<tr>
<td>(CDP)</td>
<td>Number and types of resource-based conflicts (i.e., minerals, forestry, agrarian land, water for access to or utilization)</td>
<td></td>
</tr>
<tr>
<td>(CDP)</td>
<td>Number of communities, households and individuals displaced by armed conflict</td>
<td></td>
</tr>
<tr>
<td>(CDP)</td>
<td>Ratio of military and police personnel to total population</td>
<td></td>
</tr>
<tr>
<td>(CDP)</td>
<td>Number and location of military camps and police stations in conflict areas</td>
<td></td>
</tr>
<tr>
<td>(CDP)</td>
<td>Types of issues affecting Indigenous Peoples (human rights violations, ancestral domain, natural resource conflicts, displacement, royalty tax, etc.)</td>
<td></td>
</tr>
<tr>
<td>(CDP)</td>
<td>Number of women who were affected by gender-based violence (i.e., includes women trapped in situations of armed conflict, natural disasters, sexual violence,</td>
<td></td>
</tr>
</tbody>
</table>
### Table B: Peace and Order and Public Safety Situation

<table>
<thead>
<tr>
<th>Focus Area/Source</th>
<th>Indicator</th>
<th>Actual Data</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>City/Municipality (C/M)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>displacement, trafficking, etc.</td>
</tr>
<tr>
<td>(CDP)</td>
<td>Number of children who are affected by armed conflict (i.e., displacement, recruitment, trafficking, etc.)</td>
<td></td>
</tr>
<tr>
<td>(CDP)</td>
<td>Number of former rebels (insurgents) enrolled in integration programs, by age, sex, and ethnicity</td>
<td></td>
</tr>
</tbody>
</table>

#### PUBLIC SAFETY

**3. Road and Vehicle Safety**

- **(Sample indicator)** Number of road traffic accidents
- **(Sample indicator)** Number of motor vehicles
- **(Sample indicator)** Number of roads with ‘poor condition’ (Please provide your definition.)
- **(Sample indicator)** Number of traffic warning signage installed.

**4. Emergency/Crisis Management and Fire Safety**

- **(Sample indicator)** Number and type of available resources to respond to an emergency (e.g., human/physical/financial resources)/number and type of needed resources
- **(Sample indicator)** Number of functional mechanisms in place to respond to emergency/disaster/crisis
- **(Sample indicator)** Number of vital installations/lifelines
- **(Sample indicator)** Number of fire incidents

*Indicators related to and plan in response to anti-illegal drug abuses are required for 2017-2019*
2. Overview of the Peace and Order and Public Safety Situation in the LGU

Based on the information provided in the Peace and Order and Public Safety Matrix, provide your narrative assessment of the extent to which the constituents of the LGU feel that their community is (or is not) peaceful, orderly, and safe.
C. Priority Peace and Order and Public Safety Challenges

After having analyzed the data previously gathered and organized these in a matrix and a simple narrative, the next step would be to identify the POPS issues or challenges that the community has to deal with. In this Chapter, these POPS issues will be identified and further evaluated using another matrix. The stakeholders or people affected by the issues will be examined, along with the consequences of not addressing these issues. As the POC TWG presents the POPS situation to the POC, the latter must identify and prioritize the POPS issue/s to be dealt with in the current POPS Plan.

Required Sections and Tools
1. Problem Identification
2. Prioritizing Peace and Order and Public Safety Issues Matrix
3. Profile of Priority POPS Issues in the Locality

Optional Tools
1. Matrix on Peace and Order and Public Safety Ranking of Priority Issues (Annex 8)
2. Prioritization of Issues Using the CSPP Priority Matrix (Annex 9)

Definition
1. POPS Issues - Problems or concerns related to peace and order and public safety.
2. Barangay Development Council - An assembly within the barangay that is tasked to produce the Barangay Development Plan. It is composed of Sanggunian Barangay members, representatives of Non-Government Organizations or Civil Society Organizations operating in the barangay (one-fourth of the Council), and a representative of the Congressperson.
3. Barangay Development Plan - This is an official document of the barangay that contains the programs, projects, and activities that are intended to provide solutions to issues and concerns facing the local residents of the community. It also contains the processes which the barangay government can harness to attain higher levels of quality of life, prosperity, and peace for their constituents (Barangay Development Planning Manual, 2012).
4. Barangay Peace and Order Committee - A group officially established within the barangay to serve as implementing arm of the City/Municipal Peace and Order Council at the barangay level. It is composed of the Punong Barangay (Barangay Captain) as Chairman; Chairman of the Sangguniang Kabataan; a member of the Lupon Tagapamayapa; a barangay tanod; a public school teacher (to be designated by the school principal or head teacher); a representative of an
interfaith group; a senior citizen; at least three (3) members of existing barangay-based anti-crime or neighborhood watch groups, or an NGO representative well-known in his community; a PNP officer (to be designated by the Chief of Police of the corresponding City/Municipality); and others deemed appropriate by the Barangay Councilor/s.

5. **Community and Service-Oriented Policing (CSOP) System** - Refers to the promotion of peace and order and public safety and the strengthening of local government capability, helped along by active community collaboration, aimed toward the effective delivery of basic services to the citizenry. (NAPOLCOM Resolution 2015-342: Resolution to Empower the PNP to Perform its Role as a Community and Service-Oriented Agency through the Adoption of the CSOP System Involving the Local Chief Executives, the PNP, and the Community, as Mandated under Section 2 of RA 6975, as Amended by RA8551).

6. **CSOP strategy** - A strategy of policing that: a) focuses on police building ties and working closely with members of the community; b) promotes organizational methods, along with the systematic use of partnership and problem-solving techniques, to proactively address the immediate conditions that give rise to crime, social disorder, and a climate of fear; and c) allows community ‘outsiders’ to take part in managing police programs.

### Pointers

1. **Problem Identification**

This section describes the issues related to peace and order or public safety. Aside from discussing these at provincial, city, or municipality levels, it would be ideal to bring together information from the barangays through the Chiefs of Police. Pulis sa Barangay are expected to work with the Barangay Peace and Order Committee or the Barangay Development Council, or both, in developing the Barangay POPS plan, using CSOP and incorporating CSOP strategies. The input from the barangays are then put-together by the local police for inclusion in the local plans. A simple matrix presented as Table C.1 may be used in organizing the available information.

Drawing from the analysis of figures in Chapter B, the POC TWG may identify and define POPS issues using a form similar to Table C.1. The goal is to look into the issues represented by the indicator data that may be at alarming or warning levels. The POPS issues submitted by the Barangays may be listed in table format for easy reading and for determining trends. Discussion points can be further developed using the Prioritizing Peace and Order and Public Safety Issues Matrix.
### Table C.1: Problem Identification

<table>
<thead>
<tr>
<th>Discussion Issues</th>
<th>Identified Problems</th>
<th>Past or Proposed Solutions and Recommendations</th>
</tr>
</thead>
<tbody>
<tr>
<td>(C-1)</td>
<td>(C-2)</td>
<td>(C-3)</td>
</tr>
</tbody>
</table>

**Reference:**

Column 1 (C-1): Discussion Issues – A description of recent and past incidences in the community that affect the peace and order and public safety situation.

Guide Questions:
- *What incidents have taken place that made you say there is a problem related to peace and order and public safety?*
- *Who were involved?*
- *How long has this been happening?*

Column 2 (C-2): Identified Problem – A phrase that describes the actual crime, disorder, conflict, or public safety issue.

Guide Question:
- *What would you call the criminal act, conflict situation, or public safety issue described?*

Column 3 (C-3): Past or Proposed Solutions and Recommendations – These are solutions undertaken in the past to address the problem, proposed solutions, and other suggestions.

Guide Questions:
- *How has the community responded to the problem?*
- *How can the community better respond to the problem?*

---

### 2. Prioritizing Peace and Order and Public Safety Issues Matrix

This section describes the problems listed in Table C.1 in more detail. The details provided in Table C.2 present the analysis of the problem or issue. It is important to be very specific in describing the details of each issue. After doing a conflict analysis (sample tools in the Annex, as mentioned in Chapter B) for each selected issue/problem, the information can easily be transferred to Table C.2.

**Directions:** Determine the priority POPS issues by completing Table C.2 following these steps:
<table>
<thead>
<tr>
<th>Issues or Problems</th>
<th>Manifestations</th>
<th>Sources or Causes</th>
<th>Who are most affected</th>
<th>Effects or Consequences if not addressed</th>
<th>Objectives in addressing the issue</th>
<th>Ranking</th>
</tr>
</thead>
<tbody>
<tr>
<td>(C-1)</td>
<td>(C-2)</td>
<td>(C-3)</td>
<td>(C-4a)</td>
<td>(C-4b)</td>
<td>(C-5)</td>
<td>(C-6)</td>
</tr>
<tr>
<td>Vulnerable groups</td>
<td>Offender</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**PEACE AND ORDER**

Crime and Disorder

Illegal Drugs

Conflict

**PUBLIC SAFETY**

Road and Vehicle Safety

Emergency/Crisis Management and Fire Safety

**Reference:**

Column 1 (C-1): Issues/Problems – A phrase describing a challenge in the peace and order and public safety situation, which is affecting the locality.

Guide Questions:
- What are the priority POPS issues in your locality?
- What are the current and emerging issues that make constituents feel fearful or unsafe?

Column 2 (C-2): Manifestations – Describes the issue identified using the guide questions.

Guide Questions:
- How and where does this issue occur?
- What are the observable conditions of the issue?
- How grave is the problem or issue?
- How did this issue come about?
- What threats—engendering fear, instability, or vulnerability—surround the issue?
- Is there a gender dimension in the issue?
Column 3 (C-3): Sources or Causes – Describes the reason for the occurrence of the issue.
Guide Questions:
- What is the root cause of the issue?
- What might be the sources or causes of such issues?
- In the case of conflict, what factors drive or restrain resolution?

Column 4 (C-4): Who are involved/affected – Lists groups of peoples or stakeholders most affected by the issue or problem or those causing the problem; profile of the people.
(C-4a) Vulnerable groups
(C-4b) Offenders
Guide Questions:
- Who are affected if this issue persists?
- Who are the vulnerable groups? What makes them vulnerable?
- Who are the offenders/perpetrators, those involved in bringing about this issue?

Column 5 (C-5): Effects/Consequences if not addressed – Describes what could happen to the locality or those affected if the issue is not addressed.
Guide Questions:
- What are the effects of the issue or problem on the community?
- What will happen if these issues or problems are not addressed?
- How do the effects/consequences relate to the causes?

Column 6 (C-6): Objectives in addressing the issue – Describes the state that would be achieved by addressing the issue.
Guide Question:
- What would be achieved by addressing these issues/problems?

Column 7 (C-7): Ranking – Assigns a numerical value representing the order of priority for the POPS issue, with 1 representing the highest priority. Fill in C-7 after completing C-2 to C-6.
Guide Questions:
- What issue has the highest negative effect on the locality?
- What issue is affecting the most number of constituents?
- Which issues have the greater intensity of likelihood of occurrence, impact, or consequence?

**Step 1:** Place the issues listed under Identified Problems of your Problem Identification Matrix in C-1 of Table C.

**Step 2:** Describe the issue under Manifestations (C-2) and Sources or Causes (C-3). Refer to Guide Questions listed after Table C.
- Refer to information gathered from the barangays, e.g., crime incidences, in describing the manifestations and profiling the group most affected.
- Articulate Source/Cause as a problem statement that may be resolved. For example, saying “significant number of crimes committed against vulnerable groups”, instead of “discrimination against vulnerable groups”, will elicit a concrete solution, such as “increase police visibility in areas with a significant number of vulnerable groups”.

C. Priority Peace and Order and Public Safety Challenges 25
• Use quantifiable measures from Table B. The manifestations can include, for example, crime rate or description of a conflict situation. In writing the Source/Cause, use actual measures like poverty rate or income levels, instead of merely stating ‘poverty’.
• Use concrete, problem-focused, and measurable terms that would facilitate the development of concrete and effective problem solutions or responses. Thus, changes in the data for the measures would suggest that the strategy responses may or may not be working. For example, barring other variables, if the number of crimes committed against vulnerable groups continues to increase after an intervention, then the responses developed may not be working. Conversely, if the number of crimes starts to decrease after an intervention, then the response may be working.

**Step 3:** Describe the profile of groups/persons most affected by the issue under C-4. Refer to the Guide Questions after the Table.

**Step 4:** Explain effects of the issue to the community under C-5. Refer to the Guide Questions.

**Step 5:** Define objective/s or desired state for each issue/problem.
• Turn the negative situation described as issues into positive statements of achievements to indicate that the problem or issue has been resolved. For example, if the issue is ‘increasing theft or burglary cases,’ then the objective can be ‘reduce number of theft or burglary cases.’ Refine the objective to a desired state that is achievable within the next three years.

**Step 6:** Upon filling in columns C-1 to C-6 in Table C.2, rank the POPS issues by placing a number for each issue in C-7.

Ranking of the issues can be done by simply discussing points for consideration or by using a tool. There are two prioritization tools offered in this Guidebook. The Matrix on Peace and Order and Public Safety Ranking of Priority Issues uses a ranking system that assigns scores to level of intensity and magnitude of the issue and computes for the highest rating. If your locality is a high conflict area, consider using the other prioritization tool, Prioritization of Issues Using the CSPP Priority Matrix. Ranking issues, with or without either tool, may be undertaken through a group discussion within the POC or with an expanded group of stakeholders. It is not recommended that ranking be done by one person.

**Step 7:** Determine priority issues for the three-year POPS Plan.

It is recommended that the POPS Plan focus on the top three issues. To determine the relative weight of the issues, consider the issue ranked no. 1 as the first priority and the issue ranked no. 2 as the second priority, and so on. It is best that resources be focused on addressing a few issues and be effective in resolving them, rather than spreading resources thinly to address too many issues, rendering the interventions ineffective in resolving them.

**3. Profile of Priority POPS Issues in the Locality**

Once you have determined your priority issues, present the profile of your priority POPS issues in this section.
Step 1: Begin with a general discussion on the priority issues. You may use the following guide questions:

- What are the priority issues?
- How were these identified?
- Why are they considered priorities in terms of impact, time span, and involved stakeholders?
- Who are the vulnerable groups? What makes them vulnerable?
- In the case of conflict, what factors drive or restrain resolution? What is its history? How do those involved relate to each other?

Step 2: Prepare a summary profile for each peace and order and public safety issue identified as priority.

Write a narrative using the information provided in Tool C.2. Use the guide questions and template for the write-up on the top three issues, starting with the issue ranked first.

You may use the following as guide questions:

- How grave is the issue?
- How and where does it occur?
- Who are the people involved or the offenders? In the case of conflict, who are the actors involved?
- What is its history?
- What are its effects?
- Who are the vulnerable population? What makes them vulnerable?
- In the case of conflict, what factors drive or restrain resolution?

You may use the following as template:

“Since (year), (prioritized / major issue) has been happening in (state specific areas, state periods of time or trends). The (state possible cause/s) is/are seen as major contributory factor/s for the (re-state the issue). It has affected (population profile of affected, provide quantitative data) in the following ways (impact of issue on people, places, processes) ____________________________.”

“The following are directly causing the situation of conflict in the locality as evidenced by: ____________________________”

“In response to the conflict situation, the following have been the responses by the LGU and the other stakeholders ________________, with the following results (describe whether strong, weak, etc.) ____________________________.”

a. Describe the situation, episode, event or instance and its effects. “Since (year), (prioritized / major issue) has been happening in (state specific areas, state periods of time or trends). The (state possible cause/s) is/are seen as major contributory factor/s for the (re-state the issue). It has affected (profile of affected population, provide quantitative data) in the following ways (impact of issue on people, places, processes) ____________________________.”

b. Describe what is/are directly causing the continued occurrence of this problem/issue. “The following are directly causing the situation of conflict in the locality as evidenced by: ____________________________.”
c. Describe and analyze the responses and capacities of the LGU (input and output indicators) and other stakeholders in managing the POPS situation. “In response to the conflict situation, the following have been the responses by the LGU and the other stakeholders (state responses by the LGU), with the following results (describe whether strong, weak, etc.).”

Sample

Table C.1: Problem Identification

<table>
<thead>
<tr>
<th>Discussion Issues</th>
<th>Identified Problems</th>
<th>Proposed Solution/ Recommendation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Proliferation of property crimes in the barangay</td>
<td>Burglary, theft, motorcycle theft</td>
<td>Barangay Ronda systems with police; CCTV</td>
</tr>
<tr>
<td>Crime syndicates using minors to break into houses</td>
<td>Juvenile crimes</td>
<td>Impose curfew hours</td>
</tr>
<tr>
<td>- Recently, three minors were apprehended for having violated curfew hours. They had in their possession master keys, screwdrivers, and other tools to be used for unlocking doors of houses</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

2. Prioritizing Peace and Order and Public Safety Issues Matrix

<table>
<thead>
<tr>
<th>Issues/Problems</th>
<th>Manifestations (Where and How)</th>
<th>Sources/ Causes</th>
<th>Who are involved/affected</th>
<th>Consequences if not addressed</th>
<th>Objectives in addressing the issue</th>
<th>Ranking</th>
</tr>
</thead>
<tbody>
<tr>
<td>PEACE AND ORDER</td>
<td>Increasing incidence of robbery</td>
<td>Incidence or robbery increased from 23 cases in the last quarter of 2015 to 56 cases in the second quarter of 2016</td>
<td>Gang related, they go 4 at a time, experienced but not professional</td>
<td>Male in their 20s</td>
<td>To reduce the number of robbery cases by 60%</td>
<td></td>
</tr>
</tbody>
</table>
### Table C.2: Prioritizing Peace and Order and Public Safety Issues Matrix

<table>
<thead>
<tr>
<th>Issues/Problems</th>
<th>Manifestations (Where and How)</th>
<th>Sources/Causes</th>
<th>Who are involved/affected</th>
<th>Consequences if not addressed</th>
<th>Objectives in addressing the issue</th>
<th>Ranking</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Crime</strong></td>
<td>Cash focused, with some experience in robbing</td>
<td>Mostly occur in business establishments outside the mall during the night (6-7PM)</td>
<td>5% increase in unemployment rate to 15%</td>
<td>Influx of people from other neighboring province during the day</td>
<td>Students, Minors</td>
<td>To reduce illegal drug pushers and peddlers by 90%</td>
</tr>
<tr>
<td></td>
<td>Mostly prevalent in densely populated areas, barangays bordering another province</td>
<td>More and more teenagers are being involved in pushing and using drugs</td>
<td>Influx of people from other neighboring province during the day</td>
<td>Easy access to illegal drugs</td>
<td>Residents of densely populated Barangay Y and Z</td>
<td>To enroll 80% of drug user ‘surenderees’ in rehabilitation programs</td>
</tr>
<tr>
<td></td>
<td>Street-level drug pushers travel on foot, with intermediaries of drug dealers driving from bordering province</td>
<td>Street-level drug pushers: male in their 20’s, married, with some high school education</td>
<td>Increase in crime rate</td>
<td>Increase in dropout rate in schools</td>
<td>From near neighboring province</td>
<td></td>
</tr>
<tr>
<td>Fifty percent of barangays affected by illegal drugs</td>
<td>Students, Minors</td>
<td>Residents of densely populated Barangay Y and Z</td>
<td>Increase in injuries due to road traffic accidents</td>
<td>Increase in deaths due to road traffic accidents</td>
<td>From near neighboring province</td>
<td>To reduce road traffic accidents in Roads X, Y and Z by 80%</td>
</tr>
<tr>
<td><strong>Public Safety</strong></td>
<td>Undisciplined drivers especially in cutting corners</td>
<td>Poor lighting at night</td>
<td>Side collision – female motorists</td>
<td>Straight direction, taxi drivers</td>
<td>Commuters, pedestrians passing along and residents of 80% of Barangay, where Roads X, Y, Z traverse</td>
<td></td>
</tr>
<tr>
<td>Road traffic accidents increased by 30% in the past year</td>
<td>14 accidents per month on average</td>
<td>Most accidents happen in Roads X and Y, side collision as they turn during weekdays, after office hours</td>
<td>Increase in unemployment rate to 15%</td>
<td>Increase in dropout rate in schools</td>
<td>Increase in employment rate</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Many accidents happen in Roads Z, straight direction, during weekdays, in the morning</td>
<td>Undisciplined drivers especially in cutting corners</td>
<td>Side collision – female motorists</td>
<td>Straight direction, taxi drivers</td>
<td>Commuters, pedestrians passing along and residents of 80% of Barangay, where Roads X, Y, Z traverse</td>
<td></td>
</tr>
</tbody>
</table>
3. Profile of Priority POPS Issues in the Locality

“Since 2015, increasing incidence of robbery and theft has been happening in all 20 barangays, with a total of 79 cases reported in the first semester of 2016. The 15 percent increase in unemployment rate is seen as a major contributory factor for the rise in robbery and theft incidents. It has affected about 60 business establishments in Barangays X, Y, and Z. Cash and personal effects are the common valuables taken. The increase in the incidence of robbery is attributed to the decline in employment opportunities in the Municipality and to the ‘war on illegal drugs’ that has brought 50 arrests of street-level drug pushers. Former street-level drug pushers who participate in gang activity likely resorted to robbery as an alternative means for obtaining cash.

In response to this, barangay officials worked closely with the police in expanding and re-training their respective tanods. On the other hand, the police have increased visibility. These responses have just been started, and their full impact has not yet been realized. The LGU has yet to address the unemployment issue by providing livelihood opportunities prioritizing the barangays most affected and the rehabilitation of those dependent on the drug trade.

The proliferation of illegal drugs particularly in the 50 percent ‘drug-affected barangays’ is also a cause for concern. Ten out of 20 barangays are deemed drug-affected by the Philippine Drug Enforcement Agency. This is seen to be connected to the influx of people coming from nearby provinces who bring in the drugs and provide easy access.

To date, 1,826 personalities have surrendered as a result of Oplan Tokhang of the PNP, and the local government faces a dilemma on the rehabilitation and treatment of the surrenderees. If this is not addressed and handled well, there is a probability these surrenderees will go back to their habits and worsen crime incidence in the municipality.

As discussed in the POC Meeting, drug addiction and pushing is tied to insufficient livelihood in the locality, and unmonitored influx of street-level drug pushers from neighboring provinces.

The following measures have been undertaken:
  a) Strict Checkpoint
  b) Police visibility
  c) Coordination between city government and barangays in maintaining peace and order
  d) Oplan Tokhang
  e) Increased information dissemination against illegal drugs

Road traffic accidents have been frequently occurring in the municipality primarily due to the poor driving conditions along Roads X, Y, and Z, affecting 80 percent of barangays. The lack of visibility of proper signage or none at all and poor lighting, and undisciplined motorists and pedestrians are seen as contributory factors to the occurrence of road accidents. Many of those who met an accident on Roads X and Y were females who cut corners as they turn and ended with side collision. These normally happened on a weekday after office hours. On the other hand, many of those who met an accident on Road Z were straight collisions by taxi drivers. They were probably sleepy and tired from a 24-hour shift as accidents normally happened on the morning of a weekday.
While the Department of Public Works and Highways and the local government have coordinated on road maintenance, specific plans for Road Y have yet to be determined. Meanwhile, the barangay officials have been briefed on systematic reporting of accidents and crime.
D. Objectives, Strategies, Targets, Indicators, and Baseline Data

In this Chapter, you will learn to refine the objectives and develop the strategies to address the priority POPS issues identified in Chapter C. You will determine performance measures for the objectives and champions for the strategies identified. For each issue that has been prioritized, strategy responses that are within the capacity of the local government will be considered. You can then determine baselines and set targets. As in the previous chapter, the involvement of the POC in the discussions is critical at the strategy level. It is best that the POC takes the lead, along with key stakeholders who are familiar with realities in the locality, in selecting the indicators and setting the targets. POC participation promotes ownership and the resolve to work toward meeting the targets.

Required Sections or Tools
- Strategy Formulation Matrix by POPS Issue

Optional Tools
- Matrix on Indicative Responses to Peace and Order and Public Safety Priority Issues

Definition
- Goal – A desired state achievable in a designated period. Identifying one or more objectives to be achieved operationalizes the Mission.
- Objective – A desired state achievable in a designated period. It operationalizes the goal within a specific period and in consideration of specific factors.
- Strategies – A plan of action for the approach taken in achieving the objective.
- Targets – A measurement for achieving an objective.
- Indicators – The standards against which change could be measured or a performance determined.
- Impact – An observable and measurable end result of a goal.
- Outcome – An observable and measurable end result of an objective.
- Output – An observable and measurable result of a project or activity.
- Input – Resources such as people, transport, budget, and materials needed to carry out activities and produce desired outputs.
- Baseline data – The starting point for a measure upon which targets for successful achievement of an objective would be based.

Pointers

1. Strategy Formulation Matrix
This section presents the matrix for indicators, targets, and strategies given a set of objectives.
Directions: Determine the targets and strategies for the objectives written in Table C by completing Table D following these steps:

<table>
<thead>
<tr>
<th>Priority POPS Issue:</th>
<th>Objective</th>
<th>Indicator</th>
<th>Baseline</th>
<th>Target by Year 3</th>
<th>Strategies</th>
<th>Champion</th>
</tr>
</thead>
<tbody>
<tr>
<td>(C-1)</td>
<td>(C-2)</td>
<td>(C-3)</td>
<td>(C-4)</td>
<td>(C-5)</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Reference:
Column 1 (C-1): Objective – A state you would like to achieve.
Guide Question: What would you like to achieve?

Column 2 (C-2): Indicator – A standard against which performance in achieving the objective would be measured.

Column 3 (C-3): Target – A measurement for successful achievement of your objective within three years. The annual targets will also be used for Reporting Form 2.

Column 4 (C-4): Strategies – The plan of action for the approach taken in meeting the objective. There can be several strategies for one objective.
Guide Question: How would you meet your objective?

Column 5 (C-5): Champion – The name of the person and the agency that can take the lead in developing and implementing strategies for the said objective and ensuring the implementation of corresponding activities, including policy change, program, project, activities, and service enhancements.

Step 1. Write the objective under C-6 of Table C.2 in C-1 of Table D. The objective statement may be enhanced as deemed necessary. Start with the issue ranked “1” as first priority.

Step 2. Discuss and define the standard against which performance in the achievement of the objective would be measured.

Step 3. Set the target for achieving the objective within three years.

Step 4. Using the information provided in Chapter C, Tables C.1 and C.2, define the strategies that will best lead to meeting the objectives.
Step 5. Select a ‘champion’ from the POC or POC TWG who will lead and give attention to the implementation of strategies that will ensure achievement of the objective.

A champion outside the POC may be selected as deemed appropriate. This champion is not necessarily the process owner or the person who will implement the activities. Rather, he or she will be responsible for ensuring that the assigned strategy in the plan is carried out.

Result Areas

<table>
<thead>
<tr>
<th>Type of Statement</th>
<th>Example</th>
<th>Result Areas</th>
</tr>
</thead>
<tbody>
<tr>
<td>Goal</td>
<td>To reduce drug abuse in the municipality.</td>
<td>Societal impact: Drug abuse reduced.</td>
</tr>
<tr>
<td>Objectives</td>
<td>To encourage illegal drug users to participate in a drug rehabilitation program.</td>
<td>Sectoral outcomes: Drug users rehabilitated</td>
</tr>
<tr>
<td>Strategies</td>
<td>Work with families to get drug-dependent people to join a rehabilitation program.</td>
<td></td>
</tr>
<tr>
<td>Activities</td>
<td>Conduct community based anti-illegal drug symposia.</td>
<td>Outputs Anti-illegal drug symposium</td>
</tr>
<tr>
<td>Inputs</td>
<td>Drug rehabilitation centers</td>
<td></td>
</tr>
<tr>
<td>Targets</td>
<td>By the end of the third year, 80 percent of drug dependents in watch list would have been rehabilitated.</td>
<td></td>
</tr>
<tr>
<td>Indicators</td>
<td>Percentage of drug dependents in watch list rehabilitated</td>
<td></td>
</tr>
</tbody>
</table>

Indicators

Indicators are objective measures that lead any observer to the same conclusion. They provide the basis for review, monitoring, and evaluation of results. They are used to manage implementation and plan subsequent activities. The process of setting indicators contributes to transparency, consensus, and ownership of the overall plan and objectives.

Selected Types of Indicators

1. Input indicators – A standard of measure for resources such as people, transport, budget, and materials needed to carryout activities and produce desired outputs.

2. Output indicators – A standard of measure for a project or activity’s expected results, e.g., completed tasks or project deliverables. They are used to assess what the activity has actually produced.
3. **Outcome indicators** – A standard of measure for an end result of an objective.

   *Examples:*
   - **Objective** – To encourage drug users to participate in drug rehabilitation programs.
   - **Input indicator** – Number of rehabilitation centers available in the municipality.
   - **Output indicator** – Number of people oriented in community-based anti-illegal drug symposia.
   - **Outcome indicator** – Percentage of drug dependents in watch list rehabilitated.

4. **Process indicators** – This is a milestone indicator used to assess how an objective was achieved though an activity. It provides qualitative measures for results that are difficult, if not impossible, to measure. For example, policy milestones can include drafting of an issuance, approval of the issuance, internal arrangement for policy implementation, and responses from constituents.

5. **Proxy indicator** – This takes the place of an identified best indicator that may be difficult to measure because of resource constraints or other limitations. For example, the amount of drugs seized by police can be a proxy indicator for the supply of drugs.

- For Table D, use *Outcome* Indicators. Note that we are crafting indicators for the Objectives in Table D, and not for the Strategies. You may use *Output* Indicators for Table E.

- For output and process indicators, include elements of quantity, quality, and time. Basic indicator
  - **Example:** LGU strategic plan developed.
  - Add quantity
    - **Example:** 100 percent of the LGU’s POPS plan is documented.
  - Add quality
    - **Example:** 100 percent of POPS plan is approved by the Sanggunian.
  - Add time
    - **Example:** 100 percent of the LGU’s POPS Plan gets Sanggunian approval by September 2016

- Use process or proxy indicators in place of outcome indicators that require data which would not be feasible for the POC representatives to collect. Process indicators may also be used to assess compliance to procedures.

- Indicators may be developed for a locality or may be adopted from those being used by other agencies. The indicator selected should be appropriate in describing the best measure for the desired state. Collecting data has corresponding costs. Thus, adopting an existing indicator with readily available data for what needs to be measured would be cost effective.

- In defining the target and selecting the indicator, make sure that there is data available that can be collected at reasonable cost in terms of time, effort, and money, for credible monitoring and evaluation.

- Test the appropriateness of the selected indicator by going through the following Guide Questions:
  - Are there data available for the selected indicator?
• If you chose to develop an indicator, could data be collected at reasonable cost—in terms of time, effort, and money?
• If you chose to adopt an indicator, would the source of data for the indicator be credible?
• Does the indicator accurately describe the measure?
• Is the indicator relevant to the community and the realities on the ground?
• Can the data be disaggregated (e.g., gender, age, vulnerable groups)?
• Has the indicator been discussed with and agreed upon with stakeholders?
• Has the indicator been cross-checked and validated using other sources?

• Collecting data for your indicators can be a challenge. It is important that you select indicators for which data are available or could be collected at a cost affordable to the local government. The following are common methods of collecting data:
  • **Counting** – Tracking the number of persons or items in a source document, e.g., counting the number of registrants to a program.
  • **Direct observation** – A systematic way of collecting information by watching action as they occur.
  • **Diagnostic test** – A means for measuring change in knowledge or achievement, e.g., evaluation of a training by conducting pre- and post-test.
  • **Survey questionnaire** – A means for collecting data using written questions.

**Strategies**

The strategies define the information gathered, which, in turn, shapes your understanding of the situation. Based on this understanding, you can further develop and refine strategies.

Developing appropriate strategies for a locality is crucial in ensuring the effectiveness of the plan. The strategy determines the approach to take, given a set of factors in your communities. For the strategies to work, these factors need to be carefully considered in designing the strategies. What would work in one locality would not necessarily work in another locality. For example, a locality with substantial number of Indigenous Peoples (IPs) would need to consider the customs and traditions of the IPs when designing the strategy. Using the same example, going through the respective tribal leaders when trying to resolve conflict would be more effective than strengthening the Katarungan Pambarangay. The following Guide Questions can help in looking into the factors to consider in designing the strategies.

**Guide Questions:**
• What factors do you need to consider in the design of your strategy?
• How will you deal with an offender?
• How will you address root causes of the issue?
• How will you address the manifestations and situation generated by the issue?
• What strategy responses are most beneficial to the vulnerable groups?

Consider strategies for the short-, medium-, or long-term. Strategies that address the manifestations and situation and those affected, as listed in Table C.2, may be doable within the period of the POPS plan, short- to medium-term. Strategies addressing the root causes are crucial to undertake but may take more time (e.g. more than one POPS Plan cycle) before yielding results. A combination of
strategies would increase the possibility of achieving the objectives. See Box D.2: Sample Response Strategies.

The following Guide Questions may be used in developing strategies:

- *How can you be effective in achieving your objective?*
- *Is this strategy doable within three years?*
- *Can they be undertaken within the available resources and technical capacity within the locality?*
- *Is the strategy sustainable in the long-term?*
- *Does the strategy address the needs of the different stakeholders without conflict?*

### Box D.2: Sample Response Strategies

**Intervention Space: Crime Prevention and the Conjunction of Criminal Opportunity**

<table>
<thead>
<tr>
<th>Offender</th>
<th>Response Strategy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Criminality</td>
<td>Intervention in early years of life of potential offenders to reduce known risk factors and enhance known protective factors through family, school and peer groups; supplying remedial treatment for those who have been convicted.</td>
</tr>
<tr>
<td>Lack of skills with which to avoid a life of crime</td>
<td>Training offenders in social and work skills.</td>
</tr>
<tr>
<td>Readiness to commit crime</td>
<td>Changing current life circumstances, including vulnerability to drug and alcohol problems, alleviating stressors such as poor housing, and reducing conflicts.</td>
</tr>
<tr>
<td>Resources for committing crime</td>
<td>Restricting resources for crime – Controlling accessibility of weapons and tools and acquiring information on targets and transfer of criminal knowhow.</td>
</tr>
<tr>
<td>Decision to commit offense</td>
<td>Deterrence – Raising the perceived risk and costs of getting caught; awakening conscience may prompt anticipation and avoidance of the pain of guilt and shame</td>
</tr>
<tr>
<td>Presence of authorities in the crime situation</td>
<td>Pre-empting potential offenders from taking advantage of a high-risk crime situation lacking in surveillance</td>
</tr>
</tbody>
</table>

**Situation**

<table>
<thead>
<tr>
<th>Target person/property</th>
<th>Response Strategy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Target hardening, removal, value reduction</td>
<td></td>
</tr>
<tr>
<td>Target enclosure</td>
<td>Restricting perimeter access and heightening security</td>
</tr>
<tr>
<td>Wider environment</td>
<td>Environmental design and management, including aiding surveillance, resolving conflicts, and setting rules</td>
</tr>
<tr>
<td>Absence of crime preventers</td>
<td>Boosting preventers through their presence, alertness, competence, motivation and responsibility whether through formal control (surveillance, access control), informal social control, self-protection or avoidance</td>
</tr>
<tr>
<td>Presence of crime promoters</td>
<td>Discouraging or deterring promoters and awakening their conscience, e.g., naming and shaming, civil liability, tackling a criminal subculture, procedural controls, or market reduction</td>
</tr>
</tbody>
</table>

There can be several strategies for one objective. If a strategy is completed by implementing one activity or event, then it is likely not a strategy.

### Sample

<table>
<thead>
<tr>
<th>1. Priority POPS Issue (First Issue)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>POPS Issue:</strong> 50 percent of barangays affected by illegal drugs</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Objective</th>
<th>Indicator</th>
<th>Target (by end of 2019)</th>
<th>Strategies</th>
<th>Champion</th>
</tr>
</thead>
<tbody>
<tr>
<td>(C-1)</td>
<td>(C-2)</td>
<td>(C-3)</td>
<td>(C-4)</td>
<td>(C-5)</td>
</tr>
<tr>
<td>Reduce illegal drug pushers and peddlers by 90 percent</td>
<td>Percentage of barangays 'cleared' of drugs</td>
<td>90 percent of ‘drug affected’ barangays ‘cleared’ of drugs</td>
<td>Closely monitor commuters from neighboring provinces</td>
<td>[Name], Chief of Police, PNP</td>
</tr>
<tr>
<td></td>
<td>Percentage of peddlers and pushers from the PNP ‘watch list’ arrested</td>
<td>90 percent of peddlers and pushers from the PNP ‘watch list’ arrested</td>
<td>Strengthen Functionalities of Anti-Drug Abuse Councils (ADACs)</td>
<td>[Name], MLGOO-DILG</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Strengthen support mechanism for drug clearing operations</td>
<td>[Name], President of Barangay Captains</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>2. Priority POPS Issue [Second Issue]</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>POPS Issue:</strong> Increasing incidence of robbery</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Objective</th>
<th>Indicator</th>
<th>Target by 2019</th>
<th>Strategies</th>
<th>Champion</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reduce the number of robbery cases by 60 percent</td>
<td>Percent reduction of robbery cases</td>
<td>60 percent reduction of robbery cases</td>
<td>Enhance police visibility</td>
<td>[Name], Chief of Police</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Conduct random inspections at key locations</td>
<td>[Name], Administrator</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Forge Partnership with NGO/CSO as force multiplier</td>
<td>[Name], LGU Info Officer</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Strengthen Advocacy</td>
<td></td>
</tr>
</tbody>
</table>
### 3. Priority POPS Issue (Third Issue)

**POPS Issue: Road traffic accidents increased by 30 percent in the past year**

<table>
<thead>
<tr>
<th>Objective</th>
<th>Indicator</th>
<th>Target by 2019</th>
<th>Strategies</th>
<th>Champion</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reduce road traffic accidents in Roads X, Y, and Z by 80 percent</td>
<td>Percent reduction of road traffic accidents in Roads X, Y, and Z</td>
<td>80 percent reduction in road traffic accidents in Roads X, Y, Z</td>
<td>Improve driving conditions that reduce visibility</td>
<td>[Name], Planning Officer</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Improve road conditions and networks</td>
<td>[Name], Municipal Engineer</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Make available law enforcers during critical hours</td>
<td>[Name], Chief of Police</td>
</tr>
</tbody>
</table>

Using information provided in Table D, write a short narrative on the targets and strategies to address POPS issues. Consider its implications on other sectoral concerns such as public health, the economy, and the environment.
E. Critical Policies, Programs, Projects, Services and Activities

After drawing strategies in Chapter D, the task now is to identify critical policies, programs, projects, services, and activities (PPSA) that could help in carrying out these strategies. While the local government addresses the POPS issue through its regular functions, it could also launch programs, projects, and activities to improve delivery of services and make the locality more effective in addressing the POPS issue. The POC TWG should also look into existing projects that may be scaled up into a program or service, before starting a new project.

Required Sections/Tools
• Activity Matrix by Strategy

Definitions
• Policy – High-level principle of action embracing the general goals and acceptable procedures especially of a governmental body.
  ▪ A principle of action that is needed to be adopted.
  Example: Ordinance designating ‘No Smoking’ zones

• Program – Any series of related activities or operations undertaken to meet specific objectives of the government.
  ▪ A number of related projects implemented for a purpose.
  Example: Pantawid Pamilyang Pilipino Program

• Project – Any series of related activities intended to solve a specific problem or achieve an objective within a specific starting date and an end date
  Example: Construction of BahayPag-Asa Project

• Service – Regular functions of a given office to be performed by government using existing facilities and budget.
  ▪ A system of implementing tasks to provide a public need.
  Example: Frontline services such as processing of Mayor’s permit

• Activity – Set of actions needed to obtain output.
  Example: Training for parents of children in conflict with the law

Pointers

1. Activity Matrix by Strategy

This section presents the critical actions that will be implemented to carry out the selected strategy.
Directions: Starting with the issue ranked as first priority, determine the key or critical policies, programs, projects, and activities to implement the strategy placed in Table D. Complete Table E following these steps:

**Table E: Activity Matrix by Strategy**

Priority POP5 Issue (First Issue):
Objective:
Target by Year 3:

<table>
<thead>
<tr>
<th>Strategy</th>
<th>PPSAs</th>
<th>Lead/Main Implementing Group</th>
<th>Schedule of Implementation</th>
<th>Expected Output</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Starting Date</td>
<td>Completion Date</td>
</tr>
<tr>
<td>C-1</td>
<td>C-2</td>
<td>C-3</td>
<td>C-4</td>
<td>C-5</td>
</tr>
</tbody>
</table>

Reference:

Column 1 (C-1): Strategies – The plan of action for the approach taken in meeting the objective.

Guide Question:

*How would you meet your objective?*

Column 2 (C-2): Policies, Programs, Projects, Services, and Activities (PPSAs)

- Policies – A principle of action that needs to be adopted.
- Programs – Several related projects implemented for a purpose.
- Projects – Any series of related activities intended to solve a problem or achieve an objective within a specified starting date and end date.
- Services – Regular functions of an office performed by the regular staff of that office using existing facilities and budget (DILG Memorandum Circular: Guide to Comprehensive Development Plan Preparation for Local Government Unit); a system of implementing tasks to provide a public need.
- Activities – A set of actions needed to produce a certain set of output.

Column 3 (C-3): Lead or Main Implementing Group – An agency or group that will take the lead and those who will be involved in implementing the specified PPSA.

Column 4 (C-4): Schedule of Implementation

- C-4a: Starting Date – Target date for beginning the activity
- C-4b: Completion Date – Target date for concluding the activity

Column 5 (C-5): Expected Outputs – Expected results, e.g., completed tasks or project deliverables, from the development of policy or implementation of programs, projects, services, and activities

Guide Question:

*What will be the measurable end products of the planned activities?*

- When planning for activities, start with the critical activities that would ensure achievement of the objective. Once the ‘absolute critical’ activities are known, plan for the milestones related to implementation.
- The POP5 Plan should not be about implementing all activities that the stakeholders want or are doing anyway, but about being effective in meeting the objective. Focus on a few key activities that
build on each other and drive results, rather than a number of unrelated activities. The likelihood of achieving an objective is greater when needed resources are poured on a few key activities that could be built up and sustained, rather than when resources are thinly spread across a number of activities.

- Before starting a new project, consider recently implemented activities, which significantly contributed to the achievement of a similar objective and which can be scaled up into a project or a program. If an activity needs to be repeated continuously after three years, it is likely a service that should be part of regular functions of government.

Guide Questions
- What activities will ensure achievement of the objective?
- Are these activities part of a program?
- If not, what project can be undertaken for the series of activities?
- How can you build on past efforts?
- Is there a project that was very effective in delivering similar desired results during the previous years, which can be turned into a program?
- Are there services currently offered by the local government or other partner government agencies that will ensure achievement of objective? What are these?
- Are there aspects in these services that need to be improved to make them more effective in contributing to the achievement of the objective?
- Are there policies that need to be issued first for you to be able to implement listed activities effectively?

Step 1. Write the strategies under C-4 of Table D under C-1 of Table E.
The strategy statement may be enhanced as one sees fit. Use one Table for every POPS issue and objective. Write the corresponding POPS Issue, Objective, and Target found in Table D above Table E.

Step 2. Discuss and define the needed programs, projects or activities, and policy to effectively carryout the strategy.

Step 3. Decide on who will be the lead implementer of the program, project, or activity and list the other main implementing units for the given program, project, or activity.

Step 4. Decide on the expected output from the implementation of the program, project, and activity.

Step 5. Determine the timing of implementation.
Set specific target starting and completion dates. Avoid using the terms ‘ongoing’, ‘monthly’, and ‘quarterly’. Also avoid using start and end dates that cover the whole three years of the POPS Plan. Consider possible phases in implementing the program, project, or activity. Use month and year for the start and end dates.
### Sample

**Table E: Activity Matrix by Strategy**

1st Priority POPS Issue: 50% of barangays affected by illegal drugs  
Objective: To reduce illegal drug pushers and peddlers by 90%  
Target: By 2019, 90% of ‘drug affected’ barangays cleared of drugs and 90% of drug pushers and peddlers in PNP ‘watch list’ arrested

<table>
<thead>
<tr>
<th>Strategy</th>
<th>PPSAs</th>
<th>Lead/Main Implementing Group</th>
<th>Schedule of Implementation</th>
<th>Expected Output</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strengthen Functionalities of ADACs</td>
<td>1. Profile ADACs 1.a. Convene 1st ADAC assessment meeting 1.b. Develop a training plan based on results of assessment meeting</td>
<td>DILG MLGOO; barangay officials</td>
<td>Jan 2017 Jan 2017</td>
<td>ADACs profile with needs assessment</td>
</tr>
<tr>
<td></td>
<td>2. Implement training</td>
<td>Municipal Planning Officer; B/M/ ADACs; DILG MLGOO</td>
<td>Feb 2017 Mar 2017</td>
<td>20 2-day training (1 training per barangay)</td>
</tr>
<tr>
<td></td>
<td>3. Conduct monthly meetings of Municipal ADAC</td>
<td>M/ADAC; Barangay reps</td>
<td>Feb 2017 Dec 2017</td>
<td>12 meeting reports</td>
</tr>
<tr>
<td></td>
<td>4. Establish a monitoring mechanism with rewards system for Barangay ADACs</td>
<td>DILG MLGOO; M/ADAC</td>
<td>Mar 2017 Apr 2017</td>
<td>Monitoring guidelines and templates</td>
</tr>
<tr>
<td></td>
<td>5. Implement reward scheme</td>
<td>M/ADAC</td>
<td>May 2017 Apr 2019</td>
<td>24 monitoring reports</td>
</tr>
</tbody>
</table>
Funding Requirements

To be able to implement the POPS Plan, it is crucial to have it funded. For this Chapter in the POPS Plan, the Annual Investment Program (AIP) will be used as a template for writing a funding proposal. This is the required template for submission to the Sanggunian for the indicative annual expenditure of the local government. It includes the detailed annual allocation for each program, project, and activity and in the regular operational budget items broken down into Personnel Services, Maintenance and Other Operating Expenses, and Capital Outlay. The AIP is the annual slice of the three-year Local Development Investment Program (LDIP), which is the principal instrument in implementing a CDP.

Required Sections/Tools
- Annual Investment Program or Plan
- Regulatory Measures

Optional Tools
- Format for Processing Legislations (Annex 11)

Definitions
- **Local Development Investment Program** – The principal instrument for implementing the CDP is a document with a three-year cycle. It translates the CDP into programs and projects and selects those that will be picked up by the LGU for funding in the annual general fund budget or through special fund generation schemes (DILG, 2009).
- **Annual Investment Program or Plan** – The annual slice of the LDIP (DILG-NEDA-DBM-DOF Joint Memorandum Circular No. 001, 2007).
  - For planning and investment programming purposes, AIP is an indicative yearly expenditure requirement of the LGU’s programs, projects, and activities (PPAs) to be integrated into the annual budget.
  - For budgeting purposes, it constitutes the total resource requirements for the budget year, including the detailed annual allocation for each PPA in the annual slice of the LDIP and the regular operational budget items broken down into Personnel Services, Maintenance and Other Operating Expenses, and Capital Outlay.
- **Executive-Legislative Agenda**
  - This is a planning document, covering the three-year period corresponding to the term of local elective officials, mutually developed and agreed upon by both the executive and legislative departments of an LGU.
  - It is an integrated plan that contains the major development thrusts and priorities of both the executive and legislative branches toward a common vision for the locality.
  - It is an instrument that will prioritize responses to multi-stakeholder needs, e.g., programs, projects, activities, legislations, and capacity development.
programs, and put into action through local development plans (DILG, 2007).

- **Regulatory Measures** – Refers to issuances by the local executive or legislative bodies that seek to direct a course of action or apply a principle.

**Pointers**
Local dynamics will have to be considered in getting budgetary approval for the POPS Plan. While the DILG is pushing for a process and timeline under its rationalized local planning system, the different realities on the ground—including the varying maturity levels of the planning process in every locality—have to be taken into account. In this regard, your usual budget process should be followed in getting funding approval for the POPS Plan. The LDIP is considered the principal instrument for obtaining funding approval of the CDP, including sub-sectoral plans such as the POPS Plan. However, some local governments prioritize the Executive-Legislative Agenda (ELA) process and documentation.

**Directions:** Drawing from information found in Table E, complete Table F by adding possible funding sources. Use one table for each POPS issue.

### 1. Annual Investment Program

*Table F: Annual Investment Program*

<table>
<thead>
<tr>
<th>AIP Ref. Code</th>
<th>Program/Project/Activity Description</th>
<th>Implementing Office/Department</th>
<th>Schedule of Implementation</th>
<th>Expected Output</th>
<th>Possible Funding Source</th>
<th>Amount (in thousand pesos)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Starting Date</td>
<td>Completion Date</td>
<td></td>
<td>PS</td>
</tr>
<tr>
<td>C-1</td>
<td></td>
<td></td>
<td>C-2a</td>
<td>C-2b</td>
<td>C-3</td>
<td>C-4</td>
</tr>
</tbody>
</table>

1. Personnel Services  
2. Maintenance and other Operating Expenses  
3. Capital Outlay

Prepared By:  
Attested by:

**Local Planning and Development Officer**  
**Budget Officer**  
**Local Chief Executive**

Date:  
Date:  
Date:

**Reference:**  
2. Regulatory Measures

There are some projects or activities that can only be undertaken if the required policy is instituted. For example, enforcing curfew hours for young people will entail a policy issuance. In the process of planning, identify needed policies or policy changes in order to be effective in the implementation of PPSAs in your POPS Plan. A tool for processing legislation has been provided to facilitate your planning. The list of regulatory measures form part of the AIP submission. It could also be part of the ELA, if advocated.

Directions: After completing Table F, list regulatory measures required for effective implementation of the POPS Plan. Provide a short description for each regulatory measure covering the need for the policy and expected action with the issuance of the policy.
**Table F: Annual Investment Program**

1st Priority POPS Issue: 50% of barangays affected by illegal drugs  
**Objective:** To reduce illegal drug pushers and peddlers by 90%  
**Target:** By 2019, 90% of ‘drug affected’ barangays cleared of drugs and 90% of drug pushers and peddlers in PNP ‘watch list’ arrested

<table>
<thead>
<tr>
<th>AIP Ref. Code</th>
<th>Program/Project/Activity Description</th>
<th>Implementing Office/Department</th>
<th>Schedule of Implementation</th>
<th>Expected Output</th>
<th>Possible Funding Source</th>
<th>Amount (in thousand pesos)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Starting Date</td>
<td>Completion Date</td>
<td></td>
<td>PS¹</td>
</tr>
<tr>
<td>C-1</td>
<td></td>
<td></td>
<td>C-2a</td>
<td>C-2b</td>
<td>C-3</td>
<td>C-4</td>
</tr>
</tbody>
</table>

**Strategy 1: Strengthen Functionalities of ADACs**

1. Profile ADACs  
   1.a. Convene 1st ADAC assessment meeting  
   1.b. Develop a training plan based on results of assessment meeting  
   2. Implement training  
   3. Conduct monthly meetings of Municipal ADAC  
   4. Establish a monitoring mechanism with rewards system for Barangay ADACs  
   5. Implement reward scheme

<table>
<thead>
<tr>
<th>Strategy 1</th>
<th>PS¹</th>
<th>MOOE²</th>
<th>CO³</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>ADACs profile with needs assessment</td>
<td>GAA</td>
<td>20,000</td>
<td>20,000</td>
<td></td>
</tr>
<tr>
<td>ADACs profile with needs assessment</td>
<td>GAA</td>
<td>25,000</td>
<td>250,000</td>
<td></td>
</tr>
<tr>
<td>20 2-day training (1 training per barangay)</td>
<td>GAA</td>
<td>120,000</td>
<td>120,000</td>
<td></td>
</tr>
<tr>
<td>Monitoring guidelines and templates printed for all 20 barangays</td>
<td>GAA</td>
<td>100,000</td>
<td>100,000</td>
<td></td>
</tr>
<tr>
<td>Eight monitoring reports (from meetings)</td>
<td>Private donor (association of businesses)</td>
<td>320,000</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

¹ Personnel Services  
² Maintenance and other Operating Expenses  
³ Capital Outlay
G. Implementation Arrangements

In this Chapter, we take a closer look at the implementation of the POPS Plan. In particular, we review the implementation arrangements among stakeholders for key programs or projects. The first Section presents the POC, the POC TWG, and any other Local Peace and Order (LPO) structure. The second Section presents the relationship between the LPO structure and other relevant mechanisms, including Local Development Councils and local special bodies. Collaboration between implementing agencies, offices, committees, organization or entities responsible for the development of policy or implementation of programs, projects, and activities listed in Chapter E will be analyzed. A tool is provided to help assess possible areas for collaboration, which can facilitate more effective implementation and build on each other’s resources and efforts.

Required Sections/Tools

- Collaboration Matrix

Pointers

1. Local Peace and Order Council Structure

This Section describes the local Peace and Order Council (POC) structure, composition, and functions. The ordinance that created the local POC may be attached here. The following may serve as an outline:

   a. POC Composition
   b. Description of partner CSOs or private bodies
   c. POC TWG Composition and Functions

2. Relationships with Other Mechanisms

This Section describes the relationship between the local POC and related local mechanisms and presents a collaboration matrix for projects that involve a number of implementing agencies or offices. The following outline may be used for the write-up:

   a. Relationship with other POCs: Regional POCs, Provincial POCs, City or Municipality POCs, and Barangay POCs
   b. Relationship with other mechanisms: Disaster Risk Reduction and Management Council, Local Council for the Protection of Children, Barangay Anti-Drug Abuse Council, City/Municipality Anti-Drug Abuse Council, Local Development Council, Local School Board, etc.
   c. Description of key programs or projects requiring extensive collaboration and of the involved partner agencies and organizations.
Table G may be used in analyzing interagency, multilevel, or multisectoral relationships or areas of collaboration between the different mechanisms, groups, or offices. The collaboration matrix can help plan how best to maximize use of resources, e.g., avoiding duplication of work and potential conflicts and reinforcing core competencies, and identifying ways of building on each other’s efforts and possible areas of collaboration. Use one table for each program or project.

**Direction:** Define the responsibilities of each unit (office, agency or organization) involved in a program or project by completing Table G following these steps:

### Table G: Collaboration Matrix

<table>
<thead>
<tr>
<th>Organization/Responsibility</th>
<th>Unit A</th>
<th>Unit B</th>
<th>Unit C</th>
<th>Unit D</th>
<th>Unit E</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unit A</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Unit B</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Unit C</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Unit D</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Unit E</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Step 1:** Write the POPS issue and program or project you are planning for in the space provided.

**Step 2:** Write the name of each unit involved in a program or project in corresponding row cell and column cell.
The same name of the unit should be placed in cells marked as ‘Unit A’. Do this for each of the subsequent Units. Add more rows and columns as needed. For example, if there is a sixth unit that needs to be included in the planning, add a row for Unit F and a column for Unit F.

**Step 3:** Write key words describing the responsibility and scope of the Unit.
The action described should correspond to the Unit in the row which will have the primary responsibility for it. For example, if the action you are describing is the prime responsibility of Unit A, it should be written beside Unit A. If it is its sole responsibility, then it should be written beside Unit A, under column A. However, if the action entails coordination, sharing of information, and/or collaboration with Unit B, then it should be written beside column A, under column B.

**Step 4:** Review the actions described in Table G. Test these actions using these Guide Questions:
- Are all key stakeholders included in the Table?
- Are the actions well defined?
- Are they appropriately delineated for each Unit?
- Are there areas that need better coordination or collaboration that were not defined?
• Are there areas of conflict or overlapping work that can be redefined?
• Did we maximize the use of available resources and build on the core competencies of each Unit?
• Did we build on past efforts of the Units involved?

**Step 5:** Depending on the responses to the above guide questions, finalize the actions described in Table G.

**Sample**

<table>
<thead>
<tr>
<th>Table G: Collaboration Matrix</th>
</tr>
</thead>
<tbody>
<tr>
<td>POPS Issue: 50 percent of barangays affected by illegal drugs</td>
</tr>
<tr>
<td>Program or Project: Engage the community in monitoring drug abuse</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Organization/Responsibility</th>
<th>LGU</th>
<th>Local Police</th>
<th>B/ADAC</th>
</tr>
</thead>
<tbody>
<tr>
<td>LGU</td>
<td>Allocate funds</td>
<td>Conduct IEC campaign</td>
<td>Revive ADAC; support meetings</td>
</tr>
<tr>
<td>Local Police</td>
<td>Provide information about community issues</td>
<td>Conduct community dialogue</td>
<td>Capacitate ADAC</td>
</tr>
<tr>
<td>B/ADAC</td>
<td>Develop prevention programs</td>
<td>Provide information on suspected drug abuse</td>
<td>Recruit volunteer monitor</td>
</tr>
</tbody>
</table>
H. POPS Plan Monitoring and Evaluation and Reporting

Monitoring and evaluation are important in ensuring effective implementation of your POPS Plan. As the adage goes, what gets measured, gets done. This Chapter describes how the POPS Plan would be monitored and evaluated. The DILG, through the POC secretariats and BLGS, will undertake monitoring and evaluation on two levels: progress and performance, using two corresponding reporting templates. For progress monitoring, Reporting Form 1 will be submitted after every semester. It focuses on the implementation of the locality’s programs, projects, and activities. For performance evaluation, Reporting Form 2 will be submitted annually. It focuses on the achievement of the locality in meeting its set objectives.

**Required Sections/Tools**
- Indicator Profile
- Reporting Form 1
- Reporting Form 2

**Optional Tools**
- Annual Implementation Plan by the Unit

**Definitions**
- **Monitoring** – Refers to a systematic method of collecting data on the implementation of an ongoing project; can help detect problems in implementation as they occur, allowing for corrective action before it is too late
- **Evaluation** – Refers to the systematic assessment of what has been accomplished
- **Implementing Units** – Refers to the office, agency or organization mainly responsible for implementing a task or activity.

**Pointers**

**DILG Monitoring**
- Aside from monitoring the POPS Plan using Reporting Forms 1 and 2, DILG will observe compliance of local government agencies to its issuances related to POPS Planning. The DILG will monitor process indicators related to the adoption of POPS planning by local government agencies. They will focus on the installation of key processes that will lead to effective implementation of the POPS Plan. Details of this will be available on the DILG website.

**Internal Monitoring and Evaluation**
- For effective and timely implementation of the POPS Plan, the POC should establish a monitoring and evaluation system. This will help ensure that the programs, projects, and activities for each strategy are implemented as scheduled and that the objectives are being met. The system will help implementing units identify areas for improving
implementation and be conscious of achieving the objectives based on expected performance standards. The effective implementation of the POPS Plan is important in making a difference in people’s lives.

- The objective of the monitoring and evaluation system is to gather information that can help in improving the process of implementation within the three-year period of the POPS Plan. At the end of this period, learning from monitoring and evaluation can be used for improved planning of subsequent POPS Plans. The system will thus involve implementation monitoring and performance measurement or result-based monitoring.

- If a monitoring and evaluation system is not feasible at a particular point in time or at the beginning of the POPS, a mechanism for regular feedback and assessment should at least be set up. Holding simple joint meetings among stakeholders, including, for example, POPS and local special bodies can provide the forum for sharing information, regular sharing of feedback, assessment, or coordination. Once a more formal system is set up, the same or similar mechanism can still be used for discussing findings from the monitoring and evaluation and possible improvements in response to the findings. The mechanism can be a quick and effective means for reporting and resolving issues.

- Monitoring will be done at two levels: monitoring of implementation progress and evaluation of performance measures. The local POC can use the Forms that will be submitted to DILG for its own monitoring and evaluation. Regular review of the POPS implementation using the progress and performance reports can help the POC TWG or designated Project Management in guiding POPS implementation. It is important to designate a coordinator or lead person. Better yet, a group within the POC TWG or within a separate Project Management Office can be tasked to take charge of monitoring and evaluation. This may be called monitoring and evaluation or M&E group.

- In monitoring implementation all the inputs will be tracked, including human resource and finances that go into the programs, projects, and activities, the timeliness of completing activities, and the immediate results or outputs produced after each activity. Findings from the monitoring could be used by the implementing units and by management to make decisions and to improve implementation of succeeding activities. The M&E group distributes Reporting Form 1 to implementing units, which will use it to report their accomplishments. The M&E group consolidates the reports for submission to the DILG. In this regard, it is important that each unit is clear on its responsibility and tasks in the implementation of each activity. An Implementation Plan (Annual Investment Program) by Unit may be used for this purpose. It is a good practice to require implementing units to attach to the Reporting Form documents that could validate the implementation of activities undertaken.

- In evaluating the POPS Plan, performance indicators for outcomes will be used to assess whether the programs, projects, or activities launched actually led to the intended objectives. In many instances, performance is only evident over time. Thus, it is important to be realistic in setting performance targets. The M&E group will complete Table H (Performance Indicators Profile) and use Reporting Form 2 in gathering data for analyzing results.
• The monitoring and evaluation system is expected to strengthen accountability in the implementation of activities. Note that a time-driven POPS Plan will help in scheduling budget and budget requests for activities undertaken within different annual budget cycles. Ensuring sufficient resources and performance driven management will lead to successful implementation of the POPS Plan and the achievement of the ultimate objective: to make a difference in the life of the community.

• The monitoring and evaluation system is best done by the M&E group, composed of representatives from different partner agencies, under a lead person or coordinator. It may undertake the following activities:
  • Complete a monitoring plan that will include how reportorial requirements for monitoring will be given to concerned implementing units and how a review or verification team may be assigned and deployed by the POC.
  • Coordinate with different agencies in data gathering and distributing reporting templates for monitoring and evaluation.
  • Collect and review completed reports for monitoring, and consolidate and complete Reporting Form 1 for submission;
  • Verify reported information.
  • Coordinate with implementing units on meeting reportorial requirements and with POPS Plan TWG on implementation issues.
  • In coordination with implementing units, ensure that performance data is available as scheduled and that the correct data is collected and reported in Reporting Form 2.
  • Approve performance indicators or any changes on performance indicators or targets.
  • Provide feedback to concerned implementing units, POC TWG, and POC on findings from monitoring and evaluation.
  • Analyze information provided and data collected.
  • Perform tasks necessary for the effective monitoring and evaluation of the POPS Plan.

1. Indicator Profile

This Section will help plan for the monitoring of performance measures using Table H. A monitoring plan should answer the following questions:
  • What are you seeking to measure?
  • What data will best provide the information needed?
  • Where and how will you get the data?
  • In what form will you report it and to whom?

Directions: In preparation for the reporting, complete the indicator profile (Table H) by following these steps:
### Table H: Indicator Profile

<table>
<thead>
<tr>
<th>Objective</th>
<th>Indicator</th>
<th>Definition</th>
<th>Source of Data</th>
<th>Frequency of Data Collection</th>
<th>Data-in-Charge</th>
</tr>
</thead>
<tbody>
<tr>
<td>C-1</td>
<td>C-2</td>
<td>C-3</td>
<td>C-4</td>
<td>C-5</td>
<td>C-6</td>
</tr>
</tbody>
</table>

**Reference:**

Column 1 (C-1): Objective – a state to be achieved (refer to Table G).

Guide Question:

*What would you like to achieve?*

Column 2 (C-2): Indicator – a standard against which the performance in achieving the objective can be measured (refer to Table G)

Column 3 (C-3): Definition – a clear and concise description of the selected indicator.

Column 4 (C-4): Source – an office, agency, or organization producing data for selected indicators or a publication where the data can be obtained

Column 5 (C-5): Frequency of data collection – the number of times in a year data will be collected for a given indicator

Column 6 (C-6): Data-in-Charge – a specific person from an office, agency, or organization who will be assigned to submit data to POC TWG

**Step 1:** In C-1 of Table G, write the Objective as written in C-1 of Table D.

**Step 2:** In C-2 of Table G, write the Indicator as written in C-2 of Table D.

**Step 3:** In C-3 of Table G, define the Indicator that you adopted or developed.

If the indicator was adopted from another agency that is collecting the data for that selected indicator, include the formula and definition used by the agency. If the indicator was developed, write the exact definition of the newly proposed Indicator.

**Step 4:** In C-4 of Table G, write the source or supplier of the data.

It can be the name of the office, agency collecting the data for the selected indicator, or a regular publication that can be accessed to obtain the data.

**Step 5:** In C-5 of Table G, write the timing (month) and regularity of data collection, e.g., monthly, quarterly, semestrally, and annually.

**Step 6:** In C-6 of Table G, write the name of the person in-charge of providing the data to the M&E group or POC TWG.

If there are different persons from the POC TWG in charge of collecting data, write the name of the person assigned to collect data.
2. Reporting Form 1

For Reporting Form 1, transfer information from Tables D and G.2 (Objectives, Indicators, PPSAs, Expected Output Targets, Target Funding). Fill in the actual accomplishments for semi-annual reporting due for submission to the local POC Secretariat every July 15 and January 15 of the ensuing year. If the submission dates fall on a weekend, please submit Reporting Form 1 on the next working day.

### Reporting Form 1 (semi-annual)

<table>
<thead>
<tr>
<th>PPSAs</th>
<th>Date of Implementation</th>
<th>Actual Conducted/Accomplished to date</th>
<th>Financial Accomplishments</th>
<th>Level of Implementation</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Target</td>
<td>Actual</td>
<td>Actual Conducted/Accomplished during reporting period</td>
<td>Actual Conducted/Accomplished to date</td>
<td>Budget</td>
</tr>
<tr>
<td>C-1</td>
<td>C-2a</td>
<td>C-2b</td>
<td>C-3a</td>
<td>C-3b</td>
<td>C-3c</td>
</tr>
</tbody>
</table>

**PEACE AND ORDER**

**PUBLIC SAFETY**

DILG Provincial Director/City Director/City or Municipal Local Government Operations Officer

Provincial/City/Municipal Peace and Order Council Chairperson

Date signed

Date signed

**Note:**

C-1: PPSAs – as written under Policy, Program, Project, Activity of the approved Annual Investment Program

C-2: Date of Implementation

2a: Target date of implementation as written under Completion Date of Schedule of Implementation in the approved Annual Investment Program

2b: Actual date (Month/Year) activity was implemented or completed and produced the ‘actual physical accomplishments’

C-3: Physical Accomplishment

3a: Target as written under Expected Outputs of the approved Annual Investment Program

3b:Actual outputs obtained from the implementation of the activity during reporting period (e.g., Year 1, Semester 1)

3c: Actual outputs obtained from the implementation of the activity from the start of POPS implementation to date
C-4: Financial Accomplishments
   4a: Budget as written under Total Amount in the approved Annual Investment Program
   4b: Actual amount released for the implementation of the activity during the reporting period (e.g.,
       Year 1, Semester 2)
   4c: Actual amount released for the implementation of the activity from the start of POPS
       implementation to date

C-5: Level of Implementation
   F – Full Implementation (Completed)
   P – Partial Implementation
   NI – No implementation, but scheduled for implementation within the reporting period
   NA – Not for implementation within the reporting period
   C – Cancelled

Note: If you completed the implementation of activities but did not obtain targeted outputs or spend all
budgeted amount, the program, project, or activity will still be considered as fully implemented. If full
amount was released but targeted outputs were not obtained, the program, project, or activity would
still be considered as fully implemented.

C-6: Remarks – Any comments you may have on the following:
   • Level of implementation
   • Causes of delays or non-implementation
   • Reason for not meeting target
   • Challenges in the implementation
   • Needed changes to facilitate implementation
   • Best practices or awards from successful implementation
   • Any useful information for the monitoring of progress
   • If the level of implementation is NA, note under Remarks whether you are still ‘on-track’ or ‘delayed.’

3. Reporting Form 2

Using the indicators in Table G, define the baseline and targets in Reporting Form 2. The actual achievements are to be filled in for annual reporting which is due for submission to the local POC Secretariat on January 15 of the ensuing year. If the submission dates fall on a weekend, please submit Reporting Form 2 on the next working day.
<table>
<thead>
<tr>
<th>Objective</th>
<th>Indicator</th>
<th>Baseline</th>
<th>Target</th>
<th>Actual</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>C-3</td>
<td>C-4a</td>
<td>C-5a</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>C-4b</td>
<td>C-5b</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>C-4c</td>
<td>C-5c</td>
</tr>
</tbody>
</table>

Reference:

Column 1 (C-1): Objective – A state to be achieved (refer to Table H).

Guide Question:

*What would you like to achieve?*

Column 2 (C-2): Indicator – A standard against which performance in achieving the objective is measured (refer to Table H).

Column 3 (C-3): Baseline – The starting point for a measure from which targets for successful achievement of an objective would be set.

Column 4 (C-4): Target – A measurement for achieving an objective.

4a: Target indicator measure for Year 1
4b: Target indicator measure for Year 2
4c: Target indicator measure for Year 3

Column 5 (C-5): Actual

5a: Actual indicator data for Year 1
5b: Actual indicator data for Year 2
5c: Actual indicator data for Year 3

### Sample Table H: Indicator Profile

<table>
<thead>
<tr>
<th>Objective</th>
<th>Indicator</th>
<th>Definition</th>
<th>Source</th>
<th>Frequency of Data Collection</th>
<th>Data-in-Charge</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reduce number of illegal drug pushers and peddlers</td>
<td>Percentage of barangays ‘cleared of drugs’</td>
<td>Drawn from PDEA’s list of cleared barangays</td>
<td>PDEA</td>
<td>Annual</td>
<td>Michelle Tan, PDEA</td>
</tr>
</tbody>
</table>
I. Communicating Results to the Public and to Stakeholders

This Chapter focuses on the development of a communication plan for the implementation of a specific policy, program, project, and activity, or to promote peace and order and public safety in general. The communication plan can be directed at mobilizing stakeholders or promoting participation in the implementation of the POPS Plan or encouraging stakeholders to create integrated and synchronized efforts in addressing peace and order and public safety issues. It can also be directed at raising awareness about the POPS Plan, program or project or communicating results of the POPS Plan.

Required Sections/Tools

• Communication Plan

Definition

• Communication – The process of transmitting ideas and information to key publics/audiences

Pointers

• A communication plan can make a difference in the implementation of the POPS Plan. To communicate effectively, one must have a clear grasp of the purpose and objective of the communication plan and of the resources required to carry out the plan. The following are reasons for preparing a plan:
  ▪ A plan will make it possible to target a particular audience in the community. It gives a structure to determine who needs to be reached and how to reach them.
  ▪ A long-term plan can map out how to raise one’s profile and refine one’s image in the community over time.
  ▪ A plan will make communication efforts more efficient, effective, and lasting.
  ▪ A plan makes everything easier. By spending some time planning at the beginning of an effort, one will know exactly what needs to be done at any point in the process.
• Communication includes all written, spoken, and electronic interaction with associated audiences. It can take many forms, including:
  ▪ Word of mouth
  ▪ News stories in both print and broadcast media
  ▪ Press releases and press conferences
  ▪ Posters, brochures, and fliers
  ▪ Outreach and presentations
  ▪ Special events and open houses that your organization holds
• A communication plan encompasses objectives, activities, and tools. Communication tools include the following:
  ▪ Periodic print publications
  ▪ Online communications
- Meeting and conference materials
- Media relations and public relations materials
- Marketing and sales tools
- Legal and legislative documents
- Incoming communications, including reception procedures and voice mail content
- Committee and board communiques
- Corporate identity materials, including letterhead, logo, and envelopes
- Surveys
- Certificates and awards
- Annual reports
- Signage
- Speeches
- Invoices

- After completing the communication plan, it is important to keep in mind the following:
  - Implement the action plan. Design the message and distribute it to the intended audience.
  - Evaluate communication efforts and adjust the plan accordingly.
  - Keep at it.

Communication is an ongoing activity for those working with a community. The purpose, audience, message, and channels may change, but the need to maintain relationships with key people in the community remains. As a result, an important part of any communication plan is to continue using and revising it as the need arises.

1. Communication Plan

This Section will help in developing a communication plan using Table I and information on hand about the stakeholders. The results of the stakeholder analysis are important in developing an accurate and realistic communication plan. The following Guide Questions can help in developing a communication plan:

Guide Questions:
- Why do you want to communicate with the community? What's your purpose?
- Whom do you want to communicate it to? Who's your audience?
- What do you want to communicate? What's your message?
- How do you want to communicate it? What communication channels will you use?
- Whom should you contact and what should you do in order to use those channels?
- How will you actually distribute your message?

Directions: Develop a communication plan by completing Table I. The communication activities planned for in Table I should be the details of activities found in Table E. The communication activity that is included under C-2 (PPSAs) of Table E should be linked to Table I. The budget intended for the implementation of activities related to a communication objective should be the same budget included in Table F for funding approval. The Reference Number used in Table I should be the Reference Number used in Table E for the particular PPSAs.
### Table I: Communication Plan

<table>
<thead>
<tr>
<th>Reference</th>
<th>Communication Objective</th>
<th>Audience</th>
<th>Key Message</th>
<th>Communication Channel</th>
<th>Focal Point</th>
<th>Timeline</th>
</tr>
</thead>
<tbody>
<tr>
<td>C1</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>C2</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>C3</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>C4</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>C5</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>C6</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>C7</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Reference:**

Column 1 (C-1): Reference PPSAs – A reference to a communication activity listed as one of the PPSAs in Tables E and F.

Column 2 (C-2): Communication Objectives – Desired change in knowledge or awareness, attitudes or behavior, or the skills or practices resulting from the implementation of a communication activity. For example: To “increase awareness in the health-related problems caused by drugs”; or “to persuade the youth to attend drug prevention programs at least once a month”; or “to hold volunteer community referral sessions”.

Column 3 (C-3): Audience – Any of the identified stakeholders in Table I.1 or target group for communication efforts. For each communication objective, you may have one or more sets of audience. Guide Questions:

- Who is affected by the communication objective? To which audience would you address your communication objectives?
- Who do you think would be your allies, advocates, or supporters for addressing the POPS issue?
- Who would need more information, increase in awareness and knowledge?
- Who needs updating in conflict analysis or peace building efforts in general?

Column 4 (C-4): Key Message – The critical information communicated or passed on to reach communication objectives. Craft not more than five main short messages for each POPS Issue. Guide Questions:

- What does the POPS issue mean for each audience?
- What is its significance to a group or specific individuals?
- What do you want the audience to know about the program or POPS issue?
- How would you package information in order to persuade them to take action on the POPS issue or participate in a program?

Column 5 (C-5): Communication channel – Any specific communication medium (e.g., print, video, radio, TV, social media, personal, text blast, other electronic, or other specific information, education, or communication activities, etc.) most appropriate for the effective delivery of a message. Guide Question:

- What delivery channel can best reach your specific audience or stakeholder?
Column 6 (C-6): Focal Point – Refers to any person or group responsible for overseeing the design, production, and distribution of communication materials to deliver the message in support of an intervention addressing the POPS issue or problem.

Column 6 (C-6): Timeline – Indicates when the communication materials will be delivered and to whom. Based on an analysis of the stakeholders and communication plan, develop a narrative on all communication activities included as part of the support programs for the PPAs. As much as possible, include a budget for the communication activities and include it in the overall budget for the POPS plan.
J. POPS Plan Summary

This Chapter summarizes the POPS Plan in a matrix. It covers the issues prioritized in Chapter C; the strategies formulated in Chapter D; the PPSAs determined in Chapter E; and the funding requirements computed in Chapter F.

**Required Sections/Tools**
- POPS Plan Summary

**Pointers**
Summarize inputs in Tables D to F and I in Table J.

*Directions:* Fill in Table J: POPS Plan Summary using information from previous Chapters.
### Table J: POPS Plan Summary

<table>
<thead>
<tr>
<th>POPS Challenges/Issues</th>
<th>Objective</th>
<th>Indicator</th>
<th>Baseline</th>
<th>Target by</th>
<th>Strategies</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>A. PEACE AND ORDER</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Crime and Disorder</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A.1.i Illegal Drugs</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Conflict</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>B. PUBLIC SAFETY</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Road and Vehicle Safety</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Emergency/Crisis Management and Fire Safety</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Note: The POPS Plan Summary serves as the input to the Local Development Investment Program (LDIP)
**Table J: POPS Plan Summary**

<table>
<thead>
<tr>
<th>PPSAs</th>
<th>Expected Output</th>
<th>Office(r) Primarily Responsible</th>
<th>Funding Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Source</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Year 1</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Year 2</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Year 3</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Total</td>
</tr>
</tbody>
</table>


K. Annexes

*Directions*: Provide a list of materials that will be attached to the POPS Plan. Below is a sample list.
1. Reference materials or sources
2. Documentation of activities
3. Minutes of the meetings
4. Policy issuances
5. Activity Reports
PART III

ANNEXES
Annex 1

Vision-Reality Gap Analysis for Peace and Order and Public Safety

Instructions:
Discus: How would you describe the current POPS situation or reality vis-à-vis the desired vision and outputs and outcomes for the locality?
Fill in the box below.

<table>
<thead>
<tr>
<th>Vision Descriptor</th>
<th>Indicator</th>
<th>Current Reality Rating of Effort to Achieve the Vision/Goal *</th>
<th>Explanation of Rating</th>
<th>What Needs to be Done to Close the Gap</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* See the box below for the Guide to Current Reality Rating

Current Reality Rating Scale

<table>
<thead>
<tr>
<th>Rating</th>
<th>Interpretation</th>
</tr>
</thead>
<tbody>
<tr>
<td>0</td>
<td>Absolutely nothing has been done about the goal</td>
</tr>
<tr>
<td>1</td>
<td>Something is already being done to achieve the goal but the level of attainment is still on the low side</td>
</tr>
<tr>
<td>2</td>
<td>The goal is half accomplished</td>
</tr>
<tr>
<td>3</td>
<td>Goal is more than half-fulfilled but still short of full attainment</td>
</tr>
<tr>
<td>4</td>
<td>The goal is completely attained</td>
</tr>
</tbody>
</table>

* See the box below for the Guide to Current Reality Rating
Proposed Guide Questions for Resource Persons to Determine Need for Governance Reform

Session A. Public Order and Public Safety: The Reality and the Need for Reform (A 20-minute sharing or presentation)
1. What were the challenges concerning criminality (public order), instability (stability) and threats (public safety) that you encountered in your locality? Were these challenges significant to the development of your area?
2. How did you respond to the challenges? How did this response differ from or compared with other responses? What were the results of your response?
3. On hindsight, would you respond differently to the challenges concerning criminality, instability, and threats? What would you change and why?
4. If you were asked to advice an incoming local chief executive about public order and public safety, what would your advice be?

Session B. Public Order and Public Safety in Local Governance (45 minutes sharing/presentation)
1. Please describe the policy environment concerning local governments and public order and public safety. Are there overlaps or gaps in policy issues?
2. What are the performance measures or standards that the LGUs have to meet in this performance area or sector?
3. What support and encouragement are being provided by DILG and other oversight agencies to LGUs with respect to performing well in public order and public safety?
4. What reforms are being advocated by the DILG and the national government in public order and public safety? How do your envisioned reforms in public order and public safety support the overall reforms in local governance espoused by DILG?

Sample Vision Reality Goal Activity or VRGA Matrix

<table>
<thead>
<tr>
<th>DESCRIPTORS</th>
<th>SUCCESS INDICATORS</th>
<th>CURRENT REALITY RATING</th>
<th>VISION – REALITY GAP</th>
<th>WHAT TO DO TO CLOSE THE GAP</th>
</tr>
</thead>
<tbody>
<tr>
<td>Peaceful</td>
<td>0% Crime rate</td>
<td>6</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td>Highly skilled</td>
<td>Full employment</td>
<td>4</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>Empowered</td>
<td>Citizen participation</td>
<td>3</td>
<td>7</td>
<td></td>
</tr>
</tbody>
</table>
### Annex 2

*List of Peace and Order and Public Safety Indicators from the Rationalized Planning Indicators and Data Set (RaPIDS)*

<table>
<thead>
<tr>
<th>Sector/Service Area</th>
<th>Indicator</th>
<th>Source</th>
<th>Definition/Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Peace and order</td>
<td>Proportion of persons who are victims of crimes</td>
<td>CBMS</td>
<td>A household member became a victim of murder, theft, rape, abuse or physical injury regardless of place of occurrence of the crime.</td>
</tr>
<tr>
<td>Peace, Security, and Disaster Risk Management</td>
<td>Effectiveness of Local Peace and Order Council</td>
<td>LGPMS Input Indicator</td>
<td></td>
</tr>
<tr>
<td>Peace, Security, and Disaster Risk Management</td>
<td>Quality of Integrated Area or Community Public Safety Plan</td>
<td>LGPMS Input Indicator</td>
<td></td>
</tr>
<tr>
<td>Peace, Security, and Disaster Risk Management</td>
<td>Percentage of barangays with organized barangay tanods</td>
<td>LGPMS Input Indicator</td>
<td></td>
</tr>
<tr>
<td>Peace, Security, and Disaster Risk Management</td>
<td>Percentage of barangays with organized Lupong Tagapamayapa</td>
<td>LGPMS Input Indicator</td>
<td></td>
</tr>
<tr>
<td>Peace, Security, and Disaster Risk Management</td>
<td>Percentage of interpersonal disputes resolved by Lupong Tagapamayapa</td>
<td>LGPMS Output Indicator</td>
<td></td>
</tr>
<tr>
<td>Peace, Security, and Disaster Preparedness</td>
<td>Incidence of Index Crimes</td>
<td>LGPMS Outcome Indicators</td>
<td>Assessment of development condition in the locality or outcome. Index crimes include a) crimes against persons (murder, homicide, physical injury and rape); b) crimes against property (robbery, theft, car apping, cattle rustling)</td>
</tr>
<tr>
<td>Peace, Security, and Disaster Preparedness</td>
<td>Incidence of Non-Index Crimes</td>
<td>LGPMS Outcome Indicators</td>
<td>Assessment of development condition in the locality or outcome</td>
</tr>
</tbody>
</table>
### Annex 2: List of Peace and Order and Public Safety Indicators from the Rationalized Planning Indicators and Data Set (RaPIDS)

<table>
<thead>
<tr>
<th>Sector/Service Area</th>
<th>Indicator</th>
<th>Source</th>
<th>Definition/Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Promotion of health and safety</td>
<td>Pedestrian sidewalks/crossings or traffic signals provided in busy streets</td>
<td>General Welfare Goals from 1991 LGC Section. 16 as recommended in the RPS Manual</td>
<td></td>
</tr>
<tr>
<td>Promotion of health and safety</td>
<td>Fire station and firefighting equipment in every municipality</td>
<td>General Welfare Goals from 1991 LGC Section. 16 as recommended in the RPS Manual</td>
<td></td>
</tr>
<tr>
<td>Promotion of health and safety</td>
<td>Facilities to rehabilitate the mentally ill and drug users available</td>
<td>General Welfare Goals from 1991 LGC Section. 16 as recommended in the RPS Manual</td>
<td></td>
</tr>
<tr>
<td>Promotion of health and safety</td>
<td>No users or pushers of dangerous drugs</td>
<td>General Welfare Goals from 1991 LGC Section. 16 as recommended in the RPS Manual</td>
<td></td>
</tr>
<tr>
<td>Maintenance of peace and order</td>
<td>Adequate facilities for police services (police headquarters and police outposts)</td>
<td>General Welfare Goals from 1991 LGC Section. 16 as recommended in the RPS Manual</td>
<td></td>
</tr>
<tr>
<td>Maintenance of peace and order</td>
<td>Well-appointed courts Well-maintained jails and detention cells</td>
<td>General Welfare Goals from 1991 LGC Section. 16 as recommended in the RPS Manual</td>
<td></td>
</tr>
<tr>
<td>Maintenance of peace and order</td>
<td>Facilities to prevent drug abuse available</td>
<td>General Welfare Goals from 1991 LGC Section. 16 as recommended in the RPS Manual</td>
<td></td>
</tr>
<tr>
<td>Maintenance of peace and order</td>
<td>Rehabilitation centers for vagrants, beggars, street children, juvenile delinquents, and victims of drug abuse in place</td>
<td>General Welfare Goals from 1991 LGC Section. 16 as recommended in the RPS Manual</td>
<td></td>
</tr>
<tr>
<td>Maintenance of peace and order</td>
<td>Legal assistance to paupers offered</td>
<td>General Welfare Goals from 1991 LGC Section. 16 as recommended in the RPS Manual</td>
<td></td>
</tr>
</tbody>
</table>
Annex 2: List of Peace and Order and Public Safety Indicators from the Rationalized Planning Indicators and Data Set (RaPIDS)

<table>
<thead>
<tr>
<th>Sector/Service Area</th>
<th>Indicator</th>
<th>Source</th>
<th>Definition/Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maintenance of peace and order</td>
<td>Sports promotion and development consistently pursued</td>
<td>General Welfare Goals from 1991 LGC Section. 16 as recommended in the RPS Manual</td>
<td></td>
</tr>
<tr>
<td>Social Sector - Social Justice (Security)</td>
<td>Proportion of households with members victimized by crime to total households, two reference years</td>
<td>Local Development Indicators recommended in the RPS Manual</td>
<td></td>
</tr>
<tr>
<td>Infrastructure Administrative Support (Public Safety)</td>
<td>Number of fire trucks per capita</td>
<td>Local Development Indicators recommended in the RPS Manual</td>
<td></td>
</tr>
<tr>
<td>Infrastructure Administrative Support (Public Safety)</td>
<td>Number of police outposts/1000 population</td>
<td>Local Development Indicators recommended in the RPS Manual</td>
<td></td>
</tr>
<tr>
<td>Infrastructure Administrative Support (Public Safety)</td>
<td>Number of prisoners/detention cell</td>
<td>Local Development Indicators recommended in the RPS Manual</td>
<td></td>
</tr>
</tbody>
</table>

Note: CBMS – Community-Based Management System; LGPMS – Local Government Performance Management System; RPS – Rationalizing the Local Planning System.
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## Annex 3

**Household Survey Questionnaire**

### Section A: Identification

<table>
<thead>
<tr>
<th>No.</th>
<th>Question</th>
<th>Response</th>
</tr>
</thead>
<tbody>
<tr>
<td>A1</td>
<td>Date of interview</td>
<td></td>
</tr>
<tr>
<td>A2</td>
<td>Name of enumerator</td>
<td></td>
</tr>
<tr>
<td>A3</td>
<td>Introduction and consent</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Hello. My name is _____________ and I work for ______________.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>We are conducting a survey of the public order and public safety situation in the barangay.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>You have been selected at random to participate in this survey. Your participation is completely voluntary and you may choose not to participate. Your responses will be kept confidential. The interview will take around 20 minutes.</td>
<td></td>
</tr>
<tr>
<td>A4</td>
<td>Interview start time</td>
<td>__ : __</td>
</tr>
<tr>
<td>A5</td>
<td>Interview end time</td>
<td>__ : __</td>
</tr>
<tr>
<td>A6</td>
<td>Name of Beneficiary</td>
<td></td>
</tr>
<tr>
<td>A7</td>
<td>Sex</td>
<td>1 = Male</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2 = Female</td>
</tr>
<tr>
<td>A8</td>
<td>Civil Status</td>
<td>1 = Single</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2 = Married</td>
</tr>
<tr>
<td></td>
<td></td>
<td>3 = Separated</td>
</tr>
<tr>
<td></td>
<td></td>
<td>4 = Widow/er</td>
</tr>
<tr>
<td></td>
<td></td>
<td>5 = Common law partners</td>
</tr>
<tr>
<td>A9</td>
<td>Is the household male or female headed? (FHH – widow, divorced, single or husband away for more than 6 months a year)</td>
<td>1 = MHH</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2 = FHH</td>
</tr>
<tr>
<td>A10</td>
<td>Total number of people in the HH:</td>
<td></td>
</tr>
<tr>
<td>A11</td>
<td>How many members are 14 years old or less?</td>
<td></td>
</tr>
<tr>
<td>A12</td>
<td>How many members are male?</td>
<td></td>
</tr>
<tr>
<td>A13</td>
<td>How many members are female?</td>
<td></td>
</tr>
</tbody>
</table>
## Section B: Perception of Threats, Instability and Vulnerability

<table>
<thead>
<tr>
<th>Question: GIVE PHRASE BELOW</th>
<th>Tick if yes and add details as indicated</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>B1</strong> Do you feel safe in your locality?</td>
<td></td>
</tr>
<tr>
<td><strong>B2</strong> Did you feel threatened, or put in an unstable or vulnerable situation in the last 12 months?</td>
<td></td>
</tr>
<tr>
<td><strong>B3</strong> Have you noted an increase in criminality or illegal activities in your barangay in the last 12 months? If you have, how much would you say is the increase in incidence of criminality that you observed?</td>
<td></td>
</tr>
<tr>
<td><strong>B4</strong> Do you personally know of anyone who was victimized by criminality or illegal activities in your barangay in the last 12 months?</td>
<td></td>
</tr>
<tr>
<td><strong>B5</strong> Do you think the level of criminal or illegal activities in your barangays could get worse in the coming days? Why?</td>
<td></td>
</tr>
<tr>
<td><strong>B6</strong> Have you noted an increase in violence (armed-related conflict) in your barangay in the last 12 months? If you have, how many incidence of conflict or violence were observed?</td>
<td></td>
</tr>
<tr>
<td><strong>B7</strong> Do you personally know of anyone who was victimized by armed violence in your barangay in the last 12 months?</td>
<td></td>
</tr>
<tr>
<td><strong>B8</strong> Do you think the level of armed violence in your barangay could get worse in the coming days? Why?</td>
<td></td>
</tr>
<tr>
<td><strong>B9</strong> Have you noted an increase in disasters in your barangay in the last 12 months? Why do you consider them disasters?</td>
<td></td>
</tr>
<tr>
<td><strong>B10</strong> Do you personally know of anyone who was victimized by disasters in your barangay in the last 12 months?</td>
<td></td>
</tr>
<tr>
<td><strong>B11</strong> Do you think the level of disasters in your barangays could get worse in the coming days? Why?</td>
<td></td>
</tr>
</tbody>
</table>
### Section C: Causes of Threats, Instability and Vulnerability

<table>
<thead>
<tr>
<th></th>
<th>What were the causes of your experience of being threatened or put in an unstable or vulnerable situation? On a scale of 1 to 4 rate the significance of each cause.</th>
</tr>
</thead>
</table>
|   | 1 = Not significant at all  
|   | 2 = Minor significance, we are affected but not in a major way  
|   | 3 = Significant, this is a source of worry and apprehension  
|   | 4 = Very significant, this affects the quality of our life and our future prospects in the locality |
| a | Armed encounters (specify who were involved) __________________________ |
| b | Armed encounters (specify who were involved) __________________________ |
| c | Criminal activities (specify type) ____________________________ |
| d | Criminal activities (specify type) ____________________________ |
| e | Disaster (specify) __________________________________________ |
| f | Disaster (specify) __________________________________________ |
| g | Hazard (specify) ____________________________________________ |
| h | Hazard (specify) ____________________________________________ |
| i | Others (specify) ____________________________________________ |
| j | Others (specify) ____________________________________________ |
### Section D: Stakeholders Involved

<table>
<thead>
<tr>
<th></th>
<th>Who do you think should be involved in public order and public safety in your locality?</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>Please use: 1 = Used to be needed but not anymore 2 = Level of involvement needs to be sustained at the current levels 3 = Needs to be more involved in certain ways or involved a little bit longer 4 = Needs to continue indefinitely</td>
</tr>
<tr>
<td>1</td>
<td>Barangay local government</td>
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<td>2</td>
<td>Municipal/City local government</td>
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<td>3</td>
<td>Government agencies (specify)</td>
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<td>4</td>
<td>PNP</td>
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<tr>
<td>5</td>
<td>AFP</td>
</tr>
<tr>
<td>6</td>
<td>Church or religious groups (specify)</td>
</tr>
<tr>
<td>7</td>
<td>Academe/schools (specify)</td>
</tr>
<tr>
<td>8</td>
<td>Non-government organizations (specify)</td>
</tr>
<tr>
<td>9</td>
<td>Youth</td>
</tr>
<tr>
<td>10</td>
<td>Media</td>
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<td>11</td>
<td>Traditional leaders (specify)</td>
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<tr>
<td>12</td>
<td>Others (specify)</td>
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### Section E: Recommendations

<table>
<thead>
<tr>
<th></th>
<th>What do you think needs to be done, and by whom, to reduce the level of fear or insecurity and make the people in your locality feel more secure?</th>
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</thead>
<tbody>
<tr>
<td>E1</td>
<td></td>
</tr>
<tr>
<td>E2</td>
<td>What are you prepared to do or contribute to reduce the level of fear or insecurity and make the people in your locality feel more secure?</td>
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</tbody>
</table>
Annex 4

Guide Questions for (Community Level) Focus Group Discussion

Instructions:

• Do you feel safe in your locality?
• What do you consider as the top three issues in your community preventing you from feeling safe and secure?
• Did you feel threatened, or put in an unstable or vulnerable situation in the last 12 months?
• Have you noted an increase in criminality or illegal activities in your barangay in the last 12 months? If you have, how much would you say is the increase in incidence of criminality that you observed at the time?
• Do you personally know of anyone who was victimized by criminality or illegal activities in your barangay in the last 12 months?
• Do you think the level of criminal/illegal activities in your barangay could get worse in the coming days? Why?
• Have you noted an increase in violence (armed-related conflict) in your barangay in the last 12 months? If you have, how many incidence of conflict or violence were observed?
• Have you noted an increase in violence (armed-related conflict) in your barangay in the last 12 months? If you have, how many incidence of conflict or violence were observed at the time?
• Do you personally know of anyone who was victimized by armed violence in your barangay in the last 12 months?
• Do you think the level of armed violence in your barangay could get worse in the coming days? Why?
• Have you noted an increase in disasters in your barangay in the last 12 months? Why do you consider them disasters?
• Do you personally know of anyone who was victimized by disasters in your barangay in the last 12 months?
• Do you think the level of disasters in your barangay could get worse in the coming days? Why?
Annex 5

Conflict Tree Analysis

Elements of a good conflict analysis:

1. **Presents a direct and logical relationship between causes and effects.** Effects directly result from identified causes without any ‘missing link’ in the relationship.

2. **Identified Causes and Effects are Specific.** Identifying interventions will be a challenge if the identified causes or issues are generalized. It will be easier to come up with a proposed solution to ‘limited access to potable water system’ compared to ‘limited access to basic services.’

3. **Cautious use of the word “lack”.** Lack means absence or non-existence. ‘Lack’ is different from ‘limited’

4. **Includes “invisibles”**. Some of the most potent causes of conflict are invisibles such as quality of relationships, norms, culture, and values. These are not visible to the naked eye but are very crucial in analysing conflict.

5. **Traces causes of causes and effects of effects.** Causes are also effects since there are also factors that bring out these causes. Going deeper to the causes of causes and effects of effects help to get a complete picture of the conflict.

6. **Reflects the problems or issues of marginalized and vulnerable sectors (i.e., women, children, IPs, PWDs, senior citizens, etc.).** The issues and interests of the minority, marginalized, or vulnerable groups are not always given due attention in development programs. This usually gives rise to a feeling of deprivation in these groups that lead to violent conflict.

7. **Backed by hard data.** Any issue not backed by hard data is considered as a mere assumption. Causes and effects can only be validated if they are supported by data.

8. **Validated by other stakeholders.** Conflict analysis should not be undertaken with just one set of stakeholders. It has to be validated with other stakeholders to make it acceptable to all concerned.

The CORE PROBLEM

The Core Problem is the ‘heart of the matter’ or the reason a program exists or a peace building program is being designed. Technically speaking, the Core Problem is the behavioral manifestation of conflict brought about by a confluence of causes. In very complex conflict situation, there may be more than one Core Problem, in which case, the analysis will require the same number of conflict tree analyses. Operationally, the POPS local peace and development agenda and programs should respond to the key
or core problem of communities affected by and vulnerable to situations of armed conflict.

**Important guidelines in articulating causes and effects:**

- **Causes and effects must be stated in concise phrases short enough to fit in a box but long enough to express a concrete idea.**

- **Causes and effects must be articulated using ideas that could be quantified**
  - Example: Instead of ‘poverty’, use ‘levels of poverty index’ or ‘income levels’.
  - Example: Instead of ‘poor justice system’, use ‘number of cases filed’ or ‘number of resolved or unresolved cases’.

- **When identifying and articulating causes of conflict, keep in mind that these are concrete problems that need concrete solutions. This means that causes must be articulated in a way that they should appear as problems for which planners could think of appropriate responses or solutions.**
  - Example: ‘Discrimination against a minority group’ is a catch-all problem that needs to be broken down so that planners could find appropriate responses. So instead of using ‘discrimination against minority groups’, we can use ‘significant number of crimes committed against minority groups’. This way, planners could come up with solutions such as ‘high visibility of security forces in areas where minority groups are present’.

- Aside from identifying the causes and effects of conflict, it is also useful to know the stakeholders in the conflict and the history of conflict. Hence, the Conflict Tree may be accompanied or complemented by Stakeholders’ Analysis and History of Conflict Analysis.

- Gender dimensions of conflict should always be taken into account in coming up with a conflict analysis.

**Key Messages**

- Conflict Analysis is the foundation of any peace building intervention, hence, it should be systematically undertaken, validated, and must reflect the conditions of all stakeholders.

- Conflict Analysis should be regularly reviewed, updated, and enhanced to correspond with the current local peace and development condition.

**Instructions:**

**Workshop (45 minutes)**

- Give an introduction on the Conflict Tree Analysis then group the participants by province (or by a common denominator) and pre-assign a Facilitator for each group.

- The group shall elect a documenter and a presenter who shall report on the group’s discussion.

- Participants shall discuss the Guide Questions below. Refer to Box 5: Guide Questions for Conflict Analysis.

- The facilitator shall lead a plenary discussion on the conflict analysis. Ask participants to use metacards – one idea per card. Tape appropriate metacards in the Conflict Tree.

- The Conflict Analysis Tree shall be made visible or available for easy reference by the participants in subsequent workshops.
• The facilitator shall then encourage the group members to ask questions and clarifications regarding the process:

*Sample Guide Questions for Validating and Gaining Consensus on Conflict Analysis:*

• Do you agree with the identified causes and effects of conflict in the analysis?
• Does the conflict analysis have the elements to make it a good one? (The participants may refer to elements of a good conflict analysis given in Key Messages.) Specify the elements.
• Does it consider cross-cutting themes of gender, children, IP, PWD, senior citizens, among others, related Human Rights concerns? Are their issues and concerns reflected in the conflict analysis?
• Should there be deletions or additions or any other forms of enhancement in the analysis? Specify what should be deleted or added.
Annex 6

Force Field Analysis

What the Model Means
Before change happens, the force field is in equilibrium between forces favorable to change and those resisting it. Lewin spoke about the existence of a quasi-stationary social equilibrium.

Change happens when the status quo or equilibrium is upset – either by adding conditions favorable to the change or by reducing resisting forces. Suppose the desired state is a peaceful and orderly LGU with 15 percent of the residents living below the threshold level. What are the driving forces to achieve this state?

What Kurt Lewin proposes is that whenever driving forces are stronger than restraining forces, the status quo or equilibrium will change.

This means that there will always be driving forces that make change attractive to people, and restraining forces that work to keep things as they are. Applying this to conflict analysis, conflict management and change can be achieved by either strengthening the driving forces or weakening the restraining forces.

The force field analysis integrates with Lewin's three stage theory of change: (1) as you work toward unfreezing the existing equilibrium, (2) moving toward the desired state, and (3) reinvesting in the new state.
change, and then (3) freezing the change at the new level so that a new equilibrium exists that resists further change.

**Directions for using the Force Field Analysis by Kurt Lewin:**

1. **Define the change you want to see.** Write down the goal or vision of a future desired state. Or you might prefer to understand the present status quo or equilibrium.
2. **Brainstorm or Mind Map the Driving Forces** - Those that are favorable to change. Record these on a force field diagram.
3. **Brainstorm or Mind Map the Restraining Forces** - Those that are unfavorable to or oppose change. Record these on the force field diagram.
4. **Evaluate the Driving and Restraining forces.** You can do this by rating each force, from 1 (weak) to 5 (strong), and total each side. Or you can leave the numbers out completely and focus holistically on the impact each has.
5. **Review the forces.** Decide which of the forces have some flexibility for change or which can be influenced.
6. **Strategize!** Create a strategy to strengthen the driving forces or weaken the restraining forces, or both. If you have rated each force how can you raise the scores of the Driving Forces or lower the scores of the Restraining Forces, or both?
7. **Prioritize action steps.** What action steps can you take that will achieve the greatest impact? Identify the resources you will need and decide how to implement the action steps. **Hint:** Sometimes it is easier to reduce the impact of restraining forces than it is to strengthen driving forces.

*Source: DILG-OPPAP/COSERAM*
Annex 7

Stakeholder Analysis

Who are Stakeholders?

- Any person, group, or organization that can place a claim on the organization’s resources, attention, or output, or is affected by its output (Bryson, 1995).
- All parties who will be affected by or will affect strategy (Nutt and Backoff, 1992).
- People or small groups with the power to respond to, negotiate with, and change the strategic future of the organization (Eden and Ackerman, 1998).
- Those individuals or groups who depend on the organization to fulfill their own goals and on whom, in turn, the organization depends (Johnson and Scholes, 2002).

Stakeholders also refer to the main actors you mentioned in Table G.1 who have an interest, power, and influence over a specific POPS Issue identified earlier. They can either be internal stakeholders (vis-à-vis the organization) or external stakeholders. It is not necessary to distinguish between internal and external stakeholders; just remember to provide them opportunities for getting involved in the planning and implementation of POPS interventions.

What is Stakeholder Analysis?

It is a means for identifying who your organization’s stakeholders are, how they evaluate your organization, how they influence your organization, what your organization needs from them, and how important they are to your organization. (Bryson 1995).

Why is Stakeholder Analysis Important?

- To ensure that key stakeholders are not left out (Creighton, 2005).
- To target a public participation program that could reach the parties interested in a specific decision.
- ‘Success’ for public organizations – and certainly survival – depends on satisfying key stakeholders according to their definition of what is valuable (Bryson, 1995).
- To assess and enhance political feasibility (Eden and Ackermann, 1998), especially when it comes to articulating and achieving the common good.
- To satisfy those involved or affected that requirements for procedural justice, procedural rationality, and legitimacy have been met (Eden and Ackermann, 1998).
- To assess the potential level of controversy (Creighton, 2005).

Where to Get Information about Potential Stakeholders (Creighton 2005).

- Get people to self-identify as stakeholder. Send out information and let people who are interested be counted in.
- Analyze prior decision-making documents or reports and find out who participated in the decision-making process. (Review attendance sheets.)
- Ask people who might be interested. Ask others who are knowledgeable about
the POPS issue or will have an interest in the issue by virtue of their position, e.g., role in an influential organization; reputation, e.g., as the power behind the scenes; or influence on past decisions of a similar nature.

- Identify based on staff knowledge. Ask members of the staff of your organization who might be knowledgeable about the issues and the community to help identify stakeholders.
- Identify based on past participation in similar issues. (Go through local newspapers and identify people or groups that have been active on similar issues in the community).

To help identify stakeholders, we ask these questions:

- Who might be affected (by the POPS issue)?
- Who are the representatives of those likely affected?
- Who are the voiceless?
- Who is responsible for what is intended?
- Who will be actively opposed?
- Who can contribute resources?
- Whose behavior would have to change if this decision were made?

Other possible typologies in identifying stakeholders:

By probable interest:
- Directly affected
- Indirectly affected
- Possible interest
- General interest

By sector:
- Public sector
- Private sector
- Interest groups
- Individuals

By location:
- Local
- Regional
- National
- Neighboring countries
- International

Roles that stakeholders may play

These are some of the roles that stakeholders might play (Creighton 2005):

Unsurprised apathetics: Those who choose not to actively participate in your planned intervention or in addressing the issue even though you have informed them about it.

Observers: People who read newspapers reports and other information disseminated but may not be heard from unless they become very concerned about something they read or with what they see going on. They are a very important part of public opinion.
in general because they make comments to other units of government, public interest groups, and special interest groups. They may become concerned if the project suddenly loses transparency.

*Commenters:* These individuals or groups are very interested about the issue but have also to deal with other important obligations or tasks that they are involved in. They might comment by speaking at a meeting or by sending a letter but would not make the commitment to spend time or participate in a meeting.

*Technical reviewers:* In an agency, there are many who do not directly participate in arriving at substantive decisions, and yet still do their share in the decision making process through evaluation methodologies.

*Active participants:* These are people who will commit time and energy to be sure that they have an influence on decisions being made. They will participate in an advisory group, attend workshops or meetings, organize the community, and engage in other ways. They care about the issue and it is important to channel their interest, energy, and commitment to the POPS program.

*Co-decision makers:* These are people in an organization who will make the final decision, or who have veto power over decisions made.

**How is Stakeholder Analysis done?**

Start by identifying or listing the priority POPS issues to work on. Think about who are likely to see themselves as affected by those issues. As you identify those stakeholders, you will be able to identify other issues that will emerge if those stakeholders are involved. Once you have identified the stakeholders, identify what their interests are and what their role might be as regards the POPS issue.

**Stakeholders Analysis Table**

<table>
<thead>
<tr>
<th>Option 1</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>POPS Issue or Intervention Identified</strong></td>
</tr>
<tr>
<td><strong>Stakeholder</strong></td>
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<tr>
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<td></td>
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</tbody>
</table>
Stakeholder Analysis Table
Option 2

<table>
<thead>
<tr>
<th>Stakeholder</th>
<th>Interests</th>
<th>POPS Problem Perception</th>
<th>Resources</th>
<th>Mandate</th>
<th>Level of Involvement</th>
<th>Role</th>
</tr>
</thead>
</table>

Power/Interest Grid

**Subjects**
- Make use of interest through involvement in low risk areas
- Keep informed and consult on interest areas
- Potential supporter or goodwill ambassador

**Leaders/Players**
- Focus efforts on this group
- Involve in governance/decision making bodies
- Engage and consult regularly

**Crowds**
- Inform via general communications
- Aim to increase interest

**Context Setters**
- Engage and consult on interest areas
- Try to increase their level of interest
- Aim to increase interest

Level of Power

*Source: Eden and Ackermann (2010).*

**Classification of Stakeholders:**

- **Crowd:** They have a low level of interest and a low level of power. They can be considered the “least important” among the stakeholders and should be informed via general communications. The objective for this group is to increase their level of interest to make them context setters.

- **Subjects:** These are stakeholders who have a high level of interest but only a low level of power. Make use of their interest by involving them in low risk areas. They should be informed and consulted on their interest areas since they are potential supporters or advocates.

- **Context Setters:** This group has a high level of power but a low level of interest. The aim is to move the subjects to be part of the key players by trying to increase their level of interest. They should be consulted and engaged on interest areas.
• **Players/Leaders:** These are the stakeholders who have a high level of interest and a high level of power. Efforts should be focused on this group and they should be involved in governance and decision making. They should be engaged and consulted regularly.
Annex 8

Matrix on Peace and Order and Public Safety Ranking of Priority Issues

Instructions:

Workshop: Proposed Questions for the Identification of Priority Issues
1. Building on the results of the Vision-Reality Gap Analysis, what are the current and emerging specific manifestations of threats, instability, and vulnerability in the locality? Where and how are these manifested?
   *Alternate question:* What are those that strike fear in our citizens and make them feel insecure?
2. What might be the sources or causes of such issues?
3. Using the results of the Vision-Reality Gap Analysis and the group’s appreciation of the issues, rank the issues to come up with the key issues that the POC should focus on for the period 2017-2019.

**Rank an issue on the basis of:** (a) intensity of impact or consequence, and (b) likelihood of occurrence.

**Determine the Intensity of Impact or Consequence (“I” or column 1 of Table 1)**
1 – Very Low Impact (a minor inconvenience)
2 – Low Impact (small disruptions)
3 – Medium Impact (suspension of operations, minor injury)
4 – High Impact (serious to very serious injury or loss of lives, serious to very serious loss of significant assets or damage)

**Determine the Likelihood of Occurrence (“L” column 1 of Table 1)**
1 – Very Low Likelihood of Occurrence
2 – Low Likelihood of Occurrence
3 – Medium Likelihood of Occurrence
4 – High Likelihood of Occurrence

**Determine Rating (“Rt” column 1 of Table 1)**
Compute for seriousness of the issue: Intensity of Impact/Consequence X Likelihood of Occurrence

**Determine Rank of POPS Issue (“Rn” column 1 of Table 1)**
It is said, the higher the rating the more serious the issue. Confirm with the group the ranking of issues based on the rating.
Matrix on Public Order and Public Safety Ranking of Priority Issues

Locality: _____________________________ Date Accomplished: ____________________

<table>
<thead>
<tr>
<th>Ranking</th>
<th>Issues (Manifestations of Threats, Instability, Vulnerability)</th>
<th>Where and How Manifested</th>
<th>Sources or Causes</th>
</tr>
</thead>
<tbody>
<tr>
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</table>
### Prioritization of Issues Using the CSPP Priority Matrix

<table>
<thead>
<tr>
<th>ISSUES</th>
<th>Potential to create violent conflict (1)</th>
<th>Impacts adversely on the lives of women, children, IPs, et.al., MVGs (2)</th>
<th>Potential to strengthen non-state armed groups (3)</th>
<th>Worsens degradation of the environment (4)</th>
<th>Negatively affects the peoples’ perception of the Government (5)</th>
<th>Potential to reinforce minoritization of certain segments of the population (6)</th>
<th>Impacts adversely on access to basic services (water, electricity) (7)</th>
<th>Potential to hamper the local economic conditions (8)</th>
<th>Can be addressed through available local resources (9)</th>
<th>TOTAL</th>
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Annex 9
Annex 10

Identification of Indicative Responses to Peace and Order and Public Safety Priority Issues

1. Identify indicative responses to each of the priority issues.
2. Determine whether a response can be undertaken mainly or led by a particular governance stakeholder group (i.e., LGU, PNP, AFP, civil society, barangay, etc.). A response can be a policy, program or project, service or activity.
3. Try to cluster responses whether they are discrete or a combination of the following:
   a. Tackling instability and vulnerabilities
   b. Tackling underlying causes
   c. Promoting stronger community action and responsibility, and
   d. Promoting personal action and responsibility

<table>
<thead>
<tr>
<th>Priority Issues</th>
<th>Indicative Response (Policy, Program or Project, Service or Activity)</th>
<th>Typology of Response</th>
<th>Lead or Main Group Responsible</th>
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</thead>
<tbody>
<tr>
<td>1 - N</td>
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Annex 11

Format for Processing Legislation

<table>
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<th>Ordinance Needed</th>
<th>Status</th>
<th>Subject Classification</th>
<th>Sanggunian Committee for Referral</th>
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<td>Replacement</td>
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Annex 12

Policy Issuances

<table>
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<th>Issuance</th>
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<tbody>
<tr>
<td>1</td>
<td>DILG Memorandum Circular 2015-128: Guidelines on the Formulation of Peace and Order and Public Safety Plan (POPS Plan)</td>
<td></td>
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<tr>
<td>2</td>
<td>DILG Memorandum Circular 2015-130: Guidelines on the Functions of the Peace and Order Councils, Barangay Peace and Order Committees and the Peace and Order Council Secretariats</td>
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<tr>
<td>3</td>
<td>DILG Memorandum Circular 2011-24: Duties and Functions of the Provincial, City and Municipal Peace and Order Councils, and Barangay Peace and Order Committees</td>
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References:

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