

## **BIBLIOGRAPHY**

BILOGAN, WILMA T. APRIL 2008. Communication Strategies in the Formulation and Dissemination of Ordinances in the City of Baguio from 2004-2007. Benguet State University, La Trinidad, Benguet.

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## **ABSTRACT**

The study was conducted to identify ordinances formulated, describe the process of formulating ordinances, determine the community people's awareness of the ordinances, determine the methods of disseminating ordinances and identify the communication problems encountered in the formulation and dissemination of ordinances.

The study was conducted in five barangays of Baguio City from October to December 2007. The data gathered were consolidated, tabulated, and analyzed using descriptive statistics such as frequency counts and percentages.

In Baguio City, 115 ordinances were approved by the council from 2004-2007 but one has been vetoed by the mayor. The 114 ordinances were classified under eleven categories: infrastructure, governance, trade and commerce, among others.

Procedures followed by the city council of Baguio in formulating ordinances were from the making of proposals until the ratification of the ordinances.

Dissemination of approved ordinances was through posting in strategic places, publication in a newspaper of general circulation, and furnishing of copies to specific individuals or agencies directly concerned with the ordinances.

The awareness of these ordinances among the respondents varied across categories. Out of 114 ordinances, only 19 (16.67%) had more than 50% of the respondents aware of them.

The problems encountered by the councilors in the formulation of ordinances were opposition from the people and also among council members, criticism by the community people, and lack of cooperation from the community.

It is concluded that ordinances formulated by the city council from 2004-2007 were focused on infrastructure development; that the process of formulating ordinances in the city of Baguio was more extensive than that prescribed by the Local Government Code of 1991; that the people's awareness of the city ordinances was very low; that the methods of disseminating ordinances in the city were limited to the traditional methods of posting, publishing, and furnishing copies of the ordinance itself, and that the common problems encountered in the formulation and dissemination of ordinances were on interpersonal communication.

It is recommended that the City council should conduct periodical surveys and consultations with the community people to know their needs and concerns aside from infrastructure development; the city council should continue following the very thorough process of formulating ordinances but more attention should be given to community consultation; that the persons involved in the dissemination of ordinances should use other communication strategies like packaging the ordinances in popularized form like

posters, leaflets, radio plugs, TV spots, etc; and, that those involved in ordinance formulation should undergo trainings and exercises to enhance their interpersonal communication skills.



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## INTRODUCTION

### Rationale

Every now and then, we are electing government leaders at the national down to the local levels. These leaders have their own functions and responsibilities depending on what branch of the government they belong to.

There are three branches of government: the executive, legislative and judicial. The legislative branch is responsible in proposing laws, rules, regulations, or resolutions. In the municipal level, the councilors and the vice-mayor, as presiding officer, compose the legislative body. The laws or regulations they propose are called ordinances when approved.

Ordinance is defined as a local law, emanating from legislative authority and operating within its limited sphere as effective as a general law of the sovereign (Francisco, 1959). Therefore, ordinances of a city or a municipality should coincide with the written laws of the state or the constitution. In addition, Article III Section 7 of the Philippine Constitution stresses the right of the people to be informed on matters of public concerns. The section provides that:

“Access to official records, and to documents, and papers pertaining to official acts, transactions, or decisions, as well as to government research data used as basis for policy development, shall be afforded the citizen, subject to such limitations as may be provided by law.”

The city council is responsible for the formulation of ordinances and at the same time to inform the people of these ordinances.

The City of Baguio became a chartered city on September 1, 1909. Aside from



being a popular tourist destination in the country, Presidential Decree No. 396 officially designated Baguio as a site for international, regional, and local conventions because of its pleasant climate and attractive scenery (IRRA, 1997). For these reasons, population in the city has ballooned to 252,386, thus overcrowding the city, which was originally designed for a population of 20,000. Maintaining peace and order in a crowded place is more difficult than in areas where population is sparse, hence the need for ordinances to address the growing concerns of a growing population.

Baguio has many ordinances. Some of these ordinances are evidently being followed like that on number coding for vehicles. Each vehicle is not supposed to enter certain zones in the city during certain days depending on the last digit of the vehicle's plate number. For instance a vehicle with Plate Number AYB 691 cannot enter the Central Business District on a Monday since that is the day designated for plate numbers ending in 1 and 2. Those who are caught violating this ordinance are apprehended and penalized.

But there are some that are being violated like the zoning ordinance. The zoning ordinance of the city establishes industrial, commercial, and residential zones and prohibits certain enterprises like the sale of mixed commodities in one store or shop. A walk through the market, however, will show that there are many stores selling rice with tobacco, meat and other commodities. With this situation, the question of whether or not the people are consulted in the formulation of an ordinance and also of whether or not they are aware of it arises, hence this study.



### Statement of the Problem

The study aimed to answer the following questions:

1. What are the ordinances formulated by the council from 2004-2007?
2. What are the processes in formulating ordinances?
3. What are the ordinances that the people are aware of?
4. What are the methods of disseminating ordinances?
5. What are the problems encountered in the formulation and dissemination of ordinances?

### Objectives of the Study

The study aimed to:

1. identify the ordinances formulated by the city council from 2004-2007;
2. describe the process of formulating ordinances;
3. determine the community people's awareness on the ordinances;
4. determine the methods of disseminating ordinances; and,
5. identify the communication problems encountered in the formulation and dissemination of ordinances.

### Importance of the Study

Results of the study may be used by the city council in improving their communication strategies in the formulation and dissemination of ordinances; by development communicators in the design of a communication campaign; and for students of communication as a reference in the conduct of other studies of the same nature.





### Scope and Limitations of the Study

The study focused on the communication strategies in the formulation and dissemination of ordinances in Baguio City from July 2004 – May 2007.

The study gathered information on ordinances formulated by members of the city council during the said period only. It followed that information from constituent-respondents were only the ordinances formulated during the period under study.



## **REVIEW OF LITERATURE**

### Ordinances and the City Council

Sinco (1955) defined ordinance as a legislative act passed by the municipal council in the exercise of lawmaking authority. An ordinance has been defined as a local act prescribing a rule of general character, usually intended to apply continuously to all like matters.

Francisco (1959) stated that cities and municipalities are generally given the power, more or less restricted, to enact ordinances or by-laws for the regulation of local affairs. In one sense of the word “law”, an ordinance is a local law, emanating from legislative authority and operative within its limited sphere as effectively as a general law of the sovereign. So, ordinances of a city or a municipality are in a sense part of the written laws of the state.

### Formulation of Ordinances

Laurora (1987) cited that an ordinance or resolution must comply with the requirements of substance and form; that a substance is determined by a process of consultation with the citizenry; that the observance of the procedural requirement enshrines the democratic dimension of the collegial will and fosters order in diversity of ideas.

Cortez (1952) stated that that in Section 2229 of the revised Administrative Code, every ordinance passed by the municipal council shall be approved and signed by the mayor, except those re-passed by the council over his veto and those which he neither



approves nor vetoes within five days after their passage. This approval must be unequivocal and must consist of an affirmative act of approval by the mayor written over his signature. This affirmative act of approval is essential to the validity of the ordinance or resolution. He may, however, veto an ordinance or resolution should he consider it prejudicial to the public welfare, by returning it to the council with his written objections. The council may, by two-thirds vote of all its members, re-pass a vetoed ordinance or resolution, in which case it shall be valid without the mayor's approval. If the mayor shall not either approve or veto an ordinance within five days after its passage it shall likewise be valid without his approval or signature.

#### Dissemination of Information

“You can solve the challenges facing your community's future. All it takes is putting your heads together!” In other words, communicate! Communication not only addresses how information is disseminated to the public, but also incorporates listening and being receptive to other's ideas. Leaders must make decisions – sometimes difficult and challenging decisions – and then effectively implement them. This responsibility is the essence and price of leadership (Anonymous, 2006).

#### Publication of Ordinances

The object of the publication of an ordinance before adoption is to advise interested parties so as to give them opportunity to present their views to the municipal council. Where publication is made by a law a condition precedent for the adoption of an ordinance, “the courts have uniformly held that the statute is mandatory; that the



publication goes to the jurisdiction of the municipal council or board; and that ordinances adopted without such publications is null and void”. The municipal law does not require publication of an ordinance before its adoption. The municipal may, however, provide in its rules of procedure that all proposed ordinances shall be published before their adoption. In such case, the failure to publish an ordinance of a municipality does not invalidate it. On the other hand, where the law requires publication of ordinances after their passage merely but does not require expressly or impliedly that the said ordinance shall not go into effect until publication is made, the said requirement is generally held only to be directory (Cortez, 1952).

### Communication Problems

As stated by Berko et.al (1989), human beings communicate through our primary signal system, the senses: seeing, hearing, testing, smelling and touching. And we express our reactions to what we have sensed by both verbal and non-verbal signs. He also added that human beings are capable of selective communication. This is we can choose from the wide repertory available to us the symbol we feel best represents the idea or concept we wish to express. We think in abstractions, plan events in the future, and store and recall information. Selective communication allows us to express emotion, describe events and objects, and combine sounds into complicated structures.

Communication issues – both real and perceived – hinder the ability of the community to move forward effectively and address the pressing issues facing the community. Communication needs to be improved on three levels based upon comments



from citizens – government/citizen communications; community/university communications; and city/media communications (New Cities Foundation, 2006).

### Sources of Information

Berko (1989) stated that most of the information we use to develop message are based on personal experiences, personal observations, or accumulated learning that we have acquired through sources such as school, the media, and reading. As we are exposed to information, we retain a certain amount of it. This knowledge forms the core of our communication. We select words and examples from this storehouse, and we use it to organize messages.

He also added that other sources of information are available to communicators who have the time and need to seek out additional material. This includes books, magazines, newspapers, special journals, indexes, government publications and the publications of special-interest groups. Additional sources include nonprinting materials such as tape recordings, records, films, videotapes, charts and models. You may also wish to interview or correspond with knowledgeable person in a particular field.



## **METHODOLOGY**

### Locale and Time of the Study

The study was conducted in Baguio City, the administrative, educational, commercial and information center of the Cordillera Administrative Region. It is also the first urbanized area in the region, thus in terms of transportation and communication facilities, it is more advanced in comparison with the other CAR provinces.

Baguio City is 250 kilometers north of Manila and is situated in the heart of the Province of Benguet. The city has an area of 49 square kilometers enclosed in a perimeter of 30.6 kilometers. Baguio has a population of 252,386 in 52,302 households (NSO, 2000). The city has 128 barangays but this study only covered the five barangays including Irisan, Aurora Hill, Quirino Hill, Sanitary Camp and Pinget.

The study was conducted from October to December 2007.

### Respondents of the Study

The respondents of the study were 50 residents from the five barangays of Baguio. These barangays include Irisan, Aurora Hill, Quirino Hill, Sanitary Camp and Pinget. The ten respondents from each barangay were two barangay officials and eight constituents. Purposive quota sampling was used to choose the respondents from among those who have been residents in the said barangays on or before 2003.





Figure 1. Map of Benguet showing the location of the study



Aside from the respondents for the survey, six city council members from July 2004 to May 2007, six staff members from Local Legislative Division of Baguio City, and the Sangguniang Panglungsod secretary were the key informants of the study.

Table 1 shows the socio-demographic profile of the respondents. Results show that there are more male respondents. Most of them also belonged to 41-50 years old age bracket. Moreover, most of them reached secondary education and 72% of the total respondents were self-employed.

### Data Collection

Data were gathered from official documents, from key informants and from survey respondents. Guide questions and interview schedule were used in data gathering. Interviews were personally conducted by the researcher using a combination of English and Iloko.

### Data Gathered

The data gathered were on the ordinances formulated at the city council, the process in formulating ordinances, the respondents' awareness of the ordinances, the methods of disseminating ordinances, and the communication problems encountered in the formulation and dissemination of ordinances.

### Data Analysis

The data collected were consolidated, tabulated, and analyzed using descriptive statistics such as frequency count and percentage.





Table 1. Socio demographic profile of the respondents

CHARACTERISTICS	FREQUENCY (n=50)	PERCENTAGE %
<b>SEX</b>		
Male	27	54.00
Female	23	46.00
<b>TOTAL</b>	<b>50</b>	<b>100.00</b>
<b>AGE</b>		
20-30 years old	9	18.00
31-40 years old	13	26.00
41-50 years old	15	30.00
51-60 years old	8	16.00
61 and above	5	10.00
<b>TOTAL</b>	<b>50</b>	<b>100</b>
<b>EDUCATIONAL ATTAINMENT</b>		
Elementary	5	10.00
Secondary	17	34.00
College	24	48.00
Vocational	4	8.00
<b>TOTAL</b>	<b>50</b>	<b>100</b>
<b>OCCUPATION</b>		
Government Employee	14	28.00
Self-employed	36	72.00
<b>TOTAL</b>	<b>50</b>	<b>100</b>



## RESULTS AND DISCUSSION

### Ordinances Formulated by the City Council from 2004-2007

In Baguio City, 115 ordinances were approved by the city council from 2004-2007. One has been vetoed by the mayor.

As shown in Table 2, these 114 ordinances were classified under eleven categories. Some were classified under two categories. For example, the ordinance on continuing exposition of recycled products from recyclable materials recovered from solid waste was classified under environment and at the same time, under health and sanitation.

The table also shows that more than 50% of the formulated ordinances were on infrastructure. Ordinances under this classification were on planning, construction, maintenance, improvement and repair of highways, bridges, roads, alleys and other public edifices.

Health and sanitation (14.04%) ordinances embraced all matters relating to public health, hygiene and sanitation, including medical, hospital and quarantine services and the disposal of sewage and solid waste matter.

Ordinances on administration (14.04%) were on the status of city officials and employees and on how the city government should manage all the resources in the city.

The other categories are on trade and commerce (8.77%), social services (6.14%), environment (6.14%), transportation and traffic management (4.36%), educational



Table 2: Classification of ordinances

ORDINANCES	NO. OF ORDINANCES (n=114)	PERCENTAGE (%)
Infrastructure development	61	53.51
Health and sanitation	16	14.04
Administration	16	14.04
Trade and commerce	10	8.77
Social services	7	6.14
Environment	7	6.14
Transportation and traffic management	5	4.36
Educational development	4	3.51
Peace and order	3	2.63
Revenue Generation	2	1.75
Tourism	2	1.75

\* Multiple classifications

development (3.14%), peace and order (2.63%), security, revenue generation (1.75%), and, tourism (1.75%).

### Process of Formulating Ordinances

Procedures followed by the city council of Baguio in formulating ordinances as presented in Figure 2 were from making of proposals to the ratification of the approved ordinances.



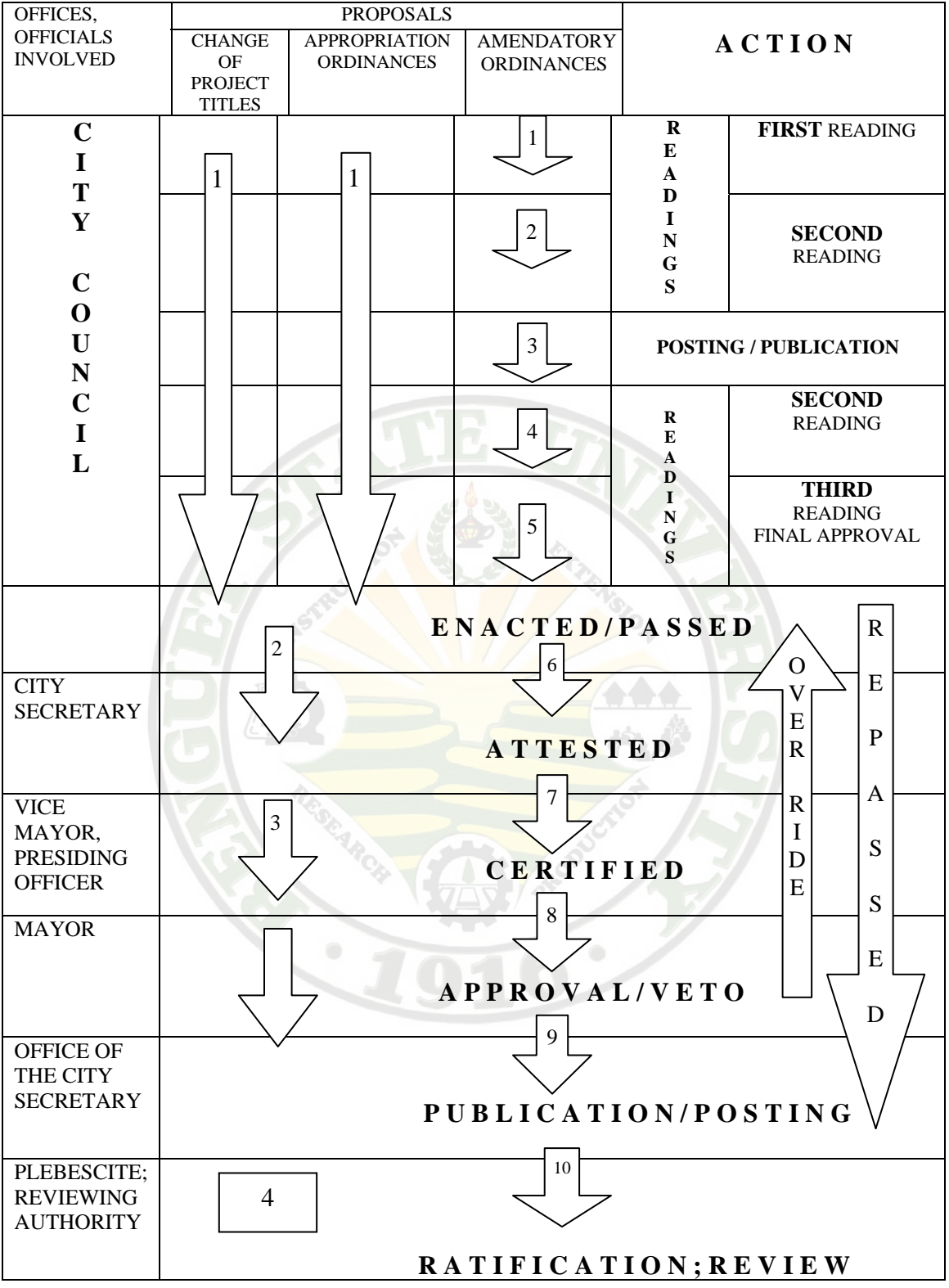


Figure 2. Flowchart of ordinance formulation, Baguio City (2004-2007)



*Proposals.* Proposals were submitted to the city secretary for proper committee referral. The city council discussed the proposed ordinance to determine the appropriate committee to work on it.

*First reading.* After the drafted ordinance was approved, first reading was set. Written or proposed ordinances were calendared only and were not debated upon. They were just referred to the corresponding committee for study, comments, and recommendation.

*Second reading.* Further amendments and discussion took place during the second reading.

*Publication/Posting.* After including the suggestions and amendments, the proposed ordinances were ready for publication and posting. Proposed ordinances that impose penalties or taxes were published in the newspaper while those that do not were merely posted in designated places.

*Second reading after publication.* This step was where further amendments and discussions were included. During the meeting, interested parties or individuals gave their ideas or views regarding the proposed ordinance.

*Third reading.* After incorporating the final suggestions, the third reading was set where the proposed ordinances went through final approval of the city council.

For realignment and appropriation ordinances, however, the proposals did not go through the first five steps. The city secretary would attest to these right away.

*Attesting of city secretary.* The city secretary confirmed if the proposed ordinances of the city council were true or valid.



*Vice-mayor/presiding officer's certification.* From the city secretary, the proposed ordinances were sent to the presiding officer, or the vice-mayor, who authenticated them proposed ordinance by affixing his signature over his name.

*Approval of the mayor.* After the vice-mayor certified the proposed ordinances, the Legislative Chief Executive or the mayor, affirmed them.

*Publication/Posting.* Once an ordinance is approved by the different committees, and signed by signatories, it was published and posted on the designated posting areas. Ordinances with penal sanctions were posted at conspicuous places in the City Hall for a minimum period of three (3) consecutive weeks. Such ordinances were published in a newspaper of general circulation within the territorial jurisdiction of Baguio City.

*Ratification.* Approved ordinances were reviewed to see if there were any changes for their improvement.

*Vetoed by the mayor.* In cases when the mayor did not find the ordinance or practical, he vetoed it. The ordinance was then returned to the city council with his comments and suggestions.

*Override.* This was the act of the city council on vetoed ordinances. The Sanggunian concerned can override the veto of the Local Chief Executive, by two-thirds (2/3) vote of all its members. When this happens, the ordinance becomes effective for all legal intents and purposes.

*Re-passed.* If majority of the council has voted to support the vetoed proposed ordinance, they re-pass the ordinance to the office of the city secretary for dissemination.

*Consultation by barangay/city officials.* Officials claimed that they conducted consultation before proposing ordinances. However, Table 3 shows that only 22 or 44%



Table 3. Consultation by barangay/city officials

CONSULTATION	FREQUENCY ( n=50)	PERCENTAGE (%)
Conducted	22	44.00
Not Conducted	28	56.00
TOTAL	50	100

of the respondents said that barangay/city officials consulted them on their concerns or needs. Majority (56%) of them said that officials did not consult them.

*Strategies used by barangay/city officials in consulting the respondents.* Out of the 50 respondents, 22 claimed that they have encountered officials conducting consultation in the community. Table 4 shows that most (59.09%) of those who said that barangay/city officials conducted consultation claimed that they did it by individual interviews while 40.91% of them said that the strategies used by these officials were Purok visits or barangay meetings.

Table 4. Consultation strategy of barangay officials

STRATEGY	FREQUENCY (n=22)	PERCENTAGE (%)
Purok Visit	9	40.91
Individual Interview	13	59.09
TOTAL	22	100



### Methods of Disseminating Ordinances

The methods for disseminating approved ordinances in Baguio City are presented in Figure 3.

*Certification and reproduction.* After the signatories have signed the ordinances, the city secretary affirmed the approved ordinances and reproduced the documents for dissemination.

*Posting.* Copies of the ordinances were posted in designated posting areas especially at the bulletin board at the entrance of the City Hall. The staff of the Local Legislative Department mentioned that these places included the city post office, public market, and the health center. Copies were also posted at the police stations, especially if the ordinance concerns penalties or sanctions. Figure 4 presents an example of posted ordinances on the Baguio city hall's bulletin board.

*Publishing.* Approved ordinances were published in a newspaper of general circulation within the territorial jurisdiction of Baguio City within a specific period depending on the ordinance. Figure 5 shows one ordinance published for three consecutive days in Sun Star.

*Letters to concerned individual, office, or agency.* Once an ordinance was approved and duly signed by the signatories, the Sangguniang Panlungsod, Research Division prepared the transmittal of that ordinance to the concerned individuals, offices, barangays or agencies. These agencies, barangays, or offices were responsible in relaying these ordinances to the community. During the interview, key informants showed the receipt copy of the persons who were given a copy of the ordinances.





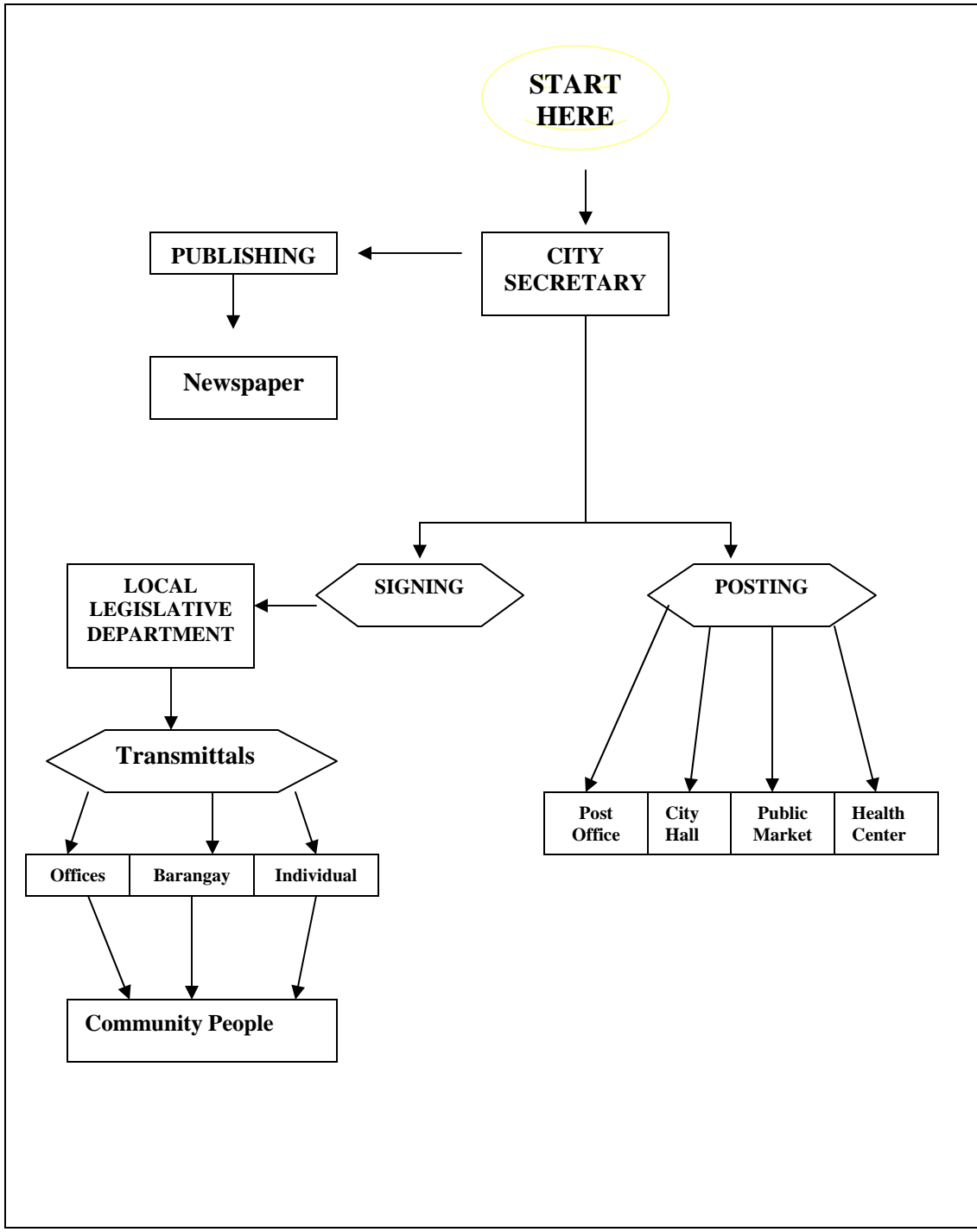


Figure 3. Flowchart of dissemination activities for ordinances formulated for Baguio City (2004-2007)



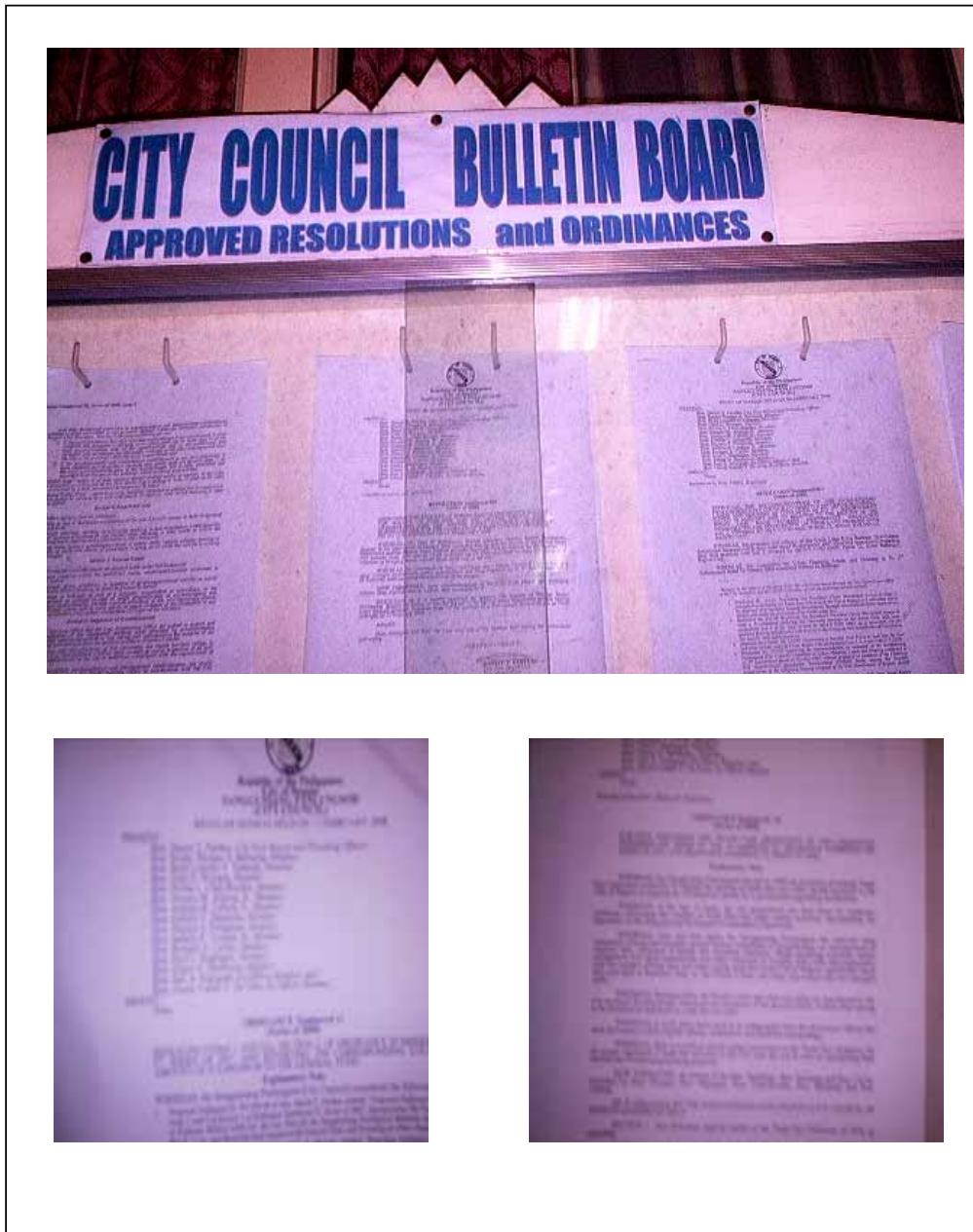


Figure 4. Examples of approved ordinances posted at the city hall’s bulletin board



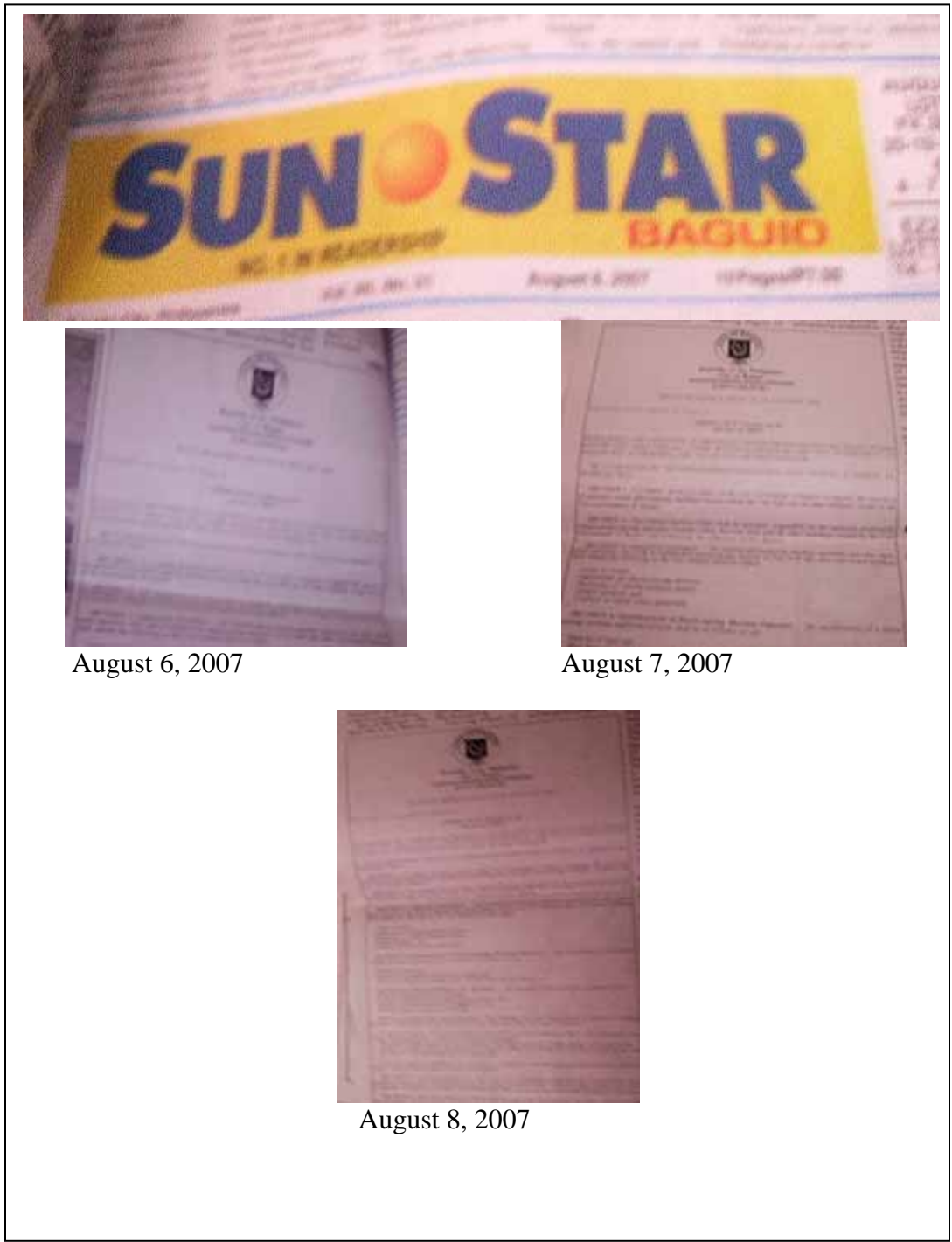


Figure 5. Examples of published ordinances on Sun Star daily newspaper



### Respondents' Awareness of the Ordinance

*Infrastructure.* Table 5 shows that out of the 61 ordinances on infrastructure development, only seven were known by the respondents. Data show that less than half of the respondents were aware of these ordinances. Respondents claimed that while they were aware of the construction of different infrastructures, they were not aware of the specific place and time of construction.

Fifty-four ordinances on infrastructure were not included in this list because not a single respondent was aware of them.

*Health and sanitation.* Table 6 shows how many respondents were aware on health development ordinances. The ordinance on prevention of foot and mouth disease (90%) was the most known among the ordinances under health and sanitation ordinances. Less than 30% of the respondents were aware of ordinances for specific barangays under this classification.

*Administration.* Table 7 shows what ordinances on administration the respondents were aware of. Majority (76%) of the respondents were aware of the ordinances on providing counsel on persons detained or arrested and on the annual seminar for barangay officials and Lupong Tagapamayapa. Thirty or 60% of the respondents were aware of the freedom parks ordinance and 56%, on establishing guidelines for solicitation. All other ordinances were known by less than half of the respondents.



Table 5. Number of respondents aware of the ordinances on infrastructure development

ORDINANCES	FREQUENCY (n=50)	PERCENTAGE (%)
Creating a Trust Fund for the Asin Mini-Hydro Plants	20	40.00
Changing the project title under Item No. 195 (Barangay Development Project) of the 2005 Development Program of the city to read, as follows, "improvement of the barangay hall" at North Sanitary Camp Barangay	10	20.00
Changing the project title under Item No. 195 of the 2005 Development Program of the city to read, as follows: "improvement of the barangay hall" at North Sanitary Camp Barangay	10	20.00
Approving the proposed estimated budget of expenditures in the amount of P8,709,700.00 for the Interim Operation of the Asin Grid Mini-Hydroelectric Plants for six months ended 30 June 2007 as prepared by the Technical Working Group of the Asin Mini-Hydroelectric Plants Management Committee	6	12.00
Reverting to the general fund the total amount of P100,000.00 appropriated under Items No. 239 of the 2004 development program for the construction of Senior Citizens' Comfort Rooms at Middle Quirino Hill, and reappropriating same amount for the first floor of the satellite market thereat	3	6.00
Amending Section 1 of Ordinance Numbered 21, series of 2005. (RE: change of project from construction of basement and a kitchenette to improvement of barangay hall at North Central Aurora Hill Barangay)	2	4.00
Reverting to the general fund the amount of P50,00.00 originally appropriated under Item No. 110 of the 20% development fund of the city for the year 2003 for the materials recovery facility at South Sanitary Camp Barangay, and reappropriating the same amount for the construction of Women's Livelihood Center thereat	2	4.00



Table 6. Number of respondents aware of the ordinances on health and sanitation

ORDINANCES	FREQUENCY (n=50)	PERCENTAGE (%)
An ordinance on the prevention, control and eradication of foot and mouth disease and other animal diseases and appropriating funds therefor	45	90.00
Providing assistance to persons with AIDS/HIV within the city of Baguio	42	84.00
City ordinance on city waste management	42	84.00
An ordinance providing for continuing exposition of recycled materials recovered from solid waste and appropriating funds therefor	42	84.00
Declaring the month of June of every year as dengue awareness month	41	82.00
Amending Section 5 of Ordinance Numbered 32, series of 2004, entitled “Establishing a Drug Testing center at the Health Services Office, Baguio City, and charging the amount of P200,000.00 for the purpose against the current appropriations for the City Anti-Drug Abuse Council (CADAC)	35	70.00
Requiring mandatory food fortification on rice, wheat, flour, refined sugar and cooking oil as provided for R.A. 9876 and providing penalties therefor	28	56.00
An ordinance on the prevention and control of the Avian and Pandemic Influenza	21	42.00
Institutionalizing the creation of the Baguio Health Response Team, appropriating funds therefor	21	42.00
Amending Sections 1 and 2 of Ordinance Numbered 047, series of 1995. (Increasing the penalties of the anti-littering ordinance)	20	40.00



Table 6. continued...

ORDINANCES	FREQUENCY (n=50)	PERCENTAGE (%)
Appropriating the amount of P18,700,000.00 from the General fund for the “Conversion of the Irisan Dumpsite into a Controlled Dumpsite Facility” pursuant to Republic Act No. 9003 (Ecological Solid Waste Management Act of 2000)	12	24.00
Reverting to the general fund the amount of P213,266.00 originally appropriated under Account Code 8918-435-95-042 (IRA Fund of 2004) for the project construction of barangay hall at Trancoville Barangay, Baguio City, and reappropriating the same amount for the project for the fencing of barangay park (Phase II) and completion of comfort room thereat	6	12.00
Reverting to the general fund the amount of P50,000.00 originally appropriated under Item No. 276 of the 2004 development program of the city for the project as identified by former Vice-Mayor Betty Lourdes F. Tabanda, for the” improvement of the newly turned-over for persons with disability at the Cobalt Building basement, Baguio General Hospital and Medical Center, Baguio City	4	8.00
Reverting to the general fund the total amount of P150,000.00 originally appropriated under Item No. 346 of the 2004 development program of the city for the project for the construction of the covered court for the mini barangay auditorium at Sto. Rosario Valley Barangay, Baguio City, and reappropriating the same amount for the project for the renovation of barangay hall including comfort room thereat	3	6.00



Table 7. Number of respondents aware of the ordinances on administration

ORDINANCES	FREQUENCY (n=50)	PERCENTAGE (%)
Institutionalizing the effective implementation of Republic Act No. 7438 mandating that a person arrested, detained, or under custodial investigation is provided and independent and competent counsel and allocating an initial amount of P200,000.00 for the purpose	38	76.00
Providing for a continuing legal education for all barangay officials and lupong tagapamayapa members in Baguio City by conducting an annual seminar to that effect and including in the annual budget of the City Government of Baguio the amount of P100,000.00, or much thereof as may be necessary for its conduct	38	76.00
Freedom Parks Ordinance of the City- guidelines for the maintenance of free parks in the city	30	60.00
Establishing the guidelines on solicitation, request for sponsorships, advertising and other related activities where the support of the public will be solicited	28	56.00
Making it a policy to grant cash incentive in the amount of P1,000.00 for every year of service to every retiring official or employee of the city government	21	42.00
An ordinance governing the use, operation, management, and maintenance of the City Hall Annex Building Multipurpose Hall and authorizing the collection of fees for the use thereof	18	36.00
Amending Section 17 Ordinance, Title XII, general provisions of the 2005 Annual Budget of the City Government of Baguio for the purpose of making it a regular provision in the 2005 and the succeeding annual budgets.	14	28.00
Further amending the guidelines of the CITIZENS' FORUM. ( Rules of Procedures of the Sangguniang Panlungsod ng Baguio)	14	28.00
Reverting to the general fund the amount of P200,000.00 appropriated for the celebration of Barangay Day in the City of Baguio for the year 2006 and reappropriating the same amount for the celebration of the Christmas Party of the Liga ng mga Barangay, Baguio City Chapter	12	24.00





Table 7. continued...

ORDINANCES	FREQUENCY (n=50)	PERCENTAGE (%)
Appropriating funds for the operation of the City Government of Baguio for Calendar Year 2005	12	24.00
Reverting to the general fund the amount of P8,100,000.00 and reappropriating the same amount for the projects which have been identified and segregated as listed in the 2006 Annual Investment Plan of the city	10	20.00
Changing the project title under Item No. 195 (Barangay Development Project) of the 2005 Development Program of the city to read, as follows, "improvement of the barangay hall" at North Sanitary Camp Barangay, Baguio City	10	20.00
Appropriating the amount of P300,000.00 or so much thereof as may be necessary from the unappropriated surplus of the General Fund or from any available source of fund of the city as the city's financial assistance to the Liga ng mga Barangay, Baguio City Chapter, during the Barangay Educational Enhancement Program to be held on 22 to 29 May 2006 in the cities of General Santos and Davao	8	16.00
Reverting to the general fund the amount of P200,000.00 originally appropriated to fund the special activities and programs lined up for the celebration of Barangay day in the City of Baguio for the year 2004 and reappropriating the same amount to fund the Christmas Party of the Liga ng mga Barangay, Baguio City Chapter	8	16.00
Appropriating funds for the operation of the City Government of Baguio for Calendar Year 2006.	6	12.00
Repealing Ordinance Numbered 46, series of 2004. (Re: Reverting to the General Fund the amount of P200,000.00 originally appropriated to fund the special activities and programs lined up for the celebration of Barangay Day and reappropriating the same amount to fund the Christmas Party of the Liga ng mga Barangay, Baguio City Chapter	2	4.00



*Trade and commerce.* Table 8 shows that majority (84%) of the respondents were aware of the recycling of materials from solid waste. Ordinances on trade and commerce on specifics barangays were less known by the respondents.

Four of the approved ordinances were not included in the list because not a single respondent was aware of them. These were three ordinances on the allotting of funds for the construction of satellite market and plant boxes at Upper Dagsian Barangay, and the promulgation of the use of paper bags and other biodegradable bagging containers in all supermarkets and other related retail establishments in the city by year 2012.

Table 8. Number of Respondents Aware of the Ordinances on Trade and Commerce

ORDINANCES	FREQUENCY (n=50)	PERCENTAGE (%)
An ordinance providing for continuing exposition of recycled materials recovered from solid waste and appropriating funds therefore	42	84.00
Appropriating funds for the making and placing of Quality Billboards in strategic places in Baguio City.	35	70.00
Establishing barangay market days in all barangay in the city of Baguio	18	36.00
Reverting the amount of P50,00.00 originally appropriated under the development fund of the city for the year 2003 for the materials recovery facility at South Sanitary Camp Barangay, Baguio City, and reappropriating the same amount for the project for the construction of Women's Livelihood Center thereat	2	4.00
Reverting the total amount of P100,000.00 appropriated under Items No. 239 of the 2004 development program for the construction of Senior Citizens' Comfort Rooms at Middle Quirino Hill Barangay, Baguio City, and reappropriating the same amount for the project for the completion of the first floor of the satellite market thereat	3	6.00
Further amending Section 12 of Ordinance Numbered 049, series of 1994 (Trade Fair Ordinance of 1994).	22	44.00



*Social services.* Table 9 shows the respondents' awareness of the ordinances under the social services classification. Only the ordinance on the Annual Search for the Most Outstanding Mother in Baguio City was known by almost 60% of the respondents.

Table 9. Number of respondents aware of the ordinances on social services

ORDINANCES	FREQUENCY (n=50)	PERCENTAGE (%)
Institutionalizing the annual search for the most outstanding mother in Baguio City	29	58.00
Amending Sections 4 and 5 of Ordinance Numbered 027, series of 1995, entitled "Creating the city Disaster Operations Center"	14	28.00
Reverting to the general fund the total amount of P500,000.00 representing savings from the Maintenance and Other Operating Expenses accounts of various offices of the City Government of Baguio under the 2004 annual budget and reappropriating the same amount as financial assistance to the victims of the recent typhoons in the areas affected, namely Aurora, Quezon, Catanduanes, Rizal, Bulacan, Nueva Ecija, Isabela, Quirino, and other typhoon stricken areas	8	16.00
Reverting to the general fund the amount of P150,000.00 originally appropriated under Item No. 309 of the 204 development program of the city for the project for the continuation of barangay hall at San Antonio Village Barangay and reappropriating the same amount for the construction of slope protection of eroded soil protecting the water system and prevent the collapse of the house above	5	10.00
Realigning the amount of P96,836.85 from the Senior Citizens' Development Program in the 2003 Budget under Account Code No. 101-8918-969-03-130, certified available by the City accountant, to the Senior Citizens Facilities Fund	4	8.00



*Environment.* Table 10 shows that majority (84%) of the respondents were aware of the ordinances on the continuing exposition of recycled materials from solid waste and on the city waste management ordinance. Moreover, 80% were aware of the tree planting months. Less than 50% of the respondents were aware of the other ordinances on environment.

Table 10. Number of respondents aware of the ordinances on environment

ORDINANCES	FREQUENCY (n=50)	PERCENTAGE (%)
An ordinance providing for continuing exposition of recycled materials recovered from solid waste and appropriating funds therefore	42	84.00
City ordinance on city waste management	42	84.00
Declaring the month of June, July, August and September as tree planting months	40	80.00
Encouraging all city citizens to plant fruit-bearing trees and integrating the amount of P200, 000.00 in the yearly budget for the procurement of seedling	23	46.00
Amending Sections 1 and 2 of Ordinance Numbered 047, series of 1995. (Increasing the penalties of the anti-littering ordinance)	20	40.00
Establishing the general guidelines for the management, operation and maintenance of the Swimming pool Complex at the Baguio Athletic Bowl		
Appropriating the amount of P18,700,000.00 from the General fund fir the “Conversion of the Irisan Dumpsite into a Controlled Dumpsite Facility” pursuant to Republic Act No. 9003 (Ecological Solid Waste Management Act of 2000)	12	24.00



*Transportation and traffic management.* Table 11 shows that 26 or 52% of the respondents were aware of the 30-minute passenger loading time at Governor Pack Road. No one was aware of the ordinance on concreting the parking area fronting the Multi-Purpose Building of the City Hall.

Table 11. Number of respondents aware of the ordinances on transportation and traffic management

ORDINANCES	FREQUENCY (n=50)	PERCENTAGE (%)
An ordinance limiting to 30 minutes the passenger loading time per public utility vehicle along Governor Pack Road and providing penalties for violation thereof	26	52.00
Repealing City Ordinance Numbered 003, series of 2000, entitled An Ordinance amending the provision of Ordinance 13-83 (Pay Parking Ordinance) for other purposes	14	28.00
Amending Article XV (Zoning Requirements) of Ordinance Numbered 7, series of 1984 (Comprehensive Traffic and Transportation Ordinance of the City of Baguio, as amended)	5	10.00
Amending Article XVI, penalties, of Ordinance Numbered 7, series of 1984 (Comprehensive Traffic and Transportation Ordinance of the City of Baguio, as amended)	3	6.00
Reverting to the general fund the total amount P278,000.00 representing savings from the City hall renovation (247, 430.66) and One Stop Shop Building (P30,569.34) and reappropriating the same amount for the concreting of the parking area fronting the Multi-Purpose Building, City Hall, Baguio City, pursuant to the engineering and architectural plans prepared by the City Engineering Office	–	–



*Educational development.* Table 12 shows that 76% of the respondents were aware of the annual seminar for barangay officials and Lupong Tagapamayapa. Ordinances for specific barangays under educational development were not known by the respondents. However, the respondents claimed that they were aware that there were ordinances on educational development, where funds were used for the improvement of schools, but they were not aware of the specific places and time of construction for such.

Table 12. Number of respondents aware of the ordinances on educational development

ORDINANCES	FREQUENCY (n=50)	PERCENTAGE (%)
Providing for a continuing legal education for all barangay officials and Lupong Tagapamayapa members in Baguio City by conducting an annual seminar to that effect and including in the annual budget of the City Government of Baguio the amount of P100,000.00, or much thereof as may be necessary for its conduct	38	76.00
Appropriating the amount of P660,000.00 from the savings of the general fund for calendar year 2004 for the payment of the cash incentives of one hundred thirty two (132) city paid teaching and non-teaching casual employees of the Department of Education (DepEd), Division of Baguio City	27	54.00
Changing the project title under Item No. 11 of City Ordinance Numbered 38, series of 2005, to read, as follows: "Extension of Building No. 1 for an office of the principal at Josefa Cariño Elementary School, Baguio City	—	—
Reverting to the general fund the amount of P100,000.00 originally appropriated for the rehabilitation of waiting shed at Imelda Marcos Barangay and reappropriating of barangay livelihood and day care center	—	—



*Peace and order.* Table 13 shows that only the ordinance on the creation of Citizen on Patrol Team was the ordinance which 42% the respondents were aware of. Specific ordinances for barangays were unknown by the respondents.

Table 13. Number of respondents aware of ordinances on peace and order

ORDINANCES	FREQUENCY (n=50)	PERCENTAGE (%)
An ordinance creating the Citizen on Patrol Team and providing funds therefore	21	42.00
Reverting to the general fund the amount P100, 000.00 originally appropriated under Item No. 286 of the 2004 development program of the city for the project for the pavement concreting from junction of Tacay from the house of Brgy. Captain to Col. Velasco's residence at Pinsao Proper Barangay and reappropriating the same amount for the construction of Tanod Outpost located at Longlong Road, Purok I, Pinsao Proper Barangay, Baguio City	—	—
Reverting to the general fund the amount of P162,900.00 originally appropriated under Item No. 170 of the 2005 development program of the city for the project for the establishment of a primary school at middle Quezon hill Barangay, and reappropriating the same amount for the project for the construction of a barangay tanod outpost threat	—	—

*Revenue generation.* Table 14 shows that more than half (76%) of the respondents were aware of the ordinance on the operation of photocopying machines within Baguio City hall and other government-owned buildings. Only 18 respondents were aware of the ordinance on the collection of fees for the use of the Multipurpose Hall.



Table 14. Number of respondents aware of ordinances on revenue generation

ORDINANCES	FREQUENCY (n=50)	PERCENTAGE (%)
Regulating the operation of privately owned photocopying machines within the Baguio city hall and all other buildings owned by the city government	38	76.00
An ordinance governing the use, operation, management, and maintenance of the City Hall Annex Building Multipurpose Hall and authorizing the collection of fees for the use thereof	18	36.00

*Tourism.* Table 15 shows that almost all (94%) of the respondents were aware of the ordinance on the flower festival. Moreover, 46% of the respondents were aware of establishing the botanical garden as tree nursery and heritage park.

Table 15. Number of respondents aware of ordinances on tourism

ORDINANCES	FREQUENCY (n=50)	PERCENTAGE (%)
Designating the use of specific roads for the staging of 2006 Flower Festival and Flower Festival every year thereafter	47	94.00 %
Establishing the Botanical Garden as a Tree nursery and a Heritage Park in the city of Baguio	23	46.00 %





### Respondents' Sources of Information on Ordinances

Table 16 shows that the respondents acquired information about ordinances from multiple sources. Almost all (94%) of the respondents claimed that they got information on ordinances from their friends and neighbors; and from broadcast media such as radio and television.

On the other hand, majority (80%) of the respondents said that they learned about ordinances from posted or distributed materials and also from newspapers. This result agrees with what Berko et al. (1989) observed that most of the information we accumulate are through sources such as school, the media and reading.

Moreover, only 18% of the total respondents said that they got to know about the ordinances through meetings, seminars and public hearings. The respondents claimed that they were aware of public hearings but they were not interested to attend.

Table 16. Respondents' sources of information on ordinances

SOURCES OF INFORMATION	FREQUENCY (n=50)	PERCENTAGE (%)
Friends/Neighbors	47	94.00
Broadcast Media	47	94.00
Posted/Distributed materials	40	80.00
Newspaper	40	80.00
Local Government Officials	39	78.00
Local Government Employees	37	74.00
Meeting/Seminars/Public Hearing	9	18.00

\*Multiple responses



### Reasons of the Respondents for not Being Aware of the Ordinances

Table 17 shows that majority of the respondents (80%) said that lack of information dissemination was the main reason why they were not aware of the ordinances of the city. Other reasons were lack of interest and lack of time.

Table 17. Reasons of the respondents for being not aware

REASONS	FREQUENCY (n=50)	PERCENTAGE (%)
Lack of information dissemination	40	80.00
Lack of interest	14	28.00
Lack of time	14	28.00
*Multiple responses		

### Communication Problems Encountered

*Formulation of ordinances.* Councilors stated that the common problem they encountered was the opposition from the people, especially when they were affected by the ordinances that the city council proposed such as those with penalties or sanctions. Opposition to the proposed ordinances was seldom encountered during public hearings but usually become more serious after the approval of the ordinance.

Opposition to ordinances was not only from the people, but also from among themselves in the council. The proposed ordinance seemed to be impractical to some but practical to the others. Example, the need of confirmation of contracts was deemed



impractical by one of the councilor-respondents. Some also said that there were times that it was so hard to get the approval of the body because they had different and contrasting ideas.

Another problem encountered by the council was lack of fund to finance certain projects which resulted to a lot of criticisms by the community people. This resulted to the lack of cooperation from the community.

There are ordinances that need deep involvement of the community but the people just ignored these ordinances. Furthermore, they also stated that some of the proposed ordinances were contrary to the national law. As stated by Francisco (1959), an ordinance is a local law emanating from legislative authority and operating within its limited sphere as effective as a general law of the sovereign. Hence, an ordinance must coincide with the national law.

*Dissemination of ordinances.* Four of the key informants said that some of the implementing agencies or the persons in charge in disseminating the ordinance did not do their responsibility. Three key informants also said that lack of implementation was a problem in the dissemination of ordinances. Accordingly, if the approved ordinances were well implemented, the people would surely know about them.

According to constituent-respondent, lack of cooperation and initiative of the people to know about the ordinances was a problem. People did not read and observe the ordinances. Some kept complaining without complying with the laws.

The disseminating body of the city also pointed out that incorrect and absence of address of those requesting copies of ordinances was a problem. There were also instances where even if the research division already furnished copies to the offices, they



will again request for another copy saying that they have not received one. They assumed that the person who received the first copy might have lost it or did not give it to the addressee. One also added that even if the ordinances were disseminated, the people would forget what they have read or heard because the city council formulated several ordinances and resolutions.

Respondents' Suggestions for the Improvement  
in the Formulation and Dissemination of Ordinances.

*Formulation process.* Table 18 presents the suggestions of the respondents for the improvement of formulating ordinances. Almost half (47.73%) of the respondents suggested that officials should consult first the community people before making ordinances. Two or 4.55% of the respondents said that it would be better if the city would be transparent in everything they do especially on ordinances concerning money. This suggestion adheres to Article III, Section 7 of the Philippine Constitution, which requires the transparency of any government records.

Table 18. Suggestions for the improvement of formulating ordinances



SUGGESTIONS	FREQUENCY (n=44)	PERCENTAGE %
Involve deeply the community people	21	47.73
Visit barangays to know about their needs	15	34.09
Strictly implement the ordinances	10	15.91
Deep involvement of barangay officials	7	9.09
Officials should think of the pros and cons of the ordinance before approving it and test its effectiveness	5	6.82
Follow the guidelines of formulating ordinances strictly	3	6.82
Monthly meeting	3	6.82
Transparency of the city government	2	4.55

\*Multiple responses

*Dissemination process.* Table 19 indicates the suggestions of respondents on disseminating ordinances. Almost one-third of the respondents said that people would be aware of the ordinances if the barangay officials and other persons responsible for disseminating will do house-to-house visits. The people who are busy and are not always going out will still be informed.

It was also suggested that barangay meetings with food (27.91%) will also be helpful in informing the people. They added that though their primary motive in attending is not to listen they will still attend the meeting because foods attract people's interest.

Two respondents said that the city hall should always furnish the barangay with their copy so that they would be informed and therefore they can inform the community.



Table 19. Suggestions for the improvement of disseminating ordinances

SUGGESTIONS	FREQUENCY (n=43)	PERCENTAGE %
House to house dissemination	13	30.23
Barangay meetings with food provided	12	27.91
Coordinate the ordinances from the highest to the lowest group of officials for them to disseminate	9	20.93
More public hearings	8	11.62
Responsible persons/officials should do their duty	5	11.63
Use media	3	6.98
Always provide a copy for the barangay	2	4.65

\* Multiple responses



## **SUMMARY, CONCLUSIONS AND RECOMMENDATIONS**

### Summary

The study was conducted to identify the ordinances formulated by the city council from 2004-2007, describe the process of formulating ordinances, determine the community people's awareness of the ordinances, determine the methods of disseminating ordinances and identify the communication problems encountered in the formulation and dissemination of ordinances.

The study was conducted in the five barangays of Baguio City from October to December 2007. The data gathered were consolidated, tabulated, and analyzed using descriptive statistics such as frequency counts and percentages.

In Baguio City, 115 ordinances were approved by the council from 2004-2007 but one has been vetoed by the mayor. These 114 ordinances were classified under eleven categories: environment, health and sanitation, infrastructure, governance, trade and commerce, social services, transportation and traffic management, educational development, peace and order, security, revenue generation, and, tourism. More than half of the ordinances were on infrastructure.

Procedures followed by the city council of Baguio in formulating ordinances started with the making of proposals which were submitted to the city council for drafting. The proposals were based on consultations by barangay/city officials with their constituents through individual interviews, purok visits or barangay meetings. The drafts were then subjected to first and second reading and after the corrections or suggestions were incorporated, the drafts were published or posted. Another second reading was done after publication and finally during the third reading, the council approved the



proposed ordinance. For realignment and appropriation ordinances, however, the preceding steps were not done. They just went through the next stages: verification by the city secretary, authentication by the vice-mayor or the presiding officer, approval by the mayor, publication or posting, and ratification.

A vetoed ordinance was returned to the city council with his comments and suggestions for further deliberation. The council can override the veto of the Local Chief Executive, by two-thirds (2/3) vote of all its members. If majority of the council voted to support the vetoed proposed ordinance, they re-passed the ordinance.

Dissemination of approved ordinances was through posting in strategic places, publication in a newspaper of general circulation, and furnishing of copies to specific individuals or agencies directly concerned with the ordinances. These agencies, barangays, or offices were responsible in relaying these ordinances to the community.

The awareness of these ordinances among the respondents varied across categories. Less than half of the respondents were aware of ordinances on infrastructure development. There were even 54 ordinances under the same category which were not included in this list because not a single respondent was aware of them. Out of 114 ordinances, only 19 (16.67%) had more than 50% of the respondents aware of them.

The problems encountered by the councilors in the formulation of ordinances were opposition from the people and also among council members, criticism by the community people, and lack of cooperation from the community.

### Conclusions

1. Ordinances formulated by the city council from 2004-2007 were focused on infrastructure development.





2. The process of formulating ordinances in the city of Baguio was more extensive than that prescribed by the Local Government Code of 1991.
3. The people's awareness of the city ordinances was very low.
4. Methods of disseminating ordinances in the city were limited to the traditional method of posting, publishing, and furnishing copies of the ordinance itself.
5. Common problems encountered in the formulation and dissemination of ordinances was on interpersonal communication.

### Recommendations

Based from the conclusion the following were recommended:

1. City council should conduct periodical surveys and consultations with the community people to know their needs and concerns aside from infrastructure development.
2. The city council should continue following the very thorough process of formulating ordinances but more attention should be given to community consultation.
3. The persons involved in the dissemination of ordinances should use other communication strategies like packaging the ordinances in popularized form like posters, leaflets, radio plugs, TV spots, etc.
4. Those involved in ordinance formulation should undergo trainings and exercises to enhance their interpersonal communication skills.



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## APPENDICES

### Appendix A. Interview Schedule for Councilors (Sangguniang Bayan 2004-2007)

During your term as a City councilor, what ordinances have you sponsored/proposed?	Action taken by Council	What were your bases for proposing a resolution?	How did you know about the situation/problem?	Problems encountered







## Appendix B. Interview Schedule for the Sangguniang Panglungsod Staffs (2004-2007)

## I. SOCIO-DEMOGRAPHIC PROFILE

Name: \_\_\_\_\_

Sex:

\_\_\_\_\_ Male

\_\_\_\_\_ Female

Age: \_\_\_\_\_

Educational Attainment:

\_\_\_\_\_ Elementary graduate

\_\_\_\_\_ Secondary graduate

\_\_\_\_\_ College graduate

\_\_\_\_\_ Vocational

Position: \_\_\_\_\_

Year of Service: \_\_\_\_\_

## II. METHODS OF DISSEMINATING CITY ORDINANCES

1. Who are the persons responsible in disseminating city ordinances?

\_\_\_\_\_

2. What are your methods in disseminating city ordinances?

(Please rank the methods you are using in the dissemination of the City Ordinances. Rank number 1 should be the most commonly used methods. Those that are not being used should not be ranked)

Methods	Rank
Interpersonal communication	
a. home visit	
b. group discussion	
c. others (please specify)	
Mass	
a. discussing it or announcing it on radio	
b. discussing it or advertising it on TV	
c. publishing it on newspaper	
d. distribution of leaflet containing city ordinances	
e. distribution of brochures containing city ordinances	
f. distribution of pamphlets containing city ordinances	
g. mass campaigns of city ordinances	
h. meetings	
i. others (please specify)	









Parking Facility project (2004)					
Citizen on Patrol (2005)					
Anti-drug Abuse (2005)					
Food Fortification (2005)					
Epidemiology and Surveillance Unit (2005)					
Persons Detained or Arrested (2005)					
Use of Multi-Purpose hall of the City (2005)					
Health Response Team (2005)					
Barangay Market Days (2006)					
Flower Festival (2006)					
Foot and Mouth Disease (2006)					
Freedom Parks Ordinance (2006)					
Guidelines on Solicitation (2006)					
Tree Planting Months (2006)					
Public Infrastructure (2006)					
Recycled Products (2006)					
Trade Fair Ordinance (2006)					
Fruit Bearing Trees (2006)					
Botanical Garden-Heritage Park (2006)					
Avian and Pandemic Influenza (2007)					
Incentive for City Officials and Employees (2007)					
AIDS/HIV Ordinance (2007)					
Dengue Awareness Month (2007)					
Terminal Ordinance (2007)					
Photocopying Machines (2007)					
Search for Most Outstanding Mother (2007)					



Do the Local Officials (barangay/city) come to you to ask about your concerns/needs?

\_\_\_\_\_Yes

\_\_\_\_\_No

If yes, how?

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What are your suggestions for the improvement of the process of formulation?

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What are your suggestions for the improvement of the process of dissemination?

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