

SANGGUNIANG PANLALAWIGAN ORDINANCES IN BASILAN PROVINCE VIS-Á-VIS CONCERNS OF BASILEÑOS

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ABSTRACT: This study purported to determine and analyze the Sangguniang Panlalawigan Ordinances in Basilan Province in terms of the number of ordinances adopted and implemented, the area of concern of the ordinances and whether the ordinances were related to peace and order, poverty alleviation, infrastructure development and improvement of Basic Education. In addition, the stakeholders' views on whether the ordinances adopted and implemented by the Sangguniang Panlalawigan addressed the concerns of Basileños in the areas of peace and order, poverty alleviation, infrastructure development and improvement of Basic Education were also determined.

The study utilized a descriptive-qualitative research design using the documentary analysis and Key Informants Interview Guide and Focus Group Discussion Guide. A total of fifty-six (56) respondents participated in the study, from the cities of Isabela and Lamitan and the five municipalities in Basilan Province. Results showed that: The Sangguniang Panlalawigan in Basilan Province is very slow in enacting ordinances for the province; Infrastructure development is the focus or area of concern of the ordinances adopted and implemented by the Sangguniang Panlalawigan for the Province of Basilan. Improvement in Basic Education is only a second priority and so with health; The ordinances adopted and implemented by the Sangguniang Panlalawigan somehow addressed the concerns of the Basileños especially in the area on infrastructure development and improvement of Basic Education but not in the area on peace and order and poverty alleviation; and Stakeholders in Basilan would like the Sangguniang Panlalawigan to enact ordinances on peace and order as this is their foremost concern and what gives them cause to worry and even be fearful of; ordinances on livelihood improvement projects to alleviate poverty; more ordinances on improvement of Basic Education and ordinances on health like the anti-drug trafficking. Therefore, it is hereby recommended that: The Sangguniang Panlalawigan (SP) must provide information on the ordinances being adopted and implemented; The Sangguniang Panlalawigan should consider for future adoption of ordinances related to peace and order such as implementation; The Sangguniang Panlalawigan in the province should enact more ordinances for the improvement of basic education not only for secondary education but also for elementary education.

Keywords: *Infrastructure development, ordinances, peace and order, poverty alleviation, sangguniang Panlalawigan,*

I. INTRODUCTION

Background of the Study

While Asian and Pacific economies and societies are undergoing rapid transformation, government structures and systems in most countries of the region have been slow to change and respond to the new challenges. To meet the challenges of the twenty-first century, new paradigms based on partnership between local governments and the civil society, including the private sector, are necessary. This requires a fundamental re-evaluation of the form and nature of local governance in Asia and the Pacific.

It is very clear that in the Local Government Code of 1991 that the Local Government Unit exercises powers and discharges functions and responsibilities for the efficient and effective provision of basic services and facilities. Basic Education is one of the basic services since it is enshrined in the constitution that every citizen has a right to education. The constitution requires that the highest budget priority should go to education and that quality education be made available to every citizen. Section 1 Article XIV of the 1987 Constitution states that the State shall protect and promote the right of all citizens to quality education at all levels and shall take appropriate steps to make sure such education is accessible to all. (Local Government Code of 1991).

According to a UNESCO Report (2004), everyone who wishes to be schooled and educated should be entitled to enjoy the following: (1) equal access to opportunities for basic learning with peers, (2)

equality in terms of good quality experiences that will allow them to complete basic education and (3) equality in the assurance that their education will provide them with the skills to become useful and contributing members of the community. But what is the situation of basic education in the country?

The scenario is very real in the Autonomous Region for Muslim Mindanao (ARMM) which includes the Province of Basilan. It is for this reason that the researcher would like to do an assessment and analysis of the ordinances that were adopted by the Sangguniang Panlalawigan and implemented by the Province of Basilan for Fiscal Year 1993-2008 and to determine if they were able to answer the concerns of the constituents or stakeholders of the province.

The interest of the researcher in this particular study was prompted by the fact that he was a former Sangguniang Panlalawigan Board member and he would like to determine if the adopted resolutions and implemented ordinances are working for the betterment of the constituents of the entire Province of Basilan. Furthermore, since the researcher is now the Head of a state college in the Province, he would like to find out whether there were resolutions and ordinances that were intended for the improvement of education particularly Basic Education so that he could propose to Sangguniang Officials to also give priority to education since this is the engine that propels the country to progress and development.

Statement of the Problem

This research purported to study the Sangguniang Panlalawigan Ordinances in Basilan Province from Calendar Year 1993 to 2008. Specifically, it endeavored to answer the following queries:

1. How many ordinances have been adopted and implemented by the Sangguniang Panlalawigan from 1993-2008?
2. What is the area of concern of the ordinances adopted and implemented by the Sangguniang Panlalawigan?
3. How many ordinances were related to?
 - a. Peace and order
 - b. Poverty alleviation
 - c. Infrastructure development
 - d. Improvement of Basic Education?
4. From the stakeholder's views, were the concerns of Basileños addressed by the ordinances adopted and implemented by the Sangguniang Panlalawigan especially in the areas of:
 - a. Peace and order
 - b. Poverty alleviation
 - c. Infrastructure development
 - d. Improvement of Basic Education?
5. What other areas of concerns should the Sangguniang Panlalawigan consider for future ordinances to be enacted?
6. From the stakeholder's views, what are the areas of concerns, issues or problems faced by Basileños that give them cause to worry and even be fearful of?

Significance of the Study

This study will provide rich insights and better perspectives in looking at how the Provincial Government works through the Sangguniang Panlalawigan with the stakeholders to achieve common goals for the Province of Basilan.

The importance of the study, therefore, lies on the following specific grounds:

1. Results of this study will provide the Sangguniang Panlalawigan of Basilan Province viable insights and framework on the applicability of the resolutions adopted and ordinances implemented in the Province.
2. The findings of this study will also provide a strong working relationship between the provincial, municipality and city officials including their constituents and at the same time provide a background on the focal points and needs to be improved for the betterment of the constituents.
3. The outcome of this study will give the provincial officials an understanding on what type of ordinances to be prioritized.
4. This study will also be beneficial to the Basileños because it will make them realize that the provincial government is doing everything within its power to provide them better lives through the adoption and implementation of worthwhile Sangguniang Panlalawigan ordinances related to:
 - Peace and Order
 - Poverty Alleviation
 - Infrastructure Development
 - Improvement of Basic Education
5. This study will also be beneficial to school administrators because it will give them insights on the importance of approved and enacted ordinances especially those in education and how these will affect the education sector of the city and province.

6. To educational researchers, the results of this study will provide insights on the analysis of good governance through ordinance assessment.

II. REVIEW OF RELATED LITERATURE AND STUDIES

1. Functions and Powers of Sangguniang Panlalawigan

The Local Government Code Section 447 (Municipal Governments), Section 458 (City Governments) and Section 468 (Provincial Governments) define the functions and powers of the different local authorities. The provisions are standard and descriptive of the functions and powers of local government and are like the provisions of Section 468 for Provinces. They stipulate that the Sangguniang Panlalawigan as the legislative body of the province, shall enact ordinances, approve resolutions and appropriate funds for the general welfare of the province and its inhabitants pursuant to Section 16 of this code and in proper exercise of the corporate powers of the province as provided under Section 22 of this code and shall perform the following tasks: 1.) Approve ordinances and pass resolutions necessary for any efficient and effective provincial government, 2.) generate and maximize the use of resources and revenues for the development plans, program objectives and priorities of the province with particular attention to agro-industrial development and country-wide growth and progress and relative thereto, 3.) grant franchises, approve the issuance of permits or licenses, or enact ordinances levying taxes, fees and charges upon such conditions and for such purposes intended to promote the general welfare of the inhabitants of the province and pursuant to this legislative authority, 4.) Approve ordinances which shall ensure the efficient and effective delivery of basic services and facilities and 5.) Exercise such other powers and perform such other duties and functions as may be prescribed by law or ordinance.(LG Code of 1991).

Moreover, the 1987 Philippine Constitution established the Organic Act of Autonomous Region wherein Basilan is a part of those Provinces under Autonomous Region for Muslim Mindanao (ARMM).

The Organic Act for the Autonomous Region in Muslim Mindanao (ARMM) was created with the passage of Republic Act No. 6734 in August 1989. It provided ARMM with the basic structure of government within the framework of the Constitution and national sovereignty and the territorial integrity of the Republic of the Philippines. On the 19 day of November 1989, a plebiscite was held and four provinces in Mindanao voted for their inclusion in ARMM-Lanao del Sur, Maguindanao, Sulu and Tawi-Tawi. The signing of the Final Peace Accord to *Implement the Tripoli Agreement of 23 December 1976* by the Philippine Government and the MNLF on 2 September 1996 resulted in the amendment of R.A. 6734 and the consequential enactment of Republic Act No. 9054, An Act to Strengthen and Expand the Organic Act for The Autonomous Region in Muslim Mindanao. The region was expanded to include the province of Basilan and the City of Marawi that voted favorably to be include in the expanded autonomous region during the 14 day of August, 2001 plebiscite (Policy by Local Government Support Program in ARMM (LGSPA), 2007).

2. Areas of Concerns

a. Peace and Order

The term "peace" is all encompassing. Some definitions of peace tend to limit the broad scope of peace. To many, peace connotes religious or spiritual undertakings. In peace studies, this term is looked at in two perspectives: the positive and negative peace. Negative peace pertains to the absence of war or direct violence while positive peace goes beyond the absence of war. It pertains to the well-being of a person (Galtung, 1977).

Mindanao, particularly the southwestern and central parts that comprise the Autonomous Region in Muslim Mindanao (ARMM), has always been depicted as a site of armed hostilities and a "zone of conflict." In recent decades, armed encounters and skirmishes involving the military and rebel groups have continuously afflicted the region. Since the region contains large Moro populations, the violence and war are often attributed to or associated with the Moro secessionist movement (Durante, et.al, 2005).

However, a parallel scenario of violence and war also emerges on the local fronts. The violence generated by "rido" aggravates the so-called Mindanao problem. While rido is generally considered a "local conflict," it is oftentimes sensationalized by national media and thus serves to complicate understanding of the Moro struggle for self-determination (Asia Foundation, 2005).

Rido is a blood feud or a chain of killings provoked by an affront and disgrace to the honor of a family or its members. A rido may erupt any time this honor or "maratabat" is besmirched. Taking the form of tribal conflict or clan warfare, the killings are often carried on for generations. Blood vengeance, however, is not endemic to Muslim tribes alone. This socio-cultural phenomenon is also found among Christians and other indigenous groups. The review of related literature shows that rido preceded the introduction of Islam and Christianity in the Philippines (Asia Foundation, 2005).

Hicks (1986) discussed a wide range of approaches in educating for peace from peace keeping to peace building. He made a very comprehensive presentation of these approaches citing the works of Sharp (1982).

b. Poverty Alleviation

Poverty is the lack of basic human needs, such as clean water, nutrition, healthcare, education, clothing and shelter, because of the ability to afford them. This is also referred to as absolute poverty or destitution. Relative poverty is the condition of having fewer resources or less income than others within a society or country compared to worldwide averages (<http://en.wikipedia.org>).

As defined by Tendero, et.al (2001), poverty is a lack of the means for meeting the basic needs of life such as food, shelter, clothing, and medical care. They classify the poor into four classes. (1) Poor by reasons of geography; (2) Working people; (3) Poor by reason of lack of employment opportunities; (4) Poor by reasons of dependents.

Factors contributing to Poverty

Poverty has many causes, some of these are very basic. Some experts suggest, for Instance, that the world has too many people, too few jobs, and not enough food. But such basic causes are quite Intractable and not easily eradicated. In most cases, the causes and effects of poverty interact, so that what makes people poor also creates conditions that keep them poor. Primary factors that may lead to poverty include over population, the unequal distribution of resources Inability to meet high standards of living and cost of living, Inadequate education and employment opportunities, environmental degradation, certain economic and demographic trends, and welfare incentives (<http://encarta.msn.com>)

According to Tendero, et.al, there are many causes why people are poor. The following are among the important ones: (1) Lack of skills and formal education; (2) Ill health and lack of energy; (3) Lack of ambition or weakness of character; (4) Lack of incentive or motivation; (5) Low mental characteristics; (6) Accident or misfortune; and (7) The Aged.

Addressing Poverty Reduction

Mangun (2010) stressed that poverty alleviation or poverty reduction involves improving the living conditions of people who are already poor. Aid, particularly in medical and scientific areas, is essential in providing better lives.

Addressing the widespread poverty, according to Balikpapan (in Inquirer Net 2008) is the single important policy challenge facing the Philippines, not only is poverty high compared with other countries in East and Southeast Asia but also its reduction is so slow that the country has become the basket case in the region.

Poverty reduction in the Philippines is very slow. Remo (2010) believes that poverty reduction in the Philippines has lagged far behind those of its East and Southeast Asian neighbors particularly Indonesia, Thailand, Vietnam and China.

The Asian Development Bank (ADB) according to Remo (2010) also expressed concern that the country was performing poorly compared with its neighbors in terms of meeting the Millennium Development Goals, specifically on poverty reduction. RP or the Republic of the Philippines lags Its Neighbors in poverty-reduction goal.

c. On Infrastructure Development

From Wikipedia (2010), Infrastructure is the basic physical and organizational structure needed for the operation of a society or enterprises or the services and facilities necessary for an economy to function.

The World Bank Group (2010) stresses the importance of infrastructure development. They believe that infrastructure is important for more than just daily comforts.

Infrastructure Development in Basilan Province

Farm to market roads through Memorandum of Agreement of the Province of Basilan with the Department of Agriculture were completed to ensure that produce of the farmers would reach the intended consumers. The project costs Php 5, 468,938.00.

In like manner, the Provincial Government of Basilan successfully implemented Communal Irrigation System in Progressive rice field in Lamitan and Lantawan Municipality through **MOA with National Irrigation Administration**. The project costs P 3,265,528.00.

The Provincial Government used to maintain a total of 244.50 km. provincial road. With the conversion however of 64.66 km. of provincial road to national road, only 179.84 km is left under its responsibility to improve and maintain to make it accessible under all weather conditions. They are categorized as major and-minor lateral road sections.

According to Jam Rivera, Executive Director of the Basilan Chamber of Commerce and Industry, infrastructure is undoubtedly a major component of their province's march towards progress. "Infrastructure projects are very conspicuous signs of development," he explains (USAID as cited in Zamboanga Times, 2007).

The Matarling Bridge is among the 41 Regional Impact Projects being built-in partnership with provincial and local authorities-by USAIDS Growth with Equity in Mindanao (GEM) Program across the Autonomous Region in Muslim Mindanao (ARM) and other conflict-affected areas in the island-region. The construction of this facility is being undertaken in partnership with the Provincial Government of Basilan. Each of the projects

constructed by GEM is designed to augment economic activity within a specific region of Mindanao (USAID as cited in Zamboanga Times, 2007).

The USAID through Ambassador Kristle Kenny turned over to the Provincial government a new 42-meter Camanse Bridge, constructed by USAID'S Growth with Equity in Mindanao (GEM) Program, connects seven barangay (villages) and part of the neighboring municipality of Tlpo-Tipo with Lamitan City, a major RORO port and trading hub in Basilan. The bridge replaced an old spillway which regularly overflowed, posing a danger to travelers who used it to cross the Camanse River. Kenny said that the bridge was one of 870 infrastructure projects constructed by USAID throughout ARMM and conflict-affected areas of Mindanao, and one of 40 in Basilan (INQUIRER.net, 2008).

d. Improvement of Basic Education

As what (Qiusumbing in Sutaria et.al, 1989) stated that education is an investment in the nation's economic recovery, social unity and political stability. This educational imperative is emphasized in Section 1, Article XIV of the 1987 Constitution which states that the State shall protect and promote the right of all citizens to quality education at all levels and shall take appropriate steps to make such education accessible to all.

There were several recommendations provided by EDCOM but as far as basic education is concerned, EDCOM stresses the improvement of the basic public education - elementary and high school because it is all the formal schooling the masses of our people get. EDCOM stresses that basic education should be given the highest priority in the national and education budgets. Local Government units are strongly encouraged to do no less: adopt permanent financing arrangement to support basic education.

For the ARMM region, there were government initiatives and foreign funded projects to improve the quality and access to basic education. Schools buildings were also provided in every underserved Barangay. According to DEPED and DPWH reports (2007) a total of 72 school buildings in unserved barangays in ARMM were completed as of May 2004 and in Basilan Province, Lamitan (Simbangon) and Tuburan (Pintasan) there are now school's buildings constructed through the two government agencies.

III. THEORETICAL FRAMEWORK

This study was anchored on the mandates postulated in the Local Government Code Section 468 (Provincial Governments) which defines functions and powers of the different local authorities and provides provisions in accordance with the mandate of the Philippines Constitution. The local Government Code of 1991 and the 1987 Philippine Constitution emphasize that aside from the number of functions of the Sangguniang Panlalawigan, approval of ordinances and passing resolutions necessary for an efficient provincial government are still a priority.

Definition of Terms

Adopted Ordinances.

This term refers to the ordinances which were approved by the Sangguniang Panlalawigan of the Province of Basilan from 1993-2008.

Focus/Area of Concerns.

Are actually areas of concentration or focus of the different Sangguniang Panlalawigan Ordinances of the Province of Basilan which were adopted and implemented during FY 1993-2008

Implemented Ordinances.

This refers to the ordinances of the Sangguniang Panlalawigan of Basilan Province which were executed or instigated.

Infrastructure development.

This refers to the development in the Province of Basilan which could either be agriculture, road, buildings, new establishments and others.

Ordinance.

This term refers to the enacted law of the Province of Basilan

Peace and order.

In this study, this pertains to the peace situations of the Province of Basilan considering the different armed conflicts which took place in the province in the past.

Poverty Alleviation.

Pertains to the programs of the Province of Basilan through the Sangguniang Panlalawigan to answer the poverty problems of the people

Sanqguniang Panlalawigan.

This term refers to the legislative body of the province that enacts ordinances and passes resolutions.

Stakeholders.

In this study, this refers to the constituents of the Province of Basilan who have a stake in the ordinances adopted by the Sangguniang Panlalawigan.

IV. METHODOLOGY

Research Design

To answer the research questions in this study, a descriptive-qualitative research design was employed. According to Cresswell (1944) "A qualitative study is defined as an inquiry process of understanding a social or human problem, based on building a complex, holistic picture, formed with words, reporting detailed views of informants, and conducted in a natural setting."

Research Locale

This study was conducted in the Province of Basilan which is located at the Southern tip of the Zamboanga Peninsula. It straddles the trade route between Western Mindanao and Singapore-Brunei-North Borneo route. The province is in the middle of the western sub-triangle of the East ASEAN Growth triangle composed of Brunei, Indonesia and Malaysia (DILG File).

The Participants

The data on the population of the entire province were obtained from the Office of the Philippine Information Agency (PIA), Department of Interior and Local Government (DILG), and National Statistics Office (NSO). Since the whole population is too large, sampling size was predetermined by the researcher by following the inclusion criteria.

The sampling technique used in this study was non-probability sampling specifically purposive sampling, wherein a particular group or groups based on certain criteria or purposes will be chosen which in the researcher's judgment would serve as representative samples.

TABLE 1 SAMPLE DISTRIBUTION OF RESPONDENTS AND KEY INFORMANTS ACCORDING TO LOCATION

City/Municipalities	Stakeholders	Key Informants	Total
Isabela City	5	3	8
Lamitan City	5	3	8
Lantawan	5	3	8
Maluso	5	3	8
Sumisip	5	3	8
Tipo-Tipo	5	3	8
Tuburan	5	3	8
TOTAL	35	21	56

As shown in Table 1, there were five stakeholders each for the two cities and five municipalities in Basilan Province for a total of thirty-five (35) stakeholder respondents and three key informants from each of the two cities and five municipalities for a total of twenty-one (21) key informants. This number is justified as the study is a qualitative research and therefore, does not require a big sample. As what Murphy, et.al (2000) stress when seeking views of a particular subgroup, the sample is restricted. Ideal group size for a focus group discussion is in the range of five to eight participants, although effective facilitation may be possible with up to 10 participants.

V. RESEARCH INSTRUMENTS

The research instruments utilized in this study were the *Key Informants' interview Guide and Focus Group Discussion Guide (FGDG)*.

The *Focus Group Discussion Guide (FGDG)* was used for the seven Focus Group Discussion sessions with stakeholders. Each session was composed of five (5) participants, two (2) sessions were for the two (2) cities and the five (5) sessions for the five (5) municipalities in Basilan Province. The *Focus Group Discussion Guide* is found in Appendix A.

The *Key Informant Interview Guide* was used to elicit additional information from the key informants regarding their views or perceptions on the areas of concerns of the adopted and implemented Sangguniang Panlalawigan Ordinances in the Province of Basilan from FY 1995-2007. The *Key Informant Interview Guide* is found in Appendix B.

The *Key Informant Interview Guide* and *Focus Group Discussion Guide* were evaluated for validity by a panel consisting of experts on instrument construction. They were requested to rate the relevance of the items of both instruments using the following guide:

4 Very relevant

- 3 Moderately relevant
- 2 Slightly relevant
- 1 Not relevant

The ratings of the panel were treated using the mean.

Selected residents of the Province of Basilan were also invited for focus Group Discussion sessions, to find out whether the questions would elicit expected responses from the residents. The dry run was done to determine the level of comprehension of the translated Focus Group Discussion Guide.

Data Collection Procedure

Permission was sought for the perusal of the hard data (adopted ordinances) on file at the Sangguniang Panlalawigan Office for CY 1993-2008.

The seven Focus Group Discussion sessions with stakeholders were all held in Isabela City. The FGD participants from Lamitan City and the five municipalities were invited to Isabela City. A particular venue was used for this purpose. The seven sessions were held on separate dates. The research team was composed of the researcher, translator, stenographer, and research assistants. All the seven FGD sessions were tape recorded for data analysis.

The key informants were interviewed one at a time in their respective cities and municipalities. The interviews were recorded on tapes and were also noted on paper. These notes were compiled for reference to supplement the transcriptions.

Data Analysis Procedure

Frequency counts was used to determine the number of Sangguniang Panlalawigan Ordinances adopted and implemented from 1993-2008. The frequency count was also used to determine the focus or area of concern of the adopted ordinances.

All the data gathered from the respondents were analyzed by identifying the pertinent themes from the information that might describe the area of concerns of the different SP Ordinances in Basilan Provinces. This was done after looking at the commonalities of the responses from the transcriptions that were provided by the stenographer.

Data analysis started with the construction of the facts as found in the recorded data in search of recurring and emergent patterns following McMillan and Schumacher's (1997) ideas.

VI. PRESENTATION, ANALYSIS AND INTERPRETATION OF DATA

Research Question Number 1: How many ordinances have been adopted and implemented by the Sangguniang Panlalawigan from 1993-2008?

Table 2 presents the number of ordinances adopted and implemented by the Sangguniang Panlalawigan from 1993-2008.

TABLE 2
SANGGUNIANG PANLALAWIGAN ORDINANCES IN BASILAN PROVINCE
(CY 1993-2008)

ORDINANCE NUMBER	YEAR	TITLE	AREA/SCOPE
Provincial Ordinance No. 08-02	2008	An ordinance regulating the establishment and operation of internet cafes in the province of Basilan and providing penalties for violation thereof.	Education
Ordinance No. 2008-01	Enacted January 2, 2008	An ordinance approving Annual Investment Plan(AIP) in the amount of sixty-four million three hundred ninety-nine thousand, three hundred eighty one (Php 64, 399, 381) pesos for the construction of farm to market roads	Infrastructure
P.O No. 2007-16 2007	Enacted August 22, 2007	An ordinance establishing the Basilan Scholarship Assistance Program and appropriating funds thereof	Education
P.O. No. 05-006 2005	Enacted August 22, 2007 Approved March 1, 2006	An ordinance establishing the Basilan Provincial Telephone System and proving funds thereof for its management operation and maintenance and for such other purpose.	Telecommunication
P.O. No. 05-006 2005	Enacted March 15, 2006 Approved May 10, 2006	An ordinance banning cigarettes smoking indoor and outdoor or public selected places and providing penalties for violation thereof.	Health
P.O. No. 2006-	Enacted June	An ordinance naming the road annex at sumagdang	

10 2006	21, 2006 Approved July 5, 2006	junction sheriff aguak ampatuan avenue.	Infrastructure
P.O. No. 2006-11 2006	Enacted October 3, 2006 Approved December 26, 2006	An ordinance unifying Muslim Customary Marriage Laws in the island province of Basilan and prescribing penal provisions for violating thereof and for such other purposes.	Culture
P.O No. 05-05 2005	Enacted February 2, 2005	An ordinance prescribing accreditation requirements and imposing fees on Non-Government Organization and Voluntary organization including cooperative the amount fees to be collected and such other purposes	Taxes/Fees
Appropriation Ordinance 2004-04	Enacted December 15, 2004 Approved December 29, 2004	An ordinance appropriating the sum of three hundred seven million five hundred twenty-nine thousand five hundred (Php. 307, 529, 528.00) or so much thereof current year 2005 general fund annual budget of the provincial Government of Basilan for government buildings and facilities.	Infrastructure
P.O. No. 03-01	May 24, 2003 Enacted and Approved	An ordinance providing for quarantine suspected SARS in infected person imposing sanction for violation thereof and other purposes	Health
P.O. No. 2001-02 2001	Enacted and Approved March 06, 2001	Ordinance which shall be known and entitled as "Ordinance approving the schedule of Fare Market Value of Real Properties" in the Province of Basilan and such purposes	Taxes/Fees
P.O. No. 2001-01 2000	Enacted March 2000 Approved April 15, 2000	An ordinance entitled and otherwise known as "Administrative Regulatory Ordinance" requiring all heads pf department to adopt and promulgate internal control system for such other purposes.	Inter-Office Policy
P.O. No. 99-01	Enacted and Approved May 5, 1999	An ordinance imposing secretary's fees to any person or entity requesting of copy of any documents pertaining to Sangguniang Resolutions, ordinance and other legislative documents and for such other purposes.	Fees
P.O. No. 97-06	Enacted and approved 29 th day of December, 1997	An ordinance creating Barangay, Lapurap as a separate distinct from mother barangay Duga-a and for such other purposes.	Infrastructure
No. 26.S.1997 Resolution	Enacted and Approved 1997	An ordinance providing for a local investment incentives to industries which are now or may thereafter be established in the Province of Basilan and other purposes.	Business and Livelihood/Poverty Alleviation
Appropriation Ordinance No. 95-09	Enacted and Approved June 7, 1995	An ordinance appropriating the amount of fifty thousand pesos (Php. 50, 000.00) from any available source in the Provincial Treasury as Financial assistance for the purchase of musical instruments of the Basilan National High School	Education
Appropriation Ordinance No. 11	Enacted and Approved May 31, 1995	An ordinance appropriating the amount of fifty thousand pesos (Php. 50,000.00) for financial assistance for the evacuee victims in the Pilas Island chargeable against the calamity funds of the province.	Financial Assistance
Provincial Ordinance Number 93-01	Enacted and Approved 1993	An ordinance providing for the regulation control and registration of power saws within the territorial limits of the Province of Basilan for the purpose of environmental protection from the hazards of forest denudation, providing penalties for violation thereof and	Environment

		other purposes.	al
Appropriation Ordinance No. 93-09	Enacted and Approved 29 th day of December, 1993	An ordinance which shall be known and entitled as Appropriation Ordinance under the general fund of 1994 in the amount of eighty-nine million fifty-seven thousand three hundred fifty-nine thousand three hundred fifty-nine pesos (Php. 89,057,359.00) or so much thereof for the construction of government buildings	Infrastructure

The data in Table 2 reveal that for CY 2008, there were only two (2) ordinances enacted and those SP Ordinances focused on education and infrastructure respectively; for CY 2007, there was only one (1) enacted SP Ordinance which dealt on improvement of basic education; for CY 2006, there were four (4) enacted and approved SP Ordinances which focused on telecommunications, health, infrastructure and culture; for CY 2005, there was only one (1) enacted SP Ordinance which focused on infrastructure; for CY 2003, there was again only one enacted SP Ordinance on taxes or fees to be collected; for CY 2000, there was only one enacted SP Ordinance on Inter-Office Policy within the Provincial Government of Basilan for CY 1999, there was only one enacted SP Ordinance on health; for CY 1997, there were two enacted SP Ordinances which focused on infrastructure and business/livelihood/poverty alleviation; for CY 1995, there were two enacted SP Ordinances on education and financial assistance for calamity victims; and for CY 1993, there were two enacted SP Ordinances on environmental and infrastructure.

It can be gleaned from Table 2 that the Sangguniang Panlalawigan in the Province of Basilan was only able to adopt/enact very few ordinances in a year since CY 1993 up to 2008. There were even four years (1994, 1996, 1998 and 2002) where no single ordinance was adopted and implemented.

Moreover, the data imply that there were indeed enacted and approved SP Ordinances in the Province of Basilan from CY 1993-2008 which focused on different areas of concern. Five (5) out of the nineteen (19) SP Ordinances focused on Infrastructure followed by three (3) each for education and health respectively, two (2) for taxes/collection of fees and one (1) each for telecommunication, culture, inter-office policy, poverty alleviation through livelihood assistance, financial assistance for calamity victims and environment.

Research Question Number 2: What is the area of concern of the ordinances adopted and implemented by the Sangguniang Panlalawigan?

Table 3 shows the focus or area of concern of adopted Sangguniang Panlalawigan Ordinances of the Province of Basilan from CY 1993-2008.

**TABLE 3
FOCUS/AREA OF CONCERN OF ADOPTED SANGGUNIANG PANLALAWIGAN ORDINANCES
FOR CY 1993-2008**

Year Adopted and Implemented	Peace and Order	Poverty Alleviation	Infrastructure	Telecommunication	Health	Taxes/Fees	Culture	Inter Office Policy	Environmental	Financial Assistance	Total
2008			1	1							2
2007				1							1
2006			1		1	1		1			4
2005							1				1
2004											1
2003											1
2002											0
2001											1
2000								1			1
1999											1
1998											0
1997		1	1								2
1996											0
1995				1						1	2
1994											0
1993			1						1		2
TOTAL	0	1	5	3	1	3	2	1	1	1	19

From CY 1993 to 2008, a total of nineteen (19) Sangguniang Panlalawigan Ordinances were adopted and implemented. Of the number, the highest which is five was focused on infrastructure. The next is three on basic education and another three on health. Two were on taxes/fees and one each on poverty alleviation, telecommunication, culture, inter-office policy, environmental and financial assistance.

Moreover, based on Calendar year (CY), there were only two (2) Sangguniang Panlalawigan Ordinances each for CY 2008, 2006 and 1997 followed by one (1) each for CT 2007, 2004, 1995 and 1993 while zero for CY 2005, 1998, and 1996.

Therefore, it can be said that the focus or area of concern of the ordinances adopted and implemented by the Sangguniang Panlalawigan was on infrastructure development of the Province of Basilan such as farm to market roads, construction of bridges and allocation of funds for government buildings or facilities. This could be because infrastructure projects are very conspicuous signs of development and the Sangguniang Panlalawigan members are aware of this and if they want to see development in their area, they have to put the necessary infrastructure facilities in place to attract investments. That is why infrastructure development was the priority or focus of the ordinances adopted by the Sangguniang Panlalawigan.

Research Question Number 3: How many ordinances were related to:

- a. **Peace and order**
- b. **Poverty alleviation**
- c. **Infrastructure development**
- d. **Improvement of Basic Education?**

It can be said that the Sangguniang Panlalawigan in Basilan province was not very active in enacting ordinances for the province as there were only a few that were adopted and implemented from CY 1993 to 2008. There were years when no ordinances were adopted at all like in 1994, 1996, 1998 and in 2002.

On improvement of basic education, one was adopted in 1995. This was an ordinance appropriating the amount of Php 50,000 from the Provincial Treasury for the purchase of musical instruments of the Basilan National High School. The second ordinance was adopted in 2007. This was an ordinance establishing the Basilan Scholarship Assistance Program and appropriating funds thereof and the third was adopted in 2008. This was an ordinance regulating the establishment and operation of internet cafes in the Province of Basilan and providing penalties for violating thereof.

Improvement of basic education was the second focus of the SP Ordinance and so with health concerns. But it appears that attention was focused on the secondary education since ordinances adopted were for the National High School in Basilan.

Research Question Number 4: From the stakeholders' views, did the ordinances that were adopted and implemented by the Sangguniang Panlalawigan address the concerns of the Basileños especially in the areas of:

- a. **Peace and order**
- b. **Poverty alleviation**
- c. **Infrastructure development**
- d. **Improvement of Basic Education?**

Common responses that emerged during the FGD with participants and interviews with the key informants.

Are you aware of the number of ordinances that were adopted by the Sangguniang Panlalawigan of the Province of Basilan?

A. FGD Participants' Responses

1. From the two cities

- *Mayroon iyon. May mga ipinasa na ordinansa. Ang problema nga lang hindi naming alam kung ilan na ba. (There are adopted ordinances. The problem is we just don't know how many).*
- *Alam namin na may mga ipinasa at pinatupad na ordinansa kaya lang hindi naming alam kung ilan. (We know there are ordinances adopted and implemented. We just don't know how many.)*

2. From the municipalities

- *Ay oo, mayroon mga ipinasa sa ordinansa pero hindi naming alam ang numero ng mga iyan (Yes, there were ordinances adopted but we don't know the number of these ordinances).*
- *Alam naming may mga ipinasa na ordinansa ngunit hindi talaga naming alam kung ilan. (We know there were ordinances adopted but we really don't know if how many were passed).*

The data revealed that there is consistency in the statements revealed during the separate sessions of FGDs wherein the participants emphasized the lack of information as the problem that is why they cannot give the exact number of ordinances that were adopted and implemented by the Sangguniang Panlalawigan of Basilan Province but they know there were really ordinances that were adopted and implemented.

B. Key Informants' Responses

The following are the excerpts of key informant's responses from the cities and municipalities when asked if they are aware of the number of ordinances that were adopted by the Sangguniang Panlalawigan of the Province of Basilan.

1. From Cities of Isabela and Lamitan

KI 1: *Yes, am aware that there are ordinances adopted by the Sangguniang Panlalawigan. There are more than 40 resolutions forwarded by the local government to the Sangguniang Panlalawigan. But I cannot remember how many of these became ordinances and implemented in the province.*

KI 2: *Actually, I don't remember but what I know is, there are ordinances adopted. I think about 31-40 resolutions.*

KI 3: *I am not totally aware. I think there is lack of information on these.*

2. From the municipalities

KI 7: *Mayroon iyan siyempre. Ang problema ay walang dissemination sa mga tao. (Of course, there are ordinances but the problem is there is no information dissemination to the people).*

KI 8: *Hindi ko masagot kung ilan pero ang pagkakaalam ko may mga ordinansa na ipinasa. (I cannot tell how many but what I know there were adopted ordinances).*

There are commonalities in the key informant responses from the cities and municipalities in Basilan. The key informants revealed that there were ordinances adopted by the Sangguniang Panlalawigan but they cannot remember the exact number. There were two informants from the cities who said that based on their knowledge, there were about forty (40) resolutions that were recommended by these Local Government to the Sangguniang Panlalawigan of Basilan Province but they do not know how many of these resolutions became ordinances.

Research Question Number 5:

What other areas of concerns should the Sangguniang Panlalawigan consider for future ordinances to be enacted?

FGD Participant's Responses

**Gusto sana naming na kontrolado ng gobiernno ng probinsya ang pagpasok ng mga baril dito kasi para maging kontrolado din ang mga kidnapping at biolenteng Gawain ng mga bandidong grupo.*

**Priority should be given to basic education particularly scholarship to poor but deserving students in the province.*

**The Sangguniang Panlalawigan should focus their ordinance on how to eradicate the kidnapper.*

Key Informants' Responses

A. From the two cities

KI 1: *Implementation of total gun ban should be adopted in the entire province.*

KI 2: *The number of firearms in the Province of Basilan is three times as many as the population of the Basileños. This should be looked into.*

B. From the municipalities

KI 7: *There should be the creation of a committee by the Provincial Government for the information dissemination of actions taken by the Sangguniang Panlalawigan regarding ordinances being adopted and implemented.*

KI 8: *There is mismanagement of funds from the provincial government down to the barangay level so the constituents should closely monitor the funds of pending projects or allocation. There should be an ordinance to this effect.*

According to key Informants who have connections in the government, "there is mismanagement' of funds from the provincial government down to the barangay level so the constituents should closely monitor the funds of pending projects or allocation."

Moreover, "they also disclosed that there is a "mismatch" in the government positions including underemployment and unemployment followed by problem in the justice system since justice is too slow for the victims of crime in the province.

Research Question Number 6

From the stakeholders' views, what do you think are the concerns of Basileños? What are the areas of concerns, issues or problems faced by Basileños that cause them to worry and even be fearful of?

FGD Participant's Responses

**Basileños at present are actually fearful for the lives especially with the continuous acts of kidnapping and other forms of violence.*

**The area of concern faced by Basileños that give them cause to worry and even be fearful of is the peace and order situation in the province.*

Key Informants' Responses

A. From the two cities

KI 1: Kidnapping and murder. We Basileños are very much concern of our safety especially in coming to office and going home.

KI 2: Because of family feud, the peace and order is also affected.

KI 3: The problem of kidnapping in Basilan cause Basileños to worry.

B. From the municipalities

KI 7: The concerns of Basileños are peace and order/security. This is the number one concern. Other concerns are education, livelihood, and health.

KI 8: Family feud and election related issues.

KI 9: The priority concerns should be livelihood program to alleviate poverty.

It is clear from the responses of the FGD participants and key informants that they want the Sangguniang Panlalawigan to consider for future adoption or enactment of ordinances related to peace and order like implementation of total gun ban and anti-drug trafficking. They also want the Sangguniang Panlalawigan to consider more ordinances related to improvement of basic education like scholarships to poor but deserving students and intensification of free education. They would like the Sangguniang Panlalawigan to consider ordinances on livelihood projects to alleviate poverty and how to improve the justice system.

According to the participant of the FGDs, "Basileños at present are actually very fearful of their lives especially with the continuous acts of kidnapping and other forms of violence." This is what causes them to worry and even be fearful of. Kidnapping seems to be a trend. Some would even say it is a source of living or livelihood. Because of kidnapping, many teachers are afraid to report to the school where they are assigned especially in the far flung areas. The unstable peace and order situation in the province is even aggravated by family feud and armed conflicts. These families who are also powerful and influential politicians maintain their so-called "army of bodyguards" and when they get into disagreement with other people, they make use of their bodyguards and this will again make people apprehensive and afraid.

They also revealed that the education of their children is another concern. Because of kidnapping, teachers are afraid to report to their area of assignment especially in the far-flung areas. When they do not report to school, the children will have no classes, hence, the education of their children also suffer.

Poverty alleviation and livelihood problems are also a cause of concern because many people are poor and they do not have means of livelihood, they easily get persuaded by the bandits and the rebel groups to join them.

Another concern that was revealed was the illegal drug trafficking and drug pushing; that is why, they would like the Sangguniang Panlalawigan to come up with an ordinance that would penalize or mete the drug pushers with severe punishment to prevent others from getting involved in this illegal trade.

VII. CONCLUSIONS AND RECOMMENDATIONS

Conclusions

As a result of the findings of the study, the following conclusions are drawn:

- 1) The Sangguniang Panlalawigan of Basilan Provinces is very slow in enacting ordinances for the province.
- 2) Infrastructure development is the focus or area of concern of the ordinances adopted and implemented by the Sangguniang Panlalawigan for the Province of Basilan. Improvement of Basic. Education is only a second priority so with Health.
- 3) The ordinances adopted and implemented by the Sangguniang Panlalawigan somehow addressed the concerns of the Basileños especially in the area of infrastructure development but not in the area of peace and order, poverty alleviation and improvement of basic education.
- 4) Stakeholders in Basilan would like the Sangguniang Panlalawigan to enact ordinances on peace and order as this is their foremost concern and causes them to worry and even be fearful of, followed by livelihood improvement projects to alleviate poverty. They also would like the Sangguniang Panlalawigan to enact ordinances on basic education and on health particularly on anti-drug trafficking.

Recommendations

In the light of the findings and conclusions of this study, the following are hereby recommended:

- 1.) The Sangguniang Panlalawigan must provide information on the ordinances being adopted and implemented in the Province of Basilan to the constituents by forming a committee in-charge of information dissemination to the different cities and municipalities under Basilan Province.
- 2.) The Sangguniang Panlalawigan should consider for future adoption of ordinances related to peace and order such as implementation of total gun ban to prevent people from carrying firearms and control the entry of guns in the Province of Basilan since Basileños are very fearful of their lives especially with the continuous acts of kidnapping and other forms of violence. Also, ordinance on anti-drug trafficking should be considered.
- 3.) In addition to ordinances related to peace and order, the Sangguniang Panlalawigan should enact ordinances on basic education such as more scholarships to poor but deserving students in the

province and intensification of free education and other ordinances that would help in the improvement of basic education and alleviate poverty like livelihood projects.

4.) The Sangguniang Panlalawigan in the province should enact more ordinances for the improvement of basic education not only for secondary education but also for elementary education.

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