

DECENTRALIZATION, DEMOCRATIZATION AND DEVELOPMENT: AN AGENDA FOR REFORM

RAPID FIELD APPRAISAL (RFA)

FOREWORD

Over the years, the Philippine Society for Public Administration (PSPA) has endeavored to promote and contribute to good governance and best practices in public administration. As a professional organization composed of academics, researchers and practitioners in government, civil society and private sector, the PSPA has organized various local and international conferences to provide the opportunity and the fora for spirited exchanges of insights and experiences on overpowering issues and challenges confronting not only Philippine society, but other nation-states as well.

Through these series of meetings and fora, academics are able to seek how to put in practice their theories or to validate the findings of their researches. Practitioners are enabled to share the experiences and innovations they have conceived and launched in their respective agencies, and which can be tabled for validation or replication in other settings.

The PSPA has also ventured likewise in establishing working relationships by way of memoranda of cooperation with public administration societies in the Asian region and with regional organizations in the discipline. For the most part, these initiatives have established linkages and networks which hope will strengthen our collective appreciation of the many faceted governance concerns that confront us as a region and how we deal with them.

The present study, a 2015 Rapid Field Assessment (RFA) and policy advocacy project seeking to appraise the state of decentralization and democracy in the Philippines and their impact on development after 25 years of local autonomy, represents yet another effort to gain a better understanding and appreciation of the quality of governance at the local levels.

The findings of the study contained in this report present the output of experts and consultants from the regions who willingly undertook independent and objective appraisal of the problems and promise of local autonomy in their respective localities. The PSPA 2015 RFA is precisely just that — rapid and quick, to be redundant about it. But these hopefully may provide us with invaluable insights of how our local governments are proceeding, how they are managing with the powers and authority entrusted to them by the Local Government Code of 1991 of the Philippines and more importantly, how they are coping to comply. To be sure, there will be more appraisals to come and to be done.

We take this opportunity to warmly express our deep appreciation to the United Nations Development Programme (UNDP), the DILG, the Commission on Higher Education (CHED) and the different national and regional agencies, their official and staff who assisted us and our researchers in this endeavor. Most of all, we thank our partner academics and consultants and their institutions for unselfishly devoting their energies and time to support this RFA Project.

Alex B. Brillantes, Jr. Lizan Perante-Calina Danilo de la Rosa Reyes Editors

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CHAPTER 1

INTRODUCTION

The 2015 Rapid Field Assessment (RFA) of the state of decentralization and democratization in the Philippines and its impact on development was conducted by the Philippine Society for Public Administration (PSPA), a professional organization of public administration and governance academics and practitioners. The 2015 RFA, as with previous assessments done by various organizations, sought to examine issues and challenges in the dynamics of devolution and democratization in the various regions of the Philippines after almost 25 years of implementation of Republic Act 7160 otherwise known as the Local Government Code (LGC) of the Philippines.

The 2015 RFA project was undertaken in partnership with, and with the support of the United Nations Development Programme (UNDP), the Department of Interior and Local Government (DILG) and Higher Education Institutions (HEIs) and their faculty and staff. It was officially launched in July 2015 during the PSPA International Conference in Vigan, Ilocos Sur anchored on the theme, "The Continuing Search for Good Governance: Patterns, Practices and Prospects, Higher Education Institutions as Catalysts for Decentralization and Democratization for Development."

The LGC is considered a milestone in decentralization legislation in the Philippines upon its enactment in 1991 mandating the grant of expansive local autonomy and considerable powers to local government units (LGUs) in the country. As such, the 2015 was undertaken with the modest view of appraising how the different regions have thus fared after more than two decades of local autonomy.

A unique feature of this RFA effort however is the aspiration of developing and identifying collaborations and partnerships between local government units and academic institutions that are based in their localities with the purpose of creating "governance hubs," where technical support can be extended to LGUs to capacitate them to meet and match the challenges of decentralization and the demands of democratization. This operationalizes the spirit and principle of the "town and gown" approach that aspires to build linkages between academic institutions and the communities where they are based.

This concept has been earlier prescribed at the then College of Public Administration of the University of the Philippines (UP-CPA), now National College of Public Administration and Governance (NCPAG). The "town and gown" concept engenders to promote this collaboration by advocating a more pronounced and prominent role of using the expertise of academic institutions to promote the pursuit of local autonomy and democracy in the affairs of the community.

From this initiative therefore, experts and consultants from the 17 regions of the Philippines were engaged and commissioned to undertake the 2015 RFA in their regions. Most of the consultants who committed to the RFA Project are seasoned researchers and academics from respected HEIs who are conversant with the dynamics of public administration and governance processes and practices. Most of them asre also members of the PSPA and have done considerable researches and studies on the ethos and idiosyncrasies of their communities on a vast range

of concerns. Table 1 identifies the HEIs and the consultants who participated in the 2015 PSPA conducted RFA.

Table 1: List of PSPA 2015 RFA Expert-Consultants and Participating Region-based HEIs

REGION	HIGHER EDUCATION INSTITUTIONS	CONSULTANT
I University of Northern Philippines Dr. Fel		Dr. Ferdinand Lamarca
Ш	Isabela State University	Dr. Joan Carinugan
"	Nueva Vizcaya State University	Dr. Cristina Salvosa
III	Ramon Magsaysay Technological University	Dr. Presy Antonio
IV	University of the Philippines	Mr. Jan Robert R. Go
10	University of Rizal System	Prof. Ronnie N. Parica
V	Ateneo de Naga	Dr. Malou Barcillano
VI	Northern Iloilo Polytechnic State College	Mr. Jo Martin Limson
VI	Western Visayas State University	Dr. April Dream Teodosio
VII	Cebu Normal University	Dr. Roselle Ranario
VII	Southwestern University	Dr. Alfredo Derecho
VIII	University of Eastern Philippines	Prof. Maila Benesisto
107	Western Mindanao State University	Dr. Ederlinda Fernandez
IX		Dr. Ma. Carla A. Ochotorena
Х	Bukidnon State University	Dr. Mark Garcia
	Mindanao State University	Dr. Jack Isolana
ΧI		
XII	Commission on Higher Education RO XII	Dr. Maria Teresa Samonte
	Mindanao State University	Dr. Sukarno Tanggol
ARMM		Dr. Macapado Muslim
		Dr. Macabangkit Ati
	Surigao State University	Dr. Ramel Tomaquin
CARAGA		Dr. Retsy Tomaquin Malong
	Ifugao State University	Prof. Julian Nangpuhan II
CAR	Benguet State University	Dr. Felipe Comilla
	University of Makati	Prof. Ederson Tapia
NCR	·	Dr. Erwin Alampay
Itolt	UP NCPAG – CLRG	Ms. Elizabeth Cureg
		IVIO. Elizabetti Oureg

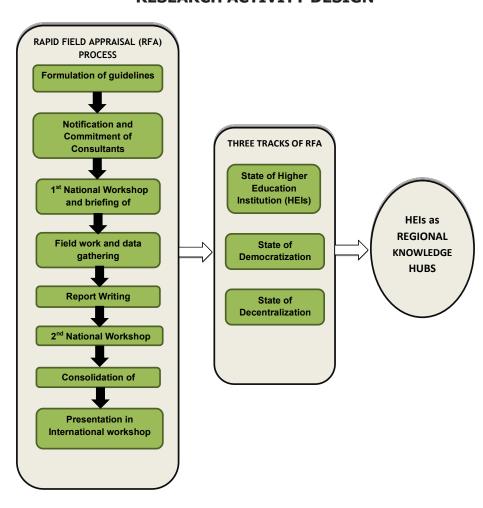
The experts-consultants were mobilized and commissioned on a very tight and limited schedule. Two consultative national workshops were conducted, the first in September 25-26, and the second on November, 13, 2015, both held in Metro Manila. The agreement was that preliminary findings and results are to be presented in an International Conference in November, 2015 in Cebu City to be called and organized by the PSPA in cooperation with the Cebu PSPA Chapter and the Cebu Normal University. Table 2 shows the activity schedule.

TABLE 2: 2015 PSPA RFA Activity Schedule

DATE	ACTIVITY	VENUE
14 – 16 September 2015	Notification and Commitment of Expert / Consultants	
25 and 26 September	1 st national workshop and briefing of Consultants	
28 September – 12 November	Field Work / write up	
13 November	2 nd National Workshop	
14 – 23 November	Consolidation	
26 – 28 November	International Workshop	Cebu City / CNU

The consultants were briefed and entered into agreement on the research design which would consider three major tracks, namely, the active involvement of higher education institutions operating in the region, with particular interest and identification with those that offer public administration and governance and related programs and in so doing undertake pertinent studies and researches; the appraisal of the state of democracy based on identified indicators and parameters; and the state of decentralization with particular reference to the devolved functions. Figure 1 reflects this research activity schedule of the 2015 PSPA RFA process:

RESEARCH ACTIVITY DESIGN



The research and data-gathering activities were therefore guided by the agreed upon template to focus on mainstream and local issues such as LGU functioning and operations in the devolved functions, poverty incidence, patterns and trends of local development, barriers and bottlenecks that impede the delivery of devolved functions, political dynasties, electoral processes, human rights, citizen participation, independence of local media, gender mainstreaming and other such issues that impinge on devolution and democracy that have significant implications in the pursuit of local and national development. Table 3 shows the outline and the indicators agreed upon during the consultative workshops:

TABLE 3: OUTLINE AND INDICATORS AGREED UPON DURING THE CONSULTATIVE WORKSHOP

PROSPECTIVE OUTLINE	INDICATORS/DATA BY PROVINCE	SOURCE
Protection of Human Rights	No. of violations by duty-bearer	DILG
	No. of ordinances recognizing human rights disaggregated by treaty	CHRP
	No. of victims by sector by treaty	
Independence and Security of Local Media	No. & types of local media open/closed with owner-publishers	CHRP
	No. of cases of journalist killed/harassed	
Citizens Voices and Participation in Local Governance Bodies and Processes, and other Local Mechanisms	No. of PO representatives (disaggregated by gender and youth) in local special bodies? In planning? In public finance? Service delivery?	SEC DILG
	New local mechanisms (not in the LGC) established	
Presence of Active Genuine Grass-	No. of people's organizations genuinely	PCW
roots /or Citizens Groups	organized and governed by province	DILG
	No. of women leaders / youth	
Emergence of New Local Political	No. of new local candidates	COMELEC
Leaders viz. existing Political Parties and Local Political Parties, Dynasties	(disaggregated by gender, social sector)	CHR
	No, dynasties & political clans including info on the length of their /influence, control	LGU
	No. of private armies	
Voter Turnout esp. Among Women end Basic Sectors	Voter turn-out in the last 25 years? Disaggregated by sector	COMELEC
Local Democratic Exercises Observed	no. of cases of electoral violence/fraud/	COMELEC
(Recall, Referendum, Elections, Barangay Assembly, etc.) viz. Electoral	and	CHRP
ollence and Fraud	no. of disenfranchised voters	
	No. of local rallies, demonstrations or protest actions	

It was also agreed upon that primary data by way of quick surveys, focused group discussions (FGD) and small group workshops with relevant stakeholders will be conducted in selected communities deemed as critical by the researchers. This was left to the discretion of the researchers based on their appreciation of the region. Interviews with key informants were also made with selected respondents while other secondary data generated for the RFA and also based on past studies were accepted as sources and therefore allowed to be used in support of the discussion.

Document researches were derived from key offices at the regional levels, especially, the Departments of Interior and Local Government, Agriculture, Environment and Natural Resources, Health, Social Work and Development, the COMELEC, the Commission on Human Rights, as well as the offices of the local government units including legislative bodies.

As part of the agreements on research design during the consultative workshops, the consultants also deemed it fitting to identify various policy advocacies to accompany their reports, and which is now incorporated as part of their findings. The policy advocacies cover much ground and represent insight that may have important implications on the success of local autonomy practices or the further strengthening of democracy in their respective localities and therefore should be good starting points to determine possible amendments to the Code. This Report did not alter or modify the policy advocacies identified by the consultants and allowed them to stand as written.

It is conceded here though that the terrain of research and analysis is vast and extensive for conclusions to be made based on a limited research and study period, but it was hoped that the findings would provide us with important insights and viewpoints that can be analyzed and addressed and should merit intervention.

Our research partners initially expressed concern of being constrained that to gather much data because of time limitations. It is thus submitted here that this is a limitation acknowledged in this Project.

But as scheduled, the presentation of the preliminary findings was done during the Cebu International Conference in November, 2015. Admittedly, the PSPA hoped to present the RFA Report in time for the observance of the 25th anniversary of the Local Government Code in October, 2016.

As it is, however much of the findings in this report are better left of as being inferred than concluded, but they provide us insights on the state of decentralization and democratization as they impact on development in the different regions, and which can be further improved and validated as we further examine the LGC to address the gaps and weaknesses.

The Regional RFA reports included here are by no means complete and in many instances would bear editing, but they reflect, more or less, the major areas of concerns and the statuses obtaining in their respective localities.

Chapter 2 of the Report provides a brief discussion of past decentralization initiatives in the Philippines. As a background, this Chapter highlights the various statutes enacted in the postwar period that sought to provide greater powers to local government units. Many of these legislations, including the presidential decrees issued during the martial law era, had provided scattered pieces of mandates designed ostensibly to strengthen local government units. These cover a whole gamut of concerns that however needed codification. The Local Government Code of 1991 precisely thus, was designed to address these by not only integrating various pieces of legislation but providing a more extensive identification of powers to LGUs. The Chapter then proceeds to briefly discuss the salient points of the LGC. As conclusion, the perceived positive gains and challenges confronting the full implementation of the Code from a general standpoint are submitted.

The integration of the regional reports is next highlighted in Chapter 3. This discussion cites the various rapid field appraisals that have been conducted since 1992 following the implementation of the Code. This section provides very briefly a snapshot description of the findings of RFAs undertaken from 1992 to 2011, and of the present 2015. It then proceeds to identify salient points discussed in the various regional reports that are contained here. The findings of the different regional RFAs are embodied in special sections on democratization, which covered such aspects as political violence, political dynasties, and democratic exercises. The Chapter then proceeds to integrate the regional reports on the state of decentralization in the field covering perceived innovations, inter-local cooperation, and local finance. Finally, the Chapter summarizes the reports on the state of development and the import of HEIs in the various regions.

The succeeding Chapters, from Chapters 4 to 18 provides the regional reports of Regions 1(Ilocos Region); 2 (Cagayan Valley); 3 (Central Luzon); 4-a (CALABARZON or Cavite, Laguna, Batangas, Rizal and Quezon Province); 4-b (MIMAROPA or Mindoro Occidental, Mindoro Oriental, Marinduque, Romblon, and Palawan); 5 (Bicol Region); 6 (Western Visayas); 9 (Zamboanga Peninsula); 10 (Northern Mindanao); 11; (Davao Region); 12 (SOCCSKARGEN or South Cotabato, Cotabato Province, Cotabato City, and Sultan Kudarat, Saranggani Province); 13 (CARAGA or Agusan del Norte, Agusan del Sur, Surigao del Norte, Surigao del Sur and Dinagat Province); 14 (ARMM or the Autonomous Region of Muslim MIndanao); 15 (Cordillera Administrative Region) and 16 (National Capital Region).¹

¹ At the time of the writing of this Consolidated Report, the Regional Reports of Regions 7 (Central Visayas) and 7 (Eastern Visayas) have not been turned over yet.

CHAPTER 2

ISSUES AND CHALLENGES IN DECENTRALIZATION AND LOCAL AUTONOMY IN THE PHILIPPINES²

The decentralization of highly centralized and rigid systems of government in the aftermath of the colonial periods has been the response to improve the delivery of public services and the management of public affairs among newly-independent nations. There is today the acknowledged consensus that decentralization has become "an almost universal feature of modern states," and that "almost all countries are on the wave of decentralization" even as academic concern has been largely drawn to continue assessing other practical policy alternatives (Lee, 1996: 102).

Brillantes, Jr. asserts that governments have adopted to decentralization because of the merits of facilitating speedy "decisionmaking processes by decongesting central government and reducing red tape" while at the same time increasing citizens' participation and empowerment to engender "a more open and democratic government" (Brillantes, 2003: 324).

Evolving as late as the early 1960s as part of the package of prescriptions to streamline the government and administrative systems of countries that underwent decades of centralized colonial rule, decentralization has emerged today as a staple streamlining prescription towards improving administrative processes and reaching out to local communities. As such, decentralization emerged as a movement of sorts contained in such propositions as development administration in the mid-fifties, and spanning even under current public sector reform propositions such as reinventing government and new public service (NPS) (Gant, 1979; Osborne and Gaebler, 1992, Denhardt and Denhardt, 2007).³

Along these lines, the Philippines embarked on launching an extensive and comprehensive decentralization policy in 1991 framed within the context of devolution and local autonomy to local government units (LGUs). After decades of failed embryonic decentralization and local autonomy policies, this all-embracing law was enacted under Republic Act No. 7160, otherwise known as the "Local Government Code of 1991" as approved on October 10, 1991 (hereinafter referred also alternately as the Code or the LGC).

The intent of this extensive policy is to strengthen the capabilities of local government capacities so that, as front-line governments based at the community level, they can address critical gaps in the delivery of services in habitually neglected areas, particularly in aspects of poverty alleviation and in stimulating development activities.

² This part of the Report was earlier converted into an academic paper and presented by Dr. Danilo Reyes of the PSPA and of UP NCPAG in the Asian Association for Public Administration (AAPA) 2016 Annual International Conference, Burapha University, Bangsaen, Chonburi Province, Thailand, February 19-20, 2016 on "Public Administration and Sustainable Development Goals: New Agenda and Major Challenges." Sub-Theme: Local Governance, Government and Administration. This was intended to generate feedback and insights from other Asian academics.

³ There is a burgeoning literature on decentralization initiatives in the Asia-Pacific region as reflected in country experiences compiled in various publications of the Eastern Regional Organization for Public Administration (EROPA). See for example the compilation of papers on country experiences in S. Kurosawa, et.al. (eds.). 1996. New Trends in Public Administration for the Asia-Pacific Region: Decentralization. Tokyo: Local Autonomy College. See also Klaus Preschle and Edmund Tayao. (eds.). 2009. Envisioning a Federal Philippines. Manila: LOGODEF; Gaudioso Sosmena, Jr. 1991. Decentralization and Empowerment. Manila: LOGODEF.

As the Code celebrates its 25th year in 2016,⁴ a basic assessment of its impact on poverty alleviation and other aspects of local governance, as well as the performance of local government units, has become compelling, particularly on the need to fill in loopholes and gaps in the statute as originally constructed.

INITIATIVES TOWARDS STRENGTHENING LOCAL GOVERNMENTS IN THE PHILIPPINES

The Philippines probably had one of the longest history of colonialization in Asia. Beginning in 1521, the country has been under three colonial rules, from Spain up to circa 1896, the United States from 1899 to 1941 and from Japan, from 1942 to 1945. The country gained its independence in 1946 from the United States which helped liberate the country from Japan. As such, the centralized system of government installed during colonial times had been firmly entrenched so much as so that after the grant of independence, decentralization and any semblances of it have been granted in piecemeal fashion as marked by various pieces of legislations.

The Philippines follows the presidential system and is a unitary state headed by a president elected at large every six years without re-election. It maintains three co-equal branches of government – the executive, a bicameral legislature and the judiciary.

The structure of local government units in the Philippines follows more or less, three tiers: provinces, cities and municipalities and the barangays or villages, the latter being considered the lowest political unit. There has been established, of late, several other political units though such as the Metro Manila conurbation, the Autonomous Region of Muslim Mindanao (ARMM), and the Cordillera Autonomous Regions (CAR). There are at least 81 provinces, 144 cities, 1,490 municipalities and 42,025 barangay units.⁵

Decentralization, as defined by de Guzman, involves the "systematic and rational dispersal of power, authority and responsibility from the center to the periphery, from top to lower levels, or from the national to local governments" (as cited in Brillantes, Jr., 2003: 324). The Local Government Code provides decentralization through devolution, which it describes under Sec. 17 (e) as referring "to the act by which the national government confers power and authority upon the various local government units to perform specific functions and responsibilities." ⁶

Over the years thus, from the independence period thru the difficult years of reconstruction and rehabilitation following the post-World War 2 era, there had been a series of episodic yet embryonic initiatives in the form of legislation intended to decentralize the governmental system in the Philippines. For so long, the aspiration of an authentic decentralization policy within the framework of local autonomy languished

⁴ The Local Government Code of the Philippines was approved on October 10, 1991, but was implemented officially the following year as provided for in its provisions. This RFA however marks 1991 as the period to reckon in assessing the impact of the Code.

⁵ These are the recorded number obtained from various sources. See also Brillantes and Songco II, 2011: 359.

⁶ This is found in Book 1, Chapter 2 – General Powers and Attributes of Local Government Units. The provisions in this Chapter provide the basis for the creation of local government units, as well as the basic services and facilities entrusted to provinces, cities, municipalities and barangays.

in the rhetoric of advocacies of policy makers, national and local government officials, commentators and the academe.⁷

But while Congress enacted various fragments of legislation that sought to provide for greater decentralization, it was evident however that "financial control...remained very strongly with the national government," and which in a way, perpetuated dependency and control over local units (Tapales, 1995: 396).

These pieces of legislation involved such issuances as the Local Autonomy Act of 1959 under Republic Act No. 2264 (hereinafter referred to simply as R.A.) which provided local units powers in local zoning and planning; the Barrio Charter Act under R.A. No. 2370, as amended under R.A. No. 3590; R.A. No. 5676, which recognized and provided, among others, powers and responsibilities for village units in the Philippines then called as "barrios;" and the Decentralization Act of 1967 under R.A. No. 5185 which allowed local government units to supplement efforts in agricultural extension and rural health functions.

With the declaration of martial law in the Philippines in 1972, Presidential Decree (hereinafter referred to simply as P.D.) No. 1, which implemented the Integrated Reorganization Plan then pending in Congress, provided for decentralization by way of deconcentration or the transfer of functions and responsibilities to lower level administrative units from the center. P.D. No. 1 also renamed the barrio to become "barangays," which is now the label used for village governments in the Philippines.

In 1983, a local government code, Batas Pambansa Bilang 337 (National Law No. 337) was also enacted by the legislature operating under the martial law regime, and which attempted to codify all laws and issuances governing local government units. This statute was subsequently repealed with the enactment of the present Local Government Code of the Philippines under RA 7160.

During the martial law period in the Philippines (1972-1986), several decrees were signed into law by then President Ferdinand E. Marcos in the form of presidential decrees (hereinafter referred to simply as P.D.) pertaining to or attempting to strengthen local government units.

Using his law-making powers which he arrogated upon himself under his regime, Marcos issued such policies as P.D. No. 76 which required natural and juridical persons to file sworn statements of the values of the real property they owned or were administering, and thereby adjusted the rates of real property assessment; P.D. No. 144, which provided for the distribution of internal revenue allotments (or IRA which represents the share of tax collections made by the national government to local units; P.D. 231 otherwise known as the Local Tax Code which laid down the sources of revenues for local government units; P.D. No. 426 which further amended

⁷ Among the early advocates of decentralization and local autonomy was the then University of the Philippines College of Public Administration (UPCPA), now U.P. National College of Public Administration and Governance (UPNCPAG), which lobbied for the creation of a Local Government Center within its wings to conduct studies, researches and policy proposals on local governments and on decentralization. The LGC was established by act of Congress in 1965 under R.A. 4223, June, 1965. Now renamed as the Center for Local and Regional Governance (CLRG) under the UPNCPAG, the Center recently celebrated its 50th founding anniversary and continues to pursue the advocacy of greater and substantive local autonomy.

⁸ The Real Property Tax is generally recognized as the major source of income or revenue by local governments in the Philippines. If properly administered, it is claimed that they can contribute as much as 30 % of total local government income in the Philippines. See Cuaresma, 2013; Llanto, 2009.

the local tax code, to establish policies on national-local relations; and P.D. No. 477, which provided policies and rules on local fiscal administration (Tapales, 1995). ⁹

AN OVERVIEW OF THE LOCAL GOVERNMENT CODE OF THE PHILIPPINES

As conceived, the Local Government Code of the Philippines under R.A. 7160 can be said as a major breakthrough, the culmination in the long and difficult journey towards local autonomy in the Philippines. It is intended to engender local autonomy through devolution or the transfer of power and authority to lower level political or local government units.

R.A. No. 7160 is a fulfilment of the provision of the 1987 Philippine Constitution, which provides among others, that Congress shall enact a local government code that will institutionalize a system of decentralization (Sec. 3) whereby local government units shall be extended more power, authority, responsibilities and resources.¹⁰

The Code is considered a historic legislation because it is comprehensive and extensive, encompassing many aspects of powers and authority devolved to local government units that have not been captured in previous laws. Its policy is well-defined under Sec. 2, Book I which provides that LGUs "shall enjoy genuine and meaningful autonomy to enable them to attain their fullest development as self-reliant communities..."

As it is, the LGC covers a vast and bulky enumeration of policies and mandates provided in four books divided into 536 sections to transform local government units into self-reliant communities.¹¹ It is thus a complex codified body of legislation that capture the many facets and aspects of local governance that had been neglected, if not conveniently ignored through many attempts because of vested interests in the legislature and in the national government, which has been disinclined to share power and authority.

Under Sec. 17, Book I of the Code, several basic services and facilities have been devolved to LGUs, namely, agricultural extension and on-site research, community-based forest projects, field health and hospital services, public works and infrastructure projects derived from local funds, school building programs, social welfare services, tourism facilities, housing projects for provinces and cities and such other services pertaining to industrial support.

⁹ There is not enough space here to discuss and examine the provisions of these statutes in detail. The discussion however stresses the point that a series of attempts to institutionalize decentralization by way of either deconcentration or devolution has been a long and arduous journey. See also Brillantes, Jr. and Sonco II. 2011; Brillantes, Jr., 2003; and Tapales, 1995. Discussions on the concepts of the variants of decentralization, i.e., deconcentration, devolution and debureaucratization are discussed in Brillantes, Jr., 2003).

¹⁰ The 1987 Philippine Constitution, ratified by the Filipino people following the end of the martial law regime in 1986, (and supplanting the martial law 1973 Constitution), outlines under Article X (Local Government), 21 Sections which identify powers, policies, structure and administrative organization, subdivisions and other provisions pertaining to local government units. Again, there is not much space here to discuss the many ramifications and facets of these provisions in the Philippine Constitution in detail.

¹¹ It is extremely difficult here to discuss in detail the various provisions of the Code, which made it compelling for this paper to isolate salient points pertinent to our discussion. Admittedly, it is extremely difficult to fully exhaust and absorb appreciation and analysis of the many ramifications of the Code, even after 25 years! This requires a more focused study to incrementally identify gaps and weaknesses of the Code.

Llanto provides a somewhat capsulized description of the services and responsibilities devolved under the LGC to local governments in the Philippines:

"But before the enactment of the Code, local government units have limited spending, taxing and borrowing power. Yet, local government units are now responsible for the following areas: land use planning, agricultural extension and research, community-based forestry, solid waste disposal system, environmental management, pollution control, primary health care, hospital care, social welfare services, local buildings and structures, public parks, municipal services and enterprises such as public markets and abattoirs, local roads and bridges, health facilities, housing, communal irrigation, water supply, drainage, sewerage, flood control and inter-municipal telecommunications" (Llanto, 2009: 73-74).

As can be seen, the Code has given the local government units with far-reaching and enormous responsibilities to give them more leeway in managing the communities under their jurisdiction.

The regulatory powers, on the other hand, that were devolved to the LGUs include the reclassification of agricultural lands, enforcement of environmental laws, inspection of food products, quarantine, enforcement of the national building code, operation of community public utility conveyances (tricycles), processing and approval of subdivision plans and the establishment of cockpits and the holding of cockfights.

The LGC also provided for greater citizen participation in local governance with provisions for the mandatory participation and membership of the private sector and non-government organizations in local special bodies, such as local development councils, local school and health boards, the local peace and order councils and the local prequalification, bids and awards committees.

As to sources of incomes, the LGC authorized locally generated revenues, aside from the real property tax, such as taxes on incomes of banks and other financial institutions, forest products and concessions, mines and mineral products, licensing, permits and other fees and charges. The LGUs were also given authority to adjust tax rates once every five years but not to exceed 10 percent of the rates prescribed in the Code, and the power to grant tax exemption privileges.¹²

As such, local government units under the Code have been vested with greater taxing power as against that before the LGC. Corollary to this, they are also now authorized to borrow from banks, float local bonds without the need of securing authority from the Department of Finance as required prior to the Code (Llanto, 2009).

¹² The basic features of the LGC are also briefly outlined in bullet points in Nolledo, 1991, and which this Report also used as reference.

IMPACT OF THE LGC ON LOCAL GOVERNANCE: THE GAINS

After 25 years of the implementation of the local government code, what has been the impact and gains on local governance in the Philippines? Obviously, the Code sought, first and foremost, to address the problems of local governments so that better local administration can be put in place. But it must be pointed out here, at the risk of editorializing, that the LGC is a reform measure that was conceived as a response to the growing clamor for greater autonomy at the local levels.

Based on a rough and preliminary assessment, the following could be identified as some of the recognized salutary gains of the LGC during the last 25 years:

- Grassroots empowerment and greater citizens' participation in the **communities.** The provisions of the LGC have provided several mechanisms for participation by the populace and the different sectors such as women, workers, and special groups like ethnic and the urban poor segment. It established policies on plebiscites, referenda, people's initiatives and recall, where the citizenry are allowed to take direct participation in the creation of local units, abolition or merger of existing ones and directly propose or amend local ordinances through the petition of at least 1,000 registered voters in the case of provinces and cities, 100 in municipalities and 50 in barangays as mandated under Sec. 122 of the Code (Chapter 2 – Local Initiatives and Referendum, Title 9, Book 1), Under this provision, "such proposals through the system of initiative shall not be repealed, modified or amended by the Sanggunian within six months" (Tapales, 1995: 404). The citizen power of recall, on the other hand, provides that registered voters in a locality can express loss of confidence on elective local officials during their term of office so that they can be recalled. There is a lengthy and complex process on this provided under Sec. 69-75 under Chapter 5, Title two. Thus, as Ilago and Lopos (2013: 175), "participation has been one of the hallmarks of decentralization efforts."
- Greater Involvement of Civil Society and People's Organizations and the Private Sector in Policy-making and in the Management of Public Affairs. Under the Code, civil society organizations and the private sector are mandated to be represented in special local boards and council, particularly local development councils. Under Sec. 34 (Book 1, Title 1, Chapter 4 Relations with People's and Non-governmental Organizations), local government units are directed to promote the establishment and operation of people's and non-government organizations (NGOs) as active partners in development. In the local prequalification, bids and awards committees of every province, municipality or city, it is mandated that a practicing public accountant from the private sector to be designated by local chapters of the Philippine Institute of Certified Public Accountants (PICPA) should be appointed (Sec. 37, Chapter 5, Book 1, Title 1). Likewise, two positions are reserved for NGOs in the local development councils while citizens' groups must also

be represented in local school boards, the local health boards and the local peace and order councils. Thus, it could be said that the LGC has taken to recognize the active roles of NGOs and the private sector in the governance of local communities (see also Tapales, 1995).

• The Rise and Strengthening of Inter-local Cooperation Through the Establishment of Leagues of Local Government Units and Elective Officials. Under Book 3, Title 6, Chapters 1 and 2, Sections 491-510, the Code provides for the leagues of local government units and of elective officials. These involve organizations or leagues of barangays, municipalities, cities and provinces. Leagues and federations of elective officials — vice-governors of provinces, vice-mayors of municipalities, cities and barangays and members of the Sanggunian (legislative councils) of LGUs are mandated to organize themselves into leagues and federations, which enhances inter-local cooperation, exchanges of experiences and insights, as well as bench-marking among local units. As a result, benchmarking as an ingredient for local good governance has been a major contribution of the Code (Brillantes, et. al., 2013).

This also paved the way for the establishment of the Union of Local Authorities of the Philippines (ULAP) which was formed on September 3, 1998 and registered with the Securities and Exchange Commission of the Philippines as duly bona fide body that will serve as the umbrella organization of all leagues of local government units, as well as leagues and federations of local and appointive officials. The ULAP was organized as a body where local officials are given the opportunity to exchange views and perspectives in discussing local and national issues. It was officially recognized as such under Presidential Executive Order No. 351 dated August 17, 2004.

- Consciousness on the Rights of Local Government Units and Greater Transparency. As a result of the various provisions outlined in the Code, LGUs in the Philippines have become more conscious and assertive of their rights and powers towards articulating their concerns and has provided greater vigor to the Union of Local Authorities of the Philippines as an umbrella organization of the leagues and federations of the LGUs. This consciousness has given attention to greater and renewed transparency and accountability among LGUs that emphasized the significance of democratic decentralization (Cabo, 2013).
- Recognition of Best Practices under the Galing Pook Awards (Excellent or Best Localities) Program. The Code has somehow also served to establish the Gantimpalang Panglilingkod Pook or Gawad Galing Pook (Service Award for a Locality or Award for Excellent Practice of a Locality) which was launched as a pioneering awards program that recognized innovation and excellence in local governance, as well as the replication of innovative and excellent practices in local governance and citizen awareness on these programs.

(http://unpan1.un.org/intradoc/groups/public/documents/un/unpan030407.pdf).

- Anti-Poverty and Development Initiatives at the Local Levels. The advocacy that is most pronounced in the Code are the formation of self-reliant and sustainable communities. Basically, the spirit that has generally been attached to decentralization and local autonomy is the empowerment of local levels to make them self-reliant, independent and self-sustaining. Within this framework lies a compelling advocacy towards fighting poverty that has become endemic at the local levels, particularly far-flung communities that have been habitually and systematically marginalized and neglected because of the concentration of attention, and therefore of resources, given to the urban centers.
- The Code has helped ushered some degree of development orientation among local officials, posing a challenge for them to stimulate economic activities and attract investments, create livelihood opportunities and employment and bring its citizens into the mainstreams of economic activities. A controversial provision for instance in the Code is the power vested to LGUs to enter into credit and other financial transactions for local projects, which allowed them to borrow from private banks (but not foreign sources) and adopt credit financing schemes. They are also authorized "to secure and receive financial grants or donations subject to the approval of the relevant national agency" (Tapales, 1995: 403). The intention here, of course, is to help them pump-prime the local economy amidst the problematic of the challenges of the local officials' capability to wisely invest or use these resources.
- Participation in local elections by the citizenry remained strong, if not strengthened. Based on this RFA in the different regions of the country, ¹³most of the reports indicated that voting turn-out in the communities remained high, registering as high as 80 per cent. While it could be claimed that voting participation in the Philippines has been generally high over the years, it could also be maintained that the citizenry continue to be interested in electoral processes in spite of perceived infirmities such as election fraud and violence, vote buying and disenfranchisement.
- **Women leaders are on the rise.** The role of women in governance is well-defined under the Philippine Constitution. During the past 25 years, it is reported by the RFA studies that women participation in policymaking and public management has increased with many women leaders emerging in the different provinces, municipalities and cities during the past two decades.

Certainly, much more can be added to this brief inventory of positive developments that resulted in the implementation of the Code in the Philippines. As it is, a broader study is to be conducted to identify the concrete contributions to local development of this piece of legislation. But there are dysfunctions that have likewise become evident as assessment of the Code are made to define gaps and weaknesses of this signal legislation, which comprehensive as it may appear, have not yielded the intended outcomes. The next discussion provides for these.

THE CHALLENGES TO LGUS: THE PROBLEMATIC OF IMPLEMENTATION

The Code, as pointed out earlier, was conceived to respond to an advocacy that has lingered for some time in the Philippines for decades. Its passage in 1991 brought much optimism to liberate local political units from extreme reliance and dependency on the national government. The rhetoric contained in many of its more than 500 sections and provisions expressed the shared aspiration to strengthen and empower LGUs to be at the helm of forging their futures, especially in the aspects of fighting poverty, engendering development, self-reliance, consolidating good governance practices and reinvigorating democracy.

But it can also be acknowledged perhaps that it should not be regarded as a nostrum or a cureall, one-size-formula that will correct the many multifarious problems that beset communities. It is not a panacea that can shape magical solutions to enduring problems that have mutated and metastasized for many years. But as can be shown here, the problems are interlocking and interrelated. The following list, again, tentative and preliminary, provides some of these dysfunctions:

- The Problematic of the Absorptive Capacities of LGUs has not Matched the Demands of Responsibilities Entrusted by the Code. As highlighted in previous discussions of this Paper, much responsibilities and functions have been devolved to LGUs under the Code. Many of these functions require technical skills and preparation, and of which many LGUs in the Philippines may not have. Such technical activities as solid waste management, environmental management, pollution control, primary health care and many other functions require not only technical expertise but adequate and skilled manpower which many LGUs, particularly those in the peripheries or the rural areas, are ill-equipped to maintain. As can be expected, skilled manpower tends to gravitate in the major urban centers, if not abroad, as a factor conditioned or dictated by income. While training programs have been launched in some LGUs, these remain to be inadequate because of the periodic turn-over of local personnel who may opt to seek employment in other countries or in the national government. Brillantes, et. al. (2013:297) is thus emphatic that "[b]ecause of the massive devolution of powers to local governments, capacity building should be high in the priority agenda for local governance."
- The Financial Capacities of LGUs Leave Much to be Desired. Closely related to the problem of absorptive capacities is the dilemma of financial capabilities among LGUs. As pointed out by Llanto, the principal challenge faced by LGUs "is finding the means to mobilize adequate financing for local government" (Llanto, 2009: 76). Similarly, Brillantes, et. al. (2013:296) point out rather tersely and emphatically that "[d]ecentralization of powers without financial decentralization is meaningless." It is also asserted that local tax collections have been grossly inadequate so as to effectively cover the LGUs' fiscal obligations because "[a] vailable revenue sources are significantly restricted" and that "local government revenue effort was an average of 0.08 percent of GNP in the pre-Code period, an average of 1.2 percent from 1992 to 2003, and 1.1 percent of GNP in 2004-2007.

(Llanto, 2009: 82-84). Generally therefore, many LGUs, particularly poor fifth and sixth class municipalities do not have a rich tax base and therefore hard put to finance the requirements of service delivery and fully assuming of the functions of those devolved to them. A report by the national government's Department of Finance and the Bureau of Local Government Finance revealed that of the 144 cities in the Philippines, with particular reference to those with more than 10 years of cityhood, at least one for every two cities "have not fully realized their local revenue potential" and that "[1]ike provinces, the mandatory shares from the Internal Revenue Allotment (IRA) and other national government revenues make up most of the regular income (PDI, 2014, A-13).14

Many Local Governments Continue to be Dependent on their Shares of the Internal Revenue Allotment. It is quite evident that the LGUs remain to be dependent on the Internal Revenue Allotment. A study undertaken by the Japan International Cooperation Agency (JICA) in 2008 and cited by Llanto (2013) ¹⁵points out that for the period 2002-2006, the "IRA has been the biggest source" of revenue of LGUs, contributing on the average, 63% of the total revenue" with locally sourced revenues comprising of tax and non-tax sources amounted only to 31 percent in 2002 and 33 percent in 2006. Given this situation, many provinces and municipalities are highly dependent on the IRA, which in some extreme cases can account to as much as 95 percent of local revenues (Llanto, 2013: 85-86). The major source of local revenues is the one derived from real property taxes (RPT). But the problem in the RPT is that the market values of the RPT are not revised periodically with many LGUs revising their schedules as far back as 1991. For many years, LGUs have also been remiss in revising their tax codes "even if some tax rates are not indexed to inflation" (Llanto, 2013: 81).

On top of this, as Cuaresma maintains, that [d]espite having a clear tax base, RPTs are poorly administered," and that problems occur in all stages of RPT administration as reflected by audit reports, where RPT delinquencies of revenue are lost either from tax evasion or inability of the LGU to collect (Cuaresma, 2013: 254). While the use of Geographic Information Systems (GIS) has been time and again recommended to improve the tax information system, not many LGUs have acquired the technology to employ the technique.

It is must however be noted that during the past twenty years of the implementation of the Local Government Code, only 32 cities have updated their real property tax schedules, as contained in a report by Department of Finance and the Bureau of Local Government Finance (PDI, 2016-a). This means that of the 144 cities in the Philippines, majority or 112 other cities continue to use outdated schedules of market values of real property taxes and thereby limit their revenue generation capacities.

As to municipalities, a report released by the Department of Finance and the Bureau of Local Government Finance revealed that "most municipalities still fared low in generating locally sourced revenues in 2014," and that out of the 1,490 municipalities in the country, an estimated 992 localities "have annual regular incomes that are below the national average of 15% ratio

¹⁴ See also http://iskor.blgf.gov.ph/#.

¹⁵ Unfortunately, Llanto was not able to cite the details of the JICA study cited.

of locally sourced revenues to annual regular income." Of these, 239 are even classified as high income class municipalities and many more have not even submitted statements of receipts and expenditures (PDI, 2016-b).

Likewise, as an interesting aside, it can be cited here that a report in 2016 indicated that the Ombudsman has started investigating 50 local government units composed of 600 officials town mayors, vice mayors, members of city and municipal town councils, and chief environment officers of local government units - for operating some 600 open dumps in violation of Republic Act 9003, otherwise known as the Ecological Solid Waste Management Act which mandates the establishment of sanitary land fills and recycling facilities. Local officuals are arguing however that the cost to build land builds roughly amounts to Php 20 M pesos, and would thus compromise the budget of many LGUs receiving only about 70-80 million pesos annually in IRA. (http://cnnphilippines.com/news/2016/02/10/ombudsman-investigate-government-)officials-dump-site.html) (http://newsinfo.inquirer.net/764836/no-funds-lots-of-trash-in-towns-facing-charges).

• The National Government Continues to hold and control the Bulk of Productive Sources of Revenue even in the Post-Code period (Llanto, 2013). As explained by Llanto (2013), the inability of LGUs in the post-Code period to generate financing is conditioned by the reality that the central government continues to control revenue sources and other resources including those that should be legitimately transferred to LGUs. The amounts appropriated for a given year are not necessarily disbursed, and in fact records from the national government's Department of Budget and Management (DBM) show that amounts appropriated, for example from 2005-2007, have not been fully distributed.

Remittances of special shares of LGUs can be withheld even with an appropriation cover, such that there is no assurance that LGUs will receive their entitlements for a given year (Llanto, 2013. Citing Castel, 2008). Under the Code, LGUs are entitled to shares from revenue collected from the utilization and development of national wealth within the LGUs jurisdiction, in this case, in mining, energy resources production, royalties from mineral reservation, forestry charges and other such fees, taxes and charges. Under special laws, LGUs are entitled to shares from the value-added tax (VAT), the gross income taxes paid by businesses and enterprises within the declared economic zones, franchise taxes for horse racing, special privilege tax paid by hydroelectric power developers and collection from excise taxes on locally manufactured Virginia-type cigarettes of the tobacco producing regions in the Northern provinces (Llanto, 2013: 90-91). The releases of these shares are also dictated by political considerations such as political party affiliation. It thus makes sense as Briones (2015) suggested that these shares, including the IRA, be automatically downloaded to LGUs, although this may entail special rules and guidelines that may require complex processes and procedures.

Briones (2015) points out bitterly that in the face of these realities, what the Philippines is moving towards greater "administrative decentralization" of national programs, and that on the fiscal side, there is a creeping accelerated centralization and tightening of fiscal control where release of funds have to be negotiated with the President or the DBM. She asserts that allocations for government services are still coursed through the regional offices of the national government

and that LGUs are being made to compete with each other and other national government agencies. It is also significant to cite here that of the Pesos (Php) 3 Trillion (US\$63.8B) 2016 budget under the general appropriations act, what the LGUs will receive will be only about Php 428,619,518 or roughly US\$9.1B.

- There is a Wide Disparity in the Distribution of Government Personnel Between the National Government and the LGUs. It should also be noted here that there is much concentration of government personnel at the national level even in the post Code period. A report by the Civil Service Commission shows that in an inventory of government personnel in the Philippines, there is a total of 1,409,660 government employees as of 2010. Of these, 25.9 percent or about 365,725 are employed in LGUs, which, in turn, are divided in provinces, cities and municipalities. This suggests around 74 percent are assigned in the national government. This is also reflected in another independent study by Quora which claimed that there are 63.6% national government employees, 7.2% government owned and controlled corporation (GOCCs) and around 29% for local governments (https://www.quora.com/Philippines/How-many-government-employees-arethere-in-the-Philippines). It should be noted that these figures are well within the post-Code era. And this is somehow confirmed by an earlier study done by Sto. Tomas (2003) which showed that only 26% of the total number of government employees are in local governments units. Given this glaring disparity, and aggravated by financing issues, it stands to reason that LGUs will be hard put in fulfilling the devolved functions even with the many provisions of the Code.
- The Poverty Incidence has not been contained. Poverty, which continues to be endemic even if it has somewhat declined during the 25 years of the implementation of the Code. Briones (2015) stresses this with apprehension by saying that the Philippines had missed the Millennium Development Goals (MDGs) it has set by falling short of the target of 17.2% by 2015 or half of the poverty incidence recorded in 1991, the year of the enactment of the Code, of about 34.4%. As of the first semester of 2014, the poverty incidence was estimated to a high of 25.8%. While the slow decline in poverty incidence cannot be entirely attributed to the Code, it is significant to emphasize here that the Code, by supposedly strengthening LGUs which are at the forefront of contact with the community, primarily was envisioned to be one of the major responses of government in fighting poverty.¹⁶
- Political dynasties remain well-entrenched in the various provinces, cities and towns of the country. Political dynasty here refers to the control of elective political offices and positions by one family in a community or locality. Members of the same clan or family husbands, wives, brothers and sisters, sons and daughters and other relations hold elective positions simultaneously as provincial governors, town mayors, representatives of Congress, council and board members of local legislative bodies. As such, other leaders are denied the opportunity to offer alternative agenda of governance in the different communities effectively controlled by a ruling family. The issue is further aggravated if the

¹⁶ Briones (2015) cites data taken from the National Development Authority (NEDA) and the United Nations Development Programme.2014. The Philippine Fifth Progress Report – Millennium Development Goals. Pasig City: NEDA; also from the Philippine Statistical Authority – National Statistical Coordination Board. 2015. MDG Watch: Statistics at a glance of the Philippine Progress based on the MDG Indicators. Accessed August 8, 2015 from http://www.nscb.gov.ph/stats/mdg/mdg_watch.asp.

ruling family is not oriented towards good governance and more focused towards preserving their hold on power. It appears that the enactment and implementation of the Code has not at contained the prevalence of political dynasties

To be sure, many of the issues that have been cited here have likewise been observed and noted by several competent analysts and experts of local government in the Philippines (Brillantes, et.al. 2013; Brillantes and Songco, 2011; Llanto, 2009; Brillantes, 2003; Tapales, 1995). As such, there appears to be an emerging consensus towards forging an agenda of streamlining not only the provisions of the Code itself, but other concatenated and concatenating issues and concerns that somehow serve to impede on the full and unhampered implementation of the spirit of the Code and the aspirations of authentic local autonomy.

It is however conceded here that there are still many issues that need to be addressed and which this brief and passing overview have not sufficiently covered. These issues and problems involve such matters as political dynasties at the local level or the control or stranglehold of political leadership by one family or clan in a locality or community. Also important are questions of human rights violations, peace and order and the many, multifarious aspects of development, as well as inter-governmental and inter-local relations. This Study admittedly may also has not given extended attention to the legion of problems attached to poverty alleviation and the programs that have been launched both by the national government and the LGUs.

At best, this Study therefore, focused on the major concerns that have somehow impeded and compromised the full realization of genuine local autonomy in the Philippines during more than two decades. There is therefore now a compelling agenda to scrutinize and examine more attentively the big issues and big questions on why local autonomy is not working within the ideals and aspirations that it was supposed to fulfill.

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DECENTRALIZATION AND DEMOCRATIZATION FOR DEVELOPMENT (3D) POLICY ADVOCACY CAMPAIGN

A GUIDE FOR THE PHILIPPINE SOCIETY FOR PUBLIC ADMINISTRATION RAPID FIELD ASSESSMENT (RFA) **EXPERT-CONSULTANTS**

A GUIDE FOR THE RAPID FIELD ASSESSMENT (RFA) EXPERT-CONSULTANTS DECENTRALIZATION AND DEMOCRATIZATION FOR DEVELOPMENT (3D) POLICY ADVOCACY CAMPAIGN¹

I OVERVIEW

- 1. The Philippine Society for Public Administration (PSPA), a professional organization of public administration and governance academics and practitioners recognized by Philippine Social Science Council, together with the Department of Interior and Local Government, and with the support of the United Nations Development Program, has embarked on a rapid appraisal of the current state of decentralization, democratization and development in the Philippines within the framework of the Republic Act 7160.
- 2. The Department of Interior and Local Government (DILG) has consistently articulated the need to work with local academic institutions that will eventually serve as knowledge hubs for the region. The Commission on Higher Education (CHED) has likewise consistently encouraged state universities and colleges and higher education institutions including there in the private sector to respond to the needs of the community within the context of developing and strengthening academe-community/academe-LGU/academe-industry linkage. This has also been referred to as a "town and gown" modality of local education institutions working and partnering with community stakeholders.
- 3. Indeed, good and committed local governance has been viewed as an effective approach for local development. Not only are local governments in the best position to identify and utilize local resources to address local needs as frontline governments, but they also have great potential to drive local development with active participation of the community.
- 4. The structure of the Philippine political system is built around this principle. The 1986 People Power revolution restored democracy after 14 years of authoritarian rule, and articulated the aspiration for decentralization that was later realized with the 1991 Local Government Code (R.A. 7160). The Code devolved administrative and fiscal responsibilities to Local Government Units, and endeavored to empower people at the grassroots level to strengthen local governance processes through people initiatives, local referend, and participation in local development councils. In spite of this progressive framework, there remains major governance challenges, such as elitecapture, weak institutions, and human rights violations that have inhibited democracy, decentralization, and consequently, inclusive development in the Philippines.
- 5. The year, 2015, marked the 70th year of the United Nations. Internationally, the UN member states begin a new journey to meet the Sustainable Development Goals (SDGs) 17 goals with 169 targets that will succeed the 8 Millennium Development Goals (MDGs) and shape the policy and programme direction of development all over the world, including the Philippines.

- 6. As such, the year 2016, will be an important period towards advancing more democratic reform. It begins by celebrating the 30th year of the people power revolution and the 25th year of decentralization under the Local Government Code. It is also in the context of these historical landmarks that the May 2016 Presidential elections will take place.
- 7. The coming months therefore represent an opportunity to launch an advocacy campaign that pushes for more progressive reforms to strengthen democracy and decentralization for development in the Philippines. It is on this premise that a campaign between the UN, the Philippine government, and civil society has been jointly held to develop and advocate a comprehensive policy agenda for the incoming administration to adopt and implement. This policy agenda contains a strategic set of policy reforms that would create the enabling democratic environment and direction to achieve the SDGs, especially on the goals of combating poverty and inequality and reducing the impact of climate change especially among poor and marginalized communities. This policy campaign is in line with the UN Development Assistance Framework (UNDAF), which guides the partnership between the UN and the Government of the Philippines. The UNDAF is currently being updated and adjusted to achieve these proposed outcomes.
- 8. Over the past several years, the Philippine Society of Public Administration has been involved on the critical and compelling issue of good governance. Through the international conferences the society has organized in Cebu (2012); Makati (2013); Cebu in partnership with the Asian Association for Public Administration (2014); Davao (2014); Vigan (2015), PSPA has been engaged in promoting the discourse in good governance at the local, national and international levels. Participants in these conferences ranged from 300 to 500 and attracted public administration professionals from all over the country, from Batanes to Jolo as well as abroad. Topics addressed and debated in the conferences led to the publication of working papers on people participation, government transparency and accountability, universal access to quality social services, decent and productive employment for sustained greener growth, disaster preparedness and climate change, imperatives of capacity building, etc., all within the context of democratic governance.
- 9. The conferences have not only provided an opportunity for academics, professionals and practitioners of public administration to present and have their researches (be they master's thesis, and doctoral dissertations or findings of ongoing researches and studies) but most importantly to help influence policy making at the local and national levels. The conferences brought together leading leaders from local and national governments and civil society organizations. International public administration experts from the Asian region have also been a key feature of the PSPA conferences.

II THE NOVEMBER 2015 PSPA INTERNATIONAL CONFERENCE

- 1. It is within this context that the PSPA once again embarked another important International Conference under the broad framework of Decentralization, Democratization and Development last November 2015: An Agenda for Reform (also referred to as the 3D project). Note the "agenda for reform" aspect that underscores the fact that new sets of officials at the local and national levels shall be elected in 2016, and PSPA shall be making available reform options at the local or national levels, or at the project, program, or policy levels to incoming officials who will be elected in the May 2016 Philippine democratic exercise.
- 2. The PSPA International Conference held in Cebu City was co-organized by the Central Normal University and the Cebu Provincial Government from 26 to 18 November 2015.
- 3. The 2015 PSPA International Conference on Decentralization and Democracy for Development launched a series of discussions by inviting local experts and specialists policy-maker and officials from the academe, civil society organizations, national and local government to share their experiences and insights on the state of decentralization and democracy in Philippine communities, and how they have contributed to the engineering and pursuit of development goals whether at the national or the local levels.
- 4. The Conference also assessed poverty incidence and inequalities in the different regions of the country, especially as to how decentralization and democratization policies have facilitated or inhibited opportunities of marginalized communities.
- 5. The Conference also sought to identify potential academic institutions that can serve as focal governance hubs that will promote the spirit and substance of decentralization and democracy at the community levels through continuing research, monitoring and evaluation, and consolidation and integration of initiatives towards strengthening decentralization and democracy in the various regions and localities.
- 6. As part of these exchanges, international experts and speakers were also invited to share their respective experiences in decentralization and democratic governance in pursuit of development goals in their Countries. In particular, emphasis and focus shall be provided on decentralization and its impact on local autonomy, local governance and delivery of social services; democratization as it empowers people and communities, specially substantive citizens' participations in policy-making and management of community affairs; and development in relation to the global sustainable development goals and the promotion of inclusive growth. Along these lines, the Conference reviewed existing decentralization and democratization policies towards improving service delivery and strengthening citizens' rights and participation.
- 7. As such, and consistent with the earlier themes and building upon the outputs of the earlier conferences, a host of pertinent sub-themes along these broad areas of concern were addressed in the November 2015 Conference. These include the following:

- Impact and state of devolution policies in agriculture, environment, social services and health under the Local Government Code of 1991 (RA 7160), with particular reference to issues and challenges;
- b. Financial revenue generation issues in local autonomy;
- c. State of decentralization in the devolved areas and their impact on communities;
- d. Best practices and exemplars, as well as public sector reforms in decentralization, democratic governance and combatting poverty and corruption in local government units:
- e. State of poverty and inequality in the different regions of the country;
- f. Decentralization issues in managing climate change and disaster reduction, specially in high poverty incidence and conflict-ridden communities;
- g. Inter-local relations and how they promote decentralization and democratic governance as well as citizen participation and empowerment;
- h. National-local relations and decentralization and democratic governance issues as they affect development goals;
- i. Academe and LGU cooperation; and,
- j. Gender mainstreaming, women empowerment and child protection.
- 8. Finally, these prospective series of activities are also intended to serve as preparations to the 25th anniversary this year of the enactment of the Local Government Code of 1991 under Republic Act 7160. The 3D project is expected to serve as an indepent policy review process to assess and evaluate the impact of local autonomy and devolution as well as the challenges that still need to be addressed.
- 9. It will be recalled that earlier last year (July 2015) the PSPA also convened an international conference in Vigan, Ilocos Sur where the 3D project was launched. The Project includes holding of a series of geographical and sectoral consultations, meetings and focused group discussions designed, among others, to:
 - a. review and enhance decentralization and democratization policies and implementation for improved service access and delivery, and citizens' rights and participation;
 - b. revisit institutional roles, relationships, capacities and accountabilities in promoting local democracy and good governance of national agencies and oversight bodies, civil society organizations, faith-based groups, academic institutions, local government units and local communities, as well as political parties.

III THE 2015 RAPID FIELD APPRAISAL (RFA)

- 1. In preparing for the aforementioned November Conference, a call for papers was issued by the PSPA. Also as part of the Conference preparation and to have a more focused and evidence-based empirical "agenda for reform,"—as a pre-conference preparatory activity—PSPA in cooperation with the UNDP, the DILG as well as academics and practitioners from various institution conducted a Rapid Field Appraisal of the State of Decentralization, Democratization and Development
- 2. As mentioned above, the RFA is informed by earlier RFA studies conducted by the Associates in Rural Development, a consultancy firm hired by the USAID to implement the Local Development Assistance Program in support of the decentralization program of the Philippine Government through the Department of Interior and Local Government. Earlier RFAs were also supported by other contributors such as the Asia Foundation. From there, RFA studies were conducted representing the different regions of the country, including the ARMM, the CARAGA region, the CAR and NCR.
- 3. The strength of the RFA is that it generates a snapshot of the state of 3Ds at the regional and community levels. The value of the RFA is its perspective based on the ground: it is bottom up. The significance of the RFA is that its observations are generated at the critical areas of implementation. The strength of the RFA is that it is also written by local expert-consultants who are credible, highly independent and objective individuals.
- 4. The 2015 Rapid Field Appraisal Purpose of the RFA has the following objectives:
 - a. Determination of the status of selected aspects of 3Ds (Decentralization, Democratization and Development in the Philippines) is to be done.
 - b. Essentially, it is assumed that decentralization provides an enabling (and a powerful) framework for citizen participation in governance, which is a key feature of democratization. Both decentralization and democratization, if effectively enforced, will lead to address poverty and inequality towards sustainable development.
- 5. The 2015 Rapid Field Appraisal however differed from previously conducted RFAs mainly through the following components:
 - a. It has tracks: aside from Decentralization the RFA inquired also into the involvement of Higher Education Institutions (HEIs); the potentials of HEIs as involved participants in the pursuit of the 3D; and the proportion of a more pronounced partnership between local communities of HEIs
 - b. The present RFA also focused on solutions to identify bottlenecks and barriers that hamper or obstruct decentralization and democracy.
- 6. The 2015 Rapid Field Appraisal also aspired to look into the local context with a particular emphasis on the developmental trends and patterns in each region: in terms of poverty (economics), inequality (political, social, gender), and vulnerabilities (disasters, climate change, and destruction of natural resources), political economy, vulnerable sectors: indigenous peoples, fisherfolk, farmers, migrant workers, urban poor, and women and youth.

7. The RFA therefore focused mainly on the following areas:

a. The State Of Decentralization, Democratization & Local Development

- i. Determine the State of Democratization
 - 1. Participation is at the heart of democracy. It is within this context the RFAs at the regional levels assessed the institutions, processes and instruments of people participation, including the electoral process, non-government organization and (NGOs) and people's organizations (POs).
 - 2. The assessment of people participation therefore included the following:
 - a. Bottlenecks/barriers related to the quality of the "Local Democratic Space"
 - i. Protection of Human Rights
 - ii. Independence and security of local media
 - iii. Citizens voices and participation in local governance bodies and processes, and other local mechanisms
 - iv. Presence of active genuine grassroots /citizens initiatives
 - v. Emergence of new local political leaders viz. existing political parties and local political parties and presence of private armies
 - vi. Dynasties / families dominating local politics
 - vii. Voter turnout, esp. among women and basic sectors
 - viii.Local democratic exercises observed (recall, referendum, elections, barangay assembly etc.) viz. electoral violence and fraud
 - ix. Emerging issues and concerns
 - x. Recommendations at the policy, program or project level

b. Local solutions

- i. How are the current local leaders and citizens addressing the challenges?
- ii. What best practices are worth sustaining, resurrecting?
- iii. Recommended solutions
- ii. Determine the state of Decentralization / Devolution in the region
 - 1. In determining the state of decentralization in the regions, consultantexperts were able to:
 - a. Assess the state of decentralization, particularly on:
 - i. Bottlenecks and barriers viz. the following sectors:
 - 1. Health
 - 2. Agriculture
 - 3. Social Services
 - 4. Environment and Natural Resources and Disaster Risk Reduction
 - 5. Justice and Legal Services

- ii. Identify Bottlenecks and barriers viz. the following the areas of concern:
 - 1. Relevance / presence/absence of local policy
 - 2. Adequacy/ availability of capacities of the local leadership and bureaucracy
 - 3. Extent and genuineness of citizens engagement
 - 4. Integrity and efficiency of local delivery systems
 - 5. Adequacy, availability and accessibility of services
 - 6. Quality of institutional relations, interaction, coordination, complementation & dynamics
 - 7. Pro-poor orientation, transparency, participatory and integrity of local public finance system: revenues generation, planning & budgeting, expenditures, procurement, accounting & debt management

iii. Propose Local Solutions

- 1. How are the current local leaders and citizens addressing the challenges?
- 2. What best practices are worth sustaining, resurrecting?
- 3. Recommended solutions to move up LGUs that are slow-moving, poor and marginalized
- 3. The assessment of each of these sectors included the following:
 - a. Number and status of devolved personnel through the years
 - b. Relevant programs and projects devolved, or what were initiated by local government in the sector after devolution
 - c. Best and good practices in the sector that may be drawn from the roster of Galing Pook winners / awardees. Models of inter-local cooperation (e.g. inter-local health zones, marine preservation, solid waste management, etc.) if any, to deliver services may also be included and highlighted, where appropriate and relevant.
 - d. Emerging issues and concerns of the sector based on the sector's unique experience in the region
- 4. Cutting across the above would be an indicative assessment of the state of local finance in the region. This therefore included the following:
 - a. Internal Revenue Allotment (IRA) transfers to the region (data could be provided up to the provincial level)
 - b. Any unique / special arrangement in financing the delivery of services (e.g., PPP)

b. The State of Higher Education Institutions

- i. The RFAs also explored the state of Higher Education Institutions (HEIs) as providers and institutions of capacity building in the region.
 - 1. This is in pursuant of among the major educational developmental reforms undertaken by the Commission on Higher Education towards encouraging schools and HEIs to link with the community within the context of academe-community / academe-industry / academe-LGU linkages.
 - 2. This is also in accordance with the long-held advocacy that locally based higher education institutions can serve as hubs of critical studies, researches and provisions of policy prescriptions for development for the region in accordance the so-called "town and gown" principle: to be relevant, the school / educational institution (the "gown") is seem to be able to respond and be compatible with the development needs of the local community / local school / local industry (broadly referred to as the "town.") It is within this context that local academic institutions ("gown"), because of their unique training / calling / skills (as creators and providers of knowledge because of their researches, publications, courses taught, etc.) could serve as knowledge hubs for the area. More specifically, schools offering course and training programs in governance and public administration / local governance may be specially positioned to monitor and assess the state of governance in the area, including the state of delivery of basic services.
 - 3. One crucial local governance issue over the past two decades is the implementation of decentralization through the enactment of the Local Government Code in 1991. It is within this context that as knowledge and governance hubs, local HEIs are uniquely positioned (and expected to) monitor and assess the state of decentralization, it being considered as game changer in governance at the local level.
 - 4. In determining the state of capacity building institutions in the region, the consultant-expert was tasked with the following:
 - Survey of the existence of HEIs in the region a.
 - b. Survey of programs in governance, public administration and local governance offered (training courses, degree programs, etc.)
 - Survey of capacities: faculty, resource persons, specialization C.
 - Funding: tuition and fees d.
 - Networks and consortia arrangements / amalgamation arrangement and e. areas of cooperation with other HEIs or other providers like LGA, PCL, UPNCPAG, etc.

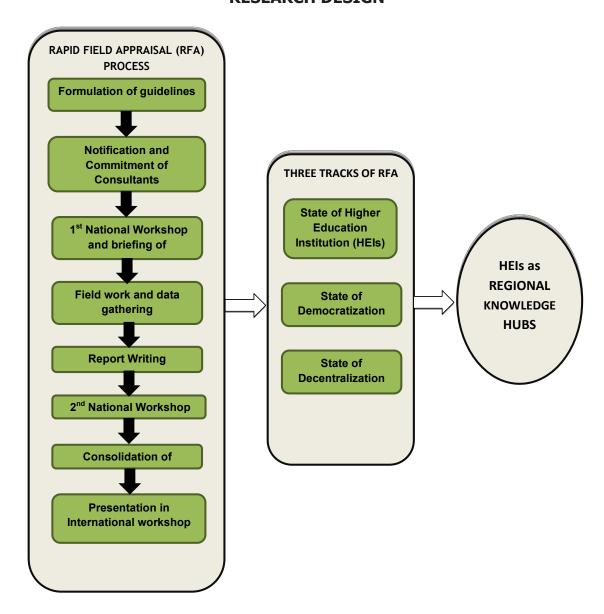
- f. Issues, concerns, problems and challenges
- g. Recommendation for action at the policy, program or project level; include indicative area of expertise / specialty / niche of HEI that can be developed
- 8. It was agreed that the consultant expert will use the following approaches where applicable:
 - a. Document research from the key offices at the region (DILG, DA, DENR, DOH, DSWD, COMELEC, PSA, CHR, NCIP)
 - b. Interviews with key informants
 - c. Focused group discussions / small group workshops with relevant stakeholders to surface issues, concerns and areas of action

Indicative Outline of Report (app 30-35 pages excluding appendices and references)

- 9. The following represent an indicative outline (and suggested number of pages) of the Consultant-Expert's report:
 - a. Abstract
 - b. Overview and Introduction (may include a map of the region and the provinces and municipalities) 3 pages
 - c. Patterns & Trends of Local Development 2 pages
 - d. State of Democratization 4 pages
 - e. Status of Decentralization 16 pages
 - f. Profile of HEIs and Capacity building institutions 4 pages
 - g. Concluding Notes (may be a stand-alone section that will summarize major findings and recommendation) 4 pages
 - h. Others: authors may use boxes to highlight examples and use graphs and charts (especially in illustrating finances and trends in IRA)

PROPOSED OUTLINE		INDICATORS/STAT BY PROVINCE	SOURCE
	•	No. of violations by duty-bearer	
Protection of Human Rights		No. of ordinances recognizing human rights disaggregated by treaty	DILG
			CHRP
		No. of victims by sector and by treaty	
Independence and Security of Local Media	-	No. & types of local media open/	
		closed with owner/publishers	CHRP
	•	No. of cases of journalist killed/ harassed	
Citizens Voices and Participation in Local Governance and Bodies	-	No. of people's organization (PO) representatives (disaggregated by	
		gender and youth) in local special bodies; in planning; in public finance;	SEC
and Processes, and other Local Mechanisms		service delivery	DILG
Mechanisms	•	New local mechanisms (not in the LGC) established	
	•	No. of people's organizations	DCM
Presence of Active Genuine Grassroots/or Citizens Groups		genuinely organized and governed by province	PCW
		No. of women leaders/youth	DILG
	-	No. of new local candidates	
Emergence of New Local Political		(disaggregated by gender, social sector)	COMELEC
Leaders viz. Existing Political Parties and Local Plitical Parties,		,	
Dynasties/Families Dominating Local Politics Over the Year and Presence of Private Armies		Dynasties and political clans including info on the length of their influence/control	CHR
			LGU
	•	No. of private armies	
Voter Turnout esp. Among Women and Basic Sectors	•	Voter turn-out in the last 25 years; Disaggregated by sector	COMELEC
	•	No. of cases of electoral violence and	
Local Democratic Exercises Observed (Recall, Referendum,		fraud	COMELEC
Elections, Barangay Assembly, etc.)	•	No. of disenfranchised voters	CHRP
viz. Electoral Violence and Fraud		No. of local rallies, demonstrations or protest actions	0.114

RESEARCH DESIGN



INDICATIVE SCHEDULE

DATE	ACTIVITY	VENUE
14 – 16 September	Notification and Commitment of Expert/Consultants	
25 and 26 September	1 st national workshop and briefing of consultants	
28 September – 12 November	Field Work/write up	
13 November	2 nd National Workshop	
14 – 23 November	Consolidation	
26 – 28 November	International Workshop	Cebu City / PNU

INITIAL INDICATIVE LIST OF RFA EXPERT-CONSULTANTS

REGION	SUCS	CONSULTANT
I	University of Northern Philippines	Dr. Ferdinand Lamarca
II	Isabel State University	Dr. Joan Carinugan
"	Nueva Vizcaya State University	Dr. Cristina Salvosa
III	Ramon Magsaysay Technological University	Dr. Presy Antonio
IV	University of the Philippines	Mr. Jan Robert R. Go
l IV	University of Rizal System	Prof. Ronnie N. Parica
V	Ateneo de Naga	Dr. Malou Barcillano
V	Bicol University	Dr. Rosemarie Frias
VI	Northern Iloilo Polytechnic State College	Mr. Jo Martin Limson
	Western Visayas State University	Dr. April Dream Teodosio
\/TT	Cebu Normal University	Dr. Roselle Ranario
VII	Southwestern University	Dr. Alfredo Derecho
VIII	University of Eastern Philippines	Prof. Maila Benesisto
IX	Western Mindanao State University	Dr. Ederlinda Fernandez
X	Bukidnon State University	Dr. Mark Garcia
XI	Mindanao State University	Dr. Jack Isolana
	University of Southern Philippines	Prof. Aries Salapa
XII	Commission on Higher Education RO XII	Dr. Maria Teresa Samonte
		Dr. Sukarno Tonggol
ARMM	Mindanao State University	Dr. Macapado Muslim
		Macabangkit Ati
CARAGA	Surigap State University	Dr. Ramel Tomaquin
CAR	Ifugao State University	Prof. Julian Nangpuhan II
	Benguet State University	Dr. Felipe Comilla
	University of Makati	Prof. Ederson Tapia
NCR	UP NCPAG – CLRG	Dr. Arwin Alampay
	UF NCPAG - CLRG	Elizabeth Cureg

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Margel V. Pallingayan Maria Pilar M. Lorenzo

ISSUES AND CHALLENGES IN DECENTRALIZATION AND LOCAL AUTONOMY IN THE PHILIPPINES: TOWARDS UNRAVELLING THE DEVELOPMENT QUANDARY¹

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Introduction

The decentralization of highly centralized and rigid systems of government in the aftermath of the colonial periods has been the response to improve the delivery of public services and the management of public affairs among newly-independent nations. There is today the acknowledged consensus that decentralization has become "an almost universal feature of modern states," and that "almost all countries are on the wave of decentralization" even as academic concern has been largely drawn to continue assessing other practical policy alternatives (Lee, 1996: 102).

Brillantes, Jr. asserts that governments have adopted to decentralization because of the merits of facilitating speedy "decisionmaking processes by decongesting central government and reducing red tape" while at the same time increasing citizens' participation and empowerment to engender "a more open and democratic government" (Brillantes, 2003: 324).

Evolving as late as the early 1960s as part of the package of prescriptions to streamline the government and administrative systems of countries that underwent decades of centralized colonial rule, decentralization has emerged today as a staple streamlining prescription towards improving administrative processes and reaching out to local communities. As such, decentralization emerged as a movement of sorts contained in such propositions as development administration in the mid-fifties, and spanning even under current public sector reform propositions such as reinventing government and new public service (NPS) (Gant, 1979; Osborne and Gaebler, 1992, Denhardt and Denhardt, 2007).²

¹ A Paper prepared and submitted for the Asian Association for Public Administration (AAPA) 2016 Annual International Conference, Burapha University, Bangsaen, Chonburi Province, Thailand, February 19-20, 2016 on "Public Administration and Sustainable Development Goals: New Agenda and Major Challenges."

There is a burgeoning literature on decentralization initiatives in the Asia-Pacific region as reflected in country experiences compiled in various publications of the Eastern Regional Organization for Public Administration (EROPA). See for example the compilation of papers on country experiences in S. Kurosawa, et.al. (eds.). 1996. **New Trends in Public Administration for the Asia-Pacific Region: Decentralization.** Tokyo: Local Autonomy College. See also Klaus Preschle and Edmund Tayao. (eds.). 2009. **Envisioning a Federal Philippines.** Manila: LOGODEF; Gaudioso Sosmena, Jr. 1991. **Decentralization and**

Along these lines, the Philippines embarked on launching an extensive and comprehensive decentralization policy in 1991 framed within the context of devolution and local autonomy to local government units (LGUs). After decades of failed embryonic decentralization and local autonomy policies, this all-embracing law was enacted under Republic Act No. 7160, otherwise known as the "Local Government Code of 1991" as approved on October 10, 1991 (hereinafter referred also alternately as the Code or the LGC).

The intent of this extensive policy is to strengthen the capabilities of local government capacities so that, as front-line governments based at the community level, they can address critical gaps in the delivery of services in habitually neglected areas, particularly in aspects of poverty alleviation and in stimulating development activities.

As the Code celebrates its 25th year in 2016,³ a basic assessment of its impact on poverty alleviation and other aspects of local governance, as well as the performance of local government units, has become compelling, particularly on the need to fill in loopholes and gaps in the statute as originally constructed.

Some important issues and questions need to be asked: What salutary gains have been made towards strengthening local government units and the spirit of local autonomy? Has the Code responded adequately towards improving capabilities at the local levels? Has it helped in alleviating poverty and contributed to inclusive growth of communities? What are the problems and challenges facing LGUs and the national government today towards fulfilling the aspirations of viable, effective and responsive local autonomy in the Philippines?

This paper thus seeks to provide cursory analysis and assessment of these issues by examining aspects of the performance of LGUs in the Philippines, particularly problems of capacities and how they responded to crucial issues of poverty alleviation. At the outset, this Study must be treated as a work in progress because the many ramifications involving this milestone legislation and its impact on communities in the Philippines cannot be reasonably captured and fused in a single paper.⁴ It is however a considered view of this Paper that more studies and researches have to be conducted to understand and appreciate the full impact of the Code and how it could be further strengthened to respond to the challenges of development.

This Paper first provides a brief background of the early initiatives for decentralization in the Philippines as characterized by the passage of different pieces of legislation. It then proceeds to provide a brief overview and description of the Local Government Code of 1991. Having explained these, the gains and challenges are then offered next, identifying the benefits and problems confronting the LGC and its implementation during the past 25 years.

Empowerment. Manila: LOGODEF.

³ The Local Government Code of the Philippines was approved on October 10, 1991, but was implemented officially the following year as provided for in its provisions. This paper however marks 1991 as the period to reckon in assessing the impact of the Code.

⁴ This Paper is part of a larger study being undertaken by the Philippine Society for Public Administration (PSPA) which involves the conduct of a rapid field appraisal (RFA) on the impact of the Code on the 14 regions of the Philippines. The points maintained here are thus, at best, tentative and may be revised and expanded depending on incoming data.

INITIATIVES TOWARDS DECENTRALIZATION AND STRENGTHENING OF LOCAL GOVERNMENTS IN THE PHILIPPINES

The Philippines probably had the longest history of colonialization in Asia. Beginning in 1521, the country has been under three colonial rules, from Spain up to circa 1896, the United States from 1899 to 1941 and from Japan, from 1942 to 1945. The country gained its independence in 1946 from the United States which helped liberate the country from Japan. As such, the centralized system of government installed during colonial times had been firmly entrenched so much as so that after the grant of independence, decentralization and any semblance of it has been granted in piecemeal fashion as marked by various pieces of legislations.

The Philippines follows the presidential system and is a unitary state headed by a president elected at large every six years without re-election. It maintains three co-equal branches of government – the executive, the bicameral legislature and the judiciary.

The structure of local government units in the Philippines follows more or less, three tiers: provinces, cities and municipalities and the barangays or villages, the latter being considered the lowest political unit. There has been established, of late, several other political units though such as the Metro Manila conurbation, the Autonomous Region of Muslim Mindanao (ARMM), and the Cordillera Autonomous Regions (CAR). There are at least 81 provinces, 144 cities, 1,477 municipalities and 42,025 barangay units.⁵

Decentralization, as defined by de Guzman, involves the "systematic and rational dispersal of power, authority and responsibility from the center to the periphery, from top to lower levels, or from the national to local governments" (as cited in Brillantes, Jr., 2003: 324). The Local Government Code provides decentralization through devolution, which it describes under Sec. 17 (e) as referring "to the act by which the national government confers power and authority upon the various local government units to perform specific functions and responsibilities."

Over the years thus, from the independence period through the difficult years of reconstruction and rehabilitation following the post-World War II era, there had been a series of episodic yet embryonic initiatives in the form of legislation intended to decentralize the governmental system in the Philippines. For so long, the aspiration of an authentic decentralization policy within the framework of local autonomy languished in the rhetoric of advocacies of policy makers, national and local government officials, commentators and the academe.⁷

⁵ These are the recorded number obtained from various sources. See also Brillantes and Songco II, 2011: 359.

⁶ This is found in Book 1, Chapter 2 – General Powers and Attributes of Local Government Units. The provisions in this Chapter provide the basis for the creation of local government units, as well as the basic services and facilities entrusted to provinces, cities, municipalities and barangays

⁷ Among the early advocates of decentralization and local autonomy was the then University of the Philippines College of Public Administration (UPCPA), now U.P. National College of Public Administration and Governance (UPNCPAG), which lobbied for the creation of a Local Government Center within its wings to conduct studies, researches and policy proposals on local governments and on decentralization. The LGC was established by act of Congress in 1965 under R.A. 4223, June, 1965. Now renamed as the Center for Local and Regional Governance (CLRG) under the UPNCPAG, the Center recently celebrated its 50th founding anniversary and continues to pursue the advocacy of greater and substantive local autonomy.

But while Congress enacted various fragments of legislation that sought to provide for greater decentralization, it was evident however that "financial control...remained very strongly with the national government," and which in a way, perpetuated dependency and control over local units (Tapales, 1995: 396).

These pieces of legislation involved such issuances as the Local Autonomy Act of 1959 under Republic Act No. 2264 (hereinafter referred to simply as R.A.) which provided local units powers in local zoning and planning; the Barrio Charter Act under R.A. No. 2370, as amended under R.A. No. 3590; R.A. No. 5676, which recognized and provided, among others, powers and responsibilities for village units in the Philippines then called as "barrios;" and the Decentralization Act of 1967 under R.A. No. 5185 which allowed local government units to supplement efforts in agricultural extension and rural health functions.

With the declaration of martial law in the Philippines in 1972, Presidential Decree (hereinafter referred to simply as P.D.) No. 1, which implemented the Integrated Reorganization Plan then pending in Congress, provided for decentralization by way of deconcentration or the transfer of functions and responsibilities to lower level administrative units from the center. P.D. No. 1 also renamed the barrio to become "barangays," which is now the label used for village governments in the Philippines.

In 1983, a local government code, *Batas Pambansa Bilang 337* (National Law No. 337) was also enacted by the legislature operating under the martial law regime, and which attempted to codify all laws and issuances governing local government units. This statute was subsequently repealed with the enactment of the present Local Government Code of the Philippines under R.A. 7160.

During the martial law period in the Philippines (1972-1986), several decrees were signed into law by then President Ferdinand E. Marcos in the form of presidential decrees (hereinafter referred to simply as P.D.) pertaining to or attempting to strengthen local government units.

Using his law-making powers which he arrogated upon himself under his regime, Marcos issued such policies as P.D. No. 76 which required natural and juridical persons to file sworn statements of the values of the real property they owned or were administering, and thereby adjusted the rates of real property assessment; P.D. No. 144, which provided for the distribution of internal revenue allotments (or IRA which represents the share of tax collections made by the national government to local units; P.D. 231 otherwise known as the Local Tax Code which laid down the sources of revenues for local government units; P.D. No. 426 which further amended the local tax code, to establish policies on national-local relations; and P.D. No. 477, which provided policies and rules on local fiscal administration (Tapales, 1995).

⁸ The Real Property Tax is generally recognized as the major source of income or revenue by local governments in the Philippines. If properly administered, it is claimed that they can contribute as much as 30 % of total local government income in the Philippines. See Cuaresma, 2013; Llanto, 2009.

⁹ There is not enough space here to discuss and examine the provisions of these statutes in detail. The discussion however stresses the point that a series of attempts to institutionalize decentralization by way of either deconcentration or devolution has been a long and arduous journey. See also Brillantes, Jr. and Sonco II. 2011; Brillantes, Jr., 2003; and Tapales, 1995. Discussions on the concepts of the variants of decentralization, i.e., deconcentration, devolution and debureaucratization are discussed in Brillantes, Jr., 2003).

AN OVERVIEW OF THE LOCAL GOVERNMENT CODE OF THE PHILIPPINES

As conceived, the Local Government Code of the Philippines under R.A. 7160 can be said as a major breakthrough, the culmination in the long and difficult journey towards local autonomy in the Philippines. It is intended to engender local autonomy through devolution or the transfer of power and authority to lower level political or local government units.

R.A. No. 7160 is a fulfilment of the provision of the 1987 Philippine Constitution, which provides among others, that Congress shall enact a local government code that will institutionalize a system of decentralization (Sec. 3) whereby local government units shall be extended more power, authority, responsibilities and resources.¹⁰

The Code is considered a historic legislation because it is comprehensive and extensive, encompassing many aspects of powers and authority devolved to local government units that have not been captured in previous laws. Its policy is well-defined under Sec. 2, Book I which provides that LGUs "shall enjoy genuine and meaningful autonomy to enable them to attain their fullest development as self-reliant communities..."

As it is, the LGC covers a vast and bulky enumeration of policies and mandates provided in four books divided into 536 sections to transform local government units into self-reliant communities.¹¹ It is thus a complex codified body of legislation that capture the many facets and aspects of local governance that had been neglected, if not conveniently ignored through many attempts because of vested interests in the legislature and in the national government, which has been disinclined to share power and authority.

Under Sec. 17, Book I of the Code, several basic services and facilities have been devolved to LGUs, namely, agricultural extension and on-site research, community-based forest projects, field health and hospital services, public works and infrastructure projects derived from local funds, school building programs, social welfare services, tourism facilities, housing projects for provinces and cities, and such other services pertaining to industrial support.

¹⁰ The 1987 Philippine Constitution, ratified by the Filipino people following the end of the martial law regime in 1986, (and supplanting the martial law 1973 Constitution), outlines under Article X (Local Government), 21 Sections which identify powers, policies, structure and administrative organization, subdivisions and other provisions pertaining to local government units. Again, there is not much space here to discuss the many ramifications and facets of these provisions in the Philippine Constitution in detail.

¹¹ It is extremely difficult here to discuss in detail the various provisions of the Code, which made it compelling for this paper to isolate salient points pertinent to our discussion. Admittedly, it is extremely difficult to fully exhaust and absorb appreciation and analysis of the many ramifications of the Code, even after 25 years! This is therefore a continuing study to incrementally identify gaps and weaknesses of the Code and which this Paper precisely seeks to do.

Llanto (2009) provides a somewhat capsulized description of the services and responsibilities devolved under the LGC to local governments in the Philippines:

"But before the enactment of the Code, local government units have limited spending, taxing and borrowing power. Yet, local government units are now responsible for the following areas: land use planning, agricultural extension and research, community-based forestry, solid waste disposal system, environmental management, pollution control, primary health care, hospital care, social welfare services, local buildings and structures, public parks, municipal services and enterprises such as public markets and abattoirs, local roads and bridges, health facilities, housing, communal irrigation, water supply, drainage, sewerage, flood control and inter-municipal telecommunications" (Llanto, 2009: 73-74).

As can be seen, the Code has given the local government units with far-reaching and enormous responsibilities to give them more leeway in managing the communities under their jurisdiction.

The regulatory powers, on the other hand, that were devolved to the LGUs include the reclassification of agricultural lands, enforcement of environmental laws, inspection of food products, quarantine, enforcement of the national building code, operation of community public utility conveyances (tricycles), processing and approval of subdivision plans and the establishment of cockpits and the holding of cockfights.

The LGC also provided for greater citizen participation in local governance with provisions for the mandatory participation and membership of the private sector and non-government organizations in local special bodies, such as local development councils, local school and health boards, the local peace and order councils and the local prequalification, bids and awards committees.

As to sources of incomes, the LGC authorized locally generated revenues, aside from the real property tax, such as taxes on incomes of banks and other financial institutions, forest products and concessions, mines and mineral products, licensing, permits and other fees and charges. The LGUs were also given authority to adjust tax rates once every five years but not to exceed 10 percent of the rates prescribed in the Code, and the power to grant tax exemption privileges.¹²

As such, local government units under the Code have been vested with greater taxing power as against that before the LGC. Corollary to this, they are also now authorized to borrow from banks, float local bonds without the need of securing authority from the Department of Finance as required prior to the Code (Llanto, 2009).

¹² The basic features of the LGC are also briefly outlined in bullet points in Nolledo, 1991, and which this paper also used as reference.

IMPACT OF THE LGC ON LOCAL GOVERNANCE:

THE GAINS

After 25 years of the implementation of the Local Government Code, what has been the impact and gains on local governance in the Philippines? Obviously, the Code sought, first and foremost, to address the problems of local governments so that better local administration can be put in place. But it must be pointed out here, at the risk of editorializing, that the LGC is a reform measure that was conceived as a response to the growing clamor for greater autonomy at the local levels.

Based on a rough and preliminary assessment, the following could be identified as some of the recognized salutary gains of the LGC during the last 25 years:

- 1. Grassroots empowerment and greater citizens' participation in the **communities.** The provisions of the LGC have provided several mechanisms for participation by the populace and the different sectors such as women, workers, and special groups like ethnic and the urban poor segment. It established policies on plebiscites, referenda, people's initiatives and recall, where the citizenry are allowed to take direct participation in the creation of local units, abolition or merger of existing ones and directly propose or amend local ordinances through the petition of at least 1,000 registered voters in the case of provinces and cities, 100 in municipalities and 50 in barangays as mandated under Sec. 122 of the Code (Chapter 2 – Local Initiatives and Referendum, Title 9, Book 1). Under this provision, "such proposals through the system of initiative shall not be repealed, modified or amended by the Sanggunian within six months" (Tapales, 1995: 404). The citizen power of recall, on the other hand, provides that registered voters in a locality can express loss of confidence on elective local officials during their term of office so that they can be recalled. There is a lengthy and complex process on this provided under Sec. 69-75 under Chapter 5, Title two. Thus, as Ilago and Lopos (2013: 175), "participation has been one of the hallmarks of decentralization efforts."
- 2. **Greater Involvement of Civil Society, People's Organizations and the Private Sector in Policy-making and Management of Public Affairs.** Under the Code, the civil society organizations and the private sector are mandated to be represented in special local boards and council, particularly local development councils. Under Sec. 34 (Book 1, Title 1, Chapter 4 Relations with People's and Non-Governmental Organizations), local government units are directed to promote the establishment and operation of people's and non-government organizations (NGOs) as active partners in development. In the local prequalification, bids and awards committees of every province, municipality or city, it is mandated that a practicing public accountant from the private sector to be designated by local chapters of the Philippine Institute of Certified Public Accountants (PICPA) should be appointed (Sec. 37, Chapter 5, Book 1, Title 1). Likewise, two positions are reserved for NGOs in the local development councils while citizens' groups must also be represented in local school boards, the local health boards and the local peace

and order councils. Thus, it could be said that the LGC has taken to recognize the active roles of NGOs and the private sector in the governance of local communities (see also Tapales, 1995).

3. The Rise and Strengthening of Inter-local Cooperation through the Establishment of Leagues of Local Government Units and Elective Officials. Under Book 3, Title 6, Chapters 1 and 2, Sections 491-510, the Code provides for the leagues of local government units and of elective officials. These involve organizations or leagues of barangays, municipalities, cities and provinces. Leagues and federations of elective officials – vice-governors of provinces, vicemayors of municipalities, cities and barangays and members of the Sanggunian (legislative councils) of LGUs are mandated to organize themselves into leagues and federations, which enhances inter-local cooperation, exchanges of experiences and insights, as well as bench-marking among local units. As a result, benchmarking as an ingredient for local good governance has been a major contribution of the Code (Brillantes, et. al., 2013).

This also paved the way for the establishment of the Union of Local Authorities of the Philippines (ULAP), which was formed on September 3, 1998 and was registered with the Securities and Exchange Commission of the Philippines as duly bona fide body that will serve as the umbrella organization of all leagues of local government units, as well as leagues and federations of local and appointive officials. The ULAP was organized as a body where local officials are given the opportunity to exchange views and perspectives in discussing local and national issues. It was officially recognized as such under Presidential Executive Order No. 351 dated August 17, 2004.

- 4. Consciousness on the Rights of Local Government Units and Greater **Transparency**. As a result of various provisions outlined in the Code, LGUs in the Philippines have become more conscious and assertive of their rights and powers towards articulating their concerns and has provided greater vigor to the Union of Local Authorities of the Philippines as an umbrella organization of the leagues and federations of the LGUs. This consciousness has given attention to greater and renewed transparency and accountability among LGUs that emphasized the significance of democratic decentralization (Cabo, 2013).
- 5. Recognition of Best Practices under the Galing Pook Awards (Excellent or Best Localities) Program. The Code has somehow also served to establish the Gantimpalang Panglilingkod Pook or Gawad Galing Pook (Service Award for a Locality or Award for Excellent Practice of a Locality) which was launched as a pioneering awards program that recognized innovation and excellence in local governance, as well as the replication of innovative and excellent practices in local governance and citizen awareness on these programs. (http://unpan1.un.org/intradoc/groups/public/documents/un/unpan030407.pdf).
- 6. Anti-Poverty and Development Initiatives at the Local Levels. The advocacy that is most pronounced in the Code are the formation of self-reliant and sustainable communities. Basically, the spirit that has generally been attached

to decentralization and local autonomy is the empowerment of local levels to make them self-reliant, independent and self-sustaining. Within this framework lies a compelling advocacy towards fighting poverty that has become endemic at the local levels, particularly far-flung communities that have been habitually and systematically marginalized and neglected because of the concentration of attention, and therefore of resources, given to the urban centers.

The Code has helped ushered some degree of development orientation among local officials, posing a challenge for them to stimulate economic activities and attract investments, create livelihood opportunities and employment and bring its citizens into the mainstreams of economic activities. A controversial provision for instance in the Code is the power vested to LGUs to enter into credit and other financial transactions for local projects, which allowed them to borrow from private banks (but not foreign sources) and adopt credit financing schemes. They are also authorized "to secure and receive financial grants or donations subject to the approval of the relevant national agency" (Tapales, 1995: 403). The intention here, of course, is to help them pump-prime the local economy amidst the problematic of the challenges of the local officials' capability to wisely invest or use these resources.

Certainly, much more can be added to this brief inventory of positive developments that resulted in the implementation of the Code in the Philippines. As it is, a broader study is to be conducted to identify the concrete contributions to local development of this piece of legislation. But there are dysfunctions that have likewise become evident as assessment of the Code are made to define gaps and weaknesses of this signal legislation, which comprehensive as it may appear, have not yielded the intended outcomes. The next discussion provides for these.

THE CHALLENGES TO LGUS: THE PROBLEM OF IMPLEMENTATION

The Code, as pointed out earlier, was conceived to respond to an advocacy that has lingered for some time in the Philippines for decades. Its passage in 1991 brought much optimism to liberate local political units from extreme reliance and dependency on the national government. The rhetoric contained in many of its more than 500 sections and provisions expressed the shared aspiration to strengthen and empower LGUs to be at the helm of forging their futures, especially in the aspects of fighting poverty, engendering development, self-reliance, consolidating good governance practices and reinvigorating democracy.

But it can also be acknowledged perhaps that it should not be regarded as a nostrum or a cureall, one-size-formula that will correct the many multifarious problems that beset communities. It is not a panacea that can shape magical solutions to enduring problems that have mutated and metastasized for many years. But as can be shown here, the problems are interlocking and interrelated. The following list, again, tentative and preliminary, provides some of these dysfunctions:

- 1. The Problem of the Absorptive Capacities of LGUs has not Matched the Demands of Responsibilities Entrusted by the Code. As highlighted in previous discussions of this Paper, much responsibilities and functions have been devolved to LGUs under the Code. Many of these functions require technical skills and preparation, and of which many LGUs in the Philippines may not have. Such technical activities as solid waste management, environmental management, pollution control, primary health care and many other functions require not only technical expertise but adequate and skilled manpower which many LGUs, particularly those in the peripheries or the rural areas, are ill-equipped to maintain. As can be expected, skilled manpower tends to gravitate in the major urban centers, if not abroad, as a factor conditioned or dictated by income. While training programs have been launched in some LGUs, these remain to be inadequate because of the periodic turn-over of local personnel who may opt to seek employment in other countries or in the national government. Brillantes, et. al. (2013:297) is thus emphatic that "[b]ecause of the massive devolution of powers to local governments, capacity building should be high in the priority agenda for local governance."
- 2. The Financial Capacities of LGUs Leave Much to be Desired. Closely related to the problem of absorptive capacities is the dilemma of financial capabilities among LGUs. As pointed out by Llanto, the principal challenge faced by LGUs "is finding the means to mobilize adequate financing for local government" (Llanto, 2009: 76). Similarly, Brillantes, et. al. (2013:296) point out rather tersely and emphatically that "[d]ecentralization of powers without financial decentralization is meaningless." It is also asserted that local tax collections have been grossly inadequate so as to effectively cover the LGUs' fiscal obligations because "[a] vailable revenue sources are significantly restricted" and that "local government revenue effort was an average of 0.08 percent of GNP in the pre-Code period, an average of 1.2 percent from 1992 to 2003, and 1.1 percent of GNP in 2004-2007. (Llanto, 2009: 82-84). Generally therefore, many LGUs, particularly poor fifth and sixth class municipalities do not have a rich tax base and therefore hard put to finance the requirements of service delivery and fully assuming of the functions of those devolved to them. A report by the national government's Department of Finance and the Bureau of Local Government Finance revealed that of the 144 cities in the Philippines, with particular reference to those with more than 10 years of cityhood, at least one for every two cities "have not fully realized their local revenue potential" and that "[I]ike provinces, the mandatory shares from the Internal Revenue Allotment (IRA) and other national government revenues make up most of the regular income (PDI, 2014, A-13).¹³
- 3. **Many Local Governments Continue to be Dependent on their Shares of the Internal Revenue Allotment.** It is quite evident that the LGUs remain to be dependent on the Internal Revenue Allotment. A study undertaken by the Japan International Cooperation Agency (JICA) in 2008 and cited by Llanto (2013)¹⁴ points out that for the period 2002-2006, the "IRA has been the biggest source of revenue of LGUs, contributing on the average, 63% of the total revenue" with locally sourced revenues comprising of tax and non-tax sources amounted only to 31 percent in 2002 and 33 percent in 2006. Given this situation, many provinces

¹³ See also http://iskor.blgf.gov.ph/#.

¹⁴ Unfortunately, Llanto was not able to cite the details of the JICA study cited.

and municipalities are highly dependent on the IRA, which in some extreme cases can account to as much as 95 percent of local revenues (Llanto, 2013: 85-86). The major source of local revenues is the one derived from real property taxes (RPT). But the problem in the RPT is that the market values of the RPT are not revised periodically with many LGUs revising their schedules as far back as 1991. For many years, LGUs have also been remiss in revising their tax codes "even if some tax rates are not indexed to inflation" (Llanto, 2013: 81).

On top of this, as Cuaresma maintains, that [d]espite having a clear tax base, RPTs are poorly administered," and that problems occur in all stages of RPT administration as reflected by audit reports, where RPT delinquencies of revenue are lost either from tax evasion or inability of the LGU to collect (Cuaresma, 2013: 254). While the use of Geographic Information Systems (GIS) has been time and again recommended to improve the tax information system, not many LGUs have acquired the technology to employ the technique.

4. The National Government Continues to hold and control the Bulk of Productive Sources of Revenue even in the Post-Code period (Llanto, **2013).** As explained by Llanto (2013), the inability of LGUs in the post-Code period to generate financing is conditioned by the reality that the central government continues to control revenue sources and other resources including those that should be legitimately transferred to LGUs. The amounts appropriated for a given year are not necessarily disbursed, and in fact records from the national government's Department of Budget and Management (DBM) show that amounts appropriated, for example from 2005-2007, have not been fully distributed. Remittances of special shares of LGUs can be withheld even with an appropriation cover, such that there is no assurance that LGUs will receive their entitlements for a given year (Llanto, 2013. Citing Castel, 2008). Under the Code, LGUs are entitled to shares from revenue collected from the utilization and development of national wealth within the LGUs' jurisdiction, in this case, in mining, energy resources production, royalties from mineral reservation, forestry charges and other such fees, taxes and charges. Under special laws, LGUs are entitled to shares from the valueadded tax (VAT), the gross income taxes paid by businesses and enterprises within the declared economic zones, franchise taxes for horse racing, special privilege tax paid by hydro-electric power developers and collection from excise taxes on locally manufactured Virginia-type cigarettes of the tobacco producing regions in the Northern provinces (Llanto, 2013: 90-91). The releases of these shares are also dictated by political considerations such as political party affiliation. It thus makes sense as Briones (2015) suggested that these shares, including the IRA, be automatically downloaded to LGUs, although this may entail special rules and guidelines that may require complex processes and procedures.

Briones (2015) points out bitterly that in the face of these realities, what the Philippines is moving towards greater "administrative decentralization" of national programs, and that on the fiscal side, there is a creeping accelerated centralization

and tightening of fiscal control where release of funds have to be negotiated with the President or the DBM. She asserts that allocations for government services are still coursed through the regional offices of the national government and that LGUs are being made to compete with each other and other national government agencies. It is also significant to cite here that of the Pesos (Php) 3 Trillion (US\$63.8B) 2016 budget under the General Appropriations Act, what the LGUs will receive will be only about Php 428,619,518 or roughly US\$9.1B.

- 5. There is a Wide Disparity in the Distribution of Government Personnel Between the National Government and the LGUs. It should also be noted here that there is much concentration of government personnel at the national level even in the post Code period. A report by the Civil Service Commission shows that in an inventory of government personnel in the Philippines, there is a total of 1,409,660 government employees as of 2010. Of these, 25.9 percent or about 365,725 are employed in LGUs, which, in turn, are divided in provinces, cities and municipalities. This suggests around 74 percent are assigned in the national government. This is also reflected in another independent study by Quora which claimed that there are 63.6% national government employees, 7.2% government owned and controlled corporation (GOCCs) and around 29% for local governments (https://www.quora.com/Philippines/How-many-government-employees-arethere-in-the-Philippines). It should be noted that these figures are well within the post-Code era. And this is somehow confirmed by an earlier study done by Sto. Tomas (2003) which showed that only 26% of the total number of government employees are in local governments units. Given this glaring disparity, and aggravated by financing issues, it stands to reason that LGUs will be hard put in fulfilling the devolved functions even with the many provisions of the Code.
- 6. **The Poverty Incidence has not been Contained.** Poverty, which continues to be endemic even if it has somewhat declined during the 25 years of the implementation of the Code. Briones (2015) stresses this with apprehension by saying that the Philippines had missed the Millennium Development Goals (MDGs) it has set by falling short of the target of 17.2% by 2015 or half of the poverty incidence recorded in 1991, the year of the enactment of the Code, of about 34.4%. As of the first semester of 2014, the poverty incidence was estimated to a high of 25.8%. While the slow decline in poverty incidence cannot be entirely attributed to the Code, it is significant to emphasize here that the Code, by supposedly strengthening LGUs which are at the forefront of contact with the community, primarily was envisioned to be one of the major responses of government in fighting poverty.¹⁵

¹⁵ Briones (2015) cites data taken from the National Development Authority (NEDA) and the United Nations Development Programme.2014. The Philippine Fifth Progress Report – Millennium Development Goals. Pasiq City: NEDA; also from the Philippine Statistical Authority - National Statistical Coordination Board. 2015. MDG Watch: Statistics at a glance of the Philippine Progress based on the MDG Indicators. Accessed August 8, 2015 from http://www.nscb.gov.ph/stats/mdg/ mdg_watch.asp.

CONCLUDING REMARKS

To be sure, many of the issues that have been cited here have likewise been observed and noted by several competent analysts and experts of local government in the Philippines (Brillantes, et.al. 2013; Brillantes and Songco, 2011; Llanto, 2009; Brillantes, 2003; Tapales, 1995). As such, there appears to be an emerging consensus towards forging an agenda of streamlining not only the provisions of the Code itself, but other concatenated and concatenating issues and concerns that somehow serve to impede on the full and unhampered implementation of the spirit of the Code and the aspirations of authentic local autonomy.

It is however conceded here that there are still many issues that need to be addressed and which this brief and passing overview have not sufficiently covered. These issues and problems involve such matters as political dynasties at the local level or the control or stranglehold of political leadership by one family or clan in a locality or community. Also important are questions of human rights violations, peace and order and the many, multifarious aspects of development, as well as inter-governmental and inter-local relations. This Paper admittedly also has not given extended attention to the legion of problems attached to poverty alleviation and the programs that have been launched both by the national government and the LGUs. These are the limitations of this Paper which, as pointed earlier, remains to be a work in progress. At best, this Study therefore, focused on the major concerns that have somehow impeded and compromised the full realization of genuine local autonomy in the Philippines during more than two decades. There is therefore now a compelling agenda to scrutinize and examine more attentively the big issues and big questions on why local autonomy is not working within the ideals and aspirations that it was supposed to fulfill.

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DECENTRALIZATION, DEMOCRATIZATION AND DEVELOPMENT: A RAPID FIELD APPRAISAL SUSTAINING ACADEME-LOCAL GOVERNMENT-COMMUNITY LINKAGE¹

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EXECUTIVE SUMMARY

Decentralization, Democratization ad Development: A Rapid Field Appraisal We have Progressed Much but we still can — and SHOULD - do better.

Over the past decades, the imperative for good governance has been recognized as a sine qua non to development. This paper focuses on one major strategy to bring about development which is decentralization located within the context of democratization. Embedded into democratization is the values of citizen participation – and engagement that enables them to make choices which is central to good governance.

This study explores the state of decentralization, democratization and development in the Philippine politico-administrative system, particularly at the local level. Essentially, it is assumed that decentralization provides an enabling and powerful framework for citizen participation in governance, which is a key feature of democratization. Both decentralization and democratization, if effectively enforced, will lead to address poverty and inequality towards sustainable development.

An assessment of the status of selected aspects of decentralization such as in the following sectors: Health, Agriculture, Social Services, Environment and Natural Resources and Disaster Risk Reduction, Justice and Legal Services will be delved into. On the other hand, the assessment of the state of democratization will look into the institutions processes and instruments of people participation, including the electoral process, non-government organization and (NGO) and people's organizations (POs). But equally important is the assessment of the capacities and the role of higher education institutions (HEIs) in local development.

The Research Study employs the Rapid Field Appraisal (RFA) approach to provide focused, and evidence-based and empirical "agenda for reform". The RFA enables the researchers to get

¹ This is a consolidated research study based on the emerging findings of the regional consultants of the Philippine Society for Public Administration (PSPA). The RFA 2015 was conducted by the PSPA with the Department of Interior and Local Government (DILG) and the United Nations Development Programme (UNDP), with the end of view of advocating solutions-oriented policy reforms to be adopted by the next set of national and local leaders within the context of democratic governance and sustainable development goals (SDGs). Thus, the review of the state of decentralization and democratization as they impact on the quality and level of local development.

a snapshot of the state of decentralization, democratization, and development in each of the region in the Philippines. The strength of the said RFA is its perspective: it is bottom-up and is based on observations, which are rooted in reality.

Aimed to contribute to the literature on decentralization and democratization, the research study will help improve, (re) design, reform and make local governance policies, programs and projects relevant at the local level, as the Philippines navigated its way through the significant enactment of the decentralization policy in the country which started in 1991.

It is within this context that the RFA 2015 focused on capacity building putting emphasis on the role of governance hubs in policy research that are based in every state university and college. The governance hubs as repository of knowledge intend to develop sustainability mechanisms to deepen decentralization towards democratization and development.

On Democratization. Among the emerging findings of the RFA 2015 show that we have to recognize the following fact: while decentralization is here to stay, some realities have sunk in and have to be recognized.

The democratization component of the RFA 2015 raised a number of issues and concerns that could substantively hamper the effective implementation of decentralization. Based on our various consultants' reports, the following continue to be among the concerns raised at the regional level that can get in the way of meaningful local empowerment through decentralization, like, persistence of political dynasties, political violence, and election violence.

A few indicators of democratization include: 1) diminishing political violence, 2) no political dynasties, 3) citizen participation in governance, and 4) democratic exercises are held. Political may be looked at in terms of election-related violence; human rights violations; and crimes against broadcast and print journalists. The RFA 2015 report details the findings on political violence in various regions which include the National Capital Region (NCR), Autonomous Region of Muslim Mindanao (ARMM), Caraga, Regions 1, 2, 3, 5, 6, 9, 10, and 11.

Emerging findings show that while these did not worsen, these did not become better either. In other words, decentralization may not have had a significant impact as far as dynastyism, electoral violence, and local control of media are concerned. Unfortunately, emerging evidence gathered by the RFA 2015 has shown that while these may not have become better, overall, these — especially dynastyism — have persisted. "The darker side of dynastic politics probably outweighs the positives, though. Wherever there are dynasties, there is less competition for votes" (Bershinsky 2015). Political dynasties continue to persist in the NCR, ARMM, Caraga, Regions 1, 2, 3, 5, 6, 9, 10, and 11.

To be fair, however, it must be emphasized that have to go to the main objectives of decentralization which was to increase people participation and hence democratization. As operationalized in the Code, people participation can be through direct participation in local special bodies, or in promoting accountabilities through processes such as recall and initiatives.

The evidence from RFA 2015 has shown that participation has improved especially in the

following areas of direct people participation (i.e. participation in local special bodies and recall initiatives).

Direct people participation can be seen in local special bodies, such as, local development councils, local sectoral bodies such as local peace and order councils, local environmental councils. Contrary findings in Region IX emerged such as tokenism and nominal participation in local bodies. Democratic exercises is evident in Cordillera Administrative Region (CAR), Regions 1, 2, and 3.

Evidence has also shown that instances of recall in various parts of the country have occurred. Perhaps the best evidence that show the positive side of decentralization may be seen in those documented by Galing Pook, Department of Interior and Local Government (DILG), Department of Finance (DOF), academic institutions, international donor organizations, that recognized outstanding innovations and best and good practices at the local level.

While sectoral representation in youth, women, education, business, labor, and other sectors or leaders of non-government organizations (NGOs), people's organization (POs), cooperatives, and other organizations are represented in the local legislative council or the local special bodies as well as in local projects implemented by civil society organizations (CSOs) in partnerships with local government units (LGUs). Such representation is seen in ARMM, Caraga, CAR, Regions 1, 3, 5, 6, 9, 10, and 11.

On Decentralization. While evidence on decentralization may have been considered "anecdotal" at this point, this has not obviated the fact that improved governance at the local level – as evidence by the winners recognized by those documented by the above initiatives – was attributed directly to local empowerment through decentralization.

In addition to people participation brought about by decentralization, the Local Government Code (LGC) also provided the context for more greater inter-local cooperation to address common concerns that cut across artificial political boundaries.

Innovations and best and good practices are remarkable in the NCR, ARMM, CAR, Regions 1, 2, 3, 5, 6, and 9 while inter-local cooperation is observed in the NCR, ARMM, CAR, Caraga, Regions 2, 3, 6, 9, and 12.

Improved governance leading to development must be supported financially. It is within this context that efforts by local governments to increase financial resources have been documented by RFA 2015 particularly in the NCR, ARMM, CAR, Regions 3, 6, 10, 11, and 12. These were in the areas of improvement (and innovative methods) of local tax collection, innovative generation of financial resources through build-operate-transfer and floating of bonds.

Generating local financial resources translates to development if these are located within the context of improved local fiscal and financial management to support service delivery. This also includes support for delivery of basic services including areas devolved to local governments.

On Development. The third dimension of the RFA 2015 comes into the picture, which is

development. Overall, the picture of poverty in the regions has largely remained the same in spite of decentralization in 1992. This is seen in the NCR, ARMM, Region 5, 10, and 11.

However, in areas where decentralization has been successfully implemented as evidenced by the emergence of local good and best practices, has there been "development" operationalized in terms of improved delivery of services, especially those that have been devolved including health, agriculture, environment and social services.

Again the evidence gathered by RFA 2015 provides a positive response particularly in the NCR, ARMM, Caraga, CAR, Regions 1, 2, 3, 5, 6, 9, 10, 11, and 12. The RFA has documented dramatic examples from all over the country that demonstrated improved delivery of services in the above areas, and more.

As in previous RFAs (1992 to 2011), and as suggested earlier, the RFA 2015 has also gathered examples of innovative fiscal and financial management that translated to improved delivery of services.

On Knowledge and Governance Hubs. The RFA 2015 was different from earlier RFAs in the sense that it located the assessment and analysis of decentralization within the context of democratization and development. The RFA 2015 was also different from the earlier RFAs as it does not only assess the decentralization processes but also identifies two fundamental strategies to sustain the gains of decentralization – capacity building, and the role of institutions as governance hubs.

It is imperative to identify, support and develop the capacities of local government leaders (barangay captains, mayors and governors) who, because of their strategic position, are the frontline leaders in local governance.

The RFA 2015 is also different from previous RFAs considering that it focused on the INSTITUTIONS that were needed to sustain and build upon the gains of decentralization. More specifically, said institutions are the GOVERNANCE HUBS of locally-based academic institutions that perform multifarious roles critical in the continued advocacy for development, democratization and decentralization.

In related vein, the RFA 2015 began an assessment of the capacities of local academic institutions in terms of the availability of public administration and local governance programs that will house the governance assessment centers; the availability of faculty and resource persons; and the extent of resources dedicated by the administration for said purpose.

Also, the RFA 2015 has identified a number of academic institutions PER REGION (NCR, ARMM, CAR, Caraga, Regions 1-12) that could play a critical role as hubs of governance within the context of academe-community / academe-industry / and academe-LGU linkage. In fact, some of these SUCs received recognition from the Commission on Higher Education as Centers of Development and Center of Excellence.

Succinctly, these locally based institutions are mostly public higher education institutions

whose leadership administration have articulated a commitment to host the local governance hubs. The governance hubs will play the various roles from researcher, networker to capacity builder, advocate and knowledge creator (Figure 1 of GOP and UNDP). As such, the RFA 2015 has assessed and identified initial locally based institutions that have demonstrated initial capacities to play the roles as identified in Figure 1.



Figure 1. Governance HUBS with Multiple Roles & Products

Source: Drawn from a concept developed by Dr Emmanuel Buendia, UNDP 2015

The bright and hopeful finding of the RFA 2015 is that all regions have potential governance hubs. As a matter of fact, a number of which have already been established, and some are in the process of being set up.

Some SUCs have been identified as potential governance hubs are now in various stages of development and evolution depending on their capacities. The following universities have established the Participatory Finance People's Public Finance Institute (PPFI) Hubs – 1) Mindanao State University-Marawi City, 2) Silliman University, 3) University of the Philippines-Tacloban College, 4) Bulacan State University, 5) Polytechnic University of the Philippines, and 6) Cavite State University. There are also HEIs that are into water governance (WATSAN), like, the 1) Baguio WD, 2) Central Luzon State University, 3) Bicol University, 4) University of Nueva Caceres, 5) Capiz State University (CAPSU), 6) Central Philippines University, 7) Holy Name University, 8) University of San Agustin, 9) Eastern Visayas State University, 10) Jose Rizal Memorial Sate University, 11) Xavier University-GLI, and 12) University of Southeastern Philippines

Carinugan (2015) in a Study entitled "Higher Educations Institutions' Capacity Building Programs for LGUs" recognized the unique position of higher education institutions to respond to the capacity-building needs of the LGUs. Equally important are the sustainability mechanisms within the context of the "town and gown" principle wherein the HEIs as local academic institutions respond to the needs of their immediate environs.

The Study was able to establish the niche that HEIs should take in the effort of transforming LGUs into skilled and informed organizations manned by people who have the needed capability to lead their respective local governments toward a situation of good local governance (Carinugan 2015).

Whence, it is imperative to sustain the gains over the past 25 years and deepen decentralization. The RFAs over the past decades have focused on improving institutions and processes at the local and national level for effective decentralization. It is imperative to change mindsets. Using the Governance Reform Framework (Brillantes, Fernandez and Perante-Calina) that was developed in the 2010 emphasized the need for change in mindsets as one basic area for reform (See Figure 2.)



Figure 2. Governance Reform Framework

Source: Brillantes, Fernandez and Perante-Calina (2010)

More so, developing new capacities is necessary. Capacity building is indispensable at the local level. It is a continuous and scalar process. This can best be done through the local academic institutions – especially higher education institutions – that would sustain the gains of decentralized governance as hubs of governance; and provide continuity, stability and institutional memory as political changes occur due to changes in administration brought about by local elections. As such, the RFA 2015 had focused on the roles and capacities of HEIs in pursuing and sustaining the 3Ds at the local level. There is a lot of work ahead.

Future Directions

It is within this context that a second phase will be launched to strengthen the academe-community linkage and likewise scale-up the role of governance HUBS in order to "harness knowledge, upscale initiatives, build capacities and sustain development²" (Buendia 2015) in collaboration with the Commission on Higher Education (CHED). The second phase will likewise identify activities in partnership with the Department of Interior and Local Government (DILG) to make use of the data of the Department on full disclosure policy, e-participation, e-government,

² Acronym developed by Dr. Emmanuel Buendia, Team Leader, Governance, United Nations Development Programme)

disaster risk management, and among others.

In fact, there are already governance HUBS have developed tools, and human resources for monitoring. The Batangas State University for example has developed the Tactical Operative Amphibious Drive (TOAD), which was launched and demonstrated last February 2016. The TOAD is a "locally fabricated amphibious vehicle that can be used in emergency response operations specifically in areas submerged with water. Like ordinary rafts, it can carry around a number of individuals, but being amphibious, it can navigate in solid ground as well. The prototype will be equipped with stabilizing mechanisms for easy navigation and maneuvering specially in unstable flood waters" (Brillantes 2016).

Another innovation introduced by the Batangas State University is the Tsunami Warning Project. Dubbed as SIGAW or Solar, the project is a powered Isotropic Generator of Acoustic Wave, a network of cost efficient and reliable tsunami early warning systems for timely disaster response on various coastal communities.

In the northern province, the Isabela State University has introduced the Human Resources: Heartware project with the end of view of mainstreaming Climate Change Adaptation (CCA) and Disaster Risk Management (DRM) in Higher Education Curriculum of the University. The project aims to provide a standard curriculum climate change and disaster education as an effective tool for giving uniform knowledge about disaster reduction and CCA measures. Likewise, disaster education should be a part of general subjects in all course offerings as strategy for increasing public awareness and call for actions.

With this new development in the SUCs, the role of HEIs is vital in "building sustainable partnerships with local government units and in facilitating the integration of key stakeholders in their respective communities" (Salas 2015). As emphasized in the RFA 2015 study, the academe-LGU linkage is critical in sustaining the gains of decentralization and democratization towards a sustainable development.

Keywords and Phrases: Decentralization, Democratization, Rapid Field Appraisal, Higher Education Institutions

I. INTRODUCTION

The State shall ensure the autonomy of local governments Article II, Section 25 on the Declaration of Principles and State Policies

The Congress shall enact a local government code which shall provide for a more responsive and accountable local government structure instituted through a system of decentralization with effective mechanisms of recall, initiative, and referendum, allocate among the different local government units their powers, responsibilities, and resources, and provide for the qualifications, election, appointment and removal, term, salaries, powers and functions and duties of local officials, and all other matters relating to the organization and operation of the local units.

Article X, Section 3 on Local Government

Autonomy for local governments is a principle enshrined in the 1987 Constitution of the Philippines. And decentralization is a process and a system that would strengthen the foundations of - and deepen – autonomy within the context of enabling participation of people within the framework of democratization.

The strong impetus of decentralization and local autonomy in the Philippines traces its beginnings in 1991 through the enactment of the Local Government Code that provided an enabling framework for local autonomy. Since then, the process of decentralization faced many challenges characterized by different phases (1) changeover phase (1992-1995), (2) transition phase (1995-2000), and (3) stabilization phase (2000-present).

Brillantes (2003) thoroughly discussed the aspects of the phases of decentralization. In his Innovations and Excellence (2003), he postulates that

the changeover phase led the transfer of 70,000 national government agency personnel to local governments to facilitate the delivery of devolved basic services, which include health, social services, agriculture, environment, some aspects of public works and education, tourism, and other services such as infrastructure support. During the transition phase (1995-2000), both National Government Agencies (NGAs) and LGUS were able to adapt the decentralization processes, procedure and institutions. It is in this phase that the national government has transferred certain regulatory powers to the local government. These include reclassification of agricultural lands, enforcement of national building code, operation of tricycles, processing and approval of subdivision plans, etc. With these powers and responsibilities, the local governments have an equitable share in the proceeds of the utilization and development of the national wealth within their territorial jurisdiction (Article X, 1987 Philippine Constitution) known as the IRA. The stabilization phase (2000 to present) allows NGAs and LGUs to fully settle in, implement and adopt decentralization processes, procedures and institutions.

The almost two-decade decentralization experience of the country made remarkable strides towards a meaningful autonomy responsive to the needs of the local communities amidst geographical barriers. The dynamic process of decentralization has become part of the politico-administrative system in promoting democratic space, people's participation and efficient delivery of devolved and basic services.

It is in this context that a rapid field appraisal (RFA) of the state of decentralization and democratization towards development is made to determine the status of local governance. Equally important is the role of higher education institutions (HEIs) in development.

Looking through the lens of the road map for higher education of the Commission on Higher Education (CHED) as theoretical and ideological bases, it encourages academe-industry; academe-LGU; and academe-community linkage. Thus, this Research Study argues that there is a need to revisit the role of HEIs in local development as knowledge creation hubs.

The road map was crafted in line with the country's Philippine Development Plan for 2011-2016 that aims to pursue twin strategic roles of higher education in national development as an (1) instrument for poverty alleviation, and (2) as a vehicle for technology-driven national development and global competitiveness. But the question is how relevant are HEIs, particularly state universities and colleges (SUCs), that are publicly funded in the community where they operate in sustaining the decentralization and democratization towards development? It can be recalled that the creation of the SUCs was primarily aimed not only to advance education instructional but as well as to undertake research and extension services in its area of specialization (i.e. agriculture in agricultural provinces, etc.).

II. ASSESSMENT OF STATE OF DEMOCRACY AND DECENTRALIZATION AND THE ROLE OF HEIS IN LOCAL DEVELOPMENT

Decentralization, democratization and development are concepts that are related to each other.

Decentralization may be seen as one fundamental process that would democratize processes and procedures in the politico-administrative system that would eventually led to development.

Considering that sub-national institutions in the Philippines (local governments) have been seen to be fundamentally weak considering the lack of autonomy. Decentralization has been seen as a process that would strengthen said sub-national institutions that would eventually enhance democratization and lead to development.

The Rapid Field Appraisal (RFA) for decentralization has been conducted since 1992. So far, 11 RFAs have been conducted, the last one being in 2011. They were largely supported by the donors, in partnership with the Department of Interior and Local Government Code (DILG). The following were the major findings of various RFAs conducted from 1992 to 2011, and the most recent is in 2015 as shown in Table 1.

Table 1. RFA Findings, 1992-2011 and 2015.

RFA	Date	Findings
1 st	July 1992	Newly elected local government officials had "wait and see" attitude towards implementation of the new LGC
2 nd	January 1993	Local officials began LGC implementation, with national government agencies responding to administrative demands of transferring personnel and assets
3 rd	September 1993	Administrative problems in personnel devolution were being solved, and the Internal Revenue Allotment (IRA) system began to function
4 th	June 1994	Increased momentum on the part of local governments as they reaped fruits of experimentation.
5 th	June 1995	Greater local resource mobilization and improved service delivery, while national government agencies had not pro-actively pursued new roles after devolution.
6 th	May 1996	Diversity of experimentation as the decentralization process diffused across all classes and types of local governments and deepened into more mature management of service delivery. Local governments were more pro-active and developmental, and many sectors advocated even greater local autonomy.
7 th	August 1997	Over-all success in decentralization under the 1991 LGC introduced a new, participatory style of local leadership is emerging. A major constraint to further decentralized democratic development was reluctance at the center to change.
8 th	September 1998	Decentralization is here to stay, with continued success in local governance and local ownership of appropriate national programs. National government agencies had begun to re-design how they related to local governments.
9 th	September 1999	Progressive signs towards deepening of decentralization continue. Significant strides in improving the match between local needs and technical assistance have been achieved as national government begin to recognize the different needs and varying levels of capability of LGUs.
10 th	September 2000	Decentralization has spawned a number of tangible improvements in local governance, such as in the delivery of basic services to the barangays.
11 th	October 2011	The key question that was pursued in the 11 th RFA was, "What are the results of decentralization in the Philippines?" The focus was on the progress of decentralization on the ground, i.e., what the local governments have done in exercising the powers that were devolved to them as provided by the LGC, as well as the benefits to the people that followed. The results of decentralization in Philippine local governments specifically are on four key performance areas: local governance and administration, social services and health, local economic development, and environmental management.
12 th	December 2015	The present RFA is essentially the 12 th RFA and has been conducted five years after the last RFA in 2011. The focus of this present RFA is beyond decentralization. It locates decentralization within the broader context of democratization and development.

Source: Various RFAs (1992-2011), U.S. Agency for International Development (USAID)

A. DEMOCRATIZATION

Based on RFA 2015, we have to recognize the following fact: while decentralization is here to stay, some realities have sunk in and have to be recognized.

The democratization component of the RFA raised a number of issues and concerns that could substantively hamper the effective implementation of decentralization. Based on our various consultants' reports, the following continue to be among the concerns raised at the regional level that can get in the way of meaningful local empowerment through decentralization: persistence of political dynasties, political violence, and election violence.

A few indicators of democratization include: 1) diminishing political violence; 2) lack/absence of political dynasties; 3) citizen participation in governance; and 4) presence of democratic exercises.

a. Political Violence

Political violence may be looked at in terms of election-related violence, human rights violations, and crimes against broadcast and print journalists. The RFA 2015 report details the findings on political violence in various regions:

National Capital Region. In the NCR, seven media killings took place and five of the journalists worked either or both in print and radio, according to the Center for Media Freedom and Responsibility (CMFR).

Autonomous Region of Muslim Mindanao. The ARMM is a conflict-ridden region, the home of the Moro Islamic Liberation Front, Moro National Liberation Front, the Bangsamoro Islamic Freedom Fighters, and the Abu Sayyaf Group, whose presence compels citizens and CSOs in the area not to speak out for fear of reprisals. That no violence took place in a local election does not guarantee that the election was honest and free. The Commission on Election (COMELEC) may claim that the election was generally "peaceful" but the truth was that some top officials mediated among the families involved and picked the "winning" candidates. Local journalists making public commentaries against government officials suffer from threats. The Maguindanao Massacre killed many of them. Loose firearms and local warlords are other factors that render a more democratic system in ARMM difficult.

On the other hand, there is consensus that LGUs may be effective in conflict resolution if they combine the legal framework with traditional systems. The peace and order councils are usually reinforced by Muslim religious leaders and other intermediaries to negotiate among conflicting families. This is rather helpful since family feuds (rido) are a common problem in many communities.

Caraga. Caraga's human rights violations center on the indigenous peoples (IPs) (called "Lumads") as the victims. The IPs are now displaced from their ancestral lands because outside capitalist groups have encroached on IP lands for lumber-extraction and mining exploration. The capitalist groups hire armed goons to drive away the IPs while the New People's Army (NPAs) in the area do their extortion rounds for revolutionary tax.

Cordillera Administrative Region. In CAR, the reported human rights violations total ten, but the COMELEC reports no cases of electoral violence or fraud. The Commission on Human Rights (CHR) also reports no incidents of local journalists killed and harassed. A peaceful process called Conflict Mediation Diffusion (CMD) is a practice. Like the budong or council of elders, the CMD is done in times of election in a hotspot area. The contending parties meet with the provincial director as the arbiter. The parties suggest ways for a peaceful election, and they sign an agreement. The province of Abra highly makes use of the CMD.

Region I. Region I has a record of human rights violations with Pangasinan province leading in the number of detainees held as well as violations by duty-bearers. Some detainees experienced physical abuse, but they just kept mum about it.

Region II. In Region II, the human rights violations include extrajudicial killings and forced disappearances. The cases are diminishing in number, however, from 156 in 2005 to 149 in 2008 to 75 in 2014. In the 2013 elections, poll violence occurred in Tuao, Cagayan, with three shooting incidents. One of these resulted in the death of a campaign supporter.

Region III. Region III ranks high in crimes and violations to human rights. An NGO reported that 20 percent of extrajudicial killings in the country come from Region III. The CHR also says that ten percent of torture cases committed by law enforcers in the Philippines are from Central Luzon, excluding the ARMM. The CMFR reports that seven percent of media killings in the country occurred in the region, with Nueva Ecija province ranking highest.

On the other hand, private armies hired by politicians during election time have diminished. According to the PNO, only two such private armies exist in Region III, from 170 before. Also, CHR-Region III, in partnership with the different LGUs, conduct annual seminar and human rights courses for law enforcers and educators. There are also 3,102 Barangay Human Rights Action Centers that provide an avenue for the victims of human rights violations.

Region V. Region V reports violations made by duty-bearers, the PNP consistently committed the highest violations. However, human rights violations in Region V are declining. This has been brought about because of: 1) awareness of the community due to effective information, education, and communication activities of the CHR, 3) strong partnership between the PNP and the AFP in the region, and 3) intensified rights-based policing as practised by the community.

Region VI. Region VI shows that cases of journalist killings have dropped down. Still, there are attempted murder cases and death threats targeting journalists who inform the public of the misconduct of some politicians in the region. LGUs are addressing these concerns by enacting ordinances and formulating programs to increase the people's awareness towards human rights violations. In Capiz province, local special bodies like the Peace and Order Council (POC) try to manage the peace and security in the province.

Negros Occidental relies on the Provincial Peace Integration and Development Unit (Pro-PIDU), a body implementing the Internal Peace Security Plan Bayanihan in collaboration with the LGUs, civil society, peace advocates, NGOs and POs. One PO, the Paghiliusa sa Paghidaet Negros (PSPN), volunteers to provide stress debriefing to former rebels. The Pro-PIDU also

has Guns for Peace component. Since 2012, some 80 rebel returnees have received cash in exchange for firearms as well as livelihood assistance from the government.

Region IX. Region IX reports the case of Mayor Randy Climaco of Tungawan, Zamboanga Sibugay. He became the first casualty of political violence in the coming 2016 elections. He has just filed his Certificate of Candidacy (COC) when he was ambushed and killed on the spot on October 12, 2015. During the 2010 elections, the following LGUs in Western Mindanao have been identified as election hotspots: provinces of Basilan and Zamboanga Sibugay and the towns of Buug, Zamboanga Sibugay; La Libertad, Sibuco, Sirawai, Siocon, and Baliguian in Zamboanga del Norte--these areas have a history of political violence, where partisan armed groups operate and political rivalries are intense.

There are also cases of extrajudicial killings and forced disappearances, not to mention military abuse in the region. Intrusion into ancestral lands and exploration by mining companies have been tagged as the root causes of the killings. The peace and order situation is volatile in Region IX. There are kidnappings, bombings, and hostage-taking by the Abu Sayyaf Group (ASG). In September, 2013, the Moro National Liberation Front (MNLF) launched the siege of Zamboanga City. About 500 MNLF armed men arrived in the city to raise the flag of the Bangsamoro Republic at the city hall. The three-week standoff between the MNLF and the government forces left 218 dead including civilians, more than 10,000 houses destroyed, and 120,000 city residents displaced.

Moreover, the CMFR reports the death of 12 journalists in the region since 1986 and most were unsolved. Threats and harassments persist. Nevertheless, there are NGOs working for peace. The Silsilah is a dialogue movement promoting deeper understanding and better relations among Muslims, Christians, and those of other faiths. There is the Integrated Resource Development for Tri-People (IRDT), an NGO engaged in peace building, community building and humanitarian work in multiethnic, conflict-affected communities. Other NGOs are the Holy Rosary Family Center which works with religious/church groups and lay persons on the concerns of peace and human rights violations, and the Zamboanga Basilan Integrated Development Alliance, Inc. (ZABIDA), an alliance of several NGOs working to promote peace in the Zamboanga Peninsula.

Region X. The peace and stability in Region X have yet to be fully attained. There are private armies operated by local warlords as well as armed bandits. Lanao del Norte witnessed a long standing issue behind the ambush of army troopers in July, 2015. Pantar municipality had one time two mayors which created confusion among the community. This was due to the rivalry between the former mayor and the vice mayor who succeeded him in the May, 2013 elections. The gap worsened with the dismissal of the former mayor. In Iligan City, the political situation remains tense as supporters of jailed mayor Celso Regencio continue to cry for his return to the city hall after he was tagged in the ambush of District Representative Vicente Belmonte, Jr.

The LGUs say that peace and order in Region X is moderately peaceful. Aside from the PNP, there are civilian volunteers or Barangay Public Safety Officers who assist in keeping peace and order. In Malaybalay City, the police has organized 46 Barangay Intelligence Network (BIN) which is composed of several informants helping in the apprehension of persons in conflict with the law.

In November, 2013, the murder of a radio commentator, Joshua Dignos, enraged the media community. Since 1986 to 2015, four killings of radio commentators have been reported by the CMFR.

Region XI. In Region XI, the CHR recorded from 2012 to 2013 a 0.18 percent decrease (from 252 to 163) in human rights violations. However, the number of people directly involved and affected by human rights violations has increased. In 2014 to 2015, 84 cases of human rights violations were reported. Most were perpetrated by the police and the military.

b. Political Dynasties

The National Capital Region. In NCR, some 82 percent of the region's LGUs have local leaders coming from notable political families that are able to introduce about three family members in the local political arena. The families are: the Asistios of Caloocan City; the Eusebios of Pasig, Abaloses of Mandaluyong, and the Binays of Makati.

Autonomous Region in Muslim Mindanao. In ARMM, the list of local officials features the same families or clans. In Maguindanao province, the Mangudadatus replaced the Ampatuans, though some of the latter are still dominant in some municipalities. In Sulu, the Loongs and Tans have dominated the province while the Sahalis have replaced the Jaffars and Matbas. The same is true with Basilan where the Hatamans and Akbars dominate. In Lanao del Sur, the incumbent is the son of the former governor. His mother is slated to replace him in 2016. A brother is the incumbent congressman while another brother is in the regional assembly. In Marawi City, the incumbent mayor replaced his brother and the latter is expected to return by 2016. In two other municipalities of Lanao del Sur, the incumbent mayors are sons of former mayors while the latter sit as vice mayors.

Caraga. In Caraga region, a survey on the impact of political dynasties to the people found that many strongly agree that there is nothing wrong with political dynasties as long as they serve the people, that these dynasties promote growth of the province/city, and that political dynasties lead to the cooperation of the private sector. In other words, Caraga citizens have a favourable attitude towards political dynasties. Members of political families are either business tycoons or mining and lumber capitalists/concessionaires. They are accepted due to their economic and commercial influence.

The Aquino family is prominent in Butuan City. Agusan del Norte is the turf of the Amantes; Agusan del Sur, the Plazas; Dinagat, the Ecleos; Surigao del Norte, the family names of Matugas, Romarate, Sering, Barbers, Diaz, and Egay are always in elections; and in Surigao del Sur, Pichay, Arreza, Garay, Navarro, Yu, and Garcia are the family names with interest in politics for long.

Region I. In Region I, the incumbents come from families/clans that have been long entrenched in politics. In Ilocos Sur, the Singson family dominates local politics. Nine LGUs have mayors and vice mayors who are closely related, whether as husband-wife team or parent-son tandem. The provincial government and 19 LGUs have from two to five officials with the same surnames.

In Ilocos Norte, the Nalupta and Fariñas families dominate local politics. Nine LGUs have mayors/vice mayors from the same families. In La Union, the Ortegas have been entrenched for four decades. In Pangasinan, however, there are no existing family dynasties.

Region II. In Region II, the political dynasties include the Enriles of Cagayan; the Dys and Albanos of Isabela; the Padillas and Cuaresmas of Nueva Vizcaya; and the Cuas of Quirino. In Isabela, other families in politics are the Agcaoilis of San Mateo; the Kiats of Echague; and the Respicios of Reina Mercedes.

Region III. Region III's 39 out of 125 municipalities and cities (or 31.2%) are controlled by political dynasties. Pampanga has the highest percentage (43% of 32 municipalities). Zambales has the lowest (one of 12 municipalities or 8%). A positive development is that there is entry of new political leaders in the government. In 2013, of the 1,500 elected officials, 39 percent were newly-minted; 51 percent re-electionists; and ten percent returning politicians.

Many elected officials are members of political parties. Local parties indicate a new breed of leaders free from control or regulation of national and traditional old political parties.

Region V. Region V also has its political dynasties. In Catanduanes, the longest running political clan is the Albertos who have been in power for the last 64 years. In Masbate, the Espinosas stayed in power from 1934 to 2013, when their reign ended, their term was a total of 74 years. Seven members of the family held gubernatorial, mayoral, and district representative positions. Albay witnessed two political clans rule it for the past decades. They are the Imperial family and the Bichara family. Camarines Sur has its Fuentebellas. Eight members of the family held various positions from mayoral, congressional, to gubernatorial posts. Another family name is Villafuerte. Sorsogon has been dominated by the Escudero clan.

Region VI. Region VI sees new political leaders but in some of the provinces, the same political clans remain in power. In Iloilo, the family names are Garin, Defensor, Biron, and Tupas. It is argued that the sustainability and continuity of programs are the best way towards the development of communities due to concentration of power and resources.

Region IX. Zamboanga City in Region IX has its entrenched political dynasties, among them, the Lobregats, Lorenzos, and Climacos; in Zamboanga del Norte, the Adazas, Ubays, Carlotos, Jalosjoses, and Uys; in Zamboanga del Sur, the family names are Sagun-Lim, Enerio, Amatong, and Cerilles. The Jalosjoses have been replaced by the Uys of Dipolog City.

Region X. Region X has the Zubiris of Bukidnon with 30 to 40 years in the running. The Zubiris have also extended their influence in Misamis Oriental. Bukidnon also has the Fortich and Acosta families. Prominent in Misamis Oriental is the Guingona family. In Cagayan de Oro City, the Emano and Pimentel families are in power. Camiguin, an island province, has been held by the Romualdo family since 1987. Lanao del Norte has the Badelles, Lluch, and Cabili families. Misamis Occidental has the Chiongbians and the Ramiros.

In Region X, political dynasties are considered not appalling especially if the families are qualified, compassionate, and some have done some significant good across one generation. However, a scholar's study correlated poverty and political dynasty and found that provinces with the largest dynastic share were among those with high poverty incidence.

Region XI. In Region XI, the politically dominant families are: Garcia, Lopez, Duterte of Davao City; Del Rosario and Sarmiento of Davao del Norte; Bautista and Cagas of Davao del Sur; and Almario, Zosa, and Palma in Davao Oriental.

Our emerging findings show that while these did not worsen, these did not become better either. In other words, decentralization may not have had a significant impact as far as dynastyism, electoral violence and local control of media are concerned. Unfortunately, emerging evidence gathered by the RFA 2015 has shown that while these may not have become better, overall, these – especially dynastyism – have persisted. "The darker side of dynastic politics probably outweighs the positives, though. Wherever there are dynasties, there is less competition for votes" (Bershinsky 2015).

c. Democratic Exercises

Cordillera Administrative Region (CAR). CAR had two plebiscites on the issue of regional autonomy. The first, in 1990, rejected the regional autonomy, except in Ifugao. Then in 1998, a plebiscite on RA 8438, the second Organic Act enacted by Congress, also failed, except in Apayao.

Region I. In Region I, there was a recall of one Punong Barangay and one mayor, but these did not prosper. As to the barangay assembly, all cities and towns in the two Ilocos provinces conducted the mandatory barangay assemblies in March and October.

Region II. Region II held a string of these democratic exercises. Two plebiscites were on the creation of a new barangay; a plebiscite to convert a municipality to a city; another plebiscite ratifying the division of Isabela into two provinces; the rest on the conversion of two municipalities to a component city.

Region III. In Region III, there are 13 cases of recall, 60 cases of plebiscites and referendums, and one special election. Nueva Ecija has the highest cases of recall in the region. Most recall cases were filed against barangay officials. In Region V, there had been two recalls in Camarines Norte both in 1996. Two Punong Barangays were recalled to office by the people. A plebiscite was also conducted in 1996 to change the name of one barangay in Camarines Sur. The recent plebiscite in Sorsogon was conducted to create the City of Sorsogon out of the merged municipalities of Bacon and Sorsogon and the conversion of the municipalities of Ligao and Tabaco, Albay into component cities in 2001.

To be fair, however, it must be emphasized that we have to go to the main objectives of decentralization, which was to increase people participation and hence democratization. As operationalized in the Code, people participation can be through direct participation in local special bodies, or in promoting accountabilities through processes such as recall and initiatives.

The evidence from RFA 2015 has shown that participation has improved especially in the following areas:

Direct people participation in local special bodies (such as local development councils, local sectoral bodies such as local peace and order councils, local environmental councils). Contrary

findings in Region IX emerged such as tokenism and nominal participation in local bodies.

Evidence has also shown that instances of recall in various parts of the country have occurred. Perhaps the best evidence that show the positive side of decentralization may be seen in those documented by Galing Pook, DILG, DOF, academic institutions, international donor organizations, that recognized outstanding innovations and best and good practices at the local level.

The sectoral representation may be the youth, women, education, business, labor, and other sectors or leaders of NGOs, POs, coops, and other organizations which are represented in the local legislative council or the local special bodies as well as in local projects implemented by CSOs in partnerships with the LGUs.

Autonomous Region of Muslim Mindanao. Sectoral representation in ARMM is alarming. No serious citizen participation in local decision-making bodies is existent. Voices are coursed through the network of families and traditional leadership structures, not to mention the ulama and religious organizations. While there are over 200 registered CSOs, many are not genuine for most of them were organized and influenced by local leaders/politicians. Their representation in the LSB or LDC may be far from true representation and participation. In most local communities, LSBs and LDCs do not exist.

Caraga. In Caraga, the mode of community participation in governmental programs/projects as perceived by the implementers is rated "Outstanding." Problems in community participation in the LGUs' anti-poverty strategies are also perceived as "Not serious." The legislative agenda of LCEs are fully discussed/consulted in the Sanggunian. There is an active landscape of collaboration of NGOs and LGUs in the region.

Cordillera Administrative Region. In CAR, the CSOs are active in community participation. Nine CSOs are actively mobilizing the community for increased participation in local governance.

Region I. LGUs have no budgets for sectoral representatives in the local legislative councils. In Ilocos Norte, only the municipality of Carasi has a sectoral representative in the local legislative council to represent the IPs. In Ilocos Sur, only two towns have IP representatives.

Region II. Region II shows both sides of the community participation issue. In Nueva Vizcaya, the 69 accredited CSOs participate in the LSBs and the Provincial Development Council (PDC). The CSOs are invited to participate in the monitoring and evaluation of the projects of the province. The provincial government has provided a platform for the CSOs to be accredited and to participate in the governance process. In Isabela, the province has continuously provided financial support to the cooperatives sector by strengthening the Provincial Cooperative Development Council (PCDC).

On the other hand, in Batanes and Quirino, although CSOs are accredited, they are not part of LSBs and other committees. This may be because CSO participation in local governance may be influenced by the elected local leaders' initiative and openness to encourage CSOs to be part in the governance of LGUs. Thus, citizens have a low awareness of the presence and/or availability of government services.

Region III. In Region III, the citizen groups that participate at every level of local government policy planning are chosen by the LGUs of each municipality/city. The provinces choose their representatives from the pool of registered NGOs/CSOs. Most of the citizens groups belong to lodges of mason brotherhood and schools. These kinds of representations raise the issue of "genuineness" and reliability of the representation.

Region V. In Region V, there is a low level of participation in almost all LSBs and LDCs. In most sectoral representations done by the LGUs, CSO representatives are just invited for their presence and not really for them to be consulted upon or for them to participate in the decision-making process. In most cases, the LGUs through the LCEs are the ones who solely decide. The representatives' participation is confined only to their physical presence or attendance.

On the other hand, the example of Naga City's People's Council (NCPC) demonstrates a good institutional linkage between the local government and civil society. The late mayor Robredo believed that people are willing to make sacrifices only if they trust their government. The first step to make people trust their officials is to involve them.

Region VI. To promote transparency and participation in Region VI, the LGUs are tapping local individuals, organizations, and other agencies to be part of the planning and budgeting process. In Antique, the citizens take part in the war against drugs. The police collaborate with the community to wage war against illegal drugs through the KKK Droga project. Also, 24 local CSO networks mobilize 892 CSOs and initiate the monitoring of LGU Performance and Development Planning for Poverty Reduction. CSOs are also involved in the Bottom-up Budgeting (BUB) scheme of the local government.

Capiz's LSB is functional based on its composition, frequency of meetings, and performance. In Guimaras, the provincial government exerted efforts to involve the different stakeholders in an intensive and extensive consultation process so as to ensure that the needs and concerns of local constituencies are duly accounted for and addressed.

Region IX. Region IX has a very low citizen participation. There is no involvement of CSOs in the implementation of policies and programs. In some LGUs, the LHBs exist only for compliance but they are not fully utilized, or worse, not even organized. The budgeting and bids and awards processes do not take in the participation of NGOs. There is no consultation with the community in preparing the financial plan. Grassroots involvement in other processes do not exist. LGUs are difficult to network with; their plans are usually based on their own motives. Most government agencies are slow to respond to the needs of the people. Finally, transparency is lacking.

Region X. In Region X, the accreditation of NGOs means that their representatives may participate in the LDC and other local bodies. The region's special bodies – the LDC, LHB, LSB, and POC – provide encouragement for citizen participation to be part of the development of the community. The LDC was able to meet the required number of sessions provided in the LGC. But the participation of POs is only limited to their respective sectoral concerns. In smaller municipalities, only fewer groups exist, and so the implication is that there would be minimal participation and demand for transparency and accountability.

The private sector continues to participate in promoting governance. A total of 193 partner CSOs and other stakeholders were involved in the planning and implementation of LGU programs and projects. As regards to the IPs in Region X, they say that their tribe is open to any discussions and programs facilitated by the government. Still, they remain indifferent to projects of the government because it requires them to do a lot of paper work. Although the tribe is a representative to the LDC, it is indifferent to what the government is giving them and that the NCIP is not really effective.

Region XI. In Region XI, people participation is notable. The case of Dumingag, Zamboanga del Sur under Mayor Pacalioga initiated the Sustainable Organic Agriculture Food Sufficiency Program which involved the planting of permanent crops for a sustainable agriculture through the household approach farming instead of corporate farming and through People Empowerment. As observed by this RFA, "Mayor Pacalioga has emphasized that among the factors that underpin their success is a clear understanding of the problems of their municipality as the basis for the haom nga solusyon (appropriate solution). The small-scale mining in South Cotabato is one best example of best practice and innovations

B. DECENTRALIZATION

While evidence on decentralization may have been considered "anecdotal" at this point, this has not obviated the fact that improved governance at the local level – as evidenced by the winners recognized by those documented by the above initiatives – was attributed directly to local empowerment through decentralization.

In addition to people participation brought about by decentralization, the Code also provided the context for more greater inter-local cooperation to address common concerns that cut across artificial political boundaries.

a. Innovations

National Capital Region (NCR). With decentralization, the LGUs are empowered to innovate. In the case of NCR, it has resorted to innovative practices to lessen the volume of solid wastes collected. Majority of NCR LGUs have improved their performance beyond the minimum diversion targets mandated in RA 9003 (SWM Act) of 2006. Quezon City was able to divert 55 percent of its wastes in 2009 even when in this year the diversion target was 28 percent. Only Pateros, Paranaque, Manila, Caloocan, Pasay, and San Juan failed to meet the target.

The high cost of managing solid wastes has led some LGUs to devise programs to reduce their wastes. Galing Pook credited Muntinlupa's Bayong/Own Bag Policy (2012; Makati's solid waste diversion program (2009); and Marikina's Eco-savers program (2007). The last aimed to increase the awareness of school children in reusing and recycling wastes while instilling a culture of saving.

Muntinlupa received the Galing Pook award in 1996 for its tripartite partnership program in socialized housing, and Marikina was recognized next in 1997. In 2008, Taguig got an award for its condominium project for the poor in cooperation with Gawad Kalinga, Habitat for Humanity

Philippines, and Coalition for the Homeless Foundation. Quezon City was a recipient in 2014 for its low-cost housing initiative, funded by its idle land tax and socialized housing tax.

Other innovative NCR programs include: the regulation of sidewalk trading (Makati in 1999; Marikina in 1997); HIV/AIDS voluntary testing (Quezon City's Klinika Bernardo in 2014); decongestion of burial space (Mandaluyong in 2012); provision of shelter for youth in conflict with the law (Quezon City's Molave Youth Home in 2005), and the womb-to-tomb service provision (Taguig's city card in 2009).

Autonomous Region of Muslim Mindanao (ARMM). In ARMM, the reforms initiated on the regional level by the Regional Governor, Mujib Hataman, are well noted. But these are limited and have less effect on the issues of governance plaguing local units of the region. Pockets of positive moves are observable among some LGUs in ARMM. Many young mayors are coming up with new ideas for their communities. In one coastal municipality, the son-mayor introduced boat racing to improve local tourism and submitted a proposal to the regional government for a hatchery that would help local fishermen. These good ideas are overcome by the concerns of peace and order in the region, lack of expertise, people's apathy, among others.

Cordillera Administrative Region (CAR). In CAR, innovations include recognitions for achievement, such as the Red Orchid Award, the Malaria Free Province Award, and the Kalusugan Award. The Red Orchid Award is conducted every year to all municipalities, LGUs or offices implementing DOH programs, among others. This is done when offices, LGUs, municipalities enact and implement additional memoranda aside from those issued by the CSC. The Malaria-free Province Award is a nationwide search given to a province labelled as disease-free or malaria-free. Abra received the award. The Gawad Kalusugan Award was given to Rizal, Kalinga.

Region I. Region I is a showcase of many innovations. Ilocos Sur has its "Balay Taripato" where the indigent, neglected and abandoned elderly are being taken care of. The province also received the National Quality Corn Achievers Award in 2015 and the Gawad Pagkilala Award. Ilocos Norte received the First Gawad Listahan Award; Gawad Saka Award; Agri-Entrepreneurship Award; the Kalusugan Pangkalahatan Award from DOH. La Union was the Best LGU Implementer of Renal Disease Control Program (REDCOP) in 2008; the Flame of Leadership Award for being the prime mover and enjoining the LGUs and stakeholders in striving for a greater impact in the fight against tuberculosis. In 2014, La Union was granted the Kalusugan Pangkalahatan Award as the province with the best performance in achieving systems-based approach in local health reforms. The province was also a Nutrition Honor Awardee in the effective and efficient implementation of the Provincial Plan of Action for Nutrition. La Union similarly was recognized in its agricultural practices: National Awardee Agri-Pinoy Rice Achiever in 2012; Best OTOP Implementer in 2010; and Hall of famer Coastal Resources Management for 2012, 2013, and 2014. In social welfare, it received the Kalasag Award (national); Most institutionalized provincial advisory committee (4Ps national award); and plague of appreciation for the delivery and implementation of the social protection program.

Not to be outdone, Pangasinan was recognized for the following: Top 10 National Rice Achiever's Award given by the DA; Most Outstanding Farmers of the Philippines, LGU category, given by the Junior Chamber Phils., Inc.; Likas Yaman Award for environmental excellence; Region I winner, Gawad Pamana ng Lahi 2012; Hall of Famer Award, conferred by the RDC for three

consecutive years as champion of Region I. Pangasinan garnered the Best LGU Award for coastal resources management program implementer; Best performing province in Region I based on the Local Governance Performance Management System (LGPMS); Best regional development agenda project implementer in Region for 2010, 2011, and 2012; LGU best practices (LGU level in Region I) for 2010, 2011, and 2012; Best LGU MDG project implementer in 2010, 2011, and 2012; Most outstanding local government unit in the implementation of the credit survey fund, awarded by the Bangko Sentral ng Pilipinas; National awardee on corn quality, awarded by the DA; and national awardee for the Gawad Pagkilala Award sponsored by BFAR.

Region II. Region II's Isabela province has an excellent performance in disaster management. It obtained the highest marks in the regional competition for disaster preparedness with its Provincial Disaster Reduction and Management Council being awarded twice in the Gawad Kalasag for 2012 and 2013. Isabela now has the most active, highly trained, responsive and best equipped 24/7 rescue team in the whole region. Nueva Vizcaya has also invested more funds for its Agricultural Terminal as well as for its Pasalubong Center, two projects co-implemented and co-managed with CSOs in the province.

Region III. San Fernando City in Region III was conferred the "Best Effort for Health and Practice" and for dengue control and prevention" by the DOH. Zambales has its Botika Natin, which is benefitting the poor in remote communities. They are given access to affordable and quality medicines, vitamins, and other medical supplies. The program now has 13 distribution centers and has opened its 955th Botika Natin outlet just recently. This program later evolved into Kabuhayan Natin, which offers affordable rice and banking services.

San Simon, a fourth-class municipality in Pampanga, streamlined its services using information and communication technology. It bested other towns in Central Luzon when it received the two first place awards in the regional and provincial level as the Most Outstanding LGU implementing the streamlining program in the issuance of the mayor's permit; first place in the provincial level as Most Outstanding LGU for IT innovations; and another first place in the online business permit application. The awards were given by the Central Luzon Growth Corridor Foundation, Inc. in partnership with the DTI and the DILG. San Simon previously ranked second place in e-GOV business empowerment (national level) by the DILG and NICP in partnership with the NICCEP-DTI-JICA for its efficient tax collection practices. In 2011, San Simon received the Seal of Good Housekeeping award from the DILG.

The same with Angeles City with its eBOSS (electronic business one-stop shop), a computer-based system to process and issue business permits. Installed since 2003, eBOSS has garnered numerous citations the latest being from the Central Luzon Growth Corridor Foundation, Inc. This system is ISO-9001-2008 certified for its efficiency in facilitating business permits issuance.

Mariveles, Bataan was awarded the "Most Child-friendly Municipality" in Central Luzon in 2012 for its programs for the marginalized sectors. Mariveles passed an ordinance that required all institutions in the town to adopt and post the rights of children in designated places. Its child-friendly strategies include: a free ride for school children in a barangay vehicle to and from school; provision to every Aeta family farm tools and a carabao for their livelihood to sustain the schooling of their children. Mariveles is also implementing zero malnutrition through the "Tutok Malnori" program for malnourished children six years old and below.

Region V. Region V first gained excellence awards in terms of good governance since 2010. Then in 2015, 17 LGUs in the region were awarded the Seal of Good Local Governance (SGLG) one of which is Daet in Camarines Norte. Albay got its third Galing Pook award for its DRR effort. Naga City, also a consistent Galing Pook awardee, was lauded as the most competitive city in the country in 2015. Improvements in the financial and system of service delivery were established in the local government offices through the mandate of the Citizen's Charter which was constituted by the late mayor Jesse Robredo. Citizen participation has improved through the BUB process and involvement of citizens organizations in the regional development planning.

Region VI. Roxas City in Region VI harnessed ICT in its Integrated Transport Terminal operations. Service capability to clients has been boosted, records secured, reporting is timely, employee morale uplifted, and increased collections. The Provincial Health Office (PHO) received the CSC's National Pagasa Award for the group and individual categories in the 2012 CSC Search for Outstanding Public Officials and Employees.

In Negros Occidental, Task Force Ilahas received the 1997 Presidential Galing Pook Award for Best Environment Project among all LGUs in the country. The project advocated ecological enhancement and waged an "environmental war" by building an alliance of schools, volunteers, NGOs, POs, the church, and other groups.

There is also Iloilo's HEART (Hospital Efficiency Assurance through Reform and Transformation) which aims to develop local hospitals into institutions equipped with state-of-the-art facilities and skilled personnel and, thus, deliver services efficiently even to isolated areas of the province. San Jose, Antique was one of the regional winners in the 2014 Rafael M. Salas Population and Development (POPDEV) award, municipal category. Said LGU topped all other municipalities in terms of Health Management and POPDEV elements based on the DOH/DILG score card and regional validation.

Region IX. In Region IX, the mayor of Dumingag, Zamboanga del Sur, Mayor Pacalioga, initiated the Organic Farming project which won the 2010 Galing Pook for good practice in the Sustainable Organic Agriculture Food Sufficiency Program. It involved planting of permanent crops for sustainable agriculture through household approach farming instead of corporate farming and through people empowerment. Success came given the clear understanding of the problems of the municipality as the basis for "haom nga solusyon" (appropriate solution).

b. Inter-local Cooperation

National Capital Region (NCR). NCR LGUs venture into partnerships with different national agencies in the delivery of services such as welfare programs. They partner with PhilHealth for card insurance and enrolment of indigent beneficiaries; the DOH for medical and health services for indigents and elderly); the DSWD for LGU support in the implementation of the 4Ps), and housing entities like NHA, HUDCC, SHFC, and even DILG for the Micro-Medium Rise Buildings (MMRB) project. NCR LGUs also tap private sector partners for some of their self-initiated housing programs like Habitat for Humanity Philippines, Gawad Kalinga, and DMCI.

Autonomous Region of Muslim Mindanao (ARMM). In ARMM, CSOs participate in interlocal cooperative endeavors. The Cordillera Network of Development NGOs and POs (CORDNET), the largest CSO network in CAR with 51 CSO members, advocates the promotion of culturally-appropriate development programs and strategies. It aims to reduce poverty incidence and support efforts to protect and nurture Cordillera's role as the "watershed cradle of the north." The Shontoug Foundation implements its anti-poverty project through the participation of the poor. The project enabled the creation of teams in the municipality of Kapangan, Benguet, providing avenues for ordinary citizens to influence the decisions of local officials in budgeting and development planning. Shontoug Foundation also promotes a multi-stakeholder partnership to address poverty, composed of government line agencies such as the DTI, DOLE, DAR, the academe, and other LGU line agencies.

Cordillera Administrative Region (CAR). Also has other inter-local cooperation examples. The PALMANABA Development Plan is a development plan involving the coordination among six municipalities: Paracelis, Alfonso, Lista, Mayoyao, Natonin, and Barlig. BLISTT (Baguio, La Trinidad, Itogon, Sablan, Tublay, and Tuba) is another comprehensive area development plan.

Caraga. The collaboration of LGUs and NGOs is active in Caraga. The mode of community participation in governmental programs/projects is perceived as Outstanding. This is because before a project commences, public participation is instituted through various mechanisms like BUB, PAMANA projects, KALAHI-CIDSS, and the like.

Region II. Nueva Vizcaya in Region II shows collaboration between the provincial government and CSOs in securing peace and order through the Provincial Peace and Order Council (PPOC). In fact, the PPOC has been a recipient of various national awards due to its effective programs on peace and order.

Region III. Aurora Province of Region III demonstrates collaboration between the DENR and the provincial government. The latter created the Task Force Sagip Kalikasan as a merger of the efforts of all concerned agencies, LGUs, NGOs, civilian volunteer groups, religious and other sectors towards a single intent and purpose, which is environmental protection and preservation. Aurora collaborated with the Climate Change and Clean Energy Project (CEnergy) of the US Agency for International Development (USAID), in partnership with the Philippine League of Local Environmental and Natural Resources Officers (PLLENRO) to develop its Greenhouse Gas Inventory Report and formulate a management plan for the province.

Various LGUs in Region III have been able to partner with the different sectors of society in providing and passing of public policies and programs. Transport sectors were tapped by Zambales province in passing the Traffic Management Code of the province. In Pampanga, transport sectors undergo training for customer service management as part of the provincial government's commitment to enhance tourism.

A series of provincial CSO forums is regularly conducted organized by the DILG Community Mobilizers-Regional Coordinator, NAPC provincial focal persons, DSWD provincial links, and CSO networks. The forum aims to enhance the participation in the planning, implementation and monitoring of BUB projects in the region. The Subic Bay Metropolitan Authority (SBMA) together with the LGUs of Olongapo City and Zambales have perfected a Memorandum of Agreement

(MOA) with the seven leaders of indigenous tribes in the province. Said MOA promotes the concept of profit-sharing between the SBMA and the indigenous people. The Ugnayan ng Barangay at Simbahan (UBAS) Tungo sa Kaunlaran was formed in the region through a MOA entered into by the Archdiocese of San Fernando (composed of the provinces of Pampanga, Zambales, and Bataan), the League of Barangays, and the DILG. UBAS aims to ensure that government funds are responsive to people's needs.

The DILG, Bulacan Provincial Unit, and the Bulacan State University-Institute for Local Governance (BSU-ILG) forged a MOA establishing a partnership to conduct capability building program for elected and appointed local government officials in accordance with the training program jointly worked by the BSU-ILG and DILG-Bulacan. The capacity building program is titled "Local Governance Specialist Certificate Course."

Region VI. Region VI's PPP projects is a collaboration of the provincial LGUs and the private sector. These PPP projects include the Iloilo Convention Center, Jalaur River Multi-purpose Project, and the Caticlan or Boracay Airport. The last is a government co-arrangement with Transaire for the airport's physical development, management and operation. The Iloilo International Airport is also a PPP project with Transaire. The airport project rovides a good example of the PPP scheme, Add-Operate-Transfer.

Another collaboration is the initiation by the provincial government of Antique of the convergence of DA-DAR-DENR via the Sustainable Rural Development Convergence Initiative Program (SRD-CI). The convergence facilitates the move for better governance by enhancing institutional efficiencies, expanding opportunities for agro-enterprise and agribusiness development and achieving spatial integration. Convergence works on sharing expertise and information, collaboration, and reconfiguration of each agency's activities.

Capiz also showcases inter-local cooperation in the establishment of five Inter-Local Health Zones (ILHZ) in the province. These zones facilitate services delivery. The ILHZs are DUTA (covers Dumalag and Tapaz); CDD (covers Cuartero, Dao, and Dumarao); SIMASAJA (covers Sigma, Mambusao, Sapian, and Jamindan); MP3 (covers Maayon, Pontevedra, Pres. Roxas, and Pilar); and RMPH (covers Roxas City, Ivisan, Panay and Panitan).

Region IX. In Region IX, the organization of local Agricultural and Fishery Councils (AFCs) promote participatory development in agriculture and fisheries under the National Agricultural and Fishery Council (NFAC). The local AFCs serve as forums for continuing consultative discussions on problems, issues, and concerns in the agriculture and fisheries sectors.

Region XII. Region XII provides examples of inter-local cooperation among the LGUs. Alliances among municipalities form one such example. There is the PALMA-PB, an alliance of the municipalities of Pigkawayan, Alamada, Libungan, Midsayap, Aleosan, Pikit, and Banisilan. The PALMA-PB was established to preserve and protect the Libungan watershed which benefits the said municipalities. It also serves as an avenue for LGUs in North Cotabato to discuss issues and concerns that transcend local boundaries. Local officials are given the proper forum to ventilate their sentiments and suggest appropriate courses of action.

There is also the Arakan Valley Development Complex (AVDC). This grouping is a development mechanism of the province of Cotabato and is composed of the municipalities of President Roxas, Matalam, Antipas, Magpet, and Arakan, all of them surrounding municipalities of the Arakan Valley Complex. All five municipalities agreed to enhance their capability towards agri-based industrial development, manage and coordinate development activities related to the valley complex, create an environment conducive to investments, and support the socio-economic concerns of the LGUs of the valley complex.

Similarly, the Allah Valley Landscape Development Alliance (AVLDA) is an alliance of provinces, cities, and municipalities having geographical and political jurisdiction over the so-called Landscape covering 252,060 hectares, and other stakeholders (line agencies and CSOs). The main objective is to manage and protect the physical resources of both South Cotabato and Sultan Kudarat. The alliance meets regularly to discuss vital issues on environmental protection and management.

Region XII also has another inter-local cooperation in the form of the Zone of Peace and Development Council (ZOPADC), established through the initiative of the 1Marine Brigade stationed in the coastal areas of Sultan Kudarat province. Participating agencies are Sultan Kudarat's state universities and four LGUs: Senator Ninoy Aquino, Kalamansig, Lebak, and Palimbang.

c. Local Finance

Improved governance leading to development must be supported financially. It is within this context that efforts by local governments to increase financial resources have been documented by the RFA 2015. These were in the areas of improved (and innovative methods) of local tax collection, innovative generation of financial resources through build-operate-transfer and floating of bonds.

National Capital Region (NCR). NCR's average dependency on the IRA was 19.3 percent in 2013. This low dependency is because the region has many resources. They are, thus, more self-reliant than other regions. Makati is the least dependent of the NCR LGUs (average of 7.2% from 2009 to 2014); Malabon is the least self-reliant (average of 54% in the same period). Only Marikina and Manila in 2013, Quezon City in 2008, and Makati in 2005 updated their revenue codes; other LGUs still use revenue codes enacted in the 1990s.

In the assessment of real estate values, only a few (Manila and Valenzuela, the latter for industrial properties only) have updated the rates. Many NCR LGUs rely on the old schedule of fair market values (FMV). An update of the revenue code and the real property values would have increased the LGUs' locally-sourced income.

Autonomous Region for Muslim Mindanao (ARMM). For ARMM, the IRAs of all provinces and cities dropped between 2011 and 2012 only to increase starting 2013 up to 2015. Lanao del Sur had the biggest IRA while Tawi-tawi had the smallest. The provinces have a substantive tax base which includes real property taxes (RPT). This is hardly utilized however. People generally do not pay taxes and LGUs do not generally mind at all. Thus, LGUs have to depend on their IRAs from the national government.

Cordillera Administrative Region (CAR). For three CAR provinces, the IRA dependency is as follows: decreasing for Abra from 55.7 percent in 1997 to 39.4 percent in 2006 to 27.2 percent in 2012; increasing for Apayao from 27.5 percent in 1997 to 42.1 percent in 2006 to 54.7 percent in 2012; decreasing for Benguet from 18.9 percent in 1997 to 4.0 percent in 2006 to 2.8 percent in 2012. For the entire CAR, the trend is decreasing from 42.5 percent in 1997 to 30.9 percent in 2006 to 28.2 percent in 2012.

The average proportion of IRA to total income for the four provinces of Region I is 76.8 percent for the period 2010 to 2014. Least dependent on IRA is la Union (69.9%) and most dependent is Ilocos Norte (83.7%). The proportion has been declining at an average of -4.2 percent. By city, Urdaneta is least dependent (47.4%) while San Carlos is most dependent (83.7%).

Region III. In Region III, the annual IRA share of the provinces is increasing from 2004 to 2015. Bulacan has the highest IRA share while Aurora has the lowest. Three provinces – Bataan, Bulacan, and Zambales – have increased their IRA dependence.

Region VI. In Region VI, the revenue generation performance of the province of Capiz depends on the provincial government's efficiency in tax collection and the functioning of its annual revenue generation plan. This plan contains the local revenue policy direction and strategies. The updating and approval of the schedule of market values is just part of the efforts of the province to improve its system and local taxes collection.

Region X. For Region X, the IRA allotment from total external sources is almost 100 percent for the years 2008 to 2014. The LGUs depend on the IRA as their source of revenue, though most LGUs also exert efforts to optimize local resource generation. The problem is that the region's Revenue Code has not been updated. Politics in the area hinders the updating as most business enterprises have politicians that they endorse. IRA dependency by province is as follows: Bukidnon (74.05%), Camiguin (84.56%), Lanao del Norte (72.67%), Misamis Occidental (81.7%), and Misamis Oriental (77.88%).

Region XI. Region XI provinces increased their share of the IRA in 2015 compared to previous years. Davao del Sur got the biggest share while Davao Oriental got the smallest. Many LGUs depend on their IRA. In short, they have poor ability to raise local revenues. Updating the Local Revenue Code has become a delicate issue among incumbent leaders. Many landed politicians and businessmen are perceived to have opposed any move in updating the revenue code.

Region XII. The region shows a steady increase in its total annual income. This implies that the region is slowly becoming self-reliant given its increased collection from its local tax and non-tax revenues.

Generating local financial resources translates to development if these are located within the context of improved local fiscal and financial management to support service delivery. This also includes support for delivery of basic services including areas devolved to local governments.

C. DEVELOPMENT

It is within this context that the third dimension of the RFA 2015 comes into the picture – development.

Overall, the picture of poverty in the regions has largely remained the same in spite of decentralization in 1992.

a. Poverty

National Capital Region (NCR). In 2012, the self-rated survey of the SWS found that 41 percent in the NCR considered themselves poor. This figure is lower than the national average of 52 percent.

Autonomous Region of Muslim Mindanao (ARMM). The World Bank in 2007 reported poverty incidence in ARMM at 62.9 percent compared to the national poverty incidence of 34.0 percent. The Philippine Statistics Authority (PSA) put ARMM's poverty incidence from 2000 to 2009 at more than 40 percent. But from 2009 to 2012, the figure increased to 56.8 percent (compared to 41.3 percent for Mindanao and 25.2 percent for the entire country).

Region V. Region V ranks sixth in the country in poverty incidence. The PSA placed 32.3 percent of the region's families as poor, with Masbate having the highest poverty incidence figure (36.2 percent in 2006 and 36.5 percent in 2009). Despite the 4Ps and KALAHI-CIDSS programs, the condition of the poor hardly improved. Region V is still far too long to attain the 27.3 percent target of MDG on poverty incidence.

Region X. Region X's poverty incidence was 33.3 percent in 2009 and 32.8 percent in 2012. Per capita poverty threshold has been increasing since 2003. The figure was P19,335 in 2012, which means that a family of seven needs P135,345 annual income to stay out of poverty. Bukidnon and Lanao del Norte have the highest poverty incidence at 43.3 percent and 42.4 percent respectively. The other provinces' figures are: Camiguin (34.9%), Misamis Occidental (36.6%), and Misamis Oriental (25.0). For the whole region, the poverty incidence was 35.6 percent in 2012.

Region XI. For Region XI, Davao Oriental has half or 48 percent of the families living below the poverty line in 2012. The province's poverty incidence rose from 41.4 percent in 2006 to 47.6 percent in 2009 to 48 percent in 2012. Compostela Valley follows with 29.5 percent in 2006 to 36.3 percent in 2012. Davao del Norte showed a decline from 32.2 percent in 2006 to 30.9 percent in 2012. Among the cities, Mati has the highest poverty incidence at 33 percent in 2012, followed by Digos (18.8%), Tagum (15%), and Panabo (14.8%).

b. Benefits to the Public of the LGUs' Service Delivery

National Capital Region (NCR). In NCR, the ratio of physicians (government + private) to the population is higher than the national average, at 0.61 against 0.22 for the entire country. Still, it fares poorly in Infant Mortality Rate (IMR) and Maternal Mortality Rate (MMR), below

the MDG targets. The high IMR figures in ten of NCR's 17 LGUs may be partly attributed to the urban poor communities in these cities. Seven LGUs (Valenzuela, Pasig, Manila, Muntinlupa, Pasay, Quezon City, and Marikina) failed to meet the MDG target in 2012.

NCR has LGUs that manage their own hospital – at least one hospital each. Residents and indigents get benefits from these facilities because LGUs issue health cards and PhilHealth membership. There is the "Manda"(luyong) card; Manila's Orange Health Card for indigents and the Blue Card for partially discounted residents; the Green Card of Navotas which offers a hospitalization subsidy from P5,000 minimum to P30,000 maximum; and the San Juan Health Card.

NCR welfare clientele includes the families living below the poverty line, the OSY, the senior citizens and the disabled, not to mention informal settlers. On the average, NCR spends from 1.2 percent (2001) to 4.6 percent (2013) of total expenses for social welfare programs. The two cities spending highest for social welfare are Makati and Muntinlupa. Housing spending is higher at 4.3 percent (2001) to 7.9 percent (2013). In housing, Marikina started as early as 1995 with its Save the Marikina River project and in 1998, the Squatter-free program.

Some NCR LGUs also provide employment and livelihood/capital assistance support. Since 2013, Caloocan City gave select indigent families food-livelihood kits worth P5,000-P6,000 while Valenzuela and manila offered cash assistance. In 2014, Quezon City passed the legislation, "Hanap muna, Bayad later," which offered first-time job hunters P2,000 pocket money payable in one year.

Autonomous Region of Muslim Mindanao (ARMM). ARMM is one of the poorest regions of the country. Health services are seriously wanting. The DOH put the percentage of households without health insurance at 55.8 percent. Undernutrition of children (0-5 years old) in 2008 was 24.4 percent (20.7% Philippines) and in 2013, the figure was 24.9 percent (19.9% Philippines). Medical services are hardly felt by ordinary citizens in the countryside. Hospitals and medical facilities and their services are mostly under the control of the national government.

The regional officials under Mujiv Hataman noted laudable reforms in health delivery. Hataman claims a 97 percent success in measles vaccination and 95 percent in polio vaccination. This contrasts with another data set that gives only a 29.4 percent vaccination achievement of the region in 2013. There are positive developments in agriculture due to reform initiatives of the regional government, including private sector investments in agriculture.

Caraga. In Caraga, district hospitals provide 20 percent hospitalization discounts for senior citizens, no balance bill for 4Ps and IPs, indigent PhilHealth subscription, among others. Social services have a huge impact, and they include programs for women, the elderly, disabled in addition to livelihood interventions which are anti-poverty initiatives of the LGUs. Emergency assistance is provided for burial, death, calamities, and natural disasters. However, it is perceived that only supporters of politicians receive the emergency assistance such as a sack of rice as Christmas gift from the mayor.

Other anti-poverty initiatives in the region are: PAMANA project, National Greening Program, 4 Ps, coastal resource management, and KALAHI-CIDSS. The initiatives all increase income differentials of recipients. The waste management implementation in Caraga as well as its disaster preparedness are rated very satisfactory.

Cordillera Administrative Region (CAR). In CAR, the implementation of the 4Ps is considered excellent. There is this Family Development Session, a venue in improving family health through lectures/discussion with mothers and children. CAR's Bahay Pag-asa takes care of children in conflict with the law. Bahay Pag-asa is maintained, operated and funded by the provincial government. One health issue is the distance of people to be served. Some families are located in geographically isolated areas and in high elevations of rough terrain.

In agriculture, the region can boast of the Benguet Agri-Pinoy Trading Center, the largest Agri-Pinoy ever built in the country; the La Trinidad Vegetable Trading Post, which contributes to economy of the capital town of Benguet, La Trinidad.

Region I. Region I involves agencies in the delivery of services of the MDG caravan. In agriculture, the technology to produce lanzones and rambutan was developed; the region was the Best Otop (honey, dried fish, basi, abel, etc.) implementer; and farm inputs were provided to farmers. La Union province was a Hall of Famer in coastal resources management. Ilocos Norte implemented information dissemination activities and adopted appropriate farming practices.

In social welfare, Region I received the Kalasag Award because of public employment service, senior citizen program (burial benefit of P10,000 and pension of P500/month); rehabilitation of children in conflict with the law with expenses shared among the provincial government, the municipality, and the DSWD; as well as the Balay Taripato, where abandoned/neglected senior citizens are taken care of.

However, the Magna Carta benefits for health workers have not been granted; the health budget is not a priority of LGUs; slow purchase of medical supplies; and improper selection of PhilHealth beneficiaries. In agriculture, positions have not been upgraded; there is lack of coordination among Program Banner coordinators; and the farm mechanization program has not been appropriate since the land area is small.

La Union has a string of best practices. Its ecological sanitation project introduced the UDDT (Urine Diversion Dry Toilet) piloted in San Fernando City and expanded to cover the whole province; the maternal and neonatal death review and maternal nutrition and child health nutrition (MNCHN) service delivery was institutionalized; and other projects continued, such as Pabasa sa Nutrisyon to promote good nutrition practices among children, mothers, and guardians; Nutrioutreach activities; and Suyod La Union, a door-to-door strategy to reach all households to ensure that children below five years old are vaccinated against measles, rubella, and polio.

Region II. Region II shows that the LGUs in Isabela have an excellent health performance. The health system is highly functioning with quality primary health care, and quality maternal care and child care, CSO participation, medical missions, and health insurance for indigent families. More health facilities are established and managed by local doctors and nurses hired

by the LGUs. This provided greater health access to communities. Procurement of medicines is done locally to make them always available to patients.

Isabela's agriculture and fisheries continue to be the life and soul of the province. The provincial government has invested funds for the Nueva Vizcaya Agricultural Terminal as well as for the Nueva Vizcaya Pasalubong Center.

Region III. Health services in Region III have been prioritized up to the barangay level. The region has 1,151 public health facilities: 32 government hospitals, 63 private hospitals, 131 RHUs, and 941 BHSs. In Olongapo City, 15 out of 17 barangays have their own BHSs. Bataan's Medicare sa Masa distributes PhilHealth cards to indigents, making medical concerns affordable to the underprivileged.

Zambales implements various nutrition-health programs such as the expanded universal medical and dental check-up and essential health care; oral health care; teachers' health welfare enhancement; TB prevention and control; feeding; and even Gulayan sa Paaralan.

In Pampanga, the implementation of the expanded program on immunization and control of diarrheal diseases resulted in no reported death cases in the past year. On control of acute respiratory infection, a decrease of 16 cases was noted. Patients from different municipalities availed of free hospitalization, free medicines, and free laboratory examinations.

In agriculture, the LGUs support in terms of machineries, upgrades of irrigation systems and post-harvest facilities, all of which are paying off. In 2013, the region posted growth in agricultural output, being the top producer of palay, corn, chicken, hog, tiger prawn, and tilapia.

Pursuant to the Organic Act of 2010 (RA 10068), Aurora Province established its Provincial Organic Agriculture and Livestock Development Farm to serve as organic vegetable garden. Zambales, as a mango-producing province, has received GAP certification from the Bureau of Agriculture and Fisheries Production Standards for high-quality mango products.

The region's social services keep on with assistance to typhoon-distressed families via relief goods and temporary shelters, followed by food-for-work programs to do clean-up and restoration work. The 4Ps address the poverty situation in the region. The LGUs provided and maintained basic infrastructures like health stations and educational facilities to enable beneficiaries to comply with the requirements of the program. Advisory committees at provincial and municipal levels were organized headed by their LGUs to provide guidance/support in the implementation of the 4Ps within their localities.

Region V. Region V's health facilities are in place. There are three retained hospitals competently managed by the DOH. Health units are also established in municipalities and hospitals are supervised by the provincial government. Problems arise when hospitals under the LGUs are downgraded from tertiary to secondary due to failure to meet standards. Another problem is delayed procurement of medical supplies by the LGUs. This affects the services to the public.

Partial improvement in terms of health and condition of the people was noted. This was partly attributed to a number of local health programs implemented since 2009. These programs are: universal health care covering 98 percent of the 5.5 million members of PhilHealth. Albay achieved the health MDGs in 2010, earlier than its target in 2015 to reduce the IMR from 33 to 12 per 1000 infants. Its MMR also declined from 133 to 59 per 100,000 mothers. The CMR went down from 23 to 18 for every 1000 children.

Bicol region still champions disaster resilience through various programs. Some of these include the formulation of the Regional DRRMP and the Zero Casualty Policy in disaster. In the 2013 NEDA Report, 47 local DRRMP were prepared. Albay leads in promoting disaster preparedness with its Galing Pook award on the creation of Team Albay Humanitarian Assistance Program.

Region VI. Aklan in Region VI catered to indigents through Formula One of the DOH. Their medical, burial, hospitalization, education, transportation, and emergency shelter needs were provided. The provincial hospital increased its patient occupancy and thus more patients were served. Agricultural programs/projects involved cooperatives and farmer associations. The province came up with a 10-Year SWM Plan. In partnership with the DOST, it established the Aklan Food and Water Testing Laboratory to help the provincial government provide reliable water quality monitoring and testing services. The ISF project covered 10 municipalities and 39 barangays, with 2,287 certificates of stewardship contract issued.

Antique adopted its Environment Code and the PDRRM Fund was utilized to acquire sites to construct core shelters. Drainage, roads, bridges and emergency lifelines were also constructed.

Capiz became "universally covered" in health with more than 85 percent of target beneficiaries given PhilHealth cards. The province also provided full support to its Agri-Aqua Laboratory that monitors red tide and conduct water/soil analysis.

In Guimaras, organic agriculture is implemented in two farms. The first farm produces organic calamansi, sweet potato, corn, and vegetables. It will expand to produce organic squash and pechay. The second farm is a mango farm intercropped with ampalaya, okra, etc. In Negros Occidental, the organic farms established ensure food security and generate income for the beneficiaries (former rebels, CAFGU members, army personnel, and displaced civilians).

Region IX. Region IX has an agriculture project, Gulayan sa Paaralan, which is an anti-poverty initiative through 882 school gardens provided with seeds, garden tools, and technology training on vegetable production. But the region has a number of weak areas in implementing health services. Some LGUs are not technically prepared or lack the capability to address health issues. Devolution in the health sector has been implemented inconsistently. While local legislative councils pass health ordinances, implementation is poor. Cost of medicine remains out of reach by the poor. Several poor LGUs have very inadequate health facilities.

Region X. The LGUs of Region X have year-round programs in health and nutrition such as Sentrong Sigla Program where laboratory staff check on the community's maternal and child

care, family planning and reproductive health, and other health aspects. Malnutrition was reduced due to the combined efforts of BHWs, barangay officials, schools, and LGUs. Provision of medicines, dental supplies and annual special programs are funded by the city LGUs. Social welfare services are very active in Region X. They serve the community especially the children through feeding, day-care, and educational assistance. Some LGUs have centers/institutions such as Social Development Center, Boys' Town, Homecare for Girls, and carry out program for the different welfare clients.

Region X's LGUs also have the Agri-Pinoy Program which includes infrastructure, namely: irrigation facilities, farm-to-market roads, and post-harvest facilities. Other components are extension, education, and training. There are problems because some irrigation systems are damaged and some observed that politics intervene in the distribution of seeds, fertilizers and pesticides.

Region XI. Region XI has the biggest hospital in Mindanao – the Southern Philippines Medical Center (SPMC) located in Davao City. It is equipped with modern facilities. There are also other facilities like Cancer Center, Heart Center, Kidney Center. Tagum City has its Davao Regional Hospital, the second biggest in the region. A number of private hospitals similarly provide medical and health services.

In terms of HDI (1997-2009), Davao del Sur has remained in the medium development category for 12 years. Davao del Norte improved from low development to medium development. Compostela Valley and Davao Oriental are in the low development category. In life expectancy, Davao Oriental has the highest record in 2009 with an average of 71.3 years.

Region XII. In general, Region XII LGUs have utilized their best to deliver services. North Cotabato implements the Sagana at Ligtas na Tubig sa Lahat (SALINTUBIG) program. This program grants financing and capacity development to implement water supply projects in barangays deprived of access to safe drinking water. Recipients included four municipalities and one barangay which are all waterless. The next recipients are 13 more municipalities. Sultan Kudarat also has six municipalities that are SALINTUBIG recipients.

The PAMANA, a DILG project, includes road improvements, water systems and farm equipment provision. Eight municipalities are recipients. The Seal of Good Housekeeping for LGUs with good performance in local legislation, development planning, resource generation, resource allocation and utilization, customer service, and human resources management was awarded to 11 municipalities

South Cotabato is also a recipient of SALINTUBIG (one municipality) and PAMANA (three barangays). In compliance with the National Greening Program, LGUs of the province planted 32,980 more trees. The province also instituted its Seal of Good Housekeeping South Cotabato Version – the Dangal ng Barangay – a program recognizing barangays with outstanding performance.

However, in areas where decentralization has been successfully implemented as evidenced by the emergence of local good and best practices, there has been "development" operationalized in terms of improved delivery of services, especially those that have been devolved, including health, agriculture, environment and social services.

Again the evidence gathered by the RFA 2015 provides a positive response. The RFA 2015 has documented dramatic examples from all over the country that demonstrated improved delivery of services in the above areas, and more.

As in previous RFAs (1992 to 2011), and as suggested earlier, the RFA 2015 has also gathered examples of innovative fiscal and financial management that translated to improved delivery of services.

D. KNOWLEDGE GOVERNANCE HUBS

The RFA 2015 was different from earlier RFAs in the sense that it located the assessment and analysis of decentralization within the context of democratization and development. The RFA was also different from the earlier RFAs as it does not only assess the decentralization but also identifies two fundamental strategies to sustain the gains of decentralization – capacity-building and the role of institutions as governance hubs.

It is imperative to identify, support and develop the capacities of local government leaders (barangay captains, mayors and governors) who, because of their strategic position, are the frontline leaders in local governance.

The RFA 2015 is also different from previous RFAs considering that it focused on the INSTITUTIONS that were needed to sustain and build upon the gains of decentralization. More specifically, said institutions are the GOVERNANCE HUBS of locally based academic institutions that perform multifarious roles critical in the continued advocacy for development, democratization and decentralization.

In related vein, the RFA 2015 has begun an assessment of the capacities of local academic institutions in terms of the availability of public administration and local governance programs that will house the governance assessment centers, the availability of faculty and resource persons; and the extent of resources dedicated by the administration for said purpose.

Also the RFA 2015 has identified a number of academic institutions PER REGION that could play a critical role as hubs of governance within the context of academe-community; academe-industry; and academe-LGU linkage.

National Capital Region (NCR). HEIs in this research study include the SUCs and the LUCs. The SUCs are financed by the national government. The LUCs operate a unique regulatory framework. The LGC provides LGUs with powers to establish LUCs. CHED, however, maintains that it has regulatory power over them. This includes the power to enforce compliance in terms of minimum standards for laboratory, library, and faculty qualifications. But many LGUs, while recognizing the power of CHED, insist on a separate regulatory regime by establishing their own peer reviewing organization (Association of LGUs). Notwithstanding the tension between CHED and the LUCs, the LGUs still use CHED guidelines as baseline for compliance to acceptable

standards. Currently, in the NCR, six HEIs offer baccalaureate program, 28 offer an MPA, and 11 a DPA.

Autonomous Region of Muslim Mindanao (ARMM). In ARMM, the CHED has accredited and is supervising 54 HEIs. Forty of these are private and 14 are SUCs. The BS and Masters degrees are offered in six SUCs. The Mindanao State University (MSU) main campus in Marawi City offers a DPA program. In general, the HEIs in the region are mainly instruction-oriented; their research and extension activities are minimal. The exception may be the MSU main campus and MSU Tawi-tawi. For many years, the MSU main campus through the College of Public Affairs operated a center for local government which did research and capability building activities for LGUs in ARMM. Unfortunately, it is no longer active.

The MSU-Iligan Institute of Technology located in Iligan City, with its Center for Local Governance Studies (CLGS) and Institute for Peace and Development in Mindanao (IPDM), is working to provide better services to its constituents. The CLGS is tasked to develop interventions in the region's LGUs and assist national government agencies in implementing their programs at the local level. It is currently working with the LGUs and the DILG in such projects as the Citizen Satisfaction Index System and technical assistance projects. The IPDM cultivates strong links with government agencies and NGOs, taking on a multi-stakeholder approach to strengthen efforts of peace initiatives in the region.

The Notre Dame University in Cotabato City with its Institute of Autonomy and Governance (IAG) has been very active, in he forefront of capacity building, research, roundtable discussions and conferences on Philippine government and Moro revolutionary fronts since 2001. With foreign partner, Konrad Adenauer Stiftung (KAS), IAG has regularly provided capacity building programs to ARMM's Regional Legislative Assembly and LGUs. It provided technical assistance in the crafting of regional laws in ARMM, and technical assistance, too, in the establishment of the Iranun Development Council, an economic development aggrupation of LGUs in Maguindanao province, as well as technical assistance in the drafting of the Bangsamoro Basic Law. It conducted consultations with LGUs in the proposed Bangsamoro core areas.

Caraga. Caraga has a total of eight major HEIs (four SUCs and four private). These HEIS offer the PA courses on the baccalaureate and masters levels. Four private HEIs offer the Master in Public Administration/Management, one private HEI offers the Bachelors in Public Administration program. All HEIs are with CHED recognition/permit. One of the SUCs offers the MPA, and another offers an allied course, the Masters in Environmental Management.

Cordillera Administrative Region (CAR). In CAR, there are only nine HEIs offering PA. Some incumbent local officials are enrolled in PA and local governance programs outside the region. Only Benguet State University offers the Diploma in PA/Urban Management in the region catering to the needs of local officials mostly in the province of Benguet. Other HEIs offer BS in Political Science as another option for local officials. The issue against SUCs is that they lack laboratories and other facilities to offer such programs, including unmet minimum qualification standards for teachers/professors teaching a certain degree program. Another issue is that SUCs still offer programs even if there are no qualified faculty.

For the programs in governance and PA, there seems to be a declining enrolment. In previous years, three HEIs in Baguio City offered the BS in PA. Since there were few takers, no schools in Baguio City are now offering such program.

Region I. In Region I, there are 114 HEIs, of which 10 offer the PA program. There are 54 faculty with PA specialization. The faculty are members of various student associations like the EROPA, PSPA, ASPAP, and the Asian Association of Public Administration. There are ten schools offering the master's program, of which six are private. There are three schools which offer the DPA while two schools offer the Bachelor in PA. The master's program is now offered in two modes: the traditional mode or campus-based and the distance learning mode. Three schools, all of them SUCs, offer the distance learning mode or open university system. The University of Northern Philippines Open University System offers the MPA major in Governmental Administration. The Don Mariano Marcos Memorial State University offers the ladderized program of Master in Development Administration, because upon completing 24 academic units, the student is awarded a Diploma in Development Administration. The Pangasinan State University Open University System offers the Master in Development Management major in Public Management.

Problems identified among HEIs in Region I are: 1) inadequacy of instructional materials and minimal number of qualified faculty, 2) the degree nomenclature is not uniform, that is, MPA, MAPA, MDM, and MDA, and 3) very few consortia and linkages among HEIs, and between HEIs and LGUs.

Region II. In Region II, there are 73 HEIs, and 14 of them offer PA courses. All five SUCs are offering the bachelor's and graduate degree programs in PA. In keeping with the demand of local government officials and employees, HEIs have customized their degree programs in partnership with leagues of local government by introducing seminar-type classes. Compared to a regular MPA/MPM program which can be earned in 18-22 months, a customized degree program can be finished in just 12-15 months, without foregoing the required number of hours. The Cagayan State University (CSU) and Isabela State University (ISU) have a customized degree program in partnership with the Philippine Councilors' League-Legislative Academy (PCLLA), which has been undertaken since 2014. The ISU offers the MPA while the CSU offers the BAPA to those who have not earned a bachelor's degree via the customized mode. Classes are conducted in the place of the requesting or partner LGU, meeting every week like the regular MPA/MPM program. CHED's Expanded Tertiary Education Equivalency and Accreditation Program (ETEEAP) guidelines are followed.

The above is an institutional arrangement based on the collaborative efforts of the different sectors – the ISU, the PCLLA, with the support of the DILG. ISU/CSU is the degree-granting institution while the PCLLA is the training arm of the Philippine Councilors' League.

But while HEIs have to provide academic services to LGUs as one of their prime clients, they have to capacitate themselves first to be able to extend the best service delivery. In Nueva Vizcaya, HEIs are experiencing "brain drain" in their core faculty. Most prefer to work in SUCs since the latter provide better salaries and security of tenure. In SUCs, however, some faculty teaching PA courses are not PA graduates nor have received any formal PA training. There is also the problem of limited library materials and inadequate budget for the graduate program.

Region III. Region III has 226 HEIs. Forty-nine (including their satellite campuses) are SUCs, 11 are LUCs, 165 are private, and one is classified as "other" government school. The UP has a campus in the region located inside the Clark Freeport Zone. UP Clark also has an extension campus at the Subic Bay Freeport Zone, which offers the master of management program. Sixteen of the private HEIs in the region are offering programs in governance while seven SUCs are offering programs in governance and PA.

One SUC in every province of the region offers the MPA program. Only three offer the doctoral program: Bulacan State University and Tarlac State University offer the DPA while the Nueva Ecija University of Science and Technology offers the PhD in PA. The potential for improvement and collaboration between HEIs and LGUs in the region is very promising.

So far, the Aurora State College of Science and Technology partnered with Smart Communications, Inc. to launch the Ascot Information Board, the first such in the province. The Bataan Peninsula State University developed interventions to address sickness among impoverished pupils in one if its municipalities. The Central Luzon State University engaged with the Microcredit Delivery Program, an NGO working with the CLSU Extension Office, to provide loans to small entrepreneurs in the province.

Region V. There are 108 HEIs in Region V. Of these, 12 are member-schools of ASPAP, and they are offering programs in governance and PA. Most are offering the master's degree programs.

The Ateneo de Naga University has its Center for Local Governance (CLG), an extension arm for its PA program. As an extension arm of the University, the CLG provides technical assistance through its capacity building activities, consultancy services, research and information to its partners and stakeholders. The Bicol University has organized the Jesse M. Robredo Institute of Local Governance in 2012. The Institute aims to promote good governance practices and initiative of the late mayor, that is, to help in capacitating leaders to be Mahusay, Matino, at May Puso, the legacies of the leadership of the late mayor. At present, it offers the Master in Rural Development and Diploma in Local Government and Management. It also offers training and capacity building to local government officials in partnership with the Development Academy of the Philippines (DAP).

The HEIs have established partnerships and networks with the LGUs and other national and regional entities. For SUCs, they have close coordination and working arrangements among themselves. The faculty, resource persons and specializations of these HEIs may be available but these are inadequate. There is a limited number of faculty handling PA courses.

Region VI. In Region VI, 102 HEIs exist with 16 of them offering programs in PA and governance on baccalaureate, masters, and doctoral levels. Aklan province has 13 HEIs, two of which offer PA programs. Antique has seven HEIs, but only one offer PA. Capiz has six HEIs and two of these offer PA. Guimaras has only its state college offering the PA program. Iloilo has 54 HEIs and seven offer PA programs. Negros Occidental has three HEIs which offer PA.The professors are qualified and have specializations in PA.

Region IX. Region IX has 106 HEIs of which six are SUCs and 54 private. It has no local university/college. Three are member-schools of ASPAP: the Ateneo de Zamboanga University (ADZU); Western Mindanao State University (WMSU); and Universidad de Zamboanga. Other schools offering PA are not members of ASPAP. WMSU has a long history of collaboration with partner agencies. Some of its faculty are members of PSPA. Many faculty members are consultants/ experts, have worked with international partners like the Transparency International and the World Bank as well as LGUs and NGOs. ADZU's faculty collaborates according to specialization/expertise individually, not as an institution policy. The Basilan State College in Isabela City links with other SUCs and has worked with LGUs through the DILG, conducting forums and in consultations.

The WMSU partnered with the World Bank through International Alert in the project Bangsamoro Conflict Monitoring System (BCMS). This project fills the gap in dynamic, real-time data that track conflict incidence, typology, cause, actors, and effects in a publicly accessible manner and enables development practitioners and peace building actors to identify where, when, and how resources can be targeted and to understand the conflict effects of development initiatives. The BCMS harvests data from reports of the Philippine National Police and credible media sources.

Region X. Region X has 81 HEIs both public and private. In Cagayan de Oro City, there are 25 HEIs, followed by 19 in Misamis Occidental, 18 in Bukidnon, 17 in Lanao del Norte, and two in Camiguin. Of these, seven are LUCs, ten SUCs, 57 private non-sectarian, and 23 private schools.

In general teacher training, Xavier University is a Center for Development. Mindanao State University-Iligan Institute of Technology is a Center of Excellence. In natural sciences, Central Mindanao University is Center of Development while MSU-IIT is Center of Excellence. MSU-IIT is also the Center of Excellence in chemistry and Center of Development in Physics. For information technology, MSU-IIT is Center of Development. Seven HEIs offer the Master in Public Administration, and two offer the DPA (Bukidnon State University; Xavier University).

Region XI. In Region XI, the presence of HEIs could hardly be felt in the periphery because most of them are located in urban places like in Davao City. Likewise, most HEIs have prioritized instruction over other mandates of institutions of higher learning like research, extension and production. Key informants cited insufficiency of research funds and lack of interest of teaching and non-teaching personnel to engage in research, especially among private HEIs. Research output and Extension services are quite strong only in some established HEIs like Ateneo de Davao University, University of Mindanao, University of Southeastern Philippines and a few numbers of State Colleges.

In terms of capacity to become the Governance Hub in the region, the University of Southeastern Philippines has the necessary programs, expertise, experience and personnel to conduct trainings and other capacity building for local officials. Part of its University Extension Services mandate and currently carried out is the capability programs for local government units, Modern Management, Local Economic Promotion and Local Fiscal Administration trainings.

The Region has at least four research consortia that produced a number of researches aside from those produced by HEIs and private industries. However, the adoption of the research recommendations for commercial use is not widespread. One major reason is the lack of resources of industries, especially MSMEs to adopt available technologies. In addition, many of these researches do not directly match industry research requirements resulting to non-utilization of their recommendations.

The Davao Regional Development Research Agenda has served as a reference in the conduct of researches for the region's top priority industry clusters. These include banana, coconut, mango, seaweeds, wood, mining, tourism, ICT, livestock and poultry, biofuel, and machineries and equipment. These are considered as the region's growth drivers.

Region XII. Of the total ninety-nine (99) Philippine Higher Education Institutions (PHEIs) in Region XII, one has been awarded an autonomous status for five years – the Notre Dame of Dadiangas University (NDDU) in General Santos City; and two were awarded deregulated status – the Notre Dame University (NDU) in Cotabato City and Notre Dame of Marbel University (NDMU) in Koronadal City.

Of the three institutions granted with autonomous and deregulated status, it is only Notre Dame University (NDU) in Cotabato City, which offers programs and short-term courses in Public Administration. Its curriculum was patterned from UP-NCPAG.

In the case of state universities and colleges (SUC), the Cotabato City Polytechnic State College (CCSPC) offers public administration courses from bachelor to doctorate; the University of Southern Mindanao (USM) in Kabaccan, North Cotabato offers public management in Masters degree only while the Sultan Kudarat State University (SKSU) in Sultan Kudarat offers Masters in Public Management and Doctorate in Institutional Development (PhD IDM). In the clustering of disciplines made by the Commission on Higher Education, public administration is subsumed under Business and Management Education.

Succinctly, these locally based institutions are mostly public higher education institutions whose leadership administration have articulated a commitment to host the local governance hubs. The governance hubs will play the various roles from researcher, networker to capacity builder, advocate and knowledge creator (Figure 1 of GOP and UNDP). As such, the RFA 2015 has assessed and identified initial locally based institutions that have demonstrated initial capacities to play the roles as identified in Figure 1.



Figure 1. Governance HUBS with Multiple Roles & Products

Source: Drawn from a concept developed by Dr Emmanuel Buendia, UNDP 2015

The bright and hopeful finding of the RFA 2015 is that all regions have potential governance hubs. As a matter of fact, a number of which have already been established, and some are in the process of being set up.

Some SUCs have been identified as potential governance hubs are now in various stages of development and evolution depending on their capacities. The following universities have established the Participatory Finance People's Public Finance Institute (PPFI) Hubs – 1) Mindanao State University-Marawi City, 2) Silliman University, 3) University of the Philippines-Tacloban College, 4) Bulacan State University, 5) Polytechnic University of the Philippines, and 6) Cavite State University. There are also HEIs that are into water governance (WATSAN), like the 1) Baguio WD, 2) Central Luzon State University, 3) Bicol University, 4) University of Nueva Caceres, 5) Capiz State University (CAPSU), 6) Central Philippines University, 7) Holy Name University, 8) University of San Agustin, 9) Eastern Visayas State University, 10) Jose Rizal Memorial Sate University, 11) Xavier University-GLI, and 12) University of Southeastern Philippines

Carinugan (2015) in a Study entitled "Higher Educations Institutions' Capacity Building Programs for LGUs" recognized the unique position of higher education institutions to respond to the capacity building needs of the LGUs. Equally important are the sustainability mechanisms within the context of the "town and gown" principle wherein the HEIs as local academic institutions respond to the needs of their immediate environs.

The Study was able to establish the niche that HEIs should take in the effort of transforming LGUs into skilled and informed organizations manned by people who have the needed capability to lead their respective local governments toward a situation of good local governance (Carinugan 2015).

Whence, it is imperative to sustain the gains over the past 25 years and to deepen decentralization. The RFAs over the past decades have focused on improving institutions and processes at the local and national level for effective decentralization. It is imperative to change mindsets. Using the Governance Reform Framework (Brillantes, Fernandez and Perante-Calina) that was developed in the 2010 emphasized the need for change in mindsets as one basic area for reform (See Figure 2.)



Figure 2. Governance Reform Framework

Source: Brillantes, Fernandez and Perante-Calina (2010)

More so, developing new capacities is necessary. Capacity building is indispensable at the local level. It is a continuous and scalar process. This can best be done through the local academic institutions – especially higher education institutions – that would sustain the gains of decentralized governance as hubs of governance; and provide continuity, stability and institutional memory as political changes occur due to changes in administration brought about by local elections. As such, the RFA 2015 had focused on the roles and capacities of HEIs in pursuing and sustaining the 3Ds at the local level. There is a lot of work ahead.

FUTURE DIRECTIONS

It is within this context that a second phase will be launched to strengthen the academe-community linkage and likewise scale-up the role of governance HUBS in order to "harness knowledge, upscale initiatives, build capacities and sustain development³" (Buendia 2015) in collaboration with the Commission on Higher Education (CHED). The second phase will likewise identify activities in partnership with the Department of Interior and Local Government (DILG) to make use of the data of the Department on full disclosure policy, e-participation, e-government, disaster risk management, and among others.

In fact, there are already governance HUBS that have developed tools and human resources for monitoring. The Batangas State University for example has developed the Tactical Operative Amphibious Drive (TOAD), which was launched, and demonstrated last February 2016. The TOAD is a "locally fabricated amphibious vehicle that can be used in emergency response operations specifically in areas submerged with water. Like ordinary rafts, it can carry around a number of individuals, but being amphibious, it can navigate in solid ground as well. The prototype will be equipped with stabilizing mechanisms for easy navigation and maneuvering specially in unstable flood waters" (Brillantes 2016).

Another innovation introduced by the Batangas State University is the Tsunami Warning Project. Dubbed as SIGAW or Solar, the project is a powered Isotropic Generator of Acoustic Wave, a network of cost efficient and reliable tsunami early warning systems for timely disaster response on various coastal communities.

In the northern province, the Isabela State University has introduced the Human Resources: Heartware project with the end of view of mainstreaming Climate Change Adaptation (CCA) and Disaster Risk Management (DRM) in Higher Education Curriculum of the University. The project aims to provide a standard curriculum climate change and disaster education as an effective tool for giving uniform knowledge about disaster reduction and CCA measures. Likewise, disaster education should be a part of general subjects in all course offerings as strategy for increasing public awareness and call for actions.

With this new development in the SUCs, the role of HEIs is vital in "building sustainable partnerships with local government units and in facilitating the integration of key stakeholders in their respective communities" (Salas 2015). As emphasized in the RFA 2015 study, the academe-LGU linkage is critical in sustaining the gains of decentralization and democratization towards a sustainable development.

³ Acronym developed by Dr. Emmanuel Buendia, Team Leader, Governance, United Nations Development Programme

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NOTA BENE: MORE REFERENCES TO FOLLOW

⁴ The above findings were taken from the emerging findings of the 2015 Rapid Field Appraisal conducted by the consultants of the Philippine Society for Public Administration entitled Democratization and Decentralization Towards Development: A Rapid Appraisal (Regions 1 to 12, National Capital Region, Autonomous Region of Muslim Mindanao, Cordillera Autonomous Region, and Caraga. Acknowledging the technical expertise of the following: Alampay, Erwin, Cureg, Elizabeth, National College of Public Administration and Governance, University of the Philippines, and Tapia, Ederson, University of Makati, National Capital Region; Lamarca, Ferdinand, et. al, University of Northern Philippines, Region I; Salvosa, Cristina R. Nueva Vizcaya State University and Carinugan, Joan T. Isabela State University, Region II; Antonio, Presy, et. al, Ramon Magsaysay Technological University Region III; Go, Jan Robert, College of Political Science, University of the Philippines, Region IV; Barcillano, Malu, Ateneo de Naga, Region V; Rico, April Dream, West Visayas State University and Limson, Jo Martin, Northern Iloilo Polytechnic State College, Region VI; Fernandez, Ma. Ederlinda and Ochotorena, Ma. Clara, Western Mindanao State University, Zamboanga City, Region IX; Garcia, Mark Lemuel, et. al, Bukidnon State University, Region X; Isolana, Jack, Mindanao State University-Marawi, Region XI; Samonte, Ma. Theresa Commission on Higher Education, Region XII; Tomaquin, Ramel and Tomaquin-Malong, Retsy, Surigao del Sur State University, Caraga; Tanggol, Sukarno, Mindanao State University, Autonomous Region of Muslim Mindanao; and Comilla, Felipe and Nangpuhan, Ifugao State University, Cordillera Administrative Region.

REGION I

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I. Abstract

The 2015 Rapid Field Appraisal (RFA) seeks to determine the status of Democratization, Decentralization, and Higher Education Institutions' (HEI) Capacity focusing on solutions to identified issues.

On democratization, some detainees alleged they have experienced physical abuse. In Pangasinan, most radio stations and local newspapers are owned by politicians who have the advantage of media mileage to promote themselves. Concerning dynasties, the Naluptas and Farinases dominate politics in Ilocos Norte while the Singsons lord it over in Ilocos Sur. The Ortegas have been leading the province of La Union for four decades. By way of recommendations, levelling of the playing field in terms of media exposure must be pursued. This is to prevent politicians who do not have resources to be at a disadvantage. The Commission on Human Rights should conduct regular education/information dissemination to both detainees and duty-bearers to conscientiously impress upon the latter the dignity of human rights.

Concerning decentralization, among the issues identified in Region I in agriculture is that positions in the Local Government Units are not yet upgraded, thereby, employees of the department are demoralized. In social welfare, the benefits of devolved personnel were reduced; and non-social work related activities are sometimes delegated to the department; and that the Magna Carta for Public Social Workers is not implemented in most LGUs. In health, services are compromised and fragmented because not all programs from the national level can be implemented at the local level because of limited resources and increasing number of population. Among the recommendations are that health services should be reverted to the national government; only Registered Social Worker should be appointed as Municipal/City/ Provincial Social Welfare and Development Officer; and that positions of devolved personnel be upgraded to be at par with other department heads.

On local finance, while the provinces have been heavily dependent on Internal Revenue Allotment (IRA) for their income, this has been declining. The cities are less dependent on IRA than the provinces. And their dependency has also declined. This is because in both provinces and cities, local revenue generation efforts have been intensified through the years. A policy that strengthens and institutionalizes public-private partnership in the provision of much needed services is proposed to assuage the IRA-dependency of LGUs.

Concerning the capability of higher education institutions, among the problems identified are the following: 1) inadequacy of instructional materials and minimal number of qualified teaching force; 2) very few consortia and linkages among HEIs, and between HEIs & LGUs; and 3) lack of CMO for the graduate levels. By way of recommendation, materials presented in PSPA conferences should be used as teaching materials. Second, presentation of theses and dissertations in conferences and publication thereof in refereed journals should be made as a requirement for graduation. Members of the faculty should avail of the existing CHED faculty staff development.

Keywords: Rapid Field Appraisal, Democratization, Decentralization, Local Finance, Higher Education Institutions, Capability Building

II. Methodology

Research design

The RFA study in Region I made use of mixed quantitative and qualitative methods. For the quantitative part, the local revenues and IRA from 2010 to 2014 were culled out from the documents from the Bureau of Local Government Finance while data on enrolment and graduates were gathered from HEIs. For the qualitative portion, perceptions and opinions on the state of democratization and demoralization was generated from key informants.

Data mining was used to come up with the average growth rate of local taxes and internal revenue allotment (IRA), and the proportion of IRA to total income. "Generally, data mining (sometimes called data or knowledge discovery) is the process of analyzing data from different perspectives and summarizing it into useful information... (http://www.anderson.ucla.edu/)." Data from the Bureau of Local Government Finance (BLGF) were used to arrive at findings. As used in this study, total income is the sum of the local revenues and IRA, not the total external income. It must be noted that total external income comprises the IRA, excise taxes from RA 7171, grants and other sources.



Sites and Subjects of the Study

For democratization, informants from the Commission on Elections, Public Information Agency and the Department of the Interior and Local Government – I were considered. For decentralization, health, agriculture and social services sector in the four provinces in the region, to wit: - Ilocos Norte, Ilocos Sur, La Union and Pangasinan – were considered. Concerning the capability of higher education institutions, all the schools offering public administration in Region I were evaluated.

With respect to local finance, aside from the four provinces in the region, the nine cities in Region I, namely: Laoag, Batac, Vigan, Candon, San Fernando, Dagupan, Urdaneta, San Carlos and Alaminos, were considered. Likewise, sample municipalities in each of the provinces were taken. A total of 38 municipalities were considered, which is 33 percent of the total number of towns in the region.

Table 1. Sample Municipalities

Province	Income Class	Number of Municipalities	Sample Size	Sample Municipalities		
				Lowland	Upland/interior	
	2	2	1	San Nicolas		
II N	3	7	2	Pasuquin	Solsona	
Ilocos Norte	4	7	2	Paoay	Banna	
	5	4	1		Adams	
	Sub total	21	6			
				Lowland	Upland	
	1	2	1	D1 – Cabugao		
	2	2	1	D2 - Narvacan		
T	3	7	2	Bantay	Sta. Maria	
Ilocos Sur	4	12	4	Caoayan, Santiago	Alilem, Cervantes	
	5	9	3	Sta. Catalina, San Vicente	Sigay	
	Sub total	32	11			
				Lowland	Upland	
	1	6	2	Agoo	Naguilian	
	2	2	1	Aringay		
La Union	3	2	1	Bangar		
	4	6	2	Sudipen	San Gabriel	
	5	3	1		Bagulin	
	Sub total	19	7			
				Districts 1 to 3	Districts 4 to 6	
				Bolinao – D1	Manaoag – D4	
	1	18	6	Binmaley – D2	Villasis – D5	
				Bayambang – D3	Umingan – D6	
_	2	3	1	Bani		
Pangasinan	3	13	4	Agno – D1	Mapandan – D3	
				Aguilar – D2	San Jacinto – D4	
	4	8	3	Burgos – D1	Laoac – D5	
		0	<i>J</i>		Sta. Maria – D6	
	5	2	1	Labrador – D2		
	Sub total	44	15			
Total		116	38			

To determine the sample municipalities, the following procedure was followed:

- 1. The municipalities were classified according to income;
- 2. Thirty three percent were considered as samples;
- 3. The sample municipalities in Ilocos Norte, Ilocos Sur and La Union were taken on the basis of eco-system, which are lowland and upland. In Pangasinan, the sample towns were distributed by district;
- The sample municipalities were then prorated accordingly; and 4.
- 5. These were drawn randomly.

Cities. All the nine cities were considered in the study.

Table 2. Cities in Region 1

Province	City		
· Ilocos Norte	1. Laoag		
	2. Batac		
· Ilocos Sur	3. Vigan		
	4. Candon		
· La Union	5. San Fernando		
· Pangasinan	6. Dagupan		
	7. Urdaneta		
	8. San Carlos		
	9. Alaminos		

Evaluation Measure

To assess the performance of the LGUs on their local revenue generation efforts, the "Performance Rating Criteria for Local Government Units on Financial Management" proposed by the Bureau of Local Government Finance is used. It is shown below:

Table 3. Performance Rating Criteria

Ratio of IRA to Total Income	Rating
15 percent and below	10
16 percent to 30 percent	8
31 percent to 45 percent	6
46 percent to 60 percent	4
61 percent to 75 percent	2
More than 75 percent	0

Data Gathering Instruments

Data on the protection of human rights, media, civil society, political dynasties and parties were gathered through interviews with the staff of Commission on Human Rights – I, PIA, and DILG, respectively. Interviews were also used to gather information about the devolved services and the capability of HEIs. On the other hand, pertinent data in local finance were gathered from the 2010 to 2014 Statement of Receipts and Expenditures of the different LGUs from the Bureau of Local Government Finance.

Time of Data Generation

Data for the appraisal were gathered from October 12, 2015 to December 23, 2015.

Statistical Treatment

Arithmetic means and average growth rates of the local taxes and IRA were computed.

III. Rapid Field Appraisal

A. Democratization

1. Findings

1.1 Protection of Human Rights

On the protection of human rights with respect to number of cases of human rights violations, the province of Pangasinan has the most with 20 cases followed by Ilocos Sur with 9, La Union with 6 while Ilocos Norte has the least with only 3. As to the number of violations by duty-bearers, Pangasinan has the most with 10, Ilocos Sur has 10 while Ilocos Norte and La Union have 1 each. With respect to the number of ordinances recognizing human rights disaggregated by treaty, Ilocos Sur tops the list with 2 La Union and Pangasinan have 1 each while Ilocos Norte has none. On the number of detainees', Pangasinan has the most with 2,431 while Ilocos Sur has the least with 207. The table below shows data on this aspect.

Provinces (2015) **Status Ilocos** La Union **Ilocos Sur** Pangasinan Norte **Protection of Human Rights** a. No. of cases of human rights 3 6 20 violations (Docketed) None None None None b. No. of Disappearances No. of violations by duty-bearers 10 2. No. of ordinances recognizing human 2 0 1 1 rights disaggregated by treaty No. of Detainees 207 350 582 2,431

Table 4. Status of Protection of Human Rights

1.2 Independence and Security of Local Media

With respect to the presence of local media, Ilocos Sur has seven radio stations (3 FM and 4 AM) and two community papers; Ilocos Norte has 9 local radio stations and 4 local newspapers while Pangasinan has 7 local radio stations and 20 local newspapers. According to Mr. Ben Pacris, PIO Chief of the province of Ilocos Sur, there has been no harassment experienced. However, he recommends that radio/TV broadcasters should undergo broadcast journalism training.

In Pangasinan, most radio stations and local newspapers are owned by politicians who have advantage of the media mileage in promoting themselves. This puts those who do not have the resources at a disadvantage. The table below presents data on number of local radio stations and number of local newspapers.

Table 5. Independence and Security of Local Media

	Provinces (2015)						
Status	Ilocos Sur	Ilocos Norte	La Union	Pangasinan			
Independence and security of local media							
a. No. of Local Radio stations	7	9		7			
b. No. of Local Newspapers	2	4		20			

1.3. Representation in Special Bodies

a. Local special bodies

All towns and cities in Ilocos Norte, Ilocos Sur, La Union and Pangasinan have constituted special bodies with the required representation of sectoral representatives. Special bodies include the Local Development Councils, the Local Health Boards, the Local School Boards, the Local Peace and Order Councils.

In La Union, the Local Development Council has representation of 8 POs, 3 of which are women Representatives. In the Local Health Board, there are 2 POs represented by women. In the Local School Board, there are 3 POs, 2 of whom are women Representatives. In Pangasinan, in the Local Development Council, 14 people's organizations are represented. In the Local Health Board, there are 9 representatives from POs (7 women and 2 male). In the local School Board, there are 2 POs as members. In the Local Peace and Order Council, there are 3 POs. It is only in Pangasinan where there is a new mechanism, which is the Human Rights Action Team, wherely 2 representatives from PO sit.

b. Sectoral representation in local legislative councils

In Ilocos Norte, it is only the local legislative council of Carasi which has an Indigenous People's representative. In Ilocos Sur, only two towns (Lidlidda and Galimuyod) have IP representatives. However, in both provinces there is no budget for sectoral representatives in the local legislative councils.

1.4. Civil Society organizations

No. of accredited NGOs

In Ilocos Sur, all towns and cities have accredited Non-Governmental Organizations; DILG office submitted a list of 747 accredited CSOs. In Ilocos Norte, as of 2013, there were 254 recognized CSOs. In Pangasinan, there are women leaders. There are 7 lady mayors in 47 municipalities and 4 congresswomen in six districts.

1.5. New Political Parties

All political parties in Ilocos Sur are accredited by the COMELEC main office. In the 2013 elections, aside from the dominant parties of Liberal Party and Nationalista Party, the following local affiliations participated in the elections in Ilocos Sur: New People's Coalition, Bileg, LP-Bileg, NP-Bileg, and NPC-Bileg. In Ilocos Norte, only the United Nationalist Alliance (UNA) is the new party organized in 2013.

1.6. Dynasties/Families dominating local polities

In Ilocos Sur, the Singsons dominate local politics; 25 family names in 20 LGUs were prominent and emerged winners in the 2013 elections. The families dominated the elections in two cities and 18 towns; with 9 LGUs having mayors and vice mayors, who are closely related and are mostly husband and wife tandem or parent and son tandem. The provincial government and 19 LGUs have 2 to 5 officials with the same surnames.

In Ilocos Norte, the Naluptas and Farinases dominate local politics; 9 LGUs (2 cities and 8 towns) have mayors and vice mayors from the same families, mostly husband and wife tandem or parent and son or daughter tandem.

In La Union, the Ortegas have been leading the province for almost four decades. In Pangasinan, there is the Partido ng Pangasinan which is not a registered party at COMELEC . There is also the BISKEG – Movement. More importantly, however, there are no existing family dynasties.

1.7. Local democratic exercises

The recall for one Punong Barangay in Sto. Domingo and a mayor of Atone did not prosper. Concerning barangay assembly, all cities and towns in Ilocos Sur and Ilocos Norte conducted the mandatory barangay assemblies in March and October. In the 2013 elections, there was a reported altercation between a barangay captain and a local candidate in Sta. Catalina.

There was a vote-buying case in Sta.Maria, but this was referred to the COMELEC Legal Office in Manila, not to the Provincial Office, for investigation

1.8. Voter turn out

In La Union, in 2010, the total number of registered voters was 431,019. The total number of voters who actually voted was 358,949 or a voting turn-out of 83.28 percent.

a. Voter Turn-out among Women

The total number of registered women voters was 216,708. Those who actually cast their votes numbered 180,676 or a voting turn-out of 83.3 percent in 2010.

In 2013, the total number of registered voters was 493,524. The total number of voters who actually voted was 369,313 or a voting turn-out of 84.03 percent.

b. Voter Turn-out among Women

The total number of registered women voters was 221,234 in 2013. Those who actually cast their votes numbered 185,647 or a voting turn-out of 83.91 percent. It is obvious that political participation in terms of voting turn-out has improved from 2010 to 2013.

In Pangasinan, in the 2013 Barangay Election, the total number of registered voters was 1,722,831. The total number of voters who actually voted was 1,374,729 or a voting turn-out of 79.0 percent.

c. Voter Turn-out among Women

The total number of registered women voters was 870,294. Those who actually cast their votes numbered 694,461 or a voting turn-out of 79.97 percent. The total number of registered women voters was 216,708. Those who actually cast their votes numbered 180,676 or a voting turn-out of 83.3 percent.

	2010			2013			
Province	Registered voters	Who actually vote	Voting turn out	Registered voters	Who actually vote	Voting turn out	
Ilocos Norte				372,250	308,240	82.80%	
· Women				187,803	154,335	82.18%	
Ilocos Sur				401,528	342,345	85.26%	
· Women				199,946	170,735	85.39%	
La Union	431,019	358,949	83.28	493,524	369,313	84.03%	
· Women	216, 708	180,676	83.3	221,234	185,647	83.41%	
Pangasinan							
· Women				870,294	694,461	79.97	

Table 6. Voter turn out

2. Issues and Concerns

2.1. On Protection of Human Rights

Some detainees alleged they have experienced physical abuse. They share their stories to CHR personnel but are afraid to come out in the open to file charges. Apparently, they know they will still be inside prison cells under the supervision of duty-bearers who are capable of harming them. Afraid of retaliations by police/duty-bearers should they divulge these abuses, detainees choose to keep mum.

2.2. On Independence and Security of Local Media

In the province of Pangasinan, most radio stations and local newspapers are owned by politicians who have the advantage of media mileage to promote themselves. This makes those who do not have the resources to be at a disadvantage.

2.3. On representation in Special Bodies

It was observed that there are no budgets for sectoral representatives in the local legislative councils. In the Province of Ilocos Norte, only the municipality of Carasi has a sectoral representative in the local legislative council to represent the Indigenous People. In Ilocos Sur, only the 2 towns with IPs have sectoral representatives.

2.4. On dynasties/Families dominating Local Politics

The Naluptas and Farinases dominate politics in Ilocos Norte while the Singsons lord it over in Ilocos Sur. The Ortegas have been leading the province of La Union for 4 decades.

3. Recommendations

- 3.1. Levelling of the playing field in terms of media exposure must be pursued. This is to prevent politicians who do not have resources to be at a disadvantage.
- 3.2. Radio/TV broadcasters should undergo broadcast journalism training.
- 3.3. There should be budget for sectoral representatives of local legislative councils.
- 3.4. Honorarium of sectoral representatives in the local legislative councils should be included in the LGU Budget.
- 3.5. The Commission on Human Rights should conduct regular education/information dissemination to both detainees and duty-bearers to conscientiously impress upon the latter the dignity of human rights and with the hope of preventing commission of physical abuses among detainees.
- 3.6. A policy that strengthens and institutionalizes public-private partnership in the provision of much needed services is proposed to assuage the IRA-dependency of LGUs.

B. Decentralization

1. Findings

1.1. On Devolved Personnel

The personnel of the four national agencies (Department of Health, Department of Social Welfare and Development, Department of Agriculture and Department of Environment and Natural Resources) affected by the decentralization process were transferred to the LGUs to augment their workforce in performing the devolved functions. In Region 1, the total number of affected personnel is 1,428 broken down as follows: health (1,075), Agriculture (214), Social

Welfare (105) and DENR (40). The Province of Ilocos Sur received the most number of personnel (529) followed by Ilocos Norte (497), La Union (176) and Pangasinan (232) respectively. All the devolved personnel were absorbed by the LGUs. However, some were reassigned to other offices at the discretion of the Local Chief Executives. At the time of this study, it was reported that many of the devolved personnel are still in the service while some have already either retired or resigned.

Table 7.1. Devolved Personnel in Ilocos Norte and Ilocos Sur

Provinces	Health	Agriculture	Social Welfare	ENR	
Ilocos Norte	locos Norte 356		25	7	
Ilocos Sur	445	28	41	9	

Table 7.2. Devolved Personnel in La Union and Pangasinan

Provinces	Health		Agriculture		Social Welfare		ENR	
	Before	After	Before	After	Before	After	Before	After
La Union	50	+109 = 159	15	+77 = 92	30	25		
Pangasinan	20	+166= 186	20	+166=186	26	60	11	35

a. Health

On health, the devolved services were the implementation of program/projects on primary health care, communicable and non-communicable disease control services, acquisition of medical supplies, medicines and equipment needed to carry out health services, tertiary health services, monitoring and evaluation of LGUs field workers on health programs.

b. Agriculture

Agricultural services delivered are: Development of livestock, poultry and dairy industry, control and prevention of pests and diseases that affect farm crops, proper utilization of fishery and aquatic resources, formulation of measures for effective soil, land and water resource utilization, the establishment of agricultural cooperatives in the rural communities, greening program, babuyan at palayan program, crop and fishery development program.

c. Social Welfare:

The programs that were devolved include Self-Employment Assistance, the provision of Practical Skills Training, Barangay Day Care Services, Emergency Response, Supplemental Feeding, Family Planning, Program for Rebel Returnees, Program for Family, Women, Children and Youth, Child Program.

d. Environment and Natural Resources:

The services devolved were Integrated Social Forestry (ISF), Processing and Issuance of Quarry Permit for five hectares and below, Coffee Management Project, Identification of private lots for tree planting activities, Riverbank Stabilization, Watershed Development Project, Bamboo Project, Coastal Clean-Up, Solid Waste Management Services and Reforestation.

2. Issues

2.1. Agriculture

Positions in the LGUs are not yet upgraded; therefore, employees of the department are demoralized. Planting materials are given by the Regional Office without prior consultation to the LGUs. It thus gives no option to the LGUs but to accept these materials even they are not suited to the place, leaving them in the nursery withering, which is an obvious waste of resources. The farm mechanization program is not carefully studied as the size of tractors distributed do not fit the area. What is done is that big tractors are distributed instead of mini tractors only. It is also observed that there is lack of coordination among Banner Program coordinators e.g. Rice, Corn, High Value Crops Program Coordinators overlap schedule resulting in the ineffective dissemination of information as not all beneficiaries of the programs can attend meetings called at the same time. It is claimed that the office is undermanned especially that some special units from the province are added to the department.

The DBM is questioning the manner of how the budget of the department is allocated because of the total amount allotted to the department, 94% is for personnel Services and only 6% is for MOOE. This is a problem because the Local Chief Executive cannot just remove personnel because of Civil Service rules.

2.2. Social Welfare:

The delivered personnel claimed that their benefits were reduced; non-social work related activities are sometimes delegated to the department; and it is also felt that appointments are to a very great extent influenced by the Local Chief Executives. Moreover, because of the provision of the code stating that a holder of an allied to social work course can be appointed social worker, this becomes a rider taken by LCEs to appoint non-social work graduates to the position. The Magna Carta for Public Social Workers is not implemented in most LGUs.

2.3. Health

The suspension of the Magna Carta for Health Workers is causing demoralization among the employees of the department. The insufficiency of funds creates problem in monitoring and evaluation of health programs, mobility is low as there is only one motorcycle available for use by the Rural Sanitary Inspectors and TEV is likewise low. Beneficiaries for the Philhealth membership as the selection of qualified 4Ps is questionable.

Services are compromised and fragmented because not all programs from the national level can be implemented at the local level because of limited resources and the increasing number of population. The Local Chief Executive is very influential in the appointment of health personnel, the concept of nepotism is still practiced. Floating of personnel is very possible if the health personnel is not in good terms with the LCE.

3. Recommendations

3.1. Health:

- a. It is recommended that health services should be reverted to the national government, if it is not possible. The DOH should be given certain amount of administrative supervision over health programs, or it should provide augmentation funds to ensure that health programs are implemented at the local level
- b. To boost the morale of the health personnel the LGU should implement the Magna Carta for Health Workers.
- c. The management and implementation of health services should be left to competent medical experts.

3.2. Social Welfare:

- a. Only Registered Social Worker should be appointed as Municipal/City/Provincial Social Welfare and Development Officer.
- b. The Magna Carta for Public Social Workers should be fully implemented by the LGU.

3.3. Agriculture:

- a. It is recommended that positions be upgraded to be at par with that of other department heads
- b. There should be a mechanism to be established to facilitate coordination between the national offices and the devolved services.

4. Local Finance

This section aims to assess local finance in the region. The average proportion of IRA to total income (local and IRA) for the four provinces from 2010 to 2014 is 76.8 percent. Based on the Performance Criteria, the rating is 0. Taken singly, it is La Union that is least dependent to IRA at 69.9 percent, followed by Pangasinan at 72.8 percent. Ilocos Norte is the most IRA dependent at 83.7 percent, followed by Ilocos Sur at 80.9 percent.

Table 8. Proportion of IRA to Total Income of Provinces, Region 1, 2010 to 2014

		Prop	Proportion of IRA to total Income (Local plus IRA)						
	Income Class	2010	2011	2012	2013	2014	Percent Change	Average	Rating
Ilocos Norte	1	88.8	83.6	77.9	82.5	85.7	-0.7	83.7	0
Ilocos Sur	1	92.0	91.1	80.1	74.7	66.2	-7.8	80.8	0
La Union	1	81.3	70.1	66.3	63.6	68.4	-3.9	69.9	2
Pangsinan	1	84.6	71.6	68.1	68.3	71.4	-3.9	72.8	2
Average		86.7	79.1	73.1	72.3	72.9	-4.2	76.8	0

Sources: Statement of Receipts and Expenditures, 2010 to 2014, Bureau of Local Government Finance

However, it is heartwarming to note that the proportion has been declining in all the provinces at an average of -4.2 percent, with Ilocos Sur posting the biggest decrease in dependency at -7.8 percent followed by La Union and Pangasinan at -3.9 percent each.

Among the nine cities, the average proportion of IRA to total income is 66.5 percent, which is rated as 2. Taken singly, it is Urdaneta that is least dependent on IRA at 47.4 percent, followed by Dagupan 50.8 and Laoag at 55.0 percent. San Carlos is the most IRA dependent at 83.7 percent, followed by Alaminos at 77.1 percent. Urdaneta, Dagupan and Laoag are rated 4 for their local revenue generation efforts. Like in the provinces, it is heartening to note that the proportion has been declining at an average of -3.6 percent, with Laoag Sur posting the biggest decrease in dependency at -4.8 percent followed by Urdaneta at -3.5 percent. It is only Batac that registered an increase in its dependency.

Table 9. Proportion of IRA to Total Income of Cities, Region 1, 2010 to 2014

		I		Proj	portion o	f IRA to	total Inco	me (Local	plus IRA)	
City	Province	Income Class	2010	2011	2012	2013	2014	Percent Change	Average	Rating
Laoag	Ilocos Norte		65.0	58.3	48.4	51.2	52.1	-4.8	55.0	4
Batac	Ilocos Norte		58.8	59.1	79.5	80.0	79.0	8.6	71.3	2
Vigan	Ilocos Sur		69.2	69.4	60.7	59.8	64.2	-1.6	64.7	2
Candon	Ilocos Sur		82.3	79.2	75.6	60.3	74.1	-1.4	74.3	2
San Fer- nando	La Union		67.4	67.2	62.4	48.1	59.8	-1.5	61.0	2
Dagupan	Pangasinan		54.0	53.2	48.3	49.4	48.9	-2.4	50.8	4
Urdaneta	Pangasinan		51.1	51.3	46.9	43.8	44.1	-3.5	47.4	4
San Carlos	Pangasinan		84.0	82.8	80.2	89.2	81.5	-0.5	83.5	0
Alaminos	Pangasinan		82.3	80.0	75.7	70.0	77.3	-1.4	77.1	0
Average			75.5	66.7	64.2	61.3	64.6	-3.6	66.5	2

Sources: Statement of Receipts and Expenditures, 2010 to 2014, Bureau of Local Government Finance

The sample municipalities are clustered by income class. The average proportion of IRA to total income for the first class municipalities is 74.2 percent. While the dependency is perceived to be rather high, it has decreased by 0.2 percent. Among the second class municipalities, the average proportion of IRA to total income is 69.2 percent, which surprisingly is lower than that of the first class municipalities. Their dependency has increased by 1.1 percent. For the 3rd class municipalities, the proportion of IRA to their total income is 78.4 percent with an average increase of 0.6 percent while the proportion of the IRA to total income of the 4th class municipalities is 88.3 percent with a zero percent increase. For the 5rd class municipalities, the proportion of IRA to their total income is a high 92.6 percent, but the proportion has decreased by 1.0 percent.

Issues

- 1. While the provinces are heavily dependent on IRA for their income, their dependency has been declining.
- 2. The cities are less dependent on IRA than the provinces. Their dependency has also declined. As a matter of fact, Laoag, Dagupan and Urdaneta are even rated 4 for their local revenue generation efforts.
- 3. As the municipalities go down by income class, the proportion of IRA to total income increases. In other words, the lower the income class of the municipalities, the more IRA dependent they tend to be.

Recommendations

1. Strategies by which LGUs can increase their local revenue generation capacities should be implemented. A good example would be private-public partnership.

Table 10. Proportion of IRA to Total Income of Sample Municipalities, Region 1, 2010 to 2014

Province/		Income		Propor	tion of IRA	to total Incor	ne (Local pl	us IRA)	
Municipality	Province	Class	2010	2011	2012	2013	2014	Percent Change	Average
Cabugao	Ilocos Sur	1	75.3	72.3	71.9	71.3	73.8	-0.5	72.9
Agoo	La Union	1	46.1	46.0	42.6	47.6	48.3	4.7	46.1
Naguilian	La Union	1	70.2	50.3	65.8	55.1	56.9	-2.6	59.7
Bolinao	Pangasinan	1	82.8	78.0	75.2	75.4	75.9	-2.1	77.5
Binmaley	Pangasinan	1	86.6	83.9	83.7	83.4	85.5	-0.3	84.6
Bayambang	Pangasinan	1	80.3	84.1	80.0	76.2	83.5	1.2	80.1
Manaoag	Pangasinan	1	81.9	79.1	79.0	81.0	81.9	0.03	80.6
Villasis	Pangasinan	1	53.3	56.4	63.7	67.2	67.0	6.0	61.5
Umingan	Pangasinan	1	87.5	82.9	81.8	82.7	84.7	0.8	83.9
Average			73.8	70.3	71.5	71.1	73.1	-0.2	74.2
San Nicolas	Ilocos Norte	2	57.2	55.9	49.5	43.6	50.8	-2.3	51.4
Narvacan	Ilocos Sur	2	67.4	62.4	64.3	67.3	70.3	1.2	66.3
Aringay	La Union	2	80.9	80.7	79.1	82.4	82.1	0.4	81.0
Bani	Pangasinan	2	67.2	81.9	75.4	82.3	83.5	6.2	78.1
Average			68.2	70.2	67.1	68.9	71.2	1.1	69.2

San Vicente Sigay	Ilocos Sur Ilocos Sur	5	92.1 96.9	89.2 97.4	93.4 96.0	97.4 97.2	89.6 97.8	0.3	92.3 97.1
Sta. Catalina	Ilocos Sur	5	94.8	93.6	93.4	93.8	82.2	-1.5	93.0
Average			88.9	87.3	87.7	88.7	88.9	0.0	88.3
Sta. Maria	Pangasinan	4	88.1	82.0	87.0	87.7	88.4	0.2	86.6
Laoac	Pangasinan	4	92.7	91.0	91.1	89.9	90.4	-0.6	91.0
Burgos	La Union	4	83.1	81.6	76.5	78.7	81.0	-0.6	80.2
San Gabriel	La Union	4	89.4	89.4	88.1	89.0	89.7	0.8	89.1
Sudipen	La Union	4	88.6	87.9	87.5	88.4	87.6	-0.3	89.1
Cervantes	Ilocos Sur	4	91.4	92.3	89.4	91.1	90.8	-2.5	89.3
Alilem	Ilocos Sur	4	86.6	89.0	90.2	91.2	90.8	1.2	89.6
Caoayan	Ilocos Sur	4	95.2	93.7	94.3	93.4	94.2	-0.7	93.5
Santiago	Ilocos Sur	4	90.8	90.1	91.2	93.1	92.3	0.9	91.9
Carasi	Ilocos Norte	4	96.5	85.9	95.6	96.9	96.5	0.8	94.3
Banna	Ilocos Norte	4	89.5	88.9	88.2	89.4	89.7	0.1	89.1
Paoay	Ilocos Norte	4	75.4	75.5	73.2	75.3	75.6	0.1	75.0
Average			80.1	77.6	77	77.2	79.9	0.6	78.4
San Jacinto	Pangasinan	3	72.9	74.3	73.3	72.5	74.5	5.8	73.5
Mapandan	Pangasinan	3	83.4	76.2	79.4	80.3	82.9	-0.03	80.4
Aguilar	Pangasinan	3	91.2	89.1	88.4	90.3	89.3	-0.5	89.7
Agno	Pangasinan	3	88.6	87.2	86.5	88.3	89.3	0.0	88.0
Santa Maria	Ilocos Sur	3	77.9	69.0	75.3	75.1	74.7	-0.8	74.4
Bantay	Ilocos Sur	3	74.9	73.1	69.6	62.2	72.4	-0.4	70.4
Solsona	Ilocos Norte	3	74.2	64.8	59.2	66.7	78.3	2.2	68.6
Bangar Pasuquin	LU La Union Ilocos Norte	3	81.5 81.3	82.3 82.7	79.4 82.1	76.8 82.4	76.7 80.7	-1.5 -0.2	79.3 81.8

Sources: Statement of Receipts and Expenditures, 2010 to 2014, Bureau of Local Government Finance

IV. Capacities of HEIs

There are 112 higher educational institutions in Region I, of which six are state universities and colleges (SUCs) with 21 extension campuses. Since CHED has counted the extension campuses as HEIs, the share of said institutions is 24.1 percent. Eighty one or 72.3 percent are private while four or 3.6 percent are local universities and colleges. Of the 112 HEIs, 11 are offering public administration courses.

Table 11. Number of HEIs in the Region

HEIs	Frequency	Percent
State Universities & Colleges (SUCs)	6	24.1
	(w/21 extension campuses)	
Local Universities & Colleges (LUCs)	4	3.6
Private Higher Education Institutions (PHEIs)	81	72.3
Total	112	100.0

Source: http://data.gov.ph/infographics/ched-higher-education/d1/2/2012/2013

1. Profile of HEIs and Capacity Building Institutions

The number of schools offering public administration courses throughout the country has increased through the years, especially with the pronouncements of the Civil Service Commission in the mid 1990s mandating that employees who would finish degrees in public administration would be the ones promoted to higher positions starting at the level of Section Chief.

In 1996, there were eight schools in Region I offering masteral programs. Two of these schools offered Doctor of Public Administration programs (DPA). Of the eight schools, four are state universities while the other four are private schools. The courses are only offered inside the campus.

At present, there are 10 schools offering master's programs. The number of private schools has increased to six. Moreover, there are now three schools offering DPA. Moreover, there are two schools offering Bachelor in Public Administration. The master's program is now offered in two modes, to wit: the traditional mode or campus based and the distance learning systems.

2. Offering PA the Traditional Way

There are ten schools offering public administration at the master's level. Four are state universities while six are private schools. It must be noted that one school was not considered in the paper. In Laoag City, Ilocos Norte, there are three schools offering master's program of public administration, two of which are private schools. Northwestern University (NU) offers Master of Arts in Public Administration (MAPA). Northern Christian College (NCC) and Mariano Marcos State University (MMSU) offer Master in Public Administration (MPA). Moreover, MMSU offers Master of Arts in Public Administration (MAPA).

In Ilocos Sur, only the University of Northern Philippines (UNP) in Vigan City offers Master in Public Administration. There are three major fields of specialization, to wit: governmental administration, local government and police administration. Since SY 2014-15, it has offered Bachelor in Public Administration.

In San Fernando City, La Union, Saint Louis College (SLC) offers Master in Public Administration major in local government administration and government administration.

Don Mariano Marcos Memorial State University (DMMMSU) offers Master in Development Administration. SLC used to offer Bachelor in Public Administration but for lack of takers, it had phased it out.

Table 12. PA Programs provided by HEIs per Province in Region 1

UETo / Duovin co	School			PA Offering	
HEIs/Province	Category		Bachelor's	Master's	Doctoral
Northwestern University	Private	Ilocos Norte		Master of Arts in Public Administration	
Northern Christian College	Private	Ilocos Norte		Master of Arts in Public Administration	
Mariano Marcos State University	SUC	Ilocos Norte		Master of Arts in Public Administration	
University of Northern Philippines	SUC	Ilocos Sur	Bachelor in Public Administration	Master in Public Administration	Doctor of Public Administration
Don Mariano Marcos Memorial State University	SUC	La Union		Master in Development Management major in PA	
Saint Louis College	Private	La Union	phased out	Master in Public Administration	
Pangasinan State University	SUC	Pangasinan	Bachelor in Public Administration	Master in Public Administration	
University of Luzon	Private	Pangasinan		Master in Public Administration	Doctor of Public Administration
Lyceum Northwestern	Private	Pangasinan			Doctor of Public Administration

In Dagupan City, Pangasinan, Lyceum Northwestern University (LNU) and University of Luzon (UL), both private schools, offer Master in Public Administration. Pangasinan State University (PSU) in Lingayen City of the same province, offers Master in Development Management. It also offers Bachelor in Public Administration.

There are three schools offering Doctor of Public Administration, namely: UNP, UL and LNU. Moreover, there are two schools offering Bachelor in Public Administration, to wit: Pangasinan State University and University of Northern Philippines.

3. Teaching PA via the Open University System

There are three schools in Region I, all of the state universities, offering master's program via the open university system. The University of Northern Philippines Open University System (UNP OUS) offers MPA major in Governmental Administration. The Don Mariano Marcos Memorial State University (DMMMSU OUS) offers the ladderized program of Master in Development Administration. After the student has obtained 24 units, he is awarded a Diploma in Development Administration.

The Pangasinan State University Open University System (PSU OUS) offers Master in Development Management major in Public Management.

Table 13. Enrolment in the PA Programs provided by HEIs per Province in Region 1 SY 2013-14 to SY 2015-26 (BPA, BAPA, BSPA, MPA, MAPA, MDM, DPA)

UETa / Drovince	School Year		PA Offering	
HEIs/Province	School Year	Bachelor's	Master's	Doctoral
Northwestern University	1st sem, SY 2015-2016		11	
	1st sem, SY 2014-2015		14	
	1st sem, SY 2013-2014		9 ave= 11	
Northern Christian College			No data	
Mariano Marcos State University	1st sem, SY 2015-2016		52	
	1st sem, SY 2014-2015		37	
	1st sem, SY 2013-2014		25 ave= 38	
Northern Christian College			No data	
University of Northern Philippines	1st sem, SY 2015-2016	74	48	24
	1st sem, SY 2014-2015	3	39	14
	1st sem, SY 2013-2014		63 ave= 50	16 ave = 18
Saint Louis College	1st sem, SY 2015-2016		12	
	1st sem, SY 2014-2015		11	
	1st sem, SY 2013-2014		17 ave = 13	
Don Mariano Marcos Memorial State University	1st sem, SY 2015-2016		109	15
	1st sem, SY 2014-2015		70	19
	1st sem, SY 2013-2014		75 ave = 85	12 ave = 15
University of Luzon	1st sem, SY 2015-2016		15	2
	1st sem, SY 2014-2015		18	4
	1st sem, SY 2013-2014		7 ave= 13	2
Lyceum Northwestern University	1st sem, SY 2015-2016		No data	
Pangasinan State University	1st sem, SY 2015-2016	946	44	
	1st sem, SY 2014-2015	845	59	
	1st sem, SY 2013-2014	936 ave = 909	52 ave= 52	

Pangasinan State University has an average enrolment of 909 students for the last three years in its bachelor's program and 52 in its master's program. In the master's program, DMMMSU has the biggest average number of enrolment at 85, followed by Pangasinan State University at 52 and University of Northern Philippines at 52. Northwestern University has the lowest at 11, followed by University of Luzon and Saint Louis College at 13 each. In the doctoral program, UNP has 18 and followed by DMMMSU at 15.

PSU graduated for the last wo years 126 in its bachelor's program. This is for all HEis. In the whole region, a total of 258 graduated in the master's programs while eight graduated in the doctoral program.

Table 14. Number of Graduates by HEIs per Province in Region 1 SY 2013-14 to SY 2015-26 (BPA, BAPA, BSPA, MPA, MAPA, MDM, DPA)

HETa/Pressings	Calcad Vasy	PA Offering				
HEIs/Province	School Year	Bachelor's	Master's	Doctoral		
Northwestern University	SY 2014-2015		6			
	SY 2013-2014		2 tot = 8			
Northern Christian College			No data			
Mariano Marcos State University	SY 2014-2015		2			
	SY 2013-2014		3 tot = 5			
University of Northern Philippines	SY 2014-2015		13	5		
	SY 2013-2014		11 tot = 24	2 ave = 4		
Saint Louis College	SY 2014-2015		0			
	SY 2013-2014		15 tot = 15			
Don Mariano Marcos Memorial State University	SY 2014-2015		3	2		
	SY 2013-2014		4 tot = 7	8 ave = 4		
University of Luzon	SY 2014-2015		No data			
Lyceum Northwestern University			No data			
Pangasinan State University			OUS - 81			
	SY 2014-2015	ETEEAP - 61	GS - 61			
			OUS – 24			
	1st sem, SY 2013-	ETEEAP -65	total= 105			
	2014	total = 126	GS – 32			
			total = 94			

4. Faculty

Shown below is the roster of faculty of the different schools. It is clear that all the faculty members possess relevant degrees. In UNP, however, there is no faculty with BPA degree which is required by CMO 6, series of 2010 as specialization of the coordinator for the program.

Table 15. Specialization of Faculty teaching the PA programs

Degree	MMSU	UNP	DMMMSU	PSU
DPA	1	6, 1 Phd	2 pursue DPA	3 DPA, 1 ongoing
MPA/MAPA	3	3	5	7
MDA/MDM				4
BPA/BAPA				2

Private Colleges/Universities

Degree	NWU	NCC	SLC	UL	LNU
DPA	2 Ph.d; 1 Ed.d with MAPA		Phd DA, PhD Mgt	3	3
MPA/MAPA	3	1	MPPM, MDA, MPA		
BPA/BAPA					

Issues

Among the problems identified are the following: 1) inadequacy of instructional materials and minimal number of qualified teaching force; 2) very few consortia and linkages among HEIs, and between HEIs & LGUs; and 3) lack of CMO for the graduate levels.

The programs that have worked well are as follows: 1) theses and dissertations are relevant to their agency needs; 2) one SUC to be vertically articulated already; 3) relatively strong linkages of some HEIs; 4) mentoring of graduate students to present papers in national and international conferences; and 5) presentation of theses in local or regional/national conferences and dissertation in regional/national or international conferences as requirement for graduation.

Recommendations

By way of recommendation, materials presented in PSPA conferences should be used as teaching materials. Second, presentation of theses and dissertations in conferences and publication thereof in refereed journals should be made as a requirement for graduation. Faculty should avail of the existing CHED faculty staff development.

REFERENCES

Statement of Receipts and Expenditures, 2010 to 2014, Sample LGUs from the Bureau of Local Government Finance http://www.anderson.ucla.edu/faculty/jason.frand/teacher/technologies/palace/datamining.htm http://data.gov.ph/infographics/ched-higher-education/d1/2/2012/2013

POLICY NOTE

I.	THEME:	
UNDAF	Sub-Outcome No.	

II. TYPE OF POLICY PROPOSED:

Amendment to Section 444 (b) 1 (v) of RA 7160 which provides that the LCE shall "... appoint all officials and employees whose salaries and wages are wholly or mainly paid out of municipal funds and whose appointments are not otherwise provided for in this Code, as well as those he may be authorized to appoint."

III. GOVERNANCE LEVEL:

National – Local

IV.SITUATION ANALYSIS

Section 444 of RA 7160 is on the Powers, Duties, Functions and Compensation of the Chief Executive. Section 444, (b) 1 (v) provides that the LCE shall appoint all officials and employees whose salaries and wages are wholly or mainly paid out of municipal funds and whose appointments are not otherwise provided for in this Code, as well as those he may be authorized to appoint.

Because of this, there are non-registered social workers appointed by the Local Chief Executives to occupy social work positions. This has caused demoralization among the ranks.

However, Section 10 of RA 4373 – An Act to Regulated the Practice of Social Work and the Operation of Social Work Agencies in the Philippines and for other Purposes provides that "... no person shall practice or offer to practice social work in the Philippines ... or be appointed as a social worker or to any position calling for social worker in any social work agency whether private or governmental without holding a valid certificate of registration as a social worker issued by the Board of Examiners for Social Workers."

V. WHAT IS THE PROPOSED POLICY?

Section 444 of RA 7160 is on the Powers, Duties, Functions and Compensation of the Chief Executive. Section 444, (b) 1 (v), AS AMENDED, provides that the LCE shall appoint all officials and employees whose salaries and wages are wholly or mainly paid out of municipal funds and whose appointments are consistent with existing laws, as well as those he may be authorized to appoint.

VI.JUSTIFICATION FOR PROPOSED POLICY (Approx. 1,000 – 2,000 words)

With the proposed amendment, the social work positions will be professionalized because only those with the necessary competence will be appointed to social work positions. This will improve the morale of the work force and thus improve productivity.

VII. TARGETTED SPONSORS:

(Signature)

Congressman Ronald Singson, 1st District of Ilocos Sur

REGION II

Dr. Joan Carinugan, Isabela State University Dr. Cristina Salvosa, Nueva Viscaya State University

ABSTRACT

The need to assess the state of decentralization and democratization is crucial to determine whether the Local Government Units (LGUs) are on track of their developmental goals and to identify interventions to address gaps. This report examines the state of decentralization, democratization and Higher Education Institutions (HEIs) in Region II, almost twenty five years after the enactment of the Local Government Code.

For LGUs that embraced the true meaning of decentralization, the law has become a vehicle of local democracy by providing participatory space for different sectors including CSOs and marginalized communities represented by POs. A case in point is the localized disaster risk and reduction management program and the automation of services to have more transparent and efficient transactions (Transparency Seal, timely reporting of revenues and expenditures in the DILG Transparency Portal, E- TRACTS for business permit and licensing, among others).

However, until now, most LGUs are not fully aware of their functions and prerogatives in terms of local tax revenue generation. Their operations are very much dependent on IRA. Similarly, the devolution of power and authority to local governments in 1991 created the imperative for massive capacity building for the thousands of local government officials in the country.

HEIs have already in fact created a niche as the capacity building resource for local governance competency requirements of LGUs, given the knowledge and expertise in many areas of learning that can be considered of value to the local government units' (LGU's) capacity building efforts. By virtue of their mandate, HEIs are in a better position to provide technical assistance to help enhance the capacity of the LGUs. They can offer both customized degree and non-degree programs such as training programs, research, and consultancy, which expand knowledge about local government and autonomy and enhance the capability of local government officials. While HEIs are identified to be service providers of LGUs in terms of capacity building through it degree and non-degree programs, the HEIs has to strengthen first its competence and pull their acts together to be able to provide better service delivery.

Keywords: decentralization, democratization, development, capacity building, local government

^{1 /} Prepared and submitted by Dr Joan Carinugan, Associate Professor at the Isabela State University and Dr. Cristina R. Salvosa, Professor at the Nueva Vizcaya State University, respectively. Both local researchers are active officers of the PSPA.

REVIEW

Methodology

The study used extensive secondary data gathering from various regional and provincial offices using guide questionnaire based on the outline prepared by the PSPA. To supplement the data, e-data were also taken from various sources of the World Wide Web.

Similarly, the local researchers also conducted key informant interviews with key officials from the PLGU and selected MLGUs, officials and faculty of SUCs and key officials of LGU.

Provincial DILG and COMELEC were also personally visited to request for data. Data were also validated from regional offices of COMELEC, DILG and CHED.

Time of Study

The Rapid Field Appraisal (RFA) was done from October to December, 2015 in the various provinces of Region 2. The preliminary result was prepared and presented during the PSPA 3D International Conference in Cebu City.

Locale of the Study

Cagayan Valley is at the north easternmost region in the Philippines. It has been a key lifeline to the nation's capital and neighboring regions providing sustained agricultural, mineral and hydropower resources for the country's industries. Once a major source of timber, much of its current comparative advantages come from its remaining vast stocks of natural endowment and fertile land area.

Cagayan Valley stands as the fourth largest region in the Philippines, covering 26,838 square kilometers. Of this area, three-fourths cover the provinces of Cagayan and Isabela. The region has a wide expanse of rich agricultural lands suitable to a wide variety of agricultural commodities. The region has already earned the distinction of being a major food supplier to the rest of the country, particularly in grains and legumes. Due to the soil's richness, the Valley takes pride in organically grown produce. The region is the most natural link between the country's fast paced development corridors such as Subic and Clark Free ports to its south and the large East Asian market. Being located on the northeastern tip of the country, the region is closest to Taiwan and Japan, making the region a natural and efficient production and commercial gateway. This potential is further strengthened via the development of the Cagayan Special Economic Zone and Freeport. (rdc2.gov.ph)

The region is composed of five provinces namely: the island province of Batanes, the mainland provinces of Cagayan, Isabela, Nueva Vizcaya and Quirino. It has 10 congressional districts, 3 cities, 90 municipalities and 2,343 barangays

As of the 2007 Census, the Cagayan Valley region posted a population of 3.05 million and a population density of 114 persons per square kilometer. Between 2000 and 2007, the region's average

population growth rate was at 1.17, slower than the 2.25 Average Population Growth Rate (APGR) during the last decade (2000-1990). Region 2 had the fourth lowest population level among all regions in 2007, constituting only 3.44% of the country's population for the same year.

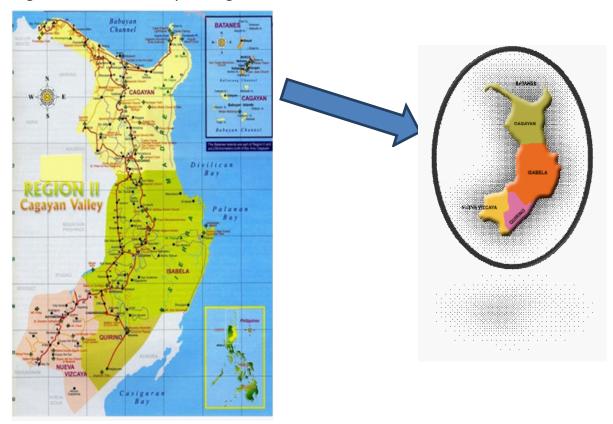


Figure 1 shows the map of Region 2.

STATE OF DEMOCRATIZATION IN REGION 2

The Philippines is often considered as one of the key players in the "third wave" of democratization. However, the path it has taken toward achieving a more mature democracy was at best, erratic. Until the late 80's, insurgencies were rife, private armies ruled the countryside, with a high rate of violent crime that typically surge during the election season (Schulzke, 2010). Huntington selects the Philippines along with Peru, Brazil and India, as among the most threatened third wave countries as it faces insurgency, poverty, socio economic inequalities, and with a large external debt and problems created by state economic regulation (S. Huntington, 1993:253-5 as cited by Schulzke, 2010).

Arguably, the weakest link in the fledging democratic push has been the local governments, most of which have degenerated into fiefdoms of feudal political warlords under the patronage of national political leaders. Breakdown in services and absolute dependence on national government largesse, reached a tipping point, where advocates and lawmakers led by then Senator Aquilino Pimentel Jr. saw the urgent and compelling reasons to push for the passage of the landmark law, the Local Government Code of 1991. This sought to fulfill the fresh constitutional mandate, which sought to empower local government units to enable them to fulfill the public good mission for good governance.

Democratization of governance structures in the country was made possible through the enactment of the Code, which sought to decentralize political power away from the national government and the elite political class.

Elections, Voter Turn-out, Electoral Violence, Dynasties and Elite Capture: What Work

The voter turnout in the Region is hard to predict as it has been fluctuating as reflected in Table 1. The increasing number of voters from 2007 to 2013 (Table 1), reported plebiscites (Table 2), cases of election protest (Table 3) and election appeal (Table 4) indicate that local democratic exercises were observed which implies that the people are interested to vote and are willing to participate in local democratic processes.

Table 1 shows an average of more than 76% voter's turn out in the region. Plebiscites were held and participated in by the voters. There were 2 election protests and 5 election appeals which denoted democratic electoral processes.

Year	Registered Voters	Voters who Actually Voted	Voters' Turn-Out
2004	1,498,501	1,167,106	77.88%
2007	1,599,510	1,183,845	74.00%
2010	1,833,137	1,386,611	75.64%
2013	1,871,822	1,475,903	78.85%

Table 1. Voter Turnout in Region 2, 2004-2013

Table 2. Plebiscites in Region 2

Date	Plebiscites
07.28.1991	Plebiscite for the creation of New Barangay Sta. Rosa taken from Bgy.
07.28.1991	Lucban of Abulug, Cagayan
09.01.1991	Plebiscite for the creation of new Bgy. Sta. Maria taken from Bgy. Villa
09.01.1991	Norte of Maddela, Quirino
09.22.1991	New Bgy. Pilar D. Galima taken from Bgy. San Luis of Solano, Nueva
09.22.1991	Vizcaya
7.03.1994	Plebiscite for the conversion of the municipality of Santiago Isabela to
7.03.1994	the City of Santiago
06.20.1995	Plebiscite in Isabela to ratify the division of Isabela province into 2 prov-
00.20.1993	inces
12.18.1999	Conversion of the municipality of Tuguegarao Province of Cagayan into
12.16.1999	a Component City
03.28.2001	Conversion of Cauayan, Isabela into a component city

Table 3. Election Protest Cases in Region 2

Province	Year	No. of Cases
Cagayan	2013	1
Nueva Vizcaya	2013	1
TOTAL		2

Table 4. Election Appeal Cases in Region 2

Province	Year	No. of Cases
	2013	1
Cagayan	2014	1
	2015	1
Isabela	2015	1
Isabeia	2013	1
TOTAL.		5

Source: National and Local Elections Statistics, Commission on Elections (2004, 2007, 2010 Elections, 2013 Elections, as of December 2013)

It is also interesting to note the rise of the "Joan of Arc" of local politics with the entry of Maria Gracia Cielo "Grace" Padaca in the gubernatorial derby in the Province of Isabela. A hard-hitting broadcaster, and a recipient of the coveted Ramon Magasaysay Award for good governance, Padaca has been hailed for ending the Dy clan's three-decade monopoly in the province by defeating Gov. Faustino Jr. and Benjamin Dy, in the 2004 and 2007 gubernatorial elections, respectively. This sent a message across the country that people were seeking a new type of leadership. However, in 2010 and 2013, Padaca fought Faustino "Bojie" Dy and lost. Boji Dy is the former mayor of Cauayan City, who has received various citations for leadership including Outstanding Mayor awards. This attests that the political muscle of the Dys has remained firm, which also negates the idea that reform politics could win against traditional politics

Elections, Voter Turn-out, Electoral Violence, Dynasties and Elite Capture: What Did not Work

Political dynasties are prohibited under the 1987 Constitution. However, the constitutional provision is not self-executory and requires that an enabling law must be passed. All attempts to pass such a law have failed, understandably because most legislators are members of what could be rightly called political dynasties. Even the Commission on Election seems to be powerless to stop political families from running. The poll body could not prohibit or control them and it is up to the voters to put an end to political dynasties.

Like in the past, political clans dominate elections in the Region. Politicians have switched parties but almost the same faces and names run for election. Dominant political dynasties in the Region include the Enriles of Cagayan, the Dys and the Albanos of Isabela, the Padillas and the Cuaresma of Nueva Vizcaya, and the Cuas of Quirino. Also, more political clans have been observed in various municipalities in Isabela such as the Agacaoilis in San Mateo, the Kiats in Echague, and the Respicios in Reina Mercedez. Other political families in Cagayan include the Pascuals of Lallo, the Turingans of Enrile, and the Nollascos of Gattaran.

True to the general observation in the country, political parties do not really offer nor support polices that benefit the poor but instead introduce policies that entrench political dynasties. Some cases of poll violence were recorded in May 2013 election particularly in Tuao, Cagayan with three shooting incidents, with one resulting in the death of a campaign supporter.

Flying voters, vote-buying, ballot-switching and dagdag-bawas (vote-padding/vote-shaving) used to be the notorious forms of electoral frauds under the manual-voting system. When election process switched to automated voting and counting in the 2010 elections, vote-buying has continued and become more sophisticated and rampant. However, everybody kept mum about it.

People's Participation/NGO/PO: What Work

The Local Government Code of 1991 envisions more empowered LGUs engaging citizens actively through local special bodies and other governance processes and mechanisms.

Civil Society Organizations (CSOs) continue to play a vital role in governance, being one of the major actors of society along with the government and the private sector. In a study conducted by LGA, DILG in 2011, CSOs provide a wide variety of programs and services. Results show that a majority of CSOs (52%) have livelihood programs, and many are active in education and training (43%) and lending, financing and grants (41%). In terms of the LGPMS service areas, CSOs are most willing to engage LGUs in the areas of livelihood (57%), development planning (45%) and health and nutrition (40%). With respect to sectors served, 52% are working with farmers/peasants, 46% with women, and 34% with youth and students. The CSOs surveyed were primarily rural and community-based, almost half of them operating with annual budgets below PhP150,000. There are, however, organizations with significantly greater financial resources. Comparison by CSO type reveals that civic and professional/industry associations are the oldest on average, while NGOs and cooperatives are the most financially capable (LGA, DILG, 2011).

In Region 2, an increasing number of CSOs were noted, as evidenced by the 239 registered, accredited or listed CSOs which were clustered into Cooperatives, people's organizations, and non-government organizations (LGA, DILG, 2011).

It is remarkable to note that specialized bodies such as the Local School Boards and Local Health Boards have continued to be more functional.

In the province of Nueva Vizcaya, 69 CSOs were accredited as of 2015. Aside from the participation to LSBs and PDC, the CSOs are invited to participate in the monitoring and evaluation of projects of the province. The provincial government has provided platform for the CSOs to easily be accredited and participated in the governance process for example in the Provincial Development Council.

In Isabela province, outstanding cooperatives, cooperative development councils and cooperative leaders in the region are being recognized by the Cooperative Development Authority (CDA) Cagayan Valley for their exemplary performance. The provincial LGUs have continuously

provided financial support to the cooperative sector by strengthening the Provincial Cooperative Development Council and by increasing the funds for capacity building of cooperative leaders.

Women participation in local governance is also evident in the province of Isabela with the presence of women organization such as the Isabela Green Ladies Organization (IGLO). IGLO has been very active in initiating development programs by uniting women in terms of contributing their time, skills and resources towards the development of the province. Since 2013, the IGLO has been partnering with academic institutions like the Isabela State University in the conduct of training on Catering Management as part of its capacity building initiatives for women.

Similarly in Batanes, the two accredited CSOs are federations of senior citizens and disabled persons implying their importance to the development of the province. Accordingly, these federations, aside from the church, actively participated in the various events of the province.

People's Participation/NGO/PO: What Did not Work

In Batanes and Quirino, although CSOs are accredited, yet, they are not part of LSBs and other committees. This might be explained by the fact that participation of CSOs in local governance may be influenced by the elected local leaders; Participation may be dependent on the initiative and openness of the leaders to encourage CSOs to be part of the governance process of the LGUs.

Meanwhile, citizens have low awareness of the presence and/or availability of local government services particularly on agriculture and support to education as demonstrated by the results of the Citizen Satisfaction Index System (CSIS) conducted in the four Cities in the Region – Tuguegarao, Santiago, Ilagan and Cauayan . The Citizen Satisfaction Index System (CSIS) is a component of the social accountability initiative of the Department of Interior and Local Government. It is designed to generate citizens' feedback on the reach and quality of basic government services as regards the following: health, education, social welfare, governance and response, public works and infrastructure, environmental management, agriculture, and tourism.

Citizens' knowledge on the basic services of Tuguegarao City Government is generally low in Basic Education Programs and Services, Governance and Response Services, Public Works and Infrastructure Services, Environmental Management Services, Agricultural Support Services and Tourism Promotion Services. This implies that the local governments have performed below expectation in informing its citizens with its existing programs and services which are due to the people.

Human Rights: What Work

The Commission on Human Rights whose primary function is to investigate all forms of human rights violations involving civil and political rights in the Philippines, reported that the 1,508 complaints and cases that occurred from September 1972 until February 1986, diminished in 1991. Similarly, cases solved went up 2009 as demonstrated by the diminishing number of cases in Figure 2.

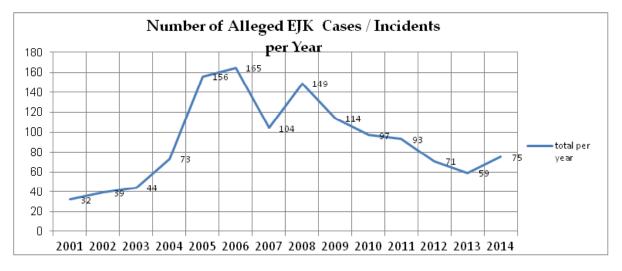


Figure 2. Number of Alleged EJK Cases / Incidents from 2001-2014

Source: 2014 Karapatan Year-end Report

Human Rights: What Did not Work

The incidents of human rights violations have been in an up-down trend. Alleged extrajudicial killings reached the highest number accounting for 165 cases in 2006 as reflected in the report of the Commission on Human Rights.

The 2014 Year-end Report of Karapatan uncovered a significant number of victims of extrajudicial killing and enforced disappearance in 2010 when President Benigno Aguino assumed office. According to the report, there were 10 victims of extrajudicial killing and 2 enforced disappearance in Region 2.

Media: What Work

The media, referred to as the fourth estate, plays a crucial role in creating political awareness among the citizens. Increasing influence of media on local governance has been evident through the existence of independent local media in the Region such as television (TV), radio and print. In Isabela, thirteen (13) radio stations, eleven (11) newspapers, and two (2) TV stations have been identified.

In Nueva Vizcaya, 2 local radio stations continue to operate, one of which is the Radio Veritas managed by the Catholic Church. A local newspaper, Vizcaya Advocate is also in operation. While in Quirino, local newspaper and local radio station are owned and managed by the provincial LGU.

Local media in the Region has continuously assumed the role of watchdog of democracy by providing information to viewers, listeners and readers on political themes.

Media: What Did not Work

The Philippines continues to be among the countries where press freedom is imperiled. According to two international media watchdogs, the Philippines remain the second deadliest country in the world for journalists in 2011, next only to Iraq. In a report posted on its website, the New York-based Committee to Protect Journalists noted that at least 72 journalists were killed in the Philippines for their work since 1992.

In the provinces, anyone can buy radio time where part-time commentators attack or malign their enemies on air. The object of these attacks often resorts to hiring a professional killer to "silence" the commentator. It is unfortunate to note that killings like these almost always remain unsolved.

Similarly, the politicians used the media to advance their political career. Some of them even operate radio stations and/or local newspapers.

STATE OF DECENTRALIZATION IN REGION 2

According to Senator Pimentel in his keynote speech during the PSPA 3D International Conference in Cebu City in November 2015, the Local Government Code of 1991 has not been fully implemented by the national government even after almost 25 years of implementation. Yet, it has its share of successes and good stories to tell. The law breeds democratic leaders; Robredo (of Naga), Agbayani (of Nueva Vizcaya), Coscolluela (of Negros Occidental) and many more local leaders who embrace the ideals of the LGC.

The main feature of the LGC is the relinquishing of responsibilities of the national government in favor of local government units in the provision of public goods and social services. To efficiently deliver the devolved tasks, the LGUs were given increased powers to mobilize their own resources. The Local Government Code of 1991 clearly specified the tasks that should be devolved to the LGUs.

Historical Share of IRA of Selected LGUs from the CY 1992-2015

There is no doubt in the minds of the local government constituencies that there is enough money to finance devolved functions as well as for development projects.

But it is very disturbing to note that when it comes to financing local budgets, local officials often say that there are no available funds for health and social services, road repair and maintenance wherein taxes should absolutely redound to all sorts of benefits to the citizens, particularly basic social services such as education, health care, infrastructure and public safety.

Starting CY 1992, with the passage of the Local Government Code of 1991 under Republic Act No. 7160, Local Government Units (LGUs) have been entitled to the Internal Revenue Allotment (IRA) as follows: 1992 - 30%; 1993 - 35%; 1994 onwards - 40%. This percentage share is based on collections from the national internal revenue taxes actually realized during the 3rd fiscal year

preceding the current fiscal year as certified by the Bureau of Internal Revenue (BIR). With the new formula of IRA, LGU revenues increase substantially.

Table 6	Historical Share	of Selected I	GIIs from	the CY	1992-2015
Table 0.	THISCUITCH SHAFE	O SCIECTER	LGUS IIUIII	uic Ci	T フ フ Z _ Z U T フ

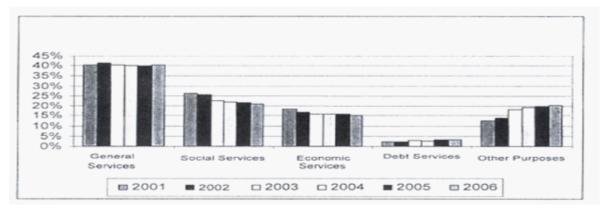
<u>Year</u>	Internal Revenue Allotment (in Billion Pesos)
<u>1992</u>	<u>P20.30</u>
<u>1993</u>	<u>P36.12</u>
<u>1994</u>	<u>P46.13</u>
<u>1995</u>	<u>P52.04</u>
<u>1996</u>	<u>P56.59</u>
<u>1997</u>	<u>P71.04</u>
<u>1998</u>	<u>P80.99</u>
<u>1999</u>	<u>P96.78</u>
2000	<u>P111.77</u>
<u>2001</u>	<u>P111.77</u>
2002	<u>P134.42</u>
2003	<u>P141.00</u>
2004	<u>P141.00</u>
2005	<u>P151.60</u>
2006	<u>P166.00</u>

Source: (http://www.ombudsman.gov.ph/UNDP4/wp-content/uploads/2013/01/15th-DGF-Proceedings-_as-of-30-Nov_.pdf)

Sectoral Distribution of LGU Services

Despite the mandated transfer of devolved basic social services, the figure above reflects that general services continue to consume the bulk of the LGU budget. Social services, such as health, education, housing and social welfare, follow, however, show a declining trend over the period.

Figure 3. Sectoral Distribution of LGU Services



The Human Development Index

The report highlights the inequality and disparity across regions in the country and the slow pace of development. Human development, as defined by the United Nations Development Programme (UNDP), is a process of enlarging people's choices.

Table 7 below shows the Human Development Index profile of the five provinces in Region 2. The Philippine Human Development Report (PHDR) 2012/2013 revealed that the Filipinos' quality of life has relatively improved.

Province	HDI					Difference			
Province	1997	2000	2003	2006	2009	2000-1997	2003-2000	2006-2003	2009-2006
Batanes	0.822	0.745	0.793	0.769	0.789	(0.078)	0.048	(0.023)	0.020
Cagayan	0.491	0.513	0.550	0.590	0.632	0.022	0.037	0.040	0.042
Isabela	0.568	0.585	0.589	0.584	0.603	0.016	0.005	(0.005)	0.019
N.Vizcaya	0.585	0.618	0.679	0.666	0.678	0.033	0.061	(0.013)	0.013
Quirino	0.510	0.474	0.595	0.577	0.616	(0.036)	0.121	(0.018)	0.039

Table 7. Human Development Index, Region 2

Source:http://www.nscb.gov.ph/hdi/2012/Human%20Development%20In%20Philippine%20Provinces%20 1997-2009.pdf

Based on the report, ten provinces which include Cagayan, Nueva Vizcaya and Quirino of Region 2 were considered as the most improved in the 10-year period in terms of human development. This means that in 2009, they were the best performers in terms of per capita income, public spending on health, and schooling for its residents, among other factors affecting human development.

	HDI rank	[Gap Improvement				
1997	2009	Province	HDI (%)	Life Expectancy Index (5)	Education Index (%)	Income Index (%)	
3	1	Benguet	46.0	53.0	35.0	18.0	
44	13	Biliran	28.4	12.6	-12.9	-8.0	
41	12	Cagayan	27.7	55.8	74.1	27.3	
14	8	Nueva Vizcaya	22.5	22.5	12.1	0.9	
40	20	Catanduanes	22.4	24.7	13.7	1.4	
34	17	Quirino	21.6	32.4	20.5	5.0	
32	19	South Cotabato	20.4	20.9	9.1	-1.3	
28	14	Aurora	20.0	38.8	25.0	8.4	
76	53	Bohol	19.8	36.7	23.8	6.8	
78	64	Eastern Samar	17.0	27.5	18.8	4.3	

Table 8. HDI Gainers and Comparative Gap Improvements, 1997-2009

Extent of Delivery of Devolved Services

This part presents the extent of delivery of devolved services in the LGUs particularly in social services, health and agriculture.

Table 9. Extent of Delivery of Social Services in Region 2

Sector	"What Worked "	" What Did Not Work "
Sector Social Services	In Isabela, the province, based on the 2014 state of local governance report, got an excellent performance. 1. Education. The provincial government is truly responsive to basic education. The Local School Board is functional. 2. Peace & Order. Appropriate structure and plan for community and child protection were established. Funding and other essential support for effective services and Katarungang Pambarangay are ensured. Crime incidence is reduced, and most, if not all, interpersonal disputes are immediately and amicably settled. 3. Disaster Management. The province has obtained the highest marks in the regional competition for Disaster Preparedness with ts Provincial Disaster Reduction & Management Council (PDRRMC) having been awarded twice in the Gawad Kalasag in CYs 2012 and 2013. Isabela now has the most active highly trained, responsive and best equipped 24/7 rescue team in the whole Region 2. In the area of peace and order, the operations of the Provincial Peace and Order Council of Nueva Vizcaya had shown that both government and civil society organizations can work together to sustain peace and order and address issues and concerns on public safety. In fact, the PPOC had been a recipient of various national awards due to its effective programs on peace and order. In the area of disaster risk reduction, the provincial government of NV relocated the existing office to better handle risk reduction. A new office had been renovated and equipped with new equipment and accessories to better handle disasters and	Various accredited NGOs in the social sectors are not operational and just being accredited for political convenience or for political vested interest of certain politicians.
	reduction. A new office had been renovated and equipped with	

Table 10. Extent of Delivery of Services in Agriculture, Region 2

Sector	"What Worked "	" What Did Not Work
Agriculture	continues to reign as the life and soul of the Isabelinos cascading to most Filipinos	counterpart at the national levels, which is in accordance with the municipality
	ensuring food and livelihood to Isabel farmers and fisher folks. The Nueva Vizcaya PLGU had prioritized support to local agricultural industries and put added investment to priority commodity	Devolved personnel according to Municipal Agricultural Offices (MAOs) from Batanes have more responsibilities; programs of the national agency are being cascaded to them in addition to the local programs. This situation actually hampered the real essence of decentralization.
	by providing support mechanism through infrastructure and access to market.	
	The provincial LGU has invested additional funds for the Nueva Vizcaya Agricultural Terminal and invested on Nueva Vizcaya "Pasalubong Center". These Projects are co-implemented and co-managed with CSOs in the province.	Procurements of agricultural capital outlays and other agricultural supplies are still being done at the regional and even at the national level. These items are just being brought into the LGUs, sometimes, under terms and conditions which are detrimental to the LGUs themselves. A case in point was the controversial "fertilizer" scam, wherein the province was a recipient of bags of fertilizers with were overpriced and under spurious procurement systems and procedures.

Table 11. Extent of Delivery of Health Services, Region 2

Sector	"What Worked"	" What Did Not Work
Health	The LGUs in Isabela performance on Health Services is excellent. This is characterized by a highly functioning health system with a quality primary health care, quality maternal care and quality child care, CSO participation, medical missions and health insurance for indigent families. These innovations that add more luster to, and dynamism in the health system. The Local Health Boards greatly contributed to this effect.	Magna carta benefits for health workers have not been granted such as the hazard pay. Despite decentralization, there are still programs and projects being undertaken by the national government and cascaded to the local government units. This situation actually hampered the true essence
	More numbers of local health facilities are established and managed by local doctors and nurses hired by the LGUs that provided access greater access to communities.	of decentralization. Certain medicines and equipment
	Health services in the LGUs are most felt either in the rural health units and in the district hospitals of the provincial government of Nueva Vizcaya. Direct health interventions are made available due to the presence of medical doctors, nurses and nursing attendants in the rural areas and in the district hospitals.	procurements are still being undertaken by the DOH – Regional office in favor of the LGUs. Approvals for the constructions of local district hospitals are still being approved on the national or regional levels
	Localizing the hiring procedures of health personnel are done at the local level.	
	Procurement of medicines are done locally so that it is always made available for the patients while health facilities are continuously being procured such as additional buildings, additional medical equipment to accommodate the growing needs of patients	

THE STATE OF HIGHER EDUCATION INSTITUTIONS AND PA CAPACITY BUILDING IN REGION 2

Aside from the Local Government Academy which is responsible for human resource development and training of local government officials and personnel, the HEIs are similarly mandated to develop the same human resources to make them effective partners for national progress.

The role of Higher Education Institutions (HEIs) as a key institutional support for governance and development is increasingly being recognized. HEIs play a vital role in strengthening governance capacity at the local level as provider of capacity building programs. They are generally mandated to deliver capacity building services to all clients in the form of degree and non-degree programs. This assumption comes from the "town and gown" concept, wherein the "gown" (HEI), in order to be fully relevant and responsive, should be able to meet the academic needs of the "town" or the geographic area where it operates. As local institutions, both the HEI and the LGU have the responsibility to develop the local community and region. Both are mandated to pursue local development goals and objectives to make the community a better place to live (ASPAP 2006).

The Legal Basis

The 1987 Constitutional Mandate

The role of HEIs in local development, particularly in building capacities of LGUs, has become increasingly recognized over the past years.

In the Philippines, participation of HEIs in the general development processes has actually been identified and encouraged in the Constitution as a state policy. This is evident in Art. II, Sec. 17 of the 1987 Constitution which provides that:

"the State shall give priority to education, science and technology, arts culture, and sports to foster patriotism and nationalism, accelerate social progress, and promote total human liberation and development."

Higher Education Acts

RA No. 7722 or the Higher Education Act of 1994 is quite clear on the role of HEIs in development, that HEIs shall gear their programs to national, regional or local development plans.

Sec 4. (s) of Republic Act No. 8292 states that the governing body of state universities (Board of Regents) and colleges (Board of Trustees) shall have the powers and duties:

"to develop consortia and other forms of linkages with local government units, institutions and agencies, public and private, local and foreign, in furtherance of the purposes and objectives of the institution." HEIs in the Philippines are mandated to implement community extension programs with their other functions such as instruction, research and production. CHED refers to Extension as the "act of communicating, persuading and helping specific sectors or target clienteles (as distinguished from those enrolled in formal degree programs and course offerings) to enable them to effectively improve production, community and/or institutions, and quality of life" (CHED CMO No. 8 series 2008 accessed on 23August 2011 at http//www.ched.gov.ph). Extension activities of HEIs performed in terms of participation in community events.

The Higher Education Reform Agenda (HERA) for 2011-2016 strengthens the crucial role of higher education in national development. Developed in line with the thrusts of the Philippine Development Plan 2011-2016 and CHED Strategic Plan, the HERA emphasizes that HEIs should be placed in the full service of national development. It contains unified agenda of reforms aimed at maximizing CHED's contribution towards developing competent and high-level human resource.

Local Government Code of 1991

The Local Government Code of 1991, otherwise known as Republic Act 7160, provides the legal foundation to institutionalize the participation of other sectors of society in local governance. Under the Code, LGUs are encouraged to collaborate with public, private, and voluntary organizations or agencies. Specifically, Chapter IV, Section 34 of the Code states that:

"local government units may enter into joint ventures and such other cooperative arrangements with people's and non-governmental organizations to engage in the delivery of certain basic services, capability-building and livelihood projects, and to develop local enterprises designed to improve productivity and income, diversity agriculture, spur rural industrialization, promote ecological balance, and enhance the economic and social well-being of the people."

HEIS AS PROVIDERS OF CAPACITY BUILDING PROGRAMS FOR LGUS

HEIs have offered both degree programs and non-degree programs in the form of training for LGUs under their extension program.

Of the 73 HEIs in Region 2, 14 offer PA courses. All 5 SUCs are offering bachelor's and graduate degree programs in Public Administration. Moreover, graduate students now prefer to study in SUCs because of relatively lower tuition fees.

Table 12. Distribution of Higher Education Institutions by Region and Sector Type

			PUBLIC					
REGION		SUCs					Private	Total
REGION	Main	Satellite Campuses	Sub Total	LUCs	Others	Total	Tirvate	iotai
1	6	21	27	4	-	31	83	114
II	5	18	23	1	-	24	49	73
III	12	37	49	11	1	61	165	226
IV	5	55	60	13	1	74	229	303
V	6	42	48	1	-	49	41	90
VI	8	24	32	16	-	48	106	154
VII	11	53	64	9	1	74	77	151
VIII	5	24	29	10	-	39	123	162
IX	10	28	38	3	-	41	54	95
Χ	6	46	52	-	-	52	54	106
XI	6	33	39	6	-	45	67	112
XII	4	8	12	4	-	16	84	100
XIII	4	11	15	-	-	15	77	92
NCR	6	9	17	16	3	36	302	338
CAR	6	14	20	-	1	21	36	57
ARMM	4	4	8	-	7	15	51	66
CARAGA	4	10	14	1	-	15	45	60
TOTAL	110	437	547	95	14	656	1,643	2,299

Source: Commission on Higher Education website accessed on 3 November 2014 at http://www.ched.gov.ph/ wp-content/uploads/2013/07/hei-graph-numbers.png

Table 13. Summary of HEIs with PA Program in Region 2

Higher Education Institution	Programs	Authority
Aldersgate College	Master in Public Administration	GR No. 262
	major in Development Management,	
	Knowledge Management, and	
	Human Resource Management	
University of Cagayan Valley	Doctor of Public Administration	GR No. 280
	Master in Public Administration	GR No. 013
	Bachelor in Public Administration	GR No. 039
University of La Salette	Doctor of Public Administration	CMO No. 32, s.2001
	Master in Public Administration	GR No. 008
	Bachelor in Public Administration	CMO No. 32, s.2001
	Diploma in Public Administration	CMO No. 32, s.2001
Lyceum of Aparri	Bachelor in Public Administration	GR No. 041
Northeastern College	Master in Public Administration	GR No. 190

Our Lady of the Pillar College-	Master in Public Administration	GR No. 194
Cauayan	BS in Public Administration	GR No. 016
St. Ferdinand College-Ilagan	Master in Public Administration	GR No. 023
	BS in Public Administration	GR No. 016
University of Saint Louis-	Doctor of Public Administration	GR No. 045
Tuguegarao	Master in Public Administration	GR No. 035
	Bachelor of Arts in Public Administration	GR No. 231
	BS in Commerce major in Public Administration	GR No. 036
	BS in Business Administration major in Public Administration	CMO No. 59 S. 2007
Saint Mary's University of	Doctor of Public Administration	CMO No. 32
Bayombong	Master in Public Administration	GR No. 011
	Innovative Master in Public Administration	CMO No. 32
	BS in Public Administration major in Government Management	CMO No. 32
	BS in Public Administration & Political Science	CMO No. 32
	BS in Public Administration & Legal Studies	CMO No. 32
Saint Paul University	Doctor in Public Administration	
Philippines	Master in Public Administration	
FL Vargas College-Tuguegarao	Master in Public & Business Management major in Public Administration	GR No. 027
Isabela State University-Main	Doctor of Public Administration	BR No. 40
(Echague)	Master in Public Administration Regular and Customized in Partnership with PCLLA	BR 24-B
	Bachelor of Arts in Public Administration	BR No. 13
Nueva Vizcaya State University - Main	Master in Public Administration major in Local Government Administration, and Government Management	BR No. 20/88-333
	BS in Public Administration	SBM, Resolution No. 86-323

Cagayan State University- Andrews, Lasam and Sanchez Mira	BAPA Regular and Customized Program thru ETEEAP in Partnership with PCLLA	BR No. 38
	Masters in Public Administration	
	Major in Program & Project Development & Administration,	
	Local Governance, Law enforcement, and Criminal Justice Administration	
	Doctor in Public Administration	BR No. 82

Table 14. HR Capacities of HEIs in offering PA Programs including Training Courses & Consortia/Province

HEIs	No of Full time Faculty with PA specialization	Number of Resource persons with PA specialization	Number of Faculty/ Resource persons with related specialization
Batanes State University	0	0	1
Cagayan State University	7	7	7
Isabela State University	7	7	7
NVSU –Bayombong & Bambang Campus	7	6	7

Consortia and Network Arrangements

In keeping with the changing demand of clients/local government officials and employees, HEIs have customized their degree programs in partnership with leagues of local government by introducing seminar-type classes. Compared to a regular MPA/MPM program which can be earned in 18-22 months, a customized degree program can be finished in just 12-15 months, without foregoing the required number of hours.

The ISU's and CSU's Customized Degree Program in Partnership with the Philippine Councilors' League-Legislative Academy (PCLLA) is being undertaken since 2014. ISU and CSU, in partnership with the Philippine Councilors' League-Legislative Academy (PCLLA), offer Customized Degree Program in MPA and BAPA respectively, where classes are conducted in the place of the requesting or partner LGU, meeting every week like the regular MPA/MPM program. Guided by Commission on Higher Education's (CHED's) Expanded Tertiary Education Equivalency and Accreditation Program¹⁶ (ETEEAP), CSU offers the BAPA to LGU officials and employees who have not earned a bachelor's degree.

¹⁶ The ETEEAP is a program introduced by the CHED to recognize that education and the acquisition of higher learning take place within and beyond the confines of the classroom. The program aims to formally acknowledge higher learning obtained from informal and non-formal modes of education.

The ETEEAP is a program introduced by the CHED to recognize that education and the acquisition of higher learning can take place within and beyond the confines of the classroom. The program aims to formally acknowledge higher learning obtained from informal and non-formal modes of education. Under this program, skills and competencies acquired outside the formal education system are evaluated and accredited. With this new innovation, training programs attended by them will be given credits convertible to academic degrees.

Program Design

The program is conducted every month with three-day face to face seminar-type classes, delivered by faculty experts of the University and guest lecturers. Faculty experts provide theories, while guest lecturers take charge of the practices. This is part of academic redirection and adoption of innovative approaches to keep up with the development, trends and demands in society.

Institutional Arrangement

This institutional arrangement is based on the collaborative efforts of the different sectors, the Isabela State University, the Legislative Academy-Philippine Councilors League, with the support of the Department of Interior and Local Government. ISU is the degree-granting institution while the PCL-LA as the training arm of the Philippine Councilors League brings students to the University.

Table 15. Consortia and Networks Arrangements of HEIs per Province in Region 2

Province	HEIs	Description of Consortia and Network Arrangements
Batanes	Batanes State College	Consortium with CSU and Provincial Government of Batanes to offer MPA PLGU of Batanes offer scholarship (tuition fee) to
		employees taking up MPA Program
Cagayan	Cagayan State University	Regional Line Agencies (CSC, DTI, DILG, NEDA, BJMP, NCIP, PRC)
		Consultancy & Professional Development, Research Engagement
		Local Government Units
		Consultancy

Isabela	Isabela State University	Philippine Councilors League-Legislative Academy (PCLLA) for Customized MPA Program
		LGUs for the conduct of ITP of BAPA students, and extension programs such as Adopt-A-Barangay
		Philippine Public Safety College for research and Consultancy
		ASPAP, PSPA
Nueva Vizcaya	NVSU	Research and Capacity Building with ASPAP and PSPA
	St Mary's University	Membership to ASPAP and PSPA
	Aldersgate College	None
Qurino	Quirino State University	None

Table16. Isabela State University Customized MPA Program in Partnership with PCLLA

Batch	No. of Students/Graduates	Remarks
1st Batch – Region 2	49 students enrolled	January 2014 to April
"Primera Klase"		2015
		34 Graduates
2 nd Batch – Region 2	34 students enrolled	October 2015 – present
"Completos Rekados		
3 rd Batch – Tabuk	25 students enrolled	January 2015 – present
"Aguila"		
4 th Batch – Kalinga	35 students enrolled	April 2015 – present
"Tug' gay"		
5 th Batch – Region 2	34 students enrolled	June 2015 – present
"El Fuego"		

Issues and Challenges of HEIs

However, it is worthy to note that almost all universities have indicated issues and problems in capacity building of their respective faculty. While HEIs have to provide academic services to LGUs as one of prime clients, it has to capacitate itself first to be able to extend the best service delivery. In Nueva Vizcaya, PHEIs are experiencing "brain drain" in their core faculty. of the faculty prefer now to work in SUCs since it provide better salaries and security of tenure. While in SUCs, some faculty teaching PA courses are not PA graduates nor received any formal PA training courses. Limited library materials and inadequate budget for the graduate programs are also related issues specified by most of the key informants.

Table 17. Issues and Recommendations provided by HEIs in Region 2

HEIs	Issues	Recommendations/Actions
Batanes State College	Lack faculty to teach PA courses lack of expertise of faculty to teach MPA subjects	Forge collaboration with CSU through consortium
Isabela State University	Inadequacy of library holdings for professional subjects. Issue of Verticalization of Faculty Few enrolled students for the BAPA Program	Increase budget allocation Retooling of Faculty Strengthen Information Drive for Secondary Schools
Cagayan State University	Inadequacy of library holdings for professional subjects. Inadequacy of training in the field for some faculty members teaching professional subjects	Increase budget allocation Send Faculty to PA training programs
NVSU	Issue of Verticalization of Program NVSU - Bayombong Campus has no feeder undergraduate course (BAPA or BSPA) Limited library materials and facilities	Close the MPA/MAPA Program in Bayombong Campus and offer Public Management as one field of specialization in the Master of Management Program
QSU	Proximity of other universities offering same course	Send Faculty to PA training programs

CONCLUSIONS AND RECOMMENDATIONS

Conclusions

The state of democratization and decentralization in Region 2 pointed out that while problems and issues had occurred during the first years of implementation of LGC because of unclear delineation of roles of DILG and LGU and inadequate monitoring and assessment of the decentralization program in terms of awareness and readiness of newly elected officials, it also demonstrates series of accomplishments and best practices vis-a-vis innovations that came out of the law.

For LGUs that embraced the true meaning of decentralization, the law has become a vehicle of local democracy by providing participatory space for different sectors including CSOs and marginalized communities represented by POs. LGUs become more responsive and connected to communities in terms of economic, social and environmental services delivery. A case in point is the localized disaster risk and reduction management program and the automation of services to have more transparent and efficient transactions (Transparency Seal, timely reporting of revenues and expenditures in the DILG Transparency Portal, E- TRACTS for business permit and licensing, among others).

However, until now, most LGUs are not fully aware of their functions and prerogatives in terms local tax revenue generation. Their operations are very much dependent with the IRA. It may be also concluded that the IRAs were decreasingly spent on devolved services.

Similarly, the devolution of power and authority to local governments in 1991 created the imperative for massive capacity building for the thousands of local government officials in the country.

Some HEIs in Region 2 introduced innovations in the conduct of LGU capacity building in the form of customized degree programs in partnership with the Philippine Councilors League-Legislative Academy. HEIs have already in fact created a niche as the capacity building resource for local governance competency requirements of LGUs, given the knowledge and expertise in many areas of learning that can be considered of value to the LGU's capacity building efforts. By virtue of their mandate, HEIs are in a better position to provide technical assistance to help enhance the capacity of the LGUs. They can offer both customized degree and non-degree programs such as training programs, research, and consultancy, which expand knowledge about local government and autonomy and enhances the capability of local government officials.

Recommendations

The HEIs to be able to effectively and efficiently provide capacity building to LGUs and other clients must capacitate first themselves and pull their acts together. The HEIs in Region 2 may organize consortium with NCPAG and ASPAP to assess the capacity building requirements of faculty. It is also important that the curriculum of the MPA/DPA Program are to be evaluated.

The following activities are recommended to be undertaken by the HEIs:

- 1. Offer customized degree program to local leaders and employees to become better area managers. Through operating under the philosophy of TOWN & GOWN, academic institutions (GOWN) must reach out to the geographic area (TOWN) where they operate.
- 2. Institutionalize the "Local Chief Executive Academic Course" of which the program may be subsidized by the DILG. Consortium of HEIs with LGA may offer the course.
- 3. HEIs may cluster geographically and establish Institute or Center for Governance to develop sustained partnerships with various LGUs in the Region.

Offer scholarship program to deserving local leader and local employees by formalizing cooperation and agreement among LGUs, DILG and local HEIs.

HEIs may provide technical assistance to LGUs who would like to venture to PPP as an alternative way of enhancing their income-generating programs. The preparation of the Feasibility study may be undertaken by the HEIs.

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POLICY NOTE

I. THEME: UNDAF Sub-Outcome No. _____

II. TYPE OF POLICY PROPOSED: New Policy

III. GOVERNANCE LEVEL: National-local

IV.SITUATION ANALYSIS

The institutional and policy frameworks governing the provision of Capacity Building Programs for Local Government Units (LGUs) in the country is not centrally oriented and regulation of training programs is weak or absent.

Capacity building (CB) is central to development (UNDP 2010; Grindle 1997). Local government personnel, as public servants, need to have the knowledge and skills to perform their functions and enable the local government of which they are part to achieve the goals that the local government units (LGUs) have set for themselves.

The devolution of power and authority to local governments in 1991 due to the passage of the Local Government Code created the imperative for massive capacity building efforts for the thousands of local government officials in the country.

Over the years, RA 7160 has achieved major gains as manifested by the citations and awards received by LGUs from recognized local and even international award-giving bodies. As empowered entity, an LGU is primarily responsible for meeting the needs of its constituents. As such, individual competencies must be harnessed into institutional capabilities to enable the LGU to perform its functions (Juan 1999:2)

However, the implementation of the Code has not been without challenges and problems. Twenty-four years after the implementation of the Code, LGUs have been assessed to lack the expertise needed to perform their functions such as program formulation, implementation and evaluation. To this day, most LGUs lack the needed capacity to carry out their new responsibilities.

To address this, a number of institutions in the government, private and civil society organizations, both local and internal, have provided capacity building in the area of local governance. Academic institutions are continually developing variety of programs to enhance capacities of LGU officials and personnel which have been implemented through the Institute of Local Government Administration (ILGAs) and Centers for Local Governance. The ILGAs have served as the seeds for partnerships.

Amidst the presence of numerous capacity building services providers, capacity building for LGUs has not been systematic and purposive. The problem comes in because there is no existing policy of the state directing an agency that will accredit, if not regulate the provision and delivery

of LGU-CB Programs. The study conducted by Carinugan in 2015 on the CB Programs for LGUs by higher education institutions, uncovered the absence or lack of clear policy on the regulation, if not accreditation, of CB Programs and of service providers, which prevents having a systematic and responsive capacity building program and plan. Various institutions have been providing LGU-CB Programs, but there is no government agency tasked to supervise, regulate or accredit providers. There is no mandated agency of the government that regulates or accredits the service providers and the various training programs they offer for local governments, whether or not a certain LGU CB provider is offering good quality of programs. There also no standards set in terms of authority to operate, resource speakers, facilities, appropriate methodology, fees and duration of training.

Of high relevance in the delivery of LGU-CB Programs is the capability of providers to deliver quality programs which can be ensured through regulation. Regulation is needed to ensure that the quality of programs being provided to LGUs is of high quality, and that LGUs get the best services they deserve.

While the Department of Interior and Local Government (DILG) has been mandated to build capacities of LGUs and set standards and ensure the quality of services provided by local resource institutes, the Department has not issued guidelines or framework that should guide the efforts of other institutions in building the capacities of LGUs. The absence of standards in terms of the content and effective delivery has fostered the proliferation of capacity building programs and unproven caliber providers (Panadero 2002:178-81).

Similarly, the Local Government Academy (LGA), although mandated to train local government officials, its powers are limited for that purpose. What is wanted is an agency that will have the mandate to accredit or regulate other providers to ensure the quality of training programs.

On the financing side, the CB for LGUs have been driven to a support level by foreign grants. Multilateral donor agencies have in the last three years invested an amount of US\$1.42 billion on CB programs for LGUs in the Philippines. The amount is significant and could transform into greater efficiency in local governance. But the impacts of capability building programs have not been optimal as evidenced by the seeming proliferation of training programs that are uncoordinated and duplicative, and LGUs are not getting the necessary assistance for capability building (Guevara 2006).

This requires a more coherent strategy for LGU- CB Programs. With roughly 437,430 elected officials and 365,725 civil service personnel in LGUs, there should be a government agency that will establish a framework that avoids duplication, sharper targeting and one that is demand-driven.

V. WHAT IS THE PROPOSED POLICY?

The proposed policy *is the Institutionalization of policy framework* governing the provision of LGU-CB Programs in the country

The DILG should develop the 9-year Capacity Building and Capacity Development Plan (CBCDP) for LGU officials and personnel, which it should review and update after every 3 years.

The President should require the mandatory attendance of local government officials to preapproved capacity building programs of CB providers in accordance with the CBCDP and commit government funds therefore. It should include the CBCDP in its budget proposal for regular funding of the national government.

Additionally, new developments and contemporary concerns of LGUs – including climate change, disaster preparedness, human rights, indigenous people's needs, gender sensitivity, and other needs that may arise - should also be included in the CB framework that should be dynamic and flexible yet solid and grounded on the needs of LGUs.

Without putting a barrier to entry into the market for capability building, it is however recommended that the DILG and the LGA, provide the regulatory framework for service providers of capacity building programs including both academic and non-academic institutions. Regulation may take the nature of defining minimum standards, minimum number of contact hours, setting costs of training programs, accrediting bonafide providers of non-degree programs, making available acceptable training modules in areas that may be needed by the local governments (e.g. modules on local finance, community engagement, inter-governmental relations, organization and management, etc.)

Also, it is highly recommended that capability program offerings for LGUs be subject to standardization, systematization and commitment funding by the government. The planned CB program offering must include basic, intermediate and special topics/courses. For the special topics, concerns such as knowledge and skills in disaster management and climate change adaptation are mandatory. Topics/courses on ASEAN integration in all its governance aspects and implications local governance should also be included. For the Intermediate courses, the planned CB program should include, but not limited to, unattended concerns such as agricultural modernization and poverty alleviation. The basic courses should include courses on organization and management, budgeting and financing, and taxation.

To realize this, intense consultations and networking by the LGA must be done, including networking with other major stakeholders in the local government community such as the various leagues of local governments and the many training institutions.

Special emphasis must be made to work with locally based training institutions such as using the network of Association of Schools of Public Administration of the Philippines – ASPAP, Local Government Training and Research Institutions –Philippines Network LOGOTRI Phil Net and the Philippine Society for Public Administration (PSPA) as part of the overall effort to develop local capacities. The local HEIs may also be engaged as training providers through their extension and research development program or better if the University has a College, Institute or Center dedicated to capacitating the local government units.

Moreover, the design of training programs for local governments should be made with the participation of the LGUs. This means that they should be intensively consulted about their training needs.

VI.JUSTIFICATION FOR PROPOSED POLICY

The need to raise the capacity of LGUs has long been announced by the 1991 Local Government Code. Yet to this day, LGUs are assessed to lack knowledge and skills. The long standing mandate of the state to transform LGUs into effective partners in development may be realized through the institutionalization of a policy framework governing the provision of LGU-CB Programs in the country. This will not only maximize the huge investments in LGU-CB Programs but more importantly, will help LGUs in their efforts to build capacities toward improve local governance.

LGUs would be sources of development and progress because local officials and personnel would have the expertise and capability to drive their respective LGUs to greater heights.

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REGION III

PRESY A. ANTONIO, MMPM, CSEE ZENVI ANN M. MACALINAO, MAEd ANTHONY C. FABABIER EMMANUEL DREWERY LOWELL A. TAN

I. ABSTRACT

Generally, the Rapid Field Appraisal in Region III revealed that Local Government Units (LGUs) acted as vehicles of local democracy while providing to the local needs and service delivery requirements to attain development. Cognizant of their role, the LGUs also collaborated with and complemented the efforts of the national government, the civil society organizations, people's organizations and the other administrative structures within the region to attain a comprehensive development strategy.

Policies legislated by different provinces in the region were driven by their objectives of institutionalizing LGU efforts on alleviating poverty, improving the tourism sector, protecting the environment, boosting local industries, increasing revenue generation and enhancing Public Private Partnerships. High women participation rate in the region reflects the region's gender sensitivity for development.

More and more infrastructural projects in the region were made possible through Public Private Partnerships, showing the success of this scheme in promoting development. Economic partnerships and commitments in the region among civic societies, government units, and private investors sectors are highly commendable.

With regards to political engagement, it is quite challenging for both public and private sectors to come up with more dynamic partnerships. Public governance monitoring by people's organizations is weak in the region because of a lower participation rate. There are only two registered NGOs in region 3, which is very minimal as compared to other regions.

Automation is now the trend in most of the municipalities and cities of Region 3. Automated services are believed to be effective in making the delivery of government services more reliable and timely. That is why even the policy making and the collection of revenues in the region were made through computerized system.

The core of devolved services in the region is on the provision of health services with 86.5% of the 1,249 devolved personnel at the provincial level, who are mostly deployed in hospitals operated by the Provincial Government. About 81.75% of the public health facilities are Barangay Health Stations. It is noteworthy that provision of health services in the level of the barangays has been prioritized. The region's barangay health workers are growing in number by an average of 2% annually, except in Tarlac with -2.8% growth rates.

The use of social media, internet connections, and creation of satellite offices in different local units in the region are some of the ways and strategies implemented. Hence, the challenge is for them to update the website from time to time.

Most of the provinces in the region are Gawad Kalasag and Seal of Good Local Governance Awardees, which by concept connotes that provinces in the region are prepared for natural disasters and risks, and are managed with competency and effectiveness.

Central Luzon is one of the leading regions in the country as regards tourist arrivals with more than 3.1 million tourists visiting last year. This is indicative of a 16.5% increase in tourist arrivals in 2014 compared to 2013. This was made possible through partnership between Freeport zones, LGU Tourism Offices, DOT Region 3, and private investors.

Infrastructural improvements in the region even made it possible for the different provinces to be physically connected. It is challenge on the part of the province of Aurora to improve its road network connections to improve its economic and socio-political linkage with the rest of Central Luzon.

Provinces in the region are highly dependent in IRA despite the presence of Freeport zones in the region. The provinces of Zambales, Aurora, and Bataan have experienced increased dependency on IRAs. These should be an impetus to increase measures in collecting local generated revenues and in creating investor friendly zones.

Timely reporting of revenues and expenditures to DILG and properly posting it to the DILG Transparency Portal are be made by the provinces, municipalities, and cities. Provincial Annual Audit Reports indicate the commitment of the LGUs to achieve transparency and integrity in financial management and operations. LGU websites include their Transparency Seals, information on procurement, contracts entered into, projects and programs implemented, budget execution documents and financial accountability reports.

The region has high rate of crimes and violations to human rights. The participation of women in the 2013 election in the region is higher by 1% in the entire country. There are emerging independent leaders in the region, as evident by almost 24% of the total 3,699 candidates who run in the 2013 election are without political party. The voters' turnout in the region is higher than the national turnout rate by 1%. There are 13 cases of recall, 60 cases of plebiscite and referenda, and 1 special election from 1963 - 2015. The foregoing indicates that democratization in the region is laudable, except with regard to violation of human rights.

The LGUs' support to agriculture in terms of provision of farm machineries, upgrades to irrigation systems and post- harvest facilities among others has surely paid off. In 2013, Central Luzon posted a 5.69% gain in agricultural output and remained the top producer of palay, chicken, hog, tiger prawn and tilapia.

Disaster response, relief and emergency assistance to persons in crisis situations have been at the core of social services in the region, the region being a disaster-prone area.

Participation of different citizen organizations in Central Luzon is highly valued. Enhanced practices that ensured a streamlined delivery of services such as business licensing and acquisition of Mayor's permits contributed to ease of doing business in the region.

The annual IRA share of the provinces in the region is increasing at an annual average rate of 10%.

The growth of total financial assets of the region is 12.1% which is higher by 2.1% to the annual growth rate in IRA. There is an increasing dependency of provinces in the IRA shares since 2004.

The capacity of higher education institutions in the region is adequate to provide support to governance and development efforts. However, their full capacity to do so should be anchored on cooperation and collaboration with LGUs, other government agencies, people's organizations and non-government organizations.

II. OVERVIEW AND INTRODUCTION

Region III, commonly referred to as Central Luzon has a total land area of 2,201,463 hectares or 7.338% of the national territory. It is located in the Central Plain area of Luzon. It is strategically positioned between the Northern Luzon and the National Capital Region. It is bounded by Pangasinan and Nueva Vizcaya on the north; Metro Manila, Cavite and Rizal on the south; Aurora and Dingalan Bay on the east and Palauig Bay and Subic Bay on the west.



Figure 1. Map of Central Luzon (Region 3)

It is comprised of seven (7) provinces richly endowed with natural and human resources, namely: Aurora, Bataan, Bulacan, Nueva Ecija, Pampanga, Tarlac, and Zambales and two highly urbanized cities, namely: Angeles City and Olongapo City. Bulacan has the highest population of 2,924,433. Nueva Ecija, which is comprised of 575,133 hectares, is the largest based on land area, and Bulacan is the most densely populated at 1,100 per square kilometer.

There are fourteen cities namely: Balanga in Bataan; Malolos, Meycauyan and San Jose del Monte in Bulacan; Cabanatuan, Gapan, Muñoz, Palayan and San Jose in Nueva Ecija; Angeles, Mabalacat and San Fernando in Pampanga; Tarlac in Tarlac; and Olongapo in Zambales. Of these cities, San Jose del Monte has the highest population of 454,553 while Meycauyan is the most densely populated at 6,204.2 per square kilometer. Tarlac City which comprises 274.66 square kilometers is the largest based on land area. There are 116 Municipalities in the region, with the province of Nueva Ecija having the most number (27 Municipalities) and with the province of Aurora having the least number (8 Municipalities). There are 3,102 barangays in the region.

Table 1. Profile of Region III Provinces and Highly Urbanized Cities as to Income Class, Number of Municipalities, Number of Cities, Number of Barangays, Population, and Land Area.

Provinces/	Income	Number of	Number of	Number of	Population	Land Area
Cities	Class	Municipalities	Cities	Barangays	(As of May 1, 2010)	(As of 2007, in hectares)
Aurora	3 rd Class	8	-	151	201,233	314,732
Bataan	1 st Class	11	1	237	687,482	137,298
Bulacan	1 st Class	21	3	569	2,924,433	279,610
Nueva Ecija	1 st Class	27	5	849	1,955,373	575,133
Pampanga	1 st Class	19	3	538	2,014,019	206,247
Tarlac	1 st Class	17	1	511	1,273,240	305,360
Zambales	2 nd Class	13	1	247	534,443	383,083
Angeles	1 st Class			33	326,336	6,027
Olongapo	1 st Class			17	221,178	18,500

The region's population (7 provinces and 2 highly urbanized cities) as of May 1, 2010 is 10,137,737 with a growth rate of 2.14% from Year 2000 to Year 2010, and with population density of 460 persons per square kilometers. 55.719% or 5,648,686 of the region's population are registered voters (as of May 1, 2010).

It is composed of 494,533 hectares of forestland, 251,518 hectares of protected areas composed of watersheds and forest reserves, national parks, games refuge, bird sanctuary and wildlife area covering 13.8% of the region's land area. 41% of its land area is composed of agricultural plains with rice as its main crop. Long coastlines rich with fishing grounds border it.

Central Luzon accounted for 8.98% of the country's Gross Domestic Product in 2013. GRDP grew by 4.30%. Agriculture, Hunting, Forestry and Fishing sector comprised 16.97% of the regional economy and it went by 5.37% in 2013. (Regional Profile: Central Luzon, Philippine Statistics Authority 2013)

Unemployment rate as of July 2015 is 6.5% while underemployment rate as of the same period is 20.8%. GDP as of 2012 is 958,792,075. HDI in 2014 is .6453, and annual per capita threshold as of 2009 is 18,981.

It is the home of several special economic zones as it is strategically located at the heart of Asia, accessible through Clark and Subic, two of the country's leading international gateways.

It has globally competitive enterprises given its competitive advantages (as identified in the Central Luzon Development Plan: 2011-2016 Midterm Update), namely: richly endowed with natural resources, low cost of doing business, critical mass of transport infrastructure (sea, air, land), highly competent manpower, home to several economic zones, globally competitive micro, small and medium enterprises, proximity to Manila and the National Capital Region, and is strategically located at the heart of Asia. In the same document, the following were identified as strategies of growth for the region: strengthen the macroeconomy and financial sector; enhance competitiveness of the industry and services sector; enhance competitiveness of the agriculture and fisheries sector; accelerate infrastructure development; uphold good governance and rule of law; raise human development; support peace and order, disaster risk reduction and climate change adaptation; and sustain climate-resilient environment and natural resources. The W-Growth Corridor is the region's spatial strategy which aims to create a more balanced growth, with Zambales as the tourism corridor, Tarlac and Pampanga as industrial heartland, and Aurora, Bulacan and Nueva Ecija for agriculture and forestry.

Envisioned to become the industrial heartland of the Philippines and of the Asia Pacific, an international transhipment hub, and a showcase of a vibrant and competitive agriculture sector, Central Luzon is the logical destination for investments and leisure.

Central Luzon combines the advantages of an international airport, a seaport, industrial and agricultural areas, tourism and leisure sites, support services, and major thoroughfares. The complementation of each of these elements enhances the strengths of the region as an investment destination.

Two international airports: Clark and Subic both fitted with runways that can take in fully loaded, widest-bodied aircrafts, and allow simultaneous landing and take-off with state-of-the-art infrastructure support and instrumentation. It has four domestic airports located in Aurora, Bataan, Bulacan, and Zambales; Subic International Seaport; five domestic seaports: Port of Mariveles, Capinpin, Orion and Lamao in Bataan, and Dingalan in Aurora; and a road network that allows inter-regional and intra-Central Luzon travel connection – North Luzon Expressway (NLEx), Subic-Clark-Tarlac Expressway (SCTEx), Tarlac-Pangasinan-La Union Expressway (TPLEx);, MacArthur Highway, etc.

Investment priority areas are on manufacturing and subcontracting, infrastructure and support infrastructure projects, agriculture, agribusiness, fishery, forestry, fresh and processed food, ICT and BPO services, healthcare and wellness products and services, training and learning institutions, power generation, logistics, waste management facilities, export-oriented crafts and products industries, social enterprise, and tourism.

Central Luzon has a very diverse cultural heritage and colorful traditions, owing to the influence of Spanish, American and Japanese colonizers, as well as the presence of different ethnolinguistic groups — Aetas, Sambals, Capampangangs, Tagalogs, Ilocanos and Pangasinenses. More than half of the population in the region speak Tagalog, which is attributed to the large Tagalog-speaking provinces of Aurora, Bataan, Bulacan and Nueva Ecija. Capampangan is the next most widely spoken dialect in the region, used by people from Pampanga and Tarlac. Ilocano, the third most dominant dialect in the region, is spoken in the provinces of Zambales, northern Tarlac and northern Nueva Ecija which are close to the Ilocano-speaking provinces of Pangasinan and the Cordilleras.

There are 226 higher education institutions in the region, comprising of 12 state universities and colleges with 37 satellite campuses, 11 local universities and colleges, 1 classified as other government school, and 165 private higher education institutions. Of the 12 state colleges and universities, the Bulacan State University has an Institute of Local Governance and Administration (BulSU-ILGA). It is the extension arm of the Bulacan State University in providing capacity development programs for LGUs with the aim of developing new generation of government leaders.

III. PATTERNS AND TRENDS OF LOCAL DEVELOPMENT

Local Legislation

Policies legislated by different provinces in the region were driven by their objectives of institutionalizing LGU efforts towards alleviating poverty, improving the tourism sector, and enhancing Public Private Partnerships. LGUs are encouraged though to increase the participation rate of the grassroot organizations in their respective localities and to continue the upgrade of their Sanggunian Information Systems.

Capacity of Local Leaders

Efforts of the Local Governments in capacitating their employees in the region through partnerships with SUCs and non-government organizations are evident as more awards were given to the different provinces of the region. High women participation rate in the region reflects the region's gender sensitivity for development. It is also a challenge for the region to professionalize its non-career service personnel to surpass the national career service percentage. This will improve the quality of the delivery system in the region. Since most of the government employees in the region are under the national government, therefore it is a must that the LGUs should build a pro-active and harmonious relationship with national government agencies.

Citizens Engagement

More and more infrastructural projects in the region were made possible because of PPP (Public Private Partnerships), showing the success of this scheme in promoting development. Economic partnerships and commitments in the region among civic societies, government units, and private investors sectors are highly commendable. The growth brought by the Subic Bay

Metropolitan Authority of Zambales and the Clark Development Authority of Pampanga in their respective areas of jurisdiction are indicators of successful partnerships between LGU, GOCC, private investors, and of the local people. But, with regard to political engagement, it is quite challenging for both public and private sectors to come up with a more dynamic partnership. Public governance monitoring by people's organizations is weak in the region because of a lower participation rate. "Politicking" and abuse power serve as the ultimate enemy of public participation in the region.

Integrity and Efficiency of Local Delivery Systems

Automation is now the trend in most of the municipalities and cities of Region 3 - Angeles City's business permit applications and streamlining programs of Bataan and Zambales for the business permit processing are also acknowledged by DTI Region 3. Health services are also improved through blood-letting programs and upgrades of health facilities. The region's barangay health workers are growing in number by an average of 2% annually except in Tarlac with -2.8% growth rate. The number of health stations in the region is also increasing by an annual average growth rate of 2.6%, with Nueva Ecija having the highest growth rate of 5.6% and Bataan as the lowest with 1.1% annually.

Automated services are believed to be effective in making the delivery of government services more reliable and timely. That is why even the policy making and the collection of revenues in the region were made through computerized system. As an example, the Bataan Provincial Assessor's Office and Provincial Treasurers Office are recipients of a plaque of recognition from the BLGF Region 3 for achieving 168.86% Collection Efficiency.

Accessibility of Services

The use of social media, internet connections, and creation of satellite offices in different local units in the region are some of the technological ways and strategies implemented in the region. All provinces of the region have their official websites and facebook/twitter and other social media accounts wherein officials are posting annual reports, programs, achievements, and public announcements. Hence, the challenge is for them to update the website from time to time, assign direct person that will be in charged in attending to public queries made through these websites and social media accounts. Strict implementation and compliance to the Anti-Red Tape Law are observed together with the Barangay Human Rights Action Committee (BHRAC) to properly address public concerns.

Most of the provinces in the region are Gawad Kalasag and Seal of Good Local Governance Awardees, which by concept connotes that provinces in the region are prepared in any natural disasters and risks, and are managed with competency and effectiveness.

Institutional Relations/Networking and Linkaging

The presence of regional offices in Pampanga made it clear that the province of Pampanga is the most linked and connected with other government agencies. The presence of freeport zones in Zambales, Bataan, Aurora, and Pampanga gave the possibility for the GOCCs and LGUs

to work hand in hand in achieving regional growth. Tourism being one of the fastest growing industries in the region was made possible through partnership between Freeport zones, LGU Tourism Offices, DOT Region 3, and private investors in the transportation sector and hotel and restaurant industries.

Infrastructural improvements in the region even made it possible for the different provinces (Bataan, Pampanga, Tarlac, Zambales, Bulacan) to be physically connected. It is a challenge on the part of the province of Aurora to improve its road network connections to improve its economic and socio-political linkage with the rest of the Central Luzon.

Resource Generation

Provinces in the region are highly dependent on the IRA despite the presence of freeports in the region. The provinces of Zambales, Aurora, and Bataan have experienced increase dependency on the IRA. These should remind the different provinces of the region to increase measures on collecting local generated revenues and on creating investor friendly zones.

Transparency and Integrity of the Local Finance System

Timely reporting of revenues and expenditures to DILG and properly posting it to the DILG Transparency Portal are made by the provinces, municipalities, and cities. Provincial Annual Audit Reports indicate the commitment of the LGUs to achieve transparency and integrity in financial management and operations. LGU websites include in their Transparency Seals, information on procurement, contracts entered into, projects and programs implemented, budget execution documents and financial accountability reports.

IV. STATE OF DEMOCRATIZATION

Democracy is the most important concept conceived in the promotion of human rights and in the proliferation of modern concepts of government. The Philippines, being a democratic republican government as stated in the 1987 Philippine Constitution, is one with nations which promote self-governance, respect for human rights, free flow of ideas, and uphold regular elections.

In this part of the study, the state of democracy in Central Luzon was presented and assessed using the following indicators: protection of human rights, independence of local media, citizens' participations, emergence of new political leaders, election turnout, and local democratic exercises in the region.

Protection of Human Rights

Protection of human rights assures people the opportunity to actively participate and experience the fruits of democracy. The Philippines is signatory to different international human rights agreements and conventions. Protecting human rights is vital in promoting democratic practices of governance.

According to the 2012 report of Defend CL (Central Luzon), a non-government organization which aims to promote the protection of human rights in the region, there are 305 cases of extrajudicial killings in the country, and 20% or 62 of these is in Central Luzon. Recent findings of Defend CL (2014) show an increase in extrajudicial killings in the region by 16%.

There are 457 torture cases committed by law enforcers in the entire country excluding the ARMM region based on the report of the Commission of Human Rights. There are 44 or almost 10% of the total cases of torture in the country is committed in Central Luzon.

Different programs were implemented in the region to educate people about their human rights and to empower different stakeholders and duty-bearers in protecting individual human rights. The Commission on Human Rights Region 3 in partnership with the different LGUs in the region is conducting an annual seminar and human right courses for law enforcers and educators. Seminars are conducted in different schools in the region. There are 3,102 Barangay Human Rights Action Center in the region that provide the avenue for victims to report crimes committed against human rights.

The Region III is still one of the regions with high rates of crimes and violations on human rights.

Independence and Security of Local Media

The independence and the accessibility of the local media in the region connect the people of Central Luzon to the rest of the world. These also provide air space or medium for the people to be informed about current issues and to responsibly air their grievance.

There are 18 AM stations, 36 FM stations, 21 TV stations, and 154 CAV channels. The region has 243 total numbers of broadcast services. Nueva Ecija has the highest number of AM stations in the region. Both Zambales and Nueva Ecija topped the region's provinces on the highest number of FM stations, and Zambales has the highest number of TV stations, based on the report of the National Telecommunications Commission (NTC).

Almost half of these media institutions are Central Luzon's local media institutions (44%), and only 16% of these media institutions are owned by national media institutions. HEIs, such as Pampanga Agricultural College and Holy Angel University in Pampanga have their own air wave rights allowing students to practice press freedom in their campuses. These campus media stations comprise 4% of the total media stations in Central Luzon. Various LGUs in the region own 6% of the media institutions in the region, allowing them to use public air waves in disseminating information and in promoting government transparency about its projects and programs.

Despite the proliferation of modern medium of media in delivering news and information in the province of Aurora, dailies from Metro Manila reach the province in the late afternoon, and during bad weathers, the dailies may even arrive the following day. This is because of the poor condition of the road structures in the province. The region is not free from media killings and other crimes hindering the growth of responsible and transparent media practices in the region. According to the report of the Center for Media Freedom and Responsibility, there are 147 total journalists/ media workers killed since 1986 in the Philippines. In region 3 alone, there are 15 or 7% of the cases. Region 3 is the highest in Luzon and 3rd in the country as to the number of killed media workers in the line of their duty. Nueva Ecija has the highest number of media killings in the region while Bulacan has zero. Nueva Ecija has the highest number of AM stations in the region, where by AM stations and its radio anchors are usually the victims of this crime.

Citizens Voices and Participation in Local Governance

The role of women in governance and in the entire Philippine society is highly acknowledged by the Constitution. Their participation in policy making and in public management is a democratic way of empowering them. The turn-out of women in the 2013 election in the region was higher by 1% in the entire country. The country's average number of women who ran in the 2013 election was only 18%, but in region 3, it was 19%, having Aurora as the number 1 with 24%. Four provinces have higher rate of the number of women compared to the national participation rate (Aurora, Bataan, Bulacan, Nueva Ecija) while the other three have lower rates than the national (Pampanga, Tarlac, Zambales), with Zambales having the lowest rate.

Also, in the 2013 elections, 19.97% of the elected officials were women. In the case of Central Luzon, there were 260 elected women or 19.2% of 1,353 government posts. Aurora with 25.3 % has the highest participation rate of women while the province of Zambales has the lowest with 15%.

Various LGUs in the region were able to partner with different sectors of the society in providing and passing of public policies and programs. Transport sectors were tapped by the Province of Zambales in passing the Traffic Management Code in the province. In Pampanga, transport sectors underwent trainings for customer service management as part of the provincial government's commitment in enhancing tourism in the province.

All of the provinces in the region have their official websites where people could access pertinent information and reports on the state of the provinced, though in the municipal and local levels – municipalities and cities – need to strengthen their social media or web presence to make their services more transparent and accessible.

The province of Pampanga is the only province in the region which has publicly designated a "Freedom Park" making it available for people who wish to peaceably assemble to air grievances against and for the government of Pampanga.

Presence of Active Genuine Citizens Groups

The role of the different non-government organizations and civic groups is vital in every democratic government as they promote participations in policy planning and representation of citizens' ideals and aspirations on what government should be.

Citizens groups that participate in every level of local government policy planning are chosen by the LGUs of each municipality and city. Accreditations and registrations are made through the Sangguniang Bayan of each city and municipality, and if ever there would be regional policy concerns, the provinces in the Region will choose their representatives from the pool of registered groups. Most of the citizens groups representing each province of the region are lodges of mason brotherhoods and schools. These kinds of representation raise the issue of "genuineness" and reliability of the representation.

Political partisanship and influential connections are vital for every organization to be accredited by the local governmental, though no known benefits were given to accredited organizations aside from a possible representation and seat in every public hearings or sessions.

Based on the records of the Philippine Council for NGO Certification, there are only two registered NGOs in Region 3 which is very minimal as compared to that of NCR, Regions 4A and Region 7 which have over 15 registered NGOs.

There are 95 registered cooperatives in the region. Most of these are consumer and credit cooperatives.

Emergence of New Local Political Leaders

Region 3 is one of those regions with a low number of private armies used by politicians during election periods. From a total of 170 private armies based on the Philippine National Police Directorate for Intelligence, there are only 2 reported private armies from Region 3.

There are emerging independent leaders in the region, as evidenced by almost 24% of the total 3,699 candidates who ran in the 2013 election without a political party. The province of Zambales (33%) has the highest number of independent candidates in the region while Nueva Ecija (17%) has the lowest.

From the total of 1,353 elected posts in the region last 2013, 8.6% or only 116 individuals elected are independent candidates. Pampanga with 29 or 13% has the highest number of elected officials who run without any political party. The province of Bataan with 3 or 2% has the lowest number of independent candidates who won in the elections. The said percentage of independent candidates who won in the election is lower than the actual percentage of independent candidates who ran.

One of the manifestations of guaranteed public access to public office is the entry of new political leaders in the government. In the 2013 elections, of the 1,504 elected officials, 39% are newly minted, 51% are re-electionists, and the remaining 10% are returning politicians.

There are 23 unchallenged seats in the entire region 3, Pampanga having the highest (7) and Aurora has zero.

There are 572 candidates or 20% of all candidates in the region in the 2013 elections who run under a local party. Pampanga (52%) has the highest number of candidates

who run under a local party in the province. In the provinces of Tarlac and Aurora, there are no candidates who run under a local party. Local parties are indicators of new breed of leaders free from control or regulation of national traditional old political parties in the country.

Despite the existence of local political parties in the region, many elected officials are still members of political parties (78.5%) and only 21.5% of the total of 1,237 elected officials are with political parties. Pampanga has the highest number of officials elected who ran under the local party (63.8% of 199), and the provinces of Aurora, Bataan and Tarlac had no local party candidates who won in the 2013 elections.

Despite the clear stand of the constitution against political dynasties, still to date, we do not have any law governing political dynasties. Political dynasty is a family in which several members are involved in politics. Members may be related by blood or marriage. In the region, 39 of the 125 municipalities and cities or 31.2% are controlled by political dynasties. The province of Pampanga has the highest percentage of municipalities/cities under political dynasty, 43% of its 32 municipalities/cities. Zambales has the lowest percentage of municipalities/ cities under political dynasties, only 1 of its 12 municipalities/cities or 8%.

Voters' Turnout and Local Democratic Exercises Observed

The voters' turnout in 2013 in the region is higher than that of the national turnout rate by 1%. Region 3 has 78.06% turnout rate compared to the country's 77% national turnout rate. From the 5,822,678 total of registered voters, 4,544,930 actually voted. Bataan (84%) has the highest turnout rate in the region and Nueva Ecija (72%) has the lowest turnout rate. The said voters' turnout is higher by 6.49% from the 1995 elections turnout of votes at 71.57%. This increase shows an increase in the participation rate of the citizens in the election processes in the region. Turnout rates of voters signify the number of people who willingly participated in the free exercise of election in the country.

There are 100 recorded acts of electoral violence in the region since 1996 according to the record of the PNP.

Local Democratic Exercises

Recall, referendum and plebiscites are some of the direct local democratic practices stipulated and protected by the Constitution. These practices are existing mechanisms for creating new political units in the country and in submitting the elected official to legitimacytest.

In Central Luzon, there are 13 cases of recall, 60 cases of plebiscite and referendums, and 1 special election from 1963-2015. The province of Nueva Ecija has the highest cases of recall in the region. Most of these recalls were filed against barangay officials.

Addressing the Challenges, Best Practices Worth Sustaining/Resurrecting, Recommended Solutions

It is universal in all societies to face challenges no matter how democratic it is. The challenge will always be on how to make the system more representative of the general populace. The lack of the willingness on the side of citizens, specially the marginalized group, to undergo accreditation limits their capacity in influencing public governance. Likewise, the LGUs minimal funding support to the callings of the Civic Groups also minimizes the potential of these groups in positively affecting the realm of public management.

The legal and social externalities in the region pose a challenge to the success of democracy. The high rate of violations against press freedom, few media outlets, high degree of political dynasties, and the lack of organized civic groups in the region are not contributing for democracy to flourish.

As a solution, the LGUs in the region are heightening the presence of local civic groups in the policy planning sessions by actively seeking their presence in all local level planning sessions. Partnership programs in promoting environment protection, livelihood, employment, and development are very visible in the region. The existence of freeports and economic zones in the region provided collaborative policies between LGUs and special economic zones such as the Subic Bay Metropolitan Authority (SBMA) with the municipalities of Zambales, and the Clark Economic Zone with the municipalities of Pampanga.

V. STATUS OF DECENTRALIZATION

Decentralization transfers responsibility for planning, management, and resource raising and allocation from the central government to field units, subordinate units, semi-autonomous public authorities or corporations, functional authorities, or organizations of the private and voluntary sector. It focuses on the relationship between three major sectors of governance, namely, the public sector, the private sector, and the voluntary sector. Within the public sector, it focuses on the structure and processes of decision making and on resource and responsibility allocation among different levels of the government.

In this part of the study, the status of decentralization in Central Luzon was presented and assessed, including bottlenecks and barriers, relevant programs and projects initiated by local government, best and good practices, emerging issues and concerns, ways how current local leaders and citizens are addressing the challenges, best practices worth sustaining and resurrecting, and recommended solutions to move up slow moving, poor and marginalized LGUs.

Sampling of LGUs

The foci of this RFA are the four (4) provinces of Central Luzon particularly Pampanga, Zambales, Bataan, and Aurora. These provinces are representatives of varied income classes of LGUs that have a diverse geographical and economic make-up ideal for a comparative assessment. In the conduct of this RFA, noteworthy practices from cities and municipalities situated within the jurisdictional bound of these provinces and the whole region were also

highlighted. This RFA also covered two highly urbanized cities, Angeles City (Pampanga) and Olongapo City (Zambales). Below is the basic profile of these selected LGUs.

Registered **Land Area Population** No. of Cities/ Income No. of **Voters LGU** (in hectares Class Municipalities **Barangays** (as of 2010) (As of 2010) as of 2007) **Provinces** 3^{rd} Aurora 8 Mun. 151 111,211 201,233 314,732 11 Mun. $\mathbf{1}^{\text{st}}$ Bataan 237 414,890 687,482 137,298 1 City 19 Mun. 1stPampanga 538 1,057,339 2,014,019 206,247 3 Cities 13 Mun. Zambales 2nd247 289,460 534,443 383,083 1 City **Highly Urbanized Cities** 1st**Angeles City** 33 148,569 326,336 6,027 1stOlongapo City 17 111,912 221,178 18,500

Table 2. Basic Profile of Local Government Units

Bottlenecks and Barriers on Devolved Services

Table 3. Devolved Personnel per Agency (at the provincial level) as of 2015

Province	Agriculture	Health	Social Welfare	Environmental & Natural Resources	Legal	Tourism	Others
Aurora	16	39 (including those deployed in hospitals)	2	2	0	0	
Bataan	0	2	0	3	0	0	1 (BMCH)
Bulacan	18	198	1	6	0	0	16 (PA, Acctng., Assessor, PBO, PCEDO, PCSJMO, PGSO, PTO, PVO, PPDO, PPHO)
Nueva Ecija	15	199 (including those deployed in hospitals)	6	4	0	0	6 (PCEDO)
Pampanga	30	350 (including those deployed in hospitals)	1	2	0	0	
Tarlac	18	192	4	0	0	0	
Zambales	24	88	1	5	0	0	
TOTAL	121	1,068	15	22	0	0	23

^{*}The employment status of these personnel, who are still in government service, are all permanent.

It can be gleaned from the aforementioned table that of the 1,249 devolved personnel at the provincial level, the highest are involved in delivery of health services, including those deployed in hospitals operated by the Provincial Government at 85.5%; with 9.68% in agriculture; 1.84% in other services like accounting office, assessor, etc.; 1.76% in environment and natural resources; and 1.2% in social welfare. This indicates that the core of devolved services in the region is on provision of health services, and most of the health personnel are deployed in hospitals under the jurisdiction of the Provincial Governments. Deployment of 15 or 1.2% in social welfare has to be rationalized.

Health

Hospitals and health units serve as the locus of health services delivery in the Philippines. The commitment of LGUs in strengthening the health care services is best demonstrated through their investments in health care facilities. In line with the Department of Health's (DOH) Health Facilities Enhancement Program (HFEP), 68 health facilities in Central Luzon have benefited in terms of upgrading, expansion and improvement of facilities. Fifteen (15) of these facilities are situated in Pampanga, 2 each in Aurora and Zambales.

There are 1,151 public health facilities in the sample LGUs, with 2.78% or 32 government hospitals, 5.47% or 63 private hospitals, 10% or 131 Rural Health Units, and 81.75% or 941 Barangay Health Stations. It is noteworthy that provision of health services in the level of the barangays has been prioritized.

	Hosp	Hospitals		Barangay Health	
	Government	Private	Rural Health Units	Stations	
Aurora	4	1	8	108	
Bataan	5	8	18	199	
Pampanga	15	38	56	433	
Zambales	8	16	33	201	
Total	32	63	131	941	

Table 4. Health Facilities in Central Luzon listed in the DOH National Health Facility Registry

The people of Bataan are very fortunate with the completion of the Bataan General Hospital equipped with high quality hospital equipment. Public-Private Partnerships have been advantageous to its citizens for the Maria Aurora Community Hospital was able to revitalize its hospital services with new equipment and facilities.

Bataan's "Medicare sa Masa" – where by its PhilHealth cards were distributed to nearly all indigent citizens in Bataan and made medical concerns a lot affordable especially for the underprivileged – it has been receiving a lot of commendation. Equally supported are three (3) more government hospitals in Dinalupihan, Orani and Bagac. Their Provincial Health Office also focused on their environmental health services concerning water and food sanitation and vector control.

Noteworthy practices are from the city government of San Fernando which was recently conferred the "Best Effort for Health and Practice" and "Dengue Control and Prevention" awards

by the Department of Health in recognition of the city's strong programs on health, disaster management and dengue prevention and control.

Zambales implemented various nutrition and health programs such as Expanded Universal Medical/Dental Check-up & Essential Health Care Program, Oral Health Care Program, Essential Health Care Program, Teachers' Health Welfare Enhancement Program, TB Prevention and Control Program, Feeding Programs, and even Gulayan sa Paaralan. In Olongapo City, 88.23% or 15 out of 17 barangays have their own Barangay Health Stations.

One noteworthy program on provision of health and medical services in Zambales called Botika Natin, has been benefitting the poor even those in remote communities by giving them access to very affordable and quality essential medicines, vitamins and other medical supplies. Launched in 2004, the program served as sales and distribution network for low priced, high quality medicines. The program now has 13 distribution centers in the entire province and has opened its 955th Botika Natin Outlet recently. This program has already evolved into "Kabuhayan Natin" offering affordable rice and banking services and that also provides livelihood opportunities for poor families.

In Pampanga, the implementation of health programs on the Expanded Program on Immunization and Control of Diarrheal Diseases show that there are no reported death cases for the past year. On Control of Acute Respiratory Infection, a decrease of 16 cases was noted. Patients from different municipalities in the province were able to avail of free hospitalization, free medicines and free laboratory examinations. Around Php 34.4 Million for the Point of Care Program was allotted and 13,504 families were benefited, and for Philhealth alone, the province collected PhP401,823,515.

Although as noted earlier, the core of devolved services in the region is on health services with 85.5% of devolved personnel deployed in provincial hospitals and with the provincial government undertaking innovative intervention programs, the problem on budget to provide for the needed medicines and the like still continues to delimit the provision of the service. The transfer of health personnel to private hospitals and migration to other countries is a problem that has to be looked into and provided with solution to avoid a scenario in which the health agencies will be depleted with well trained and skilled workers.

Agriculture

The LGUs' support to agriculture in terms of provision of farm machineries, upgrades to irrigation systems and post- harvest facilities among others has surely paid off. In 2013, Central Luzon posted a 5.69% gain in agricultural output and remained the top producer of palay, chicken, hog, tiger prawn and tilapia. Palay accounted for 25 % of the region's agricultural output. Living up to its name as the Rice Bowl of the Philippines, the region's palay production at 3,409,468 metric tons was 5.86% higher than the 2012 level. Area harvested to palay at 710,817 hectares which increased by 5.18%. Its area harvested at 44,151 hectares which expanded by 9.07%.

Corn production likewise went up to 227,765 metric tons or by 8.16% while Chicken and hog contributed 26.25 % and 17.61 %, to agricultural output respectively. Tiger prawn and

tilapia had a combined share of 10.56 %. For chicken eggs, the region ranked second in the national production. The crops subsector with its 33.19% contribution to the region's agricultural production which recorded an increment of 4.13% The fisheries subsector which accounted for the smallest share at 16.26% grew by 2.78%. Upward trends in production were likewise noted for livestock and poultry subsectors by 6.37% and 8.63%, respectively.

As mandated by the Department of Agriculture and in pursuant to Administrative Order No. 12 series of 2006, LGUs maintained at least 10% of their total seed requirement as Buffer Seed Stocking and are made available to the farmers purposely for distribution to those who will be affected by man-made and natural calamities. Funds have been allocated by LGUs for the procurement of Certified Seed (CS) stored in their own Rice Processing and Storage facilities.

Pursuant to RA 10068 or otherwise known as Organic Act of 2010, the LGUS in coordination with the Department of Agriculture continuously implemented programs and projects that will promote the adoption of organic agriculture in the province. Aurora has recently established its own Provincial Organic Agriculture and Livestock Development Farm which will serve as organic vegetable garden. Zambales, as a mango-producing province in Luzon, has recently received GAP certification from the Bureau of Agriculture and Fisheries Products Standards (BAFPS). This resulted in increased productivity and demand of the high-quality mango products that are healthy and safe for every consumer's table.

Pampanga is endowed with rich agricultural land, best for rice, corn and other High Value Commercial Crops. It is also one of the biggest fish-producing provinces in the region. While the province is basically an agricultural area, it is fast becoming more industrial. This is due to the accessibility of the Province to Metro Manila and the presence of facilities and resources conducive to industrial growth.

In the area of marine resource development, the LGUs have continuously shown their support in terms of development of aquaculture and marine fisheries technology, fish processing, and regulatory (Bantay-Dagat) programs.

A steady market for the agricultural produce in the region remains a perennial concern. The region's proximity to the Metropolitan area is not being taken to the best advantage to ensure a market for the agricultural products. The fact that prosecution and implementation of agricultural development programs are dependent on the priority concern of the provincial head cannot be discounted. Hence, the provincial agricultural offices would undertake programs cascaded to them by the national agriculture office or mostly collaborate with other agriculture related agencies, e.g. the Agricultural Training Institute, for training and extension programs for the farmers, fisherfolks, and animal raisers. This constrains the realization of the full potential of the region in agricultural development.

Social Services

Disaster response, relief and emergency assistance to persons in crisis situations have been at the core of social services in the region, acknowledging that the region being a disaster-prone area. This was given out to distressed families in the form of relief goods and temporary shelter

assistance. After the onslaught of calamities, the LGUs have also implemented variations of food-for-work programs to those affected but capable individuals mainly to do clean-up and restoration work. In addition, some LGUs have also provided assistance to people who experienced crisis situations.

To address the poverty situation in the region, the LGUs in Central Luzon have continually worked with government and non-government agencies alike to uplift the living conditions of the poor in the region. The Pantawid Pamilyang Pilipino Program, the country's flagship poverty reduction program has been at the forefront of interventions implemented by LGUs in the region when it comes to addressing poverty situations in the region. Memorandum of Agreements have been forged by the LGUs and the DSWD, signifying their commitment including, but not limited to provision of supply-side support as well as monitoring and grievance resolution. The LGUs also provided and maintained the basic infrastructures like health stations and educational facilities to enable the beneficiaries to comply with the requirements of the program. Advisory committees at the provincial and municipal levels were also organized, headed by the local chief executives to provide guidance, support, and oversight functions in the over-all implementation of Pantawid Pamilyang Pilipino Program (4Ps) within their localities.

Aside from the 4Ps, other poverty alleviation initiatives by the DSWD such as the Self Employment Assistance Kaunlaran (SEA-K) and Kapit Bisig Laban sa Kahirapan, Comprehensive and Integrated Delivery of Social Services (KALAHI-CIDSS) were also implemented by LGUs in the region particularly in slow moving poverty stricken provinces.

Pampanga has registered to have the least number of poor households in Central Luzon and ranked 7th in the country for only having a 6.4% of individuals (in relation to its population) who are living below the poverty threshold.

Mariveles in Bataan had been multi-awarded for its various programs for the marginalized sectors, and has been the benchmark for the advancement of welfare of the underprivileged. For implementing innovative projects ensuring an environment where children could grow to their full potential, Mariveles was crowned "Most Child-Friendly Municipality" in Central Luzon in 2012. Mariveles passed an ordinance that required all institutions in Mariveles to adopt and post the rights of the children in designated places. Among the town's child-friendly strategies is the Libreng Sakay sa Mag-aaral ng Barangay in which the barangay vehicle gives free ride to school children to and from their schools, and the Pangkabuhayang Handog sa Mga Katutubo provides every Aeta family farm tools and a carabao for their livelihood to sustain the schooling of their children. Mariveles is also batting for zero malnutrition rate through the "Tutok Malnori"s program that nourishes underweight children six years old and below.

Gender and Development Plans (GAD) plans are already in place and in effect in the various provincial LGUs and have assisted in the review of the GAD of the municipalities.

Angeles City has been awarded by the Population Commission-Region 3 for its active population and development programs for the youth through its Teen Information Center for Adolescent Health and Youth Development.

Various programs initiated by LGUs maximized the social services delivered to senior citizens. This included establishment of community-based health and rehabilitation program for senior citizens, and other forms of financial assistance. In coordination with the DSWD, social pensions are now being provided by the LGUs to indigent senior citizens who qualify.

In Pampanga, the enactment of the Senior Citizens' Code gave way to the Provincial Council for the Welfare of Senior Citizens. Enacted also was the Persons with Disabilities Code wherein they will be given 20% discount on medicine, transportation, dental and medical services and different diagnostic procedures.

It is a fact however, that due to the LGUs' commitment to the flagship programs of the national government, (e.g., 4Ps and BUB), they have seemingly shifted away their attention in developing their own localized poverty alleviation programs and social services programs that are more responsive and well-suited to meet the needs of their poor constituents.

Environment and Natural Resources and Disaster Risk Reduction

Republic Act 9003 or Ecological Solid Waste Management Act of 2000 mandates all LGUs to effectively manage their solid waste - from segregation, collection, separation of residual trash from reusable ones, to recycling. San Fernando City in Pampanga was hailed in 2014 by the DENR for its exemplary accomplishment and best practices in solid waste management.

San Fernando City managed to have its 35 barangays maintain functional MRFs, with a total number of 100 because even schools and subdivisions decided to have their own. This is significantly higher at 60% from that of Quezon City, the biggest spender in waste management which has 40 MRFs. Barangay Maimpis in San Fernando likewise was recognized for having the "best practice" in maintaining a solid waste management program established in August 2013 with the help of an NGO called Mother Earth Foundation (MEF).

Zambales recently issued an ordinance declaring the month of June as Tree Planting Month in the province. The ordinance also contained guidelines and measures for the protection of the environment and responsible use of natural resources environment. It also provided for the creation of Task Force Tree Planting to coordinate tree planting activities and to ensure that these activities are integrated in the work plans of the different departments.

Food production, environment protection and its sustainability are at the forefront of Bataan's priority agenda. The control of illegal fishing and illegal logging has been a top priority of the province. In the recent years, the number of illegal fishermen and illegal loggers have been eventually reduced through strict enforcement of laws. Technical and financial support were provided to fishermen to discourage them from committing such atrocities to the environment. The increased awareness of the community in the protection and conservation of wildlife turned into support to protect wild animals. The Annual Pawikan Festival and Bird Watching activities are two of the most innate interest-catching ecosystem activities in Bataan.

The integrated coastal management program had been implemented by the LGUs to ensure sustainable development. Masinloc, Zambales took the protection of marine resources seriously,

but with a different touch. They decided to protect them at the same time capitalize on them by offering its own homegrown formula for eco-tourism—nature tourism and the community's sense of self-reliance. Masinloc offers organized tours and various eco-tourism activities such as snorkeling or scuba diving in a 2-hectare giant clam (taklobo) farm at the San Salvador marine protected area (MPA). The MPA used to be a "dead zone" of corals destroyed by dynamite and cyanide fishing. Now it has become a coral farm where the taklobo species are restocked and reseeded. San Salvador Island holds the distinction of being the first community-run MPA and a model for coastal resource management in the country.

To assist the DENR in the implementation of forest laws as part of climate change mitigation activities, Aurora established the Provincial Task Force Sagip Kalikasan as a merger of the efforts of all concerned government agencies, LGUs, NGOs, civilian volunteer groups, religious and other sectors of the society towards a single intent and purpose, that is, environmental protection and preservation.

On the regional context, regional offices of the environment department do not have the authority to compel the provincial governments to undertake projects of the national government on this concern; hence, they pursue the programs on a regional perspective and cascading is dependent if this concern is the priority of the provincial government concerned. With the vulnerability of the region to natural disasters, this is alarming as there is a need for a holistic environmental protection program to mitigate environmental disasters.

Disaster Risk Reduction and Management

Characters of the region like having a long coastline, a river traversing 4 out of its 7 provinces, and a lava dome that lies in southwest portion of the region make Central Luzon a hazard-proned area susceptible to nearly all naturally-induced environmental hazards.

The Sangguniang Panlungsod of the City of San Fernando has vowed to combat the adverse impact of climate change by putting mechanisms in place that will ensure the preparedness and the capability to manage and adapt to the situation before, during and after every calamity. This was legitimized through the passing of the City's Disaster Risk Reduction and Management Code in 2012, the first ever in the country. This Code serves as the master plan to mitigate the impact of natural calamities and man-made disasters to people and properties in the city.

Desilting of major rivers and tributaries were also undertaken as part of the Disaster Prevention and Mitigation activities of the LGUs.

Local Disaster Risk Reduction and Managements Plan are in now place. LGUs have implemented a comprehensive and integrated LDRRMP in accordance with the national, regional and provincial framework, and policies on disaster risk reduction in close coordination with the local development council (LDCs). Personnel capacitation through training on disaster response and first aid and basic life support were conducted to those involved in disaster response.

On Climate Change Mitigation, Aurora collaborated with the Climate Change and Clean Energy Project (CEnergy) of the United States Agency for International Development (USAID), in partnership with the Philippine League of Local Environmental and Natural Resources Officers (PLLENRO) to develop its Greenhouse Gas (GHG) Inventory Report and formulate GHG Management Plan for the province as part of climate change mitigation initiatives and in support to RA 8749 (Philippine Clean Air Act). Further, the Province of Aurora is one of the selected LGUs being assisted by Building Low Emission Alternatives to Develop Economic Resilience and Sustainability (B-LEADERS) Project as part of their ongoing effort to promote and support climate change mitigation initiatives at the local level.

Absence of a complementary disaster risk reduction framework in the region would have to be looked into. Region 3 being hazard-prone area susceptible to nearly all naturally-induced environmental hazards, budget for this service should be increased and mitigation programs be put in place.

Legal Services

Aside from rendering opinions to their local chief executives and to the local legislative bodies where their legal advice is of utmost importance, the legal offices of the LGUs concentrated mostly on providing notarial services to their constituents, and from time to time provided legal advice to citizens who requested it.

As the legal arm of the LGUs, they also assisted in the forging of new partnerships with various stakeholders by preparing Memorandum of Agreements/Understanding and other pertinent legal documents and ensuring the legality, validity, enforceability of these instruments.

Furthermore, legal representation has also been the primary function of these offices by representing their Local Chief Executives on civil actions filed against the municipality/province. These cases mostly involved alleged violations to contracts entered into by the LGUs with private parties.

On issues concerning natural resources, the provincial legal officer of Zambales also provided legal opinion on matters concerning the legality of operations of mining firms as a response to the complaint filed in Sangguniang Panlalawigan by the various stakeholders on the destruction of the environment in Zambales.

Though part of their mandate, there was no indication, however, in any LGU reports that the legal officer handled cases concerning violations of human rights committed against individuals and the prosecution of their violators and other legal concerns. The function of the legal offices at the provincial level should be enhanced and expanded to fully assist the constituents. Monitoring of the activities and capacitating those involved in the Barangay Justice System should be strengthened.

Tourism

Central Luzon is one of the leading regions in the country as regards tourist arrivals with more than 3.1 million tourists visiting last year. This is indicative of a 16.5% increase in tourist arrivals in 2014 compared to 2013 with only 2.6 million tourists.

Pampanga topped the provinces with number of tourist arrivals with 420,569 or 13.5% of the total tourist arrivals in the region in 2014, followed by Bataan with 129,449 or 4.16%, and Bulacan with 110,290 or 3.5%. Aurora, which had spent a lot in terms of promotions of ecotourism sites, also had a huge increase in tourist arrivals of 109,210. Aurora, with its surfing-related events during February attracting foreign and local sports enthusiasts, is the most visited event in the province.

	Clark	Subic	Aurora	Bataan	Bulacan	Nueva Ecija	Pampanga	Tarlac	Zambales	Total 2014	Total 2013
Philippine Residents	479,386	1,140,392	108,951	119,951	109,509	35,773	189,946	47,814	51,852	2,283,574	2,051,464
Non- Philipines Residents	512,759	44,540	259	9,498	681	18	230,623	1,056	7,203	806,637	584,336
Overseas Filipinos		21,447								21,447	35,321
Grand Total	992,145	1,206,379	109,210	129,449	110,190	35,791	420,569	48,870	59,055	3,111,658	2,671,121

Table 5. No. of Tourist Arrivals in Central Luzon (2014)

Source: Report on Regional Distribution of Travellers 2014. Department of Tourism - Region 3

Significant investments and developments in the two economic zones in Central Luzon, Subic and Clark, contributed to making the two zones the most "favoured tourist destinations" in the country with 2,198,524 million tourist arrivals combined. This accounts to 70.65% of the total tourist arrivals in the region in 2014. Major infrastructure developments and road networks such as the SCTEX connecting the capital region to Clark and Subic are major contributory factors in the huge influx of tourist in these zones.

Bataan remains to be a popular tourist destination with its scenic views and pristine beaches while relentlessly transforming into an active economic zone in Central Luzon. Tourism is a high priority investment for the LGUs in the province coupled with investments in Communication Technology, Health Care and Wellness, and Manufacturing. Bataan is also known for the conservation of natural resources and wildlife, and is famous for its preservation of Pawikan sites.

Recognizing the potentials of the tourism industry as a catalyst for local development, Zambales passed its own Tourism Code aimed at stirring the economy by increasing the influx of tourists in the province.

As a vehicle for achieving growth through tourism, Aurora invested heavily in improving road conditions as bad road conditions are major hindrances in stimulating the tourism industry in the province. Aside from organizing tourism-related fairs and capacity building of its tourism personnel, Aurora also improved its data management system by collecting data on tourist arrivals and updated its list of tourism facilities and services as reference for potential tourists. As a result, Aurora was able to identify 53 popular and potential tourist attractions province-

wide. Aurora was a Hall of Famer and received the Best LGU Booth 2014 in the North Philippines Tourism and Travel Expo Fair. The province attributes its success to the collaborative efforts amongst LGUs in promoting the Province of Aurora as a prime tourist destination in the region, and soon enough, in the whole country.

Angeles City, on the other hand, bagged the grand prize at the Pearl Awards Best Practices in Community Based Tourism Heritage Category in 2015. The City's program on "Revitalizing Heritage in Angeles City" is a partnership with the local community and their efforts in the protection, preservation and development of the Angeles City Heritage Zone in Brgy. Sto. Rosario.

With the vast potentials of the region for tourism development, however, the absence of a regional framework and well-coordinated regional effort by the provincial governments and the industry partners limit the potential for more tourist arrivals and eventually marketing of what the region can offer.

Bottlenecks and Barriers on Local Concerns

Local Policy

To ensure effective and efficient governance, several mechanisms must be put in place, such as the passage of local policies and legislations to respond to the diverse needs of the region. LGUs have responded to this challenge by passing landmark resolutions and ordinances which pave the way for sustainable growth in the region. These legislative measures include: institutionalization of poverty alleviation initiatives; strengthening of regulations for the protection of environment and natural resources; boosting local industries and the tourism sector; increasing local revenue generation; promoting investment and development through Public-Private Partnership (PPP) and Build-Operate-Transfer (BOT) agreements; building partnerships with NGAs and private sectors to attain inclusive growth and development. Other legislative measures addresse local issues on health, public welfare and protection of human rights.

Recognizing the potentials of the tourism industry in Zambales, the Sangguniang Panlalawigan passed its own Tourism Code. This Code also established its own Tourism Council and paved the way for the reorganization of the provincial tourism and promotions office, investing in the capability building of the staff in terms of promotion and management of the tourism industry. This move is aimed at revitalizing the tourism industry in the province as a way to boost its economy.

Through the harmonious relationship between the executive and the legislative offices and public consultations before the passage of codes, ordinances and resolutions, the City Council of San Fernando was named "Most Outstanding Sangguniang Panlungsod" in the region for three consecutive terms (from 2009-2012 under the component city category) and a Hall of Famer of the Department of Interior and Local Government (DILG) and the Philippine Councilors' League (PCL). Consistent with its vision of a Habitat of Human Excellence, the City Council's effectiveness was demonstrated through their legislative agenda and availability of legislative documents, efficiency of performance and quality of staff complement. Their noteworthy legislations included

the Comprehensive Development Plan, the Revenue Code, the Solid Waste Management Plan, and their City Risk Reduction and Management Code, the first-ever to be passed by an LGU in the country. The province of Pampanga also passed its own health code providing better mechanisms for delivery of health services to its citizens.

LGUs are giving full support to the improvement of the total well-being of people with disability (PWD) and their integration in to mainstream of the society.

As mandated in Chapter 1 (Book III) of the Local Government Code of 1991, monitoring and mobilization of the Sangguniang Barangays as basic legislative units remains unattended to. To be able to contribute more significantly to the formulation of policies that are truly reflective of the basic policy needs from the barangay to the higher levels of local governance, the members of the Sangguniang Barangays must be compelled towards the performance of their mandates as such. Local policies emanating from the ground level will help in addressing development needs at the grassroots.

Capacities of the Local Leadership and Bureaucracy

The abilities, background, skills, and trainings of local officials and personnel form part of the total capacity of the local government unit in addressing social issues and concerns. Total government workforce and its composition are to be taken as part of capacitating the LGUs.

An estimated 8.2% or 114,991 as of 2010 of the total government employees are working in Central Luzon. Majority of these employees are under the National Government with only 31% working for the Local Government Units. It is the objective of the government to ensure professional growth among its employees. In the region alone, 89% of its total employees are career service professionals. The said percentage is the same with the national percentage of career service professionals with non-career service professionals.

Among the non-career service personnel in the region; 64% of them are casual, 16% elective officials, 11% contractual and 9% coterminous. Lower percentage of these employees will mean higher rate of continuity of the bureaucracy.

Local officials, specially the barangay officials, are being subjected to different trainings such as proper decorum and parliamentary procedures organized by the National Government through DILG and by local efforts through partnerships with State Universities and Colleges (SUCs) in the region such as in Bulacan and in Bataan.

However, there is a need to provide a more comprehensive capacity building program for local leaders on a province-wide strategy to ensure that the local leaders are continuously trained and updated in developments in local governance and administration. This could be undertaken by partnering with HEIs in their respective areas. The Bulacan State University – Institute for Local Governance and Administration is an excellent example that with commitment and desire to do so, the endeavour is doable.

Citizens' Engagement

The participation of the citizens from the conceptualization until the implementation of any public policies aimed to promote development and welfare is vital in determining its success level.

It is undeniably true that through PPP, many government projects were made possible. The provinces of Bataan, Pampanga, and Zambales are recipients of Diesel Power Plants through PPP. Regional prison facilities were made in Nueva Ecija, two expressways were managed and maintained through this scheme – Manila North Luzon Tollway and Tarlac La Union Toll Expressway, and four water facilities were made possible in Pampanga, Zambales, and Bulacan.

Participation of different citizen organizations in Central Luzon is highly valued. The passing of coal power plants and other environmentally controversial projects in the region underwent series of public hearings attended by representatives from the academe, workers, business sectors, senior citizens, and other marginalized sector of the society.

Specifically, the province of Aurora has welcomed leaders of the indigenous people as official members of the local legislative body. The SBMA, together with the LGUs of Olongapo City and Zambales, has perfected a Memorandum of Agreement with the seven leaders of indigenous tribes in the province. The said MOA promotes the concept of "profit-sharing" between the SBMA and its stakeholders – indigenous people.

The nationalized controversial death of Jennifer Laude, best exemplifies the power and the current state of citizens' commitment and engagement and participation in public management domain in the region. Public rallies and social movements both in the streets and on the internet, have awakened not just the local people but also the entire country to guard the rights of the LGBT or of all Filipino people and to revisit the foreign policy of the country. Most importantly, it proves that the people of Central Luzon are still conscious and are actively seeking for its opportune time to participate.

LGUs have also allotted a place to the citizen charter on their website and even the transparency seal. Majority of the LGUs also adhered to "Full Disclosure Policy" by publicizing online on their full disclosure policy portal their finance- related plans, reports and even invitations to bid for government and awarded contracts.

Expectedly, the LGUs are also maximizing the use of social media, particularly Facebook as a public service catalyst and a better way to connect more to their constituents. Alternatively, this has become the avenue for the citizenry to air their concerns and grievances.

Aurora's Bagong Website ng Bayan is the only online avenue for Aurora. Zambalenews, Ang Dyaryo Natin, has been the major newspaper publication of Zambales published monthly and is circulated around the provinces, particularly in public schools and government offices. Any developments and recent happenings are also reported through the various Radio Program – Zambalenews sa Radyo on Radyo Natin – Iba, Radyo Natin – Subic and Radyong Bayan San Antonio.

The posting of citizen's charter in government offices contributed to inform the public of the step-by-step process of their various application for permits, land titles and licenses and the time frame their application will be processed.

Local officials of the Central Luzon, being one of the populated regions in the country, is quite challenged to tap the participation of the private sector. The national government's campaign for the Public Private Partnership drives should be strengthened in the regional and provincial levels, and the local leaders must exert extra efforts to achieve this.

Local Delivery Systems

The passage of Anti-Red Tape Act for a Citizen's Charter in the country paved the way for the efficiency of local services provided by LGUs. This was depicted through enhanced practices that ensured a streamlined delivery of services such as business licensing and acquisition of Mayor's permits, thereby, eliminating graft practices in the process. Through enhanced electronic systems and computerization services, there has been a lot of improvement in the issuance of business permits, noting that in the past, it took three weeks for the issuance of a business permit. Now, it only takes less than 30 minutes.

San Simon, a 4th class municipality in Pampanga has been the front runner in streamlining of services for its exemplary practices in the use of Information and Communication Technology (ICT) in the delivery of services. San Simon bested other towns in Central Luzon when it received the two first place awards in the regional and provincial level as the Most Outstanding LGU Implementing the Streamlining Program in the Issuance of Mayor's Permit; the first place position in the provincial level as the Most Outstanding LGU for I.T. innovations; and another first place award in the on-line business permit application given by the by Central Luzon Growth Corridor Foundation, Inc. (CLGCF) in partnership with DTI and DILG. This was in addition to San Simon's previous recognitions of ranking 2nd place in E-GOV Business empowerment (National Level) by DILG, NICP in partnership with the NICCEP-DTI-JICA for its efficient electronic tax collections practices under its Fast, Effective, Accountable, Simple, Transparent (FEAST) program. In 2011, San Simon also received the Seal of Good Housekeeping Award from the DILG.

The Annual Investment Plans of the provinces in the region should ideally provide for the comprehensive programs, projects, and priorities to improve the local delivery of services. However, a quick look at the AIPs reveal that these are not reflective of the totality of public service delivery that must be given to people. A more systematized and structured planning and budgeting linkage must be established and pursued to maximize expenditure of government resources. There should also be a link provided among the local policy makers and the policy implementers so that a cohesive planning, legislation, and delivery system be achieved.

Adequacy, Availability of Local Delivery Systems

The LGUs in the region continuously ensure the availability and adequacy of local delivery systems in compliance with their mandates.

The eBOSS (Electronic Business One-Stop Shop) is a computer-based system used in the

processing and issuance of business permits in Angeles City. The system has been in place since 2003, and has garnered the city numerous citations from several prestigious award-giving bodies, latest of which is a recognition from the Central Luzon Growth Corridor Foundation, Inc. This system is ISO-9001-2008 certified for its utmost efficiency in facilitating the processing of business permits.

The Seal of Good Local Governance is conferred to LGUs that adhere to performance criteria on any of the following areas: good financial housekeeping, disaster preparedness, social protection for the basic sector, business friendliness and competitiveness. For 2015, 4 provinces, 2 cities, and 27 municipalities are awardees of the Seal of Good Local Governance. This is assumed to manifest the capacity of the LGUs in the delivery of various services.

Provincial Awardees	City Awardees	Municipal Awardees
Zambales	Balanga City	Aurora: San Luis
Tarlac	Mabalacat City	Bataan: Mariveles, Orion
Nueva Ecija		Bulacan: Balagtas, Bustos, Plaridel
Bulacan		Nueva Ecija: Cuyapo, Gabaldon, Gen. Tinio, Guimba, LLanera, Nampicuan, Peñaranda, Sto. Domingo, Zaragosa
		Pampanga: Bacolor, Floridablanca, Guagua, Macabebe, Porac, San Luis, San Simon, Sta. Rita
		Tarlac: Camiling, Capas, Paniqui, Victoria

Table 6. Seal of Good Local Governance Awardees (2015)

The Provincial Employment Service Offices in the seven provinces are actively undertaking various programs and projects to capacitate, to provide employment opportunities and to empower the citizens.

The seemingly weak link in planning and budgeting constrains to ensure that the services are readily available and adequate. Although the efforts and commitment of the LGUs to do so is recognized, not until and unless a comprehensive plan reflecting priorities are prepared and pursued, service delivery system would remain reactive as the need would arise, and not something that is proactive and well-organized and properly funded.

Institutional Relations, Interaction, Coordination, Complementation and Dynamics

LGUs, NGAs, CSOs, POs, IPOs, and even the religious sector relate, interact, coordinate, and complement each other in pursuance of various advocacies and ensure timely and efficient delivery of services in the region.

A series of Provincial CSO Forum is regularly conducted in the region. This is organized by the DILG-Community Mobilizers-Regional Coordinator, NAPC Provincial Focal Persons, DSWD Provincial Links, and CSO networks. The forum aims to enhance the participation in the planning, implementation, and monitoring of Bottom Up Budgeting (BUB) projects in the region.

The Subic Bay Metropolitan Authority, together with the LGUs of Olongapo City and Zambales, has concluded a Memorandum of Agreement with the seven leaders of indigenous tribes in the province. The said MOA promotes the concept of "profit-sharing" between the SBMA and its stakeholders – the indigenous people.

The Ugnayan ng Barangay at Simbahan (UBAS) Tungo sa Kaunlaran was formed in the region through a memorandum of agreement entered into by the Archdiocese of San Fernando (composed of the provinces of Pampanga, Bataan and Zambales), the League of Barangays and the DILG. UBAS aims to ensure that government funds are responsive to the needs of the public.

The Provincial Governments are actively undertaking Special Programs for Employment of Students (SPES) in collaboration with the Department of Labor and Employment.

The City Government of San Jose Del Monte partnered with DILG and TESDA to provide livelihood skills to the relocated informal settlers of the city.

Angeles City recently launched a free public Wi-Fi service. Dubbed "Angeles City ConnectEd", the project was undertaken with no cost to the city government as it partnered with Converge ICT Solutions as part of the company's corporate social responsibility.

The provinces of Aurora, Zambales, and Tarlac partnered with the Agricultural Training Institute Region3 for the establishment of Palayaman Models under the Rice Program in 2014.

The full potential for institutional relations, interaction, coordination and complementation among and between the various government, non-government, civil society organizations, and people's organizations in the region is not fully maximized. Although there are several good exemplars of such as cited, it would be more advantageous and beneficial if a region-wide association would be established to serve as coordinating unit for such. The Regional Development Council, cognizant of its role, may pave the way for this further coordination and complementation.

Pro-poor Orientation, Transparency and Participatory and Integrity of Local Finance System, Revenue Generation, Planning and Budgeting, Expenditures, Procurement, Accounting and Debt Management

Devolution through the Local Government Code of 1991 enables the local government to exercise autonomy in planning, finance, and management. Planning in essence is an act of consolidating different ideas from different people to address a specific social goal. Planning in the local level is guided by the national perspectives and priority development agenda.

A recent development in policy planning and budgeting is the Bottom-Up Budgeting (BUB). This budgeting tool requires all LGUs to formulate their priority project through the aid of the local community under poverty. Participation of these sectors (poor and marginalized) in the BUB Team (LPRAT) is a must.

The use of social media, public airwaves, and print media is maximized by local leaders to disseminate and to solicit public opinions regarding any issue of policy to be implemented. The provinces of Zambales and Nueva Ecija have their public radio programs and airwaves for the people to actively air their grievance and to participate in an issue. Representatives of different sectors like the ECO Warriors and other environmental group for Olongapo City's Riverth Gapo Project, which aims to rebirth the Olongapo City River are called to participate in city planning effort for the rebirth of the city's river by the local government.

The DILG Project, Legislative Tracking Performance Monitoring Project: Sanggunian Information System was implemented in various municipalities in the region. This is a mandatory development in planning as ordered by DILG, but not all municipalities have started to use this. The province of Bataan has recognized the efficiency of the said project as it enhances the planning process through effective documentation and dissemination of information.

Approved ordinances and local legislations were publicly posted through the social media accounts of each provinces and municipalities in the cities promoting transparency in planning and budgeting.

LGUs have also allotted a place for citizen charter on their website and even the transparency seal. Majority of the LGUs also adhered to "Full Disclosure Policy" by publicizing online on their full disclosure policy portal their finance-related plans, reports and even invitations to bid for government and awarded contracts.

Based on the Iskor ng Bayan – a DILG project which aims to measure the financial and administrative management performance of the local governments, most of the provinces in the region needs improvement. The Iskor ng Bayan measures the performance through the Quantitative and Reportorial and Qualitative indicators. The Iskor ng Bayan average rating for Central Luzon provinces is in a decreasing pattern from being Good (68.24) in 2010; but only Average (55.23) in 2012. Among the sampled provinces, it is only the Province of Pampanga that posted a continuous increase in its Iskor ng Bayan Rating while the rest shows a decreasing rate.

Further capacitating both the elective and appointive officials in planning and budgeting could very well ensure that the orientation and integrity of the local financial system is maintained.

Local Solutions

LGUs partnered and collaborated with national government agencies, business and industry, academe, religious organizations, CSOs, POs, funding institutions, and media to complement deficiencies in implementation capacity, personnel, funding and networks. Although this linkage needs to be strengthened and structured.

The Department of Interior and Local Government, Bulacan Provincial Unit, and the Bulacan State University-Institute for Local Governance forged a memorandum of agreement with the Department of Interior and Local Government, Bulacan Provincial Unit, establishing a partnership in conducting capability building program for elected and appointed local

government officials in accordance with the training program jointly worked out by the BulSU-ILGA and DILG-Bulacan. The capacity building program is entitled "Local Governance Specialist Certificate Course".

State of Local Finance

It is the objective of the LGC to empower local governments by giving them the power to tax and to raise funds for the purpose of minimizing dependence on the national budget without sacrificing the delivery of basic social services. It is mandated by the Constitution and by the LGC for the LGUs to receive their annual Internal Revenue Allotment or share from the national tax collected.

The annual IRA share of the provinces in the region is increasing at an annual average rate of 10% base on the data gathered from 2004-2015. Bulacan has the highest IRA share in the region amounting to almost 24% of the entire IRA share of the region while the province which has the lowest IRA share is Aurora with only 7% of the region's share.

The growth of total financial assets of the region is 12.1%, which is higher by 2.1% to the annual growth rate in IRA. The province of Tarlac posted the highest average annual growth rate of 20%, while the province of Bulacan is the lowest with only 8.7%.

Three provinces in the region – Bataan, Bulacan, and Zambales – have increased their dependence on the IRA funds as their total financial assets' average annual growth rate become negative if the IRA growth rate will be deducted. This shows that the annual average growth rate of IRA is greater than the annual average growth rate of self-generated income of the province. On the positive side, majority of the provinces are becoming financially independent by posting higher growth in self-generated income than their dependence on IRA from 2004 - 2015.

V. STATE OF CAPACITY BUILDING INSTITUTIONS

As our country embarks to adopt internationalization in the field of education, reforms have been initiated to ensure that the Philippines is at competitive lead amongst other Asian country. There is a never-ending quest for quality as it would always tantamount to cost. Nevertheless, an investment in human capital in terms of education will truly have a great impact in the development of a nation.

This section of the paper presents the state of capacity building institution in Region 3's. Higher Education Institution (HEIs) both public and private, that are offering programs in governance, public administration and local governance as well as their funding and tuition fee. It also includes networks and consortia agreements, current issues, concerns, problems and challenges. Likewise, recommendations for action are given at a particular policy cited.

HEIs in the Region

Table 7. Number of HEIs in the Region

State Universities & CollegeSUCs)	Local Universities & Colleges (LUCs)	Private Higher Education Institutions (PHEIs)	Other HEI
12 (w/37 extension campuses)	11	165	1

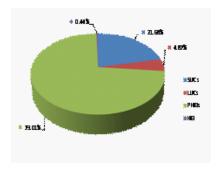


Figure 2. Total No. of HEIs in Region 3

Two hundred twenty six (226) or 9.83% of the 2,299 HEIs in the country are located in Region 3. Of the HEIs, 49 (including their satellite campuses) or 21.68% are state universities and colleges; 11 or 4.87% are local universities and colleges; 165 or 73% are private higher education institutions; and 1 or .44% is classified as "other" government school. The University of the Philippines has a campus in the region, located inside the Clark Freeport Zone. UP Clark has an extension campus at the Subic Bay Freeport Zone which offers master in Management Program.

Programs in Governance, PA and local governance, capacities, funding, tuition and fees

Table 8. Private HEIs in Region 3 Offering Programs in Governance, Public Administration & Local Governance

	NAME OF COLLEGE/ UNIVERSITY	PROGRAM OFFERINGS	TUITION FEE
AURORA	Lyceum of the East Aurora, Inc.	Bachelor of Public Administration	
	Baliuag University	Master in Public Administration	P 10,500-13,000 per semester
	La Consolacion University Philippines	Master in Public Administration	P 7,800-10,000 per semester
BULACAN		Doctor in Public Administration	P 10,000-12,000 per semester
	Colegio De San Gabriel Arcangel, Inc.	Bachelor of Public Administration	
	Angeles University Foundation	Master in Public Administration	
		Major in Law Enforcement and Public Safety Administration	P 13,000-17,000 per trimester
PAMPANGA		PhD in Public Administration	
	Guagua National Colleges	Master in Public Administration	
		BS Public Administration	P 5,100-12,000 per semester

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	Holy Angel University	Master in Public Administration	P 14,500 per trimester
	Republic Central College	Master in Public Administration	P 7,400-18,500 per semester
	University of the Assumption	Master in Public Administration	P 9,000-12,000 per semester
	Araullo University	Master in Public Administration	P 11,000 per semester
	College of the Immaculate Conception	Master in Management major in Public Management	P 4,400-8,000 per semester
NUEVA ECIJA	Core Gateway College	Master in Public Administration	P 5,300-6,500 per semester
	La Fortuna College	Master in Public Administration	P 9,100 per semester
	San Jose Christian Colleges	Master of Public Administration	P 3,700-4,600 per semester
TARLAC	St. Paul College of Arts and Sciences, Inc.	Bachelor of Public Administration	
ZAMBALES	Columban College	Master in Public Administration	P 6,100-10,500 per trimester

Table 9. SUC- HEIs in Region 3 Offering Programs in Governance, Public Administration & Local Governance

	NAME OF COLLEGE/ UNIVERISTY	PROGRAM OFFERING	TUITION FEE
AURORA	Aurora State College of Technology	Master of Management major in Public Management	P 5,000 per semester
BATAAN	Bataan Peninsula State University - Main Campus	Master in Public Administration	P 8,700 per trimester
BULACAN	Bulacan State University	Doctor of Public Administration	P 3,100-4,000 per semester
	- Main Campus	Master of Public Administration	
PAMPANGA	Don Honorio Ventura Technological State University	Master in Public Administration	P 5,700-6,500 per semester
NUEVA ECIJA	Nueva Ecija University of Science and Technology – Main Campus	Master in Public Administration PhD in Public Administration	P 6,000 per semester
TARLAC	Tarlac State University	Doctor of Public Administration Master of Public Administration (major in Health Management) Bachelor in Public Administration	P 2,900-6,500 per semester P 10,000-12,000 per se- mester
ZAMBALES	Gordon College	Master in Public Administration BS in Public Administration	P 8,400-11,000 per semes- ter P 11,000-12,000 per se- mester
	Ramon Magsaysay Technological University - Iba	Master in Public Administration	P 3,200-4,100 per semester

Sixteen (16) or 9.6% of the private HEIs in the region are offering programs in governance. While 7 or 58.33% of SUCs are offering programs in governance and public administration. Tuition fee in private HEIs range from P4,600 to P13,000 per semester. For SUCs, tuition fee ranges from P2,900 to P11,000 per semester.

Networks and Consortia Agreements

Table 10. Networks and Agreements of State Universities & Colleges

AURORA STATE COLLEGE OF SCIENCE AND TECHNOLOGY

Partnered with SMART Communications, Inc. in launching the ASCOT Information Board, the first Infoboard Service in the province of Aurora.

- Undertaken research on the Regional Disaster Science and Management Project S&T Capacity Building: REDAS Application in Baler, Aurora (Collaborative Research with CLSU-CLARRDEC).
- Establishment of Wildlife Rescue Center

BATAAN PENINSULA STATE UNIVERSITY

- Office of the Extension Service intervenes to address sickness among impoverished pupils in Dinalupihan
- Seminars & trainings on Food & Beverage Service Training for Male inmates, Bread and pastry production with NC II for Female Inmates and Summer Sports Clinic for Atletang Bataeño,
- Organic Farming Seminar Series with local farmers

BULACAN STATE UNIVERSITY

- Consortium of centers for local governance with various GO, NGOs, SUCs and HEIs
- Operates the BulSU Institute of Local Governance & Administration under its Research & Extension Unit.

BULACAN AGRICULTURAL STATE COLLEGE

 Establishment of the BASC Clonal Facility through an approved project from the Department of Environment and Natural Resources (DENR) in support to DENR National Greening Program.

CENTRAL LUZON STATE UNIVERSITY

- Microcredit Delivery Program an NGO program working with the CLSU Extension Office providing loans to small entrepreneurs in NE.
- Farmer's Entrepreneurial Project (FEP) to increase farmer's income and link to corporate market.
- Agrarian Reform Community Connectivity and Economic support Services (ARC-CESS) — a national program of the Department of Agrarian Reform with the general objective of establishing upgraded farming services to cooperative members and agrarian reform beneficiaries Services to cooperative members.
- MOU with the City Government of Muñoz for the implementation of the BIDANI program in four barangays.
- MOA with five (5) national agencies, one (1) local government unit (Science City of Muñoz), with four (4) international universities and one (1) multinational company.
- Conduct of Trainings for various national, regional government agencies and SUCs in the region.

DON HONORIO VENTURA TECHNOLOGICAL STATE UNIVERSITY

- Improved the design for the construction of the Proposed Mini Hydro Electric Generating System for Bustos, Bulacan. Submitted research findings and recommendations on the DILG- funded project "Citizen Satisfaction Index System of the Dept. of Interior and Local Government".
- Dissemination of technology and utilization of through effective technology transfer, continuing education and training through the support of local officials, government organizations and civic groups. There were 29 projects implemented with 2,571 beneficiaries for AY 2014-2015

NUEVA ECIJA STATE UNIVERSITY OF SCIENCE & TECHNOLOGY

Maintains Cyber Campuses in Hongkong, Taiwan, and Macau.
 Courses offered in these campuses are graduate and post graduate programs such as MBA for Executives, MPA, PH.D.
 Educational Management, Ph.D. in Business Administration

PAMPANGA STATE AGRICULTURAL UNIVERSITY

- The PSAU Extension and Training Office have served a total
 of 4,612 participants from the 215 trainings, orientations and
 fora it conducted. The PSAU Extension and Training Office have
 served a total of 4,612 participants from the 215 trainings,
 orientations and fora it conducted.
- The Open Academy for Philippine Agriculture (OpAPA) had a study at the International Rice Research Institute (IRRI) for the Cyber Village Phase 2 project with the local government unit (LGU) of Apalit, Pampanga and its local farmers.

PHILIPPINE MARITIME MARINE ACADEMY

 Participated and conducted various activities in coordination with local government units and most especially within the Academy. These activities help promote health awareness within the Academy and also in the local community. Activities includes PMMA- Philippine Red Cross Blood Letting, First Aid Training for Incoming Orientation Staff, Health Symposium (RMTU) Hypertension & Stroke, DOH-Health Caravan, PMMA Diabetes Care Program, PMMA-Navy Medical Mission, PMMA Health Symposium- Women's Health).

RAMON MAGSAYSAY TECHNOLOGICAL UNIVERSITY

- MOU with HANJIN HEAVY INDUSTRIES AND CONSTRUCTION CO., LTD. on Shipbuilding Engineering Education
- MOA with MASINLOC POWER PARTNERS CO. LTD. on On-the-Job Training Program
- The Department of Agriculture-Regional Field Office for Region III (DA-RFO) released a total of Php 3 Million to fund the university's project on the "Promotion and Commercialization of Special and High Value Rice Varieties (Aerobic and Aromatic) in Lahar-Affected and Lowland Areas of Zambales."
- Agro-Studies Internship Program in Israel of B.S. Agri-Tech and B.S. Agriculture students for 11 months

TARLAC COLLEGE OF AGRICULTURE

- Provided several technical assistance and backstopping to various individuals, companies, LGUs, among others
- Seminars and trainings on Agri- based Livelihood program on Organic Farming and Vermiculture Technologies, Mushroom Growing Production
- Assistance for the administration and maintenance of the Municipality of San Clemente's website

TARLAC STATE UNIVERSITY

- ISO Certified
- Linkage with the Department of Trade and Industry (DTI)
 in the conduct of the following DTI-funded projects: Cities
 and municipalities competitiveness Index of Region 3 and
 Validation of the Business Permit an Licensing Systems of Cities
 and Municipalities of Region 3

Issues, Concerns, Problems and Challenges

The issues, concerns, problems and challenges that are presented in this research will focus on the four (4) major key result areas (KRAs), as identified in the Philippine Higher Education Reform Agenda (PHERA):

- 1. Rationalization of HEIs and Programs. Opening of new programs in the oversubscribed disciplines was put on a moratorium for a period of time to ensure that students are redirected and will enrol on courses that would cater the demand of the industry. Relevant courses that are unsubscribed however, need massive promotion to encourage enrolees. HEI programs' alignment with national development goals to address issues on job-skills matching is reiterated.
- Quality and Standards. CHED regularly conducts reviews and updates on the 2. Policies, Standards & Guidelines for academic program offerings. Programs are being monitored to ensure that HEIs are compliant otherwise, closure/phase-out of non-compliant programs will be ordered. Regional office conducts RQUAT visits and issues Certificate of Program Compliance (COPC) upon meeting the set standards. Development of SUCs into a COD/COE would entail additional provision of budget for student scholarships, faculty development, library and laboratory upgrading, research and extension services, development of instructional materials and enhancement of curriculum. These developments are relative to the compliance with international standards as the country opens itself to more opportunities in the global arena. It is another hurdle that confronts HEIs. Cognizant under the reform in the K to 12 Curriculum, the Internalization of Higher Education in the Philippines aims to equip the workforce with 21st Century skills. Teacher Education institutions need to revitalize the pre-service students.
- 3. Access to Quality Higher Education. Scholarship programs to poor but deserving students have been enhanced to ensure that access to quality higher education is provided. There is a need to further ensure the access of the poor but deserving students to these programs. It is in this concern and challenge that the provisions of the Local Government Code, particularly Section 393 (b)(4), and Section 434 may be given a second look to be able to contribute holistically to capacitating the populace at the local level.
- 4. Transparent, Morally Ascendant and Efficient and Effective Management System. Transformations in SUCs are being established in terms of its governance, administration and fiscal management aiming to provide an improved quality of public service. The challenge therefore is to ensure that these efforts are undertaken.

Comparative Advantage of State Universities and Colleges

On the swift survey conducted, State Universities & Colleges (SUCs) in the region have comparative advantages in environmental awareness and climate mitigation, technology transfer, agricultural advancement, local governance training, maritime workforce and transnational education.

Recommendation for Action at the Policy, Program or Project Levels

The issuance of CMO 46, S. 2012 which shifted the paradigm to enhance Quality Assurance (QA) in Philippine Higher Education through an Outcomes-Based and Typology-Based QA. Primarily, it is geared towards making Filipino graduates productive and competitive, especially in the milieu of ASEAN 2015 and the globalization of professional practice. Likewise, it also aims to develop a society which can engage meaningfully in their communities and in building the nation. In this light, the roles of the HEIs are directed to the teacher or expert that gives learners the knowledge and competencies which they can acquire through the improved relevant curriculum, instruction and assessment tools that will address the gaps and help in achieving the desired outcomes.

With the thrust towards achieving QA, grassroot perspective should be considered in terms of monitoring HEIs. Retention policies of school should be reviewed to ensure that the graduates that will be produced have undergone rigid screening and monitoring of their academic and skill competencies. Similarly, students who have failed to meet the standards set should have a redirection program wherein an option in place of their chosen discipline is given. This is to provide competitive advantage in other fields that may need their expertise. In any case, quality education does not only develop competencies needed for one's profession but includes life skill and values.

VI. WHAT WORKS, WHAT DOES NOT WORK

Democratization in the Region provides opportunities for heightened people empowerment and participation, high participation rate of women, low number of private armies, emerging independent leaders and political parties, high voters' turnout compared to national rate, and high accountability of barangay leaders through recalls. Correspondingly, it poses challenges, such as high crime rates, extrajudicial killings and violations to human rights, (highest rate of media killings in Luzon), few accredited NGOs, and few of media outlets.

Decentralization in the Region provides opportunities as barangay level health services are prioritized, there are more participative and inclusive approaches on disaster response, relief, emergency assistance and community oriented environmental policies, social services, and these are institutionalized. Public Private Partnerships are enhanced, and delivery of services are streamlined. The challenges, however, would have to be addressed. Although it is noteworthy that most of the devolved personnel are under health services, other devolved services have to be given equal priority so as to attain inclusive growth and development and to addressed the declining Iskor ng Bayan performance rating and increasing dependency to Internal Revenue Allotment shares.

Clearly, people empowerment, increasing memberships and coalitions of Local Political Parties, investment on health facilities, agricultural infrastructures, and exemplified partnership between private investors, NGAs and LGUs specially in freeport zones and urban areas in promoting universal health (PHILHEALTH), protection of the indigenous people, and in promoting Gender and Development (case of Laude Slay) works well in the region to support development.

The aforementioned development initiatives are constrained by high prevalence of political dynasties, minimal role of legal services in the region, privatization of health services, minimal

regulation of the mining industry, and political accommodations that affects the genuineness of CSO representations on social issues, among others. It is saddening to note that based on the records of the Philippine Council for NGO Certification, there are only two registered NGO in region 3 which is very minimal, hence, the impetus to address the factors that impede them to get involve in governance and development efforts.

The potential for improvement and collaboration, however, is very promising. There are two hundred twenty six (226) or 9.83% of the 2,299 higher education institutions in the country are located in Region 3. Of these higher education institutions, 49 (including the satellite campuses) or 21.68% are state universities and colleges are state universities and colleges. One state university, the Bulacan State University has an Institute for Local Governance and Administration (BulSU-ILGA) which provides capacity development programs for LGUs in Bulacan. The University of the Philippines has a campus in the region, located inside the Clark Freeport Zone. UP Clark has an extension campus at the Subic Bay Freeport Zone which offers master in Management Program. The Higher Education Institutions' capacities and capabilities would very well be maximized and mobilized as hubs for local governance and administration in providing capacity development programs for LGUs with the aim of developing a new generation of government leaders and promoting shared responsible governance and administration among government officials, civil society and enterprise movers through accessible and effective capability building programs and educational undertakings for local governance and administration. This could be undertaken on a region-wide basis, with the BulSU-ILGA as lead institution and the other state universities and colleges as co-partners to provide integrated technical support to LGUs in their respective areas of jurisdiction. Government agencies in the region are active partners of the local government units in pursuing local development.

VII. CONCLUDING NOTES

The 2015 3D Rapid Field Appraisal "assumes that decentralization provides an enabling and powerful framework for citizen participation in governance which is a key feature of decentralization. Decentralization and democratization, if effectively enforced, will lead to address poverty and inequality towards sustainable development" (Guide for 3D Policy Advocacy Campaign).

It is towards the aforementioned that the 3D RFA Team from Region 3 focused on its effort to present and assess the status of decentralization, state of democratization, and development in the region. The state of capability building stations, particularly of HEIs was also determined.

Findings

- 1. The region is one of the regions with high rates of crimes and violations to human rights. This is substantiated by the data that 20% of the cases of extrajudicial killings in the country were done in the region. Recent findings of Defend CL (2014) show an increase in extrajudicial killings in the region by 16%. There are 44 or almost 10% of the total cases of torture in the country are committed in Central Luzon.
- 2. Of the 147 total journalists/ media workers killed since 1986 in the Philippines, Region 3 accounts for 15 or 7% of the cases. Region 3 is the highest in Luzon and

- 3rd in the country as to the number of killed media workers in line of their duty.
- 3. The participation of women in the 2013 election in the region is higher by 1% in the entire country. The country's number of women who ran in the 2013 election was only 18% but in region 3, it was 19%.
- 4. There are only two registered NGOs in region 3 which is very minimal as compared to NCR, Regions 4A and Region 7 which have over 15 registered NGOs.
- 5. The Region has a low number of private armies that are usually used by politicians during election periods. From a total of 170 private armies based on the Philippine National Police Directorate for Intelligence, there are only 2 from Region 3.
- 6. There are emerging independent leaders in the region as evidenced by almost 24% of the total 3,699 candidates who ran in the 2013 election without a political party.
- 7. The voters' turnout in the region is higher than the national turnout rate by 1%. Region 3 has 78% turnout rate compared to the country's 77% average national turnout rate.
- 8. There are 13 cases of recall, 60 cases of plebiscite and referenda, and 1 special election from 1963 2015. The province of Nueva Ecija has the highest cases of recall in the region. Most of these recalls were filed against barangay officials.
- 9. Of the 1,249 devolved personnel at the provincial level, the highest officials are involved in delivery of health services, including those deployed in hospitals operated by the Provincial Government at 85.5%. This indicates that the core of devolved services in the region is on provision of health services.
- 10. There are 1,151 public health facilities in the sample LGUs, with 2.78% or 32 government hospitals, 5.47% or 63 private hospitals, 10% or 131 Rural Health Units, and 81.75% or 941 Barangay Health Stations. It is noteworthy that provision of health services in the level of the barangays has been prioritized.
- 11. The LGUs' support to agriculture in terms of provision of farm machineries, upgrades to irrigation systems and post- harvest facilities among others has surely paid off. In 2013, Central Luzon posted a 5.69% gain in agricultural output and remained the top producer of palay, chicken, hog, tiger prawn and tilapia.
- 12. Disaster response, relief and emergency assistance to persons in crisis situations have been at the core of social services in the region, acknowledging the region being a disaster-prone area.
- 13. Various strategies to maintain and protect environmental balance are initiated in the region. These vary from maintaining functional materials recovery facility, tree planting advocacies, control of illegal fishing and illegal logging, integrated coastal management program, and eco-tourism.
- 14. Aside from rendering opinions to their local chief executives and to the local legislative bodies where their legal advice is of utmost importance, the legal offices of the LGUs concentrated mostly on providing notarial services to their constituents, and from time to time provided legal advice to citizens who requested it.
- 15. Central Luzon is one of the leading regions in the country as regards tourist arrivals with more than 3.1 million tourists visiting last year. This is indicative of a 16.5% increase in tourist arrivals in 2014 compared to 2013.
- 16. Legislative measures passed included: institutionalization of poverty alleviation initiatives; strengthening of regulations for the protection of environment and natural resources; boosting local industries and the tourism sector; increasing local revenue generation; promoting investment and development through

- Public-Private Partnership (PPP) and Build-Operate-Transfer (BOT) agreements; building partnerships with NGAs and private sectors to attain inclusive growth and development. Other legislative measures addressed local issues on health, public welfare and protection of human rights.
- 17. Participation of different citizen organizations in Central Luzon is highly valued. The SBMA, together with the LGUs of Olongapo City and Zambales, has perfected a Memorandum of Agreement with the seven leaders of indigenous tribes in the province. The nationalized controversial death of Jennifer Laude best exemplifies the power and the current state of citizens' commitment and engagement and participation in public management domain in the region. This proves that the people of Central Luzon are still awake and actively seeking for its opportune time to participate.
- Enhanced practices that ensured a streamlined delivery of services such as business 18. licensing and acquisition of Mayor's permits contributed to ease of doing business in the region.
- 19. The LGUs in the region continuously ensure the availability and adequacy of local delivery systems in compliance with their mandates. For 2015, 4 provinces, 2 cities and 27 municipalities are awardees of the Seal of Good Local Governance. This manifests the capacity of the LGUs in the delivery of various services.
- 20. LGUs, NGAs, CSOs, POs, IPOs, and even the religious sector partner, relate, interact, coordinate, and complement each other in pursuance of various advocacies, and ensure timely and efficient delivery of services.
- Based on the Iskor ng Bayan a DILG project which aims to measure the financial 21. and administrative management performance of the local governments, most of the provinces in the region need improvement. The Iskor ng Bayan average rating for Central Luzon provinces is in a decreasing pattern from being Good (68.24) in 2010; to being Average (55.23) in 2012.
- 22. The annual IRA share of the provinces in the region is increasing at an annual average rate of 10%. The growth of total financial assets of the region is 12.1% which is higher by 2.1% to the annual growth rate in IRA. There is an increasing dependency of provinces in the IRA shares since 2004.
- 23. The capacity of HEIs in the region are adequate to provide support to governance and development efforts. However, their full capacity to do so should be anchored on cooperation and collaboration with the local government units, other government agencies, people's organizations and non-government organizations.

Recommendations

- 1. Mobilize and involve the community and the civil society organizations to monitor and report crimes and violations to human rights. This will in a way deter the commission of such.
- 2. Media organizations must strive to organize and be vigilant to deter killing within their ranks. Professionalization of their members must be further undertaken.
- 3. Continuously undertake activities that will empower the women leaders in the region. Partner with the Philippine Commission on Women to conduct seminars, trainings and symposia to enable and capacitate women leaders and voters.

- 4. Develop a climate that will encourage the establishment and operation of NGOs in the region. Provide opportunities for involvement in the municipal, provincial, and regional advocacies, so that these NGOs will be initiated to be part of the governance landscape in the region.
- 5. Strengthen the existence of Local Peace and Order Councils.
- 6. Undertake voters' forum that will give opportunities for independent leaders in the region. This strategy will ensure a level playing field for such who desires to be part of public service.
- 7. The COMELEC should initiate, facilitate and encourage debates and symposia that will further the interest of the voters to exercise their right of suffrage during elections. This could be undertaken at the municipal level in partnership with state universities and colleges which offer programs in political science and public administration and governance.
- 8. Conduct trainings through the municipal and provincial offices of the Department of Interior and Local Government to further educate citizens on local initiatives such as recall, plebiscite and referenda. This will minimize the exercise of perpetuating personal and political interests.
- 9. Further improve the delivery of health services through capacity building of personnel involved in health service delivery. The increase of their benefits and incentives should also be worked on to prevent decrease in personnel complementation.
- 10. Further equip the barangay health stations with state-of-the art facilities and equipment so that they will be able to provide health related services timely and efficiently. Medical personnel, specifically doctors and nurses, must be permanently stationed in these health facilities.
- 11. Provide for marketing mechanisms for agricultural produce in the region. This will encourage and motivate farmers to increase and boost their production. Credit facilities must also be made readily available and accessible. Promote value-adding of agricultural products through processing and post- harvest facilities investments.
- 12. Endeavour to facilitate the passage of Disaster Risk Reduction Management Code in the municipal and provincial levels. As such, LGUs' social services efforts and resources could be redirected to local poverty alleviation and livelihood programs.
- 13. Sustain conservation and rehabilitation of forests and watersheds. Mining should be further regulated to prevent incidence of mining-induced calamities during rainy seasons. Strengthen biodiversity protection and conservation so that ecological balance would be improved.
- 14. The function of the provincial legal offices/offices should be enhanced and expanded to fully assist the constituents. A fully functional legal office should be established in the provincial center. As such, these offices will be able to assist constituents in legal concerns and not only focus on providing legal support to the local chief executive, administrative officials and the sanggunian. Monitoring of the activities and capacitating those involved in the Barangay Justice System should be strengthened
- 15. Endeavour to facilitate the passage of the Regional Tourism Code which will provide holistic and comprehensive components of management of tourism industries and activities in the region. This will address the concerns raised during interviews with tourism practitioners that the strategies undertaken in the tourism industry in the region has to be revitalized.

- 16. To be able to contribute more significantly to the formulation of policies that are truly reflective of the basic policy needs from the barangay to the higher levels of local governance, the members of the Sangguniang Barangays must be compelled towards the performance of their mandates as such. Local policies emanating from the ground level will help in addressing development needs at the grassroots.
- 17. To address the challenge of tapping the participation of the private sector, the national government's campaign for the Public Private Partnership drives should be strengthened at the regional and provincial levels. Networking with possible PPP partners must be vigorously pursued.
- 18. Improve internet access and connectivity. As such, the development of systems that would enhance and streamline service delivery LGUs' utilization of ICT will be encouraged and will contribute to innovation.
- 19. Enhance the skills and quality of manpower of the service providers whether they are holding elective or appointive positions. Encourage benchmarking of best practices on local service delivery to further develop commitment and dedication of service providers in the region.
- 20. Forum on strengthening stakeholders collaboration and partnership be made available. The full potential for institutional relations, interaction, coordination and complementation among and between the various government, non-government, civil society organizations, and people's organizations in the region should be fully maximized. Although there are several good exemplars of such as cited, it would be more advantageous and beneficial if a region-wide association would be established to serve as coordinating unit for such. The Regional Development Council, cognizant of its role may pave the way for this further coordination and complementation and forum.
- Further strengthen the digital infrastructure in the region. This will address the 21. problem of municipalities and some provinces on internet access and connectivity and will enable them to enhance public access to information and strengthen performance management.
- 22. Improved access to financing, improved local revenue collection and improved expenditure management must be endeavoured. Financial management capacities of the local officials involved in management of local funds must be improved. This may be undertaken by developing short term financial management programs and partnering with state universities and colleges in the region who have the capacity to offer the programs may be a strategy. Nevertheless, the allocative formula for the internal revenue allotments to local government units must be revisited to make it attuned with the present realities and development requirements of these governance institutions.
- 23. To provide for a more comprehensive capacity building program for local leaders on a province-wide strategy, partnerships with higher education institutions in their respective areas could be undertaken by the LGUs. The Bulacan State University Institute for Local Governance and Administration is an excellent example that with commitment and desire to do so, the endeavour is doable.

VII. OTHERS

Table 11. Internal Revenue Allotment Annual Growth Rate

Province	Average IRA Growth Rate	Average Financial Asset Growth Rate	Difference
Aurora	9.7	10.7	1.0
Bataan	10.0	7.5	(2.5)
Bulacan	10.3	8.7	(1.6)
Nueva Ecija	10.0	17.0	7.0
Pampanga	10.2	11.4	1.2
Tarlac	9.9	20.3	10.4
Zambales	9.5	9.1	(0.4)

Note: Data based on PSA 2004 - 2015

There is an increasing dependency of provinces in the IRA shares since 2004. Aurora, which is a Third Class province, is the most dependent province to the IRA with 91% dependency ratio, while Pampanga and Bataan, both with 71% dependency ratio, are the least dependent among the sampled provinces in the region. It appears that the more develop the province is the less dependent it is from IRA share.

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POLICY NOTE 1

I. THEME

UNDAF	Sub-Outcome No.	
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II. TYPE OF POLICY PROPOSED

Amendment/s to the Local Government Code of 1991 (RA 7160), Book III (Local Government Units), particularly on:

- a) Chapter 3, Section 393 (Benefits of Barangay Officials), paragraph 4, which states that the Punong Barangay, the Sangguniang Barangay Members, the Barangay Treasurer and the Barangay Secretary shall:

 "Be exempted during their incumbency from paying tuition and matriculation fees for their legitimate dependent children attending state colleges or universities. He may likewise avail of such educational benefits in a state college or university located within the province or city to which the barangay belongs"
- b) Chapter 8, Section 434 (Benefits of Sangguniang Kabataan Officials), which states that the Sangguniang Kabataan Officials shall:

 "Have the same privileges enjoyed by other sangguniang barangay officials under this Code subject to such requirements and limitations provided herein. During their incumbency, sangguniang kabataan officials shall be exempt from payment of tuition and matriculation fees while enrolled in public tertiary schools, including state colleges and universities. The national government shall reimburse said college or university the amount of the tuition and matriculation fees: Provided, that to qualify for the privilege, the said officials shall enroll in the state college or university within or nearest their area of jurisdiction."

With additional provision for:

Expansion of the Study Grant to Programs of the Technical Education Skills and Development Authority (TESDA)

III. GOVERNANCE LEVEL

This is for national-local governance level as this proposed policy amendment entails the revision and/or additional provisions pertinent to the Local Government Code of 1991, particularly Book III, Section 393(b)(4) and Section 434, so that there would be agreement and consistency as to its interpretation and implementation. The expansion of the student grant to programs of the Technical Education and Skills Development Authority is included.

IV. SITUATIONAL ANALYSIS

The following are information pertinent to the amendment/revision being proposed:

- a) As of April 29, 2013 (Source: CHED website), there are 110 main campuses of state universities and colleges and 437 satellite campuses, or a total of 547 operating campuses;
- b) On June 6, 1997, Republic Act No. 8292 was enacted. Entitled "Higher Education" Modernization Act of 1997", the law provided for the Uniform Composition and Powers of the Governing Boards, The Manner of Appointment and the Term of Office of the President of Chartered State Universities and Colleges and For Other Purposes. Under Section 4 (Powers and Duties of Governing Board), Subsection d, paragraph 3 " . . . any income generated by the university or college from tuition and other charges, as well as from the operation of the auxiliary services and land grants, shall be retained by the university or college, and may be disbursed by the Board of Regents/Trustees for instruction, research, extension, or other programs/ projects of the university of college . . . ". Corollarily, the CHED issued CMO NO. 20, s. 2011, providing for the "Policies and Guidelines for the Use of Income, Special Trust Fund and Program of Receipts and Expenditures of SUCs" to institutionalize uniform fiscal policies that will serve as guidelines in the use and disposition of all internally generated funds accruing to the SUC. It is towards this context that state universities and colleges have become corporatized and considered generating internal income from tuition fees as one of their priority concerns;
- On May 18, 2009, the Commission on Higher Education issued CHED Memorandum Order (CMO) No. 15, series of 2009 providing for the "Guidelines Implementing the Study Grant Program for Barangay Officials and Their Dependents to Implement Section 393, paragraph 4 of the Local Government Code of 1991, The Inclusion of the Sangguniang Kabataan Officials for the Study Grant Per Section 443 of the Same Code, Amending CHED Order No. 62, s. 1997". Said CMO provided for qualification and required documents for the availment of the grant. The aforementioned order revised CHED Resolution 220-2007 issued on May 26, 2007, reiterating CHED's stand to allow the state universities and colleges to determine their own guidelines on the implementation of the educational benefits of Barangay and SK officials provided in the Local Government Code;
- d) The Development Council of State Universities and Colleges of Region 3 through Resolution No. 2 series of 2006 resolved for the SUC III's common stand regarding the Local Government Code's provision granting educational privileges to legitimate dependent children of officials of barangays and Sangguniang Kabataan, namely: Admission policies applicant should pass the entrance examination of the SUC, must be of good moral character, must be single, must not be more than 21 years of age, must be in good health, and must be legitimate dependent of incumbent elective and appointive barangay officials or SK chairman; and Retention policies grantee should not have incomplete mark, dropped or a failing grade in any subject, grantee should have an average grade of 2.5 or better will full semester load, and must not have been subjected to disciplinary action by the school due to misconduct or misbehavior;
- e) There are various issues and concerns pertinent to the implementation of the aforecited provisions of the Local Government Code of 1991. DILG Legal Opinion No. 116, series of 2010 (dated July 12, 2010) and DILG-13 Opinion No. 010-2014 reiterated that "it is already sufficient that the legitimate dependent children can show proof that they are legitimate dependent children of these barangay officials", and that no other conditionalities be attached or required for the availment of the grant;

- f) Hence, there is apparent conflict as to the correct interpretation and implementation between the agencies (Department of Interior and Local Government, Commission on Higher Education and State Universities/Colleges) tasked to implement Sections 393(b)(4) and 434 of the Local Government Code. There are also apparent nuances as to the requirements and retention policies as implemented by the state universities and colleges. Funding is the major problem that should also be considered; and
- g) The impetus is to provide more access to training and livelihood for the concerned barangay officials and their dependents, and Sangguniang Kabataan officials through the expansion of the grant in programs of the TESDA

V. WHAT IS THE PROPOSED POLICY

AMENDING Book III, Section 393(b)(4) and Section 434 of the Local Government Code of 1991, Promulgating Common Criteria and Expansion of the Study Grant to Programs of the Technical Education and Skills Development Authority (TESDA) and Providing Funds Thereof

Purpose:

This amendment is issued to provide the policy context for the correct interpretation and implementation of the study grant program for barangay officials and their dependents pursuant to Section 393 paragraph 4 of the 1991 Local Government Code and the educational assistance to Sangguniang Kabataan officials as provided for in Section 434 of the same Code. Expansion of the Study Grant for Programs of the TESDA is also recommended.

Coverage:

- 1. The study grant and educational assistance shall include the Barangay and Sangguniang Kabataan Officials, during their incumbency, and the legitimate dependent children of incumbent barangay officials, as follows:
 - a. Punong Barangay
 - b. Barangay Kagawad (7)
 - c. Barangay Secretary
 - d. Barangay Treasurer
 - e. Barangay Sangguniang Kabataan Chairman
 - f. Barangay Sangguniang Kabataan Kagawad (7)
- 2. The grant covers tuition fees, whether the grantees are enrolled in regular and self-liquidating program offerings (or equivalent) of state universities and colleges. Miscellaneous and other fees shall be shouldered by the grantees.

Qualification of Applicant/s:

The applicant/s must:

- 1. be an incumbent Barangay or Sangguniang Kabataan official;
- 2. be a legitimate dependent child of an incumbent Barangay Official, 21 years or below, as certified by the Local Civil Registrar; and
- 3. have passed the entrance examination and comply with other requirements for admission of the SUC where the grantee intends to enroll.

Conditions of Assistance:

- 1. For barangay officials, they shall enroll in the SUC or TESDA training/learning center located within the region or city to which the barangay belongs. For Sangguniang Kabataan officials, they shall enroll in the SUC located within or nearest their area of jurisdiction;
- 2. Carry a full semestral load as prescribed in the course curriculum; and
- 3. Must not have incomplete mark, dropped or a failing grade in any subject

Retention of the Grant:

- 1. Grantee should have an average of 2.5 or better with full semester load as prescribed in the approved course curriculum
- 2. Must not have been subjected to any disciplinary action by the school due to misconduct or misbehavior committed by him/her
- 3. Legitimate dependent child shall be allowed to complete the full semester, in case or resignation, removal or death of the barangay official grantee

Funding Source

1. Funding for the implementation of the study grant as provided for in Section 393 paragraph 4 of the 1991 Local Government Code and the educational assistance to Sangguniang Kabataan officials as provided for in Section 434 of the same Code and expansion of the program coverage for TESDA programs shall be included in the General Appropriations Act to be included in the budgetary allocation of the Department of Interior and Local Government. The DILG shall include the same in their budget proposals every year. It shall also promulgate the guidelines for the reimbursement scheme of state universities and colleges and of TESDA which will implement the study grant.

Effectivity:

This amendment shall take effect fifteen (15) days after its publication in the Official Gazette or a newspaper of general circulation.

Note: Suggestions as to Qualification of Applicants, Conditions of Assistance, Retention of the grant are basically anchored on existing CHED guideline and SUC's guidelines

VI. **JUSTIFICATION FOR PROPOSED POLICY**

- a) There is a need to promulgate a clearer provision on the interpretation and implementation of Sections 393(b)(4) and 434 of the Local Government Code;
- There is a need to come up with a common criteria as to admission and retention b) of the study grant of the subject beneficiaries when they would enroll in state universities and colleges:
- c) Since the approval of the 1991 Local Government Code, the course offerings of state universities and colleges have been classified into regular and self-liquidating programs. Regular programs are the course offerings of such that are subsidized by the national government through the General Appropriations Act. The selfliquidating programs' operations are funded from internal collections from tuition fees; hence they are used to pay the salary of faculty and staff, procure instructional materials, etc.;
- d) There is a need to consider the effect on the generation of the internal income from tuition fees by the state universities and colleges when they would implement the study grant. Rough approximate would show that, for instance in Region 3, which has 3,102 barangays and 12 state universities and colleges it includes their 37 satellite campuses. Granting that for each state university/college, there would be an average of 100 per SUC who would avail of the study grant (barangay officials and their legitimate dependents and SK officials), at an average tuition fee of PhP3,000.00 per semester or PhP6,000 per school year, the PhP7,200,000.00 income from tuition fee will not be realized. Hence, this may result in lesser income at the standpoint of the SUCs. This is the reason why state universities and colleges came up with more stringent admission criteria/requirements and retention policies to qualified recipients who would want to avail of the study grant. However, nuances on the admission criteria and retention policies were noted;
- e) There is also a need to include in the Local Government Code the source of funding to implement the refund of the foregone income of SUCs implementing the program. Although there are contentions that these are included in the budgetary allocations of SUCs, there is no clear guideline and mechanism in which these SUCs may include such in their yearly budgetary proposals;
- This particular concern has become a prevalent problem among the implementers f) of the study grant (the DILG, the CHED and the state universities and colleges), as evidenced by several queries and arguments pertinent to this; and
- Recent developments requiring more skilled manpower necessitate the expansion g) of the study grant to include access of the barangay officials and their dependents, and SK officials on the programs of the Technical Education and Skills Development Authority. This will provide greater opportunities for employment and development of these officials, and that hopefully would redound to improved, efficient and effective local governance and livelihood improvement.

VII. TARGETED SPONSOR

Hon. Cheryl Deloso-Montalla, Representative, 2nd District of Zambales

Prepared by:

PRESY A. ANTONIO, MMPM, CSEE

POLICY NOTE 2

I.	THEME:	
	UNDAF Sub-outcome No.	

II. TYPE OF POLICY PROPOSED:

The proposed policy is a new policy which can be effectively attained through the passage of an Executive Order or through a DILG Administrative Order for the information and compliance of all LGUs.

III. GOVERNANCE LEVEL:

The implementation of the policy will be on a national scale. Once approved, each provincial LGUs will have to establish their own Provincial Database Management System for the collection, consolidation, management and presentation of key data on LGU performances to be funded initially by the DILG.

IV.SITUATIONAL ANALYSIS

The need for good quality statistical data is ever increasing. Essential information, usually founded on reliable data, are key inputs to broad development plans and will be proven useful in identifying strategies to achieve preferred governance objectives. The utilization of quality and quantifiable data on all aspects of governance is essential to achieve sustainable development.

Timely and relevant data have far reaching implications in governance and policy making. The Philippines is way behind its neighboring countries when it comes to effective data management systems. Good data are seen as an important tool for good governance. It provides a means for people to assess how their governments perform and to provide a venue for them to participate directly in the development process. Relevant data are also needed in producing baselines, in setting goals and targets, in monitoring progress of existing projects and evaluating the impacts of these government projects and programs. It can also help decision makers identify the most effective approach for public and private actions.

In the conduct of the Rapid Field Appraisal on Democratization, Decentralization and Development (RFA on 3D), it has been a major challenge however, for the researchers to gather and obtain relevant data significant to this research. The challenge was not only limited to the non-availability of vital data, but such that these extremely sought-after data had to be obtained from various sources. The absence of a centralized data management hub was seen as a major hindrance not only in data collection, but also in synthesizing significant data essential for this research.

Recognizing that data are an important resource that has vast applications, therefore it is only fundamental that these data be managed well. Each government agency, however, including LGUs seemingly follows a different protocol in data management. While the DILG requires from LGUs the submission of accomplishment reports coursed through the DILG provincial offices, this is mainly limited to narrative and financial reports. It does not identify current challenges faced by LGUs in relation to development. Furthermore, the uniformity of data presented is another major issue for it seems that LGUs have the discretion as to how the data will be presented in their accomplishment reports. The researchers also encountered LGUs where the preparation and consolidation of data in itself is a struggle.

At the moment, if students and researchers need data on their LGUs' performance, the best way is to come to the DILG provincial office to request such data, that is assuming that the LGUs have already complied and submitted their documentary responsibilities on time. Requesting copies of such report, especially in their respective LGUs is not as easy as it sounds. One will have to go through bureaucracy-mired protocols, that most of the time discourage information seekers. If requests are however granted, the data which will be provided are too voluminous, and this will require a lot of time for analysis.

The proposed policy therefore will pave the way for the creation, development, and management of a database system that will serve as information resource for LGUs, academe, students, researcher and other stakeholders. Through a unified data management system with a dedicated office or staff, other municipal or even provincial staff will also be freed from dealing with repeated requests for data inquiries.

V. PROPOSED POLICY

ESTABLISHMENT OF PROVINCIAL DATA RESOURCE MANAGEMENT SYSTEM (PDRMS) IN LOCAL GOVERNMENT UNITS

The proposed policy will establish a Provincial Data Resource Management System (PDRMS) that will manage, collect, collate, analyze, and present data that will mainly come from the different LGUs within the jurisdictional bound of the provincial governments.

If this policy is approved, a database management system will be established and maintained under the auspices of the provincial governments. The provincial capitol is an ideal locus since it has the existing mechanisms already such as physical and communication structures.

Under this proposed policy, LGUs will be required to submit key data which can be easily extracted from their annual accomplishment reports submitted to the DILG such as the LGUs' State of Local Governance Reports. The data will be in the form of computerized documentation and will be made available within the office maintaining the PDRMS. Whenever possible, parameters should be used to make the system more flexible. Parameters are easily changed values that alter the structure and function of the system.

The data to be publicized by the PDRMS will only offer non-sensitive information which may be limited to demographic features, environmental status, development plans, accomplishments both finance and narrative, employment statistics, economic trends, democratization and decentralization initiative, governance reforms, innovations and anti-corruption drives, fiscal management and revenue generations practices, as well as compilations of best practices in government programs and projects. Key issues encountered by the LGUs may also be presented as well current initiatives to address them.

The state will be the main owner of the data. The government therefore has the authority to maintain, secure and control access to these public data. Such control should only be limited however to data protection and confidentiality requirements consistent with Philippines data protection laws. Nevertheless, though significant control and security are necessary, they should not deter anyone, in particular, research-oriented institutions, from accessing data to be utilized for research management, especially when it comes to studies on public administration. Data validation can be implemented as well at various levels including data collection, compilation, data entry to PDRMS, data processing and analysis.

Data are only useful when it is communicated and utilized. Developments in communications technology open a new arena of possibilities with regard to the distribution of data. Whenever possible and appropriate, the PDRMS design should consider structures that will facilitate distribution, or allow direct access of the data from remote locations. The use of digital media should also be considered for disseminating statistics. For example, the Internet offers an inexpensive method to share information, allowing secure access to data and analytical results. Special structures utilizing existing platforms such the internet should likewise be maximized. This can be done by establishing a website that may serve as a portal for these data with a good and simple interface for ease of use.

A continuing program of system development is also recommended to ensure that the PDRMS will incorporate recent innovations in information technology.

VI.JUSTIFICATION FOR PROPOSED POLICY:

A sound policy-making and planning rely mainly on grounded, relevant information. These information, however, are not always readily available. Raw data, on the other hand, are oftentimes voluminous, and they can only be utilized effectively if a database management system will process and simplify them.

A database management system office shall function to ensure that data submitted adhere to established standards; to validate integrity and consistency of the data; to process, manage and secure these data; and most importantly, to allow an easy access to public data for those who require it. The benefits of a functional database management system include the following:

A Mechanism for Promoting Accountability and Transparency. A database of information that is readily available and accessible to the public promotes accountability and transparency among the local government units. The PDRMS shall provide a venue where the public can review the performance of their LGUs. The LGUs, on the other hand, would be made accountable to be true to their sworn promises to deliver effective services to the people through a transparency mechanism made accessible via the open data system.

In establishing a PDRMS, there is also a need to create a feedback mechanism so that the public may participate in the identification of the type of data to be offered by the system and whether or not these data are compliant with the needs of the client. This type feedback will help ensure that the PDMS is meeting its objectives.

An Aid in Local Administrative Operation. The PDRMS would foster better administrative operations among the LGUs by offering practical information among local government officials which would be essential for them to make informed decisions on operational and governance matters. This will allow them to deliver effective and better services to all sectors. Significant learnings from best practices of other LGUs as well as lessons learned from critical issues would also be beneficial if shared between LGUs. These learnings may also be integrated into the local government's planning, administration and operation. Other local elected officials, specifically the planning officer and other department heads would also find this beneficial for they may readily access information in the PDRMS that they may find essential to deliver their functions.

A Venue for Providing Information to the Public. The database management system, once implemented would be proven beneficial to students, researchers, media, visitors and other LGUs for this will provide them access to vital information that they find useful in their practical areas of concern.

A Mechanism to Track Socio-Economic Development Trends. At present, the economic profiles of LGUs are maintained manually and only a few cities/municipalities/provinces have uploaded them up online in their own website for ease public access. Though the Philippine Statistics Authority offers a wide variety of data on economic profiles, it is not always up-to-date and usually provides information which small and medium entrepreneurs will find beneficial. Among the LGUs, as regards establishing economic status, there has always been the concern on the divergence of data, validity of the sources and frequency of data gathering process which make it difficult for consolidation and presentation. Furthermore, from a development and economic standpoint, having an accessible database may help entice prospective investors to consider placement of their investment in the LGUs, for they can easily access relevant information they may need in setting up their business such as economic indicators and trends in the provinces and good LGU practices that may motivate them to invest and establish business partnerships. Database will also be a very important resource for entrepreneurs who would want to develop business plans for possible for possible investments in the LGUs. The proposed integrated database may serve as a useful tool to track economic and social trends and economic status of the LGU.

Data-Driven Governance and Policy Development. The PDRMS will assist various government in decision making that is based on available and sound data. This will pave the way for improved delivery of services that is responsive to the needs of the masses. Furthermore, significant data may also aid decision makers and policy making bodies in coming up with sound policies that will address current trends and issues encountered by the LGUs. This database will also be useful in assessing socio-economic conditions which is necessary to prioritize development programs and projects. The PDRMS shall ensure that data is broadly accessible not just to the public, but more importantly, to public servants and government bodies that may improve government's service delivery.

Practical Innovations and Best Practices. The database shall also serve as a catalyst for creating opportunities for innovation that will greatly benefit both government and the public. LGUs whose strategies and practices have been noteworthy in particular areas of governance and public services, would be recognized and be made known to other stakeholders. Whatever form of innovation there may be, as long as it can improve the delivery of public services, and may contribute in achieving local growth and economic development, the PDRMS shall publicize them. This demonstrates that the system is cognizant that being open with government data goes beyond the fundamental purpose of transparency, for it may also aid local development and effective governance.

There is a need however for a long-term commitment among LGUs to support the data management system. There has to be adequate personnel and funding not only for establishing the system and continuing its operation, but also to modify the systems as the need arises in the future.

POLICY NOTE 3

I.	THEME:	
UNDA	F Sub-outcome No	

II. TYPE OF PROPOSED POLICY

Repeal with re-enactment of RA 9997 - an Act Creating the National Commission on Muslim Filipinos Defining its Powers, Functions and Responsibilities and Appropriating Funds Therefor and For Other Purposes also known as the National Commission on Muslim Filipinos Act of 2009.

III. GOVERNANCE LEVEL

The implementation of the policy will be on a national scale.

IV. SITUATIONAL ANALYSIS

Muslims or believers of Allah are one of the world's mostly misunderstood social groups because of its high participation on undemocratic government practices, terrorism, and marginalization of women. Its cultural norms and belief system drive them out of the general public's most accepted norms and lifestyles.

In the country, they are estimated to be about 5.1 million (2010), 94% of them are residing in Mindanao. Islamic influences arrived first in the Philippines even before the arrival of Christianity in the country. If not because of the Spaniards, Philippines could have been an Islamic state. Historical backgrounds of the Muslim Filipinos gave them the pride as the only people in the country that were not colonized by Spaniards, Americans, and even by the Japanese colonizers.

There are 11 ethnic groups among the Muslim Filipinos. These ethnic groups are Maranao, Maguindanao, Iranun, Tausug, Yakan, Sama, Sangil, Kaagan, Kolibugan, Panimusan, and Molbog. Diverse ethnic groups among Muslim Filipinos are now dispersed across the country. There is an estimated 68 percent growth of Muslim Filipinos in the country from 2000 to 2010. Although, most of them are still situated in Mindanao provinces, Manila and other highly urbanized city in the country are now places where Muslims Filipinos were commonly seen. It is evident that the integration of Muslim individuals in the Christian communities is inevitable because of rural to urban migration in the country. Today, the government's commitment in promoting Muslim welfares is being done through a national commission under the Office of the President.

The National Commission on Muslim Filipinos (NCMF) was established in 2009 as the government tool in ensuring the right and well-being of Muslim Filipinos in the country. The NCMF replaces the Office on Muslim Affairs. Its implementation covers economics, educational, cultural, and infrastructure programs for Muslim Filipinos. The mandate of the NCMF is to preserve and develop culture, tradition, institutions, and well-being of Muslim Filipinos, in conformity to national laws and in consonance to national unity and development.

Social integration and unification among ethnic groups in the country is ideally correct and easy to say but is hard to put in action. Social conflicts are usually brought by philosophical differences that guide their perspectives on specific social issues. Religious gap and historical gap between Muslims and Christians in the country are believed to be the main reasons why government efforts to establish long lasting peace in Mindanao are a failure, although developments and hopes are clearly seen in some areas.

The origin of Moro-Moro or Christian and Muslim Conflict in the country could be traced from the Spanish period when religion was used as the standard of truth and goodness. Christians used new converts to fight against Muslims whom they considered as evil. After the said period came the colonization of the country by Americans and Japanese that made Muslims a second class minority in the country mostly situated in the southern part.

The land of the Muslims in the country was less affected by devastating wars that this country has been part of – Spanish War, American War, and World War 2. The land remained free from foreign colonization, but was colonized by its own Filipino Christian brothers after the World War 2. Mindanao, the "Promised Land", became the settlement areas for the rebels from Luzon who are mostly non-Muslims. This was the beginning of "civil wars" in Mindanao as Filipinos battled against each other for freedom and space. Muslim Filipinos armed and grouped themselves for their hope of having their own land.

Radical movements towards the liberation of Mindanao for the Muslim Filipinos envisioning an Islamic State caused an increased political upheaval and revolutions. Christian vigilantes were used by Marcos administration as a "divide-conquer" tactic in suppressing the Muslim people in the south. The settlement of Christians in the south was taken by many Muslims in Mindanao as an invasion of their property rights.

There are about 160,000 people who were killed and displaced within the four decades of fighting in Mindanao. Many social scientists believe that the Christian – Muslim Conflict in the country especially in the south is believed to be brought by cultural differences and religious conflicts.

The "civil war" in the south gave birth to different Islam radicals and social movements that aim for Muslim liberation and socio-economic development. It is undeniably true that five of the poorest provinces and regions in the country were mostly Muslim dominated: Lanao Del Sur, Maguindanao, Zamboanga Del Norte, Sarangani, and North Cotabato. The high level of poverty incidence in the provinces which are mostly Muslims were accompanied by high crime rates, high number of private armies aside from the existence of extremist groups, and corruption. Extremist groups were considered by the US government as terrorists. Investigations of international and local intelligence units have established the link between the local extremists groups in the south and the international terrorist groups Jemaah Islamiya and al-Qa'ida.

Local groups such as the Abu Sayyaf Group (ASG) and Communist Party of the Philippines/ New People's Army (NPA) were listed by the US Government as terrorists. The list do not include the Moro Islamic Liberation Front, the Moro National Liberation Front and the newly created Bangsomoro Freedom Fighters (BFF) are all revolutionary groups base on the groups perspective of their common objectives of having a nation for them Muslims. The Autonomous Region for Muslim Mindanao (ARMM) was created under RA 9054 to give Muslim Filipinos to power to govern themselves with considerations to their beliefs and traditions. They were given the power to enact regional laws and decrees, and to establish their own regional cabinet members who are mandated to provide programs and policies for their development. Despite of the creation of ARMM, still, the region is plagued by corruption, poverty, high crime rates, and political dynasties.

The ARMM failed to deliver its mandate – peace in Mindanao, based on the standards of the Muslims in the south. Hence, what they want is ultimate freedom and self-determination. The desire to self-governance is highly related to the feeling of being left-behind or marginalized. As long as our Muslim brothers feel that they are not equally treated in this country as Filipinos with opportunities for democratic participation, it is expected that they will continue the cry for a Bangsamoro Republic like the way we have fought before our independence.

The participation of Muslims in policy making and developmental planning is very important. In the history of Philippine Senate, there is only one Muslim senator elected since 1992 – Sen. Santanina Rasul of Sulu. Current composition of the presidential cabinet has only one Muslim, Sec. Yasmin Busran-Lao of NCMF. In the Supreme Court, Abdulwahid Bidin is the first Muslim to become its member during the Aquino Administration. The data show a very minimal participation of Muslim Filipinos on the national political scene which is disappointing since it means that less of their ideals and aspirations are elevated to the national policy making arena, leaving behind issues that highly affects the Muslim people.

The introduction of Bangsamoro Basic Law (BBL) aims to give the Muslims in Mindanao especially in ARMM, the autonomy that they have been dreaming of is the latest development in this social concern. The Bangsamoro Autonomous Region will replace the ARMM. BBL is the fruit of the agreement between the Philippine government and the MILF. Social barometers conducted by SWS before the Mamasapano Case which killed 44 of our great Philippine National Police Security Action Force, shows that 44 percent of the Filipino people are against BBL and only 22 percent are in favor. The case is also believed to increase the likelihood of the BBL to be rejected by the legislators.

BBL is seen by many Muslims, especially members of its liberating forces, as the sole solution in the problems of Mindanao. This is their hope of having a freedom closer to being absolute. Its death in the plenaries of the Philippine Congress could also mean the death of their hopes. Rebel and separatists warn the country of a possible civil war and increased rebel actions against the government specially in Mindanao.

V. PROPOSED POLICY

AN ACT ABOLISHING THE NATIONAL COMMISSION ON MUSLIM FILIPINO (NCMF) AND INSTITUTIONALIZING THE NATIONAL COMMISSION ON CHRISTIAN AND MUSLIM AFFAIRS (NCCMA) THROUGH AMENDMENT OF REPUBLIC ACT 9997

The proposed policy will create the National Commission on Christians and Muslim Affairs (NCCMA). This will ensure the equal rights and well-being of Muslim and Christian Filipinos altogether with due regard to their beliefs, customs, traditions, and institutions of faiths. The

Commission will be placed under the Office of the President, and shall take over the functions of the National Commission on Muslim Filipinos that will be abolished. Its coverage shall be both local and national affairs involving cultural and traditional affairs of Muslims and Christians in the country.

Its mandate should be to preserve and develop cultural, traditional, and institutional integration of Christians and Muslims that will promote their well-being in conformity to constitutional laws and national unity.

The Commission shall be composed of five commissioners, wherein majority of the commissioners should be Muslim Filipinos. Each commissioner should head a committee: Peace and Unification, Youth, and Women. The Chairman of the commission should be a Muslim and will be appointed by the President from the three commissioners. The president shall appoint the regular members of the Commission. Commissioners shall be academic degree holders and must speak and write fluently in Filipino and Arabic languages. The Commission may create a council of advisers to help them in doing its mandates. The chairman of the Commission shall serve for seven years and the members for four years. The commissioners could be removed in the office in the manner provided by law in removing a cabinet secretary appointed by the president.

Power and Functions:

- 1. Provide advice and assistance to the President in the formulation, coordination, implementation and monitoring of policies, plans, programs, and projects affecting the Muslim Filipinos
- 2. Undertake and coordinate development programs and projects of the national government, ensuring that projects to be implemented are not religious bias and will assure the advancement of both Christians and Muslims
- 3. Act as the primary government agency through which Muslim and Christian Filipinos can seek government assistance and redress specially concerning abuses or government neglects because of cultural and religious conflicts or discriminations
- 4. Provide social assistance for Muslim and non-Muslim tribes in the country, in the form of scholarships and livelihood projects
- 5. The Commission shall head the government's peace panel regarding conflicts between Muslims and Christians
- 6. May enter into agreements with civil societies both international and domestic, in accordance with existing laws, to assure active participation of the community in promoting unified development regardless of social denominations
- 7. Promote or facilitate the establishment of partnerships or corporations between Christians and Muslims in the country. Partnerships and Corporations that will be composed of at least 50% Muslims shall receive economic bonuses as determined by the Commission through tax exceptions or special schemes
- 8. Promote Halal Industries in the country and accredit halal-certifying bodies for the benefit of the Muslim communities in the country
- 9. Encourage investors to hire Muslims in their establishments up to 20 percent of their workforce. Investors who will comply with this shall be provided an economic relief bonus as well

- 10. Monitor and evaluate TV and print media releases together with the MTRCB to prohibit the use of terms and words that generalizes or stereotypes the Muslims nor Christians are bad, and any terms that degrade them. This will promote a more bias-less media in the country.
- 11. Establish regional offices in all regions of the country. Each regional office shall ensure that all projects of the local government in each region shall be in consonance with the goals of the commission.
- 12. Gather annual data on the welfare and demographic information of Muslims and in the country segregated per region and provinces. Knowing the actual head counts of Muslims in each province will be helpful in allocating budget for each regional office.
- 13. Solicit and accept grants, donations and gifts, in cash or in kind, in whatever source, in coordination with appropriate agencies for the benefits of its cause.
- 14. Undertake studies or researches that will promote smooth relationship across ethnic groups and religious dominations.
- 15. Conduct annual celebration of Muslim and Christian Friendship day with the National Historical institute of the Philippines. This should aim to preserve the country's heritages and to commemorate the importance of being one as a Filipino people.
- 16. Determine cultural holidays for both Muslims and Christians, and prepare for such events together with other concern agencies of the government.
- 17. Promote the development of Integration Funds that will be used for Exchanged Student Programs between Christians and Musims, fund the Hajj pilgrimage to Mecca of Muslims and shall be made available also to Christians travel to Jerusalem.
- 18. Establish a National University for Filipino Muslims in partnership with the Commission on Higher Education. The university shall focus on Islamic studies and provide courses that are highly considered to be Islamic.
- 19. All other functions of the Commission shall be based on the functions and power of the NCMF provided that such will not be in conflict with the objectives of the Commission.

The Commission shall be treated as an independent commission wherein all of its properties shall be accounted to the Chairman. The Commission shall be composed of the offices of the Chairman, and its Bureaus. The bureaus under the Commission are the Bureau on Youth and Education, Bureau on Christian and Muslim Cultural Affairs, Bureau of Peace and Conflict Resolution, and Bureau on Legal Affairs.

Bureau on Youth and Education. The Bureau shall promote integration of Muslims and Christian in education and youth affairs. It shall facilitate the creation of the National University for Filipino Muslims, which will be open even to non-Muslims. The Exchange Student Programs between Christians and Muslims, the inclusion of Islamic subject as a subject in professional schools, and the promotion of activities involving the participation of the youth regardless of social religious class shall be made by the Bureau. Researches and studies that shall promote understanding and unity between conflicting religious sects and cultural gaps must be prioritized by the bureau.

Bureau of Christian and Muslim Affairs. This Bureau shall be responsible for the conduct of annual celebrations of holidays and friendship day between Christian and Muslims as Filipinos. It shall also ensure that all projects and policies of the government should aim for the empowerment of both Christians and Muslims. It shall be able to create a specific Islamic Course for professionals in the country that will be taken as a required course. All religious pilgrimage shall also be made through this bureau.

Bureau of Peace and Conflict Resolution. This Bureau shall be responsible for the conduct of peace, settlement of conflict, and negotiations between conflicts caused by religious conflicts, and cultural gaps. The head of the government negotiating panel between different tribes and cultures should be from this bureau. It is aimed to prevent, de-escalate and find solution to conflicts.

Bureau of Economic and Legal Affairs. This Bureau shall be responsible in providing legal education and assistance in cases of litigation involving Christians and Muslims' persons and interests regarding cultural discrimination or gaps. This Bureau shall also administer to the development and establishment of Christians and Muslim partnerships and corporations from the creation of such up to the hiring of their workforce.

Regional Offices. The regional offices across the country shall implement laws and policies of the Commission, establish provincial Halal accrediting body, provide services to Muslim Filipinos, coordinate with the LGUs in providing programs for the cause of the Commission, and accredit Christian and Muslim Civil Societies.

VI. JUSTIFICATION

The solution to national unity, peace, regional growth, and cultural preservation is national concern by its nature. Eradicating the decade of cultural and religious misunderstanding has been part of the major plans of the past administrations, but seems to be a failure. New techniques that promote participation of the religious sects, uniformed personnel, and of the academe are to be introduced.

The national government cannot do it alone; the help of the local government will be very detrimental in this act of strategic conflict-management. The local government will be the official arm of the government to assure participation of the civil societies from the grass root levels of the community.

This policy will be both implemented in the local and national level government system. The Commission will be placed under the Office of the President replacing the National Commission on Muslim Filipino and will be mandated to establish regional offices to secure wider influence and integration mechanism coverage. Regional offices will be working in partnership with accredited civic societies and local government units.

The objective of this is to actively seek for the participation of all government officials from all levels, and to engage the civic groups in promoting a society where Muslims and Christians could be one in celebrating life and experiencing the fruits of democracy. This will enable Muslim

individuals to represent themselves and their aspirations in creating a government that unifies people of colors and unique cultures.

Barangay governments will also be tapped as part of the governing body especially in data gathering to segregate the individuals as to belief or religious affiliations. We believe that segregated data based on Christian – Muslim classification will be beneficial in determining budget allocation and program initiations in each provinces and regions.

The commission shall be composed of five commissioners, wherein the majority should be Muslims. This is to give them the opportunity to lead the advocacy wherein they will be the first to benefit from.

REGION IV

JAN ROBERT GO

ABSTRACT

This is a rapid field appraisal on the state of decentralisation and democratisation for development in two regions in the Philippines: Region IV-A or Calabarzon and Region IV-B or Mimaropa. These two regions were originally together; thus, the assessment in this paper looks at the cases of both regions.

While comparisons are done at the qualitative level, most of the data sources used in this appraisal are quantitative in nature. The paper relies heavily on secondary data gathered from different government agencies such as COMELEC, BLGF, and CHEd, among others.

The areas discussed in this appraisal focus on the state of democratisation and decentralisation in the region, and the capacity building mechanism with particular interest in the Higher Education Institutions (HEIs). For the state of democratisation, the appraisal looked at the election turnout, political violence, political dynasties, and political participation among citizens. For the state of decentralisation, the factors considered were local government financing, and health and social welfare service sectors. Finally, for the last part, public and private universities and colleges offering public administration programs in the regions were identified.

The results of this appraisal, albeit tentative, are mixed at best. Democratisation and decentralisation have a long way to go. As a large administrative body, Region IV cannot be easily contained and managed. Likewise, each Local Government Unit (LGU), whether provincial or municipal, has a distinct context demanding a similarly distinct treatment. Given the apparent differences between Calabarzon and Mimaropa, as this appraisal reveals, approaching development requires two separate but interconnected strategies.

Keywords: Calabarzon, decentralisation, democratisation, development, devolution, elections, higher education, Mimaropa, Philippines, rapid field appraisal, state universities and colleges

REVIEW

This rapid field appraisal (RFA) on the Calabarzon and Mimaropa regions centers on three aspects of the Philippine socio-economic and political landscape, namely, decentralisation, democratisation, and development. These three aspects, arguably, are intertwined with each other. On the one hand, decentralisation is largely seen as a democratisation mechanism. Greater local autonomy, whether administratively or politically, allows for a more extensive form of citizen participation—one of the key indicators of a substantive and functional democracy. Development, on the other hand, is argued to be achievable under a democratic system. Also, development is better spread across the country through a decentralised system, one that creates an environment for new urban centres outside the national centre, that is, Metropolitan Manila. The succeeding paragraphs briefly discuss the methodology, time frame, and case for this rapid field appraisal.

Methodology

The appraisal, for all intents and purposes, is rapid. It looks on the surface of the situation without sacrificing the possible depth necessary for a proper appraisal. The appraisal is largely qualitative and relies heavily on secondary data. Given the expanse of the case, as will be explained below, actual fieldwork from one province to another may not feasible. Nevertheless, this RFA still presents the situation on the ground based on the data provided by the various government agencies and offices through their official online portals.

Time Frame

Whenever available and as maybe demanded by indicators, the case of Regions IV-A and IV-B are observed within a five-year period, that is, from 2011 to 2015. This enables the appraisal to provide a medium-term picture of the situation. This also shows the existing trends in the regions and compares them across provinces, cities, and municipalities, as the case may be. In other occasions, such as election turnout and other election-related appraisals, the period covered is the past two local elections (i.e. 2010 and 2013), or depending on available data.

The assessments in this RFA were done at the latter part of 2015. There might be new developments and changes in the data provided, especially by the end of the year, which may not be taken to into consideration given the time and logistical constraints.

The Case Study

While regions are not formal political units in the Philippines, the RFA has been designed to assess the accomplishments in the areas of decentralisation, democratisation, and development by region. The cases focused in this particular appraisal are the cases of Regions IV-A and IV-B. Combined, Region IV is considered as the largest region in the country. Informally known as the 'Southern Tagalog' region, it is composed on ten (10) provinces, namely, the provinces of Cavite, Laguna, Batangas, Rizal, Quezon, Occidental and Oriental Mindoro, Marinduque, Romblon, and Palawan.

In 2002, Region IV was split into two regions: Calabarzon (Cavite, Laguna, Batangas, Rizal, and Quezon) and Mimaropa (Occidental and Oriental Mindoro, Marinduque, Romblon, and Palawan)¹⁷. The first group is composed of contiguous land-locked provinces found in the southwest to southeast stretch of the Luzon Island. The second is composed of island provinces between the island of Luzon and the provinces in the Visayas. Figures 1 and 2 show the location of these regions in the Philippines.



Philippine
Sea

South
China
Sea

LUZON

MIMAROPA

VISAYAS

Sulu
Sea

MINDANAO

Figure 1. Calabarzon

Figure 2. Mimaropa

As of 2010, Calabarzon has a population of 12,609,803, making it the largest region in the country in terms of population. It has a total land area of 16,368.12 km2. Mimaropa has a smaller population of 2,744,671, but has a larger land area of 29,621 km2. Table 1 shows the political subdivisions in the regions.

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Political Divisions	Region IV-A (Calabarzon)	Region IV-B (Mimaropa)				
Provinces	5	5				
Cities*	20	2				
Municipalities	127	71				
Barangay	4,011	1458				
Congressional districts	19	7				

Table 1. Political Subdivisions in Regions IV-A and IV-B

A more detailed presentation of the socio-economic and demographic profile of the provinces in the two regions is shown on Table 2. One striking observation from the profile of the provinces in the regions is the disparity in terms of land area and population. The provinces in Calabarzon have larger population but have smaller land areas. This makes the region denser. It also has higher numbers of registered voters. Mimaropa has larger provinces, but they have small population and registered voters. This observation will be helpful when the political aspects of democratisation are considered. Also, consideration of the land size vis-à-vis population, and even the distribution of the population, is important in understand the outcomes of decentralisation in these areas. Finally, the provinces in the Calabarzon are all under the first income-class,

^{*} Both high-urbanised and component cities

¹⁷ Executive Order No. 103, dated May 17, 2002.

while those in Mimaropa are mixed. This can be attributed to two factors: First, Calabarzon is more proximate to the National Capital Region. Thus, access to these provinces is easier. Second, Mimaropa is an archipelagic region. The internal waters separate the provinces and their municipalities. This could affect the spread of development and social and other services.

Provinces	Income Class	Area (hectares)	Population (2010)	Registered Voters (2010)
Batangas	First	311,975	2,377,395	1,248,059
Cavite	First	157,417	3,090,691	1,520,319
Laguna	First	191,785	2,669,847	1,323,246
Marinduque	Fourth	95,258	227,828	121,381
Occidental Mindoro	Second	586,571	452,971	215,146
Oriental Mindoro	First	423,838	785,602	392,210
Palawan	First	1,703,075	771,667	364,175
Quezon	First	906,960	1,740,638	857,011
Rizal	First	119,194	2,484,840	1,129,374

Table 2. Basic Demographic Data on Regions IV-A and IV-B, by Province

Given the diverse nature of the regions, the cases to be observed are not only province-wide. This RFA, particularly in the appraisal of the state of decentralisation in the regions, also features key cities and two extreme cases of municipalities, one from the top income class bracket (e.g., first or second) and another from a lower income class bracket (e.g., fifth or sixth, depending on which is available). Data from these localities are compared and placed side by side to see the patterns and trends across cities, municipalities, and provinces. This would eventually provide the decentralisation and democratisation picture of the regions as they attempt to further development in their areas. Table 3 enumerates the specific cases. These cases are referred to whenever applicable. In other instances, the appraisal is done by province.

153,345

283,930

161,643

Third

Romblon

Table 5. Specific cases Observed					
Provinces	City ¹	Municipality A ²	Municipality B ³		
Batangas	Batangas City	Nasugbu	Tingloy		
Cavite	lmus	Silang	Emilio Aguinaldo		
Laguna	San Pablo	Los Banos	Rizal		
Marinduque	-	Воас	Buenavista		
Occidental Mindoro	-	Sablayan	Looc		
Oriental Mindoro	Calapan	Bongabong	San Teodoro		
Palawan	Puerto Princesa	Coron	Cagayancillo		
Quezon	Lucena	Candelaria	Alabat		
Rizal	Antipolo	Cainta	Baras		
Romblon	-	Odiongan	Ferrol		

Table 3. Specific Cases Observed

¹ Cities are either highly urbanised or component. Other provinces have no cities.

² Municipality A are higher income municipalities.

³ Municipality B are lower income municipalities.

RAPID FIELD APPRAISAL (RFA) FINDINGS

In appraising Regions IV-A and IV-B, there are two main indicators used. These are: (1) the extent of democratisation, and (2) the status of decentralisation. These are the focus of this section. Each indicator is further explained below.

The State of Democratisation

The Philippines, arguably, is a democratic state. While there are particular scholars disputing this claim, there are also those who agree to a compromise. Albeit minimalist by definition, the Philippines is democratic in so far as there are regular elections held every three years. But the very idea of the country being democratic is tested. There are several indicators identified in order to give clarity to the notion of a democratising system, particularly at the local level. Likewise, these indicators are treated as issue-areas, specifically for this RFA.

Issues

Here are four indicators used to evaluate the state of democratisation in the region: (1) voters turnout during elections, (2) election-related violence, (3) political dynasties and elite-capture of key leadership positions, and though not necessarily election-related, (4) citizen participation in local democratic processes.

Election Turnout. For the past two local elections, voter turnouts for both regions, as seen in Table 4, are considerably high. All turnouts are beyond the simple majority (50% + 1). On the surface, it can be said that political leaders have a very clear mandate since a high percentage of the electorate participated in the election. This, however, does not take into consideration in the individual percentage of votes received by the candidates. The turnout margins between 2010 and 2013 elections play around, on the average, one to three percent. Cavite and Rizal both have turnout values at 60%, while a majority has values at 70%. Marinduque, with a small voting population, has the highest turnout among the ten, at 80%.

Table 4	Flection	Turnout for 2	2010 and	2013 Local	Flections	by Province*
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Provinces	Registered Voters (2010)	2010 Turnout (%)	2013 Turnout (%)
CALABARZON		72.70	72.13
Batangas	1,248,059	78.41	78.38
Cavite	1,520,319	62.25	67.01
Laguna	1,323,246	73.25	71.96
Quezon	857,011	79.19	81.29
Rizal	1,129,374	67.79	65.38
MIMAROPA		75.30	77.21
Marinduque	121,381	81.73	82.85
Occidental Mindoro	215,146	75.36	77.63
Oriental Mindoro	392,210	78.67	79.16
Palawan	364,175	70.40	73.93
Romblon	161,643	77.82	78.66

^{*} Data are from NSCB (registered voters) and COMELEC (turnout).

Political Violence. For the 2016 National and Local Elections, the Philippine National Police (PNP) has already identified election 'hotspots' or election watch-list areas. ¹⁸ These are areas that require close monitoring given reports of possible electoral violence. Of the six provinces identified, none were in the Calabarzon or Mimaropa region. But previous elections proved to be more violent. During 2013 elections, for example, 36 areas in Calabarzon were considered hotspots, while there were 39 in Mimaropa (and Western Visayas). ¹⁹ Also, there were several reports of incidents of election-related violence. There were nine casualties in Calabarzon, which is the highest in the country, and six in Mimaropa. ²⁰ In 2010, there were 123 crimes for every 100,000 persons reported in Calabarzon and Mimaropa combined. ²¹

There were also records showing the presence of private armies in the regions. As of 2010, there were nine in Calabarzon with 45 active members, and four in Mimaropa with 69 active members. Palawan is 14th among the province with highest number of active private army members.

Political Dynasties. Political dynasties are a commonplace in Philippine politics, especially at the local level. Though there are still contentions as to the proper definition of a political dynasty, that is, up to which degree of consanguinity and affinity is considered a dynasty, there is a general notion that if the one running is the husband or wife, son or daughter, brother or sister, or even a distant relative, of a current official, then it is must a dynasty in the making. Whether such dynasty is fat or thin, embedded or re-emerging, the fact is that public officials in most localities have or share the same surname.

Provinces	Dynasties				
CALABARZON					
Batangas	Laurel, Recto, Perez, Ermita				
Cavite	Barzaga, Remulla, Revilla, Abaya, Maliksi				
Laguna	Chipeco, San Luis, Joaquin				
Quezon	Alcala, Enverga, Punzalan, Suarez, Tanada				
Rizal	Ynares, Sumulong				
MIMAROPA					
Marinduque	Reyes, Lecaroz, Manrique, Sarmiento				
Occidental Mindoro	Mendiola				
Oriental Mindoro	Andal, Contreras				
Palawan	Mitra, Socrates, Lim, Reyes				
Romblon	-				

Table 5. Some Dynasties in Calabarzon and Mimaropa*

^{*} Data are from Wikipedia and Rivera, 2010.

¹⁸ http://newsinfo.inquirer.net/745786/pnp-identifies-6-elections-hotspots

¹⁹ http://www.gmanetwork.com/news/story/289841/news/nation/pnp-declares-889-areas-as-hotspots-for-may-polls

²⁰ http://www.philstar.com/headlines/2013/05/15/942219/latest-pnp-tally-51-dead-65-wounded-poll-violence

²¹ http://www.rappler.com/business/22367-statistics-economy-elections-violence

Commentators and critics have seen this practice as an affront to the democratic nature of our politics. Having few families controlling political power and offices effectively transforms our democracy into oligarchy, or rule of the few with personal and vested interests. Both Calabarzon and Mimaropa have their share of 'dynastic rule'. Table 5 shows some of the dynasties in each of the regions' provinces. They have either ruled over a municipality, within the province, or occupied a seat in the House of Representatives.

The presence of these political dynasties is not necessary or out-rightly valued negatively. For certain instances, there might be functional political dynasties that were able to carry a platform of government that benefits the people within their locality. However, there are also dynasties which have entrenched themselves into power and have become comfortable with it.

Citizen Participation. One of the mechanisms placed under a decentralised system is the inclusion of civil society and non-governmental organisation representatives in various local special bodies. This mechanism is expected to create more avenues for citizen participation in local decision-making processes. Effectively, this seeks to democratise further governance at the local level. As is usually the case among LGUs, engaging citizens to participate may range from high success rate to none. This is primarily due to the fact that not all provinces, cities, and municipalities have active civil society organisations. There are institutional barriers such as accreditation systems, which hamper and prevent the successful implementation of this mechanism.

In addition to this, citizen participation treated as token 'participation'. Perhaps not in all instances, but there are occasions where citizens are seen as mere end-users and their participation only happens during reporting or updating. However, there are few experiences where there are successful local government-citizen relations. In these experiences, various stakeholders are properly represented during meetings, if not regularly consulted. There are also initiatives done by local chief executives to reach out and conduct barangay visits as a form of consultation.

Recommendations

Democratisation takes a lot than recommendations. There are specific actions steps that may require strong political will on the part of the implementers as well as sufficient financial resources. Below are some recommendations to improve the state of democratisation not only for the regions covered by this RFA, but may also apply to other regions in the country.

The election turnout in the regions is at its current state desirable. High voter turnout could already mean higher awareness and motivation. But in the appreciation of the data, caution must be exercised. For one, there are other factors that could affect the high voter turnout. Unfortunately, there were no disaggregated data for 2010. The Commission on Elections only has disaggregated data up to municipal level for 2013 elections. On the methodological side, it is recommended that focus group discussion be conducted to thresh out narratives, which may corroborate with the existing data. On the substantive and practical level, it is recommended to further intensify the information and awareness campaigns at the local level on the importance of participation on elections. If it were possible to achieve the 90%, it would be better.

Political violence is another challenging task. Given the size of the regions, it is practically impossible to monitor all the ongoing activities. However, the police force, the politicians, and the public may engage on a campaign that detest and denounce the use of force. This might be easier said than done though. Particularly in areas where there are insurgencies, political violence may not be easily curbed. Likewise, too much competitive politics has made lives of politicians and supporters alike at risk. There must be more vigilant search for private armies. There have been efforts to quash them at the national level.

Similar to political violence, it may require an overhaul of the political system to do away with political dynasties. Again, there is no attempt to assign a general value on dynasties. But on the outset, it might be beneficial to finally enact a law that allows for greater opportunities for every one to run for public office. Elites and factions are mere circulating in a patent manner.

Lastly, revisiting the provisions on citizen participation in the Local Government Code of 1991 may ease the hurdles faced by civil society organisations in order to actively play their role in local governance. Likewise, giving citizens a greater stake in the decision-making provides a sense of ownership of decisions. This can lead to institutionalisation of various local initiatives, which benefit the constituency. This mechanism will also help avoid the arbitrary changes in policies depending on the sitting local chief executive.

Unlike the succeeding recommendations in the sections on decentralisation and capacity development, most of the recommendations for democratisation may require not simply policy changes but also gradual changes in political behaviour and culture. Indeed, this goes to show that democratisation cannot be legislated or forced. Democratisation is a process. The second section of RFA findings focuses on the state of decentralisation in the region.

The State of Decentralization

While a unitary state, the Philippines has adopted a decentralised framework. In the 1987 Constitution, it is expressly stated that the Philippines shall have a local government system with significant local autonomy and subordinate to the national government. The passage of Republic Act No 7160 or the Local Government Code of 1991 led to the devolution of several service sectors to the lower tiers of government. For the purpose of this RFA, decentralisation shall mean devolution, that is, the transfer of powers from national to sub-national levels.

In this RFA, aside from local financing, two main service sectors devolved to the local government units, namely, health, and social [welfare] services, are treated as issue-areas. The appraisal of the two issue-areas focuses on the appropriations vis-à-vis total allotment made by LGUs identified earlier. This is expected to reveal the level of prioritisation local governments.

Issues

Local Financing. The primary concern of local government units is financing or budget. The reality is that not all local governments have the same amount of internal revenue allotment (IRA), and not all are capable of raising the necessary revenue to fund their priority projects and services. Figures 3a, 3b, and 3c show the extent of IRA dependency in various local government

units in the region. The data are from the Bureau of Local Government Finance (BLGF). The more dependent LGUs are on their IRA, the more difficult are they able to effectively and efficiently provide their desired services.

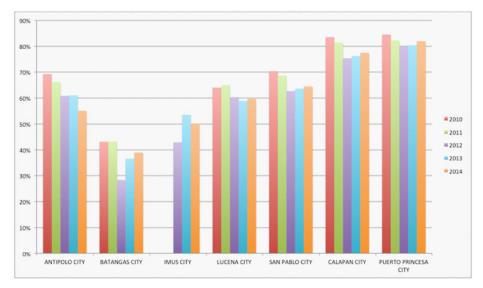


Figure 3a. Internal revenue allotment (IRA) dependence of key cities in Calabarzon and Mimaropa

Across the years (2010 to 2014), Batangas City is the least dependent on IRA. Generally, cities are not heavily reliant on their internal revenue allotments. The values play around 60 to 70%. But this observation is not necessarily true for the two cities in the Mimaropa region. Both Calapan and Puerto Princesa breached the 80% mark in certain years within the observation period. This is not withstanding the fact that Puerto Princesa is already a highly urbanised city and has an establish eco-tourism industry.

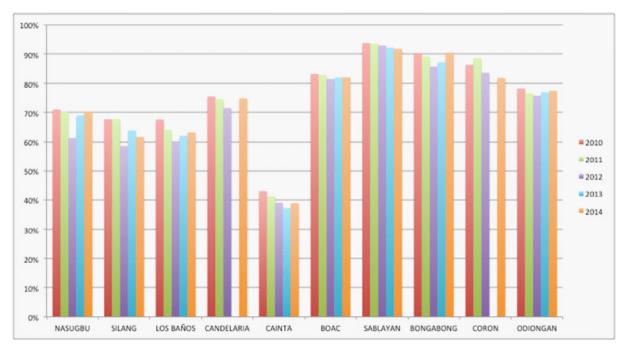


Figure 3b. Internal revenue allotment (IRA) dependence of upper-income class municipalities in Calabarzon and Mimaropa

Among higher-income municipalities, the trend is almost the same. The Municipality of Cainta in Rizal has the lowest dependency rate playing around 30 to 40%. The rest of the municipalities in Calabarzon region have relatively low dependency rates at 70% on the average. Again, the municipalities in the Mimaropa region, despite being high-income class, are largely dependent on their IRAs. The Municipality of Sablayan in Occidental Mindoro has 90% dependency rate.

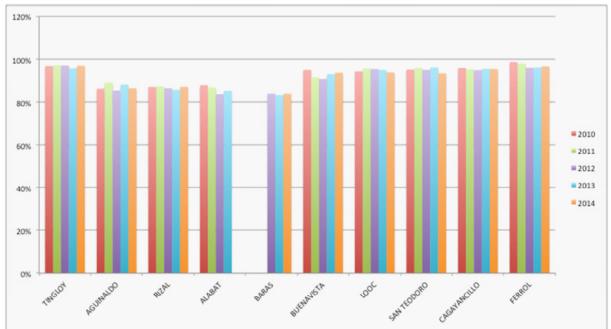


Figure 3c. Internal revenue allotment (IRA) dependence of lower-income class municipalities in Calabarzon and Mimaropa

High IRA dependency among lower-income class municipalities in both Calabarzon and Mimaropa is expected. Given their limited resources, their main source of funding is their IRAs. The island Municipality of Tingloy in Batangas registered the highest dependency rate with a near perfect average of 97%. Other municipalities in Calabarzon have rates around 80 to 89%. Municipalities in the Mimaropa region are all above 90% dependent on IRAs.

Health. The delivery of health services is one of the major responsibilities devolved by the Local Government Code of 1991 to different sub-national levels. From the province down to the barangay level, there are specific duties and responsibilities to be carried out in order to ensure the health of the public. While some laud the efforts to contextualise the delivery of health services to the local level, it is not without problems. There are several areas of concerns relating to this service sector. This section focuses on four aspects of devolved health system in the region. These are health financing, local health board, health-related trainings, and public health workers.

Health financing is part of the larger problem of financing in the region. Since most provinces are IRA dependent, any improvement in the health system will need to compete with other services provided by the LGUs. Figure 4 shows how much the provinces in Calabarzon and Mimaropa spent for health service delivery. Laguna had the most expenditure on health with more than 700 million pesos in the years 2012 and 2013. Contrast this amount with the health expenditure in Romblon, which barely reached 10 million pesos per year. More recently, the Department of Health has provided for additional funds to local government units through the

Health Facilities Enhancement Program (HFEP) in order to improve health facilities and build barangay health centres or rural health units (RHU).

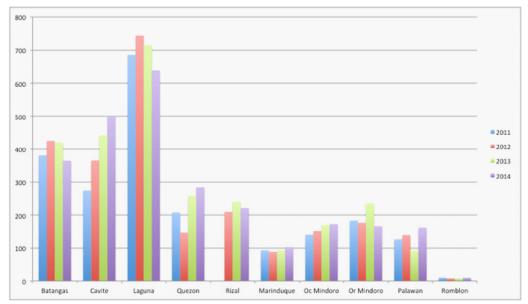


Figure 4. Health expenditures in Calabarzon and Mimaropa provinces, 2011-2014 (in million pesos)

Another area of concern is the activity of local health boards both at the municipal or city and provincial levels. Local health board (LHB) is one of the local special bodies formed by the LGC of 1991. The LHB is primarily tasked to ensure that health issues and concerns in the locality are properly monitored and acted upon. The legally mandated composition of the board includes several personalities like municipal, city officer, provincial health officer, DOH representative, and local chief executive acting as one of the cochairs. However, the LHB is not convened in all LGUs. As much as possible, the LHB should meet regularly in order to address health-related problems. There are instances when LHBs meet only once a year to approve the recommended budget for the incoming year.

Elsewhere, there are best practices. Most of the municipalities with active LHBs have undergone training and support from private institutions and non-governmental organisations. There were also instances when LHB membership has been expanded to include other sectors of the society like women's groups, senior citizen associations, and even local church chapters or parishes. This is a positive step in involving greater citizen participation in improving the health situation in a locality. Currently, there are efforts to further this exercise by creating health boards in every barangay.

Finally, there is a continuing problem of human resources in the health sector. There are municipalities where there are few midwives, nurses, and doctors. The usual setup demands a municipal health officer, who is a medical doctor, a public health nurse, several midwives depending on the population and number of households. At the barangay level, there are also barangay health workers tasked to assist the midwives in conducting monitoring and reporting especially the cases of pregnancy and birth in order to avoid infant and maternal mortality. Again, DOH has programs to fill this gap. The Doctors-to-the-Barrio (DTTB) program has been very helpful. DTTBs, however, are only allowed to serve for two years. Thus, problems of instability in terms of health agenda and reforms are commonplace. For nurses, DOH also provides for additional nurses, but with considerable restrictions. Deployed nurses are not allowed to do the usual nursing tasks, and are only required to stay in RHUs and health clinics during office hours.

Social Welfare Services. Just like in health, a significant number of social welfare-related tasks have been devolved to local governments. At the provincial level, the tasks include programs and projects on rebel returnees and evacuees, relief operations, and population development services. At the municipal level, the tasks are programs and projects on child and youth welfare, family and community welfare, women's welfare, welfare of the elderly and disabled persons, community-based rehabilitation programs for vagrants, beggars, street children, scavengers, juvenile delinquents, and victims of drug abuse, livelihood and other pro-poor projects, nutrition services, and family planning services. At the barangay level, the task is primarily on the maintenance of a day-care centre.

Given this long list of tasks for provincial and municipal governments, it should be interesting to note how much LGUs allocate and spend for social welfare services. A quick survey of the BLGF data shows that provinces in the Calabarzon and Mimaropa regions spend less than 10% of their annual budget on social welfare and other social services. In some provinces like Laguna and Rizal, they only allot one percent of their total budget to social welfare. Compared with Laguna's expenditure for general health services, this 2014 figure is drastically low. Poorer provinces in Mimaropa have relatively higher social welfare allotment.

There are social welfare offices at the provincial, city, and municipal levels. The officer is responsible for extending the necessary social welfare services to the community. Given the large amount of task, particularly at the municipal level, it is interesting that there is only one officer in charge. Since the social welfare concerns target the poor and marginalised, provinces from the lower-income class may need to provide more services of this nature. Likewise, there is also a significant number of indigenous peoples population in Mimaropa, which may need specific attention from the local social welfare office.

Table 6. Expenditures for Social Welfare and Social Services in 2014, by Province

Drovinces	Social Welfare	Total Evnanditures*	Davisantaga	
Provinces	and Social Services*	Total Expenditures*	Percentage	
CALABARZON				
Batangas	114.79	1472.18	8%	
Cavite	61.72	1578.13	4%	
Laguna	21.11	1935.40	1%	
Quezon	31.91	1454.87	2%	
Rizal	14.72	1211.41	1%	
MIMAROPA				
Marinduque	6.25	293.76	2%	
Occidental Mindoro	15.29	840.45	2%	
Oriental Mindoro	38.12 668.40		6%	
Palawan	84.53	1081.78	8%	
Romblon	16.58	408.56	4%	

^{*} In million pesos

Recommendations

The state of decentralisation in the regions is largely affected by the institutional configurations and constraints. Thus, in order to improve the current situation of health and social welfare devolution, as well as local government financing, there is an urgent call to review and revisit the significant provisions of the Local Government Code of 1991. Scholars of local government know that there should be periodic review of the Code. However, it is not done. As the social and political contexts have changed, the legal framework that forges the institutions on the ground should also be changed.

One of the changes recommended is the distribution of the internal revenue allotment. In the current Congress, proposals to review the IRA distribution have been submitted in both chambers. However, these have not received significant attention from the legislators and the public as well. It is important to review the distribution of the pie since, as empirical data shows above, most of the municipalities, whether high- or low-income classes, are depending more than half of their annual appropriations on the internal revenue allotment coming from the national government. In addition to this, the values used for computation are not as updated. There is an urgent need to amend the provisions on IRA in the LGC of 1991.

Second recommendation is to review and eventually amend the LGC of 1991 provision on health. The current setup has overly burdened the LGUs with responsibilities they were not prepared to handle. This has caused backlogs that up to now are being addressed. There are specific tasks that need to be recentralised such as management of hospitals. LGUs have no capacity to manage hospitals. This is totally within the ambit of the DOH's expertise. LGUs also do not have the necessary funds to provide the demands.

To temporarily solve the problem, the establishment of Centres for Health Development in each region has allowed LGUs to cope with and address their health concerns. This is not much of a problem for the Calabarzon provinces, though there are areas that require attention. Calabarzon is landlocked and proximate to the National Capital Region. The Mimaropa provinces do not enjoy the same conditions. Mimaropa provinces are geographically, physically, and infrastructurally challenged. Thus, the problem of health branches out to problems of infrastructure and transportation. Inter-local health zones, which have been tested in some provinces and localities in the Visayas, can be adopted to ensure quality health service amid fiscal challenges in the region.

Finally, in the area of social welfare services, there must be continuous dialogues with the national and local offices. One of the best practices of the social welfare sector is their periodic training of provincial, city, and municipal social welfare officers. This will allow them to apply the most updated techniques in counselling, strategies in response and relief, among others. What should be avoided is the fact that local politicians sometimes use social welfare offices as dispensers of political favours. This has been a practice in poorer municipalities where social welfare officers are seen as agents of the local chief executives. While there is no attempt to taint the social welfares officers and paint them in bad light, it should be a challenge to keep the office free from political and vested interests. Especially in areas where calamities and typhoons are commonplace, social welfare offices become more important than ever.

CAPACITY BUILDING AND HIGHER EDUCATION INSTITUTIONS

In appraising the capability for capacity building in the region, one key indicator is the existence of higher education institutions that can provide the necessary competencies for local government units. This is in line with idea of town and gown. Though not literally 'towns', the approach seeks to join the technical know-how of academic institutions and the local government units in ensure that democratisation and decentralisation initiatives will eventually lead to further development in the region.

In Calabarzon, each province has one state university with respective satellite campuses. There are also locally funded universities and colleges in the region. All but Laguna, which has five LUCs, has two LUCs. The private higher education institutions in the region outnumber the public ones. More than 50% of the HEIs in the region are privately managed. As of 2010, there is a total of 276 HEIs in Calabarzon.

In Mimaropa, each province also has one state university or college, except Palawan that has two. The SUCs in the region also have their satellite campuses. Only Oriental Mindoro has a local college. The number of private HEI is smaller compared to those of Calabarzon. But the trend is the same: private universities, whether sectarian or non-sectarian, outnumber the public ones, at the rate of 60 to 70%. There are 86 HEIs in the region.

Provinces	Main SUC	Satellite SUC	Local UC	Private HEI	Total
CALABARZON					
Batangas	1	11	2	36	50
Cavite	1	13	2	46	63
Laguna	1	10	5	57	73
Quezon	1	12	2	28	43
Rizal	1	9	2	35	47
MIMAROPA					
Marinduque	1	3	0	4	8
Occidental Mindoro	1	3	0	4	8
Oriental Mindoro	1	3	1	23	28
Palawan	2	21	0	8	31
Romblon	1	8	0	2	11

Table 7. Higher Education Institutions in Calabarzon and Mimaropa as of 2010

Assessment of Capacities

While all higher education institutions have a stake in ensuring the effective governance in their immediate community, public institutions, by their nature, are more expected to respond to this call. Thus, it becomes an expectation, if not imperative among them, that they institute programs, academic or non-academic, that will enable and capacitate the actors in the local political and governance arena.

Based on their website profiles, below are the ten state universities and colleges in Calabarzon and Mimaropa that offer programs in political science and public administration and governance:

- Cavite State University (AB Political Science; M Public Administration)
- Laguna State Polytechnic University (M Public Administration)
- Marinduque State College (BA Public Administration)
- Mindoro State College of Agriculture and Technology (BA Political Science; M Public Administration)
- Occidental Mindoro State College (B and M Public Administration)
- Palawan State University (BA Political Science; BS Business Administration major in Public Administration;
- Romblon State University (AB Political Science; BS and MA Public Administration)
- Southern Luzon State University (BA Public Administration)
- University of Rizal System (BA Political Science; BA, M, and D Public Administration)
- Western Philippines University (B and M Public Administration)

Aside from these schools offering undergraduate and graduate degrees in public administration, the Association of Schools of Public Administration in the Philippines (ASPAP) lists the following as its members:

- Batangas State University, Batangas
- Lyceum of the Philippines University, Batangas
- Southern Luzon State University, Quezon
- Tomas Claudio Memorial College, Rizal
- Union College, Laguna
- UP College of Economics and Management, Laguna

Three of the schools in the list are private HEIs. Tomas Claudio Memorial College in Rizal offers an Associate in Arts degree in police and public administration. Union College of Laguna offers a BA in Public Administration. Lyceum of the Philippines University in Batangas offers bachelor, Master's, and doctorate degrees in public administration.

In terms of distribution, the schools, colleges, and universities offering courses on political science and public administration are widely distributed. Though in some areas, like SUC satellite campuses, there are no program offerings of public administration. Likewise, a majority of the offerings are at the undergraduate level only. Few offer a Master's level public administration program, and even fewer are the doctorate programs. Since the curriculums of these programs and the enrolment data of each program are not readily available, detailed assessment may not be feasible at this point.

Recommendations

Capacity building through formal education is, at best, desirable. When local leaders are formally capacitated not only through trainings and seminars, but in this case actual university and college degrees, there is an expectation that they will be better fit for their tasks, duties, and responsibilities. However, there are already realities that present in each locality that must be addressed.

The Associate in Arts degree offered by Union College is a good step forward. Since local officials do not have enough time to go to school, they should be allowed to take courses not necessarily for a bachelor's degree. If the target students already have a bachelor's degree, universities can focus on developing their graduate programs. The best model for this case is UP National College of Public Administration and Governance. UP NCPAG provides for three different tracks in the Master's program. The tracks were made to suit the background of the potential student, whether pursuing a career in the academe, civil service, or politics.

Another possible recommendation is the creation of a ladderized AA-BA-MPA program in the universities and colleges within the region. This way, students are given recognition for every milestone. At each point, they can either pursue the program from AA to full BA, or practise first prior to continuing studies. This model has been done for the medical professions under the UP Manila School of Health Sciences. This is an idea that can be explored for public administration schools.

The recommendations might be curricular in nature, but these also help in encouraging more students to take courses and program that prepare and capacitate them for actual governance work.

REGION V

Dr. Malou Barcillano

A. ABSTRACT

The Rapid Appraisal of the state of decentralization, democratization for development in the Philippines aimed to serve as a policy review process to assess and evaluate the impact of local autonomy and devolution. It focused on the bottlenecks and challenges which need to be addressed.

The regional consultants gathered data from 12 regional offices through an interview. The key informants were the Regional Directors, Assistant Regional Directors and Division Heads who were presumed to be in a position to assess the state of decentralization and democratization in the region. Focused group discussions were also conducted among multi-sectoral groups particularly women, senior citizens, environmentalists, academe and other NGOs. Other data were also taken from reputable online sources.

Bicol Region has exhibited strong people's participation in relation to electoral processes; local democratic exercises and people's initiatives as well as formation of political parties. As per the voter turnout, it has been shown that greater majority of the registered voters have actually voted during 2010 and 2013 elections. Further observation was made on the greater number of women who actually voted in the past two elections. The empowerment of women especially in the democratic process is noteworthy in assessing the state of democratization.

On the other hand, it is also relevant in this assessment the manifestation of some obstacles in the exercise of the local democratic processes. The existence of political dynasties is prevalent and existent in all the provinces of the region. The oldest traceable dynasty started from 1912 up to the present. This is an alarming realization considering the span of time that the region had been under political clans. The existence of private armies is also manifest in some areas of the region.

The advent of devolution paved the way for a decentralized delivery of public services, making sure that these services truly reach their intended beneficiaries in an effective and efficient manner. The ideals in themselves are noble, but the actual implementation is another point to be considered. One of the aims of this study is to look into the reality of decentralization.

People's participation and engagement are affected by their awareness of the existing programs and projects. It has also been culled out that the Local Government Units play a very vital role in the successful implementation of projects and programs of the devolved agencies. The initiative, political will and integrity of the local chief executives is a necessary element in the delivery of the services. It has been culled out that exactly because of the mechanism of devolution, devolved agencies have no hold over LGU in terms of attendance, support or any form of necessary mandate to endure that services will be delivered successfully. The idea of shared responsibility between these institutions becomes an impediment as one cannot work efficiently without the other.

Also, the financial capacity of the LGU itself which is necessary to provide support in terms of manpower, infrastructure and technical assistance must be considered. The study found out the dire need for additional manpower among the devolved agencies to properly execute their mandates. The inadequate number of doctors and nurses as well as hospitals is noteworthy concerns. The rationalization of existing employees is also very notable in the devolved agencies covered by this study.

The existence of Civil Society Organizations, Non-government Organizations and Private Organizations which serve as partners of the LGU and devolved agencies are evident, but more can be said on the strength of their linkages which is equally important. There is a need for these organizations to work together to fully maximize the efforts and ideals of the so called decentralization.

It has been found out that Devolution is good for 1st class municipalities as they can afford, in terms of resources requirements of the devolved functions, but the situation is different for 4th or 5th class municipalities which lack these resources.

Based on the findings, the first recommendation drawn is that there should be an institutionalization of people's participation from planning to evaluation to ensure the broad involvement of citizens in governance. Along with this, there should be thorough information dissemination that will raise the awareness of the citizens in the process and programs of the government. So as to improve the standard of CSOs participation and ensure common advocacies and priorities between citizens' organization and local government, there must be recognition of local champions that will cater the respective programs and projects of both LGU and CSOs. To improve the capacities of government, it is proposed that there should be a rationalization of all positions. In addition, to efficiently carry out the delivery of health and social services, hiring of additional personnel is suggested. Most importantly, it is recommended that local leaders should be bridging leaders to realize and maximize the concept of devolution.

B. OVERVIEW AND INTRODUCTION

Bicol Region, as Region V is more popularly known, is situated at the southernmost tip of the Luzon landmass. It is straddled between 11o-30' to 14o-20' North latitude and 122o-20' to 124o-30' East longitude.

The Region has a total land area of roughly 18,139.08 square kilometers, 6.0 percent of the country's total land area. It is politically subdivided into six provinces, one chartered city, six component cities, 107 municipalities, and 3,471 barangays. At present, it has 14 congressional districts. (Refer to Appendix A1- Map of the Region)

The population of the Bicol Region reached 5,420,411 as of May 1, 2010, growing at an average annual rate of 1.46 percent between 2000 and 2010. The region's population density increased to 298.8 persons per square kilometer in 2010. A region rich in history and natural resources, Bicol is inhabited by hospitable, smiling and fun-loving people. (http://nap.psa.gov.ph/ru5/overview/default.html)

The region has six(6) Provinces. The province of Albay, which is strategically located in the center of the region, is home to the world famous Mount Mayon with its perfect cone shape. Legazpi City, also in Albay and is called the Gateway City of Bicol, is the regional center (Refer to Appendix A2 -Map of Albay). Based on the May 2010 census, Albay has a total population of 1,233.423 which makes it the 20th most populous province in the country. Further, based on the 2007 census, there are 208,640 households in the province with an average size of 5.22 persons significantly higher than the national average of 4.99. (https://en.wikipedia.org/wiki/Albay) The Province has three (3) Component Cities, Fifteen (15) Municipalities and with seven hundred twenty (720) barangays. It has four (4) congressional districts.

On the northernmost part of the region is the province of Camarines Norte whose capital, Daet, holds the distinction of being the town to erect the first monument of the country's national hero, Jose Rizal.(https://en.wikipedia.org/wiki/Camarines_Norte) The province borders Quezon to the west and Camarines Sur to the South. (Refer to Appendix A3 - Map of Camarines Norte.) It has twelve (12) municipalities and two hundred eighty two (282) barangays and with two (2) congressional districts.

Further, Camarines Sur is a province that is described as the heart of Bicol. Its capital is Pili and the province borders Camarines Norte and Quezon to the North and Albay to the south. To the east lies the island province of Catanduanes across Maqueda Channel (Refer to Appendix A4 - Map of Camarines Sur). It is the largest among the six provinces in the Bicol Region both in terms of population and land area. Its territory encompasses two cities (2): Naga City, the lone chartered City, is the province's and the region's commercial, educational, financial and cultural center, while Iriga City, a component city, is the center of the Rinconada area(http://www.islandsproperties.com/places/camarines-sur.htm). Aside from these two (2) cities, it has thirty five (35) Municipalities and one thousand sixty three (1,063) barangays and with five (5) congressional districts.

The province of Catanduanes is the 12th largest island in the Philippines. Its capital is Virac and the province lies to the east of camarines Sur across Maqueda Channel (Refer to Appendix A5 -Map of the Catanduanes). As of 2010 census, the population of the province is 246,300 people (https://en.wikipedia.org/wiki/Catanduanes). It boasts of white beaches and resorts in an island paradise in the Pacific. It has eleven (11) Municipalities and three hundred fifteen (315) barangays with lone district which is Catanduanes.

The province of Masbate, which lies exactly at the center of the Philippine archipelago, is known for its mining and cattle industry. Its capital is Masbate City and consists of three (3) major islands: Masbate, Ticao and Burias (Refer to Appendix A6- Map of Masbate). It had a population of 768,939 in the 2007 Census of Population with 397,524 registered voters (as of 2004). Its population increased to 834,650 in the 2010 census with 380,037 registered voters. It consists of twenty (20) municipalities, one (1) component City and five hundred fifty (550) barangays (https://en.wikipedia.org/wiki/Masbate)

The province of Sorsogon is the southernmost province in Luzon and is subdivided into fourteen (14) municipalities and one (1) city. Its capital is Sorosogon is at the tip of the Bicol

peninsula and faces the island of Samar to the southeast across the San Bernardino Strait and Ticao island to the southwest (Refer to Appendix A7 - Map of Sorsogon) (https://en.wikipedia.org/wiki/Sorsogon). The province is known for its historic and panoramic places, shelters the world's largest fish - the whale shark locally known as Butanding.

With its strategic location in the Philippine archipelago, the region is accessible by land, air and sea transportation facilities. The region's economy is basically agricultural with close to 40 percent of its workforce dependent on the industry. Owing to its location, Region V is known for its natural resorts and white beaches and has thirteen major fishing grounds supplying fish markets in places as far as Metro Manila. Mining is also one of the contributors to the region's economy. It is also the site of two major geothermal fields which contribute substantially to the Luzon Power Grid.

C. PATTERNS AND TRENDS OF LOCAL DEVELOPMENT

Bicol region shows a promising upward slope in sustaining local development after it gained major economic setbacks in the previous decades. The region's gross regional domestic product (GRDP) recorded a high growth in 2013, with 9.4 percent as compared to the 6.9 percent in 2012 and 3.6 percent in 2011. The growth is the highest in the region since 1985 and presently ranks first among all regions in the country. According to the National Economic and Development Authority (NEDA) Region V, Bicol's economy is seen to continuously rise despite of its slowdown in the previous year due to the decline of the industry sector. It was revealed that the fast paced growth of the GRDP in 2012 was attributed to the booming industry in Bicol with mining as large contributory factor. The growth rate of the industry sector however started to slow down to 0.4 percent in 2013 following the closure of the Rapu-Rapu Minerals Incorporated.

Among the 17 regions in the country, Bicol ranks sixth in the poverty incidence with a total of 375,974 families considered to be living below the poverty threshold. In the 2012 Philippines Statistics Authority (PSA) report, it is revealed that 32.3 percent of the Bicolano families are poor with Masbate posted the highest poverty incidence in the region and ranked fourteenth among the provinces in the country. This is lower in comparison with the estimated 36.5 percent poverty incidence in 2009 and 36.2 percent in 2006. According to NEDA Region V, the decrease on poverty incidence in 2012 was mainly attributed to the programs and services to the poor by the national government such as the expansion of the PantawidPamilyang Pilipino Program (4Ps), which in its modified form includes now the Indigenous People (IPs) and KALAHI-CIDSS which implemented 120 community development projects with 661,220 household beneficiaries in different areas of the region. NEDA also furthered that along with such government programs and Private and Public Partnership (PPP) infrastructure projects, the infrequent typhoon devastation in the region lately also played as significant factor in the decrease of the poverty incidence in Bicol. While there is minimal decrease in the poverty incidence, the condition of the poor hardly improved and the region is still halfway long to attain the 27.3 percent target of MDG on poverty incidence.

Meanwhile, the employment sector in Bicol region from 2009 to 2015 has rollercoaster figures. Based on the report of NEDA Region V in the first semester of 2015, labor and employment indicates an increase from 93.9% in the preceding year to 95.4 percent in 2015. This is lower compared to 95.10 percent in 2012 which is the highest employment rate since 2009. Corollary to this is a lower underemployment rate from 34.3 percent in 2014 to 29.3 in 2015. There has

been a remarkable improvement since 2013 which listed a 37.7 percent, but presently, the region still ranks second with the highest underemployment rate in the country. According to NEDA Region V, the significant improvement in employment was attributed mainly to the infrastructure projects of either by the government or private or both, through the Private Partnership Program (PPP). Employment sector of Bicol is projected to continually improve as various PPP projects that will generate employment are underway such as the South Railway Project, GUIDACALE Road Projects, Bicol International Airport and five shopping malls, the Gaisano, Robinson Place, and the Star Mall Shopping Complex, which are set to open in Naga City and Ayala Mall and Gregorian Mall, which are expected to open in Albay. This improvement in employment is also associated with the growing service sector on local tourism and Business Process Outsourcings (BPOs). According to the NEDA Region V first semester report in 2015, foreign and domestic tourists' arrivals reached 822,500 with Albay emerged as the primary destination. In addition, numbers of jobs are expected to be generated in some parts of the region as the recent national accolade awarded to Naga City naming it as most competitive city in the Philippines will attract more investments.

In terms of education, there has been a decrease of 0.87 percent in the net enrolment for 2013 in the elementary level while a 4 percent increase was noted in the secondary. In the 2012 report of NEDA Region V, it was revealed that government schools marked an increase of 1.5 percent completion rate in 2013 in the elementary while the secondary recorded a 0.28 increase. Technical and vocational courses graduates increased in 2012 and enrolment in higher education courses in state universities and community colleges noted a higher percentage over the preceding years. Number of enrollees in higher education courses in local community colleges, state universities and private schools posted a remarkable increase. In the 2013 regional development report of NEDA, it was shown that 63 percent of Higher Education Institutions (HEIs) in the region, like Bicol University and Camarines Norte State College, were subjected to standards resulting to the rise in the number of programs offerings and notable increase of passing rates in professional board examinations after incorporating review session in the curriculums. With the help of LGUs, new learning institutions were established such as the new Bicol University College of Medicine which was funded by the Provincial Government of Albay.

Partial improvement in terms of health and condition of the population in the region was noted. A number of local health programs were implemented since 2009 and partly contributed to the development of health and nutrition condition. An example of this is the Universal Health Care, which covered 98 percent of the projected 5.5 million members and coverage of PhilHealth included all its projected members, going beyond the supposed members by 13 percent. Along health, Albay even achieved health Millennium Development Goals (MDGs) in 2010 which is earlier than its 2015 target deadline reducing the Infant Mortality Rate from 33 to 12 per 1000 infants while Maternal Mortality Rate declined from 133 to 59 per 100,000 mothers and Child Mortality Rate went down from 23 to 18 for every 1000 children.

Notably, the region gained excellence awards in terms of good governance since 2010 and is sustained until present. In 2015, 17 Local Government Units in Bicol were awarded the Seal of Good Local Governance (SGLG), one of which is Daet in Camarines Norte while Albay got its third GalingPook Award on Disaster Risk Reduction Effort. Meanwhile, Naga City, also being a consistent GalingPook Awardee, was lauded as the most competitive city in the country in 2015. Improvements in financial and system of service delivery were established in

the local government offices through the mandate of citizen's charter which was constituted by the late DILG Secretary Jesse Robredo. Citizen's participation has improved through the Bottom-Up Budgeting Process and involvement of citizens organizations in the regional development planning.

Meanwhile, Bicol region still champions disaster resiliency through various programs that are intended to prepare and prevent the ill-effects of weather disturbances in the region. Some of these programs are the formulation of Regional Disaster Risk Reduction and Management Plan (DRRMP) and Zero Casualty Policy in the event of disasters. According to 2013 NEDA Region V report, 47 local DRRMP were prepared, and disaster awareness in the barangay was reinforced by agencies on disaster preparedness. Among the provinces in Bicol, Albay leads the noteworthy effort to promote disaster preparedness in the region making it the recipients of excellence awards such as the GalingPook commendation on the creation of the Team Albay Humanitarian Assistance Program.

In terms of regional security, an estimated 320 barangays in Bicol are still disturbed by insurgency despite of programs such as the Payapa at MasaganangPamayanan Program (PAMANA). However, when it comes to peace and order, the crime rate in the region recorded a decline from 26 to 18 per 100,000 population. Also noted are improvements in crime solution efficiency rate from 21.5 percent in 2011 to 25.6 percent in 2012 and police to population ratio but yet to achieved the standard of 1:500.

Generally, Bicol is treading a progressive path to local development. Its GRDP posted a 2.5 percent growth in 2013 and 3.3 percent increase in 2012. The labor and employment sector of the region shows a higher employment rate and lower underemployment figure with reassuring increases in the coming years as PPP projects that will bring about jobs for the Bicolanos are underway such as the South Railway Project, the Bicol International Airport and the opening of five shopping malls in the different areas in the region. In the service sector, IT-BPO companies are increasing in number, and the tourism industry is growing in the creation of the ALMASOR partnership. Partial improvement was noted in the delivery of health services particularly in some provinces like Albay which attained the health MDG ahead of the 2015 global deadline and even received a GalingPook award on health MDG attainment. Albay, being recognized as the political and administrative center of the region earned national commendations for exemplary practices in local governance such as the Seal of Good Housekeeping and GalingPook awards while Naga City, being the business and corporate center, was cited recently as most competitive city in the country.

Despite these regional growths, there are still areas needing attention as development needs to be inclusive and responsive. While some parts of the region advances to development, there are parts that hurdle to cope up with the progress that comes in fast pace for others. In terms of poverty incidence, Masbate ranks ninth in poverty incidence among all provinces in the country while Albay comes next. Although lauded in so many other areas like disaster risk reduction and good governance, the region can hardly reduce its poverty incidence. In instances like this, the national government should step in to intervene, but national agencies situated in the region have limited control over the LGUs to duly implement programs that will aid the people in need. With devolution in place, the prime responsibility to lead and move the region to progress lies at the local leaders and less to the national government.

D. STATE OF DEMOCRATIZATION

Bottlenecks/Barriers related to Quality of the "Local Democratic Space"

I. Protection of Human Rights

The Commission on Human Rights (CHR) which was created under the 1987 Philippine Constitution and officially organized under Executive Order No. 163 is empowered to promote the protection of, respect for, and enhancement of the people's civil, political, economic, social and cultural rights.

In consonance to this function, the CHR office in Region V that is based in Legaspi City which covers four (4) areas of jurisdiction, namely the following Provinces: Albay, Catanduanes, Sorsogon and Masbate while the Sub-office in Naga City that covers two (2) Provinces, namely Camarines Norte and Camarines Sur claims to have a very active level of participation of its stakeholders. Specifically, the stakeholders include the government partners, victims and complainants.

As reported by the said office, there is a declining Human Rights violations. This can be caused by the following: (1) awareness of the community brought about by the effective Information, Education and Communication (IEC) activities employed by the office; (2) strong partnership with the Philippine National Police (PNP) and Armed Forces of the Philippines (AFP) in the region; and (3) intensified rights-based policing as practiced by the community.

The data showing the number of victims by sector from 2010 to 2014 (please refer to Appendix B -Number of Victims by Sector) revealed that a higher number of victims for the following cases and/or violations: murder, Republic Act 9262 – An Act Defining Violence Against Women and their Children, and Republic Act 7610 – An Act Providing for Stronger Deterrence and Special Protection Against Child Abuse, Exploitation, and Discrimination, for other Purposes are from Private Sector Labor, Women and Children.

It is a glaring fact that murder is the top human rights violation in Bicol (refer to Appendix C - News article, January 31, 2013). As reported, of the total murder cases filed which is 23, Albay topped the list (11 cases), followed by Masbate and Sorsogon (with 4 each), Camarines Sur with 3, and Camarines Norte with one case.

Further, there are number of violations made by duty bearers as revealed by the data from 2010 to 2014(refer to Appendix D - Number of Violations by Duty Bearers). As shown, the PNP has consistently made the highest violations as compared with public sector officials and military.

II. Independence and Security of Local Media

The Commission on Human Rights (CHR) has no reported case involving local media. It can be noted that based on observation, the local media has been performing and delivering their tasks and assignments independently though there are no data that can substantiate this claim.

III. Citizens Voices and Participation in Local Governance

As expressed by the representatives coming from the different sectors during the conduct of the Focus Group Discussion, the citizens' voices and participation in local governance in the Region can be described as very low. This can be observed in the generally low level of participation in almost all Local Special Bodies and in the Local Development Councils. Further, as observed, in most sectoral consultations being done by the Local Government Units (LGUs), the representatives of the Civil Society Organizations (CSOs) are just invited for their presence and not really for them to be consulted upon or for them to participate in the decision-making process.

The list of the Regional Civil Society Organizations (CSOs) generated from the Department of Interior and Local Government (DILG) (please refer to Appendix E – Regional CSO Representatives) revealed that the region has a total of forty five (45) recognized CSOs. Among the six (6) provinces in the Region, Albay has shown to have the highest number of CSOs, followed by Camarines Sur. Masbate which has only one (1) recognized CSO.

The representatives from the different sectors expressed that based on their observation and experience, the citizens have generally very low level of participation in local governance. This is due to the fact that most of the Local Government Units (LGUs) have not fully recognized their participation in the decision-making process. In most cases, the LGUs through the Local Chief Executives (LCEs) are the ones who solely decide. On the other hand, there are also cases wherein the representatives' participation is confined only to their physical presence or attendance. This can also be attributed to either very low level of awareness and/or knowledge on the issues or concerns being covered or on the very low degree of trust and credibility they have to the LCE and the LGU.

IV. Presence of Active Genuine Grassroots/Citizens initiatives

A participatory democracy is reflected in the broad and active involvement of the citizens in the activities of the government. This involvement is manifested through citizens' forming into groups to represent their sector and collectively advanced their welfare.

As of November 2012, Ateneo de Manila University (ADMU) Political Science Department recorded a total of 103 Civil Society Organizations (CSOs) and People's Organization duly registered in the Security and Exchange Commission (SEC) in the Bicol Region. Forty six (46) of these CSOs and POs are situated and governed by the province of Camarines Sur while twenty nine of which are in the province of Albay. Camarines Norte has 8 active CSOs and POs while the data includes no citizens organization's in Masbate.

V. Emergence of New Political Leaders

Most political parties in the region are slates of national political parties. Popularly among them are the Liberal Party, Nacionalista Party and PDP-LABAN. Ako Bicol (AKB) is another which represents the Bicol region in Congress.

In the 2012 news report of Rappler, a reputable social news network in the country, it was reported that there are eight private armed groups operating in Bicol, six (6) of which are in Masbate and two (2) in Camarines Sur. While in 2010 the ABS-CBN online news portal, citing the report of the Independent Commission against Private Armies as basis, reported that there are seven active private armies in the region which were identified as threats in the conduct of 2010 elections.

VI. Dynasties/Families Dominating Local Politics Over the Year

Despite the constitutional prohibition against political dynasties, they are still a big part of the reality of the Philippine democratic process, especially in the Bicol Region. Each province has its own political clan which has remained in office almost uninterrupted for many decades.

In Catanduanes, the longest running family political clan is the Albertos starting from Juan M. Alberto as the governor in 1951 down to Flerida "Nanette" Alberto now incumbent Mayor of Virac. Nannette Alberto is the 7th member of the family who has held various positions from gubernatorial to board membership to district representative. The family had been in power for the last 64 years from 1951 to present.

In the province of Masbate, the Espinosas whose reign in power only ended in 2013 still holds the most number of years in regional politics with total of 74 years. Seven members of the family starting from Emiliano B. Espinosa Sr. to Narciso Bravo (son-in-law of Vida Versoza Espinosa) held gubernatorial, mayoral and district representative positions in various areas of Masbate. This clan started and stayed in power from 1934 to 2013.

Albay province witnessed two political clans rule over it for the past decades: the Imperial Family starting with Carlos Imperial as Congressional representative down to Harold Imperial as Vice-governor from 2010-present. It is also noteworthy to mention the Bichara family who juggled the gubernatorial and congressional representative position between father Alfonso Bichara and son Al Francis Bichara.

Camarines Sur supported the Fuentebellas starting 1912 with Mariano B. Fuentebella as Gobernadorcillo of Sagñay, Ambos Camarines down to Evelyn B. Fuentebella, Municpal Mayor of Sagñay Cam Sur from 2010 to present. Eight members of the family have held various positions from the mayoral to congressional even gubernatorial posts in the government. All in all, the name has been running for over a decade in the Camarines area. Another name is the Villafuerte which started sixteen years earlier with Mariano Villafuerte Sr. as former congressional representative in 1928. The name was upheld by the current governor Migz Villafuerte whose terms continued in 2016.

The province of Sorsogon had been dominated by the Escudero clan for the longest period, the undisputed reign started with Manuel Escudero as a congressional representative down to eight family members currently ending with Salvador H. Escudero as congressional representative.

The incidence of political dynasty is very evident in the Bicol region.

VII. Voter Turn-out Especially Among Women and Basic Sectors

According to the latest data of COMELEC (Refer to Attachment F) on the last preceding elections, of the 2,308,353 total numbers of voters who actually voted in the five provinces of the region in 2010, 1,132,941 were male and 1,175,412 were female. As opposed to the number of registered voters: 1,424,003 – male; 1,450,124-female, it is evident that greater number of registered female voters actually voted and exercised their rights. The same trend was observed in the data during the 2013 elections whereby a difference of 286,584 of male registered voters did not vote while only 263, 712 female registered voters did not actually vote during elections. A higher number of differences are observed in the male voting population.

These numbers represent higher participation on women's part in the exercise of their right to suffrage in terms of casting their votes in Bicol region.

VIII. Local Democratic Exercises Observed

These important constitutional guarantees may be too big for the ordinary citizen, but as it had been shown in the past, nothing is too big for one when it comes to the exercise of his rights.

As per record of the Commission on Elections, since 1996 there had been a practice of two recalls in the Bicol region happening at Camarines Norte. Both were recorded in 1996 when one Punong Barangay of Brgy. Plaridel, J Panganiban and another Punong Barangay of Bgry. Malangcao Basud, Laho were recalled to office by the people.

A plebiscite was also conducted in 1996 to change the name of Bgry. Maguiron into Montenegro, Municipality of Balatan, Camarines Sur. The more recent practice of plebiscite was conducted for the creation of the City of Sorsogon out of the merged Municipalities of Bacon and Sorsogon and the conversion of the Municipalities of Ligao and Tabaco, Albay into component cities in 2001.

No record of Initiative or referendum had been culled out from the data gathered.

IX.Emerging Issues and Concerns

In every system, issues and concerns in relation to the full realization of goals are expected to arise. In the democratization process, a multi-sectoral perspective must be instituted in considering these issues as each participant must have differing experiences depending on their roles to the democratic process. Among the identified issues and concerns are as follow:

- Conflicts between local legislative and executive offices causing discontinuity of programs
- That is, executive wants to partner with other agencies for devolution of programs but legislative do not pass the necessary resolution to create the MOA, legalizing or authorizing such partnership;

- The system of devolution puts devolved agencies under the Local Government Units. Therefore, devolved agencies like DSWD have no power over LGUs to compel or command them to attend programs or other necessary acts to further the implementation of programs in the region;
- Number of barangay officials and PNP are participative regarding to VAWC;
- There is low level of participation of the stakeholders. As observed, there is no plain proof that the stakeholders are actively involved in the delivery of programs and services.
 - -Low participation in the budgeting process of the CSOs particularly the IRA (not participatory). The planning and budgeting is still done by the members of Sanggunian and not by the development council. In BUB, CSOs are partly involved (50/50 participation)
 - CSOs are being invited not to be part of the planning and budgeting process but to be informed only of what are the programs to be implemented. Invitation is not for consultation but for attendance.

Local Solutions

I. How are the current local leaders and citizens addressing the challenges?

These bottlenecks or barriers are being addressed by the local leaders and citizens by coming up with mechanism that allows the citizens to fully engage and participate in all efforts and initiatives being done by the LGUS to promote good governance.

As shared, there are also LGUs that recognize the stake of the stakeholders in the decision-making process. The LGUs and the CSOs recognize the fact that they can complement and supplement the services that are to be delivered by the LGUs. There are collaborative efforts in addressing the gaps between the CSOs and the LGUs.

II. What best practices are worth sustaining, resurrecting?

There are many activities which can be replicated. Among those which are worth sustaining are the following: (1) Alliance-building and networking among CSOs; (2) Provision of technical assistance of the CSOs that come in the form of capacity-building and consulting activities to other people's organizations or CSOs; (3) Sectoral representation in the People's Council that aid in the decision-making process of the LGUs.

III. Recommended Solutions

Considering the bottlenecks and barriers generated from the different stakeholders and the current condition in the region relative to local governance, the following are their proposed recommended solutions:

- (1) To continue the provision of the capacities for the CSOs and the LGUs;
- (2) To sustain all efforts and initiatives conducted by both LGUs and the CSO and other partners;

- (3) To work hand-in-hand with Higher Educational Institutions (HEIs), specifically in line with their community extension programs;
- (4) To continue working on good governance genuinely practicing transparency, accountability, participation and empowerment;
- (5) To develop local 'champions' in the community that can inspire and motivate others to have the spirit of good governance.

E. STATE OF DECENTRALIZATION/DEVOLUTION IN THE REGION

Bottlenecks and Barriers

1. Health

The identified agency along health services is the Department of Health. The agency is primarily responsible for ensuring access to basic public health services to all Filipinos through the provision of quality health care and regulation of providers of health goods and services. Also, the DOH serves as the national technical authority on health, one that will ensure the highest achievable standards of quality health care, health promotion and health protection, from which the LGUs, NGOs, other private organizations and individual members of civil society will anchor their health programs and strategies.

On local polices, there were no identified programs initiated by the devolved agency in the region. All programs and projects implemented are coming from the national government.

Local leadership and bureaucracy, although available is not adequate to meet the needs along health services. Delivery of health services is challenged due to lack of manpower in the agency. There is also lack of direct administrative control over offices of LGUs catering to health services because of devolution. Since the office had been devolved there is difficulty in getting the active involvement of the devolved personnel because their participation depends on their Chief Executives. The politicization in the treatment of personnel and sharing of resources for the implementation of programs is also observed.

In terms of integrity and efficiency of local delivery system, it was observed that facilities are in place available but is limited. There are three retained hospitals competently manage by the DOH in the region. Health units are also established in different municipalities and hospitals supervised by the provincial government also exist. Problems arise when hospitals under LGUS are downgraded from Tertiary to Secondary due to failure to meet the necessary standards. Another concern is that the procurement of medical supplies by the LGUs are often delayed affecting the health services they offer to the public.

The interrelation between the LGU and the agency is challenged by several issues such as human and financial resources, so much so that maximum implementation of programs is not met. On the other hand, the linkages between CSO, NGO and Private Organizations are strong and very helpful in the delivery of the health services as manifested by the programs and tie ups especially along capacity building and planning.

The agency exercises BUB or Bottom-up Budget in the allocation of budgets for each program or proposal from the community. The department also serves to augment the budget of the LGU in the implementation of projects and programs. Along financial integrity, it can be described as transparent and participatory.

2. Agriculture

The government agency that is directly responsible on this area of concern is the Department of Agriculture (DA). In partnership with Local Government Units (LGUs), other Non-Government Organizations and stakeholders, it is responsible for the promotion of agricultural development, economic growth and environmental sustainability. With this, its focus is to promote the policy framework supportive to the principles and action agenda necessary to make agriculture and agri-based enterprises profitable and competitive and to help spread the benefits of development to the poor, particularly in the rural areas.

In the fulfillment of this mandate, the concern of the said agency is to improve farm income and generate work opportunities for farmers, fishermen and other rural workers. It encourages people's participation in agricultural development through sectoral representation in agricultural policy-making bodies so that policies, plans and programs of the Department are formulated and executed to satisfy their needs. It uses bottom-up self-reliant farm system approach that emphasizes social justice, equity, productivity and sustainability in the use of agricultural resources (http://www.da.gov.ph/index.php/2012-03-27-12-02-11/2012-03-27-13-24-48).

With this, the operations are based on this mandate. Thus, there is no local policy in place.

The local leadership and bureaucracy are described as aggressive and very dynamic. The presence of the six (6) Satellite Stations in each province and with the established tie-up with State Universities and Colleges (SUCs) and other non-government organizations help in pursuing and putting in place the mandate of the Department.

There is regular consultation process being practiced for any decision and major activity implemented in the region. The participation and engagement of those with direct stake in the Department, specifically, farmers, fishermen, and rural workers including Local Government Units (LGUs) are generated.

The delivery of the local systems in pursuance to the Department's mandate are described to efficient most especially that clear delineations of the scope of responsibility and functions with its partners are stipulated in all formalizations made (Memorandum of Understanding and Agreement).

Further, as described, the region has consistently working on the programs related to the on the following crops and products: rice, corn, livestock, fisheries, sugarcane and coconut. Also, the delivery of the following services are described to be in place: Accreditation of Cold Storage Warehouse; Accreditation, Registration and Lease Agreement; Certification and Clearance, Credit, Marketing and Facilities; Crop and Agricultural Insurance, laboratory Services, Licensing, Permits, Research, technology Transfer and Information Dissemination, Technical and Other Agricultural Assistance and Training. However, as observed and practices, though these are adequate and

available, there is still a need that these programs and services be made accessible closely to its stakeholders. A number of stakeholders are still not fully aware of how they access assistance from the Department. From the end of the Department, making the programs and services more accessible to the stakeholders always serves as a continuous challenge.

The Department has been working closely with their stakeholders. There has been an expressed need to co-exist and to partner with the Local Government Units to make the mandate be translated concretely into actions. However, not all Local Government Units through their respective Local Chief Executives (LCEs) are making agriculture a priority, thus, the difficulty to really promote agricultural development in the region.

As a devolved government agency, the programs and services as it is brought down closely to its stakeholders are described to be pro-poor, transparent, and participative. All prescribed and mandatory government procedures are adapted and followed to make these happen and in place.

3. Social Services

The identified agencies directly responsible along social services are the Department of Social Welfare and Development and Department of Public Works and Highways. The DSWD's mandate is to provide assistance to local government units, government agencies, and other members of civil society in effectively implementing programs, projects and services that will alleviate poverty and empower the disadvantaged. As the lead agency in social welfare and development, the DSWD formulates policies and plans which provide direction to those tasked to implement social welfare and development services. It also develops and enriches existing programs and services for specific groups, such as children and youth, women, solo parents, older persons, and Persons with Disabilities (PWDs). The DSWD also registers and accredits individuals and groups engaged in social welfare, provides technical assistance to intermediaries, and gives augmentation funds to local government units for the delivery of social welfare services to depressed municipalities and barangays. On the other hand, DPWH is one of the three departments of the government undertaking major infrastructure projects. The DPWH is mandated to undertake (a) the planning of infrastructure, such as national roads and bridges, flood control, water resources projects and other public works, and (b) the design, construction, and maintenance of national roads and bridges, and major flood control systems.

On the implementation of local policies to promote the mandate of the national government, the DPWH has identified delegation of authority in relation to the approval of contracts and project as well as designed audit. Planning, preliminary and detailed engineering is also practiced with the presence of district offices manned by district engineers who have certain authorities to implement projects. Thus, there are existing local policies adopted by the agency. On the other hand, DSWD is more dependent on the centralized system used by the national office especially in terms of grants. The regional office is merely responsible for the identification of and compliance monitoring of the beneficiaries. Thus, there are no locally initiated policies adopted by the agency.

The leadership and bureaucracy are available but inadequate based from the information gathered. The mechanism of devolution provides for the local leadership like the LGU as the implementing unit of most if not all programs and projects along social services. This is manifested

by the data from DPWH wherein no project can be implemented without the signature of the concerned local chief executive. Same observation was made from the data provided by the DSWD where most projects are tied up with the local government for implementation. On the other hand, these data also provided the inadequacy of local leadership in terms of capacity to implement these projects due to budget constraint. This capacity is dependent on the budget allocation received thru the Internal Revenue Allotment (IRA). The capacity of local leadership is also impaired due to highly politicized nature of some Local Government Units – although this is not true to all LGUs. Incidence of political conflict between the local legislative body and the executive has been mentioned in the data which caused disagreements and affected the delivery of services. Also, items for plantilla positions are overshadowed by massive implementation of projects resulting to situations where salary grade is not commensurate to function and position which is true to all regions according to the ARD.

There is genuine citizens' engagement in the delivery of social services. The existence of Naga City People's Council (NCPC) is a very good example of an institutional linkage between the local government and civil society. The late Mayor Robredo believed that the people are willing to make a lot of sacrifices only if they trust their government. Thus, the first step in making people trust their officials is by involving them every step of the way in local governance (Galing Pook +20, Global Public Innovations Conference).

The integrity of local delivery system is evident in the processes observed by the DPWH. Despite the common misconception of infrastructure projects implemented by the agency, it noteworthy that they are adopting strict measures to prevent any form of corruption that might arise. This is evident in the automated process of bidding and payment of contractors and the participation of CSOs in the procurement and bidding process; they have the no check and no cash policy on all monetary transactions. The DSWD also maintains a very high level of integrity on handling programs involving transfer of cash or even compensation of field enumerators with reimbursement. It is the pride of the agency that it has not been involved in any corruption issues considering the staggering amount of money that they have been handling.

Although, the efficiency of local delivery systems is somewhat weak as it is meant to be affected by the capacity of local leadership. The strength and quality of local delivery systems heavily depend on the initiative and drive of the Local Governments. Linkages and participation are exhibited in the involvement of Civil Society Units and external auditors during the procurement and bidding process of DPWH as well as the partnership between Local Government Units and DSWD in the implementation of programs. It is also inadequate in light of the great demands arising from the mandate of efficient delivery of services. Other factors contributing to the low efficiency of delivery systems are weather disturbances, peace and order and acquisition of right of way. Being a typhoon prone area, infrastructure projects in the region are often halted and funds are diverted to aid calamity victims and to the rehabilitation of damaged infrastructures cause by frequent typhoon visits. The presence of insurgency in rural areas makes it difficult for the agencies to provide adequate services to the far-flung areas in the region. Lack of manpower is also a concern in the delivery of social services by the DSWD. In fact according to the key informant, they resort to pulling out of available staff from another project. This manpower works in a limited office space, and warehouse is rented for family food packs which thereby incurs additional cost. Low efficiency of delivery of service is also the result of inadequate logistical support. The DSWD in the region has a total of 6 vehicles, 1 for every province.

Of the various agencies assessed using interview and during the focus group discussion conducted among selected respondents, there is an existing network of linkages among the government and non-government organizations in the region. These networks of linkages exist in different levels. Others are only observatory in nature, as the position of CSO during the bidding and procurement process in the Department of Public Works and Highways, while some are interactive and participatory just like in the linkage between the Department of Social Work and Development where an existing partnership exists with the Local Government unit in the delivery of particular programs. Common observation though was noted during interviews and FGD that these networks are still weak and mainly depend on the political will or initiative of the local government in tapping Civil Society organizations and even devolved agencies like the DSWD in the implementation of projects in the region.

There is transparency and integrity of finance systems. Manifested in the DPWH has adopted an electronic system of payment of contractors through List of Due and Demandable Claims (LDDC). There is a policy of no on-hand cash except for particular collections made by the office. The highly automated system is also observed in other agencies such as the DSWD in the processing and award of grants especially in the CCT projects. With this, the programs can be described as transparent and participative.

4. Environment and Natural Resources and Disaster Risk Reduction

The Department and Office that are directly responsible for these areas of concern are the Department of Environment and Natural Resources (DENR) and the Office of Civil Defense (OCD).

Executive Order No. 192 mandates the DENR to be the primary government agency responsible for the conservation, management, development, and proper use of the country's environment and natural resources, specifically forest and grazing lands, mineral resources, including those in reservation and watershed areas, and lands of the public domain, as well as the licensing and regulation of all natural resources as may be provided for by law in order to ensure equitable sharing of the benefits derived there for the welfare of the present and future generations of Filipinos.

To accomplish this mandate, the Department shall be guided by the following objectives:

- 1. Assure the availability and sustainability of the country's natural resources through judicious use and systematic restoration or replacement, whenever possible
- 2. Increase the productivity of natural resources in order to meet the demands for forest, mineral, and land resources of a growing population;
- 3. Enhance the contribution of natural resources for achieving national economic and social development;
- 4. Promote equitable access to natural resources by the different sectors of the population; and
- 5. Conserve specific terrestrial and marine areas representative of the Philippine natural and cultural heritage for present and future generations. (http://www.denr.gov.ph/about-us/mission-vision.html)

On the other hand, the OCD, which is the implementing arm of the National Disaster Risk Reduction and Management Council, shall have the primary mission of administering a comprehensive national civil defense and disaster risk reduction and management program by providing leadership in the continuous development of strategic and systematic approaches as well as measures to reduce the vulnerabilities and risks to hazards and manage the consequences of disasters.

The Department and the said office are operating based on these mandates; thus, there is no available local policy/ies in place.

As to the capacities of the local leadership and bureaucracy, both offices expressed that the ones in the organic structure are all functioning based on their job description and job specification though there is still the need that the personnel be capacitated to meet the increasing demands of its clients and stakeholders. With the passage of Republic Act 6727 – An Act to Rationalize Wage Policy Determination by Establishing the Mechanism and Proper Standards, DENR's services were merged into two (2) – Management and Technical, allowing having lesser number of personnel to attend to the increasing number of demands from the clients and stakeholders.

As to citizen's engagement, DENR claimed to engage stakeholders in all their programs, projects and activities which are focused on ensuring food security, reducing poverty, conserving the environment and for climate change mitigation. As cited, the National Greening Program which is their major program, allowed representative of the People's Organizations to fully participate in all the phases of its implementation.

On the other hand, the OCD ensures that all sectors including youth are represented and are engaged in all the consultation and decision-making process required. The approach as described is to look at the sectors to be working as a 'team'. All sectors coming from the six (6) provinces are represented in the Disater Risk Reduction and Management Council (DRRMC). As claimed, they have established good partnership with the Armed Forces of the Philippines (AFP).

The delivery of the local systems is geared towards the pursuance of the respective mandates of the offices. In the case of DENR, the presence of the field offices serves as an aid in bringing the programs and services closer to its stakeholders. However, the Department observes that the local systems are not enough considering the number and quality of the personnel. The need for continuous capacity development for technical people is much desired. This holds true for OCD especially during the times that they are responding to the disasters and calamities. They still see the need to have a mechanism to determine the extent of the provision of the assistance and aid to the victims of the disasters and calamities.

As to the quality of institutional relations, both offices claimed to a good institutional arrangement and relationship with LGUs and other government agencies and CSOs. DENR cited the implementation of the Bicol River Basin project wherein all sectors were involved in the planning and implementation of the said project. In the case of OCD, they cited how well they have been working with the Disaster Risk Reduction and Management Council (DRRMC) though both claimed that not all LGUs give priority and/or have thrust on environmental protection and on disaster management.

Generally, both offices claimed to have programs and services which are pro-poor and have been transparent and participative in terms of their operations though they could not fully claim this if these are still in place and are being practiced by the LGUs.

5. Justice and Legal Services

The Department that is directly responsible for this area of concern is the Department of Justice (DOJ). The Department of Justice (DOJ) derives its mandate primarily from the Administrative Code of 1987 (Executive Order No. 292). It carries out this mandate through the Department Proper and the Department's attached agencies under the direct control and supervision of the Secretary of Justice.

Under Executive Order (EO) 292, the DOJ is the government's principal law agency. As such, the DOJ serves as the government's prosecution arm and administers the government's criminal justice system by investigating crimes, prosecuting offenders and overseeing the correctional system.

The DOJ, through its offices and constituent/attached agencies, acts also as the government's legal counsel and representative in litigations and proceedings requiring the services of a lawyer; implements the Philippines' laws on the admission and stay of aliens within its territory; and provides free legal services to indigent and other qualified citizens.

With this mandate, DOJ has no local policy that is in place. The operations are strictly in line with the given function and mandate being a judicial department of the Philippine government that is responsible in upholding the rule of law.

The Department is described to have available and competent personnel but is not adequate considering the bulk and nature of cases forwarded to the said office.

Further, the Department, with its mandate and function, operates with no engagement with the citizens. This is being done to avoid biases and associations on the cases filed and forwarded to the office.

To ensure that integrity and efficiency including having the full trust and credibility to the Department, they render and provide their best efforts to facilitate justice relative to the five (5) pillars: (1) judiciary; (2) community; (3) prosecution; (4) law enforcement; and (5) correctional.

The Department's institutional relations are described as good though they are limited to the implementation of the 'Witness protection program; thus, they have established partnership only with the Department of Education (DepEd) and TESDA. They also have worked with the Bicol University in line with its community extension program related to justice system.

The Department's provision of free legal services to indigent and other qualified citizens show that the operations are pro-poor.

Local Solutions

1. How are the current local leaders and citizens addressing the challenges?

Health

In the case of health service, the local chief executives together with the municipal and city health officers attended the MLGP which capacitated them and enhanced their knowledge and skills on their leadership. The MLGP program aimed to sustain making health care an operative factor in nation building and improving the quality of life for all Filipinos.

On the part of the citizens, citizens groups in the region are trying their best to be recognized by the LGUs as well as government agencies as partners for development

Agriculture

The current leaders and citizens are continuously working hand-in-hand. The partnerships with the academe, specifically the SUCs and with other non-government organizations are being done to continue promoting agricultural development in the region.

Social Services

Local leaders work hand and hand with DPWH in the implementation of projects through the regional development council. The regional development council is composed of local officials and government offices together with people's organizations. While in the case of DSWD, the local government units with sufficient budget hire additional manpower to implement the programs and services in their respective LGU.

Active participation of civil society organizations manifest their involvement in the pre-procurement initiated by the agency in which they attend as observers in the process. There is a high degree of availment by the people of the different services rendered by the DSWD which even include medical assistance to indigent patients like in cases of dialysis and lately the offering of educational assistance through cash augmentation.

Environment and Natural Resources and Disaster Risk Reduction

The offices responsible for these areas of concern expressed that the challenges are being addressed by the local leaders and citizens by maximizing all their available resources relative to how they can efficiently and effectively provide the services expected from them. The participation and engagement of all sectors that can be of much assistance are continuously being sought.

Justice and Legal Services

The Department expressed that with the inadequate number of personnel to attend to the increasing number of cases forwarded to them, they just have to facilitate the process of attending to the cases.

2. What best practices are worth sustaining, resurrecting?

Health

Among the identified best practices is the MLGP Training conducted by Department of Health together with Zuellig Foundation to Local Chief Executives and Municipal/City Health Officers on health governance. This program is intended to secure close partnership between the local chief executives and the health officers to improve the health status of the citizens.

Sagip Bikolnon is a locally initiated award recognizing the achievements and initiatives of the local health units on health service delivery.

Agriculture

As expressed, the established partnership and working arrangements with the SUCs to promote agricultural development is worth sustaining. Furthermore, this assistance provided by the Local Government Units in line with the delivery of the programs and services relative to agriculture.

Specifically, the following efforts and initiatives should be continued:

- Setting up of corn grain center at Tigaon, Camarines Sur
- Implementation of Intensified Artificial Insemination Program in Bula
- Launching of coco water brand name and logo design contest. The contest is part of the World Bank-funded CocoWater Processing TechnologyPilot Testing and BusinessIncubation Project under thesub-component 3.2 of the Philippine Rural DevelopmentProject (PRDP) Investmentsin Rural Enterprises andAgriculture and FisheriesProductivity (I-REAP).
- Training Course on Outbreak Investigation and Management(OIM) for veterinarians, meat inspectors, and livestock inspectors
- Technical Workshop on Models and Tools for Water, Agriculture and Knowledge Sharing
- Good Agricultural Practices(GAP) Caravan towards ASEAN Economic Community 2015
- Gender Sensitivity Training
- Organic Agriculture (OA)Program Review and Planning Workshop
- Participatory Mapping Exercises in Masbate
- Transition Assistance Program for retiringpersonnel of Philippine Army
- CSOs and other stakeholders consultation meeting
- Harvest Festival in Camarines Norte
- P53M worth of agricultural facilities, agricultural and fishery goods, livelihood checks and project grant to rural women organizations were distributed to farmers, fisherfolk, and LocalGovernment Units.

Social Services

- Culture of integrity and service excellence as attested by the ARD
- Empowerment of Marginalized Sectors and Women
 - Construction and rehabilitation projects in Mobo and Catanduanes whereby women are trained to paint and help in the carrying of materials for construction – in effect changing the perspective of the marginalized, especially the women.
- Electronic system of identifying eligibility of contractors to enter the bidding process
- No Check Transaction
- No on-hand Transaction
- Accreditation for engineers before they can implement/handle projects. There is corresponding one month comprehensive training for engineers with examination. Failure to pass means non-accreditation

Environment and Natural Resources and Disaster Risk Reduction

The offices' continuous effort to let the different sectors be involved and engaged in the sectoral consultations and planning is worth sustaining.

Furthermore, the following efforts and initiatives of DENR should also be sustained:

- The apprehension of those who committed violations, such as the case of those in Barangays of Matanlang and Calabasa, Labo, Camarines Norte on July 26-30, 2015;
- "Save 100/100" launched on June 24, 2015 at Sitio Capantagan, Barangay Cale, Tiwi, Albay – a project of the Department in partnership with Regional Executives and Directors, Inc. (REDRAS), Philippine Geothermal Production Company and the Local Government Unit of Tiwi, Albay.

On the other hand, OCD should also continue working on the following activities:

- "Iba na angPanahon Campaign" in partnership with DOST and DILG last 2014 this is for information and educational campaign in line with the services of the OCD;
- Training for disaster risk reduction and management (DRRM) for officials;
- The good practices employed by the Provincial Government of Albay in line with the Disaster Management should serve as an inspiration to other LGUs.

Justice and Legal Services

The Department's best effort to function based on its mandate is worth sustaining. Specifically, the establishment of the DOJ Action Center wherein members of the National prosecution Office and the Public Attorneys' Office are tasked to man should be sustained.

Recommended Solutions

Health

The LGU should prioritize programs and projects on health in their respective units. Also, LGUs may highly consider increasing their budget allocation for the hiring of doctors, nurses and midwifes. If there is an inadequate fund to carry out such personnel hiring, the LGU may supplement lack of manpower through scholarship programs for nurses, midwives and doctors with corresponding agreement that they serve the LGU afterwards. Also, if IRA is not sufficient fund, LGUs should establish linkages with other government agencies, non-government organizations and CSOs to support their health projects.

Agriculture

It is a proposed recommendation that LGUs should have the 'heart' for agriculture considering that the region is an agricultural-based area. The Local Chief Executives should give priority to agriculture. Furthermore, the Department together with the LGUs and the stakeholders should consider modern technology in pursuing its mandate. They have to go beyond the 'traditional' means and systems in the delivery of the programs and services. The SUCs should also continue giving orientation community extension activities relative to agriculture to widen exposure and provide appreciation on agriculture on the end of the students. The partnerships established with the different partners of the Department should also be strengthened.

Social Services

- Proposal for rationalization of all positions
- Hiring of additional personnel to carry out the mandate of the agencies
- Need for bridging leaders to realize and maximize the concept of devolution
- Local leaders, monitoring and evaluation: whether the projects implemented were according to approved standards to ensure quality services.

Environment and Natural Resources and Disaster Risk Reduction

The following are the proposed recommendations to address the challenges:

- There should additional positions for the organic structure for both offices. This
 can allow the offices to provide efficient and effective services to its clients;
- The personnel for both offices should be allowed and given the opportunity to undergo capacity-building activities;
- For DENR, it is being recommended for an official designation of Municipal Environmental and Natural Resources Officer (MENRO) at the LGU level it should not be assumed by Municipal Planning and Development Coordinator (MPDC) or by Municipal Agrarian Officer (MAO);
- It is also proposed by DENR that an Integrated Management Plan be adopted considering the political boundaries of LGUs and the Forest Land Use Plan (FLUP)

- and the Comprehensive Land Use Plan (CLUP);
- The OCD in coordination with the DRRMC should practice fully transparency, specifically relative to the provision of relief assistance and aid for victims of disasters and calamities;
- It is also proposed that linkages and partnerships with other government agencies and sectoral groups be established.

Justice and Legal Services

The Department's proposed recommendation to respond to the concern is to have good compensation package to be offered to the lawyers. This can attract lawyers to serve in the Department – having additional manpower can avoid delay for trials and can ensure efficiency and effectiveness in their operations.

F. PROFILE OF HIGHER EDUCATION INSTITUTIONS AND CAPACITY BUILDING INSTITUTIONS

a. Existence of Higher Education Institutions (HEIs) in the Region

There is a total of one hundred eight (108) Higher Educational Institutions (HEIs) in the region based on the list of the Commission on Higher Education (CHED) (Refer to the Masterlist of HEIs in Bicol). Out of this total number of HEIs, only twelve (12) are offering programs related to governance and public administration. These are the HEIs which are members of the Association of Schools of Public Administration, Inc. (ASPAP, Inc.) –Region V (Refer to the list of the member-schools of ASPAP, Inc. – Region V). From the total twelve (12) members of ASPAP, Inc. in the region, four (4) of which are State Universities and Colleges (SUCs) while the remaining eight (8) are private Universities and Colleges.

b. Programs in governance, public administration and local governance offered (training course, degree programs, etc.)

The twelve (12) HEIs which are member-schools of ASPAP, Inc. are offering programs in governance and public administration. Most of these are offering master's degree programs.

The Ateneo de Naga University has the Center for Local Governance (CLG), an extension arm for its public administration program. It is envisioned as a credible center capable of providing technical assistance towards genuine participative governance through strong and sustainable partnership with various stakeholders. It is attached to the Graduate School of the University and serves as the extension arm for the Master in Public Administration degree program. As an extension arm of the University, the CLG provides technical assistance through its capability-building activities, consultancy services, research and information to its partners and stakeholders both within and outside the University. The efforts and initiatives on community service and research enrich the Instruction and Formation of competent students who are men and women for others.

On the other hand, the Bicol University (BU) has organized the Jesse M. Robredo Institute of Local Governance on September 20, 2012. The said Institute was organized to promote the good governance practices and initiatives of the late Jesse M. Robredo who served as City Mayor of Naga City and Secretary of the Department of Interior and Local Government (DILG). It was established primarily to help in capacitating leaders especially in the region to be "Mahusay Matino at May Puso", the legacies of the leadership of the late DILG Sec Jesse Robredo. It has the philosophy that the Local Government Unit serves as binding element to spur sustainable development in the countryside. Presently, it offers the Master in Rural Development and Diploma in Local Government and Management in the Graduate School. It also offers training and capacity building to local government officials in partnership with the Development Academy of the Philippines (DAP).

c. Capacities: faculty, resource persons, specialization

As shared by the representatives from the member-schools of ASPAP, Inc., the faculty, resource persons and specializations of these HEIs are generally available and with expertise, but these are inadequate. There is limited number of faculty handling public administration courses. However, the ones available are described as experts in handling Public administration courses.

d. Funding: tuition and fees

Aside from tuition and fees, funding of these HEIs comes from the following sources: (1) General appropriations for SUCs; (2) research grants and assistance from external agencies and funding institutions; (3) professional fees from technical assistance provided to institutions and organizations; and (4) scholarship grants.

e. Networks and consortia arrangements/amalgamation arrangement and areas of cooperation with other HEIs or other providers

These HEIs have established partnerships and networks with the Local Government Units (LGUs) and other national and regional entities. Furthermore, they have established working arrangements and partnerships with local libraries in their respective areas. For State Universities and Colleges (SUCs), they have close coordination and working arrangement among themselves.

All of these HEIs are recognized member-schools of ASPAP, Inc.

The Ateneo de Naga University-Center for Local Governance is a recognized member-institute of the Local Governance Training and Research Institute-Philippine Network (LOGOTRI-PhilNET) in the region.

f. Issues, Concerns, Problems and Challenges

The HEIs have expressed the following issues, concerns, problems and challenges relative to the offering of the degree program on governance and public administration:

- (1) The academic program needs to be revisited and revised to respond to the changing societal opportunities and concerns;
- (2) The need to enhance the syllabus for Public administration courses including the course descriptions;
- (3) The current faculty and resource persons need to attain higher academic studies and/or exposure relative to public administration and governance;
- (4) The need to come up with appropriate and standard professional fees for faculty, resource person, trainers and consultants in the region;
- (5) Marketing the program has been a challenge considering the comparatively high tuition fees.

g. Recommendation for action at the policy, program or project level

Considering the expressed issues, concerns, problems and challenges, the following are the proposed recommendations:

- (1) The academic program in all HEIs should be standardized to address the requirement in the international arena;
- (2) ASPP, Inc, being the organized group of all HEIs offering public administration, should continue its effort to provide continuing education to faculty and resource persons handling the discipline;
- (3) Furthermore, ASPAP, Inc can strengthen its program supporting the academic needs and assistance of the HEIs in the region, specifically relative to how the 'town and gown' concept can continuously be translated concretely in the region;
- (4) The HEIs in the region should continue working closely with its partners, networks and linkages to strengthen their academic program;
- (5) The academic program has to be strengthened by providing institutional intervention in terms of marketing.

G. CONCLUDING NOTES

The following conclusions are generated from the conduct of this Rapid Field Assessment:

- People's participation is affected by their awareness of existing programs and projects.
- LGU plays a very vital role in the successful implementation of projects and programs of devolved agencies.
- CSO, NGO POs have existing but weak linkages.
- Lack of control over LGUs in terms of mandate brought about by the system of devolution
- Inadequacy of manpower to execute programs
- Rationalization of employees of devolved agencies
- Devolution is good for first class municipalities as they can afford, in terms of resources requirements, of the devolved functions, but the situation is different for 4th or 5th class municipalities which lack these resources.

POLICY NOTE

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UNDAF Sub-Outcome No.

II. TYPE OF POLICY PROPOSED

New

III. GOVERNANCE LEVEL

National

IV. SITUATIONAL ANALYSIS

The academe plays a vital role in the fulfillment of the mandates of local government units. Higher educational institutions are avenues for developing professionals, leaders and community prime movers that will sustain good governance and participative government and inculcating practices that will ensure the efficient delivery of basic services to the citizenry.

Presently, the country has 2,299 higher education institutions (HEIs). Six hundred fifty six (656) of which are public HEIs5 consisting of 47 state universities and colleges (SUCs), 95 local universities and colleges (LUCs), 1 CHED-Supervised Institution, 5 classified as special HEIs, while the remaining 8 are considered as other government schools. On the other hand, a total of 1,643 private HEIs are listed in the country; 1,296 of which are non-sectarian private while the remaining 347 are sectarian HEIs.

Public administration and other governance-related courses are included in the list of most widely offered masters and doctoral programs. In Bicol alone, there are twelve (12) HEIs offering programs related to governance and public administration out of 108 total HEIs in the region. On the other hand, there are only two HEIs in Bicol Region that established their centers for local governance namely, Bicol University and Ateneo de Naga University.

a) Ateneo de Naga Center for Local Governance

The Center for Local Governance of AdNU is committed to perform its primary functions on Instruction, Research and Extension. It is attached to the Graduate School of Ateneo de Naga University and serves as the extension arm for the Master in Public Administration degree program. It envisions a "credible center capable of providing technical assistance towards genuine participative governance through strong and sustainable partnership with various stakeholders." It offers training courses and consulting services to local government officials and provides technical assistance programs to clients LGUs and facilitates training modules, workshops involving local governance.

b) Bicol University Jesse Robredo Institute of Local Governance

The renamed Institute of Local Governance (ILG) of Bicol University, now Bicol University Jesse M. Robredo Institute of Local Governance (BUJMRILG), Institute performs its core functions in instruction, policy studies and research and extension, and advocacy especially on training and program or project facilitation and implementation. It is attached with the Graduate School of Bicol University that offer post graduate governance related programs such as Ph. D. in Public Administration, Ph. D. in Development Management, Master of Arts in Public Administration, Master in Rural Development, and Master/Diploma in Local Government Management. It also provides short training courses to LGU clients and other stakeholders.

Some HEIs around the country that established Center for Local Governance are the University of the Philippines Diliman, the University of the Philippines Los Banos, the De La Salle University, the Holy Name University in Bohol, the Ateneo de Manila University and the Mindanao State University- Iligan.

a) UP National College of Public Administration and Governance

The NCPAG is a unit of the University attached to the University of the Philippines. It was established on June 15, 1952 as the Institute of Public Administration (IPA). The IPA then renamed as Graduate School of Public Administration (GSPA) on March 14, 1963, and it became the School of Public Administration (SPA) on June 29, 1966 before it was transformed into the College of Public Administration (CPA) in October 1966. The College finally became known as the National College of Public Administration and Governance or NCPAG on November 26, 1998. The NCPAG performs its three fold functions on instruction, research, and extension in public administration, and thereby promotes exemplary public administration and public service that will hopefully transform lives and empower nations.

b) University of the Philippines Los Banos Institute of Development Management and Governance

UPLB IDMG is committed to the building of capacity of individuals, organizations, institutions and networks for good governance and effective development management. It traces its roots from the Management of Agricultural and Rural Development (MARD) program. The MARD program was created on 08 March 1979 to unify UPLB's effort in developing administrative and management technology for rural development and in developing leaders and professional managers for the rural sector. Before the end of 1997, UPLB created the College of Public Affairs, a merger of several existing interdisciplinary units. The Department of Development Management was included in the merger and through a BOR Resolution; the department was elevated to an institute in January 1998.

c) DLSU Jesse M. Robredo Institute of Governance

DLSU Jesse M. Robredo Institute of Governance (formerly La Salle Institute of Governance) is a research and training unit based at the College of Liberal Arts (CLA) of De La Salle University. It aims to be a center of excellence in implementing

governance research and training in partnership with local and international institutions. It mainly provided professional and technical services in areas of Local Governance such as participatory local governance, local economic development, local leadership capacity building and decentralization.

d) HNU - Center for Local Governance

Holy Name University Center for Local Governance is a Christian professional school which provides quality service to public servants and community leaders for a dynamic and effective organization. Its core services include designing and conduct of trainings, seminars and workshops, facilitation services, consultancy services to client LGUs and others stakeholders.

e) Ateneo School of Government

The Ateneo School of Government is the public sector arm of the Ateneo de Manila University. It is a professional school for leadership and public service through its research and extension programs, and it works with public, private and community organizations activities. It primarily provides graduate education in the field of leadership and public service, offers post graduate degree programs, and is engaged in research in various fields of politics and environment among all things.

f) MSU Center for Local Government Studies

MSU Center for Local Governance Studies (MSU - CLGS) was established to carry out its functions as training institution in order to strengthen the managerial and technical competencies of the local government officials and their functionaries in order to respond to the demands and challenges of their increased powers, resources, and responsibilities under the Local Government Code of 1991. Its key service areas are providing trainings on barangay justice, human rights education, international humanitarian law, voter's literacy program, local legislation, project development, resource management and disaster management. It also provides technical services such as strategic planning and other technical services needed by LGUs. It is as well engaged in research activities such as community profiling community profiling, opinion and preference survey, market development study, project monitoring and evaluation and other researches in support to capability building of LGUs

Other than those HEIs that established centers for local governance offering professional and technical services and trainings to client LGUs, many tertiary education institutions in the country offers governance related courses and public administration programs in its graduate school, but are limited to professional degrees and provide no practical and technical services to the local government units. Considering the important part of the academe in the capacity development of the local government units to carry out its mandates in the Local Government Code, this situation raises the demand for a training institution that will strengthen the managerial and technical competencies of the local government officials and their functionaries. It led to the creation of the Local Government Academy (LGA) which provides learning opportunities for DILG Regional and Provincial offices and Department of Interior and Local Government (DILG) and offer interventions to aid gaps and reduce bottlenecks to achieve desirable outcomes. It served as the primary arm of the DILG in delivering capacity programs to LGUs.

The gaps identified in implementing capacity-building programs brought the inception of the Local Governance Resource Center (LGRC). It institutionalized the commitment of the organization to support and enhance the capability of regions to LGUs in managing their affairs and services through sharing of information, knowledge management, convergence, and innovations. Subsequently, the Local Governance Regional Resource Center (LGRRC) was instituted to serve as a dynamic and interactive capacity development platform for selected regional offices of DILG with the support from Canadian International Development Agency (CIDA). LGRRC is a DILG-initiated program based on its mandate under the Department Interior and Local Government Act of 1990. Its establishment is largely intended to develop the capacity of the regional offices of the DILG and the Local Government Units.

The formation of LGRRC carries an immense opportunity to harmonize capacity development being implemented in DILG regional offices and LGU. It is comprised of members from the different sectors, and one among them is the academe. Presently, there are 17 regional and 1 national LGRC in the country which evolved from a perceived platform for capacity development interventions to a way of life in the DILG.

Institutionalization of Center for Local Governance in State Universities and Colleges in the Philippines

Notwithstanding the vital roles of LGRRC and considering the role of HEIs in the capacity development of the LGUs, the demands for professional and technical interventions of LGUs cannot be provided and sustained solely by the LGRRC and the LGA. The HEIs must provide adequate support in the capability building of local leaders by providing both professional and technical services to LGU clients. Institutionalized centers for local governance in state universities and colleges will give way to a focused governance and public administration instruction, catering local government officials and employees and other stakeholders dedicated to public service. HEIs offering governance related courses and public administration should be required and mandated to established center for local governance in their respective campuses. The Center shall serve as an entity within the state universities and colleges for capability building and ably assisting LGUs to achieve their development potential and to improve the quality of life of their constituents with the support of NGAs, NGOs, POs and other entities.

The activities of the Center shall revolve around instruction, policy studies and research and extension especially on training and program or project facilitation and implementation including training services to LGU clients and other stakeholders.

Curriculum and Instruction. The Center shall either be under the Graduate School or a separate unit which shall offer degree/non-degree programs and technical training courses in strategic planning, resource management, and other competency workshops to local government units.

Research. The research activities of the Center shall revolve around the conduct of policy and advocacy studies. These researches shall tackle thematic areas on regional development issues, local governance and policy impact analysis.

Extension. For the extension component, emphasis shall be on the packaging of training, provision of consultancy services and technical assistance, dissemination of results policy studies and program/project facilitation and implementation. Training activities include: 1. Professional development and technical training for the region's public and private sector workers, ranging from individual workshops to multi-session seminars to university degree courses; 2. Informative colloquia, conferences, workshops, and seminars on regional issues for leaders and the community; and 3. Presentations by local, provincial, national experts in areas of regional concern.

A regular activity of the Center will be the conduct of training courses for specific concerned stakeholders or clients. Training courses will be packaged along thematic areas/topics such as the following:

- 1. Legislative Agenda Development
- 2. Local Legislation
- 3. Local Financial Administration
- 4. Administration and Governance
- 5. Public Enterprise Management
- 6. Project Development and Management
- 7. Community Mobilization
- 8. Participatory Monitoring and Evaluation
- 9. Career Executive Development
- 10. Organization Development
- 11. Area Development Approaches
- 12. Strategic Planning
- 13. Conflict Management
- 14. Management of Organizational Change
- 15. Research Management
- 16. Comprehensive Development Planning
- 17. Organizational Planning and Diagnosis
- 18. Sustainable Development
- 19. Environment Management
- 20. Policy Analysis
- 21. Quality and Productivity Management
- 22. Human Resource Management
- 23. Training Management
- 24. Local Government Management
- 25. Community-Based Resource Management
- 26. Comprehensive Land Use Planning
- 27. Climate Change Adaptation
- 28. Disaster Risk Reduction Management

V. THE PROPOSED POLICY

Institutionalization of the Center for Local Government in every State Universities and Colleges in the Philippines

Principle

Higher Education Institutions (HEIs) are strategically located to play key role in local development.

Role of Centers

There shall be Centers for Local Governance apart from the Regional Local Governance Resource Centers (LGRC). This shall be situated at every university and college in the Philippines. It shall be mandated in every state university and college offering governance related program and may be required by law through political instruments and institutions in the private universities and colleges being a part of their social responsibility.

VI. JUSTIFICATION FOR PROPOSED POLICY

The local government unit serves as the binding element to spur sustainable development in the countryside. For this to be realized, the academe being a neutral political ground has a social responsibility of developing the local government units through education and capacity building of local chief executives and public servants. With the mandate of instruction, research and instruction, the state universities and colleges all over the Philippines shall excellently engage the community for good governance and empowered constituency towards a sustainable development.

The planned "Centres for Local Government" to be established in every state university and college (SUCs) in the country shall serve as the new backbone of LGU Leadership and governance. This backbone is founded on the principle of human resource development in the LGU level which was a product of capacity building, research and extension of the SUCs. These different areas of development envision to have a local chief executive as an opportunity development leader, a health and nutrition leader, a peace and security leader, an environment and disaster risk reduction and management leader, a gatekeeper of performance achievement, and an education leader. This could be attained through an empowered workforce coming from academe-government agency partnership such as DILG, OCD, PNP, DSWD, DOH and many more.

The smooth, efficient and effective local governance from the regional down to the barangay level is highly dependent on the effective policy and execution. Local governance, in order to be a success, requires a collective and harmonious cooperation among the duty-bearers and the rights-holders. With the establishment of the centres, the local leaders will be developed, capacitated and educated by a firmly rooted and strongly founded permanent institution designed specifically for the purpose of attaining inclusive sustainable development through excellent local governance. Local leaders will improve in the management competencies, innovativeness that

would put in place institutions geared towards transparency and people-empowered governance. It will also re-establish dignified local leaders exemplifying honesty, integrity and self-mastery with accountability to the people and public service. Furthermore, it will cater development of leaders envisioning a people-centred and responsive community living in a safe, peaceful and resilient environment.

One of the envisioned impacts of this policy is that it will provide equity and opportunity for all the constituents or stakeholders contrary to patronage politics brought about by the time-immemorially established and powerful political dynasties in the Philippines. In nation's history, the Filipino families are not self-sufficient anymore and as populations grow more rapidly and unevenly, they simply rely on politicians whom they believe can usually suffice their essential needs. This imperatively created the patronage politics that whoever the electorate believes can provide for their everyday needs, they would choose them for election.

Also, aside establishing a harmonious intergovernmental-academe partnership towards sustainable development, the centre for local governance will serve as a training and capacitation hub for the LGUs most especially the municipality level which is not usually updated from time to time due to limited number of workforce from the National Government Agencies most especially, the DILG. As mentioned earlier, the Local Governance Regional Resource Center (LGRRC) is only created and deployed strategically to cater to the technical and operational needs of the regions. It is presumed that if there would be more resource centres for local governance, more municipalities would be reached out and professionalized. In the long run, this would create a positive and reverberating impact towards the attainment of a responsive and inclusive growth for all the sectors in the local government. Thus, it would address the call for the contribution of the leaders and the community for sustainable development in our country.

VII. COMMITTED SPONSORS

VIII. TARGETED SPONSOR

Vice-President Leni Robredo

REGION VI

Mr. Jo Martin Limson Northern Iloilo POlytechnic State College

> Dr. April Dream Teodosio West Visayas State University

EXECUTIVE SUMMARY

With the celebration of the 25th year anniversary of the Local Government Code, regional field appraisals were conducted. The focus of the field appraisal is to determine the trends and patterns of local developments, the state of democratization and decentralization and the capacity of HEIs in delivering public services in the local governments of the respective regions.

In Western Visayas – Region 6, the common trends in local governance are the shift of local governments to e- governance in delivering the services to the constituents, the Public – Private Partnership, the upgrading of health care service delivery, and the strengthening of the local Disaster Risk Reduction Councils.

Development is a multi- dimensional concept. According to Tayebwa, development is a broad term and must not be limited to mean economic development, economic welfare or material wellbeing. In general it includes improvement in economic, social and political aspects of whole society like security, culture, social activities and political institutions.

Today, with the advent of new technologies, local governments utilize every applicable technology in delivering services to the people in the fastest and easiest ways. In region six (6), local governments are gradually embracing the advantages of technology. Government websites and portals provide clients with information about government services, activities and even procurement and expenditures. E- governance becomes a tool of government in practicing transparency, effective and efficient delivery of government services.

The state of democratization in Western Visayas shows that there are still cases of violations on human rights. Violence on women and children have high rates in the region. As far as legislation is concerned, the local governments are trying to address through ordinances and formulating programs that would increase the awareness of the people towards the violation of human rights. Non- government organizations are partnering with the local governments in promoting the advocacy against violence on women and children.

Protection of Human Rights. To increase awareness and reduce cases of human rights violation, the Province of Aklan established Barangay Violence Against Women (VAW) Desk Officers, and trained to use the NVAWDocS (National VAW Documentation System) which enabled the social workers of ACCW to monitor the services it provides and minimizes double counting of reported VAWC cases.

Independence and Security of Media. The presence of the media shows the independence and balance in the region. Although there are still cases of harassments and threats among media, the cases of journalists killings in the region have declined. Major television networks such as GMA and ABS-CBN are providing general information services to the public. Radio stations are also present all over the region giving updated news and events to the community especially in those far-flung areas in the barrios and island barangays. These media providers increase the awareness and knowledge of people in the new trends in the industry, farming, fishing and the latest updates of major events in the region, national and even in other countries.

Citizens Participation. To promote transparency and participation, the local governments are tapping the local individuals, organizations and other agencies in the region to be part of the planning and budgeting process. In the Province of Antique, citizens take part in the war against drugs. Police officers in Antique are collaborating with the community in waging "war" against illegal drugs through the KKK (Kaapulisan kag Komunidad Kontra) Droga Project. Twenty-four local civil society organization (CSO) networks mobilize 892 CSOs and initiate Citizen's Participation in Monitoring LGU Performance and Development Planning for Poverty Reduction (CML). Civil organizations are also being involved in the Bottom-up budgeting scheme of the local government.

Voters Turn Out. In 2013 Elections, out of the 4,049,482 registered voters in the region, 3,317,421 was able to exercise their right to suffrage. There is a gradual increase in the number of registered voters, 82% were able to cast their votes. The limited voting precincts and lack of information dissemination and vote buying and non-voting buying are seen to be the major factors of the inability to exercise the right to suffrage.

Political Dynasty. The emergence of new political leaders are evident in the region. But basically, the political status of some of the provinces remain the same. In the case of Iloilo, for the past twenty five years since EDSA revolution, the same political clans remain in power – the Garins in the First Congressional District, Defensors in the Third District, Birons in the Fourth District (previously dominated by the Monforts and Tupases in the Fifth District. This political dynasty is the center of discussion at present in the proposed Anti – Dynasty Bill for the purpose of elaborating the provision stated in ARTICLE II (Declaration of Principles and State Policies), Section 26 of the 1987 Constitution, that "The State shall guarantee equal access to opportunities for public service and prohibit political dynasties as may be defined by law." The practice of political dynasty have been embedded in the culture of the Filipinos even before the pre- Spanish era. Some would argue that because of political families, developments were realized which is yet to be proven by researches.

The enactment of the Local Code of 1991 gave local governments powers and authority to manage their respective territorial coverage. In western Visayas programs concerning health, agriculture, social services, environment and disaster preparedness, and justice and legal are the focus of this study. The provinces of the region have various programs to address the health concerns of the people. Upgrading of health care institution services is one of the programs undertaken by provincial governments.

The Department of Agriculture Regional Field Office No. 6 has been active in providing support and assistance in collaboration with the Offices of the Provincial Agriculture from production inputs to capacity building under its Agri-Pinoy program components. The interventions include Agri-Pinoy rice, corn, high value commercial crops, trainings and agri-infra.

Agriculture. As an agricultural region, the Department of Agriculture and the provincial governments are collaborating to assists farmers and fisher folks through significant trainings of new trends in agriculture and fisheries. In the Province of Guimaras, the implementation of the Organic Agriculture program started in 2012 with the Organization of the Provincial Local Technical committee followed by the organization of the five (5) Municipal Local Technical Committees of each municipality which includes two major farms. The Big Fortune Farm in Millan, Sibunag has started producing organic calamansi, sweet potato, corn and vegetables. As part of the project, it has also availed honey bees from the DA-RFO 6 which will produce honeymansi, a juice from calamansi mixed with Honey. It will also expand to produce organic vegetables such as squash, pechay, mustasa, etc. The Guimaras Wonder Farm is situated in Alaguisoc, Jordan. A six (6) hectare mango plantation intercropped with cucumber, ampalaya, okra etc. It also includes chicken, swine and cattle production.

Sustainable Rural Development Convergence Initiative Program (SRD-CI). The provincial government of Antique initiated the convergence of DA-DAR-DENR. It will facilitate the move for better governance through enhancing institutional efficiencies, and expanding opportunities for agro-enterprise and agribusiness development and achieving spatial integration. Operationally, convergence works on sharing expertise and information, collaboration and complementation, reconfiguration of each agency's activities to a more focused interventions in central municipalities of Antique.

The typhoon Yolanda caused severe damaged to some parts of the region but became the major turning point of social service delivery. Since the incident in 2013, the national and local governments together with the NGOs are active in delivering the basic social services in the region.

Disaster Risk Reduction and Environmental Protection. Believing that the coastal environment is affected by the upland environment, the Guimaras Environmental and Natural Resources Office has identified the following important programs of the provincial government such as 1) Integrated Coastal Management (ICM) as a strategy for achieving sustainable development which covers the entire island ecosystem of the province, putting into practice the "ridge to reef" approach to management; 2) Coastal Resources Management which established and maintained Mangroves Plantation sold to other coastal communities and as a supply mechanism in the rehabilitation and plantation in the Guimaras island coastal areas.

The region has one of the most number of HEIs which offer various academic programs including public administration. Out of one hundred two HEIs (102), sixteen offer programs in public administration and governance for Baccalaureate, Master's and Doctorate degrees. Faculty members teaching public administration courses are qualified and in line with the program.

In the Province of Iloilo, there are seven (7) State Universities and Colleges and Private Universities which offers programs in Public Administration. The University of the Philippines – Master in Public Management, West Visayas State University – Master in Local Governance, Northern Iloilo Polytechnic State College – Master in Public Administration, Iloilo State College of Fisheries – Master in Public Administration are among the SUCs in the Region. There are also Private Universities such as the Central Philippine University which offers a Bachelor's degree in Public Administration, Master in Public Administration and Doctor of Management in Public

Management, University of Iloilo – Master in Public Administration and the University of San Agustin – Master in Public Administration.

Negros Occidental Province has three (3) universities which offer Public Administration programs. The Carlos Hilado Memorial State College offers both Masters and Doctorate degrees in Public Administration. West Negros University offers the program from Bachelors, Masters, and Doctorate degrees, while the University of Saint La Salle – Bacolod have the Master in Public Management degree.

The Capiz State University in the Province of Capiz offers MPA and DPA programs and the Colegio de la Purisima has MPA program. In Antique, only the University of Antique offers Master in Public Administration. Aklan has the Aklan State University which offers MPA and MMPM the same with the Northwestern Visayan College. In the Province of Guimaras, only Guimaras State College offers an MPA Program.

ASSESSMENT OF THE STATE OF DECENTRALIZATION AND DEMOCRATIZATION FOR DEVELOPMENT IN WESTERN VISAYAS (RAPID FIELD APPRAISAL FOR REGION VI)

INTRODUCTION

Region Six (6) occupies a total land area of 20,223 km², the 7th largest in the country, constituting six percent of the country's total. The islands comprising the region exhibit similar physical features characterized by relatively wide stretches of rivers and coastal lowlands that spread inland and series of rugged hills and mountains in the interior area. On its northeastern portion is the Sibuyan Sea, in the western portion is the Sulu Sea and in the eastern part is the Visayan Sea that serve as good harbors and fishing grounds.

Historical Background²²

Western Visayas covers the provinces of Aklan, Antique, Capiz, Guimaras, Iloilo and Negros Occidental. Except for Aklan and Guimaras, the four (4) provinces were created by virtue of Republic Act No. 2711 on March 10, 1917. The province of Aklan was created on April 25, 1956 under Republic Act No. 1414 and Guimaras as a sub-province of Iloilo since 1966 became a province after the referendum on May 11, 1992.

Aklan is associated with a Datu Bendahara Kalantiaw who is believed to be the country's first lawgiver. The name of the province is also linked with the famous Ati-Atihan Festival held in the provincial capital of Kalibo. This festival commemorates a peace pact held in the 13th century between the aborigines and the early Malay immigrants.

Antique was considered as the "Home of the Sacadas" because it was a major source of migrant labor for the sugar cane fields of Negros Occidental. Its name was derived from the word "Hamtic" after "hantic-hantic" meaning large ants that are abundant in the place.

The province of Capiz derived its name from the Visayan word "Kapid" meaning twins, which were born in the area.

Guimaras was formerly called Himal-us from the word "paghimud-us", meaning a struggle for survival. In the early part of the Spanish regime, the name Himal-us was changed to Guimaras.

Iloilo was formerly called "Irong-irong" under Datu Paiburong in the confederation of Madiaas, first known organization of the barangays.

The province of Negros Occidental used to be called "Buglas", but the Spaniards changed it to Negros due to the predominant presence of Negritoes.

Administrative Jurisdiction

The Western Visayas Region is located in Central Philippines and is composed of six (6) provinces namely: Aklan, Antique, Capiz, Iloilo, Guimaras and Negros Occidental. It is subdivided into 18 congressional districts. The provinces of Aklan, Antique and Guimaras each has one district; Capiz is composed of two districts; Iloilo Province has five districts; Negros Occidental has six districts; and the highly urbanized cities of Iloilo and Bacolod are distinct congressional districts.

Region 6 has sixteen (16) cities, one hundred seventeen (117) municipalities and four thousand fifty (4,050) barangays. The Province of Negros Occidental has the highest number of cities at 13 including its capital, Bacolod City. The province of Iloilo has two (3) cities including its capital, Iloilo City and the component city of Passi. The lone city of the Province of Capiz is its capital, Roxas City.

Physical Characteristics²³

a. Land Area

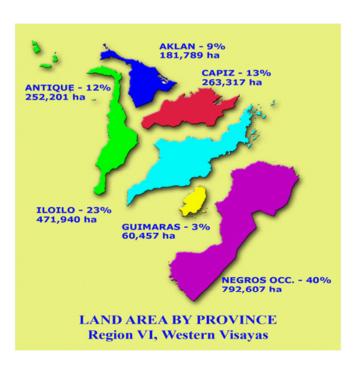
The region has a total land area of 2,022,311 hectares or approximately 35.7 percent of the total land area of the Visayas and 6.7 percent of the Philippines. The Province of Negros Occidental is the biggest in terms of land area with 792,607 hectares which is almost 40% of the total area of the region. Iloilo comes second with 471,940 hectares or 23%: Capiz with 263,317 hectares or 13%: Antique with 252,201 hectares or 12%: Aklan with 181,789 hectares or 9% and Guimaras with 60,457 hectares or 3%.

b. Land Classification

Region 6 has a total land area of 2,022,311 hectares. It is classified into Forestland covering an area of 656,539.22 hectares equivalent to 32% and Alienable and Disposable lands covering 1,365,771.78 hectares or around 68%.

The Province of Aklan has a total area of 181,789 hectares of which 59% or 106,795 hectares are classified as A & D while 41% or 74,994 hectares are classified as Forestland.

For the Province of Antique, 133,566 hectares or 53% of its total land area of 252,201 hectares are classified as A & D while 118,635 hectares or 47% are classified as Forestland.



²³ Regional Profile from http://r6.denr.gov.ph/index.php/ab`out-us/regional-profile

The total land area of the Province of Capiz is 263,317 hectares, of which, 64% or 169,547.27 hectares are classified as A & D and 36% or 93,769.73 hectares classified as Forestland.

The Province of Iloilo has a total land area of 471,940 hectares. Of this, 76% or 357,857 hectares are classified as A & D while 24% or 57,620.89 hectares are classified as Forestland.

The Province of Negros Occidental has a total land area of 792,607 hectares of which 68% or 540,385.62 hectares are classified as A & D, while 32% or 252,221.38 hectares are classified as Forestland.

Demography

The annual per capita poverty threshold of the region is PhP18, 029 as of 2012, with 22.8 percent poverty incidence among families based on NSCB statistical data. The average family income is PhP204, 000 based on the NSO, 2012 Family Income and Expenditure Survey. It has a total population of 7,089,739 as of 2010 with a 1.38 growth rate.

Table 1. Demographic Summary of Region 6 Provinces.²⁴

ъ .	C'Ai a a	No. of	Number of	Land Area	Population
Provinces	Cities	Municipalities	Barangays	(hectares)	(as of 2010) ²⁵
Aklan		17	327	181,789	535, 725
Antique		18	590	252, 201	546, 031
Capiz		16	473	263, 317	719, 685
	Roxas		47	103, 951	
Guimaras		5	98	60,457	162,943
Iloilo		42	1, 901	471, 940	1,805,576
	Passi		51	25, 068	
Iloilo City			180	148, 687	
Negros Occidental		19	601	792, 607	2,396,039
	Bago		24	40, 210	
	Cadiz		22	51, 650	
	Escalante		21	12, 500	
	Himamaylan		19	38, 420	
	Kabankalan		32	72, 640	
	La Carlota		14	13, 732	
	Sagay		25	38, 960	
	San Carlos		18	38, 400	
	Silay		16	21, 480	
	Sipalay		17	43, 270	
	Talisay		27	17, 340	
	Victorias		26	13, 390	
Bacolod City			61	15, 610	
TOTAL		117	4, 051	2, 022, 311	4, 364, 558

²⁴ Quick Stat on Region 6 from https://psa.gov.ph/content/quickstat-region-vi-western-visayas-august-2015.

²⁵ National Statistics Office, 2010 Census of Population and Housing

PATTERNS AND TRENDS OF LOCAL DEVELOPMENT

Development is a multi- dimensional concept. According to Tayebwa, development is a broad term and must not be limited to mean economic development, economic welfare or material well being. In general it includes improvement in economic, social and political aspects of whole society like security, culture, social activities and political institutions.

Talking about development, it would be biased if there will be no growth enclosure. When and where there is development there would always be growth in terms of socio- economic and political status of individual in the society. In the fast changing 21st century boosted by technological advancement, even local governments have to take big and significant steps to cope with these changes in economic and socio-political arena, promoting the development and growth of the society. A great challenge to every local government is the development of both economic and social aspects of their area of responsibility and the maintenance of the developmental growth. It is not enough that you have infrastructures and various programs and services, but the social needs of the people are not satisfied such as quality education, clean and safe water, health services, and safe communities with sustainable source of income for living. And how these needs be satisfied? The answer lies in the minds (planning) and hands (implementation) of the government together with the participation and involvement of the people.

e- Governance

Technology changes every task from the complicated and the time consuming to simpler tasks in just a short period of time. This is a significant aid in delivering the services of the government to the community and its constituents. Shifting from traditional governance to e-governance is a big leap in public service delivery.

Electronic governance or e-governance is the application of information and communication technology (ICT) for delivering government services, exchange of information communication transactions, integration of various stand-alone systems and services between government-to-customer (G2C), government-to-business (G2B), government-to-government (G2G) as well as back office processes and interactions within the entire government framework. Through e-governance, government services will be made available to citizens in a convenient, efficient and transparent manner. The three main target groups that can be distinguished in governance concepts are government, citizens and businesses/interest groups. In e-governance there are no distinct boundaries.

In Region VI, local governments are gradually embracing the advantages of e- governance. Portals and websites of the provinces and municipalities are already in the interconnected computer networks, providing easy access of information and government transactions. Websites provide information that the people need and help in promoting transparency. E-Governance is the process of changing the way government works, shares information, engages citizens and delivers services for the benefits of government.

In the province of Aklan for instance, the Human Resource Management Information System (HRMIS) was introduced that features a web-based system that facilitates faster and easier HR transactions in the provincial government.

Another highlight is the development of the Staff and Skills Inventory report database which is a tool that describes staff and skills profiles of road related departments, their competency gaps and requirements that will enable them to perform better.

Tourism

The onslaught of typhoon Yolanda which devastated some of the provinces of Region VI was after all a blessing in disguise. Despite the devastation caused by the typhoon, tourism in the region played an important role as an economic factor for development. To rise from the onslaught, the province of Iloilo launched the Northern Iloilo Economic Corridor - Rebuilding Economic Opportunities for Sustainable Tourism in Northern Iloilo which simply aims to identify the communities greatly affected and develop their capacity that will help improve their livelihood utilizing tourism as the major economic factor.

One of today's alternative tourist destinations by both local and foreign visitors is the Gigantes Island in the Municipality of Carles which was one of the major areas devastated by Yolanda. After the typhoon, the place was ruined and challenged with regaining its potentials as a tourist destination. Due to the cooperation and participation of the governments, NGOs, Academic Institutions and the community, Gigantes Island today is ultimately one of the most sought tourist haven catering to hundreds of guests daily.

Public- Private Partnership (PPP)²⁵

One of the trends of local developments today in the region is Public-Private Partnership. PPP involves a contract between a public sector authority and a private party, in which the private party provides a public service or project and assumes substantial financial, technical and operational risk in the project.

Some of the PPP projects in Western Visayas include the Iloilo City Convention Center, the Jalaur River Multi- Purpose Project, and the Godofredo P. Ramos Airport, also known as the Caticlan or Boracay Airport, which is the first PPP project in Western Visayas in Aklan province that has a government co-arrangement with the Transaire for physical development, management and operation and the Iloilo International airport.

Social Services

In improving the quality of health care services in the region, some of the provinces have upgraded its health care institutions in various municipalities. In the provinces of Iloilo and Negros Occidental, health services are the main concerns of the province. HEART²⁶ or the Hospital Efficiency Assurance through Reform and Transformation is one of the major projects of the province of Iloilo which aims to develop the local hospitals into an institution equipped with state of the art facilities and skilled personnel to have an efficient delivery of social services to isolated areas in the province. On the other hand, the province of Negros Occidental launched its Comprehensive Health Program (NOCHP) for the indigents.

²⁵ Pendon, Lydia C., PPP Eyes 3 Major Infra Projects in Iloilo, http://www.sunstar.com.ph/iloilo/local-news/2015/07/23/ppp-eyes-3-major-infra-projects-iloilo-420527 (23 July 2015 accessed on 13 October 2015).

²⁶ Office of the Governor, District Hospitals Development Program

Production

As one of the agricultural producer of the country, the provinces of Region Six gives importance to the local products to help uplift the lives of the farmers. In the province of Antique, the DA Regional Office VI constantly gives support to the Office of the Provincial Agriculturist, from production inputs to capacity building under its Agri-Pinoy program components.

The Fiber Industry Development Authority (FIDA) also provides support for Abaca production in partnership with the provincial government of Antique and DENR from nursery establishment to technical training.

In Negros Occidental, being the major producer of sugar, the province is also supporting the development of the muscovado sugar not only as a local but also an international commodity.

The area of development is not only limited to economic standing of the region. Development is a holistic concept made from the building blocks of individual, social, political, and economic stability of the community. It does not necessarily mean that an area with high rise infrastructures is highly developed. Sometimes behind those high rise buildings lie the unsolved rooted problems of the society.

Development starts with the cooperation and participation of both sides of the coin, the government and the people. It is not always the role of the government alone to attain growth and development, but it needs the support of its people. In the Western Visayas, there are a lot of factors which could drive development, but in our observation, one of the causes of unattainment of development is the cultural perspective of the people.

PROVINCE OF AKLAN

1. e- Governance

Aklan is one among the provinces in the region which is vastly developing in terms of technology and governance. Among these developments is the e-governance through the installation of the Human Resource Management Information System (HRMIS), a web-based system that facilitates faster and easier HR transactions in the provincial government.

Another highlight is the development of the Staff and Skills Inventory report database which is a tool that describes staff and skills profiles of road related departments, their competency gaps and requirements that will enable them to perform better.

2. Transparency

To promote transparency, the provincial government also installed the Aklan's Bids and Awards Committee with the BAC e-filing system for infrastructure with key features on cost database, procurement monitoring, database library and other BAC announcements.

3. Promoting VAWC

Aklan is the first and only province to launch the barangay VAW desk handbook advocating the anti- violence policy against women and children.

PROVINCE OF ANTIQUE

Despite the challenges encountered by the province, it is commendable for valuing fundamentals of Good Governance and is taking an effort to promote development especially in agriculture, tourism, and infrastructure.

Agriculture

1. Sustainable Rural Development Convergence Initiative Program (SRD-CI).

The provincial government initiated the convergence of DA-DAR-DENR. It facilitates the move for better governance through enhancing institutional efficiencies, expanding opportunities for agro-enterprise and agribusiness development and achieving spatial integration. Operationally, convergence works on sharing expertise and information, collaboration and complementation, reconfiguration of each agency's activities to a more focused interventions in central municipalities of Antique.

2. Production Support Services

The Department of Agriculture Regional Field Office No. 6 has been active in providing support and assistance to the Central Antique in collaboration with the Office of the Provincial Agriculture from production inputs to capacity building under its Agri-Pinoy program components. The interventions include Agri-Pinoy rice, corn, high value commercial crops, trainings and agri-infrastructures.

3. Abaca Production

The Fiber Industry Development Authority (FIDA) provided support for Abaca production in partnership with the provincial government of Antique and DENR from nursery establishment to technical training. A total of five (5) hectares abaca nursery has been established for the year, while 51.79 hectares have been utilized for abaca plantation. Technical trainings includes farmer's field school (FFS), skills/livelihood training on abaca hand-made paper, abaca scrunch, basic weaving, fiber extraction, classification and grading.

4. Local Governance Support Program – Local Economic Development

A development, packaging, marketing and promotions of the community-based ecotourism circuit in Northern Antique, which was severely devastated by typhoon Yolanda, is established to link to the Boracay and Northern Aklan tourism corridor. It seeks to gain from the benefits of the tourist arrivals from Boracay, Northern Aklan to Northern Antique and combine both

provinces' efforts to link community-based tourism activities to the existing industry and market opportunities in the resort-island of Boracay.

PROVINCE OF CAPIZ

1. Business Industry

To boost economic development, the enactment of the Capiz Province Investment Code is a huge milestone of the province to promote and sustain the economic growth, as well as the income and employment opportunities of Capizeños. This is attributed to the increase of the local legislation's performance.

2. Revenue Generation

Factors that reinforce the revenue generation performance include the provincial government's efficiency of system on collected taxes, fees and charges and real property tax, and presence of annual revenue generation plan that embodies local revenue policy direction and strategies. The updating and approval of the schedule of market values is just part of the provincial government's continuous efforts to improve system and local taxes collection.

3. e- Governance

The establishment of the Information and Communications Technology in Roxas City Integrated Transport Terminal (RCITT) Operation improves the service capability to clients, secures the records, provides timely reporting, employee morale upliftment, and most of all, improves/increases collections.

The objective of the RCITT is to facilitate and efficiently reduce queuing of vehicle operators/ drivers in the payment of their terminal fees. It seeks to record all transactions electronically in a database, issue receipts and monitor statistically vehicle use of the facility.

PROVINCE OF GUIMARAS

1. Participatory Approach

The provincial government of Guimaras exerted efforts to involve the different stakeholders of the province in an intensive and extensive consultation process so as to ensure that the needs and concerns of local constituents are duly embodied, expressed, and addressed in the province's comprehensive development plan. The much needed policies and programs to execute the plan were supported by the Sanggunian Panlalawigan (Provincial Legislative Board) as initiated by the leadership of the Governor; as well as ensuring that approved policies and programs are translated into effective and efficient work plans that could serve the day-to-day operation of the province. Establishing a participatory approach to development was consistent with the provisions contained in RA 7160, and has been strengthened and manifested in organized forums.

2. Development Framework

In line with the vision of the local government to make Guimaras the Agri-Tourism Capital of the Region, a project theme was concerned to relate the outputs of the project with the completed draft provincial physical framework plan (PPFP) of the province of Guimaras and the revised or new comprehensive land use plans (CLUPs) of the five component municipalities. With the integration and eventual implementation of these plans, there have been increased tourist arrivals and increased investments in tourism facilities and services.

3. Programs and Projects

- Roll On-Roll Off (RORO) Port construction in Sibunag,
- Port Facilities upgrade in Jordan and Buenavista,
- Road upgrading program,
- Fish Landing Facility construction,
- Agro-forestry in sloping areas promotion,
- Integrated Coastal Management (ICM) adopted as a result of the province's membership in the Partnership for the Environmental Management of the Seas of East Asia (PEMSEA) to ensure sustainable management of the coastal environment,
- Tourism development initiatives, and
- Functional roles of component municipalities which included improvement of tourism support services (Nueva Valencia), agricultural and fishery productivity improvement (Sibunag and San Lorenzo), improvement of educational facilities and services (Buenavista) and initiatives to improve urban services (sewerage) for the municipality of Jordan.

PROVINCE OF ILOILO

1. Public – Private Partnership (PPP)

One of the factors of the developments in the province of Iloilo is the engagement in joint ventures of local governments under the Public – Private Partnership (PPP) concept. The PPP gives the local governments an advantage to save funds through an alternative way of building infrastructures and opening avenues of opportunities for the private companies to forge partnership and investment with other local and foreign investors.

The Iloilo International Airport, one of the five international airports in the country is one good example of the PPP scheme based on Add – Operate – Transfer with a thirty year-contract between the government and a private company. Other PPP projects in the province are the proposed Passi City government system and the Iloilo Railway System.

2. HEART Program

HEART or the Hospital Efficiency Assurance through Reform and Transformation is one of the major projects of the province which aims to develop the local hospitals into an institution equipped with state of the art facilities and skilled personnel to have an efficient delivery of social services to isolated areas in the province. The hospitals that are included in the PhP300 million grant from Korean International Cooperation Agency (KOICA) are the Aleosan District Hospital in Alimodian, the Jesus M. Colmenares District Hospital in Balasan, and the Dr. Ricardo S. Provido, Sr. Memorial District Hospital in Calinog.

3. Northern Iloilo Economic Corridor

Northern Iloilo is one of the fast developing sites for tourism in the province. To boost the tourism potentials and capacity of the area, the province launched the program - Rebuilding Economic Opportunities for Sustainable Tourism in Northern Iloilo which simply aims to identify the communities that will help improve their livelihood utilizing tourism as the major economic factor. One of the areas of local tourism development is the Gigantes Island in the Municipality of Carles. Academic Institutions, Non- Government Organizations and the Local Government Unit are working together to facilitate the needs of the Gigantes Islands' development.

PROVINCE OF NEGROS OCCIDENTAL

1. Sugar for Development

Being the major producer of sugar in the country, the province is also supporting the development of the muscovado sugar not only as a local but also as an international commodity. In 2013, fifty three percent (53%) of the total production of the country was contributed by the sugarlandia of region 6 – Negros Occidental with its 9 mill districts and 3 sugar refineries. Aside from sugarcane, it also produces corn, coconuts, abaca, cassava and other fruits like bananas, mangoes, durian, pineapples and lanzones, among others. High valued crops are also produced in the province. This diversification efforts are captured in the official tag-line of Negros Occidental: "SUGAR ... AND MORE!"

2. Social Services

Aside from taking care of its economic development, the provincial government also gives importance to its basic services to its people. Currently, it is continuously upgrading its Provincial Hospital and 12 District Hospitals. It also launched the Negros Occidental Comprehensive Health Program (NOCHP) for the indigents.

3. Tourism Hub

Tourism as a growing economic factor for development, Negros Occidental is among the provinces which utilize tourism to increase its economic income through catering tourists local and foreign. Tourism in Negros Occidental includes the Mambukal Mountain - The Mambukal Mountain has many beautiful sites, both made by man and by Mother Nature. The Hot Springs with sulfuric soda water is one of them. A bath house with spa, and famous with Asians particularly Japanese tourists, it is supplied with hot and cold water from the springs coming from the mountain. Known for its therapeutic qualities, people with body fatigue dip into it to relieve their

stress and get relaxed. The Ruins - Showcases what is left of the Don Mariano Ledesma Lacson Ancestral Home in Talisay City, Negros Occidental. During its heyday, the mansion was the largest residential structure ever built. It boasted of its garden of lilies in and around the four-tiered fountain on the mansion's front lawn and the finest furniture, chinaware and decorative items that its owners brought from their travels across Europe and Asia. Balay Negrense in Silay City has been often referred to as the "Paris of Negros" due to its large collection of perfectly preserved heritage houses. More than thirty of these houses have been declared as historical landmarks. Silay is the second Philippine City to have been declared a museum city, next to Vigan in Ilocos Sur.

HIGHER EDUCATION INSTITUTIONS IN WESTERN VISAYAS

Considering education as a primary tool towards development, Western Visayas is one of the regions in the country with various academic institutions both private and state, which offers multi- fields of academic degree. A total of one hundred two (102) CHED recognized PUCs and SUCs are all over the six provinces of the region. The Province of Aklan has thirteen HEIs, two of which are offering public administration programs the Aklan State University and Northwestern Visayan College. In the Province of Antique only the University of Antique offers public administration out of seven HEIs in the province. Capiz has six HEIs two of which offer public administration, the Capiz State University and the Colegio de la Purisima. Only Guimaras State College in the Province of Guimaras offers a public administration program. There are fifty four HEIs in the Province of Iloilo, seven of which offers public administration programs. Theses include the University of the Philippines Visayas, West Visayas State University, Northern Iloilo Polytechnic State College, Iloilo State College of Fisheries, Central Philippine University, University of Iloilo and University of San Agustin. All of them offer baccalaureate, masters and doctorate degrees in public administration, public management and public governance. Based on the faculty profile of the HEIs, the professors are qualified in the field of public administration. The tuition fees are reasonable and is being regulated by the Commission on Higher Education.

Table 2. HEIs in Western Visayas with Public Administration Programs.

			Public Administration Programs						
HEIs		SUC	BS/ AB	MPA	MPG	MPM	DPA	DM-PM	
Aklan State University		Х		Χ					
Capiz State University		Х		Χ		Х	Х		
Carlos Hilado Memorial State College		х		Х		Х	Х		
Central Philippine University	Х		Х	Х				Х	
Colegio de la Purisima	Х			Х					
Guimaras State College		Х		Х					
Iloilo State College of Fisheries		Х		Х					

Northern Iloilo Polytechnic State College		Х	Х	Х				
Northwestern Visayan Colleges	Χ					Х		
University of Antique		Х		Х				
University of Iloilo	Χ			Х				
University of the Philippines - Visayas		Х				Х		
University of San Agustin	Х			Х				
University of Saint La Salle- Bacolod	Х					Х		
West Negros University	Χ		Х	Х			Х	
West Visayas State University		Х			Х			
TOTAL	7	9	3	12	1	5	3	1

STATE OF DEMOCRATIZATION

Human Rights. As far as human rights is concerned, there are still cases of neglecting or abusing the rights of individuals especially women and children. Examples in the Province of Guimaras and the Province of Iloilo involve the cases of Physical Abuse to women and minors which were relatively high. However, the Sangguniang Panlalawigan is doing its best to address this issues by enacting the Guimaras Gender and Development Code that will protect the rights and development of women and children in the province of Guimaras. From January to November of 2010, a total of 84 cases in the region were already filed under the Commission. Of these, 43 cases were in Negros Occidental, Iloilo, 22; Iloilo City, 11; Aklan, three; Antique and Guimaras with two each and Capiz with only one.27

Inde	epen	dence	of	Loc	al	Media.	The
presence	e of	various	me	edia	syr	nbolizes	the
respect	and	exercis	e o	of t	he	freedom	n of

Callsign	Ch. #	Location	Owner
DYDY-TV	TV-2	lloilo	People's Television Network
DYXX-TV	TV-6	lloilo	GMA Network, Inc. and Asian-Pacific Broadcasting Company Currently broadcasting: GMA Network
DYAF-TV	TV-10	lloilo	ABS-CBN Corporation Currently broadcasting: ABS-CBN (frequency used by CMN-GMA (Magnitude 10) Bacolod from 1985–1998)
DYJB-TV	TV-12	lloilo	Intercontinental Broadcasting Corporation
DYRJ-TV	TV-24	lloilo	Rajah Broadcasting Network and Solar Entertainment Currently broadcasting: 2nd Avenue
DYRI-TV	TV-26	lloilo	Radio Mindanao Network, Broadcast Enterprises and Affiliated Media, Inc. and Solar Entertainment Currently broadcasting: Jack City
DYMK-TV	TV-28	lloilo	GMA Network, Inc. and Asian-Pacific Broadcasting Company Currently broadcasting: GMA News TV
DYSN-TV	TV-32	lloilo	Southern Broadcasting Network and Solar Entertainment Currently broadcasting: ETC
DYER-TV	TV-36	lloilo	TV5 Network, Inc. Currently broadcasting: TV5
DYAJ-TV	TV-38	lloilo	ABS-CBN Corporation Currently broadcasting: ABS-CBN Sports and Action
DYNY-TV	TV-42	lloilo	Progressive Broadcasting Corporation Currently broadcasting: UNTV
DYBM-TV	TV-43	lloilo	Manila Broadcasting Company Currently broadcasting: DZRH News Television
DYNB-TV	TV-46	lloilo	Nation Broadcasting Corporation and TV5 Network, Inc. Currently broadcasting: AksyonTV

speech and expression of the people of the region. The cases on journalist killings and abductions dropped down, but still, there are cases of attempted murder and death threats on the lives of the media men. Cases are related to the work of the media men who, most of the times, target politicians regarding their misconduct and neglect of duty. The region has two major media

²⁷ An excerpt from a news story from http://balita.ph/2010/12/15/human-rights-violations-in-region-6-decreasing

providers: The ABS – CBN and the GMA Networks. Many radio stations both FM and AM are also operating in the region and deliver information and news especially in the far-flung areas which cannot be reached by television.

Citizens Participation. The participatory approach is being used by the provinces in accommodating and involving the different public and private sector in the planning and implementation of programs and projects. This approach aims to gather multiple insights on matters concerning the developments of the provinces and municipalities in the region. This also promotes transparency and awareness of the people on how the local governments utilized their budgets and implement programs.

Western Visayas Network of Social Development NGOs (WEVNet).²⁸ WEVNET is a regional network of six provincial NGO caucuses, and 68 member-based organizations (MBOs) in Region 6 namely: Iloilo CODE NGOs (ICODE: 20 members), Negros Caucus (12), Antique Federation of NGOs (AFON: 9), Capiz CODE (7), Guimaras NGO-PO Caucus (13), and Aklan Caucus of NGOs (Aklan CAN: 7). WEVNET envisions to be a pro-active and empowered Regional Network of NGOs working for the holistic transformation of citizens and communities. Faithful to its development mission to be a dynamic learning network, its members are recently building local resource centers that serve as convergence of initiatives for advocacy, knowledge-sharing, capacity building and resource mobilization for sustainable development and accountable democratic governance.

Table 3: Radio and TV Station in Region VI

Callsign	Ch. #	Location	Owner
DYAM-TV	TV-5	Roxas	GMA Network, Inc. Currently broadcasting: GMA Network
DYRC-TV	TV-21	Roxas	ABS-CBN Corporation Currently broadcasting: ABS-CBN
DYXZ-TV	TV-27	Roxas	GMA Network, Inc. Currently broadcasting: GMA News TV
DYRX-TV	TV-33	Roxas	TV5 Network, Inc. Currently broadcasting: TV5
DYRQ-TV	TV-39	Roxas	Masawa Broadcasting Corporation Currently broadcasting: Sorishine Media Network International
DYGN-TV	TV-43	Roxas	First United Broadcasting Corporation Currently broadcasting: Global News Network
DYCR-TV	TV-47	Roxas	Archdiocese of Capiz Currently broadcasting: Cebu Catholic Television Network

Callsign	Ch. #	Location	Owner
DYBB-TV	TV-2	Kalibo	GMA Network, Inc. Currently broadcasting: GMA Network
DYKA-TV	TV-9	Kalibo	ABS-CBN Corporation Currently broadcasting: ABS-CBN
DYCG-TV	TV-23	Kalibo	ABS-CBN Corporation Currently broadcasting: ABS-CBN Sports and Action
DY -TV	TV-25	Kalibo	TV5 Network, Inc. Currently broadcasting: TV5
DYRU-TV	TV-27	Kalibo	GMA Network, Inc. Currently broadcasting: GMA News TV
DY -TV	TV-37	Kalibo	Progressive Broadcasting Corporation Currently broadcasting: UNTV

Another mandate of WEVNET is the Civil Society Organization (CSO) Strengthening of Provincial Networks (PNs) and their member-based organizations (MBOs). It aims to 1) assist its member provincial networks and help CSOs gain competencies in 5 capacity-building areas to improve governance and leadership, accountability, resource generation and management in order to be sustainable and provide significant impacts to their constituencies, and to 2) make member networks and their base CSOs competitive in accessing and managing development resources from donors and development partners.

²⁸ Western Visayas Network of Social Development NGOs (WEVNet) from http://code ngo.org/home/membership/wevnet. html

Emergence of New Political Leaders and Political Dynasty. The emergence of new political leaders is evident in the region. But basically, the political status of some of the provinces remains the same. In the case of Iloilo, for the past twenty five years since the EDSA revolution, the same political clans remain in power – the Garins in the First Congressional District, Defensors in the Third District, Birons in the Fourth District (previously dominated by the Monforts and Tupases in the Fifth District. The presence of private armies in the Province of Iloilo, though alleged, is never substantiated. The question of the effectiveness and efficiency of these political dynasties is yet to be proven as to the argument that political dynasty will not be allowed and tolerated under the passing of an Anti- Dynasty Bill. We may also look at the other side of the situation because it may be that, due to these political dynasties, the sustainability and continuity of programs are the best way towards development of their respective communities because of the concentration of power and resources. After all, political dynasties already existed during the pre- Spanish period where the ruling families would pass on the power and throne to the next heir. Today, that practice is still present but the only difference is that it is already modernized and politicized – in the context of utility of power, influence, and wealth.

Voters Turn Out. In the 2013 Elections, out of the 4,049,482 registerd voters in the region, 3,317,421 were able to exercise their right to suffrage. There is a gradual increase in the number of registered voters with 82% being able to cast their votes. The limited vote precincts and lack of information dissemination and vote buying and non-voting buying are seen to be the major factors of the inability to exercise the right to suffrage.

Table 4. May 10, 2010 Automated National and Local Elections.

Reg	ion VI (WESTERN VISAYAS)	3,939,435	3,105,327	78.83%
1	Aklan	317,336	246,589	77.71%
2	Antique	289,240	235,673	81.48%
3	Capiz	431,506	344,202	79.77%
4	Guimaras	94,053	76,786	81.64%
5	Iloilo	1,262,128	1,002,902	79.46%
6	Negros Occidental	1,545,172	1,199,175	77.61%
Reg	ion VII (CENTRAL VISAYAS)	3,941,002	3,115,469	79.05%
1	Bohol	732,627	613,743	83.77%
2	Cebu	2,429,474	1,888,619	77.74%
3	Negros Oriental	717,802	560,206	78.04%
4	Siquijor	61,099	52,901	86.58%
Reg	ion VIII (EASTERN VISAYAS)	2,440,757	1,956,328	80.15%
1	Biliran	98,858	82,513	83.47%
2	Eastern Samar	266,889	214,547	80,39%
3	Leyte	1,031,464	830,260	80.49%
4	Northern Samar	344,736	271,793	78.84%
5	Southern Leyte	248,172	207,305	83.53%
6	Samar (Western Samar)	450,638	349,910	77.65%

Region/Province/ City/Municipality	Number of Barangays	Number of Established Precincts	Number of Clustered Precincts	Number of Clustered Precincts that Functioned	Number of Registered Voters	Number of Registered Voters who Actually Voted	Voters' Turnout
PHILIPPINES	42,025	344,529	77,829	77,827	52,014,648	40,214,324	77.31%
NCR	1,705	40,615	7,509	7,509	5,995,904	4,220,571	70.39%
CORDILLERA ADM. REGION	1,176	6,232	1,828	1,828	924,751	718,902	77.74%
REGION I	3,265	19,424	4,623	4,623	2,865,115	2,364,308	82.52%
REGION II	2,311	12,495	3,114	3,114	1,871,822	1,475,903	78.85%
REGION III	3,102	39,370	7,903	7,903	5,822,678	4,544,930	78.06%
REGION IV-A	4,011	46,957	9,858	9,858	7,205,067	5,197,200	72.13%
REGION IV-B	1,458	10,257	2,421	2,421	1,552,520	1,198,683	77.21%
REGION V	3,471	19,482	4,880	4,880	3,037,795	2,489,711	81.96%
REGION VI	4,051	26,751	6,465	6,465	4,049,640	3,318,423	81.94%
REGION VII	3,003	25,675	5,742	5,742	4,114,046	3,358,840	81.64%
REGION VIII	4,390	17,468	5,173	5,173	2,576,229	2,146,545	83.32%
REGION IX	1,859	12,407	2,968	2,968	1,981,427	1,439,050	72.63%
REGION X	2,022	15,855	3,701	3,701	2,458,123	1,948,303	79.26%

Table 5. Voters Turnout during the May 13, 2013 National, Local and ARMM Elections.

STATE OF DECENTRALIZATION

Decentralization is the transfer of powers from the central government to lower levels in a political-administrative and territorial hierarchy to allow the participation of people and local governments.

Health is one of the responsibilities given by the Local Government Code of 1991 in Book 1, Section 17 to local governments. In the Sustainable Development Goals, health is one the adopted agenda which ensures healthy lives and promotes the well- being for all ages. To promote and protect the health of the people in Western Visayas, each of the province has different strategies. Constant vaccinations, information dissemination, increasing awareness of the people, training for health workers, and upgrading of government health units' services are among the programs and projects of the provinces. All health care in the region is also in compliance with the PHC No. 0003, s. 2014 on the Implementation of the No Balance Policy.

Local government units support the promotion of farmers' cooperatives in the development of the Agriculture Sector. The Department of Agriculture Regional Office 6 is actively providing support and assistance to farmers and fisher folks in the region to through partnering with the local governments and even with the academe. Trainings and seminars are conducted to update farmers and fisher folks on the current trends of farming and farm inputs.

The Yolanda tragedy opened the eyes of the local governments towards strengthening the capacity of local Disaster Risk Reduction Management Councils. Members of the local DRRMC, recruited and conducted training for pre-disaster preparedness activities, implementation of projects and financial assistance to disaster prone areas.

The state of decentralization is effective in the region in the discharge of the services of the local governments and government agencies. The operations of local governments is guided by the Local Government Code of 1991 which empowers them and authorizes LGUs to legislate, formulate projects and programs for the locality.

The purpose of decentralization is to transform LGUs into self-reliant communities and partners in nation building. However, instead of being independent, some of the LGUs are still dependent with the national government especially in terms of local income generation. Many of the municipalities are still dependent on the Internal Revenue Allotment.

Decentralization cannot be understood deeply by ordinary citizens. A concept which is divided into three sub- concepts: devolution, deconcentration, and debureaucratization. Devolution is the transfer of power and authority from the national government to local governments – political and territorial. Deconcentration is the transfer of power, authority or responsibility or the discretion to plan, decide and manage from to local levels; administrative and sectoral. Debureaucratization is the transfer of some public functions and responsibilities, which government may perform, to private entities or NGOs. These situations wielding, most of the time, having power and authority, they become the root of all issues in the local government, the misuse and abuse of power and authority especially of the elected officials.

PROVINCE OF AKLAN

A. HEALTH

The Formula 1 initiative of the Department of Health (DOH) in the implementation framework for health sector reforms in the Province ensures access to and availability of basic health packages and assures the quality and affordability of health goods and services. Based on the data of the PSWDO, the following were revealed: As of Dec. 2014, Php53.8M was spent for indigents totaling 5,384 walk in clients for the past 12 mos.; Php10.6M spent on AICS (Aid in Crisis Situation) Program for medical, burial, hospitalization, educational, transportation, and emergency shelter needs.

The Provincial Hospital, as an accredited healthcare service provider of the Department of Health, has increased its patient occupancy with its total number of admission of 37,333 of which 3,820 are newborn, overriding the 2013 statistics of 22,476 admitted patients. Likewise, the Department of Clinical Laboratory managed to cater to 134,330 in-patient requests and 24, 353 out-patient requests. This means that more patients were served and availed of the programs of the province.

Patients who availed of Philhealth Benefits reached 14, 695 with a corresponding amount of Php100.7M, overriding the 2013 statistics of 13,962 beneficiaries and the availed amount of Php85.4M. Again, the data showed the increase in the number of patients who availed of the benefits made through Healthcare Financing Program-PHIC Indigents Enrolment.

The province, in cooperation with the rural health units have vaccinated for Measles-Rubella 55,288 Aklanons Children out of 66,109 eligible or 83% for Oral Polio, 62,509 Akeanon Children vaccinated out of 79,060 eligible populations or 78%. Likewise, the province has given basic information to 3,391 young Aklanons through Provincial Health Intensified Red Ribbon and Mall Awareness Tours. This made through expanded Vaccination/Immunization Program and HIV and AIDS Control Program of the province.

B. AGRICULTURE

In the Agriculture sector, planning and implementation of program and projects are done with the involvement of cooperatives and farmers associations. This was evidenced by the establishment of community seed banks via 27 Farmers Associations throughout the province. Aklan's 35,027 hectares of irrigated and rain- fed ricefields produced 124,877.68 metric tons last year of 6.9% increase in yield.

There were notable interventions of the Department of Agriculture in the development of the sector, whereby the counterpart funding for the Farm Mechanization Program of the DA, (that aim to give continuous support to farmers) has provided 1 unit Combine Harvester, 6 units Reaper Harvester, 4 units Hand Tractor with Trailer, 10 units Seed Cleaners, which are all operational and are utilized by the farmers. Also, the provision of small scale Irrigation Projects with 55 hectares serviced by 3 units diversion dam and 230 hectares serviced by 5 units diversion dams on top of construction and repair of smaller farm reservoirs, spring development and distribution of pumps have benefited the farmers of the province.

Equal efficient delivery of service was noted in the implementation of the Fisheries Program. The province has enhanced the Fishery resources of Makato and Ibajay with development of 682 units of concrete artificial reef. Nabas, New Washington and Numancia will have their share of support as 492 concrete artificial reefs will be deployed soon.

The Office of the Provincial Veterinarian has monitored 4,369 RORO trips as well as airports as part of their veterinary quarantine and regulatory service. This vigilance through maintenance of foot baths, disinfection of rolling cargoes and apprehension and re-shipment of illegally transported animal and by-products has rendered the province consistently free from animal borne diseases. Also, the office has strengthened Artificial Insemination for the Large Ruminants Program and covered a total of 120 barangays province-wide. It has covered a total of 864 cattle and carabaos and produced 318 calf drops. The program included developing the capacities of the local government units. At present, the province has artificial insemination trained personnel in 7 local government units.

C. SOCIAL SERVICES

The government's charity agency has opened a branch office in Aklan (Kalibo) that will serve the people of Aklan. The Philippine Charity Sweepstakes Office (PCSO) Aklan branch office, located at Aklan Capitol Complex and beside the Provincial Governor's Guest House in Barangay Estancia, Kalibo, Aklan, has provided easier access to assistance for the medical and health-related requests of the public. The establishment of the branch office eased the inconvenience

of the people residing in far-flung barangays by offering the PCSO services including claiming of minor prizes in lotto games, medical assistance and support for lotto agents. The "Pamaskong Handog ng PCSO: Nine Days of Christmas" last year set aside a certain percentage from lotto tickets sold during a specified period for donation to provinces, one of which is Aklan, one of the hardest-hit by super typhoon Yolanda. During the Aklan branch opening, the PCSO also held medical mission that helped meet the medical and health needs of Aklanons especially senior citizens and Persons with Disabilities (PWDs).

Province's rehabilitation and recovery efforts beyond Yolanda are very well on its way as evident by the 2014 report of the Office of the Presidential Assistant for Rehabilitation and Recovery (OPARR), with the following facts and figures: For infrastructure, about 1,000 projects composed of DILG-RAYs rehabilitation of civic centers, public markets, municipal halls, DOH-HFEPs rehabilitation of flood control facilities worth Php 686.3M was funded. For social services Php 68M; for livelihood Php 349.3M; and for resettlement Php 352.9M. On top of the total Php 1.4B in 2014, in the process for funding is an additional of Php 7.8B for Aklan Recovery Plans, Programs and Activities for 2015 and 2016.

In addition, aid for victims of super Typhoon Yolanda in Aklan will continue as part of the three-year recovery plan of Philippine National Red Cross (PNRC). For the livelihood support, Red Cross distributed cash grants of P10, 000 each for 6,670 families in the last four months of 2014. The Red Cross will also construct five health care facilities and support the rehabilitation and construction of eight classrooms in the province. The PNRC also helped 6,200 families to rebuild their homes and build 2,795 core shelters for families struggling after their houses were totally damaged by the super typhoon. The PNRC also initiated people empowerment programs to be ready for disaster.

In the provision of early childhood education, the Provincial Social Welfare and Development Office was able to provide learning materials for 14,667 pre-school children in 436 day care centers province-wide. Financial assistance worth Php1.3M covering 445 centers was also extended on top of capability building services to further enhance the day care workers.

D. ENVIRONMENT AND NATURAL RESOURCES AND DISASTER RISK REDUCTION

As mandated by Republic Act 9003, otherwise known as the Philippine Ecological Solid Waste Management Act of 2000, the Aklan Environment and Natural Resources Office has conducted a meeting-discussion focused on the submission of a ten-year solid waste management plan of all the municipalities of the province to the PSWMB for review and consolidation, so that the province could come up with a 10 year Provincial Solid Waste Management Plan. Likewise, the provincial government, in partnership with the Department of Science and Technology (DOST), established the Aklan Food and Water Testing Laboratory which generally aims to enhance the capability of the Aklan Environment and Natural Resources Office (AKENRO) on Water Quality Management. In the implementation of its functions as embodied in the enacted Environment Code of Aklan, AKENRO will help the Provincial Government to push for concrete programs and measures that will ensure governance accountability and environmental sustainability. The laboratory has the responsibility to provide reliable water quality monitoring and testing services of the water resources in the province for the protection of health in both public and the

environment. Specifically, it renders microbiological testing services to industries, SMEs and to both public and private entities in the examination of drinking water, environmental water, water used for food processing and other recreational waters for the protection of public health.

The Integrated Social Forestry (ISF) Project of the AKENRO has covered 10 municipalities, 39 barangays, 2,287 Certificate of Stewardship Contract (CSC) issued in 4,081.79 hectares of ISF areas. The ISF is designed to maximize land productivity and enhance ecological stability and to improve the socioeconomic conditions of forest occupants and communities.

There was also the "Provincial Government Greening Program Initiative (PGGPI)" that covered 2 municipalities in the province, namely Dalagsaan and Libacao, which benefits the barangay councils of each municipality and the community as a whole. The component of the project includes reforestation of 15,000 seedlings in 30 hectares and Agroforestry of 5,000 seedlings in 10 hectares of forest lands.

E. JUSTICE AND LEGAL ISSUES

The Provincial Public Attorney's Office, the Provincial Legal Office and the Integrated Bar of the Philippines have provided free legal assistance, complete with printing and notarial service to the people of Aklan without prejudice to status in life and standing in the society.

On the other hand, there were two white and purple buses parked in front of the Regional bearing the words "Justice on Wheels" serving as courtrooms for Aklan's poor inmates languishing at the Aklan Rehabilitation Center (ARC) and the Bureau of Jail Management and Penology (BJMP). The mobile courtrooms were brought in the province by the Supreme Court (SC) with the aim of giving poor inmates better and faster access to justice, now called "Enhanced Justice on Wheels" or EJOW. Activities held in the past as major components of the EJOW in Aklan were court hearings and mediation proceedings in the EJOW buses to decongest jails with the release of deserving detainees and settling of cases, jail visitation with the holding of medical and dental mission as well as free legal assistance for prisoners, holding of barangay information dissemination program for barangay captains, kagawads and other barangay officials, open dialogue with stakeholders and holding of team-building activity for court personnel.

PROVINCE OF ANTIQUE

A. HEALTH

Based on the records of the Department of Interior and Local Government (DILG), the result of their assessment in the field of health services given by the local government to its citizen is noted to be efficient. Statistical data show that out of eighteen (18) municipalities of Antique, Sibalom got an excellent rating while Caluya, San Jose, Bugasong, Culasi, Hamtic, San Remegio, Anini-y, Barbaza, Pandan, Tibiao, Tobias Fornier, Valderrama, Sebaste and Libertad got a high rating. However, Patnongon and Laua-an maintained their rating of fair when it comes to delivering health services.

In an overall average of the province in health services which is high but not an excellent rating, DILG data presented connote that the province has still so many areas to improve in order to deliver quality health services to its citizen. The principal support system on this matter is the Local Health Board. The following are suggested actions of DILG to be taken to improve their health services in the province of Antique:

- a. Strengthen and Mobilize the Provincial Health Board
- b. Improve the quality of primary health care or basic curative services
- c. Improve the quality of maternal health care services
- d. Improve the quality of child care services

There are projects being implemented by the provincial government that incurred a loss of P3,860,369.00 from May 2012 to December 31, 2014 due to its failure to conduct a public bidding for the procurement of the needed hospital equipment and assigning experienced personnel to operate the same.

One of the major accomplishments of the province is that the Municipality of San Jose, Antique was adjudged as one of the regional winner of the 2014 Rafael M. Salas Population and Development Award (POPDEV) for the municipal category. The said LGU topped all other municipalities in terms of Health Management and Population and Development (POPDEV) elements based on the DOH/DILG score card and regional validation.

B. AGRICULTURE

In order to attain food security and sufficiency for the people of Antique, the provincial government initiated programs and projects for enhancement of the Agriculture Sector. The following are the major accomplishments of the province recognized by the DILG for the agriculture sector:

1. Sustainable Rural Development Convergence Initiative Program (SRD-CI).

The provincial government initiated the convergence of DA-DAR-DENR. It will facilitate the move for better governance through enhancing institutional efficiencies, expanding opportunities for agro-enterprise and agribusiness development and achieving spatial integration. Operationally, convergence works on sharing expertise and information, collaboration and complementation, reconfiguration of each agency's activities to a more focused interventions in central municipalities of Antique.

The province of Antique is the pilot area for the National Convergence Initiative in the country. SRD-CI was piloted in the five municipalities of Patnongon, Valderrama, Bugasong, Lau-an and Barbaza.

2. Production Support Services

The Department of Agriculture Regional Field Office No. 6 has been active in providing support and assistance to Central Antique in collaboration with the Office of the Provincial Agriculture

from production inputs to capacity building under its Agri-Pinoy program components. The interventions include Agri-Pinoy rice, corn, high value commercial crops, trainings and agri-infra.

The DA through the National Agriculture and Fishery Council (NAFC) with the assistance from the Japan Grant Assistance for Food Security Project for underprivileged farmers for the attainment of the Millennium Development Goals (MDG1) Kaagapay sa Bayang Pinoy Program (AKBAY) is a poverty reduction program that helped beneficiary-participants from 4th to 5th class municipalities start sustainable livelihood projects in the amount of P10,000.00 per beneficiary. The Municipalities of Barbaza, Patnongon, Laua-an and Belison were able to avail of this program.

3. Abaca Production

FIDA provided support on Abaca production in partnership with the provincial government of Antique and DENR from nursery establishment to technical training. A total of five (5) hectares abaca nursery has been established for the year, while 51.79 hectares have been untilized for abaca plantation. Technical trainings includes farmer's field school (FFS), skills/livelihood training on abaca hand-made paper, abaca scrunch, basic weaving, fiber extraction, classification and grading.

4. Poultry and Livestock

PROVET was in-charge of providing technical assistance on poultry and livestock production as well as stocks and biologics, and the Department of Agriculture Region Field Office 6 provided counterparts.

5. Infrastructure Support

DA-NIA IRPEP (Irrigated Rice Production Enhancement Program) included: a) Bugasong-Bugasong, Pangalcagan, Zaragosa, Igsoro and Cubay North CIS, b) Patnongon — Pandanan, Igbobon, Durog CIS, c) Laua-an — Casit-an and Cairawan-Lindero CIS, d) Barzabaza — Binangbang and Barbaza CIS, e) Valderrama — Boroc-boroc, Igmasandig, Tigmanale, Binanogan, Pandanan, Iglinab, Canipayan, and Valderrama CIS with provincial counterpart from the provincial government of Php 55.906 Million and Php 9.880 Million from the Office of Congressman Everardo Javier.

C. SOCIAL SERVICES

In support of the poverty reduction goal, the Province of Antique was able to implement successfully the Pantawid Pamilyang Pilipino Program (4Ps) for five (5) years. This program is under the Department of Social Welfare and Development (DSWD) which provides financial assistance to extremely poor households to improve their health, nutrition and education of their children aged 0-14.

Aside from 4Ps project of DSWD which was downloaded to the local government of Antique, the province was also the recipient of Kapit Bisig Laban sa Kahirapan – Comprehensive Integrated

Delivery of Social Service (KALAHI-CIDSS). The DSWD and Province of Antique are partners in implementing this Php113, 850,000 project in which the counterpart of the province was Php 5,000,000.

The Province of Antique provides assistance for the victims of Typhoon Yolanda. However, the province procured different items worth P2, 694,509.99 and P802, 717.440 on November 25, 2013 and December 20, 2013 respectively. Those items were found overpriced by P612, 148.46 which range from 7.03% to 77.87%, after taking into consideration the ten (10%) percent price variance allowance.

The municipality of Caluya, Antique was one of the recipients of fund allocation for Performance Challenge Fund (PCF) beneficiaries and Yolanda affected region. The PCF aims to provide the LGUs with a counterpart fund to finance high-impact local development projects that are consistent with both the Annual Investment Program (AIP) and national goals and thrusts. The municipality received one (1) million pesos financial assistance.

D. ENVIRONMENT AND NATURAL RESOURCES AND DISASTER RISK REDUCTION

The Province of Antique had adopted a Provincial Ordinance No. 2012-085, otherwise known as the "Environment Code of Antique Province" enacted on June 19, 2013, in compliance with the R.A. No. 9003 or the Ecological Solid Waste Management Act of 2001.

The Department of the Interior and Local Government (DILG) issued Memorandum Circular No. 2012-79 dated April 25, 2012, entitled, "Seal of Disaster Preparedness". The circular, which became effective in 2012, covers a high-risk province, city or municipality, and has for its objectives the following:

- 1. To recognize and incentivize local government performance in institutionalizing disaster preparedness.
- 2. To assess performance gaps, link gaps to policy or program intervention and monitor improvement(s) on disaster preparedness.

The Disaster Risk Reduction and Management Fund was utilized for pre-disaster preparedness activities, implementation of projects and financial assistance to disasterprone areas including relief assistance. PDRRM Fund amounted to Php 39,429,508 wasutilized for the following:

- 1. Acquisition/Development of Relocation Sites/Construction of Core Shelters Php 7,931,210.00
- 2. Construction of Drainage Php1,050,000.00
- 3. Construction/completion of evacuation center Php 5,000,000.00
- 4. Purchase of Equipment Php3,600,000.00
- 5. Construction of Roads and Bridges and Emergency Lifelines Php1,500,000.00
- 6. Construction of River Control/Rechanneling/Desilting Php10,129,445.60
- 7. Trainings and seminars Php 300,000.00
- 8. Quick Response Fund Php11,828,851.60

Antique is also assisted by NEDA in mainstreaming disaster risk reduction, vulnerability assessment and climate change adaption in the Provincial Development and Physical and Framework Plan.

PROVINCE OF CAPIZ

A. HEALTH

Challenges:

- High children mortality rate in the municipality of Pilar
- Absence of required Health and Sanitation Code

The functionality of the Provincial Health Board mainly contributed to reach an excellent performance. It is functional based on its composition, meetings and performance. Also, 5 Inter-Local Health Zones (ILHZ) are functional to facilitate and to ensure effective delivery of health services in the locality. Currently, the inter-local health zones in the province are DUTA that covers Dumalag and Tapaz; CDD that covers Cuartero, Dao and Dumarao; SIMASAJA that covers Sigma, Mambusao, Sapian and Jamindan; MP3 that covers Maayon, Pontavedra, Pres. Roxas and Pilar; and RMPH that covers Roxas City, Ivisan, Panay and Panitan.

The provincial government has provided quality primary health care by ensuring that basic medical supplies and equipment are complete and functional, that health facility is always clean and maintained, that physical or a medical staff regularly stationed as scheduled, and that patients recording system is established.

It has also conducted regular medical and dental missions and has provided PhilHealth cards to poor families through its PhilHealth Indigency Program. Currently, Capiz is "universally covered" with more than 85% of its target beneficiaries are given with PhilHealth cards.

Among the innovations introduced were the Botika sa Barangay with Specialized License to Operate (SLTO), designed to ensure quality and affordable medicines; expansion of medicine stocks at the Capiz Provincial Government Drug Distributor Central Warehouse; availability of Outpatient Benefit Package in Rural Health Units; TB-DOTS accreditation of Rural Health Units and district hospitals and implementation of open "M.R.S." in Mambusao and Bailan District Hospitals in partnership with the UP National Institute for Health resulting in the delivery of more efficient service to the public.

In 2012, the Provincial Health Office received the Civil Service Commission National Pagasa Award for group and individual category in the 2012 CSC Search for Outstanding Public Officials and Employees. For the group category, they presented good practices on quality and affordable medicines, Health Facility Services Enhancement Program, Maternal and Child Care Program, new born screening, garantisadong pambata and surveillance disease monitoring via Capiz Epidemological Surveillance and Response Unit. For the individual category, the initiative of using an Electronic Inventory System that provides a comprehensive medicine inventory was presented.

Through the Provincial Population Office, the province was also given a national award for Best Practice in Adolescent Health and Youth Development (AHYD) implementation.

B. AGRICULTURE

Challenge:

• Low percentage of irrigated land to total irrigable area which somehow triggered the low agricultural productivity of municipalities of Dao, Roxas City, Maayon, Pontevedra, Sapian, Sigma and Tapaz.

The provincial government provided full support in the operation of Capiz Agri-Aqua Laboratory that provides HABs (Red Tide) monitoring, water analysis, fry analysis, soil analysis, Trichoderma harzianum mass production and extension services (researches and investigatory projects assisted, consultation).

There is also the monthly field sampling in six coastal areas to collect shellfish and water samples for Red Tide monitoring. Certification is issued for live shellfish transport to ensure that they are free from PSP Toxin.

Through the Office of the Provincial Agriculturist, tilapia fingerlings were distributed to the co-operators/beneficiaries of the Modified-Extensive Tilapia Culture Project including monitoring. Catfish fingerlings were distributed to the co-operators/beneficiaries of the Catfish Culture Project. Crablets were stacked for the Aquasilviculture Project including monitoring and sampling to determine the growth rate of crabs in order to make necessary adjustments on the feeding rate as well as observing crab mortalities.

It has also conducted regular meetings of FARMC, direction setting in fisheries program and projects and orientation and training in Catfish, Tilapia, Milkfish and Raft Mussel Culture Projects and aquasilviculture of mudcrab. It has provided "negocarts" or "Land-based Livelihood" for Fisherfolks as an alternative and innovative assistance to support the fishery services.

C. SOCIAL SERVICES

1. Support to Education Services

The Local School Board (LSB) is functional based on its composition, frequency of meetings conducted and performance. Out of the Special Education Fund (SEF) and the General Fund, the Provincial Government provided financial support for the construction, repair and maintenance of school buildings, facilities and equipment; education research, purchase of books and periodicals, establishment of maintenance of extension classes; sports development of public elementary and secondary schools; maintenance of a public library; construction of extension classroom; hiring of extension class teachers; and implementation of a scholarship program.

Aligned to "Quality and Relevant Education", one of the 5-point agenda of the Governor, scholarship program, and education assistance are being implemented to help students pursue

their secondary and tertiary education. First, the Viable and Innovative College (VIC) Scholarship Program which aims to help poor but deserving students finish their tertiary education with 501 scholars in 2012-2013. Some of the proceeds of the Provincial Government Lending Program (PGLP) are allocated to the tuition fees of its beneficiaries.

Second is the Pag-ulikid Scholarship grant to College Students of any Capiz State University (CAPSU). There were 3,080 and 4,200 beneficiaries in the 1st Semester and 2nd Semester of school year 2012-2013, respectively, coming from the municipalities of Cuartero, Dao, Dumalag, Dumarao, Ivisan, Jamindan, Mambusao, Panay, Panitan, Sapian, Sigma and Tapaz. Each scholar was given P5, 000 which is directly paid to CAPSU as payment for his/her tuition.

Third is the educational assistance provided to underprivileged students, out-of-school youth and children in need of special protection who like to continue their high school education. A total of P917, 000.00 were given to 912 high school students coming from the municipalities of Dumarao, Jamindan, Maayon, Pilar, Pres. Roxas and Tapaz. Each student was given P1, 000.00 to cover tuition fees, book allowance, school uniforms and school supplies. Ten beneficiaries from a far-flung barangay in Jamindan were given P1, 500.00 each.

Also, the Provincial Government has supported the Alternative Learning System (ALS) in the province through the implementation of a Mobile Technology School. The program was started in 2008 by the Provincial Government and the Capiz State University (CapSU) Main Campus in collaboration with TESDA. The program aims at making technical/vocational education more accessible to Capizenos.

D. ENVIRONMENT AND NATURAL RESOURCES AND DISASTER RISK REDUCTION

Challenges:

- Urban Ecosystem Management -Decreasing percentage of tree cover in urban areas and the ineffective garbage collection scheme in municipalities of Dumalag, Dumarao and Roxas City
- Decreasing number of fish catch, incidence of illegal fishing activities and presence of several houses along shorelines in the municipalities of Roxas City, Ivisan and Sapian
- The needs to improve the forest ecosystem in the future to alleviate the impact of global warming
- Decreasing number of fish catch, poor quality of water and presence of houses along riverbanks in the municipalities of Cuartero, Dumarao, Pilar, Sapian and Sigma. Although the province got an excellent rating on forest, freshwater, and coastal marine ecosystems management, there are still a lot of measures needed to be adopted and more efforts to be exerted in order to better manage the environment.

The Provincial Government has been a supportive partner of the Department of Environment and Natural Resources in carrying out its thrust towards the preservation and conservation of natural resources as well as in the implementation of its projects on environmental management and protection. Civil Society Organizations and citizens are mobilized in forest protection. Areas for rehabilitation and protection for Freshwater Ecosystem were set, and these target areas were met.

Review and provision of the technical assistance in the formulation of the municipal solid waste management plan were provided by the Provincial Planning and Development Office and the Department of Environment and Natural Resources.

The only factor that facilitated the increase of the urban ecosystems management performance was the Provincial Solid Waste Management Board that was organized by virtue of the Executive Order No. 65 Series of 2011, "An Order Organizing the Provincial Solid Waste Management Board."

By virtue of Ordinance No. 007, Series of 2012, April 22 is declared every year as Earth day in Capiz. This Ordinance reminds every Capizeno of his/her responsibility to take care of Mother Earth amid the threat of global warming brought by the effects of solid waste generation, air and water pollution, mining and illegal logging, among others.

On top of all these endeavors in protecting the environment, the provincial government needs also to direct its efforts to adopt measures in mitigating the effects of climate change that the people of Capiz are experiencing.

The provincial government has also established measures whenever a disaster happens. These include the existence of disaster actions teams that can be mobilized during disasters; availability of evacuation centers, facilities and equipment; availability and ease of distributing relief goods, ease of mobilizing medical and counseling services; availability of an operational community-based disaster early warning system, ease of realigning the budget, and a formulation of a Disaster Risk Management Plan.

E. JUSTICE AND LEGAL

Challenges:

• High incidence of Index and Non-Index crimes in the municipalities of Dao, Dumarao and Panitan.

Efforts to ensure peace, security and disaster risk management were made. Organized and functional local special bodies like Peace and Order Council (POC) on peace and security management, Provincial Council for the Welfare of the Children and Women (PCWCW) on children's protection and Provincial Disaster Risk Reduction Management (PDRRMC) on disaster risk management.

The presence of an updated integrated Area Community Public Safety Plan spells out the priority projects to enhance peace and order and public safety including the financing and monitoring and evaluation. The Implementation of this plan is reflected on the decrease of crime incidence. The index crime decreased from 555 in 2011 to 545 in 2012 while the non-index crime decreased from 144 in 2011 to 128 in 2012.

The Philippine National Police, as the gatekeepers of peace, has been successful in maintaining peace and order situation in the whole province. The Capiz Province Investment Code is now approved with the assistance of the Department of Trade and Industry. This document will eventually translate into the establishment of more businesses and job opportunities for the people of Capiz. Through the DPWH, the construction of the Roxas City Circumferential Road is now ongoing, which will bring more development in the area.

PROVINCE OF GUIMARAS

A. HEALTH

The Province of Guimaras has three serviceable hospitals namely: (1) Dr. Catalino Gallego Nava Provincial Hospital (DCGNPH), (2) Nueva Valencia District Hospital (NVDH), (3) Buenavista Emergency Hospital (BEH). These hospitals are located in the Municipality of Jordan, Nueva Valencia and Buenavista, respectively. Though these three hospitals are annually receiving funds (in kind and in cash) from the national government through the Department of Health. The LGU is obliged to give subsidies on an annual basis.

In 2013, the Local Government Unit in the Province of Guimaras subsidy of Php 38, 810, 058.69 was spent for Personal Services while PHP 10,151,167.34 was sourced from the hospital income in the form of MOOE for hiring of casual employee. These include contractual doctors, nurses and medical technologists whom are renewable every six (6) months. Administrative personnel of different rank and file are hired by job orders on a monthly basis. Savings incurred from the realized hospital income is the source of supplemental budget in the succeeding year. For three years, the income and the subsidy are greater than the expenditures as shown in the bar graph. Increased in the expenditures is due to the implementation of salary standardization.

In addition, in the year 2014, the Department of Health Regional Office VI has downloaded an annual budget amounting to PHP 48,977,565.70 to the Local Government Unit in the Province of Guimaras.

B. AGRICULTURE

The Organic Agriculture implementation in the province of Guimaras started in 2012 with the Organization of the Provincial Local Technical committee followed with the organization of the five (5) Municipal Local Technical Committees of each municipality this calendar year 2013. Two farms had started, The Big Fortune Farm and the Guimaras Wonders Farm. The Big Fortune Farm in Millan, Sibunag has started producing organic calamansi, sweet potato, corn and vegetables. As part of the project it has also availed of honey bees from the DA-RFO 6 which will produce honeymansi, a juice from calamansi mixed with honey. It will also expand to produce organic vegetables such as squash, pechay, mustasa, etc. The Guimaras Wonder Farm is situated in Alaguisoc, Jordan. A six (6) hectare mango plantation is intercropped with cucumber, ampalaya, okra etc. It also includes chicken, swine and cattle production. These two farms are applying for accreditation at NICERT and had already sent requirements for evaluation.

From the Department of Agriculture Organic Budget the province had availed the strengthening of PLTC and MLTC and for Organic Sweet Potato Production. The project had initially started with the organization of Sibunag Sweet Potato Growers association at Sebaste, Sibunag. First activity is the conduct of Farmer Field School on Sweet Potato which was participated by thirty (30) Sweet potato growers. To encourage growers to go into Natural Farming System of producing sweet potato, a fertilizer trial comparing the use of Triple 14, 16-20-0 and NFS using different concoctions was tried. Data on Agronomic characteristics were gathered every week during their AESA activity.

Agriculture Sector in the Province of Guimaras is being supported through their economic governance. There is still a necessity of greater intervention in extending the Local government support in the Agriculture Sector.

In 2013, the LGU completed the following programs to improve the sector:

- 1. Post- harvest facilities upgraded/improved (Techno Demo Center)
- 2. Rehab of warehouse
- 3. Irrigation facilities rehabilitated and constructed
- 4. Number of Fish Sanctuary assisted and rehabilitated

VARIOUS PRODUCTION SUPPORT SERVICES IN THE PROVINCE OF GUIMARAS

- 1. Organic Agriculture Implementation
- 2. National Fisheries Program (Agri Pinoy Fisheries)
- 3. Techno Gabay Program (Farmers Information and Technology Service (FITS) Center)

C. SOCIAL SERVICES

The Provincial Social Welfare and Development Office (PSWDO) has ten (10) regular personnel complementing each other to implement various social welfare and development programs, projects and services in the province. Twelve (12) job hired workers were hired as manpower augmentation support services to the office and three (3) additional workers was assigned paid by the DOLE RO VI under the Government Internship Program (GIP) for three months.

The office consists of three (3) units namely: 1) Crisis Intervention Unit, responsible in facilitating the needs and concerns of walk in clients which include the provision of financial assistance, intervention services to victims of abused, counselling services, referrals for further assistance. 2) Administrative unit - took charge of the personnel and administrative concerns and 3) Technical and Field Operations Unit provides technical assistance to municipal partners on various social welfare programs and services and the delivery of population management program.

1. Senior Citizen

In CY 2014 Children and Senior Citizens got a big pie in the office budget =P500, 000.00 for SC and 980,000 for children. Allocated amount for SC was utilized for the site guide training in which older persons can be tapped in the site guiding activities along tourism promotion in the province The most exciting moments to them is Bonggang Lolo't Lola, which was held during Senior Citizens day where SC has fundraising through" Kwarta sa Lata". The elderly were also oriented on Disaster Management as they are considered as the most vulnerable individuals during disaster, more so on the healthy lifestyle. "Pagbisita Mo, Kalipayan Ko" as the Best Practice has been also religiously implemented with 250 sick, frail elderly visited.

2. Women and Children

On children and women protection, the Provincial Council for the Protection of Children made some priority activities in 2014. Activities include 1) Sustaining the functionality of the Provincial Council for the Protection of Children, 2) Monitoring/assessment of the LCPCs at municipal and barangays level with the vision to have a quicker response on issues concerning children and full realization on their rights and institutionalize child friendliness, 3) Annual Search on the Search for Child Friendly barangays, 4) Advocacy on Child Rights through the conduct of Children's Month Celebration, encouraging more participation of children facilitated by the province and municipalities. Guimaras Children's Month culminating activity was held on October 29 & 30, 2014.

3. Indigenous People

Indigenous People in different IP sites were provided. Education on various topics such parenting, health and sanitation, nutrition and life skills and positive lifestyle promotion were integrated during meeting.

4. Livelihood

Livelihood skills for employment are the continuous interventions provided to the disadvantaged individuals. The office was able to train 58 women on sewing, of which 31% are Pantawid Pamilya beneficiaries. The total graduates are from two communities and one (1) center-based training. The two community based are Barangays New Poblacion and Tinadtaran all from the municipality of Buenavista. Out of the total graduates 25 took Dressmaking NC II (National Certificate Level II) assessment, and 100% passed the assessment or were competent Dressmakers.

D. ENVIRONMENT AND NATURAL RESOURCES AND DISASTER RISK REDUCTION

Believing that coastal environment is affected by the upland environment, the Guimaras Environmental and Natural Resources Office has identified the following important programs of the provincial government.

1. Integrated Coastal Management Program

The province of Guimaras adopted the Integrated Coastal Management (ICM) as a strategy for achieving sustainable development. The ICM program covers the entire island ecosystem of the province, putting into practice the "ridge to reef" approach to management.

a. Coastal Resources Management:

a.1. Mangrove Plantation Establishment and Maintenance

Mangrove planting was conducted last April 2014 during the Earth Day Celebration at Brgy. Sebario, San Lorenzo with 3,000 pieces mangrove propagules planted in 1.2 hectares coastal area, and this was participated by 200 stakeholders. Monitoring result showed a total survival rate of 67.76%. Replanting was already conducted by barangay officials and PO members.

b.Forest Management:

b.1. Tree Park Development and Plant Nursery Management

The total number of assorted species of forest and fruit tree seedlings propagated at the provincial nursery was 47, 245. Of this, 14,272 were distributed to thirty three (33) landowners for tree planting. A thirty five percent (35 %) mortality had been incurred.

b.2. Environment Month/Kasadyahan Sa Kabukiran Celebration activity

The Environment Month / Kasadyahan sa Kabukiran Celebration was conducted at Barangay Dasal, Sibunag. About 2,500 forest and fruits tree seedlings were planted in a two-hectare lot. This was actively participated by 210 different stakeholders. Monitoring of the growth and survival of seedlings had shown that there was an 80% survival rate.

b.3. Watershed developed

Riverbank tree planting was conducted at Sitio Casilian, Oracon Norte, Sibunag with 6,000 seedlings planted to 1.3 hectare land area. This was participated by 207 stakeholders from PNP, Persons with Disabilities (PWD), Small Scale Mining Association, Yes-O Student Club of Agsanayan National High School, GENRO, MLGU Nueva Valencia personnel, Barangay Community and Officials of Oracon Norte, and MLGU employees of Sibunag. Monitoring of the survival rate of seedlings was conducted, and it showed 70% of seedlings had survived.

c. Environmental Management

c.1. Coastal Water Quality Monitoring

The coastal water quality is monitored quarterly to determine the changes and trends in the marine environment. A total of forty eight (48) coastal water samples were collected from twelve (12) sampling stations for on-site parameters (DO, pH and Temperature) and analyzed at the EMB Laboratory for Oil and Grease, Total Coliform, and Fecal Coliform parameters.

c.2. Solid Waste Management

Under the Solid Waste Management Project, the funds allocated for the provision of Financial Assistance for the Establishment of Materials Recovery Facility were released to the Municipality of Buenavista and the Supang Central School.

The policies on the observance of proper waste segregation at the Provincial Capitol Area were issued to each of the offices for their compliance. Regular monitoring on proper waste segregation at the Provincial Capitol, which involves 24 Provincial Capitol Offices and 11 National Government Agencies and the Brgy. San Miguel, Jordan, are being conducted on a quarterly basis.

E. JUSTICE AND LEGAL

Most of the reported cases of crimes involving women and children do not reach the courts. Of the 158 cases concerning children, 112 were amicably settled. Most of the offenders are children themselves. They are labelled as Children in Conflict with the Law (CICL). The most common crime against children is physical abuse.

In relation, a great majority of the crimes (102/123) against women were also settled out of court. The most common crime is physical abuse, followed closely by psychological or emotional abuse.

Table 6: Reported Cases on Children in the of Province of Guimaras January to December 2014.

Cases	Buenavista		Jordan		Nueva Valencia						Si	buna	ıg	TOTAL		L	Status			
Cases	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	Status	
																			7 cases filed	
																			at PO, 2 cases	
																			UPI, 4 cases	
Rape		3	3		4	4		5	5		1	1		1	1		14	14	were settled	
																			& 1 client	
																			transferred	
																			residence	
																			1 case was	
Attempted rape		1	1														1	1	amicably	
																			settled	
																			1 case filed at	
Acts of		1	1		4	4								1	1		6	6	PO & 5 cases	
lasciviousness		1	1		4	7								1	1		0	U	were amicably	
																			settled	
Sexual		1	1														1	1	1 case settled	
Harassment		1	1														1	1	1 case settled	

Physical abuse				6	5	11	3	2	5	4	3	7	11	5	16	24	15	39	13 cases filed at PO, 21 cases settled, 3 UPI , 1 case for filing & 1 not wiling to file
Physical Injuries	3	1	4	3		3	1	1	2					1	1	7	3	10	4 cases were settled, 4 cases filed at PO & 2 cases under police investigation
Psychological/ Emotional Abuse				1	5	6							2	3	5	3	8	11	1 case for filing, 1 case UPI, 2 cases unsolved & 7 cases were amicably settled
Threats	1	1	2										3		3	4	1	5	4 cases were amicably settled & 1 unsolved
Abduction		1	1	1	1	2										1	2	3	1 case was amicably settled and 2 cases unsolved
Seduction					1	1											1	1	1 case for filing
Abandonement				1	1	2										1	1	2	2 cases Under Police Investigation
Stowed away		1	1										1	1	2	1	2	3	3 cases were amicably settled
Vagrancy										1		1				1		1	1 case was amicably settled
Trespassing										1		1				1		1	1 case was amicably settled
Unjust vexation					1	1											1	1	1 case was amicably settled

Substance abuse	14		14													14		14	1 4 case were amicably settled
CICL	12		12	16	1	17				11		11	5		5	44	1	45	45 cases were amicably settled
TOTAL	30	10	40	28	23	51	4	8	12	17	4	21	22	12	34	101	57	158	112 were amicably settled

PROVINCE OF ILOILO

A. HEALTH

The following are the health programs in the province of Iloilo:

- 1. Rabies Control Prevention
 - Celebrated World Rabies Day with 60 hospital staff in attendance
 - IEC materials reproduced and distributed to 20 RHUs
 - Rabies vaccines purchased
 - Monitoring and evaluation was conducted to 17,709 cases

2. National Leprosy Control Program

- Conducted orientation attended by 100 Rural Health Midwives
- Updating/Program Implementation Review (PIR) conducted to 43 Public Health Nurses (PHN)

3. Lymphatic Filariasis

- Conducted Nocturnal Blood Examination in 42 Municipalities
- Mass Drug Administration (MDA) Community Assemblies conducted to 42 municipalities

4. National Tuberculosis Program

- Conducted 4 Data Validation of records/reports
- Conducted orientation on the Management of T in Children

5. Dengue Prevention and Control Program

- Conducted field visits and surveillance of cases in 43 municipalities
- Procured 100% of larvicides/pesticides

6. STI/HV/AIDS Prevention Control

- Inspected 123 videoke bars, 39 closed
- Surveyed 205 commercial sex workers
- Procured 150 capsules of drugs and medicines
- Strengthened 30 Local AIDS Councils

7. Environmental Sanitation

- Conducted Provincial Environmental Health Summit
- Conducted 474 Water Source Chlorination

B. AGRICULTURE

- a. Integrated Fisheries Development Program
- b. Livestock Development Program
- c. Agricultural Engineering
- d. Agricultural Business and Marketing Development
- e. Establishment of Agricultural-Aqua Research and Technology Center
- f. Coastal Resource Management
- g. Development Enhancement of Coastal Fishing Ground
- h. Integrated Freshwater Aguaculture Park and Technology Center
- i. Fishery Law Enforcement
- j. Rice Development
- k. Corn Development
- I. Crop Protection and Disease Surveillance
- m. Livestock Upgrading
- n. Provincial Dairy
- o. Waste Management

C. SOCIAL SERVICES

For the year 2014, a total of 5,570 walk-in clients were served against its target of 7,000 or 79.57% accomplishment. Financial accomplishment showed that P 11,585,099.10 or 77.49% was released/ disbursed from the appropriated amount of P14,950,000.00. Financial assistance in the total amount of P1,140,000 were given to the families of 114 casualties of typhoon Yolanda (P10,000/casualty). Said amount was taken from the funds of the PDRRMO.

Practical Skills Training (PST)

Trainings on food processing and preservation, sewing, beauty culture, candle and accessories making were conducted to 905 participants in 6 municipalities namely Oton, Tigbauan, Cabatuan, Badiangan, Janiuay and Concepcion.

Child Welfare and Development Program

The UNICEF has funded training of MSWDOs and Day Care Workers on Early Childhood Care and Development in Emergencies, Orientation Enhanced Manual for DCWs' workshop on Child Protection in Emergencies and Orientation on Child Protection to Local DRRM. Also, 1848 DCWs attended the Annual Convention of Day Care Workers while 5 District Children's Congress and 1 Provincial Congress were conducted.

Women Welfare and Development Program (Kalipunan ng Liping Pilipino-KALIPI)

Four (4) quarterly meetings and forum were conducted on Anti-Trafficking and Bullying, and these were attended by 120 women participants from the different municipalities of the province.

Youth Welfare and Development Program

A total of 20 children were registered for SY 2014-2015; 20 took and finished their examination for 1st and 2nd grading period. Activities like United Nations, Halloween Trick or Treat and Children's Congress were celebrated.

Senior Citizens Welfare and Development Program

Monthly Provincial Federation meetings or 12 meetings were conducted in 2013 and 4 Board SCFAI meetings on KALIPI were also conducted. Celebration of Elderly Filipino Week was participated by 44 LGUs and 1 Provincial Federation with 22 attendees; 4 LGUs joined in the IEC on RA 9994 and Social Pension.

Solo Parents Welfare and Development Program

The program had empowered 25 Solo Parents in consultation entitled: Solo Parents Provincial. There was also an orientation conducted about the RA 8972 entitled: Solo Parents Welfare were attended by 30 Solo Parents.

Welfare and Development of Person with Disability (PWD)

The program conducted 3 Board of Directors meetings; 2 leaders meeting; 1 Provincial monitoring and coordinating board meeting;

Welfare Program on Trafficking of Persons

Conducted 4 PWD orientations on persons with disability; 3 RCDA meetings and 1 consultation meeting with Board Member Hon. June Mondejar present. Also, the program celebrated the NDPR Week.

Students Grants in Aid Program for Poverty Alleviation (SGP -PA)

Scholarship grants given to the students of tertiary education whose parents are beneficiary of the 4Ps program of the DSWD.

D. ENVIRONMENT AND NATURAL RESOURCES AND DISASTER RISK REDUCTION

Local Disaster Risk Reduction Management Program

- Conducted three PDRRMC/committees/units meetings
- Conducted one (1) earthquake safety drill at Iloilo Provincial Capitol during the Celebration of Semana sang Iloilo.
- Conducted two-day seminar on Post Disaster needs Assessment (PDNA) and Relief Operations/Procedures for Civil Defense Deputized Coordinators, Municipal Disaster Risk Reduction Management Officers, MPDCS, MSWDOs and Municipal Engineers.
- Conducted 5 info/seminar on climate change and natural human induced hazards
- Conducted 13-day Emergency First Responder Training for selected employees of the Iloilo Provincial Government and be the members of the Emergency Responders of Iloilo (e-ROI)
- Procured and distributed relief assistance worth P423,403.50 to victims of typhoon Yolanda
- Conducted three-day Training on Rescue Operations, First Aid and Basic Life Support for e-ROI.
- Conducted four-day Training-Seminar on Climate Change Adaptation and Disaster Risk Reduction using the Ecosystem Approach.
- Distributed financial assistance of P10, 000.00 to 115 casualties brought about by Super Typhoon Yolanda.
- Conducted five-day training on Water Search and Rescue for local response team with 60 participants
- Conducted 1 seminar/workshop on DRRM/response operation/mobilization and earthquake Drills for PNP personnel and 1 seminar for Army in Service and reserve Officers/Navy Coast Guard
- Facilitated the conduct of series of simulation drills on airplane accident (VIPP) at Iloilo International Airport-First National simulation drill conducted in the Philippines
- Conducted 2nd Provincial Rescue Olympics participated by 25 emergency responders/ volunteer groups from different municipalities
- Conducted two (2) days seminar- workshop on the Consolidation of Response and Operation System for Local Responders and Local Offices.
- Conducted two (2) Days seminar-workshop on the Finalization of Response and Operation system for Local Responders and Local Offices

- Conducted two-day training of Trainors on Disaster Risk Reduction and Operation
- Conducted two-day seminar-training on the use of radio communication units/ accessories for the communication, warning and reporting procedures
- Conducted two-day seminar-workshop on the Profiling of Resource Capabilities and related data Gathering participated by 50 participants.
- Conducted two-day seminar-workshop on the Earthquake quick response- Rapid Damage Assessment of MDRRMOs.
- Conducted three-day seminar-workshop on DRRM Programs and conduct of Earth quake drill for Secondary School participated by 100 school coordinators.
- Conducted three-day Natural Hazards and Recognition of Volunteers, Donors and officers
- Conducted three-day reorientation on Rescue Operations, First Aid and Basic Life Support.
- Piloted ten (10) barangays of ten (10) municipalities on the Development, Codification, Adaptation and Implementation of a DRR customized operation and response system on common natural hazards in the Province of Iloilo and the strengthening of radio communication
- System of Iloilo Province and expended P1, 620M on the first trance funded by UN-World Food Programme.
- Programmed the total appropriation of P58.33M for the rehabilitation and Recovery Programs and Projects damaged by ST "Yolanda".

E. JUSTICE AND LEGAL

The SP Office received from the C.Y. 2013 General Fund an appropriation of P81, 032,539.00 and the same amount of allotment for personal services, MOOE, and capital outlay. It was able to obligate P67, 573,746.85 or 84.06% of the allotment and incurred an unobligated balance of P12, 818,143.15 or 15.94% of the allotment.

A. Provide legal assistance and support to the Governor, Provincial Offices, LGU's and agencies as well as help the Government in the collection of taxes and other revenues.

- B. Lakbay Turo ng Batas sa Barangay:
 - 1. To enhance the knowledge of barangay officials in the administration of justice in their respective barangays.
 - 2. To educate the people in the process of voting through Automated Election.
- C. Writ of Possession Recovery of possession of 25 real properties owned by the Province of Iloilo.
 - D. Annual updating of Lex Libres and Procurement of Additional Law Books.
 - 1. Campaign against illegal fishing
 - 2. Efficient and effective public service

PROVINCE OF NEGROS OCCIDENTAL

A. HEALTH

Negros Occidental Comprehensive Health Program (NOCHP)

The program has enrolled 143,873 families or 719,185 individuals, mostly belonging to the poorest of the poor. NOCHP is in support of the national government's Universal Health Care Program and efforts to attain the Millennium Development Goals.

Indigent Negrenses, whose family heads are already enrolled under PhilHealth, are issued the NOCHP cards for a more comprehensive hospitalization coverage, leaving them zero-balance billing once they are discharged from health facilities owned by government. Under the High Impact-Five Breakthrough Program, a component of the Universal Health Care

The province has allocated 38 percent of its annual budget for the health sector, particularly in the operations of 11 district hospitals, acquisition of modern equipment, building of new facilities, hiring of additional personnel and their trainings.

B. AGRICULTURE

Organic farms, capitalizing on the livelihood benefits derived from creating organic-farm communities across this sugarcane-dominated province in Western Visayas were established.

The Negros First-Army Wellness Farm was established in 2012, designed to ensure food security, generate basic income and sustainability for identified beneficiaries, especially former rebels, threatened witnesses, Citizen Armed Force Geographic Unit (CAFGU) members, army personnel, and displaced civilians in the hinterlands.

C. SOCIAL SERVICES

INDICATOR	PARTICULARS
Clients	The PSWDO has been promoting the well-being of women and children, youth, senior citizens,
	persons with disabilities and victims of disasters. In 2012, the disaster victims reached a total of
	45,454 families or 209,709 persons who were given relief assistance and rehabilitation services. As
	of 2012, there were already 7,144 families or 29,475 persons affected by disasters in the province
	that were given relief assistance.
Day Care Service	As of 2012, there are 1,734 Day Care Centers (DCCs) serving a total of 66,901 pre-school children
	in 601 Barangays all over the province. From 2011, there is an increase of 66 DCCs in 2012; the
	number of pre-school enrollees also increased by 2 percent from 65,785 to 66,901. Overall the
	number of Day Care Centers is more than the number of Barangays for all component LGUs except
	for Pulupandan and San Enrique.

Senior Citizen	Out of 31 component LGUs, only Silay City do not have a Senior Citizen's Center. The rest of the LGUs have a center serving 51,479 registered senior citizen members as of 2012. A decrease of 0.66 percent in the number of registered members from 2011 to 2012.
Cases of Child Abuse	There was an increase in the number of cases of child abuse in the province. From 22 cases in 2010 to 101 in 2011, as reported by the Women & Children's Protection Desk of NOPPO.
Indigenous Peoples	As of March 2012 there are 6,174 households of Indigenous People (IP) in the province. Classified according to tribes are 1,504 Ati/Ata/Negrito, 4,670 Bukidnon. Bukidnon maybe be classified as Bukidnon/Carol-anons, Bukidnon/Ituman or Bukidnon/Magahat.

D. ENVIRONMENT AND NATURAL RESOURCES AND DISASTER RISK REDUCTION

The Integrated Social Forestry (IFS) Program

The community-based forestry program vigorously implemented the social forestry objectives by adapting the strategies to promote soil and water conservation. It also designed a human resource development program for field implementers and project beneficiaries through technical training and cross-farm visits, and provided farm inputs and other benefits to improve and sustain the productivity of agroforestry systems.

Alliance-building/strategies/initiatives

"Balik Ilahas" is expected to build a broader and vibrant constituency advocating ecological enhancement. In waging its `environmental war', the province has enlisted the support of schools, volunteers, NGOs, people's organizations, the Church and other groups. Building alliance was the main strategy to generate popular support for its activities.

Task Force Ilahas received the prestigious 1997 Presidential "Galing Pook" Award for Best Environment Project among LGUs in the country.

The North Negros Forest Reserve (NNFR) Management Council was created in 1996 by Executive Order 96-14 to plan, initiate and coordinate development efforts for the protection and rehabilitation of the NNFR.

The Southern Negros Coastal Management Council was created under Executive Order 96-20 as a policy-making body to conserve and rehabilitate the interconnected ecosystems of coral reefs, seagrass beds and mangrove areas, as well as the shorelines, mudflats and estuaries found within the coastal strips and wetlands in southern Negros.

The Bantay Dagat (Sea Watch), Bantay Katunggan (Mangrove Watch), Kanlaon Green Brigades (KGBs) and other similar community-based groups were organized to protect Negros' natural resources. All these groups closely coordinate with concerned agencies to conduct patrolling, surveillance and intelligence-gathering activities in line with the program's goals.

Operation "Listo"

The "Operation Listo" was launched with the main objective of building awareness and recognition on the availability of LGU Disaster Preparedness Manual and Listo Movement as tools for Disaster Risk Reduction Management. Operation Listo focuses on the Minimum Critical Action Plan providing flow charts (Alpha, Bravo, Charlie) and checklist for LGUs known as the Disaster Preparedness Manual; it is anchored on the principle of 4Ps of Disaster Preparedness (Predict, Plan, Prepare and Perform).

E. JUSTICE AND LEGAL

Negros Occidental's Five-Year Peace and Development Plan, which was adopted by the provincial government, formed the basis for the creation of the Provincial Peace Integration and Development Unit (Pro-PIDU).

Internal Peace Security Plan (IPSP) Bayanihan was launched in January 2011. The IPSP highlights two strategic approaches: The Whole-of-Nation Approach and a People-Centered or Human Security Approach. This new framework mandates the Armed Forces of the Philippines (AFP) to take part in a multi-sectoral engagement in "winning the peace."

The successful implementation of IPSP Bayanihan in Negros Occidental through Pro-PIDU has been largely due to the collaboration between the local government units (LGUs), civil society, peace advocates, non-governmental and people's organizations (e.g. Alter Trade Foundation Inc, Paghiliusa sa Paghidaet Negros [PSPN]), and the Church. Alter Trade Foundation helps in establishing fair trade agricultural practices while PSPN members volunteers in providing stress debriefing for former rebels.

Other project components of the Pro-PIDU include the humanitarian caravan, emergency relief and assistance, and the Guns for Peace program. Since 2012, at least 80 rebel returnees have received cash in exchange for firearms and livelihood assistance from the government.

REGION IX

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I. Abstract

The 2015 Rapid Field Appraisal (RFA) seeks to determine the status of Decentralization, Democratization and Higher Education Institutions' (HEI) Capacity focusing on solutions to identify bottlenecks and barriers instead of issues.

While educators have pointed out the great potential of higher education institutions to be a partner in local government development through capability building, this potential has remained largely untapped. Most activities along this line in the region are individual efforts by faculty members in their personal capacity, and not institutionalized. There are scattered efforts though by some HEIs to implement the "Town and Gown" concept by partnering with foreign as well as local NGAs and NGOs.

A number of threats and barriers continue to erode the gains of democratization: press freedom is at risk with unmitigated killings and persistent threats to journalists while political dynasties remain unchallenged in the political landscape. The Constitutional provisions on citizen participation are observed not being implemented, and there is tokenism in participation of CSOs even in legislated peoples' councils like the Local Health Board and the Local School Board. CSO's sentiments reveal distrust and disenchantment with the way LGUs interact with CSOs.

A number of issues have arisen on the implementation of the Local Government Code. On the health sector, these are under financing, lack of capability and interest, health concerns of their constituents of some of the LGUs, and inefficiency in the delivery of health services. The aftermath of the Zamboanga siege revealed poor capacity of the national government, specifically the social service sector and the LGU to respond to crisis, whether man-made or natural calamities.

Findings from the study shall serve as tools for initiating policy recommendations on important local governance and decentralization issues and for clarifying policy debates needed to facilitate immediate action. More importantly, it is hoped that the RFA will pave the way for local academic institutions to eventually serve as knowledge hubs for the region and provide the modality and structure for HEIs to respond to the needs of the community.

Keywords: Rapid Field Appraisal, Decentralization, Democratization, Higher Education Institutions, Capability Building, Local Government Units, Devolution

II. Review

A. Methodology

Rapid, qualitative investigation was based on interviews, using a semi-structured questionnaire as a general guide with local government officials, national government agency personnel, and respondents from the private sector and non-government organizations (NGOs); literature related to the research topics and those available in the world wide web were reviewed. Secondary data, field work, key informant interviews (KI) and focused group discussions (FGD) were utilized. Field works were carried out in various areas with the research assistance of some 15 graduate students in the Public Administration Program of Western Mindanao State University (WMSU).

B. Time Conducted

Field work was done from October 5 to November 4, 2015. List of resource persons and key informants is found in Appendix A. Field interviewers met with the regional consultants on November 3, 2015 to synthesize key findings and key recommendations across the region.

C. Locale of the Study





Zamboanga Peninsula designated as Region IX (17,046.64 sq. km. total land area) has three provinces (Zamboanga del Sur, Zamboanga del Norte and Zamboanga Sibugay), four component cities (Pagadian, Dipolog, Dapitan and Isabela (Basilan) and one chartered city, Zamboanga. It has 67 municipalities, 1904 barangays and 8 congressional districts. RA No. 8973 carved out the newest province, Zamboanga Sibugay from Zamboanga del Sur in 2001. In the same year, the residents of Basilan (except Isabela City) in a plebiscite opted to join the Autonomous Region in Muslim Mindanao (ARMM). The city, thus, has become part of Region IX while the rest of the province remains with the ARMM.

Executive Order (EO) No. 429, s. 1990 issued by Pres. Corazon C. Aquino designated Pagadian City in Zamboanga del Sur as the regional center with most regional government agencies relocating; however, Zamboanga City, is still the recognized trade and commerce hub of the region. Thus, the question of what city should be named regional center—and therefore, the seat of regional administrative government—remains a contentious issue.

Province/City and Capital	Income Class.	LGU Comp.	Area (km²)	Pop. (2010)	Pop. density (per km²)	Registered Voters (2010)
Zamboanga del Norte Dipolog City	1 st class	25 Mun.2 Cities,691 bgys	7,301.0	957,997	131.2	492,791
Zamboanga del Sur Pagadian City	1 st class	26 Mun. 1 City 681 Bgys	4,499.5	959,685	213.2	851,280
Zamboanga Siugay Ipil	2 nd class	16 Mun. 389 Bgys	3,607.8	584,685	162.1	275,080
Zamboanga City	1 st class (huc)	98 bgys	1,414.7	807,129	570.5	362,124
Isabela City	4 th class	45 Bgys	140.7	97,857	695.5	37,983
Dapitan City	3 rd Class	50Bgays	390.53	77,441	198.31	46,026

Table 1. Region IX Basic Demographic Data

Selected indices of regional socio-economic status

In 2009, Zamboanga del Norte and Zamboanga Sibugay were among the bottom 10 provinces in terms of Human Development Index; however, the two were no longer in the list of bottom dwellers in the 2012/2013 Philippine Human Development Report (PHDR) implying that albeit slowly, the Region is attaining economic progress. Palong the same line, De Dios (2013) reported that Zamboanga del Norte was one of the largest gainers in terms of Life Expectancy Index (from 0.653 to 0.837) from 1997-2009, coming third after Misamis Occidental and Cagayan; however, Zamboanga del Norte was also cited as one of the largest losers in terms of Education Index while Zamboanga Sibugay is one of the bottom five provinces in terms of Real Per Capita Income.

In 2012, Region 9/Western Mindanao/Zamboanga Region with poverty incidence of 36.9% ranked 4th among the Ten Poorest Regions in the country coming after ARMM. Region 12/ Southwestern Mindanao and Region 8/Eastern Visayas.³¹

²⁹ Human development index highlights inequality, slow pace of progress, Jul 29, 2013 http://www.ph.undp.org/content/philippines/en/home/presscenter/pressreleases/2013/07/29/human-development-index-highlights-inequality-slow-pace-of-progress.html

³⁰ Emmanuel de Dios, Launching of the 2012/2013 Philippine Human Development Report,29 July 2013 http://www.nscb.gov.ph/hdi/2012/Human%20Development%20In%20Philippine%20Provinces%201997-2009.pdf

³¹ http://www.mindanews.com/governance/2013/04/26/armm-is-poorest-region-in-2012-but-poverty-incidence-dropped-in-island-provinces/

While Region 9 is touted to have great economic potential, it has not kept pace with the rest of the regions in terms of economic growth. On the positive side, the following have been cited as its distinct advantages:³²

- Number 1 commercial marine fish producing region in the country, contributing 16.48% of the national fish production (BAS 2004 data).
- Known as the Sardines Capital of the Philippines supplying 75% of the country's total domestic requirements for canned sardines and 70% for dried fish.
- Ranks third in seaweeds production contributing roughly 12% of the total national output; produces and exports dried seaweeds and semi-refined and refined carageenan.
- Extensively grows coconut and exports coco-based products (coco-oil, pellets and others); second biggest producer of mango next to Southern Mindanao.
- Has huge deposit of precious minerals (gold, silver, copper, chromite, iron, lead, manganese, coal, clay, asbestos, limestone, quartz, silica, phosphate rock and marble).
- Seat of Zamboanga Economic Zone, the only economic zone and Freeport in Visayas and Mindanao; grants generous incentives to investors and locators and guarantees free flow, entry and movement of machineries and other goods taxfree within its jurisdiction.
- State of the art banking and communications facilities; modern educational and healthcare services; world class hotel and convention centers; abundant water; and stable power supply.

In addition, Region 9 as the Philippines' gateway to the Brunei-Indonesia-Malaysia-Philippines East ASEAN Growth Area or BIMP-EAGA presents a great potential for it to be an economic growth center. This great potential however, remains untapped due primarily to a volatile peace and order situation and the perennial problem of inadequate power supply.

Barriers to Local Development

The volatile peace and order situation in the region has stymied development plans, scared potential foreign investors as well as local tourists. Incidence of kidnapping, bombing and hostage-taking mostly by the globally notorious Abu Sayyaf Group (ASG) while happening mostly outside the territorial jurisdiction of Region 9, has given the region a bad image.

The armed conflict in Mindanao, a Muslim-majority region in the southern Philippines, started in the early 1970s after the militant MNLF was founded in 1969. Fr. Angel Calvo, a Spanish priest working in Zamboanga City, insists that the root of the conflict is not religious differences but economic. According to him, "the root cause of the Mindanao problem is the land; the Americans opened Mindanao as a promised land for the workers from [the regions of] Luzon and Visayas in 1917. That's what created resentment among the Muslims."

³² http://www.dti.gov.ph/rog/index.php/region01-regionalprofile-10

³³ Carlos Sardiña Galache, No particular place to go. http://sea-globe.com/philippines-mindanao-southeast-asia-globe/

The proposed Bangsa Moro Basic Law (BBL) is meant to be the solution to this long-standing conflict; however, the perceived threat of inclusion in its territory remains a thorny issue fomenting divisiveness of Zamboanga City populace. It has also led to a power struggle among the groups of Muslim separatists, the MNLF and the MILF.

In September, 2013, the so-called Zamboanga siege was launched by the MNLF faction led by Nur Misuari. About 500 armed men arrived in Zamboanga purportedly to raise the flag of the Bangsamoro Republic in the City Hall. The standoff between the MNLF faction and the security forces ravaged Zamboanga for three weeks, leaving in its wake 218 dead, including 12 civilians, and more than 10,000 houses destroyed. The siege also displaced 120,000 out of a population of 900,000.

In January, 2015, a bomb exploded in front of a bus terminal at Barangay Guiwan, Zamboanga City at 3:45 p.m. killing one person and wounding seven. The attack was said to be an act connected to a foiled jail break by Abu Sayyaf bandits.³⁴

The power crisis has been decried by residents and most especially by the business sector. A White Paper prepared by the Zamboanga City Chamber of Commerce and Industry discussed the "most urgent issue at hand: the sustained power crisis is bleeding the economy of Zamboanga City dry." According to a survey on the extent of the losses incurred as result of the power crisis, businesses and sectors were affected differently depending on size, nature of business and other factors but there were many commonalities as well:

- Diverting capital from development and expansion
- Increased operational cost
- Impaired productivity
- Loss in sales and lower margins; damaged goods
- Security problems
- Inefficient government transactions

The White Paper concluded that "While there are impacts which are tangible and can be quoted in figures and estimates, the crisis also resulted in general sense of desperation among the masses. There is a growing sense of being abandoned by the national government, of the national government not acting fast enough or decisively enough." ³⁵

Economic Development Prospective

Despite this, the region's economic performance has managed to improve in the last few years. The following economic trends are observed by Albert:³⁶

 Region IX's economy improved by 12.3 percentage points between 2010 and 2012, the highest increment among regions;

³⁴ A. Perez Rimando ,Seven killed in Zamboanga car bomb explosion, January 24, 2015 http://manilastandardtoday.com/news/headlines/168948/seven-killed-in-zamboanga-car-bomb-explosion.html

 $^{35 \}quad http://www.zamboangachamber.com/home/articles/172--the-cost-and-effect-of-the-power-crisis-on-businesses-and-residents-of-zamboanga-city$

³⁶ Jose Ramon G. Albert, Beyond the Numbers: The Economies of the Regions of the Philippines: Trends and Structures http://www.nscb.gov.ph/beyondthenumbers/2013/10112013_jrga_economiesoftheregions.asp

- Regions V, IX, X, & XI surpassed their 2010 & 2011 growth rates;
- From a so-so performance in 2010 and 2011, Region IX's economy fuelled by a remarkable upsurge in the Industry sector came out strong despite a slump in the Agriculture, Hunting, Fishery and Forestry (AHFF) sectors.
- Regions IX changed from a Service Sector in 2011 to an Industry Sector in 2012.

The Regional Development Council (RDC) characterized economic growth in Region IX as a boom and bust cycle, a high increase of 6.9 percent in 2005 then a 2.2 percent in 2006, a 7.2 percent in 2007 then a 2.0 percent in 2008. The Council conducted a study to analyze the factors affecting the economic performance of Region IX by considering the data in the past 10 years.

The following findings are gleaned from the study:³⁷

- AFF recorded the highest average contribution to GRDP during the period 1999-2008 at 50.6 percent. Services followed with a 33.6 percent share while industry contributed only 15.7 percent.
- The region's average annual unemployment rate (UR) during the period 1999-2008 was recorded at 5.1 percent, relatively higher than the 4.0 percent GRDP growth.
- The region's average inflation rate from 1999-2008 was 5.6 percent but double digit inflation was noted in 2008. Meanwhile, the region's poverty incidence was decreasing from 44.0 percent in 2003 to 40.2 percent in 2006. However, the magnitude of poor families was still high at 250,696 families in 2006.
- The GRDP growth was found to have a negligible relationship with inflation rate and poverty incidence. However, GRDP growth was found moderately correlated with unemployment rate.

III. Rapid Field Appraisal Findings

A. State of Democratization: Voice and Accountability and Participation: What Works, What Doesn't Work, and Recommendations

"The future is uncertain for the thousands left displaced by the violent conflict in Mindanao, where the local government is accused of using them as pawns in a divisive political game."

Issues

1. Slow response to crises. The recent Zamboanga siege caused the LGU of Zamboanga City a number of problems including perceived human right violations (HRVs) of Internally Displaced persons (IDPs whose prolonged dislocation garnered international censure). It was observed that NGOs, unsaddled perhaps by bureaucratic requirements especially on procurement rules and regulations, are quicker to respond to the problems of the IDPs. Case in point is the Commission on Audit's (COA) observation that the total donation received for the victims of the Zamboanga siege remains intact.

³⁷ Zamboanga Peninsula Medium-Term Regional Development Plan 2011-2016 http://www.neda.gov.ph/wp-content/uploads/2013/10/RegIX_RDP_2011-2016.pdf

2. Human Right Violations

- a. Cases of Extra Judicial Killings (EJKs) and Enforced Disappearances and Military abuse are intimately tied down to the exploration of foreign mining companies and intrusion to ancestral lands.
- b. Undocumented migration, trafficking and illegal recruitment. To date, hundreds of thousands of undocumented Filipinos live in Malaysia and are subject to poor labor conditions, unable to avail of health and education services and when apprehended, subject to cruel detention practices resulting in deaths especially among children. While mass deportation peaked in 2002, the Commission on Human Rights (CHR) estimates that about 3,000-6,000 undocumented Filipinos are still being deported annually. Tied to this concern are the problems of trafficking and illegal recruitment. Collaterally, the problem of stateless children (children born of undocumented parents) results from this concern.
- c. Threats to independence and security of local media in the ZamPen area. The Center for Media Freedom and Responsibility (CMFR) has reported the deaths of 12 journalists in the ZamPen area since 1986 with most of the incidents unsolved. Threats and harassments also persists threatening freedom of the press.

Elections, Voter Turn-out

For the last four elections, there is an increasing number of registered voters in the region; however, voters' turn-out remains lack-luster, dipping from 75.17 % turn-out in 2004 to 70.57 % in 2007, 69.83 % in 2010 until rising slightly to 72.55 % in the last election in 2010. COMELEC data did not show 2013 participation rate of voters according to gender; however, trend shows that male voters consistently edged female voters in terms of voter turn-out in the 2004, 2007 and 2010 elections.

Zamboanga del Norte has the highest voter turnout of 79.15 % in the last 2013 elections while Zamboanga del Sur has the lowest at 69.55 %. During the 2010 election, Zamboanga Sibugay had 70.07 % voters' turn-out while Zamboanga del Sur has 67.49, registering as two of the 10 provinces with the lowest voter turnout in the 2010 election.

Electoral Violence

Mayor Randy Climaco, Mayor of Tungawan, Zamboanga Sibugay, became the first casualty in the coming 2016 election. He has just filed his Certificate of Candidacy (COC) when he was ambushed and died on the spot on October 12, 2015. During the 2010 elections, the following LGUs in Western Mindanao have been identified as election hotspots: provinces of Basilan and Zamboanga Sibugay and the towns of Buug, Zamboanga Sibugay; La Libertad, Sibuco, Sirawai, Siocon, and Baliguian in Zamboanga del Norte--those areas have a history of political violence, where partisan armed groups operate and political rivalries are intense.³⁸

Dynasties and elite capture

Like most other regions in the country, many areas in Region IX has well entrenched political dynasties. As identified, the following are the political dynasties in the ZamPen area

- 3. Zamboanga City Lobregat, Lorenzo, Climaco;
- 4. Zamboanga del Norte Adaza, Ubay, Carloto, Jalosjos, Uy;
- 5. Zamboanga del Sur Sagun-Lim, Enerio, Amatong, Cerilles.

The last two local and national elections, however, saw the ebb and tide of some of these powerful families. The Jalosjoses of Zamboanga del Norte were replaced by the Uys of Dipolog City.

Citizen Participation in Local Democratic Processes

A Focus Group Discussion (FGD) conducted among representatives of four CSOs in Zamboanga City (Appendix B. List of NGOs consulted) gathered views on citizen participation. The following are the highlights of the discussion:

- 1. There may be local policies available but implementation is poor since there is no genuine involvement of CSOs.
- 2. LGU's operations are difficult, such as in the case of the budgeting and the Bids and Awards process. NGOs cannot take part; hence, there is no consultation with the community in preparing the financial plan;
- 3. No grassroots involvement in other processes; LGUs are difficult to network with; "their plans are usually based on their motives."
- 4. Most government agencies are slow to respond to the need of the people;
- 5. No transparency.

Recommendations

To increase citizen participation and to move up LGUs that are slow-moving, poor and marginalized, the following solutions are recommended:

- 1. Implement Constitutional provisions on citizen participation.
 - a. Strengthen CSO participation.
 - b. Examine the gap between the provision of the policies/laws and the actual implementation; improve implementation mechanisms;
 - Amend Local Government Code to give more teeth to the implementation of citizen participation; include mechanisms, and strict provisions for genuine observance of all LGUs

- 2. Attend to the needs of the grassroots especially the Internally Displaced People and victims of calamities whether natural or man-made and these have to be quickly addressed and fast tracked;
- Examine bureaucratic rules and regulations which affect quick response to urgent needs of victims of calamities and even give opportunity for local officials to commit corrupt acts.
- b. Make policy flexible to the need of the people; minimize, if not eliminate bureaucratic /red tape.
- 3. Improve capacity of CSOs/POs to participate as partners of the LGUs in local development planning especially in the fiscal area. Develop mechanisms wherein CSOs are able to interfere, to involve or just to be listened to.
 - a. In view of the lack of transparency in government financial transactions and the spate of news reports about corruption in government, strengthen monitoring and be more vigilant in auditing government expenses of projects; observe rules on liquidation of cash advances.
 - b. Utilize social media more extensively to improve citizen participation and as a deterrent to corrupt acts of government officials

Additional Recommendations on Local Public Finance

- 1. **On the allocation of the IRA**. There is a need to review the formula for the distribution of the IRA as it appears that some LGUs have become dependent on this financing scheme and have not fully tapped their revenue raising capacities.
- 2. **Regarding bottoms-up Budgeting (BuB).** The previous sectoral-regional approach of national government agencies has been found to be ineffective in addressing local concerns in development planning. The BuB makes possible sectoral-local convergence with a strong social protection and poverty reduction bias and allows community-based and locally-nuanced priorities to be included in the performance budgets and targets of national line agencies.
- 3. **More judicious study before creating new geographic units.** The observation of Panadero regarding the creation of new provinces and cities hold true for the province of Sibugay which was carved out of Zamboanga del Sur: *Once a province is politically dismembered, its revenue base is eroded, economic vibrance reduced, and capacities for service delivery diminished—all contrary to the natural integration and scale for which the province and environs, including cities, should have been allowed to emerge under the administrative supervision of the province.* ³⁹ Economic indicators show that Zamboanga Sibugay remains a poor province unable to catch up with the rest of the region.

³⁹ Austere A. Panadero. Geography and human development in the Philippines: implications to policy and practice of local autonomy and development http://www.nscb.gov.ph/hdi/2012/UsecAustere%20Panaderos%20Response%20to%20the%20Philippine%20Human%20Development%20Report.pdf

B. State of Decentralization: Delivery of Devolved Services As Provided for in the Code: What Works, What Doesn't Work, and Recommendations

1. Health

Issues

The key informants pointed out a number of weak areas in the implementation of devolution in the health sector observing that some LGUs are not technically prepared or lack the capability in governance and the political will to address health issues. Over- all, the view is that devolution in the health sector has been implemented inconsistently and unilaterally by LGUs without consideration for overall effects;

Specifically, the following have been observed:

- Decrease in budgets leading to lowering of morale among health workers;
- Poor involvement of local health boards (LHB) in decision-making, e.g. budgeting and identifying priority health programs and activities. Worse, in some LGUs, LHBs exist only as a matter of compliance but are not fully utilized or worse, not even organized.
- Officials lack preparation and mitigation skills; however, they are not appreciative
 of trainings: "LGUs do not appreciate trainings and capability building on health
 matters and lack knowledge and interest in health concerns and issues."
- LGUs have reactive "band aid" solutions to problems
- While the local legislative councils pass health ordinances, implementation is very poor.
- Local health facilities of big cities especially Zamboanga City are being overly burdened by residents from other parts of the region seeking health care not available in their areas.
- Delay in construction of health facilities in several regions of the country including Region IX. According to the Commission on Audit, this was due mostly to the failure of contractors to meet the construction deadline of said projects or to structural defects that were identified by inspectors thus depriving many Filipinos access to better health care.
- Despite legislation providing for cheap medicines (Generics Act of 1988) and the Botica ng Barangay established in accordance with DOH Administrative Order No. 144, s.2004, the cost of medicines remain out of reach for many poor people.
- While local officials have distributed PhilHealth cards to many of their poor constituents to provide access to health care services, several poor LGUs have very inadequate health facilities. Politics also intrude in the distribution of Philhealth cards.
- Legislated benefits for senior citizens have not been fully implemented due to noncooperation of some service providers.

Recommendations

The overall challenge is for health services management to be integrated with long-term development plan of LGUs and to ensure sustainability of health plans regardless of leadership changes in LGUs. In addition, as the healthcare system is full of vulnerable areas for corruption, stringent government rules and regulations are provided as safeguard to prevent this. Ironically, the stringent requirements particularly in the bids and awards and procurement processes, cause inefficiencies affecting both the delivery and cost of healthcare. To address these, it is recommended that a deeper study be made to assure accountability and transparency without sacrificing efficiency.

To address the issues raised on the lack of capacity and political will of some government officials, there is a continuing need for re-training, enhancement for LGUs on leadership and priority health programs – constant monitoring and evaluation, utilization of scorecards in evaluation.

The Inter Local Health Zones (ILHZs) mandated in 1998 as a mechanism to foster greater collaboration and coordination for health and the Health Covenant, which was entered into by DOH and the DILG in 1999 to achieve universal integrated healthcare system based on inter-LGU approach should be fully operationalized in the region.

There is also need to strengthen mechanisms for genuine involvement of citizens in the Local Health Boards (LHBs). The organization of LSBs as a local special body is mandated by the Local Government Code of 1991 to provide for citizen participation and a check for anti-corruption. Strengthening a mechanisms for genuine involvement of citizens in the Local Health Boards (LHBs) has to be done.

It is also recommended that local officials' role in distribution of Philhealth cards be limited to assisting in identification of beneficiaries.

2. Agriculture

Issues

"Ilingkawas ang atong katawhan gikan sa kalisod, kagutom ug sakit" (to liberate our people from poverty, hunger and disease).- Dumingag Town motto

Among the issues cited concerning the agriculture sector are the following:

- 1. Agriculture projects are mostly determined by the Central Office such that there are very limited efforts for local adaptation;
- 2. Lack of irrigation facilities
- 3. Inadequate technical training of agriculture extension workers
- 4. Administrative concerns: slow implementation of projects (Sibugay) and juggling of funds (Dapitan City)
- 5. Farmers observed decrease in income and inadequate development in the agriculture sector

Key informants from this sector did not cite any local policy on agriculture but enumerated a number of good practices on agriculture that are being observed in the Region:

- 1. Payapa at Masaganang Pamayanan (PAMANA) is a national government's program for peace and development in conflict-affected areas (CAAs) as well as communities covered by existing peace agreements to alleviate their status, increase their production and income capacity.
- 2. Gawad Saka Award- aims to showcase agriculture as a competitive economic activity as well as promoting integrated farming with crops, vegetables and livestock as a profitable venture of the farmer/fisherfolk or organization which will benefit the Filipinos by increasing food supply to sustain national food security.
- Organization of local Agricultural and Fishery Councils (AFCs) to promote participatory development in agriculture and fisheries under the National Agricultural and Fishery Council. The local AFCs serve as forums for continuing consultative discussions on problems, issues, concerns and opportunities within the agriculture and fisheries sectors.
- 4. Organic Agriculture, a collaborative program which mainly seeks to promote and uphold the practice and importance of organic agriculture in the country.
- 5. Gulayan sa Paaralan Project (GSP) as part of anti-hunger mitigation by establishing 882 school gardens and providing them with assorted vegetable seeds, set of garden tools and technology training on vegetable production and cultural practices. Outstanding schools are awarded Regional Outstanding GSP.

Recommendations

The case of Dumingag, Zamboanga del Sur under Mayor Pacalioga whose project, Organic Farming won the 2010 Galing Pook Winner and which exemplifies a good practice in the Agriculture Sector. The Sustainable Organic Agriculture Food Sufficiency Program involved planting of permanent crops for a sustainable agriculture through household approach farming instead of corporate farming and through People Empowerment. As observed by a writer, "Mayor Pacalioga emphasized that among the factors that underpin their success is a clear understanding of the problems of their municipality as the basis for the "haom nga solusyon" (appropriate solution)."

3. Social Services

Programs devolved from DSWD to LGU (CSWDO) in 1992. All DSWD Programs were devolved except Adoption. The LGUs from the time of the devolution do not have any initiated program; rather, they strengthened networking and coordinated programs from DSWD which financed and monitored the implementation: Family Welfare, Population Management Program, Community, Women, Child and Youth Welfare, Attendance to cases of Victims of Domestic Violence, Emergency Assistance, Programs for Disabled Persons and Elderly and PESO.

With the passage of the LGC, the DSWD changed policy directions and thrusts. The DSWD had to evolve its implementing functions together with its programs and services, direct services workers, budget corresponding to the salary and funds of the staff and programs, devolved, assets and liabilities to the LGUs starting in 1992.

- 1. Projects and services for children and their families were strengthened particularly services to give protection, treatment and rehabilitation services to children who had been victimized by abuse or exploitation.
- 2. Program of assistance to indigent senior citizens;
- 3. Implementation of the KALAHI-CIDS (Kapit-Bisig Laban sa Kahirapan) in the LGUs; other continuing programs are the SEA-K (Sustainable Livelihood Program), Social Development for Children and Women, Creating Awareness, Centers for Abused Girls and Women, Programs for PWDs, Training Centers for Women, ECD (Early Childhood and Development)

Identified best practices in the sector to deliver services

- 1. Sea-based Anti -trafficking Task Force (SBATFF) recognized as one of the most outstanding Anti-trafficking Task force all over the Philippines, have catalyzed multi-stakeholder movement in other Anti trafficking task Forces. A total of 1,360 trafficked victims have been assisted, provided with psychosocial intervention and after-care services. Fifty four (54) rescue and operation have been participated; 50 cases have been filed which resulted to successful conviction of the cases.
- 2. Best and Good Practices in the Sector. Rating the level of functionality of the Local Social Work development Offices through a three-scale score; Fully functional, Functional and Partially functional. These initiative forms part of the effort to devolve the delivery of basic social services to the LGUs, and that the DSWD's role shall shift from "rowing" to "steering". However, the implementation of certain programs based on special laws remained within the DSWD's mandate.
 - a. In 2012, DSWD was awarded as Outstanding Inter-Agency efforts in combating human trafficking by the Inter-Agency Council against Trafficking in the Philippines.
 - b. Local Ordinance: Adoption of Reintegration for Deportees by LGU-Zamboanga City

Emerging Challenges of the Sector:

- 1. Responding more efficiently to concerns of Internally Displaced Persons
- 2. Human trafficking and human smuggling
- 3. Increasing number of children in conflict with the law
- 4. Violence against Women and Children
- 5. Administrative Concerns: Unliquidated funds of some LGUs on other programs implementation, hindering the downloading of funds for the region; Delay in the conduct of payout due to 15-day clearing of checks especially in Zamboanga del Sur areas.

4. Environment

Issues and Concerns

- 1. Unclear delineation of functions and responsibilities between the national government and the LGUs on environmental programs and activities.
- 2. Lack of technical capability in the area of ENR management at the local level. According to an informant, most of the technical experts remained with the National Office and budgetary constraints on the part of LGUs to hire more people in the environment sector.
- 3. Relocation- due to the devolution some of the employees are relocated to other areas; therefore, they leave away from their family and must spend money on travel just to come home, leading to some early retirement issues.
- 4. Turn-over of responsibility- there was no proper turn over from the agency to the LGU leading to the loss of some data and documents.
- 5. Digitalization- the documents were not digitalized and recopied before. Some of the papers become brittle and useless.
- 6. Retirement- some of the employees decide to retire early because they do not want to be devolved and some devolved personnel were removed from the job because the LGU's cannot sustain their salaries.

Recommendations

Under the Operative Principles of Decentralization (Section 3 of the LGC) "LGUs shall share with the National Government the responsibility in the management and maintenance of ecological balance within their territorial jurisdiction, subject to the provisions of the Code and national policy." Section 17 assigns specific functions and responsibilities to LGUs while Sections 447, 458 and 468 calls on the local Sanggunian to "protect the environment and impose appropriate penalties for acts which endanger the environment, such as dynamite fishing, illegal logging and smuggling of logs, smuggling of natural resources products and of endangered species of flora and fauna, slash and burn farming, and such other activities which result in pollution, acceleration of entrophication of rivers and lakes, or of ecological imbalance" (Sections 447, 458 and 468).

However, budgetary allocation and availability of technical expertise prevent LGUs from performing these LGC-mandated tasks concerning the environmental sector. Thus, a more judicious study on allocation of funds and plantilla items for the sector should be made and since all line functions are appropriated by the regional and field offices of the DENR while technical functions (and the concomitant specialized knowledge and skill) are lodged in the staff bureaus at the central office, LGUs should be provided more access to the technical resources of the department. Additionally, more trainings of LGU environment personnel should be provided.

Cooperation on capability building between the LGUs and the local higher education institutions which offer programs on agriculture, fisheries and environment should be institutionalized.

IV. State of Capacity Development and Higher Education Institutions in Public Administration and Governance Education: What Works, What Doesn't Work,

Assessment of Capacities

Western Mindanao has a total of 106 higher education institutions of which six (6) are staterun universities and colleges and 54 private HEIs. It has no local university or college (LUC). A list of these HEIs, classified as to SUCs and their satellite schools and private higher education institutions and their location is found in Appendix B.

	Main SUCs	Satellite SUCs	LUCs	OGS	PHEIs	Total
Zamboanga Peninsula	6	46			54	106
Philippines	111	442	95	13	1.652	2,313

Table 2. Number and Classification of HEIs in Region IX

The website of the Association of Schools in Public Administration (ASPAP) includes the following HEIs in Region IX as member-schools: Ateneo de Zamboanga University (ADZU), Western Mindanao State University (WMSU) and Universidad de Zamboanga (formerly Zamboanga A.E. Colleges). However, survey revealed that there are other schools offering graduate programs in public administration though they are not members of the ASPAP:

- 1. Basilan State College (SUC), Isabela City, Basilan
- 2. Saint Columban College (Private HEI), Pagadian City, Zamboanga del Sur
- 3. Southern Mindanao Colleges, (Private HEI), Pagadian City, Zamboanga del Sur
- 4. Jose Rizal Memorial State University, (SUC), Dapitan City, Zamboanga del Norte
- 5. Dipolog Medical Center College Foundation, Private HEI, Dipolog City, Zamboanga del Norte

Field researchers interviewed three deans of graduate programs offering MPA. WMSU, an active member of the ASPAP, has been offering MPA since 1977 in the then Institute of Development Studies (IDSA) and started offering DPA in 2000; ADZU is also an active member of the ASPAP; however, as of this semester, the program has very few enrollees (about 10 on the average per class). The Deans of the program, Dr. Frede G. Moreno (WMSU) and this researcher, Dr. Fernandez as former Dean of the CPADS, Mr. Maynard R. Bagtasos (ADZU) and Prof. Sidney Laja (Basilan State College) provided the ff. data:

Partnership with Other Agencies on Areas Related to Issues in Public Administration

1. **WMSU** - This University has a long history of collaboration with partner agencies starting with the ILGA in 1978. WMSU is an institutional member of the ASPAP and LOGO-TRI. Some of the faculty members are members of PSPA. The University as an institution and many of the faculty members as individual consultants/experts, have worked with international partners like the International Organization for

Migration (IOM), Transparency International and World Bank and local government agencies and NGOs like the Commission on Human Rights, Social Watch, and Tanggol Kalikasan for environment concerns. WMSU has signed a MOA with the Philippine Councilors' League (PCL) in 2012 for the offering of MPA to Sangguniang Bayan members of Region 9; however, this did not push through. The most recent addition is the Knowledge for Development Community (KDCs) for citizen engagement with the World Bank.

- 2. **ADZU** So far, there is only collaborative work by faculty specialization/expertise but it is not part of an institution policy. Movement is limited given the small number of students. But Ateneo has the office of ACLG that directly connects with the outside agencies (local, international World Bank, UNDP) then taps the college/program for governance, leadership programs, projects and issues.
- 3. **BasSC** Basilan State College has worked with various local government units in the Province through the DILG, conducting forums and consultations issues concerning public administration.

Facilitating Factors for the College to be Actively Concerned in LGU Issues in Challenge

- 1. **WMSU** As a Public Ad program of the university , it is mandated to be directly concerned with LGU's issues : election concerns, campaign on good governance, involvement with the different multi-sectoral committees
- 2. **ADZU** Public Ad program professors are usually tapped by LGUs, and are even accredited as service providers in terms of faculty specialization on governance and physical facilities of the university.
- 3. **BasSC** Linkages with other State Universities/Colleges offering public administration and other MOAs will enhance cooperation with issues and concern of Local Governments.

Recommendations/Indicative Area of Expertise/Specialty/Niche of HEI that can be Developed

- WMSU Capability building on local/government budgeting, conflict resolution, environmental governance, local project management, barangay justice system, GAD
- 2. **ADZU** Making Ateneo available through bridging leadership in Region 9 and ARMM
- 3. **BasSC** There must be participation of the MPA Professors and Students through the Graduate School in the formulation and preparation of public policies and programs centered on Good Governance in the province; also there is a need for the establishment of Public Administration Center for Good Governance that will cater to issues and problems in Public administration.

A number of Galing Pook awardees have attributed the success of program implementation of their award winning entries to cooperation between the LGU and the existing higher education institutions in the locality. This proves that capability building of local government officials and

employees in many aspects may be best implemented with the institutionalization of cooperation between the LGUs and the HEIs.

Appendix A: Resource Persons and Key Informants

Name	Position	Organization
Atty. Frederick Ian S. Capin	Regional Director	CHR Region IX
Dr. Aristedes Tan	Regional Director	DOH Region 9
Mr. Abdulnaser D. Tiking		Human Development and Empowerment Services (HDES)
Fr. Angel L. Calvo		Zamboanga- Basilan Integrated Development Alliance (ZABIDA)
Gloria Cecilia L. Bernal		Silsilah Dialogue Movement Inc.
Ms. Edna A. Sumergido		Holy Rosary Family Center- Child Fund
Ms. Mary Grace Y. Austria Ms. Darwisa P. Jailani		Integrated Resource Development for Tri- People (IRDT).
Edgardo B. Tabal	Head, Operation Division	DA -R9
Roy Anthony Credo		DA Reg. 9
Atty. Peter L. Medalle	Regional Prosecutor	Office of the Regional Prosecutor IX
Dr. Frede G. Moreno	Dean	College of Public Administration and Development Studies, WMSU
Maynard Bagtasos	Dean	Ateneo de Zamboanga University
Sidney Laja	Dean	Basilan State College

Appendix B

- 1. Human Development and Empowerment Services (HDES) is an NGO working against the spread of HIV-AIDS and child exploitation. It has partnered with the LGU of Zamboanga City on activities on HIV-AIDS Prevention and more recently, on the issue of prostitution of IDPs in relocation sites after the Zamboanga siege.
- 2. Silsilah is a dialogue movement promoting deeper understanding and better relations between Muslims and Christians, and together, with people of other living faiths. Silsilah links with local, national and international institutions, groups, and movements having similar objectives.
- 3. Integrated Resource Development for Tri-People (IRDT) is an NGO engaged in peace building, governance, community development and humanitarian work in multiethnic, conflict-affected and vulnerable communities.
- 4. Holy Rosary Family Center is an NGO working with religious/church groups and lay persons on the concerns of peace, human rights violations, trafficking and other issues.
- 5. Zamboanga-Basilan Integrated Development Alliance, Inc. (ZABIDA) is an alliance of several non-governmental organizations working to promote peace in the Zamboanga Peninsula area and to addresses various human rights issues as displacement of IDPs, VAWC, homelessness and poverty.

POLICY NOTE

I.	THEME:	
UN	DAF Sub-Outcome No	_

II. TYPE OF POLICY PROPOSED: REPEAL OF HOUSE BILL NO. 5811,"An Act providing for the basic law for the Bangsamoro Autonomous Region, repealing for the purpose Republic Act No. 9054, entitled 'An act to Strengthen and Expand the Organic Act for the Autonomous Region in Muslim Mindanao', and Republic Act No. 6734, entitled 'An Act providing for an Organic Act for the Autonomous Region in Muslim Mindanao."

III. GOVERNANCE LEVEL: NATIONAL

IV.SITUATION ANALYSIS

The most pressing issue that the people of Mindanao have been confronted with since time immemorial is the elusive peace. Some cities in Mindanao have been the targets of bombings and kidnappings. Reports say that these are due to the presence of elements like Abu Sayyaf and other organizations that are linked to Al-Qaeda Network. In Zamboanga Peninsula, kidnappings are frequent occurrence, and the kidnappers do not discriminate whether the victims are ordinary people, businessmen, or even politicians. In Zamboanga City, bombings and killings are also rampant. It is said that these incidents are linked to the ongoing peace efforts of the government with the Moro Islamic Liberation Front (MILF), a Muslim faction that has been fighting for the independence of Mindanao since its separation from the Moro National Liberation Front (MNLF) after the latter signed the Tripoli Agreement with the government in 1976.

The basis for this decades-long struggle of the MILF is ancestral domain or land and the right of the Bangsamoro people to self-determination. Father Angel Calvo, the convener of the Silsilah Movement, an interfaith solidarity movement, intimated that the "root cause of Mindanao problem is land; the Americans opened Mindanao as a promised land for the workers from Luzon and Visayas in 1917. That's what created resentment among the Muslims. From that time until the 1960's, the Muslims saw how people from outside took their land." The proposed Bangsamoro Basic Law is meant to be the solution to this decades-long conflict, but some local government units like Zamboanga City perceived it as a threat because of its possible inclusion in the new proposed Bangsamoro entity which has fomented divisiveness among the people of Zamboanga City.

The Bangsamoro Basic Law (BBL), now called Basic Law for Bangsamoro Autonomous Region (BLBAR), will not still address the decades-long conflict in Mindanao. There are other Muslim revolutionary groups like the MNLF that believe they were left out by the government in coming up with a peace agreement with the MILF. This has been proven by the infamous Zamboanga City siege whereby on September 2013, the MNLF faction led by its founding chairman Nur P. Misuari arrived in Zamboanga City purportedly to raise the flag of the Bangsamoro Republic in the City Hall. The standoff between the MNLF faction and government forces ravaged Zamboanga City for three weeks, leaving in its wake 218 dead, including 12 civilians, and more than 10,000 houses destroyed. The siege also displaced 120,000, out of a population of 900,000.

Instead of being a solution, the BBL has been a source of rift among the Muslims, for it is believed by some Muslim groups that it only catered to one particular Muslim group, the MILF. The MNLF thought that it was disregarded by the government, and adding insult to injury, the Autonomous Region for Muslim Mindanao (ARMM), the fruit of its decades-long armed struggle against the government, would be abolished and be replaced by a new entity. But, ARMM is a creation of the Constitution. Can ARMM be abolished and replaced by the Bangsamoro Entity? Another thing is that the BBL has already facing a legal infirmity because the constitutionality of creating another entity replacing ARMM has been a subject of debate among legal luminaries. If ever it will be passed by Congress, will it stand against its legal infirmity? What happens if this will be struck down by the Supreme Court as unconstitutional? The House Bill No. 4996 (now House Bill No. 5811) should be repealed, for it suffers from constitutional infirmities. The danger of this law once passed is that it will be questioned before the Supreme Court, and there is a possibility that it might be struck down as being unconstitutional. Because of this, armed conflict in Mindanao continues and intensifies because the MILF might think that they have been duped by the government. Therefore, peace in Mindanao is still "painted in the water".

V. WHAT IS THE POLICY PROPOSED? THE POLICY PROPOSED IS THE REPEAL OF THE HOUSE BILL NO. 5811 FOR IT CONTAVENES SOME PROVISIONS OF THE 1987 PHILIPPINE CONSTITUTION, AND IT IS NOT THE SOLUTION FOR THE MINDANAO CONFLICT

House Bill No. 4996 should be repealed based on the following arguments:

1. The creation of a new political entity under the BBL and the abolition of ARMM are not in accordance with the Constitution. These contravene the provisions of the 1987 Constitution particularly Sections 1, 15, and 18 of Article XI. First, there is the issue with regard to the status of the new political entity, whether it is a political/territorial subdivision of the Philippines or an autonomous region like the ARMM. Section 1, Article X of the 1987 Constitution, say "The territorial and political subdivisions of the Republic of the Philippines are the provinces, cities, municipalities, and barangays." Based on the preceding provision, the new political entity is not a political subdivision of the Philippines, neither its territorial subdivision. It cannot also be considered as an autonomous region because the same provision (Section 1, Article X) provides that, "There shall be autonomous regions in Muslim Mindanao and the Cordilleras as hereinafter." The Constitution does not provide for the creation of the new political entity; it only provides for the creation of autonomous regions in Muslim Mindanao and the Cordilleras. Assuming for the sake of argument that the new political entity is an autonomous region, its creation necessitates a constitutional amendment. According to Joaquin G. Bernas, S.J., a noted Constitutionalist and the Dean Emeritus of Ateneo Law School, there are only two (2) autonomous regions allowed by the Constitution. Should a third one be desired, a constitutional amendment is needed. But, the new political entity is not an autonomous region. Moreover, according De Leon and De Leon, Jr. (2014), the creation of autonomous regions for Muslim Mindanao and for the Cordilleras by law must comply with the provision of Section 18, Article X. Section 18 provides for the procedure for the creation of autonomous regions and the need for the organic law which shall define the basic structure, powers, and functions of government for the

autonomous region. The Philippine Government, in creating a new political entity under the BBL, applies the procedure sets forth by the Constitution under Section 18, Article X. The procedure under Section 18 cannot be applied in creating a new political entity because the said procedure is specially intended for the creation of autonomous regions in Muslim Mindanao and the Cordilleras. The organic law was already crafted, and ARMM was already created. It is worthy to note that the procedure under Section 18 is for the creation of an autonomous region, and the new political entity is not an autonomous region. An autonomous region, according to Bernas (2011), is organized "within the framework of (the) Constitution and the national sovereignty." If the new political entity is not an autonomous region, therefore, what is it? The new political entity is a SUBSTATE. It is neither a political subdivision of the Philippines nor an autonomous region. According to Sen. Miriam Defensor-Santiago, an eminent Constitutionalist, the Bangsamoro will be a substate. What is a substate? In Political Science perspective, a substate is political entity that is created out of a real state in which all the distinguishing elements of a state are present except sovereignty or independence. A substate is one step away from being a real state. With the creation of a new political entity under BBL, the Autonomous Region in Muslim Mindanao will be abolished come 2016. The ARMM will be abolished by a mere agreement. This is a vehement violation of the Constitution. The ARMM is a creation of the Constitution; therefore the same cannot be abolished by a mere agreement or an ordinary law (statute). According Section 15, Article X, "There shall be created autonomous regions in Muslim Mindanao and in the Cordilleras consisting of provinces, cities, municipalities, and geographical areas sharing common and distinctive historical and cultural heritage, economic and social structures, and other relevant characteristics within the framework of this Constitution and the national sovereignty as well as territorial integrity of the Republic of the Philippines." Section 15 authorizes the creation of only two (2) autonomous regions, one for Muslim Mindanao and another, for the Cordilleras as distinct territorial and political subdivisions of the Republic of the Philippines. It also provides the constitutional basis for the existence of autonomous regions (De Leon and De Leon, Jr., 2014). Since ARMM is constitutionally created, its abolition requires a constitutional amendment.

2. The Bangsamoro Basic Law (BBL) is a 3-in-1 law. As provided for under the explanatory note of House Bill No. 4994, now House Bill No. 5811 (both house bills are considered the same), the Bangsamoro Basic Law (now Basic Law for the Bangsamoro Autonomous Region) will be enacted in order to usher in a new era of peace and development not only in Mindanao but throughout the Philippines. This is in recognition of Congress the fundamental role in the process of bringing just and lasting peace to Mindanao by enacting the proposed Bangsamoro Basic Law. House Bill No. 4994 is otherwise known as the Act providing for the Basic Law for the Bangsamoro and Abolishing the Autonomous Region in Muslim Mindanao, repealing for the purpose Republic Act No. 9054, entitled "An Act to Strengthen and Expand the Organic Act for the Autonomous Region in Muslim Mindanao," and Republic Act No. 6734, entitled "An Act providing for an Organic Act for the Autonomous Region in Muslim Mindanao," and for other purposes now bears House Bill No. 5811, otherwise known as "An act providing for the basic law for the Bangsamoro Autonomous Region, repealing for the purpose Republic Act No. 9054, entitled 'An act to strengthen and Expand the organic act for the Autonomous Region in Muslim Mindanao', and Republic Act No. 6734, entitled 'An act providing for an organic act for the Autonomous Region in Muslim Mindanao." What is interesting with the title of this Basic Law that will create an entity called Bangsamoro is that it contains three (3) subjects, namely: provision of Basic Law for Bangsamoro Autonomous Region, abolition of Autonomous Region in Muslim Mindanao (although implicit but considered the same with House Bill No. 4994), and the repeal of Republic Act No. 9054 and Republic Act No. 6734. Now, what is wrong with the title? The title contains three (3) subjects which is a violation of the 1987 Philippine Constitution. Section 26 (1) of Article VI provides that "every bill passed by the Congress shall embrace only one subject which shall be expressed in the title thereof." According to Father Joaquin g. Bernas, S.J., the requirement that "every bill embrace only one subject which shall be expressed in the title thereof" is mandatory and not directory and compliance with it is essential to the validity of legislation.

Based on the foregoing arguments, the authors fervently pray that the Congress will look closer into this issue. As Mindanaons, the authors do not want that the new political entity, a product of a long struggle by the Moro people, will suffer the same fate with the Memorandum of Agreement-Ancestral Domain (MOA-AD) in which the Supreme Court struck down as being unconstitutional. If this will happen, Mindanao will be more chaotic than it used to be. The Philippine Government should not give palliative solution to the decades-long conflict in Mindanao. All its actions must always be anchored on the Constitution. The authors advocate peace. But, all of these cannot be realized—peace cannot be realized—if these are done in circumvention of the Constitution.

VI. JUSTIFICATION FOR THE PROPOSED POLICY

Under the Basic Law for the Bangsamoro Autonomous Region, a political entity will be established and will be known as the Bangsamoro Autonomous Region (BAR). The creation of the BAR is "in recognition of the justness and legitimacy of the cause of the Bangsamoro people and their aspiration to chart their political future through a democratic process that will secure their identity and posterity and allow for meaningful self-governance." With the creation of the Bangsamoro, a new identity will be created, a Bangsamoro identity, an identity that will comprise a nation, a nation that is separate in distinct from the Filipino nation. The Bangsamoro people will have its own identity which has been fought for by the Moro people since the time of the Spanish rule until the present time. The establishment of the Bangsamoro and the creation of the Bangsamoro identity are the products of decades-long struggle to be identified and respected not only by the Philippine Government but also by the Community of Nations in general. This is in accordance with the right of every people to self determination in which under the BBL, this right is recognized.

In relation to the above contention, the authors support the peace initiative of the government and the creation of a Bangsamoro Autonomous Region that gives the Moro people a distinct identity in which they can truly say their own, but not at the expense of the Constitution. A palliative solution is not a solution at all.Blood, sweat, and toil have been shed, and it is about time to realize this dream of the Moro people; a dream of one nation, one identity, under

one government, a government of, by, and for the Moro people. A genuine autonomy for the Bangsamoro people should be accorded to them. The conflict in Mindanao has nothing to do with religion. It has something to do with the right to self-determination of its people, the right to course its people's destiny. Although the road to this dream is rough, let people not lose their hope. Let people not allow this dream to sully. By that time that this dream will be realized, that is the time where there can be a real peace in Mindanao. As what Mohager Igbal aptly puts, "The Bangsamoro is the sum of our hopes and dreams. It may mean nothing to you, but it is the world to us."

On the basis of the above contentions, the following proposals are forwarded:

- 1. The multi-tribal approach to peace must be utilized. All tribes in Mindanao must be included in the peace process. Mindanao is comprised of tri-people: the Muslims, the Christians, and the Lumads. Although, the secessionist groups are Muslims, but the Christians and Lumads of Mindanao must also be consulted and be represented in any peace efforts in Mindanao. The different Muslim tribes, not only particular Muslim group, must also be consulted. The Muslims in Mindanao are divided into 13 ethno-linguistic tribes. The Moro Islamic Liberation Front (MILF) only represents the Iranun, Maguindanaon, and Maranao tribes. The peace agreement with the government only holds true for MILF but not the entire Bangsamoro. Therefore, the establishment of the Bangsamoro Autonomous Region (BAR) through a basic law does not represent the aspiration of the whole Bangsamoro people. These 13 Muslim ethno-linguistic tribes, including both the MILF and the MNLF, must be consulted and represented in the peace initiative. The danger of having a peace agreement with one particular group is that the other groups would be left out and would still continue the armed struggle. History tells that the MILF continued the Bangsamoro armed struggle despite the peace agreement entered into by the MNLF with the government which resulted in the creation of the Autonomous Region for Muslim Mindanao (ARMM). History is now repeating itself. An agreement with the MILF and subsequently the establishment of the Bangsamoro Autonomous Region (BAR) will opt out other Muslim groups like the MNLF and will abolish ARMM, the brainchild of and the product of long struggle by the MNLF. Peace in Mindanao is still elusive and armed conflict continues.
- 2. Strengthening of the Autonomous Region for Muslim Mindanao (ARMM) and effecting amendments to its organic law to address the problems and issues besetting ARMM. If ARMM is a "failed experiment", this failure cannot be rectified by coming up with another experiment. The Bangsamoro people do not need an experimental solution. It needs a tangible and genuine solution. ARMM is already in place. What the government needs to do is to strengthen it. The proposed Bangsamoro Autonomous Region (BAR) is just an ARMM in different clothing. It has just changed its cloth in order to cater the demands of one particular group.

The abolition of ARMM will also result in conflict because the MNLF would not allow the product of its long struggle to be a "dust in the wind" and "gone like a ghost". Again, history tells that after the government sealed an agreement with the MILF, which included in the agreement is the abolition of ARMM, among others, the infamous Zamboanga City siege was staged by the MNLF. The rest is history. 3. But, if the creation of Bangsamoro Autonomous Region (BAR) and the abolition of the Autonomous Region for Muslim Mindanao (ARMM) are the only solutions, these must be done not in the expense of the Constitution. The abolition of ARMM necessitates constitutional amendment. It cannot be abolished by a mere legislation (House Bill No. 5811) because it is a constitutional creation. What has been created by the Constitution can only be abolished by the Constitution. And the same also is true with the creation of a new political entity, i.e, the BAR. This is in accordance with the doctrine of the supremacy of the Constitution.

Furthermore, the creation of the BAR and the repeal of the ARMM Organic Law should not be treated as one subject. It violates the one-subject rule in legislation. Therefore, a separate legislation must be enacted for the creation of BAR and another separate legislation must be enacted for the repeal of the ARMM Organic Law.

The proposals forwarded above are basic steps for the attainment of lasting peace in Mindanao and in the entire country in general.

VII. COMITTED SPONSORS:

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REGION X

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Abstract

Many countries pursue decentralization with the stated intention of improving service delivery, enhancing governance and accountability, increasing equity and promoting a more stable state. The opportunity for citizen participation and ownership claims to contribute to social and political stability. Effective decentralization promotes the development of a democratic local governance. It has become a global phenomenon, and the Philippines is one of the democratically decentralized countries in South East Asia. This study aims to evaluate the status of decentralization, democratization and development (3Ds) in Region X. This would help the incumbent administration in creating a policy that would help improve the state of decentralization in the region. Selected local government units (LGUs), higher education institutes (HEIs), indigenous people, civil society organizations, and private citizens in the region were interviewed and given questionnaires. Preliminary results of the study show that considerable attention was given to improving governance and connecting with citizens. However, some features have hindered local government performance, and the LGUs have had trouble adopting remedial reforms. HEIs problems were identified and so do with the indigenous people.

Keywords: decentralization, governance, citizen participation, governance, Region X, Philippines, local government units, higher education institutes

II. Review

Methodology

The research was based solely on qualitative methods. A purposive sampling method was used during the conduct of the study. The selections of the samples were based on the assistance of the Regional Office of the Department of Interior and Local Government (DILG) and local leaders, and the peace and order situation of the area was also considered.

The two provinces chosen as samples are Bukidnon and Misamis Oriental. These provinces rank 32 and two respectively based on population and income weighted average of the overall scores of cities and municipalities under a province. Three component cities, one highly urbanized city and one 5th class municipality were interviewed.

Province	City/ Municipality	Classification	Overall Rank	Economic Dynamism	Government Efficiency	Infrastructure
	Malaybalay City	Component City	93	107	68	122
Bukidnon	Valencia City	Component City	114	43	116	126
	Cagayan de Oro City	Highly Urbanized City	6	11	3	4
Misamis Oriental	El Salvador City	Component City	42	66	40	46
	Laguindingan	5 th Class Municipality	955	857	968	946

Source: 2015 National Competitive Council

Among the Higher Education Institutions, there were two respondents from private non-sectarian, one from a private sectarian, one state university and one from a local college. A representative from the Talaandig and Bukidnon Tribe were also interviewed. Private individuals, civic society organizations and companies in Malaybalay City and Lantapan were also inquired.

Name of School	Туре
Bukidnon State University	State University
Liceo de Cagayan University	Private Non-Sectarian
Northern Bukidnon Community College	Local College
San Isidro College	Private Sectarian
Valencia Colleges, Inc.	Private Non-Sectarian

One on one interviews were conducted with the respondents.

Time Conducted

The second and third week of October was the issuance of letters of invitation to the respondents. The fourth and fifth week of October was the interview with the respondents.

III. RFA Findings

Democratization

Civil society organizations have a vital role in the quest for a positive relationship between the democratic state and its citizen. They are located in the space between the family and the state, and promoting coordinated public action among their members and other citizen. Their contribution to economic development and poverty reduction are being acknowledged and supported. Analysts say that both the government unit and citizens can benefit when a dense web of civil society organizations mediated the relationship between them.

The Indigenous Peoples Right Acts (IPRA) of 1997 specify the right of Indigenous Peoples (IP) to special measures for the immediate, effective and enduring improvement of their economic and social state. The formulation of the Ancestral Domain Sustainable Development and Protection Plan (ADSDPP) guides the identification and implementation of programs and projects to strengthen self-governance, reduce poverty, protect the environment and cultural integrity. The National Commission on Indigenous Peoples (NCIP) is the primary government agency put together to protect and promote the interest and well being of indigenous peoples with due regard to their beliefs, customs, traditions and institutions. However, some IPs in the region have complaints on how the NCIP are guiding them.

Almost all provinces in the region have a family dynasty ruling its political arena. The longest is that of the Zubiri's in Bukidnon which is in the 30 to 40 years domination. Political dynasties in Mindanao are from the landed families. One can argue that not every dynastic family is appalling, especially if they are qualified, compassionate and some have done the country significant good across more than one generation. However, Political Analyst Ronald Mendoza made a study correlating poverty and political dynasty in 2012. It revealed that provinces with the largest dynastic share were among those with very high poverty incidence. The regions political environment is edgy. Aside from the political dynasty, rifts are common.

Northern Mindanao is one of the regions that posted a high voters' turnout with at least 75 percent of the registered voters cast their vote in the May 13, 2013 polls. Voter's turn-out of the region has been increasing. Although registered voters in the region have been increasing, those who actually voted have a fluctuating trend where female voters dominate.

In Bukidnon, four media organizations structured the Citizen Action Network for Accountability (CANA) which was launched by Barog Bukidnon, a group advocating for good governance in Bukidnon. CANA was established to improve the level and quality of public services provided to the communities.

Media outfits in the region are well represented among all the provinces. Since 1986 to 2015, there were four work related killings by radio commentators in the region as reported by the Center for Media Freedom and Responsibility (CMFR). Some media channels in the province of Bukidnon are alleged to be "pro-administration". Some radio commentators have been rumored to be in the payroll of many politicians, but in most cases there have been no hard proof to back accusations.

Women's participation in Northern Mindanao is not evident. This is observed with the CSOs of the provinces. Aside from that, men continued to dominate in the labor force and employment. On the elected public officials in the region, still, it is dominated by men.

Issues

- 1. CSO accreditation
- 2. IPRA Law is too complicated for the IPs.
- 3. Existence of political dynasty in the region.
- 4. There is gender inequality since women's participation in terms of women's group, labor force and employment and in politics is low.

Recommendations

- 1. Must strengthen the CSO accreditation to ensure that CSOs are truly representative of the civil group and not lobby groups created businesses and political interest.
- 2. Institutionalize monitoring system of CSO's through regular social investigation on the projects and activities done by the CSOs.
- 3. Review the IPRA and other laws that is in conflict with the IPRA
- 4. Amend the IPRA to include customary and traditional practices. It is recommended that the NCIP together with a consultative or advisory council that will be composed of indigenous representative should study the law.
- 5. Empower communities, NGOs and civic society organizations in challenging and neutralizing the monopoly of power of political dynasties. There should be an effective and mass-oriented people's organization, a vigilant and questioning independent mass media, and alternative programs of governance should be advocated. The party list system, which represents farmers, workers, indigenous peoples, women and urban poor, still needs to be improved to allow larger representation from the largest sectors of Philippine society.
- 6. A genuine agrarian reform should be implemented since most political dynasties especially in Mindanao are the landed families. Big plantation owners form the base of social and economic inequalities where political dynasties are well established.
- 7. There is a need to reinforce nutrition, disease prevention and maternal health programs, develop women's and girl's education and life skills.
- 8. It is recommended to expand women's access to credit and economic opportunity to help alleviate the effects of current and future financial crisis.

Decentralization

The Local Government Units (LGUs) exhibited increased capability to enact laws to support various development projects in the local government. Aside from local laws for the community they use their power to support the community's programs especially on revenue generation and gives incentives to local businesses. Local laws have been enacted that encompass the business sector, civic society organizations and that preserve the environment of the community. However, one LGU official said that their Revenue Code is not being updated since 1992 when in fact it should be updated every five years. This is one of the reasons why local taxes have not been increased for the past years. The LGUs are adopting information technology to keep track and improve their procedures such as records, actions. This would help them in analyzing historical data for future decisions.

The Full Disclosure Policy is where local government units are required to post their budget and other financial transaction reports in public places, local newspapers, or websites. The LGUs are aware of the policy; however, the approach on how they respond to this policy differs. There are information desks that are common to all LGUs and personnel in charge who will guide on where to go depending on the information needed. They use logbooks to record visitors as well. Of the five places where interviews were conducted, only two were accommodating. Public information bulletin boards can be observed in all LGUs. However, updated data cannot be seen. There is a minimal post with regard to finances and projects. If there are, these are not up to date.

Through the local special bodies of LGUs, they provide a capacity for building programs and encourages citizen participation to be part of the development of the community. LGUs have Local Development Council (LDC), Local Health Board, Local School Board, and the Peace and Order Council. The LDC was able to meet the required number of sessions provided in the Local Government Code (LGC).

The participation of people's organizations is only limited to their respective sectoral concerns. In smaller municipalities, there tend to be fewer groups. The implication of this is that, there would be minimal participation and demand for transparency and accountability.

LGUs have functional Local Development Council (LDC). Some however, do not have an updated demographic data. Not all LGUs have Comprehensive Development Plan (CDP). Some are using the Executive and Legislative Agenda (ELA), which corresponds to a three-year period corresponding to the term of local and elective officials, and the Annual Investment Program (AIP).

From 2008 - 2014, the region's total IRA allotment from the total external sources is almost 100%. LGUs interviewed said that over the years they have depended on the IRA as their source of revenue. As to date, most LGUs are exerting efforts in optimizing local resource generation. However, a problem still exists as one LGU mentioned, that since 1992, their Revenue Code still has not been updated. This is one of the problems that they see. Politics in the area hinders this also since most of the business enterprises have politicians that they endorse.

The locally generated revenues from tax and non-tax sources have a very low contribution to the LGUs income. Locally generated revenues are mostly from real property tax and business tax while non-tax is from regulatory fees, service/user charges, receipts from economic enterprise and others.

The biggest share of allocation is on the economic services which comprise approximately 37% of the total LGU budget. Next are the Social Security, Social Services and Welfare with 11 percent appropriation. The primary beneficiaries of this allocation are the members of the marginalized sector of the community. Health sector followed next with five percent. This amount funds the health center and the nutrition program of the community.

On customer service, the manner of dealing with visitors/customers differs in different LGUs. Although all has public assistance desks and copies of Citizens' Charter there are still personnel who needs to improve their skills and attitude in dealing with people. The government units should make sure that the personnel assigned to these desks will deal with all types of people.

In terms of networking and linkaging, mutual undertakings were developed by private sectors such as the case of the municipality of Laguindingan where Bauer International is the one helping them make water available in the poblacion area. There are civil society organizations, people organizations and business sectors that are helping to develop the unit's agriculture and social welfare services and on areas of environment, health and economic development.

On health and social services, the LGUs have year round programs with regard to health and nutrition. Some of the programs are: Sentrong Sigla Program wherein they have laboratory staff check on the community, Maternal and Child Health Program, Family Planning Reproductive Health Program, Social Hygiene Clinic Program, Tuberculosis Program, Vector and Rabies Control, Health Lifestyle-CVD, Environmental Sanitation, Dental Health Program and some has Lying-In Clinic. Malnutrition was reduced because of the combined efforts of barangay health workers, barangay officials and schools in coordination with the LGUs in the implementation of the feeding and other health programs. Provision for medicines, dental supplies and annual special programs are funded by the city LGUs.

Social welfare services on LGUs that were interviewed are very active. Most serve the community with partner institutions. They serve the children through feeding programs, day care services and educational assistance. Some have center/institutions such as Social Development Center, Boy's Town, Homecare for Girls. They also have programs for women, family and community, elderly, persons with disabilities, disaster victims, public assistance, medical programs and livelihood and skills training.

Peace and stability has yet to be fully attained in the region. The conflict between the government and Moro secessionist and the armed communist movement continues to elude closure. It is also aggravated by the presence of private armies operated by local warlords, as well as armed bandits.

Among the LGUs that were interviewed, they said that peace and order was moderate. They have minimal number of policemen in relation to their civilians. The low number of policemen

however was compensated by the presence of civilian volunteers or Barangay Public Safety Officers who will assist in keeping peace and order especially in rural areas.

In terms of the general economic condition of the region, the Service Sector is the major economy in Northern Mindanao. It has the biggest share of the economy with 42 percent followed by the Industry sector with 34.6 percent, then the Agriculture, Hunting, Forestry and Fishing with 23.4 percent. The Services Sector in the region was the most improved sector which grew from 5.5 percent to 8.0 percent in 2014, followed by the Industry sector with a rate of 9 percent from 6.8 percent, followed by the Agriculture, Hunting, Forestry and Fishing.

Agriculture and Fisheries are significant contributors to the economy of Northern Mindanao. Opportunities are there because the environment is generally favorable to cultivation of a broad range of crops and has a long stretch of coastal waters. Although for many years, advancement in agriculture and fisheries has occurred in the region, poverty remains high. Food security issues, and how these can be addressed by rural agriculture are challenges to be met.

The region, through the LGUs has various programs and projects which aim to stabilize supply and increase the income of the farmers. The LGUs also have the Agri Pinoy Program where it includes infrastructure development such as irrigation facilities, farm-to-market roads, and postharvest facilities. There are also market development services which include extension, education and training services, and research and development.

In production and support services, the government distributes bags of rice, corn, assorted vegetables and fruit bearing trees through the Priority Focus Areas project. The Livestock Support Programs also provides production support services to LGUs and livestock farmers.

As a support to crop production, the region distributes pesticides to have pest outbreak control measures. Most of the areas in the region still have poor conditions of farm-to-market roads that contribute to low productivity. Sometimes on the distribution of seeds, fertilizer and pesticides, some farmers who really need those and were able to have the requirements to avail were not given because some said that those in charge in the distribution favor other people in the area. Although there are projects on post harvest, many farmers encounter difficulty because of inadequate processing and post harvest facilities which often resulted in post-harvest losses of agricultural and fishery products which results on the decreasing income of farmers and fisher folks. Some irrigation systems are already damaged and need immediate rehabilitation and improvement. Aside from this, there are also problems on water availability in most areas.

There is also a problem on credit support on farmers. Also, the impact of climate change affected the agriculture and fishery sectors.

Issues

- 1. IRA dependency
- 2. Public information bulletin boards are not updated in compliance with the Full Disclosure Policy
- 3. Limited participation of people's organizations

- 4. Manner of dealing with visitors/customers
- 5. Non-availability of water in some municipalities
- 6. Food security issues
- 7. Support programs from the government were not given to those who really need them the most such as the Livestock Support Programs
- 8. Inefficient processing and post-harvest facilities
- 9. Rehabilitation and improvement of the region's irrigation system

Recommendations

- 1. Enhance local cash collection efforts through schedule market values for real property tax collection
- 2. Improve information sharing necessary for the review of tax payments of businesses
- On the issue of compliance with the Full Disclosure Policy, and manner of dealing with visitors, it is recommended that LGUs should review employees with the proper conduct and create citizen's feedback mechanism on their services
- 4. Lack of awareness of the basic rights in the part of citizens is one of the reasons for lack of citizen participation. The community should be informed of their rights and should be aware of what they can do to help their society
- 5. Non-availability of water in some municipalities, irrigation, farm-to-market roads and post-harvest facilities must be prioritized and put into place. These are conditions to sustained agricultural development efforts. The Department of Agriculture of the region should be empowered to spur food production in the area. Since Agriculture is a devolved function, the Agricultural offices of the province should enhance their capacity to pursue agricultural modernization and meet food security objectives of the LGUs
- 6. In the issue of food security, the national government and LGUs should create food security councils. This can be a helpful resource for developing and putting into practice risk management activities intended to serve the food security needs of the disadvantaged groups in the region. The council can categorize and strengthen community-based food security strategies, and can ask support from the civil society organizations to strengthen food security in the region

Capacity Building – Higher Education Institutions

Assessment of Capacities

There are about 81 higher education institutions (HEIs) both public and private that are in Northern Mindanao. The regional center that is Cagayan de Oro has 25 HEIs, followed by 19 from Misamis Oriental, 18 from Bukidnon, 17 from Lanao del Norte and two from Camiguin. There are seven local colleges (LCUs), ten state universities and colleges (SUCs), 57 private non-sectarian schools and 23 private schools. They offer various courses such as Arts and Sciences, Agriculture, Business Education, Health, Engineering, Information Technology, Teacher Education, Criminology and Law.

There are several schools that are Center for Development and Center of Excellence. Xavier University in Cagayan de Oro City is a Center for Development in Humanities and in Literature. Mindanao State University Iligan Institute of Technology (MSU-IIT) is a Center for Development in Filipino, Physics and Information Technology. Bukidnon State University (BukSU) on the other hand is a Center for Development in English. In Natural Sciences, Central Mindanao University (CMU) is a Center for Development and in Information Technology, Capitol University in Cagayan de Oro is a Center for Development as well. Schools that has Center of Excellence is MSU-IIT for Humanities, Information Technology and in Chemistry.

Two private universities in Cagayan de Oro were awarded with an autonomous status. These are Liceo de Cagayan University and Xavier University.

Enrollment in the region has been increasing since academic year 2010 – 2011, where private HEIs have the highest number of enrollees.

Among the HEIs in the region, six are recognized institutions who offer Public Administration and five HEIs that are government authorized.

Recommendations

- 1. Continue to create and uphold appropriate learning atmosphere and widen access to learners with special needs and those in special circumstances
- 2. Maintain the use of technology as well as sound and responsive education management in expanding and improving quality and access
- 3. Expand and strengthen the participation of various stakeholders and the LGUs to improve delivery of education in all levels
- 4. Encourage more allocations from the congressional districts to accommodate more scholars from poor families

REGION XI

JACK B. ISOLANA, DPA Mindanao State University

Decentralization in the Philippines as an approach to public service delivery has brought so much changes in the local governance landscape. No question that indeed it has enhanced development and democracy at the local level. Both political and administrative decentralization have their own gains and pitfalls.

Theoretically, decentralization is designed to maximize people's participation in decision-making processes on issues that concern them directly, encourage lower levels of government to be more self-reliant, hasten decision-making processes and decongest the central government of certain functions that could well be done at the lower levels.

In Region XI, economic growth has failed to bring down the rising number of poverty incidence. Its growing economy failed to contribute to human development in the region. Its human capital is relatively poor and has low resilience to disasters, climate change and armed conflict. The main challenges of the growing economy in the region, include the rising population and increasing number of poverty incidence. This shows that economic growth in the region is not inclusive. Its economic gains were captured alone by the few elites.

With regard to the status of Higher Education Institutions in the region, what did not work well are the supposed partnerships or collaborations between LGUs and HEIs for research, development and capacity building. While there are a number of partnerships for research and development between industries and HEIs only few were found between LGUs and HEIs. The reason behind this may be found by the fact that most HEIs were concentrated in urban places, and most of them have focused only in instruction and less on research and extension services. This is one aspect of decentralization that was not fully utilized or explored.

In addition, most HEIs in the region produced graduates that did not match the needs of the local industry. Commercial use of research recommendations is not widespread in the region due to lack of financial capital especially among Micro-Small and Medium Enterprises (MSMEs).

ACRONYMS AND ABBREVIATIONS

3D - Democratization, Decentralization for Development

CHED -Commission on Higher Education

DILG -Department of Interior and Local Government

DOLE -Department of Labor and Employment

HDI -Human Development Index

HEIs -Higher Education Institutions

ICT-BPO -Information Communication Technology-Business Processing Outsourcing

IRA -Internal Revenue Allotment

NSCB -National Statistics Coordination Board

NSO -National Statistics Office

PSA -National Statistics Authority

RFA -Rapid Field Appraisal

SPMC -Southern Philippines Medical Center

OVERVIEW

This report on emerging findings on the state of Democratization, Decentralization and Development (3D) through Rapid Field Appraisal has looked into the trends and patterns of local development, issues on devolution, administrative decentralization on basic services, democratization and status of Higher Education Institutions (HEIs) in connection to their critical roles for local development in Region XI. The report is divided into different topics; namely Patterns and Trends of Local Development, Profile of Higher Education Institutions (HEIs) and Other Capacity Building Institutions that offer Public Administration, Governance and related Public Management Education, the State of Democratization, Status of Decentralization, and Conclusions.

INTRODUCTION

Region XI also known as Davao Region is located in the southeastern portion of Mindanao. It is the most populous region in Mindanao and the 11th most populous in the country, with

a total of 4,468,563 inhabitants in 2010. Most of the region's finhabitants speak Cebuano. Prominent indigenous tribes include Bagobo, Manobo and Mansaka who speak their own dialects.

The region's economy is mainly agriculture, but is now developing into a center for agro-industrial business, trade and tourism. Figure 1 shows the map of Region XI.

The study covers all five (5) provinces of region, four (4) component cities and five (5) poorest municipalities taken from each province of the region. The provinces that comprised Davao Region include; Compostela Valley, Davao del Norte, Davao del Sur, Davao Oriental and Davao



Occidental which was created last 2013 and became the 27th province in Mindanao and the 81st new province of the country (nro.neda.gov.ph). Its territory was carved out from the second district of Davao del Sur. The region has six (6) cities, forty three (43) municipalities and 1,162 barangays. Its regional center is Davao City which is classified as a highly urbanized city. The provinces of Davao region enclosed the Davao Gulf.

The four component cities included in the study are Digos City, Panabo City, Tagum City and Mati City while the five poorest municipalities are Montevista in Compostela Valley, Talaingod in Davao del Norte, Kiblawan in Davao del Sur, Jose Abad Santos in Davao Occidental and Tarragona in Davao Oriental. The Socio-Demographic profile of the local governments covered in this study is presented in Table1.

Province Municipality	Land Area	Population	Annual Population Growth Rate±	Poverty Inci Among Far		Internal Revenue
manapanty	Sq.Km	2010	2007-2010	2009	2012	Allotment 2015
Compostela Valley	4, 667	687, 195	+2.78%	32.7%	36.3%	1,008,827,419
Davao del Norte	3,463	945, 764	+4.08%	29.2%	30.9%	1,009,510,645
Davao del Sur	2, 163	574, 910	+1.64%	20.8%	22.3%	1,126,206,016
Davao Occidental	2, 183	293,780	+2.76%	-	-	-
Davao Oriental	5, 164	517, 618	+2.31%	47.6%	48.0%	1,001,754,405
Digos City	287.1	149,891		18.8%*		499,730,358
Panabo City	251.23	174,364		14.8%*		507,038,096
Tagum City	195.8	242,801		15%*		557,775,943
Mati City	588.63	126,143		33%*		675,424,162
Montevista	225	39, 602	+4.39%	41.3%*	-	95,012,271
Talaingod	656.83	25, 566	+10.15	62.6%*	-	123,966,654
Kiblawan	390.07	44, 618	+1.31%	57.4%*	-	119,802,387
Jose Abad Santos	600.06	69, 631	+4.00%	72.3%*	-	172,361,951
Tarragona	300.76	25, 671	+1.92%	62.3%*	-	86,934701

Table 1: Socio-Demographic of LGUs covered in this Study

Sources of Data: National Statistics Office 2010, National Statistics Coordination Board 2014, Bureau of Local Finance, Davao City, DILG, LGU websites, nap.psa.gov.ph, DBM, *Small Area Poverty Estimate-2009

POPULATION

Based on the 2010 census, Davao del Norte has the biggest population of 945,764 and with the highest annual population growth of 4.08% in the region. It is followed by Compostela Valley with 687,195 and 2.78% population annual growth. Davao del Sur has 574,910 inhabitants with the lowest annual population growth of 1.64% among the provinces. Davao Oriental has 517,618, followed by Davao Occidental with 293,780 inhabitants, the smallest population in the region.

For the component cities, Tagum City has a population of 242,801, the biggest of the four component cities. It is followed by Panabo City with 174,364, Digos City with 149,891, and Mati City with 126,143 inhabitants.

Among the municipalities, Jose Abad Santos has 69,631 inhabitants, the biggest among the municipalities with 4% annual growth. It is followed by Kiblawan with 44,618 and with annual population growth of 1.31%, followed by Montevista with 39,602 with an annual growth of 4.39%, Tarragona with 25,671 and Talaingod with the smallest population of 25,566 yet with

the highest annual population growth of 10.15% (NSO 2010). Generally, there is an increase of population in all LGUs covered in the study. The region has in total population of 4,468,563 based on May 1, 2010 census.

POVERTY INCIDENCE

Almost half or 48% of the families in Davao Oriental lived below poverty line in 2012. From 2006 to 2012, its poverty incidence rose from 41.8% in 2006, 47.6% in 2009 and 48% in 2012. It is followed by Compostela Valley with 29.5% in 2006 to 36.3% in 2012. Only Davao del Norte showed a decline in poverty incidence from 32.2% to 30.9 % in 2012. Davao del Sur has increased its poverty incidence by 2.6% from 20.9% in 2006 to 22.3% in 2012. Davao Occidental has no record yet as it was created only in 2013. These figures are relatively the same with poverty incidence released by the Philippine Human Development Report for 2012/2013 (see also Figure 3 and Table 4).

Among the components cities covered, Mati City has the highest poverty incidence of 33%, followed by Digos City with 18.8%, Tagum City with 15% and Panabo City with 14.8% which is the lowest among the cities (2009 Small Area Poverty Estimates, DILG – Profile of LGUs).

For the municipalities covered, Jose Abad Santos in Davao Occidental has the biggest number or 72.3% of families are living below poverty threshold. It is followed by Talaingod and Tarragona which have 62.6% and 62.3% respectively, Kiblawan with 57.4% and Montevista with 4.3% of their families are living below poverty line (2009 Small Area Poverty Estimates, DILG – Profile of LGUs). These figures show that the number of poverty incidence in Davao region is rising despite of its economic growth.

LOCAL FINANCE

The LGUs covered in the study have a bigger share of Internal Revenue Allotment in 2015 compared to the previous years. Davao del Sur got PhP 1,126,206,016, the biggest share among the provinces in the region. It is followed by Davao del Norte with PhP 1,009,510,645, and Compostela Valley with PhP 1,008,827,419. Davao Oriental has the smallest share of PhP 1,001,754,405 while Davao Occidental has no available record yet on its IRA share.

Among the cities covered, Mati City has PhP 675,424,162 the biggest share, followed by Tagum City with PhP 557,775,943, Panabo City with PhP 507,038,096 and Digos City with PhP499,730,358 the smallest share among the four cities covered.

For the municipalities, Jose Abad Santos got the biggest share in the amount of PhP172,361,951. It is followed by Talaingod with PhP 123,966,654, Kiblawan with PhP 119,802,387, Montevista with 95,012,271 and Tarragona with the smallest share of 86,934,701 (see also Table 2).

Many of the LGUs are still dependent on their Internal Revenue Allotment. It seems they have poor ability in raising revenues. Updating of Local Revenue Code has become a sensitive issue among incumbent local leaders. Many landed politicians and businessmen are perceived to have opposed any move in updating the local revenue code.

86,934,701

2010 2011 2012 2013 2014 2015 676,841,937 698,492,940 **Compostela Valley** 733,636,314 780,883,828 883,042,767 1,008,827,419 **Davao del Norte** 722,839,723 783,140,097 745,735,663 851,540,603 962,674,924 1,009,510,645 768,600,071 830,988,734 792,237,536 876,740,108 Davao del Sur 988,544,841 1,126,206,016 **Davao Oriental** 682,262,464 738.146.685 703,590,283 779,213,668 878,951,176 1,001,754,405 **Davao Occidental** 537,998,412 386,320,008 414,983,122 394,324,270 443,634,616 507,038,096 **Panabo City** 417.989.991 448.749.795 391.633.797 434.017.503 487.997.463 557,775,943 **Tagum City Digos City** 396,436,265 425,835,457 366,315,451 388,894,297 499,730,358 437,457,733 **Mati City** 162,701,571 176,034,549 492,659,489 524,329,550 590,979,326 675,424,162 Montevista 60,237,343 65,164,541 63,211,018 73,494,176 83,250,745 95,012,271 **Talaingod** 77,553,233 83,964,288 81,285,723 95,537,678 108,355,772 123,966,654 83,077,881 **Kiblawan** 79,182,297 85,616,852 92,794,619 105,025,508 119,802,387 **Jose Abad Santos** 109,745,770 118,741,145 115,246,463 133,259,263 150,978,216 172,361,951

Table 2: Internal Revenue Allotment of LGUs from 2010-2015

Box 1

Tarragona

Human Development Index is a composite statistic of life expectancy, education and per capita income indicators. It is a tool developed to measure and rank countries' overall achievement in its social and economic dimensions (The Economic Times).

60,032,685

67,350,355

76,203,444

61,932,886

Longevity is measured by life expectancy at birth.

57,295,855

Knowledge is measured by mean years of schooling that refers to the years in school of people ages 25 years and above. It is a stock variable measuring the education of adults. Expected years of schooling or the average number of years children (ages 6-24) are expected to attain in adulthood if enrollment rates stay at their current levels, measures the education of children. The latter recasts enrollment information into years of schooling, so that the education index is now framed as a measure of years of schooling, an outcome variable, which gives equal weight to current and future generations.

Descent Standard of living is measured by gross national income (GNI) per capita, replacing gross domestic product (GDP) per capita.

I. PATTERNS AND TRENDS OF LOCAL DEVELOPMENT

A. Economy

The economy of Davao Region is largely based on agriculture, and it has consistently grown through the years. While it is an agriculture-based economy, its tourism, mining, services and industrial sectors have also contributed to the growth of the economy.

The ICT-BPO industry is identified as the fastest growing sectors in the region dominating the voice sector. In 2010 it has eighteen call centers, capturing 86 percent of the sector's labor force. Non-voice sector composed of software development, graphics animation, and transcription, absorbed the remaining 14 percent, with its forty companies (Davao Regional Development Plan 2011-2016).

Tourism has also played a major role in its economy. The region has a wide array of tourism facilities that include hotels, resorts, restaurants, cafes, malls, medical facilities, as well as, land, sea and air transport. The tourism industry is also well supported with modern and affordable medical services offered by a number of hospitals, health and wellness establishment that offer alternative treatment procedures like iridology, acupuncture, massage, among others that attract more local and foreign tourists. The region may now be considered as a Medical Tourism Hub in Mindanao (Davao Regional Development Plan 2011-2016).

For its agricultural products, the region is the number one producer of bananas and coconuts in the country, second in coffee and fourth in cacao. It supplies 61 percent of Mindanao's banana output and about 45 percent of the country's total. The region is also a leading producer of fruits such as durian, pomelo and mangosteen. The region's trading partners include Japan, USA, Korea, China, the Middle East, and European countries (Davao Regional Development Plan 2011-2016).

Another driver of the region's economy is the mining industry. It was estimated in 2010 that around 189 million metric tons of gold deposits are mostly found in Mt. Diwata in Compostela Valley and nickel deposits of 490.7 million metric tons are mostly located in Davao Oriental and Compostela Valley (Davao Regional Development Plan for 2011-2016).

B. Labor and Employment

Based on the data from 2005 to 2013, the region's labor force comprised an average of 65.5 percent of the working age population. For the same period, the average employment rate was 94.41 percent. For the past six years, unemployment rates remained at single digit levels with the average of 5.58 for the same period while underemployment has been fluctuating. It decreased from the 2005 level of 25.8 percent to 21.1 percent in 2013 (see Table 3).

Table 3: Labor Force, Employment, Unemployment and Underemployment in Davao Region, 2005- 2013 (%)

Indicators	2005	2006	2007	2008	2009	2010	2011	2012	2013
Labor Force Participation	66.4	66.0	65.6	65.7	66.2	65.5	66.4	63.8	64.4
Employment Rate	94.1	94.5	95.1	95.7	94.0	93.9	94.6	94.1	93.7
Unemployment Rate	5.9	5.5	4.9	4.3	6.0	6.1	5.4	5.9	6.3
Underemployment Rate	25.8	19.1	15.5	16.1	17.1	16.2	15.1	16.1	21.1

Source: NSO/PSA/DOLE

Figure 2 shows the fluctuating trend of unemployment in the provinces of the region from 1997 to 2009. Davao Oriental showed a decrease in unemployment from 7.4% in 1997 to 5.4% in 2009. The same with Compostela Valley where in 2003 it has 6.2% and went down to 5.6% in 2009. However, in the case of Davao del Sur, it has 7.6% rate in 1997 and it went high to 11.1% in 2000. But from 2003 it went down again to 9.5% in 2009. Only Davao del Norte showed an increasing pattern of its unemployment from 8.6% in 1997 to 10.1% in 2009.

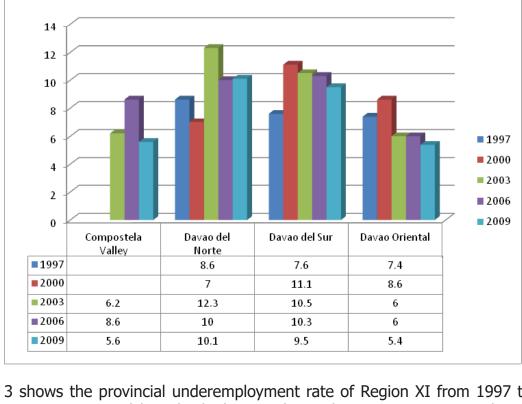


Figure 2: Provincial Unemployment Rate in Region XI 1997-2012 (%)

Figure 3 shows the provincial underemployment rate of Region XI from 1997 to 2009. It showed that Davao Oriental has the highest underemployment rate among the provinces in the region. Though it has the highest underemployment rate among the provinces, it shows a decreasing pattern from 45.9% in 1997 to 32.4 in 2009. This is followed by Davao del Norte with 34.1% in 1997 to 20.1% in 2009. Davao del Sur got the lowest rate of underemployment in the region. It significantly dropped from 30.9% in 1997 to 20.8% in 2009. Generally, from 1997 to 2009 there is a significant decrease in underemployment in Region XI (see Table 5).

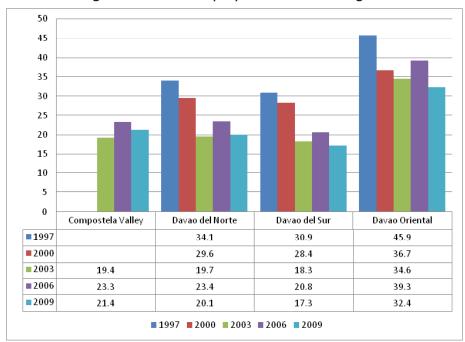


Figure 3: Underemployment Rate in Region XI

C. Social Services Development

Region XI has the biggest government hospital in Mindanao, the Southern Philippines Medical Center (SPMC) located in Davao City. It is equipped with modern medical facilities. The region also has modern facilities for special needs of patients such as the Cancer Center, Heart Center, Kidney Center and Burn Center. The Davao Regional Hospital located in Tagum City is the second biggest hospital in the region which offers the same quality of medical and health services as the SPMC.

Aside from these public hospitals, there are also a number of private hospitals in the region that provide health and medical services. These are the Davao Doctors' Hospital, San Pedro Hospital, Brokenshire Memorial Hospital, Ricardo Limso Medical Center, and the Davao Medical School Foundation Hospital. Many of them offer health trainings and specialized medical care services such as dialysis and eye laser centers. Health facilities are also available in the region such as nursing homes for the old-aged persons, differently-abled persons, women and children. In addition, it has also psychiatric hospitals, psychotherapy clinics and counseling centers which are managed by internationally-trained medical and health professionals.

D. Human Development

Aside from economic and social – services development, another way and perhaps the ultimate measure of local development is to look into the human development, prevalence of poverty, employment and underemployment rate of the locality.

Figure 4 shows that from 1997 to 2009 Human Development Index and in a scale of 0 -1, where zero (0) is the lowest or no development at all and one (1) as the highest or with a very high development, Davao del Sur has remained in the category of "medium development" in the span of 12 years although its HDI score has decreased from 0.607 in 1997 to 0.602 in 2009. It is followed by Davao del Norte that hurdled one knot from 0.435 in 1997 or "low development" to 0.506 or "medium development" category in 2009. Both Compostela Valley and Davao Oriental have remained in "low development" category for 12 years with 0.418 in 2003 to 0.461 in 2009 and 0.451 in 1997 to 0.356 in 2009 (see to Table 6).

Figure 4 also shows that no province in the region has attained the category of very high development or even in high development category. While Davao del Sur has remained in medium development category from 1997 to 2009 its HDI slightly decreased. Compostela Valley and Davao del Norte showed increases in human development index but not significant. Davao Oriental consistently showed decrease in human development with a significant slide of score from 0.451 in 1997 to 0.356 in 2009. Generally human development in the region is relatively poor.



Figure 4: Human Development Index of Region XI 1997-2009

Source: Philippine Human Development Report 2012/2013

When it comes to life expectancy, Davao Oriental has the highest record in 2009 in the region with an average of 71.3 years. It is followed by Davao del Sur with 70.2 years in 2009 from 67.4 in 1997. Compostela Valley and Davao del Norte have the same age average of 68.3 years in 2009 from 65.9 years in 2003 and 61.8 years in 1997 respectively. Generally, life expectancy of the residents of Region XI showed a significant improvement from 1997 to 2009 (see Table 6).

In terms of education, Davao del Sur got the highest education index among the four provinces of region XI with a score of 0.856 in 2009 from 0.836 in 1997. This is followed by Davao del Norte with 0.820 in 2009 from 0.794 in 1997. Davao Oriental and Compostela Valley have shown a decrease in education having an education index of 0.689 in 2009 from 0.718 in 1997 and 0.773 in 2009 from 0.784 in 2003 to respectively. This means that the first two provinces have improved its education index while the other two provinces showed the opposite (see Table 6).

In average income from 1997 to 2009, the residents of Davao del Sur remained to have the highest income average in the amount of PhP 45,988 in 2009 though this figure has been significantly reduced from PhP 49,202 in 1997. Residents of Davao del Norte have shown huge increased income average of PhP 36, 024 in 2009 from PhP 31,696 in 1997. It is followed by Compostela Valley where it also registered improvement in income average of PhP 32,429 in 2009 from PhP 29,180 in 2003. Although the income average of these two provinces are comparatively low with that of Davao del Sur, nevertheless, it increased from 1997 to 2009. Residents of Davao Oriental have registered a significant decrease of average income from PhP 34,027 in 1997 to PhP 24,996 in 2009. The trend of income in Region XI from 1997 to 2009 is fluctuating. Half of the province shows improvement while the other half also shows a decrease (see Table 6).

Table 6: Provincial Human Development Index in Region XI (Year 1997-2009)

Provinces	Year	Life Expectancy at birth (years)	Mean Years of Schooling	Expected Years of Schooling	Per Capita Income (PPP NCR 2009 pesos)	Life Expectancy Index	Education Index	Income (PPP) Index	HDI	Description
	2009*	68.3	7.4	11.6	32, 429	0.764	0.773	0.309	0.461	Low Development
Compostela	2006*	67.1	7.2	11.9	27, 845	0.745	0.770	0.270	0.402	Low Development
Valley	2003*+	65.9	7.5	11.9	29, 180	0.726	0.784	0.254	0.418	Low Development
	2000**	-	-	-	-	-	-	-	-	-
	1997	-	-	-	-	-	-	-	-	-
	2009*	68.3	8.1	11.9	36, 024	0.764	0.820	0.326	0.506	Medium Development
	2006	67.1	8.0	12.5	33, 140	0.745	0.832	0.297	0.476	Low Development
Davao del	2003*+	65.9	7.5	11.9	41, 327	0.726	0.784	0.307	0.534	Medium Development
Norte	2000	64.7	7.4	11.9	30, 304	0.707	0.781	0.251	0.427	Low Development
	1997	61.8	7.6	12.0	31, 696	0.661	0.794	0.275	0.435	Low Development
	2009	70.2	8.8	12.0	45, 988	0.795	0.856	0.356	0.602	Medium Development
	2006	69.4	8.6	11.8	45, 337	0.782	0.837	0.338	0.590	Medium Development
Davao del	2003	68.6	8.3	12.0	45, 137	0.770	0.831	0.314	0.584	Medium Development
Sur	2000	67.8	8.2	11.8	47, 771	0.757	0.821	0.315	0.596	Medium Development
	1997	67.4	8.6	11.8	49, 202	0.750	0.836	0.336	0.607	Medium Development
	2009	71.3	6.5	10.5	24, 996	0.812	0.689	0.258	0.356	Low Development
	2006	69.7	6.3	10.7	27, 161	0.787	0.682	0.255	0.384	Low Development
Davao	2003	68.1	7.2	12.3	24, 973	0.762	0.785	0.218	0.363	Low Development
Oriental	2000	66.6	6.7	11.1	36, 334	0.737	0.720	0.268	0.481	Low Development
	1997	63.8	6.8	10.9	34, 027	0.692	0.718	0.274	0.451	Low Development

Source: Philippine Human Development Report 2012/2013

Box 2.

Poverty Incidence is the number of households having an income below poverty threshold. **Poverty**Threshold is the income needed to sustain food and non-food needs of the household.

Unemployment rate is a measure of the prevalence of unemployment and it is calculated as a percentage by dividing the number of unemployed individuals by all individuals currently in the labor force. Formula: Number of unemployed persons/labor force=unemployment rate

Labor Force refers to the total number of those who are working and unemployed.

Underemployment rate- a measure of the prevalence of workers that are highly skilled but work in low paying jobs, or workers that are highly skilled but work in low skill jobs and part time workers that would prefer to be full-time.

E. POVERTY INCIDENCE

Figure 5 shows the poverty incidence in Region XI from 1997 to 2009. Out of the four provinces covered in the Philippine Human Development Report 2012/2013, Davao Oriental got the highest and increasing number of households living below poverty threshold ranging from 50% in 1997 to 52.9% 2009 of its total population. It is followed by Davao del Sur which has the lowest and slightly decreasing number of households living in poverty ranging from 25.6% in 1997 to 24.5% in 2009 of its total population in a span of 12 years. Both Compostela Valley and Davao del Norte have placed next to Davao Oriental with high number of poverty incidence ranging from 44.7% in 2003 to 36.2% in 2009 and 39.2% in 1997 to 33.8% in 2009 respectively of its total population. These two provinces have shown significant decrease in poverty incidence as compared to Davao del Sur. Generally Region XI except Davao Oriental, showed a slow but decreasing pattern of poverty incidence in a span of 12 years. This decrease however is found not consistent for the entire period of 12 years (see Table 7).

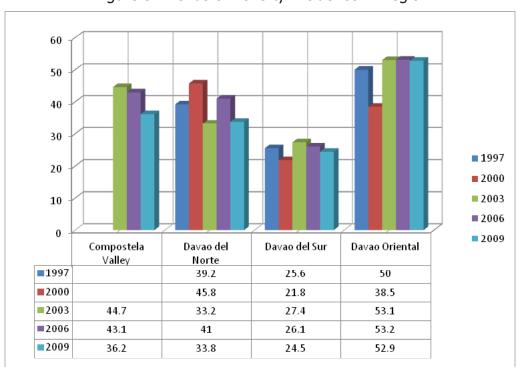


Figure 5: Trends of Poverty Incidence in Region XI

Box 3.

HEI refers to an institution of higher learning that primarily offers degree programs classified as follows:

SUCs or State University/College – a chartered public higher education institution established by law, administered, and financially subsidized by the government.

CSI or CHED Supervised Institution- a non chartered public post secondary education institution established by law, administered, supervised, and financially supported by the government.

SP or Special Public HEI – a category of public organization offering higher education programs related to public service in pursuance of the basic mandate of their parent agencies and are operated and controlled in accordance with special laws that created them. Example DAP- Development Academy of the Philippines, PMA - Philippine Mational Police Academy, Philippine Safety College and National Defense College (2006 Glossary of Commonly Used Terms in Education Statistics).

II. PROFILE OF HIGHER EDUCATION INSTITUTIONS (HEIS) AND OTHER CAPACITY BUILDING INSTITUTIONS



Figure 6: HEIs in Region XI

Source: Modified Map from www.discoverdavao.com

A. Programs in Governance, Public Administration and Local Governance

There are eighty three (83) Higher Education Institutions (HEIs) in the region, 18% or fifteen (15) of these are public HEIs classified into: five (5) State Universities namely: University of Eastern Philippines (USEP) with four campuses; Mintal and Obrero Campus in Davao City and Tagum and Mabini Campus in Davao del Norte, and the University of the Philippines-Mindanao. Seven (7) are State Colleges namely; Davao del Norte State College in Davao del Norte, Southern Philippine Agriculture, Business, Marine and Aquatic School of Technology (SPAMAST) with

campuses in — Digos, Davao del Sur, Mati in Davao Oriental, Malita in Davao Occidental, Davao Oriental State College of Science and Technology with campuses in Mati City, Cateel and Isidro Campus in Davao Oriental. The three (3) local colleges include; Kolehiyo ng Pantukan in Davao del Norte, Monkayo College of Arts, Science and Technology in Compostela Valley and Kapalong College of Agriculture, Science and Technology in Davao del Norte. The biggest number of HEIs in Davao Region is composed of private colleges and universities. These include the three private universities namely; Ateneo de Davao University, University of Mindanao and University of Immaculate Conception which comprised 4% out of the total HEIs in Region XI and the 78 % or 63 HEIs composed of private colleges Most of the privately owned HEIs are located in Davao City (see Figure 8 and Table 8).

The leading academic programs in the region include; medical, commerce, IT-related and allied disciplines. There is also a growing number of language schools such as; Korean, Japanese, Chinese, Arabic, Spanish, German languages and review centers for national and international professional licensure examinations, i.e., Test of English as a Foreign Language (TOEFL), International English Language Testing System (IELTS).

Figure 6 shows that out of 83 HEIs in the region only five (5) offer programs in Public Administration and Development Administration. These include University of Southeastern Philippines in Mintal and Obrero Campuses located in Davao City and its Campus in Tagum City, Davao del Norte, University of Mindanao in Davao City, Ateneo de Davao University and St. Thomas More School of Law and Business in Davao del Norte.

The University of Southeastern Philippines-Mintal campus offers Bachelor of Science Public Administration, Master of Public Administration, Bachelor of Science in Community Development, Master of Science in Community Development, Master of Science in Environmental and Resource Management, and Doctor of Philosophy in Developmental Research and Doctor of Development Administration while its Obrero Campus offers Master of Public Administration, Master of Development Administration, Doctor of Philosophy in Developmental Research and Doctor of Development Administration. Its satellite campus in Tagum, Davao del Norte offers only Master of Public Administration.

The University of Mindanao in Davao City campus offers Bachelor in Public administration, Master of Public Administration and Doctor of Public Administration while its Tagum Campus offers Master of Public Administration. On the other hand, Ateneo de Davao University in Davao City offers Doctor of Public Administration, Master of Public Administration and Doctor of Development Studies. Saint Thomas More School of Law and Business is the only private college that offers Bachelor in Public Administration in Davao del Norte.

It can be observed also that majority of HEIs in the region are concentrated in urban areas of the region particularly in Davao City, component cities and municipalities of the provinces in the region. If development is to be felt evenly across the region, HEIs as a catalyst of change must be strategically established or satellite campuses must be opened with relevant academic programs in places in the region where they are mostly needed.

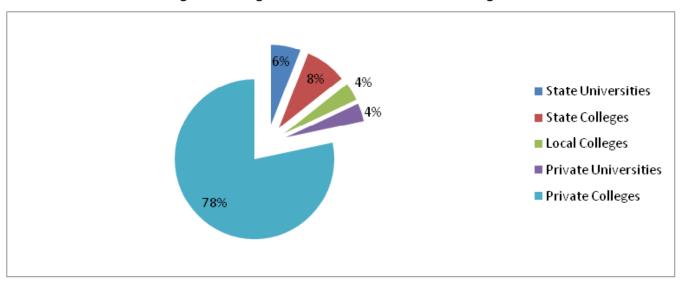


Figure 8: Higher Education Institutions in Region XI

B. Capacities: Faculty, Resource Persons and Specialization

While there are many HEIs in the region, their presence could hardly be felt in the periphery because most of them are located in urban places like in Davao City. Likewise, most HEIs have prioritized instruction over other mandates of institutions of higher learning like research, extension and production. Key informants cited insufficiency of research funds and lack of interest of teaching and non-teaching personnel to engage in research, especially in private HEIs. Research output and extension services are quite strong only in some established HEIs like Ateneo de Davao University, University of Mindanao, University of Southeastern Philippines and a few number of State Colleges.

Aside from insufficient funds for research and development, poor access to it, and job contracting of faculty services were also cited as contributory to poor research output and extension services of HEIs in the region.

With only few HEIs offering courses in public administration, governance, community development and other related public management courses in the region, there seems to be a perception that these academic programs were not given so much importance considering their critical impact in the public sector. Most of the academic programs of HEIs in the region addressed only the demands of the professional, business and industrial sectors.

In terms of capacity to become the Governance Hub in the region, the University of Southeastern Philippines has the necessary programs, expertise, experience and personnel to conduct trainings and other capacity building for local officials. Part of its University Extension Services mandate and currently carried out is the capability programs for local government units, Modern Management, Local Economic Promotion and Local Fiscal Administration trainings. Likewise, Ateneo de Davao University, University of Mindanao and University of Southeastern Philippines have strong expertise in research and extension services.

C. Network and Consortia Arrangement

Davao Region has at least four research consortia that produced a number of researches aside from those produced by HEIs and private industries. However, the adoption of the research recommendations for commercial use is not widespread. One major reason is the lack of resources of industries, especially MSMEs to adopt available technologies. In addition, many of these researches do not directly match industry research requirements resulting to non-utilization of their recommendations.

The Davao Regional Development Research Agenda has served as a reference in the conduct of researches for the region's top priority industry clusters. These include; the banana, coconut, mango, seaweeds, wood, mining, tourism, ICT, livestock and poultry, biofuel, and machineries and equipment. These are considered as the region's growth drivers.

There are industries in the region that have established collaboration with some HEIs like the agribusiness industry clusters and the Southern Philippines Agri-business and Marine and Aquatic School of Technology (SPAMAST) and the UP Mindanao, the wood and mining industry clusters with the University of Southeastern Philippines and the ICT industry cluster with the Ateneo de Davao University. The rest of the industry clusters are taken care of by other HEIs such as Women's College of Davao and the University of the Immaculate Conception together with research centers like Philippine Coconut Authority Research Center and the DOST-Metal Industry Research and Development Center.

The University of Southeastern Philippines and Ateneo de Davao University are long time members of the Association of Schools of Public Administration in the Philippines (ASPAP) that promotes innovation in public administration and governance. Aside from this, Ateneo de Davao University has established linkages to funding institutions, business, and civic organizations for research and extension services.

D. Recommendation

In order to fully support the priority industry clusters, the region needs to address the low scientific and technological quotient in schools, workplaces and business establishments, low capacity of small farmers and industries for R&D, technology adoption, and innovation, weak linkage between researchers and research users, low investments in science and technology infrastructure and human resource capital. The region's Research and Development (R&D) consortia should proactively undertake the conduct of researches on products and technologies as required by the region's industries. This will also involve capacitating industries in absorbing these new knowledge and technologies to advance productivity.

In order to capacitate HEIs and its personnel, government needs to allocate more funds for research and development not only accessible to SUCs but also to HEIs in the private sector especially to their teaching and non-teaching personnel.

Equal emphasis must be given to research and extension services as inherent mandates of HEIs. Regulatory agencies should ensure that HEIs will give equal attention to these mandates so

that their existence can fully create an impact to local communities. Also, HEIs should encourage their faculty members to conduct research and extension services by giving more incentives and emphasizing that these are inherent obligations of faculty members. Non-teaching personnel should likewise be encouraged and given opportunity to do individual research and community service.

Table 8: List of HEIs in Region XI

Higher Education Institutions (81 HEIs)	Classification	Programs in Public Administration, Governance and other public management courses	Networks, Consortium, Areas of Cooperation
COMPOSTELA VALLEY (4 HEIS)	1 – Public		
Assumption College of Nabunturan	3 – Private Private	-	
Assumption College of Nabunturan Laak Institute Foundation	Private	-	
Legacy College of Compostela	Private	-	
Monkayo College of Arts, Sciences and Technology	Local College	-	
DAVAO CITY (37 HEIs)	3 – Public		
	35 – Private		
1. Aces Polytechnic College	Private	-	
2. AMA Computer College	Private	-	
3. Assumption College of Davao	Private	-	
4. Ateneo de Davao University	Private University	-Doctor of Public Administration, -Master of Public Administration -Doctor of Development Studies	ASPAP member
5. Brokenshire College	Private		
6. Christian Colleges of Southeast Asia	Private		
7. Davao Central College	Private		
8. Davao Doctor's College	Private		
9. Davao Medical School Foundation	Private		
10. Davao Merchant Marine Academy (DMMA) College of Southern Philippines	Private		
11. Davao Vision Colleges	Private		
12. General Baptist Bible College	Private		
13. Holy Child College of Davao	Private		
14. Holy Cross College of Calinan	Private		
15. Holy Cross College of Sasa	Private		

16. Hely Cross of Dayles College	Drivata		
16. Holy Cross of Davao College	Private		
17. Intercity College of Science and Technology	Private		
18. Job and Business Success Academy	Private		
19. John Paul II College of Davao	Private		
20. Joji Ilagan Career Center, Inc College of Business and Tourism	Private		
21. Jose Maria College of Davao City	Private		
22. MATS College of Technology	Private		
23. Mindanao Kokusai Daigaku	Private		
24. Mindanao Medical Foundation College	Private		
25. Philippine College of Technology	Private		
26. Philippine Women's College	Private		
27. Philippine Women's College of Davao	Private		
28. Rizal Memorial Colleges	Private		
29. St. Francis Xavier College Seminary	private		
30. Saint Peter's College of Toril	Private		
31. Samson Polytechnic od Davao	Private		
32. San Pedro College	Private		
33. Southern Philippines Baptist Theological Seminary	Private		
34. University of Mindanao – Matina, Davao City	Private University	-Bachelor in Public Administration	
		- Master in Public Administration	
		- Doctor in Public Administration	
35. University of Southeastern Philippines – Mintal	State University	-BS Public Administration	-ASPAP member
		-BS Community Development	
		-Master of Public Administration	
		-MS in Development Administration	
		-MS Environmental and Resource Management	
		-PhD. in Development Research and Administration	

36.	University of Southeastern Philippines – Obrero Main Campus	State University	-Doctor in Development Administration - Doctor in	-ASPAP member -Extension Services: Capability programs for
		ŕ	Development Research Administration, -Master of Public Administration	LGUs: Modern Management, Local Economic Promotion, Local Fiscal Administration
37.	University of the Immaculate Conception	Private University		
38.	University of the Philippines-Mindanao	State University		
DAV	/AO DEL NORTE (20 HEIs)	5 – Public		
		16 - Private		
1.	Aces Tagum College	Private		
2.	Arriesgado College Foundation	Private		
3.	Davao del Norte State College	State College		
4.	Davao Winchester Colleges	Private		
5.	Estella College	Private		
6.	Gabriel Taborin College of Davao Foundation	Private		
7.	Holy Cross of Davao College-Babak	Private		
8.	Kapalong College of Agriculture, Sciences and Technology	Local College		
9.	Kolehiyo ng Pantukan	Locall College		
10.	Liceo de Davao	Private		
11.	North Davao College- Tagum Foundation	Private		
12.	North Davao Colleges-Panabo	Private		
13.	St. Mary's College, Inc. of Tagum	Private		
14.	St. Thomas More School of Law and Business	Private	Bachelor in Public Administration	
15.	Tagum City College of Science and Technology Foundation, Inc.	Private		
16.	UM Panabo College	Private		
17.	UM Penaplata College	Private		
18.	UM Guinga College	Private		
19.	UM Tagum College	Private	Master in Public Administration	
20.	University of Southeastern Philippines – Mabini Campus	State University		
21.	University of Southeastern Philippines – Tagum Campus	State University		
DAV	/AO DEL SUR (10 HEIs)	1 – Public		
		9– Private		
1.	Cor Jesu College	Private		

2.	Holy Cross of Bansalan College	Private	
3.	Serapion C. Basalo Memorial Foundation College	Private	
4.	South Philippine Adventist College	Private	
5.	Southeastern College of Padada	Private	
6.	Southern Philippine Agriculture, Business, Marine and Aquatic School of Technology (SPAMAST) - Digos	State College	
7.	STI Digos	Private	
8.	Polytechnic College of Davao del Sur	Private	
9.	UM Digos College	Private	
10.	UM Guinga College	Private	
DA	VAO OCCIDENTAL (2 HEI)		
1.	Southern Philippine Agriculture, Business, Marine and Aquatic School of Technology (SPAMAST) – main campus - Malita	State College	
2.	Holy Cross of Malita	Private	
DA	VAO ORIENTAL (9 HEIS)	5 – Public	
		4 – Private	
1.	Davao Oriental State College of Science and Technology- Mati City	State College	
2.	Davao Oriental State College of Science and Technology-Cateel Extension Campus	State College	
3.	Davao Oriental State College of Science and Technology-San Isidro Campus	State College	
4.	Governor Generoso College of Arts, Science and Technology	Private	
5.	Mati Doctor's College	Private	
6.	Mati Polytechnic College	Private	
7.	Southern Philippine Agriculture, Business, Marine and Aquatic School of Technology (SPAMAST)	State College	
8.	Southern Philippine Agriculture, Business, Marine and Aquatic School of Technology (SPAMAST) - Mati	State College	
9.	St. Mary's College, Inc. of Baganga	Private	

III. DEMOCRATIZATION

A. Protection of Human Rights

From 2012 to 2013, the Human Rights Commission in Region XI has recorded a 0.18% decrease incidence of human rights violation from 252 cases in 2012 to 163 cases in 2013. But the number of people directly involved and affected by these incidents of human rights violation has increased by 11% and 0.25% respectively (2013 CHR Annual Report; page 6).

In 2014, the CHR – Region XI office has recorded 84 cases of human rights violation from January 2014 to March 2015. Allegedly, most of these cases are perpetrated by the police and military. According to Emilio Cajes, Chief Investigator in Region XI, 43 or more than half of these cases were killings in various forms. Complaints received by his office were mostly against the Philippine National Police (PNP) and the Armed Forces of the Philippines (AFP) (http://www.edgedavao.net/index.ph?option=com_content&view=article&id=20901%3Archr-records-84-humanrights-violation-cases-since-2014&catid=68%3Athebig-news&Itemid-96).

B. Dynasties/Families Dominating Local Politics

For decades, wealthy and powerful families dominated Philippine politics that resulted in concentration of power among the elite families and in promoting corruption particularly the abuse of power. Political dynasties in the country have shown the absence of real political competition because of the uneven economic structure that allows few families to monopolize wealth and power. In Davao Region, the following families are among those who dominated politics in the past decades, these include; Garcia, Lopez and Duterte in Davao City, Del Rosario, Lopez and Sarmiento in Davao del Norte, Bautista and Cagas in Davao del Sur and Almario, Zoza and Palma in Davao Oriental (http://cenpeg.org)/www.endpoliticaldynasty.com).

Respondents in the interview revealed that the Duterte's dynasty has shown good performance and has gained general acceptance from the public not only in Davao City but also in the entire region specially in terms of addressing criminality.

C. Voter Turn Out

The number of registered voters in the region showed an increasing pattern from 2001 to 2013. In 2013 elections the region had 2,660,156 voting population. This was higher by 90,150 or 3.5% than the 2570,006 voters registered in May 2010 elections (NSCB Fact Sheet; May 8, 2013). Davao Oriental got the highest percentage increase of registered voters from 2010 to 2013 with 10.0 percent. This is followed by Davao del Norte with 5.6%, Compostela Valley with 5.5%. Davao del Sur has a slight increase of .06% (COMELEC XI).

While there is increasing pattern of voting population in the region, voters turn out on the contrary has shown decreasing trend from 2001 to 2010 elections. In 2001 elections, 74.5% of the registered voters actually voted. In 2004 elections, the voters turn out dropped to 72.3% and it continuously dropped to 68.0% in 2007. But in 2010 elections, it went up by 0.1% (http://FSm02-RD11-2013f-May9,2013election.pdf).

A downward pattern of voters turn out is evident in the province of Davao Oriental with 78.4% in 2001 and dropped to 76.5% in 2007 and slightly dropped further to 76.4% in the 2010 elections. Compostella Valley has also a similar experience from a voters turn out of 76.7% in 2004 to 75.9% in 2007 and 75.6% in 2010 elections. The provinces of Davao del Norte and Davao Oriental had shown an erratic trend of voters turn out (http://FSm02-RD11-2013f-May9,2013election.pdf).

D. Emerging Issues and Concerns

One of the pressing concerns in the region is the growing public perception of military abuse that resulted in extra-judicial killings, enforced disappearance and harassments against indigenous peoples in the areas.

In addition, there is a continuing extortion against local farmers and businessmen allegedly committed by the New People's Army and other organized crime groups in the areas.

IV.State of Decentralization/Devolution in the Region

- a. Health
- b. Agriculture
- c. Social services
- d. Environment and Natural Resources
- e. Justice and Legal Services

CONCLUDING NOTES

With respect to its economy, the region's main challenge today is how to sustain its high economic growth. While the agro-industrial sector, tourism, ICT-BPO and mining industries have significantly contributed to the region's economy, the region's human capital is less competitive, relatively poor and has low resilience to disasters, climate change, and conflict.

These factors are mainly connected to poor governance which in turned perceived to be largely responsible for corruption particularly red tape, low investment in human development, and limited capacity to monitor program implementation and to perform regulatory functions.

Furthermore, corruption in the region is seen to have resulted in the inadequacy and inefficiency of infrastructure and logistics support and high transaction costs. Investment in human resource development did not create the ideal workforce that would address the growing demands from the region's economy. This has contributed to the vicious cycle of poverty.

The challenges to the region's economy revolved around the following complex factors; poor environmental governance, high interest rates, corruption, high transportation and shipping costs, inadequate and inefficient infrastructure and logistics support, and low assimilation of technology and inclination for innovation.

In addition, poor governance is also identified as among the major reason for the weak enforcement of environmental laws and the lack of livelihood opportunities in the region that exacerbate the degradation of its forests.

Another challenge that confronted the region's economy is the increasing population and poverty incidence. The rising poverty in the region implies that only few have benefited from the economic growth. Worst, the low human development in the region is not even distributed fairly across the population, including the opportunities and achievement for human development.

As to democratization, human development may be considered, as argued by some development workers, as the ultimate content substance in all democratic institutions. In line with this, decentralization of finances, devolution of government functions, and strengthening of local governance should now be appropriately anchored upon statistical measures of human development because in essence these measures describe the quality of lives of the people in the local community.

The information we have in the region about measures of human development will show that many of the policies for development need to be reexamined in the light of recent human development report. With this information, decision makers, policymakers and even the end beneficiary should be properly guided in identifying the areas where resources of government should be directed.

Finally, if the region desires to enhance reliable and accessible information system for development in all dimensions, it must really require that LGUs, HEIs, Research Centers, industries, IT companies and the Philippine Statistics Authority together with domestic and foreign funding institutions to come together to complement the democratization and decentralization processes not only in the region in particular but also in the entire country in general.

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APPENDICES:

Table 1: Socio-Demographic of LGUs covered in this Study

Province Municipality	Land Area	Population	Annual Population Growth		overty Incidence Among Families		Internal Revenue
Maineipancy	Sq.Km	2010	Rate± 2007-2010	2006	2009	2012	2015
Compostela Valley	4, 667	687, 195	+2.78%	29.5%	32.7%	36.3%	1,008,827,419
Davao del Norte	3,463	945, 764	+4.08%	32.2%	29.2%	30.9%	1,009,510,645
Davao del Sur	2, 163	574, 910	+1.64%	20.9%	20.8%	22.3%	1,126,206,016
Davao Occidental	2, 183	293,780	+2.76%	-	-	-	-
Davao Oriental	5, 164	517, 618	+2.31%	41.8%	47.6%	48.0%	1,001,754,405
Digos City	287.1	149,891			18.8%		499,730,358
Panabo City	251.23	174,364			14.8%		507,038,096
Tagum City	195.8	242,801			15%		557,775,943
Mati City	588.63	126,143			33%		675,424,162
Montevista	225	39, 602	+4.39%	-	41.3%*	-	95,012,271
Talaingod	656.83	25, 566	+10.15	-	62.6%*	-	123,966,654
Kiblawan	390.07	44, 618	+1.31%	-	57.4%*	-	119,802,387
Jose Abad Santos	600.06	69, 631	+4.00%	-	72.3%*	-	172,361,951
Tarragona	300.76	25, 671	+1.92%	-	62.3%*	-	86,934701

Sources of Data: National Statistics Office 2010, National Statistics Coordination Board 2014, Bureau of Local Finance, Davao City DILG, LGU websites, Nap.psa.gov.ph, DBM *Small Area Poverty Estimate-2009

Table 2: Internal Revenue Allotment of LGUs from 2010-2015

LGUs	2010	2011	2012	2013	2014	2015
Compostela Valley	676,841,937	733,636,314	698,492,940	780,883,828	883,042,767	1,008,827,419
Davao del Norte	722,839,723	783,140,097	745,735,663	851,540,603	962,674,924	1,009,510,645
Davao del Sur	768,600,071	830,988,734	792,237,536	876,740,108	988,544,841	1,126,206,016
Davao Oriental	682,262,464	738,146,685	703,590,283	779,213,668	878,951,176	1,001,754,405
Davao Occidental	-	-	-	-	-	-
Panabo City	386,320,008	414,983,122	537,998,412	394,324,270	443,634,616	507,038,096
Tagum City	417,989,991	448,749,795	391,633,797	434,017,503	487,997,463	557,775,943
Digos City	396,436,265	425,835,457	366,315,451	388,894,297	437,457,733	499,730,358
Mati City	162,701,571	176,034,549	492,659,489	524,329,550	590,979,326	675,424,162
Montevista	60,237,343	65,164,541	63,211,018	73,494,176	83,250,745	95,012,271
Talaingod	77,553,233	83,964,288	81,285,723	95,537,678	108,355,772	123,966,654
Kiblawan	79,182,297	85,616,852	83,077,881	92,794,619	105,025,508	119,802,387
Jose Abad Santos	109,745,770	118,741,145	115,246,463	133,259,263	150,978,216	172,361,951
Tarragona	57,295,855	61,932,886	60,032,685	67,350,355	76,203,444	86,934,701

Table3: Labor Force, Employment, Unemployment and Underemployment in Davao Region, 2005-2013 (%)

Indicators	2005	2006	2007	2008	2009	2010	2011	2012	2013
Labor Force Participation	66.4	66.0	65.6	65.7	66.2	65.5	66.4	63.8	64.4
Employment Rate	94.1	94.5	95.1	95.7	94.0	93.9	94.6	94.1	93.7
Unemployment Rate	5.9	5.5	4.9	4.3	6.0	6.1	5.4	5.9	6.3
Underemployment Rate	25.8	19.1	15.5	16.1	17.1	16.2	15.1	16.1	21.1

Source: NSO/PSA/DOLE

Table 4: Provincial Unemployment Rate in Region XI (1997-2009)

Provinces	1997	2000	2003	2006	2009
Compostela Valley	-	-	6.2	8.6	5.6
Davao del Norte	8.6	7.0	12.3	10.0	10.1
Davao del Sur	7.6	11.1	10.5	10.3	9.5
Davao Oriental	7.4	8.6	6.0	6.0	5.4

Table 5: Provincial Underemployment Rate in Region XI (1997-2009)

Provinces	1997	2000	2003	2006	2009
Compostela Valley	-	-	19.4	23.3	21.4
Davao del Norte	34.1	29.6	19.7	23.4	20.1
Davao del Sur	30.9	28.4	18.3	20.8	17.3
Davao Oriental	45.9	36.7	34.6	39.3	32.4

Source: Human Development Report 2012/2013

Table 6: Provincial Human Development Index in Region XI (Year 1997-2009)

Provinces	Year	Life Expectancy at birth (years)	Mean Years of Schooling	Expected Years of Schooling	Per Capita Income (PPP NCR 2009 pesos)	Life Expectancy Index	Education Index	Income (PPP) Index	HDI	Description
	2009*	68.3	7.4	11.6	32, 429	0.764	0.773	0.309	0.461	Low Development
Compostela	2006*	67.1	7.2	11.9	27, 845	0.745	0.770	0.270	0.402	Low Development
Valley	2003*+	65.9	7.5	11.9	29, 180	0.726	0.784	0.254	0.418	Low Development
	2000**	-	-	-	-	-	-	-	-	-
	1997	-	-	-	-	-	-	-	-	-

	2009*	68.3	8.1	11.9	36, 024	0.764	0.820	0.326	0.506	Medium Development
	2006	67.1	8.0	12.5	33, 140	0.745	0.832	0.297	0.476	Low Development
Davao del	2003*+	65.9	7.5	11.9	41, 327	0.726	0.784	0.307	0.534	Medium Development
Norte	2000	64.7	7.4	11.9	30, 304	0.707	0.781	0.251	0.427	Low Development
	1997	61.8	7.6	12.0	31, 696	0.661	0.794	0.275	0.435	Low Development
	2009	70.2	8.8	12.0	45, 988	0.795	0.856	0.356	0.602	Medium Development
Davao del	2006	69.4	8.6	11.8	45, 337	0.782	0.837	0.338	0.590	Medium Development
Sur	2003	68.6	8.3	12.0	45, 137	0.770	0.831	0.314	0.584	Medium Development
	2000	67.8	8.2	11.8	47, 771	0.757	0.821	0.315	0.596	Medium Development
	1997	67.4	8.6	11.8	49, 202	0.750	0.836	0.336	0.607	Medium Development
	2009	71.3	6.5	10.5	24, 996	0.812	0.689	0.258	0.356	Low Development
	2006	69.7	6.3	10.7	27, 161	0.787	0.682	0.255	0.384	Low Development
Davao	2003	68.1	7.2	12.3	24, 973	0.762	0.785	0.218	0.363	Low Development
Oriental	2000	66.6	6.7	11.1	36, 334	0.737	0.720	0.268	0.481	Low Development
	1997	63.8	6.8	10.9	34, 027	0.692	0.718	0.274	0.451	Low Development

Source: Philippine Human Development Report 2012/2013

Table 7: Poverty Incidence in Region XI (1997-2009)

Provinces	1997	2000	2003	2006	2009
Compostela Valley	-		44.7	43.1	36.2
Davao del Norte	39.2		33.2	41.0	33.8
Davao del Sur	25.6		27.4	26.1	24.5
Davao Oriental	50.0		53.1	53.2	52.9

Source: Philippine Human Development Report 2012/2013

Table 8: List of HEIs in Region XI

	Higher Education Institutions (81 HEIs)	Classification	Programs in Public Administration, Governance and	Networks, Consortium, Areas of
			other public management courses	Cooperation
СО	MPOSTELA VALLEY (4 HEIS)	1 - Public 3 – Private		
1.	Assumption College of Nabunturan	Private		
2.	Laak Institute Foundation	Private		
3.	Legacy College of Compostela	Private		
4.	Monkayo College of Arts, Sciences and Technology	Local College		
		3 – Public		
DA	VAO CITY (37 HEIs)	OF Debugge		
1		35 – Private		
1.	Aces Polytechnic College	Private		
2.	AMA Computer College	Private		
3.	Assumption College of Davao	Private	5 . (5.1)	46040
		Private University	-Doctor of Public Administration,	ASPAP member
4.	Ateneo de Davao University		-Master of Public Administration	
			-Doctor of Development Studies	
5.	Brokenshire College	Private		
6.	Christian Colleges of Southeast Asia	Private		
7.	Davao Central College	Private		
8.	Davao Doctor's College	Private		
9.	Davao Medical School Foundation	Private		
10.	Davao Merchant Marine Academy (DMMA) College of Southern Philippines	Private		
11.	Davao Vision Colleges	Private		
12.	General Baptist Bible College	Private		
13.	Holy Child College of Davao	Private		
14.	Holy Cross College of Calinan	Private		
15.	Holy Cross College of Sasa	Private		
16.	Holy Cross of Davao College	Private		
17.	Intercity College of Science and Technology	Private		
	Job and Business Success Academy	Private		
_	John Paul II College of Davao	Private		
-	Joji Ilagan Career Center, Inc College of Business and Tourism	Private		

	I		
21. Jose Maria College of Davao City	Private		
22. MATS College of Technology	Private		
23. Mindanao Kokusai Daigaku	Private		
24. Mindanao Medical Foundation College	Private		
25. Philippine College of Technology	Private		
26. Philippine Women's College	Private		
27. Philippine Women's College of Davao	Private		
28. Rizal Memorial Colleges	Private		
29. St. Francis Xavier College Seminary	private		
30. Saint Peter's College of Toril	Private		
31. Samson Polytechnic od Davao	Private		
32. San Pedro College	Private		
33. Southern Philippines Baptist Theological Seminary	Private		
34. University of Mindanao – Matina, Davao City	Private University	-Bachelor in Public Administration - Master in Public Administration - Doctor in Public	
		Administration	
35. University of Southeastern Philippines – Mintal	State University	-BS Public Administration -BS Community Development -Master of Public Administration -MS in Development Administration -MS Environmental and Resource Management -PhD. in Development Research and Administration	-ASPAP member
36. University of Southeastern Philippines – Obrero Main Campus	State University	-Doctor in Development Administration - Doctor in Development Research Administration, -Master of Public Administration	-ASPAP member -Extension Services: Capability programs for LGUs: Modern Management, Local Economic Promotion, Local Fiscal Administration

37. University of the Immaculate Conception	Private University		
38. University of the Philippines-Mindanao	State University		
Soli Cinversity of the Finispenies Himaunus	5 – Public		
DAVAO DEL NORTE (20 HEIS)			
	16 - Private		
1. Aces Tagum College	Private		
2. Arriesgado College Foundation	Private		
3. Davao del Norte State College	State College		
4. Davao Winchester Colleges	Private		
5. Estella College	Private		
6. Gabriel Taborin College of Davao Foundation	Private		
7. Holy Cross of Davao College-Babak	Private		
Kapalong College of Agriculture, Sciences and Technology	Local College		
9. Kolehiyo ng Pantukan	Locall College		
10. Liceo de Davao	Private		
11. North Davao College- Tagum Foundation	Private		
12. North Davao Colleges-Panabo	Private		
13. St. Mary's College, Inc. of Tagum	Private		
14. St. Thomas More School of Law and Business	Private	Bachelor in Public Administration	
15. Tagum City College of Science and Technology Foundation, Inc.	Private		
16. UM Panabo College	Private		
17. UM Penaplata College	Private		
18. UM Guinga College	Private		
19. UM Tagum College	Private	Master in Public Administration	
20. University of Southeastern Philippines – Mabini Campus	State University		
21. University of Southeastern Philippines – Tagum Campus	State University		
	1 – Public		
DAVAO DEL SUR (10 HEIs)	9– Private		
1. Cor Jesu College	Private		
Holy Cross of Bansalan College	Private		
Serapion C. Basalo Memorial Foundation College	Private		1
4. South Philippine Adventist College	Private		
5. Southeastern College of Padada	Private		
Southern Philippine Agriculture, Business, Marine and Aquatic School of Technology (SPAMAST) - Digos	State College		
7. STI Digos	Private		1
Polytechnic College of Davao del Sur	Private		1
9. UM Digos College	Private		
10. UM Guinga College	Private		
Lat. Oth Guille College	ITIVALE		l

DA	VAO OCCIDENTAL (2 HEI)		
1.	Southern Philippine Agriculture, Business, Marine and Aquatic School of Technology (SPAMAST) – main campus - Malita	State College	
2.	Holy Cross of Malita	Private	
		5 – Public	
DA	VAO ORIENTAL (9 HEIs)	4 – Private	
1.	Davao Oriental State College of Science and Technology- Mati City	State College	
2.	Davao Oriental State College of Science and Technology-Cateel Extension Campus	State College	
3.	Davao Oriental State College of Science and Technology-San Isidro Campus	State College	
4.	Governor Generoso College of Arts, Science and Technology	Private	
5.	Mati Doctor's College	Private	
6.	Mati Polytechnic College	Private	
7.	Southern Philippine Agriculture, Business, Marine and Aquatic School of Technology (SPAMAST)	State College	
8.	Southern Philippine Agriculture, Business, Marine and Aquatic School of Technology (SPAMAST) - Mati	State College	
9.	St. Mary's College, Inc. of Baganga	Private	

POLICY NOTE

I. THEME:

Rationalizing and Restructuring Public Higher Education Institutions (HEIs) in Davao Region

II. TYPE OF POLICY PROPOSED:

Amendment to House Bill 2929 which seeks to create Davao Regional State University System By Integrating the University of Southeastern Philippines, Davao del Norte State College, the Davao Oriental State College of Science and Technology and the Southern Philippines Agribusiness and Marine and Aquatic School of Technology. The amendment shall include the University of the Philippine-Mindanao to the proposed Davao Regional State University System.

III. GOVERNANCE LEVEL:

National-Local Level

IV. SITUATION ANALYSIS

The State is mandated to promote, foster, nurture and protect the right to accessible, equitable and quality education. Towards this, there is a need to integrate higher educational institutions to build greater synergy among them, and enhance academic performance and mission, and to democratize access to affordable quality education. The integration promotes fiscal efficiency and effectiveness in operations, academic, research, extension and production responsive to the developmental needs of the region and the nation.

The objective of the policy is to restructure the higher education system specifically the public component consisting SUC/Local Universities and Colleges (LUCs), and other government schools to improve efficiency in the delivery of quality programs, minimize duplication and promote complementation between and among public and private HEIS. The Restructuring could be achieved partly through amalgamation of SUCs into Regional University Systems (RUS) and development of specialized institutions. The project shall provide assistance in the initial implementation of the RUS in selected region, including joint research and extension, academic program complementation.

The passage of the bill Creating a Regional University System (RUS) in Davao Region that integrates the region's universities and colleges; the University of the Philippines-Mindanao, University of Southeastern Philippines (USEP) and the three state colleges, namely, the Davao del Norte State College (DNSC), the Davao Oriental State College of Science and Technology (DOSCST) and the Southern Philippines Agribusiness and Marine and Aquatic School of Technology (SPAMAST) will provide a unified corporate structure to guarantee common academic standards and institutional identity. It aims to foster unity and stronger collaboration among the constituent units to create economies of scale, attain effective and efficient governance, improve quality and excellence, as well as wider access and equity.

V. WHAT IS THE PROPOSED POLICY? (Approx. 300 words — 2000 words max).

Draft of new policy / policy amendment.

VI.JUSTIFICATION FOR PROPOSED POLICY (Approx. 1,000 – 2,000 words)

Integrating the state universities and colleges to one regional state university will not rationalize the number of SUCs in the country but will also make the budget of education directed to more important areas of instruction, research and production, taking into consideration the local needs and demands in the region. By integration, budget for education will be properly monitored. The existence of one regional university will result ultimately in a more efficient, reliable and competitive educational institutions in the country.

VII. COMITTED SPONSORS:

VIII. TARGETTED SPONSORS:

REGION XII

Dr. Maria Teresa Samonte Commisioner on Higher Education Region XII

I. ABSTRACT

This study focuses on the accomplishments, challenges and issues faced by the SOCCKSARGEN as a region composed of local government units given the decentralization framework provided by the Local Government Code and the Constitution. More specifically, the level of decentralization reached given the capacity of the region is discussed as well as recommendations and the challenges and issues encountered in the course of carrying out the mandates provided by the Code.

The area of study is in South Central Mindanao which is comprised of four provinces namely: South Cotabato, North Cotabato, Sultan Kudarat, and Sarangani and the cities of General Santos, Koronadal, Tacurong, Kidapawan and Cotabato City. It shows a fair level of growth of the LGUs and lessening of dependence on the IRA while pursuing projects that are geared towards a more effective and efficient delivery of services and governance.

The level of democratization process in the Region shows a positive trend. There is enhanced transparency and accountability as reflected in the adoption of full disclosure policy in all local government units of the Region and a growing awareness of its importance in decision making. Grassroots is given access to information pertaining to financial transactions while the implementation of Anti-Red Tape Act (ARTA) also contributed to streamlining business processes.

The growth level of SOCKSARGEN should also be viewed along the fact that potentials provided by its natural resources, and development challenges such as natural disasters, lack of peace and order in some areas of the region greatly affect the overall performance of the region.

Keywords: decentralization, local development, amalgamation

INTRODUCTION

SOCKSARGEN SOCIO-ECONOMIC PROFILE

SOCCKSARGEN stands for the four provinces and one city comprising this region in Central Mindanao, namely: South Cotabato, Cotabato, Sultan Kudarat, Sarangani and General Santos

City. The four cities are Cotabato, Kidapawan, Koronadal and Tacurong composed of 45 municipalities and 1,192 barangays. It takes up 17% of the total land area of Mindanao or 19,165.87 square kilometres. Among the four provinces of the region, Cotabato (North Cotabato) has the biggest area at 6,565.9 sq. km which is about 30.4% of the region's area. The smallest among the provinces is Sultan Kudarat with an area of 4,714.8 sq. km. Among the five cities of the region, General Santos City has the biggest land area at 668.49 sq. km., with Tacurong City as the smallest at 161.96 sq. km.

LANAO DEL SUR

BUKIDNON

DAVAO
DEL
NORTE

Illana
Bay

Cotabato
City

MAGUINDANAO

DAVAO
DEL
SUR

SULTAN
KUDARAT

SOUTH
COTABATO

General
Santos City

SARANGANI
SAFANGANI
SAFANI
SAFAN

SOCCKSARGEN has a high production level in agriculture. This is attributed to the region's 4th Climatic type where rainfall is

almost consistently scattered throughout the year. Situated within the country's second largest basin, the Mindanao River Basin, SOCCKSARGEN has a lot of watersheds. It has water resources enough to fulfill the region's needs for irrigation and domestic and industrial uses. These water resources are rich sources of food, potable water and energy production. Rio Grande de Mindanao, which is the longest river in Mindanao and the second longest in the Philippines, is found in Cotabato City. It also has extensive coastlines, valleys and mountain ranges. It is bounded in the north by Iligan Bay, Misamis Oriental and Bukidnon; in the east by Davao del Sur; in the south by South Cotabato; and in the west by Illana Bay.

Macroeconomic Performance

The major industries in the region are fishing, agriculture and forest-related products. Hydroelectric power is provided by the Maria Cristina Falls. Steel, cement and coconut oil are some of the important products of the region. Coconut, pineapple, rubber, sugarcane, rice, corn, banana and other fruits are the main agricultural produce.

Region XII is part of three Area Development Zones (ADZs): Cagayan- Iligan Industrial Corridor, the Greater Cotabato – Illana Bay ADZ and the Panguil Bay- Mt. Malindang ADZ. The Cagayan – Iligan Industrial Corridor will be the center for heavy industry and bulk supplier of industrial inputs and finished industrial products. It is envisioned to be a trade center for processed agri-based products as well as for intermediate and finished products.

The region maintained its position as the 5th largest palay-producing region of the country and Mindanao's top palay producer. Sugarcane and corn are also grown in Cotabato. In Sultan Kudarat, palm oil and muscovado brown sugar are their best products which are in abundance aside from tilapia, crabs, and other sea foods from the coastal areas. South Cotabato, on the other hand, where Dole Philippines situates, is also a home to various agricultural products such as pineapple, palay, corn, asparagus, coconut and many others. It is also where various flowers blossom in the Municipality of Tupi. Beside the array of white beaches in Sarangani Province, it has vast lands for aguaculture and coconut production.

In 2009, SOCCKSARGEN contributed an estimated 19% to Mindanao's total GDP as its Gross Regional Domestic Performance and ranked third among the regions in Mindanao. The Services GVA posted SOCCKSARGEN's growth as "sluggish growth" due to the region's peace and order situation. A poverty incidence of more than 50% is observed in thirteen of the twenty poorest municipalities in the region. Those who experience the highest poverty incidence are fishermen, children, farmers and women, who are usually displaced due to armed conflicts in certain areas.

Poverty

Poverty incidence or the proportion of families who are poor or those living below the poverty thresh was estimated at about 27 for every 100 households in 2006. The annual poverty threshold or the minimum amount needed by each person in 2006 to be able to buy his basic needs for food, clothing and shelter was estimated at P12,530 per annum.

Ailli	ai rei Gapio		2006 and 20	overty Inciden 09	oo by Alba,	
Area	Annual Pe	er Capita Pover (In Pesos)	ty Threshold	Poverty Incid	lence Among	Families (%)
	2003	2006	2009	2003	2006	2009
Region XII	10,277	12,530	15,762	27.2	27.1	28.1
North Cotabato	10,104	12,314	15,486	22.2	23.3	25.6
Sarangani	9,780	11,953	14,987	36.7	34.0	40.7
South Cotabato	10,702	13,046	16,413	22.8	22.8	23.6
Sultan Kudarat	10,215	12,463	15,661	37.3	38.7	35.2
Cotabato City	10,768	13,133	16,520	25.3	20.6	23.7

Population

Region XII has a population of 3,830,500 in 2007. This was almost 18% of Mindanao's total population. The average annual population growth rate from 2000 to 2007 was 2.41%.

Population Area Province Citiy/Municipality in km² Total Density/km² General Santos City South Cotabato 492.86 529,542 1,074.43 (Dadiangas) Cotabato City Cotabato City 176.00 259,153 1,472.46 City Of Koronadal South Cotabato 277.00 149,622 540.15 Polomolok South Cotabato 339.97 131,436 386.61 Midsayap Cotabato (North Cotabato) 290.42 123,324 424.64 117,610 City Of Kidapawan Cotabato (North Cotabato) 358.47 328.09 Glan Sarangani 610.30 102,676 168.24 Pikit Cotabato (North Cotabato) 604.61 96,372 159.40 Malungon Sarangani 750.92 95,993 127.83 M'lang Cotabato (North Cotabato) 312.13 86,321 276.55

Table 2: SOCCKSARGEN POPULATION

Employment

The employment rate as of October 2011 was estimated at 96.3 percent, which is translated to about 97 persons employed per 100 persons. Unemployment rate was recorded at 3.7 percent, while underemployment rate was estimated at 17.8 percent, an improvement of about 0.5 percentage points from the previous year's figure (18.0). A single-digit average inflation rate of 3.5 percent was recorded in January 2012, reflecting a decrease of 2.2 percentage points from last year's estimate of 5.7 percent. Monthly percent change in 2011 was at a decreasing trend from 0.9% in January then slowed down to 0.1% by the end of the year.

Development Challenges

Despite the potential of the Region in terms of its natural resources, it is faced with varied development challenges brought about by the impact of natural disasters and lack of peace and order in some areas of the region. These challenges as contained in the Regional Development Plan 2011-2016 of SOCCSKSARGEN include: low economic productivity despite investment boosts in the region; low income and insufficient access to dynamic or proper employment; lack of access to quality basic social services; deficient provision for infrastructure such as poorly maintained irrigation facilities, lack of access to safe water supply, and power outages in highly urbanized cities; deterioration of environmental conditions; and peace and development preservation.

METHODOLOGY

The results of the study are obtained through Rapid Field Appraisal (RFA) and data generated in the study primarily based on Key Informant interviews, Focused Group Discussions supplemented by information from secondary sources. The team then proceeded with the analysis of data gathered, both qualitative and quantitative.

II. FINDINGS:

A. DEMOCRATIZATION

The state of democratization in Region XII in terms of the devolved services vary from one service to the other. While there may still be some issues and concerns that necessitated to be brought into the forefront, the democratization process in the Region is on a positive trend. This can be observed through the following lenses:

 Enhanced transparency and accountability as reflected in the adoption of Full Disclosure Policy in all LGUs of the Region. The growing awareness of local government officials to be more transparent and accountable of their decisions and actions has gained significant impact in the way local governance is perceived in the Region. The full disclosure policy provides transparency and accountability among local government officials and personnel. People from the grassroots are given access to information as to the state of financial transactions of their respective local government units.

On a similar note, the implementation of Anti-Red Tape Act (ARTA) has contributed immensely in streamlining business processes making the Region business-friendly for investors. The move resulted in increased revenues on the part of local government units and trust on the part of the taxpayers that the payments they made through taxes and other charges are being spent well for the benefits of the community.

The implementation of the Philhealth Program has contributed largely to the expansion
of health services being provided by the LGUs. Accreditation of locally owned and
supervised hospitals with the Philippine Health Program has contributed largely to
the expansion of services being offered by local hospitals. At the same time, a larger
portion of the communities can now access health services at a lesser cost.

On the part of local government units and health personnel, the implementation of the Philhealth Program is an augmentation to what they receive as actual salaries. Ten percent of the total revenues incurred by Philhealth is being reverted back to LGUs to pay for additional benefits of health personnel. If properly managed, the LGU's share may be properly programmed for enhancement of facilities and benefits of devolved health personnel.

The four provinces are recipients of the Seal of Good Housekeeping and received the Seal for Disaster Preparedness in 2013. The Department of Interior and Local Government in Region XII has been successful in its efforts to enhance the performance and accountability of local government officials and personnel in the Region. All cities and municipalities of the four provinces are already recipients of the Seal of Good Housekeeping and received the Seal for Disaster Preparedness in 2013. The Seal for Disaster Preparedness recognizes the disaster preparedness of local government units especially those that are located on high risk areas.

• The Municipal Leadership and Governance Program (MLGP) intended for Health Officer and LCEs promotes understanding and encourages support from LCEs. During the interview conducted among health personnel, the conduct of a national program such as the Municipal Leadership and Governance Program provides enhanced rapport between health personnel and local government executives. LCEs are given a wider perspective and a better appreciation on health-related programs that also needed to be within the governance agenda of the administration.

Considering that implementation and prioritization of any national-led program to the local government units may rely heavily on the appreciation of local government executives, the conduct of such rigid orientation on the rationale of a national program to local government units should be consistently upheld before any program should be launched for that matter.

Factors such as influx of people from other regions, spillovers of economic growth in Davao City, economic boost in terms of trade and investment, and pressure for national economic, governance and social reforms also led to changes in the development of the region. These are:

- Heightening consciousness of local government officials on their full autonomy in the exercise of proprietary rights and management of economic enterprise. The evolving awareness of local government officials on the need to generate additional revenues through economic enterprise is visible in the Region specifically in the municipalities of Tupi and Polomolok in South Cotabato. The presence of Dole Philippines in the province created jobs and other entrepreneurial activities that benefit not only the people of South Cotabato but the region as a whole. The encouragement and support of the respective LGUs, through sound policies and viable resolutions, impacted the economic enterprise of almost all the municipalities in South Cotabato.
- The consistent implementation of speed limits in South Cotabato specifically in the municipalities of Tupi, Polomolok and General Santos City has resulted in the decline of road mishaps in the Region. The visibility of traffic enforcers not only reduced road accidents but also criminal activities such as kidnapping and theft.
- In Cotabato City, the growth of investments doubled over time. This may be attributed to the decline in the number of incidences threatening peace and order in the area. The rise of commercial centers has also created job opportunities for the local communities. Instead of joining extremist groups, the grassroots has been given the option of making a living through jobs brought about by these economic enterprises.
- Amalgamation of local government units for cooperative undertakings: the formation of alliances among the Municipalities of Pigkawayan, Alamada, Libungan, Midsayap, Aleosan, and Pikit and Banisilan (PALMA-PB) is an indication of the growing recognition and awareness of local government units to group themselves

together to achieve a common goal. The PALMA-PB was initially established to preserve and protect the Libungan Watershed which benefits the remaining municipalities. The Alliance serves as an avenue for local government units in North Cotabato to discuss issues and concerns that transcend local boundaries. Local officials are given the proper forum to ventilate their sentiments and suggest appropriate courses of actions that will benefit the rest of the group.

The Arakan Valley Development Complex (AVDC), on the other hand, is a "development mechanism of the Provincial Government of Cotabato and is composed of the Municipalities of President Roxas, Matalam, Antipas, Magpet and Arakan." The AVDC was created by virtue of Memorandum of Understanding between and among the Municipalities surrounding the Arakan Valley Commplex in August of 1998. It is primarily created to enhance the capability of component municipalities on agri-based industrial development; to manage and coordinate development activities relative to Arakan Valley Complex; to create an environment conducive to investments; and to support the socio-economic concerns of the Local Government Units of Arakan Valley Complex.

On a similar note, the Allah Valley Landscape Development Alliance (AVLDA) "is an alliance of provinces, cities and municipalities having geographical and political jurisdiction over the Landscape that is 252,060 hectares, including other stakeholders such as concerned line agencies and civil society organizations operating the area." Its main objective is the management and protection of the physical resources of both South Cotabato and Sultan Kudarat. The Alliance meets regularly to discuss vital issues on environmental protection and management.

- Growing Awareness and Appreciation of the Academe- LGU partnership. Aside from the mandated functions of instruction, research and production, state universities and colleges are mandated to provide extension support to communities where they are operating. Recently, the Zone of Peace and Development Council or ZOPADC was created through a Memorandum of Understanding by and between the Sultan Kudarat state universities and the municipalities of Senator Ninoy Aquino, Kalamansig, Lebak and Palimbang (NAKALEPA) through the initiative of the 1Marine Brigade stationed in the coastal areas of Sultan Kudarat. ZOPADC serves as the lead organization in pursuit of peace and development. It believes that local investment would only come in if there is a stable and favorable business climate.
- Restructuring of Public Higher Education Institutions in the Region. The ongoing
 conduct of feasibility study on the best modality of "amalgamating" the four stateowned higher education institutions in the Region composed of the University
 of Southern Mindanao (USM), the Cotabato Foundation College of Science and
 Technology (CFCST) both in North Cotabato; the Sultan Kudarat State University
 in the Province of Sultan Kudarat and the Cotabato City Polytechnic State College
 (CCSPC) in Cotabato City manifests the intent of the four state universities and
 colleges operating in the region to pool their resources together in order to provide
 quality and accessible education to produce competent and competitive graduates
 from Region XII.

At present, Region XII is among the five regions being considered by the Commission on Higher Education for the establishment of a Regional University System (RUS). A number of technical papers have been completed to determine the best modality in amalgamating the four state-owned higher education institutions in the Region.

B. STATUS OF DECENTRALIZATION

The LGC allows the transfer to LGUs the delivery of various aspects of basic services plus some regulatory and licensing powers to the local governments. It also increases the financial resources available to LGUs, and lays down the policy framework for the direct involvement of civil society, the Non-Government Organizations (NGOs) and Peoples Organizations (POs) in the process of local governance.

The significant devolved services include health, agriculture, environment and natural resources, social services and public works and which were funded by local funds. The Code also transfers certain regulatory and licensing power to LGUs to include reclassification of agricultural lands, enforcement of environmental laws, enforcement of National Building Code, operation of tricycles, processing and approval of subdivision plans, and establishment and holding of cockpits. It also increases the financial resources of LGUs by broadening their taxing powers and providing them with specific share from the national wealth exploited in the area.

The LGC also allows LGUs to enter into joint ventures with the private sector like Built, Operate, Transfer (BOT) and Public-Private Partnerships (PPP). The essence is for the LGUs to be self-reliant by generating their own resources and income to improve their services to the citizen.

Participatory principle is heightened by the Code for a more transparent and accountable governance. Sectoral representation in local legislative councils include representatives of women, workers and other sectors that may be determined by the specific Sanggunian (Council) and is also provided by the LGC. Specific seats for NGO and PO are representative in local special bodies (like the Local Development Council, Local health board and local school board).

It is in this context that government assumes that through decentralization, development would be more responsive to the needs of the people and would create opportunities in the regions, promote employment and economic activities as well as strengthen people's participation in the affairs of the government.

Five-Year Trend of Financial Capabilities of Provincial LGUs in Region XII

This section discuss the specific financial capabilities of the four (4) provincial LGUs of the Region. Data of the Five-Year Trend of income from revenues and economic enterprise of the four (4) provinces of Region XII reveal a constant moderate increase. This can be gleaned in Figures 1 - 9 presented in the succeeding pages, except for Sultan Kudarat whose income from non-tax revenues has significantly dropped in the year 2011. Figure 3 shows that there was a significant drop of these non-tax revenues of Sultan Kudarat province from more than P 500M in the year 2010 to only little more than P 100M in 2011. While there was an increase in 2012 in the income from non-tax revenues of Sultan Kudarat, it again dropped in the succeeding years.

*Table 3- Five-Year Data of Income from revenues and Economic Enterprise of Sultan Kudarat (2010-2014) — Source of Data — Bureau of Local Government Finance Region XII

Fiscal Year	Tax revenue	Non-tax revenue	Income from Economic Enterprise	Total Operating Expenses for the year
2010	108,218,373.43	509,995,259.13	37,685,393.64	2,792,471,113.93
2011	103,606,194.62	103,229,943.53	40,206,003.82	2,626,849,393.52
2012	131,960,077.44	357,564,991.26	45,450,944.06	2,872,515,781.04
2013	126,765,693.04	101,870,103.39	47,460,076.38	2,932,218,106.34
2014	138,603,997.00	104,856,760.66	48,437,870.24	3,312,405,893.86

The total operating expenses for five years (2010-2014) of Sultan Kudarat and Sarangani range from more than P2B to P3B, which was shown in tables 2 and 3. During the five-year period, (2010-2014), income from the combined tax, non-tax revenues and income from economic enterprise ranges from a little more than P 250M to about P 650M. The total income from tax and non-tax revenues and from economic enterprise over the years comprise only around 25% to 30% of the total annual operating expenses of these provinces. The remaining 70 to 75 percent of the total annual operating expenses understandably comes from the Internal Revenue Allotment (IRA) of these provinces. Considering that a big chunk of the expenditures of these provinces comes from the IRA, these provinces are dependent on IRA.

*Table 4- Five-Year Data of Income from revenues and Economic Enterprise of Sarangani (2010-2014)

Year	Tax revenue	Non-tax revenue	Income from Economic Enterprise	Total Operating Expense for the year
2010	136,186,999.04	76,798,487.83	26,920,021.22	2,002,218,240.51
2011	153,488,762.59	107,464,460.07	33,604,701.93	2,238,063,912.75
2012	151,226,795.07	87,788,211.49	36,022,034.41	2,201,482,438.75
2013	162,521,910.00	91,904,788.11	37,894,915.98	2,496,657,438.73
2014	174,211,625.52	90,246,638.26	37,302,020.79	2,995,963,879.18

Figure 1 below shows the trend of income from tax, non-tax revenues and economic enterprise of Sultan Kudarat Province. There was a significant drop in income from non-tax revenue in Fiscal Year (FY) 2011 and recovered slightly in 2012. However, as observed, it again dropped in FY 2013 and 2014. The growth in the income from tax revenue and economic enterprise has a very minimal increase within the five-year period. Tax revenue increased by more than P 38M in five years or an average increase of 7.6 million annually. Income from economic enterprise increased by more than P 10 M within five years or an average increase of 2 million annually.

Figure 1- Five-Year Trend of Income from Revenues and Economic Enterprise of Sultan Kudarat (2010-2014)

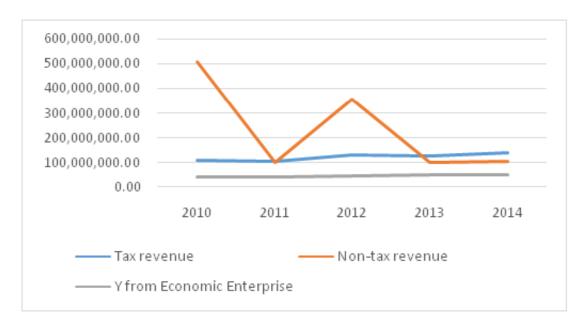
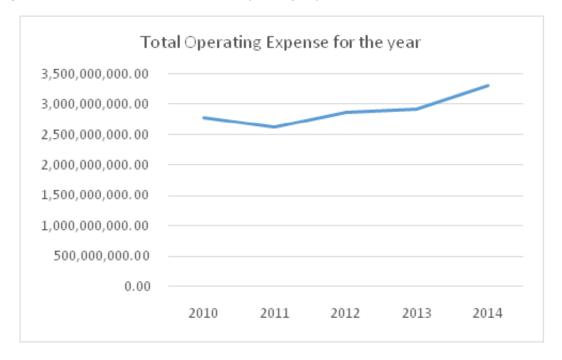


Figure 2 reflects the total operating expenses of Sultan Kudarat within the five-year period (2010-2014). As observed FY 2011 has the least annual expenditures on its operation and can be presumed to be attributed to the dramatic decrease in income from non-tax revenue for the year. Comparatively, income derived internally contributes only more than P 136M to the more than P 2B annual operating expenses in FY 2010. The P 136M is only around 13% of the P 2B total operating expenses in FY 2010. Presumably, 87% or more or less P1.86 billion of the total operating cost for FY 2010 comes from the IRA of the LGUs in Sultan Kudarat Province.

Figure 2 - Five-Year trend of the Annual Operating Expenses of Sultan Kudarat for 2010 -2014



Figures 3 and 4 reflect the trend of five-year income from tax and non-tax revenues and economic enterprise and the trend of the five-year total operating cost of Sarangani province. As observed in the similar situation with that of Sultan Kudarat, Sarangani province has a minimal increase over a period of five years (2010-2014) or an increase of more or less P 38M in tax revenues or an average of P 7.6M annually.

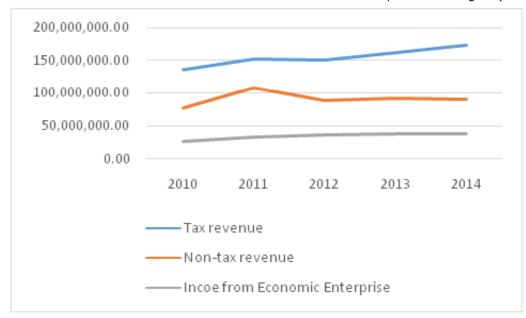


Figure 3- Five-Year trend of Income from revenues and Economic Enterprise of Sarangani (2010-2014)

An analysis of the contribution of LGUs' income from internal revenue such as tax and non-tax revenues and income from economic enterprise to the total annual operating cost will indicate that Sarangani and Sultan Kudarat have similar experiences. This was manifested by the total annual operating cost of Sarangani province for FY 2014 is P 2,995,963,879.18, and the total internal revenues generated is only P 301,760,284.57. The internal revenue generated is only about 10% of the total annual operating expenses for FY 2014, hence, again presumably IRA contributes about 90% of the total annual operating expenses of Sarangani province to FY 2014.

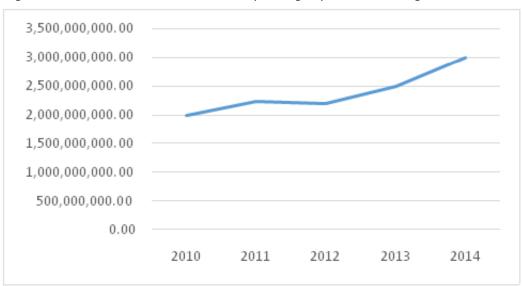


Figure 4 - Five-Year trend of the Annual Operating Expenses of Sarangani for 2010 -2014

Of the four provinces in Region XII, South Cotabato province ranked highest in terms of total annual operating expenses from a more than P 4B in 2010 it increased to more than P 6B in 2014. If to presume that this total annual operating expenses are to be converted to efficiency and effectivity in terms of delivery of basic services to its populace, then we can conclude that it offered a better and improved services. Increases in its income generated internally such as tax and non-tax revenues and income from economic enterprises grew significantly over the years. This is shown in Table 5 and can be observed in Figure 5 in the succeeding page.

Year	Tax revenue	Non-tax revenue	Income from Economic Enterprise	Total Operating Expense for the year
2010	549,339,660.99	356,762,361.50	143,268,355.50	4,003,790,462.88
2011	649,083,507.25	383,508,410.37	148,532,816.21	4,553,779,642.43
2012	694,030,301.53	491,279,987.25	201,229,768.20	4,832,492,817.53
2013	768,894,672.60	527,517,240.16	228,857,339.56	5,015,520,155.56
2014	869,536,624.58	797,263,205.10	259,510,324.04	6,121,941,899.52

*Table 5- Five-Year Data of Income from revenues and Economic Enterprise of South Cotabato (2010-2014)

Figure 6 shows the five-year trend of income derived from tax and non-tax revenues and income from economic enterprises. Of the three, internally generated income tax revenue has the highest contribution followed by non-tax revenue and the lowest contributor is the income from economic enterprise.

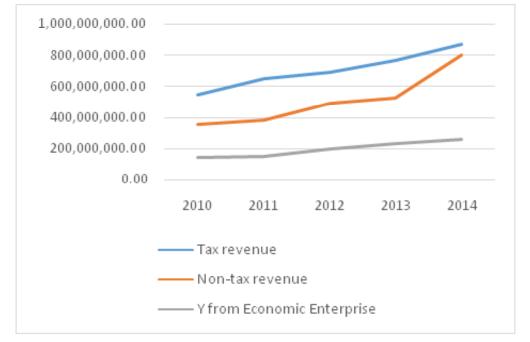


Figure 5- Five-Year trend of Income from revenues and Economic Enterprise of South Cotabato (2010-2014)

Figure 7 indicates a steady increase in terms of total annual operating expenses of South Cotabato province from more than P 4B in FY 2010 to more than P 6B in FY 2014. This also indicates an average increase of more than half a billion pesos annually for a period of five (5) years. However, to calculate the difference in the annual operating expenses versus the internally generated income, the internally generated income contributes only more than P1B to the more than P6B

total annual operating expense in FY 2014. This (internally generated income) contributes only about 13% of the total annual operating expenses.

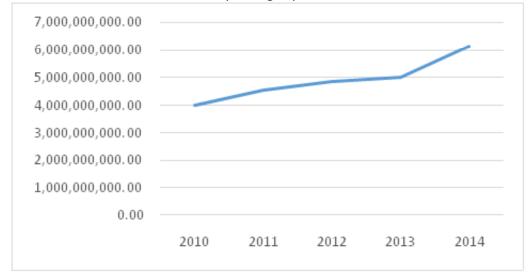


Figure 7 – Five-Year trend of the Annual Operating Expenses of South Cotabato for 2010 -2014

North Cotabato comes next to South Cotabato in terms of total operating expenses for the period FY 2010 to 2014. It operates with a total cost of Php 5,787,780,650.78 in FY 2014. This amount was reached with a steady minimal increase within the five-year period from a 4.3 billion budget in 2010. Income from economic enterprise show an erratic trend. FY 2010 started with more than P 121M income from economic enterprise and decreased in 2011 by more than P 26M and increased again in 2011 to 2013.

Year	Tax revenue	Non-tax revenue	Income from Economic Enterprise	Total Operating Expense for the year
2010	239,883,995.02	268,256,556.92	121,747,967.85	4,311,027,412.46
2011	287,557,431.96	284,488,222.36	95,866,925.54	4,420,059,347.78
2012	266,231,045.89	350,037,239.88	99,732,937.38	4,920,947,570.89
2013	296,602,664.47	387,853,041.60	101,467,765.16	5,080,613,555.28
2014	312,442,592.46	417,690,278.39	117,793,454.46	5,787,780,650.78

Table 6- Five-Year Data of Income from revenues and Economic Enterprise of North Cotabato (2010-2014)

*Figure 8 shows the trend of income from tax and non-tax revenues and economic enterprise of North Cotabato province. Comparing with other provinces in Region XII, it was a different scenario, considering that non-tax revenue is significantly bigger than tax revenues. Income from economic enterprise decreased in 2011 and 2012 and increased again in 2013 and 2014. To juxtapose the income and the total annual operating expenses of North Cotabato, a wide disparity is very evident. As an example, FY 2014 has a total annual income of more than P 900M while total annual operating expenses is about P5.787B or a variance of around P 4.8B. Careful observation will tell that IRA played an important role in funding the requisites of the operation in North Cotabato province. The variance of around P4.8B is comprehensibly funded by the money coming from IRA. With this condition it can concluded that just like the other provinces in Region XII, North Cotabato is highly dependent on its IRA. A big bulk of the budget for operation or delivery of services to the populace of North Cotabato comes from IRA. This can be examined in Figure 8 in the succeeding page.

Figure 8- Five-Year trend of Income from revenues and Economic Enterprise of North Cotabato (2010-2014)

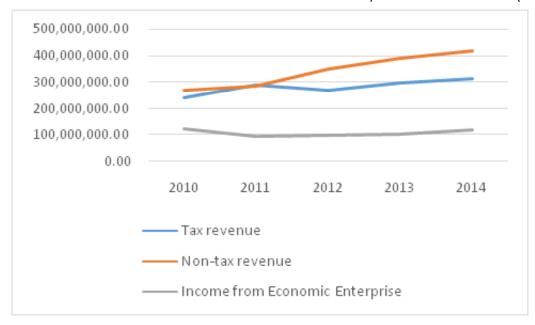
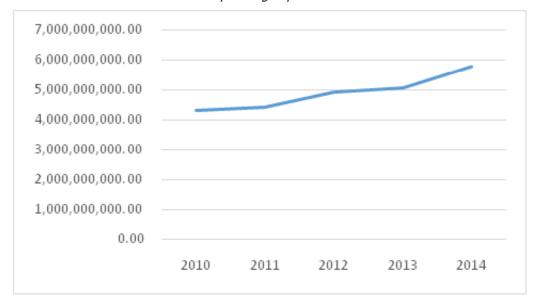


Figure 9 - Five-Year trend of the Annual Operating Expenses of North Cotabato for 2010 -2014



Summarizing the financial condition of the four provinces in Region XII, the total annual operating expenses of North Cotabato and South Cotabato range from P4B to P6B during the same five-year period. The total income from revenues and economic enterprise ranges from more than six hundred million to as high as more than P2B. These will show that North and South Cotabato provinces generate and contribute around 25 to 30% on the total annual operating expenses. Hence, it can be said that similar to Sultan Kudarat and Sarangani provinces, North and South Cotabato are also dependent on IRA.

With the foregoing financial conditions of the provinces of Region XII, the Local Government Units (to include the municipal, cities and barangay LGUs) of the region are generally dependent on their respective IRAs in the delivery of services to its populace. Vertical and horizontal

imbalances are very prevalent among and within the LGUs of Region XII. This was manifested by the wide disparity of released IRA for Sultan Kudarat and Sarangani as compared to that of South and North Cotabato. Sentiments of the LGU regarding these imbalances cropped up from the provisions of the Local Government Code (LGC) of 1991, Section 285 – Allocation of IRA to LGUs and the formula that serves as the basis for the distribution.

It is noteworthy that while LGUs in Region XII are highly reliant on the IRA in financing the various devolved functions by the central government, LGUs are slowly and surely becoming less dependent on the central government.

Based on the Accomplishment Report submitted to the DILG Regional Office XII for Calendar Year (CY) 2013, of the four (4) provinces in Region XII reflect the persistence of the LGUs to work for the improvement of their capabilities in the pursuit of excellence in local governance. While certain roadblocks and issues are encountered by the LGUs relative to the LGC provisions in the delivery of the services to their constituents, it is remarkable that LGUs have utilized to their optimum best the devolved powers provided in the LGC.

Hereunder are the highlights of accomplishments for CY 2013 of the four provinces of Region XII in the four area of concerns namely; 1. Business-friendly and competitive LGUs, 2. Socially Protective and Safe LGUs, 3. Environment Protective, Climate Change Adaptive and Disaster Resilient LGUs and 4. Accountable, Transparent, Participative and Effective Local Governance. This is a consolidated accomplishment of the four (4) provinces of Region XII reflecting also the programs and projects they have implemented in the aspect of corporatization, social services and health, environment and natural resources management, disaster and risk reduction management.

1. North Cotabato

Among the notable accomplishments of North Cotabato province is the adoption of Business Permit & Licensing System (BPLS) LGUs streamlined its transactions on business permits and licensing by reducing the steps from 8 to 5 and signatories from 5 to 2 and the processing time from 5 to one day prevent corruption and red tapes in government transactions. The 17 municipalities and one city were already adopting the BPLS Reform Standards. Transactions processes on business permits and licensing were streamlined. All the Municipal and City LGUs including the province of Cotabato had designated their Local Economic and Investment Promotion Officer (LEIPO) to promote investments in the province.

On the profiling of LGU Business Competitiveness, the cities of Kidapawan and Midsayap were the targets identified by the DILG & DTI Regional Offices. DTI & DILG Regional Representatives assisted by the provincial BPLS focal person conducted a briefing with the Chamber of Commerce in these respective LGUs and data capture form was accomplished by the businessmen in attendance.

Under the Socially Protective and Safe LGUs, North Cotabato implements the SALINTUBIG (Sagana at Ligtas na Tubig sa Lahat). The program is designed to grant financing and capacity development programs for the implementation of water supply projects in poorest barangays and communities deprived of access to safe drinking water.

Five (5) recipient LGUs composed of four (4) waterless municipalities identified as Aleosan, Arakan, Banisilan and Pres. Roxas with P 7M (P7,000,000.00) allocation each, one waterless barangay for the municipality of Mlang with P 3M allocation and one Rural Health Unit (RHU) lying in clinic for the municipality of Alamada with P 1M allocation. These recipient LGUs are currently in their corresponding construction stage and have received 100% of their respective fund allocations. Other 13 municipal LGUs qualified as CY 2013 SALINTUBIG allocation recipients and is scheduled for validation upon submission of required documents.

The Payapa at Masaganang Pamayanan (PAMANA), a DILG driven project, released a total of P 30M for North Cotabato. The first tranche of the Fund (80% of the total amount) was released last October 31, 2013, and the remaining (20%) was released last June 11, 2013 by the DILG Regional Office XII to the recipient LGUs. The project which includes road improvements, water systems and farm equipment, are spread out to the eight (8) identified Municipalities with P 3M each, namely: Arakan, Aleosan, Kabacan, Libungan, Carmen, Midsayap, Pigcawayan, and Pikit and P 6M for the provincial government as well. As of November 30, 2013, turnover ceremonies were held for all accomplished and completed projects and with only two (2) projects are still ongoing such as the Farm to Market Road in Arakn and the water System in Makilala, Cotabato.

For PAMANA Program 2013, five (5) recipient LGUs were identified as project beneficiaries with a total amount of P 75M which includes the municipalities of Kabacan, Libungan, Matalam, Aleosan and Tulunan. The identified LGUs have prepared their project proposals which were already submitted to the DILG Regional Office XII for validation. The province of Cotabato will be implementing the projects for Aleosan and Tulunan. The municipality of Libungan already received their funds for this project.

On the aspect of Environment Protective, Climate Change Adaptive and Disaster Resilient LGUs, training of trainers on Community-Based Disaster Risk Reduction and Management (CBDRRM) for LGUs conducted by DILG XII team to provide LGUs with better understanding on the concept and principles of CBDRRM, to know their roles and functions in mainstreaming, to engage their local communities and to identify their key actions. Likewise, a Basic Orientation on Multi-Hazard Mapping was attended by the 40 punong barangays and secretaries of the municipality of Pikit on December 9, 2013 and the selected barangay officials of the 22 barangays of Kabacan and 16 barangays of Libungan last December 13, 2013, all in Agua Frio Resort, Koronadal City. The National Greening Program was also conducted by the Provincial LGU with the cooperation of the MLGUs and BLGUs. Tree planting activities were undertaken.

The full disclosure policy was aimed at a transparent, accountable and participative principles of governance. This is to hasten the effectivity of the LGU in governance. The requirement of posting of local budget finances, bids and public offerings and status of programs and projects including the utilization of Local Risk Reduction Management Fund in three conspicuous places in the LGU and in the Full Disclosure Policy Portal is a very convenient way of transparency and accountability of every Local Government Unit. Although there are difficulties being faced in posting the required documents such as the absence of official websites and cost of printing sheets, these problems are now being addressed.

Table 7 shows the Status of Full Disclosure Policy Compliance in the Full Disclosure Policy Portal (FDPP) as of November 30, 2013 of the Province of North Cotabato and its municipalities. This data were culled out from the Accomplishment Report by North Cotabato Province submitted to the DILG Region XII.

Table 7: Status of Full Disclosure Policy Compliance, NOrth Cotabato

	1 ST QUARTER	2 ND QUARTER	3 RD QUARTER
LGU	Posting Period	Posting Period	Posting Period
COTABATO PROVINCE	F	F	F
ALAMADA	F	F	F
ALEOSAN	F	F	HP
ANTIPAS	HP	HP	NC
ARAKAN	HP	HP	NC
BANISILAN	F	F	NC
CARMEN	F	F	NC
KABACAN	F	F	NC
KIDAPAWAN CITY	F	F	NC
LIBUNGAN	F	F	NC
MAGPET	F	F	NC
MAKILALA	F	F	F
MATALAM	HP	HP	HP
MLANG	F	F	NC
MIDSAYAP	F	F	F
PIGCAWAYAN	F	F	NC
PIKIT	F	NC	NC
PRES. ROXAS	HP	HP	NC
TULUNAN	F	HP	NC

Note: F - Full Compliance, HP - High Partial Compliance, LP - Low Partial Compliance NC - Non Compliance

2. Sarangani

Consonant to the hope and aspiration of the Aquino Administration to attract more investors to all cities and towns to foster local economic growth and job generation opportunities, seven municipalities of Sarangani have continually implemented in their respective localities the reform standards of the nationwide streamlining project on BPLS. The BPLS is a joint project of the Department of the Interior and Local Government and the Department of Trade and Industry per Joint Memorandum Circular (JMC) No. 01 series of 2010.

Saragani has implemented the "USWAG" or United Towards a Strong, Wealthy and Globally Competitive Sarangani Program. This is an initiative by the provincial government promoting Small and Medium Enterprise forum. This is an annual celebration of provincial business month in collaboration with the seven component municipalities. Its purpose is to take concrete steps into usher in the SMEs' development activities and policy measures through "Uswag Goes To Town".

The Province of Sarangani has already revised its Local Investment and Incentive Code (LIIC) to encourage more local and foreign investors in establishing a productive, globally competitive, culture-sensitive and environmentally sound agri-industrial and eco-tourism industries in the Province. Over the last nine years, the province has opened various business opportunities to investors which already generated more than 90 major investments in the various priority investment areas mostly in tourism, plantation agriculture, aquaculture, manufacturing and support services. With its success in this endeavor, the DILG Sarangani personnel always extend its technical expertise as members of the Technical Working Group.

Under the aspect of Socially Protective and Safe LGUs, Sagana at Ligtas na Tubig sa Lahat (SALINTUBIG) for waterless barangays, Alabel has a grant of Php3,000,000.00 and an equity of Php300,000.00 for the expansion of Level III Water System in Poblacion which was completed on May 15, 2013. Final inspection was conducted on July 10, 2013. The project is already operational. Malapatan has also the same amount for the construction/ upgrading and expansion of Water System Level III in San Roque, Poblacion. To date, the said project in Malapatan is already in the bidding stage for geo-resistivity.

On the aspect of Environment Protection, Climate Change Adaptive and Disaster Resilient LGUs, Disaster Preparedness Audits were undertaken by the Provincial LGU among its MLGU. This is in line with the call for the LGUs to take the lead in disaster risk reduction and climate change adaptation, seven municipalities and the province have already formulated their respective contingency/disaster plans. DRRM/CCA projects, especially involving infrastructure, were incorporated in the twenty percent 20% local development fund of their respective LGUs. The seven municipal LGUs and the Province are compliant with the National Greening Program (NGP) which aims to reforest 100,000 hectares requiring 100 million seedlings needed for 2011; 200,000 hectares with 200 million seedlings for 2012; and 300,000 hectares with 300 million seedlings annually for 2013, 2014, 2015 and 2016.

True to its commitment in ensuring the continued effective implementation of DRRM communities, the DILG Sarangani sent off participants to the Community-Based Disaster Risk Reduction and Management (CBDRRM) Approach Enhancement Training on November 18-19, 2013 at Sun City Suites in General Santos City. Attendees from the seven municipalities were the Municipal Planning and Development Coordinators, Municipal Disaster Risk Reduction and Management Officers, Municipal Social Welfare and Development Officers, Municipal Agriculturist and Municipal Local Government Operations Officer. DRRM Specialist Melencio R. Balanag, Jr. was one of the speakers tasked to discuss about the Strengthening of the LDRRMO and Barangay Level Structure. The PLGU has extended its technical expertise and advocacy to barangays concerning the DRRM-CCA. The Office also emphasized during barangay assemblies that disaster preparedness be given preferential attention. Training in Community-based Disaster Risk Reduction and Management (CBDRRM) Approach also took a big leap in enhancing DILG's technical capacity for the CBDRRM roll-out come 2014.

The Full Disclosure Policy aimed at an accountable, transparent and participative local governance as mandated by Section 84 of Republic Act No. 10155 or the General Appropriations Act. Seven municipalities of Sarangani were able to post required financial transactions of their respective LGUs to keep their constituents informed of how the LGU budget is being managed, disbursed and used since FY 2012. The seven municipalities and the Province were conferred

with the Seal of Good Housekeeping-Bronze. Alabel, Glan, Kiamba, Maitum, Malapatan and Malungon municipalities also passed the Seal of Good Housekeeping-Silver. Aforesaid LGUs are still on the verge of waiting for the conferment of the silver seal and the issuance of certification by the DILG central Office.

3. Sultan Kudarat

Business Permits and Licensing System (BPLS) streamlining is a joint undertaking between the DILG and the DTI with the following objectives: help LGUs improve revenue generation; reduce time and resources spent by LGUs in the BPLS process; provide complete information based on business enterprises in their localities; reduce graft and corruption; and create good image for the LGU in the area of good governance. The provincial LGU thus provided technical/consultancy assistance to 12 component LGUs, and concluded technical assistance in the organization of LEIPO assist in the conduct of Assessment on Business Competitiveness among the 12 municipalities.

For being a socially protective and safe LGUs six municipalities namely the Bagumbayan, Lambayong, Lebak, Lutayan, Kalamansig and Palimbang were approved for the SALINTUBIG Projects. For being an Environment Protective, Climate Change Adaptive and Disaster Resilient LGU, the provincial LGU conducted assessment/verification of all documents of nine LGUs for the LRRMC to qualify for the Seal for Disaster Preparedness (SDP), and participated in the conduct of evaluation during the 2013 Gawad Kalasag Search for Excellence in DRRM in the municipalities of Isulan, Bagumbayan, Columbio, President Quirino, Kalamansig, and Lebak.

Assessment and evaluation of Full Disclosure Policy (FDP) of the municipalities of Lambayong and Esperanza are 100% compliant while the rest are partially compliant. The Seal of Good Housekeeping (SGH) recognizes LGUs' good performance in internal housekeeping, particularly in the areas of local legislation, development planning, resource generation, resource allocation and utilization, customer service, and human resource management and development, as well as, in valuing the fundamental of good governance. Two municipalities, Lebak and Lutayan (2) were awarded bronze medals and Silver medal for the eleven (11) other municipalities of Sultan Kudarat.

4. South Cotabato

On Streamlining of BPLS, all component LGUs are already operating under the new system while Koronadal and Polomolok signified their willingness to undergo the deepening of BPLS which is the Regulatory Simplification Process. For 2013, the Provincial Government was able to access a total amount of P6,000,000.00 from the National Government for its Special Local Roads Fund. A stakeholders' conference was called by the DILG CO through OPDS which was attended by the Provincial Director and personnel from the Provincial Government to fast track its implementation.

On SALINTUBIG implementation, only Lake Sebu was qualified in the first tranche. The project has already been completed amounting to 7 million. This was established in Sitio Lamlahak, with 60 household beneficiaries.

On PaMaNa Program, only Tboli was included for 2013 with a total project cost of Fifty Eight Million Eight Hundred Thousand Pesos (58,800,000.00). These include the road rehab/construction, water system, construction of multi-purpose building, day care center and peace center of the following barangays: Lambuling, Lamsalome and Maan. The preparation of technical documents is now being done.

Meanwhile, Polomolok and Tantangan were able to submit its Comprehensive Land Use Plan to the Provincial Land Use Committee while the rest of LGUs are still ongoing on their CLUP Write-up and Map Digitizing. In compliance to the National Greening Program, the LGUs were able to plant 32,980 more trees during the Arbor Day Celebration.

The implementation of the the Lupon Tagapamayapa Incentives and Awards is institutionalized in the province. An annual Search for the Outstanding Lupon is conducted with the financial support amounting to P133,500.00 from the provincial government. For 2012, the Municipality of Polomolok was the province's entry to the National Search and was visited by the National evaluators for its on-site validation on October 17, 2013.

For the local search conducted in the 2012, the following were the results:

1st Place - Poblacion, Polomolok 2nd Place - Lopez Jaena, Norala

3rd Place - Reyes, Banga 4th Place - Polonuling, Tupi

Notable innovation in the Province of South Cotabato is the Seal of Good housekeeping South Cotabato Version. The most popular program of the late DILG Jesse M. Robredo dubbed as Seal of Goodhousekeeping was cascaded down to the Barangays. The DILG proposed amendments of the Ordinance institutionalizing the Dangal ng Barangay – a program giving due recognition to Barangays with Outstanding performance. Aside from renaming the program into Dungog sang Barangay – Seal of Goodhousekeeping South Cotabato Version, criteria and mechanisms were updated to keep pace with the governance direction set by the Local and National Officials. Sangguniang Panlalawigan Ordinance No. 03 was enacted last May 21, 2012. The provision of the amended Ordinance was implemented this 2013.

Another notable innovation is the Organizing and Mobilizing of the First Ladies of the Municipal LCEs by the Province. Their position followed the position of their husbands in the League of the Municipalities. They play important role in the Clean & Green Program of the Province. They attend the annual briefing every January or February each year. They take charge of choosing their Barangay entries through raffle draws and are very active in the implementation of the C&G initiatives in their respective LGUs. The First Ladies are also partners with the DILG in planning and carrying out social activities for the Mayors and their Staff like the Oath-taking Ceremony and the annual Christmas Fellowship. Part of the activities in this annual gathering is a Dance Competition by LGU. The participation of the Mayors and the First Ladies give additional points to the LGU entry.

Issues, Concerns and Recommendations

LGUs at the very start find it hard to handle its devolved powers and functions specially the poor LGUs, considering the insufficient income to fund their programs and projects. However, the LGUs have utilized their tax and corporate powers to increase their income to finance the delivery of services to the populace.

Issues and concerns were raised during the FGD and KII activities and it was noted that primarily the formula that serves as the basis for the distribution of IRA—that is population – 50%, Land Area – 25% and equal sharing 25%—is one of the hindrances to development as quoted by one official of Sarangani province. Mayor Guiani of Cotabato City also cited that while some powers and functions of the central government are devolved to the LGUs, provision of corresponding budget allocation such as the IRA tends to make some LGUs to be non-performers as they depend so much on this IRA allocation. This situation makes other non performing LGUS to stagnate in terms of development. Delivery of services particularly on health, agriculture, environment, social services, and risk reduction that were devolved to LGUs becomes inefficient specially to poor LGUs.

All of the LGU officials that were interviewed have these sentiments and proposed for a performance-based formula that shall be incorporated in the formula for determining the share of LGUs in the IRA. This performance-based formula shall serve as a motivation to the LGU officials to perform better by increasing their respective income and further improve the efficiency of delivery of the devolved powers and functions. A board member of North Cotabato even proposed that the fund coming from the Central Government (IRA) shall not solely come from Internal Revenue but should also be shared with the other income such as income from custom taxes and the like.

Expanding the powers of the LGU is also another proposed policy reforms the LGUs have proposed. This was exemplified by the powers and functions of the local Environment and Natural Resources Office. The local Environment and Natural Resources Office (ENRO) is mandated to perform preservation and conservation of natural resources; however, the LGC does not grant them the power to apprehend violators of environment and natural resources laws and rules. Apprehension of violators to environment and natural resources is granted only to the Department of Environment and Natural Resources (DENR), and for some time this created complications with the supposed coordination with the local ENR. This limitation hinders the effective and efficient delivery of the local ENRO to carry out its duties and functions, hence a proposed expansion of devolved power and clear delineated functions to both DENR and local ENR.

Health, social and agricultural services, on the other hand, suffer the same predicament. While powers and functions were granted to LGUs, these do have limitations. Programs and projects of these services come from the national government and funding sources of these programs are sometimes limited. With the situation that most LGUs are IRA-dependent; hence, funding requirements for programs and projects are at times jeopardized. Politics also played a role in the effective and efficient delivery of these programs and projects. Other LGU officials tend to implement programs and projects according to their priorities. As a result, programs and projects from the national government that should supposedly be implemented hand in hand by both local and national agencies were poorly implemented with the local and national officials' finger pointing at each other.

The hereunder observations on the status of health services are the results of the FGD and KII with the Health Officers of the Municipal and Provincial LGUs in Region XII. They emphasized that the quality of health services depend on the capability of the LGUs concern. The richer the LGU, the better services it can offer. Smaller or poor LGUs that are generally dependent on the IRA remain stagnated in terms of providing these services. This current trend in providing financial budget to the LGUs created a wide disparity between the rich and poor LGUs.

Health personnel are very much affected by the interventions of political leaders. Implementation of health programs by the national government also depends on the focus or priority of the Local Chief Executives (LCE) and the creativity of the local health officer is always tested to deal and influence the LCEs to give priority to health services. The Health budget is incorporated in the IRA and is dependent on the policy support by the LGUs. And so, the national health programs, whose budget comes from the national government through the IRA is jeopardized. Similarly, financial rewards and incentives of personnel that were given when they are with the Central Government cannot be given by poor LGUs. As a result of too much politics, LGU health officers and personnel generally would like to go back to the central government.

The Health Department of the central government provides trainings like the Municipal Leadership Governance Program (MLGP) of the Department of Health which help create awareness among LCE to focus and prioritize health services. These were attended by the LCEs and Health Officer that will hopefully make them understand that they have to work closely to in order improve delivery of basic health services.

III. CAPACITY BUILDING AND PROFILE OF HIGHER DUCATION INSTITUTIONS (HEIS) IN REGION XII

Of the estimated four million populace occupying the region, most children and youth of school age are attending either in private or in public schools. Data from the Commission on Higher Education show that there are ninety-nine (99) higher education institutions (HEIs) operating in the region in which 93 are private institutions; 5 are state universities and colleges and 1 local college - the Makilala Institute of Science and Technology. These HEIs are clustered based on their geographical locations: (1) Cotabato City; (2) North Cotabato and Kidapawan City; (3) Sultan Kudarat and Tacurong City; (4) South Cotabato and Koronadal City; and Sarangani Province and General Santos City.

Three of the four provinces of the Region have state colleges or a university: Cotabato City Polytechnic State College (CCSPC) in Cotabato City; Sultan Kudarat State University (SKSU) in the Province of Sultan Kudarat; University of Southern Mindanao (USM) and Cotabato Foundation College of Science and Technology (CFCST) in the Province of North Cotabato and Mindanao State University in General Santos City in the Province of Sarangani.

Table 8 below shows the number of HEIs operating in each of the four Provinces of the Region.

Table 8. Distribution of HEIs in Regions 12, AY 2014-2015

AREA	# of HEIs	Operating	Total	% share of	
AREA	Private	Public	Total	HEIs	
Cotabato City	16	1	17	17.18	
Kidapawan City & North Cotabato	17	3	20	20.20	
Tacurong City & Sultan Kudarat	16	1	17	17.17	
Koronadal City & South Cotabato	23	0	23	23.23	
Gen.Santos City & Saranggani Province	21	1	22	22.22	
Total	93	6	99	100	

Enrollment in Higher Education in Region XII By Geographical Location

In terms of enrollment in higher education based on geographical locations, Sarangani province and General Santos City share 33% of the total enrollment population based on AY 2014-2015. This is followed by North Cotabato and Kidapawan City cluster with 25% of students enrolled for the said Academic Year. The data can be attributed to the number of higher education institutions operating in Sarangani province and General Santos City and at the same time on the peace and order situation of the province as compared to Cotabato City and North Cotabato.

Table 9. Data on Enrolment by Area, AY 2014-2015

Cluster	Area	Private	Public	Total	%
1	Cotabato City	10,777	9,728	20,505	15
2	Kidapawan City & North Cotabato	14,278	20,036	34,314	25
3	Tacurong City & Sultan Kudarat	7,635	10,829	18,464	13
4	Koronadal City & South Cotabato	17,759	2,654	20,413	15
5	Gen. Santos City & Saranggani Province	27,276	18,955	46,231	33
	TOTAL	77,725	62,202	139,927	
	%	56	44		100

At the same time, majority of business management schools and teacher education higher education institutions can be found in General Santos City. On another note, the Maritime education institutions can only be found in General Santos City and in Koronadal City.

Program Offerings of HEIs in Region XII

Program offerings of higher education institutions in the region were grouped into 12 clusters, namely: Teacher Education, Agriculture Education, Engineering and Architecture Education, Criminal Justice Education, Information Technology Education, Health Professions Education, Humanities Education, Business Management Education, Legal Education, Maritime Education, Science and Mathematics Education, and Other Academic Disciplines

On the 12 clusters of program offerings, 24.1% of the total population of enrolled students in Region XII are attracted to Business and Management Education and in Teacher Education, comprising 24%. This is followed by Information Technology Education at 11.2%. Agriculture Education accounts to only 4.2% of the total population of the total enrolment rate by disciplines despite the fact that Region XII is predominantly agriculture in nature and the potential of the resources available.

The same data show that 57% of the total enrollees in the region are females which account for more than half of the total population for the specified academic year.

Cluster	Area	Male	Female	Total	%
1	Teacher Education	8,977	25,264	34,241	24
2	Agriculture Education	2,950	2,967	5,917	4.2
3	Engineering and Architecture Design	8,142	2,639	10,781	7.7
4	Criminal Justice Education	7,018	2,495	9,513	6.8
5	Information Technology Education	8,166	7,482	15,648	11.2
6	Health Professions Education	1,111	4,630	5,741	4.1
7	Humanities Education	2,717	5,414	8,131	5.8
8	Business & Management Education	11,664	22,073	33,737	24.1
9	Legal Education	1,250	616	1,866	1.3
10	Maritime Education	4,571	63	4,634	3.3
11	Science and Mathematics	614	976	1,590	1.1
12	Other Disciplines (theology/trade)	2,488	5,640	8,128	5.8
	TOTAL	59,668	80,259	139,927	
	%	43	57		100

Table 10. Data on Enrolment by Clusters of Discipline:

Enrollment Trend in Higher Education in Region XII by Program Offerings

Table 11 shows the enrollment trend in Region XII for the last three years. Data revealed an annual percentage increase of 10.2% and 11.9% respectively for SY 2013-2014 and SY 2014-2015 in enrollment. This can also be attributed to the increasing population of the Region.

Enrollment for the last three years is consistent with Business and Management Education as the most attractive discipline in Region XII. The rising trend in its enrollment can be attributed to the ongoing economic enterprise that the Region is experiencing over the period. At the same time, Teacher Education still ranks second as the most attractive discipline in the region due to the presence of DepEd schools in the Region and increasing number of higher education institutions being established and operated.

Table 11. Comparative Data on Enrolment by Discipline, SY2012-2015

CI. 4		SY	SY	SY
Cluster	Area	2012-13	2013-14	2014-15
1	Teacher Education	24,585	29,565	34,241
2	Agriculture Education	5,582	6,307	5,917
3	Engineering & Architecture Education	8,158	8,578	10,781
4	Criminal Justice Education	7,972	9,630	9,513
5	Information Technology Education	14,157	13,904	15,648
6	Health Professions Education	5,196	5,548	5,741
7	Humanities Education	5,185	6,294	8,131
8	Business & Management Education	30,356	33,278	33,737
9	Legal Education	192	496	1,866
10	Maritime Education	4,891	4,712	4,634
11	Science and Mathematics	1,047	1,318	1,590
12	other Disciplines (theology/trade)	3,329	5,979	8,128
	TOTAL	110,650	125,609	139,927
	%		11.90	10.23

Graduation Trends in Region XII

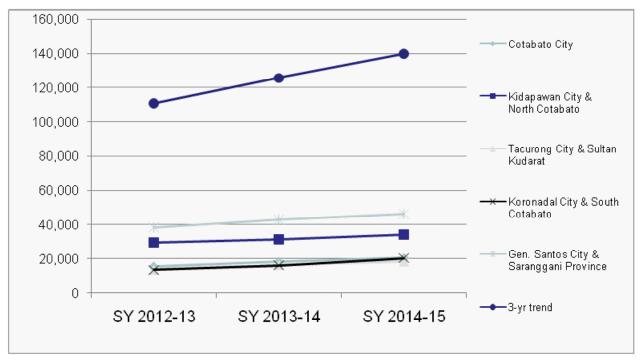
The number of graduates based on geographical locations correspond to the trend in enrollment. Data revealed that most number of graduates for the last three years came from General Santos City and Sarangani Province cluster. This is due to the higher enrollment rate it posted as compared to the four other clusters for the same period.

Table 12 shows the graduation trends in the Region based on five clusters

Table 12. Graduation Trend in Higher Education in Region XII

Area	SY 2012- 2013	SY2013- 2014	SY 2014- 2015	Graduates for the last 3 years
Cotabato City	2,413	2,999	3,576	8,988
North Cotabato and Kidapawan City	5,056	4,883	5,870	15,809
Sultan Kudarat and Tacurong City	2,247	2,796	2,812	7,855
South Cotabato and Koronadal City	2,349	2,346	2,632	7,327
Sarangani Province and General Santos City	6,069	6,964	6,088	19,121

Figure 8: Trend in Higher Education 2012-2015



CONCLUSION

The growth levels of decentralization and democratization process show a positive trend in the region. There is enhanced transparency and accountability reflected in the adoption of full disclosure policy in all LGUs of the region and growing awareness of its importance in the decision-making process. The Anti-Red Tape Act (ARTA) has led to the streamlining business processes, enhancing the business environment for investors. This of course led to increased revenues and increased trust on the part of the taxpayers. An indication of the level of development of the LGUs is the receipt by four provinces of recognitions such as the Seal of Good Housekeeping.

The implementation of the Philhealth program and the accreditation of locally-owned and supervised hospitals contributed largely to the expansion of health services being provided by the LGUs. There is also enhanced rapport between health personnel and local government executives, hence, facilitating delivery of health services to the people.

The increasing level of awareness of local government officials on the need to generate additional revenues through economic enterprise is visible. In the case of Cotabato City, the growth of investments doubled over time which is also attributed to the decline in the incidence of peace and order threats.

Inter-local cooperation is also evident in the formation of alliances among the Municipalities of Pigkawayan, Alamada, Libungan, Midsayap, Aleosan, Pikit and Banisilan (PALMA- PB) in the pursuit of common developmental goals. The Arakan Valley Development Complex (AVDC), development mechanism of the Provincial Government of Cotabato is composed of the municipalities of President Roxas, Matalam, Antipas, Magpet and Arakan geared toward capability enhancement of component municipalities on agri- based industrial development and support of the socio-economic concerns of the member-LGUs.

Noteworthy is the growing awareness and appreciation of the academe- LGU partnership as in the creation of the Zone of Peace and Development Council or ZOPADC, stemming from the Memorandum of Understanding by and between the Sultan Kudarat State University and the Municipalities of Senator Ninoy Aquino, Kalamansig, Lebak and Palimbang (NAKALEPA) through the initiative of the 1 Marine Brigade stationed in the coastal areas of Sultan Kudarat.

There is also a directed effort towards improving higher education in the region with the ongoing conduct of feasibility study on the best modality of "amalgamating" the four state-owned higher education institutions in the Region composed of the University of Southern Mindanao (USM), the Cotabato Foundation College of Science and Technology (CFCST) both in North Cotabato; Sultan Kudarat State University in the Province of Sultan Kudarat and the Cotabato City Polytechnic State College (CCSPC) in Cotabato City.

It may appear to have been very difficult for the LGUs in the region to handle the devolved powers under the Code but financial data show the efforts made to utilize their tax and corporate powers to increase their income and finance the delivery of services to the populace.

Among the issues raised during the FGD and KII activities is the IRA-sharing formula. It was noted that primarily the formula that serves as the basis for the distribution of IRA—that is population -50%, Land Area -25% and equal sharing 25%—is one of the hindrance to development as quoted. Notable is the observation that some powers and functions devolved with corresponding budget allocation such as the IRA tend to make some LGUs dependent on their IRAs.

It is recommended that a performance-based formula be incorporated in determining the share of LGUs in the IRA. This is supposed to motivate LGU officials to increase their incomegenerating capacity and improve efficiency of delivery.

LGU powers in the implementation of policy programs and reforms should be expanded. This is specifically true for the local Environment and Natural Resources Office (ENRO) with the mandate of preserving and conserving natural resources but the LGC does not grant them the power to apprehend violators of environment and natural resources laws and rules. This situation hinders the effective and efficient delivery of the local ENRO.

The same situation holds true for health, social and agricultural services. While powers and functions were granted to LGUs, funding sources of these programs are sometimes limited.

Where most LGUs are IRA dependent, funding requirements for programs and projects are at times jeopardized. Politics also played a role in the effective and efficient delivery of these programs and projects. Other LGU officials tend to implement programs and projects according to their priorities, hence, affecting continuity in the implementation process.

Appointment of needed health personnel is also affected by local politics. Implementation of health programs by the national government also depends on the focus or priority of the local chief executives.

POLICY NOTE

Current Situation of the ENR Management Services of the LGU

With the passage of the Local Government Code of 1991, decentralization and local autonomy were hoped to be given the much-needed push to carry out the constitutional mandate. Pursuant to Section 17 of the Code (Basic Services and Facilities) it is for the LGU to discharge the functions and responsibilities of national agencies and offices devolved to them which include solid waste management, health, sanitation, community forest based management projects and coastal resource protection and management.

One of the devolved powers and functions of the LGU is the management services on Environment and Natural Resources of the respective LGUs in their area of responsibility. This is embodied in Paragraph 2 of Section 17 of the LGC which provides that "(i) Extension and on-site research services and facilities related to agriculture and fishery activities which include dispersal of livestock and poultry, fingerlings, and other seeding materials for aquaculture; palay, corn, and vegetable seed farms; medicinal plant gardens; fruit tree, coconut, and other kinds of seedling nurseries; demonstration farms; quality control of copra and improvement and development of local distribution channels, preferably through cooperatives; inter -Barangay irrigation system; water and soil resource utilization and conservation projects; and enforcement of fishery laws in municipal waters including the conservation of mangroves;

(ii) Pursuant to national policies and subject to supervision, control and review of the DENR, implementation of community-based forestry projects which include integrated social forestry programs and similar projects; management and control of communal forests with an area not exceeding fifty (50) square kilometers; establishment of tree parks, greenbelts, and similar forest development projects."

Local ENR offices like the Municipal Environment and Natural Resources Office (MENRO) for municipalities and CENRO for cities are taking charge of the functions on protection, conservation and management on their respective areas on 1. Forest (for LGUs that have forests), 2. Coastal (for LGUs that have coastlines) and 3. Waste Management. These LGU counterpart offices of the Department of Environment and Natural Resources (DENR) form part of a coordinating office that implements programs and projects by the national line agencies, specially that of DENR, the Bureau of Fisheries and Aquatic Resources (BFAR) and the Department of Agriculture (DA). While it is a welcome development that the LGUs have their specific office to look into its ENR, certain limitations on its powers and functions have hindered the implementation of some programs and projects.

With more than a decade of the Code's implementation, the limitations of the powers and functions particularly on ENR programs and projects of the LGU coupled by the inadequate budget of some small LGUs are among the recurring issues. Certain provisions in the LGC have hindered the local ENR offices to implement to the fullest their mandated functions. Reflected in the succeeding section of this policy note is a matrix showing the issues and concerns of the various ENR component function area and the specific difficulties encountered in the implementation of these ENR-devolved powers and functions to LGUs.

Matrix Indicating the Local ENR Mandates and Difficulties Encountered in Implementation

Local ENR Area Mandates	Specific Functions of local ENR Office on Mandated Area of implementation	Difficulties encountered by the LGUs in the implementation and carrying out its mandates
Forest Land, land use, conservation and protection and management	 Program and project implementation Conservation and protection Land use and utilization Policy and Laws enforcement 	 Programs and projects coming from the national government are implemented by the DENR and are just coordinated with the local ENR office, hence, the local ENR serves only as coordinating office. In most cases support to LGUs by the national office are in the form of facilities, equipment and capacity building of the local counterpart; hence, due to lack of funds to operationalize and sustain the support services these projects are
		only short-lived in most cases.3. Lack of funds especially among small LGUs
		4. Enforcement on ENR conservation and protection laws were limited only to creating a local multi-sectoral enforcement team due to lack of funds and non-deputization of enforcement power to the local ENR
Coastal Resources utilization, conservation, protection and management	 Program and projects implementation Conservation and protection 	 Programs and projects are implemented initially by the DENR and BFAR and LGU ENR counterpart is just to sustain the projects, through its local budget, hence again lack of funds is a concern.
	3. Coastal Resource utilization4. Fishery Law enforcement	Lack of funds on conservation and protection specially for small LGUs
		3. Enforcement on ENR conservation and protection laws were limited only to creating a local multi-sectoral enforcement team due to lack of funds and non-deputization of enforcement power to the local ENR
Waste management and enforcement of related policies and laws	 Program and project implementation Policy and Law enforcement 	 Lack of funds Office personnel are only optional positions, hence, the status and office structure depends on the Local elected officials to create such positions in the ENR office.

To summarize, the matrix of the local ENR mandates and the difficulties encountered shows that the foremost of the recurring concern is the lack of funds to support and sustain the implementation of the various programs and projects on utilization, protection, conservation and management of ENR. Due to the limitation on the provision of the LGC, where local ENR officials and personnel, which is a requisite to operationalize ENR office mandates, are only optional and not mandatory. They are also subjects to local elected officials' political will and priorities.

In the case of programs and projects implementation, (again due to lack of funds) LGUs which are highly dependent on Internal Revenue Allotment (IRA) are in most cases prejudiced. In most cases programs and projects coming from the national government, are implemented by the national agencies with funding coming from national coffer. These are then transferred to the local ENR office and required to be funded by the LGU. This situation is putting the financial burden on the LGUs in sustaining the devolved projects which in most cases just die a natural death.

A classic example of this project implementation is the declaration of fishery sanctuaries by the national government through BFAR, which at the very start of the program ought to be implemented by the national agency concerned. The fund during the initial stage of implementation is coming from the national government; however after some time this will then be turned over to LGU to sustain the project. This is where now the problem lie, where the LGU although its personnel and the direct local stakeholders are already capacitated, the lack of funds from LGUs can be a problem.

Another case in point is those involving enforcement power on environmental protection and conservation of forest and coastal resources which is within the bounds of the national line agencies. While LGUs may create a Local Enforcement Team that may be composed of a multi-sectoral group, there is a need to deputize this enforcement team by the national agencies concerned. Due to this limitation by the LGUs this may cause conflicts between and among national line agencies and its local counterpart in the enforcement and apprehension of violators of ENR policies and laws.

Conclusion and Recommendations

It is apparent that the implementation of the devolved functions of the LGUs, particularly in the management of ENR services, is strongly affected by the Codal provision that shall be subject to the policies, supervision, control and review powers of the national office, that is the Department of Environment and Natural Resources. Hence, even the corresponding implementing rules and policies issued by the DENR reflect this relationship which in most cases tend to favor a coordinative role of the local ENR offices.

With this, concept of autonomy and centralization is still limited by the hesitancy by the national government to recognize the full capacity of the LGUs. It is also further aggravated by the f financial and human resource capability issues of the LGUs. As noted above, some LGUs are dependent on IRA and fail to explore the financial powers conferred by the Code in exploring and utilizing available local revenue sources.

Given this existing regulatory framework, it is recommended that changes be made along capacity enhancement both human and financial resources. With the foregoing discussion on the current situation of the devolved functions particularly on local ENR management services, it is recommended that specific provisions of a well-defined local ENR office with mandatory positions and incorporated in the proposed amendments of the Code. Likewise, a specific provision expanding the powers and functions of the LGU through its local ENR office—particularly on the enforcement of ENR laws and rules giving such specific power to LGU within its area of responsibility—is recommended. Finally, there also has to be a specific provision of the transfer of funds to the LGUs for ENR national programs and projects implementation from other sources of revenues and not only from internal revenues. This will augment financial capacity of LGUs and necessarily enable the training and hiring of technical persons needed to carry out devolved ENR functions that are often technical in nature.

NCR

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EXECUTIVE SUMMARY

The National Capital Region is the most urbanized region in the country. It also serves as the country's center of political and economic power and strongly influences the development of its neighboring towns. Its highly urbanized characteristics also lead to unique problems, different from other regions in the country, that result from population congestion and unplanned development. Even as the NCR has lower poverty figures, there are inequalities evident in informal settlements where many of the urban poor are concentrated.

One of the benefits of being the center of commercial, cultural and political activity, and a large population base is that unlike other regions, NCR's local government units (LGUs) have low dependency on internal revenue allotments (20%). Individual LGU IRA dependencies, however, range from 7% to 53% in 2014. Locally sourced revenues as a whole make up 80% of the regional income. What has also contributed to this is that NCR LGUs have over the years introduced reforms and improvements in their financial systems. This has led to improved tax collection especially through the use of information and communication technologies (e.g. geographic information systems, computerized systems). Some LGUs have tested the limits of their revenue-raising powers, and over the last last decade, some have been brought to the Court because of this (e.g. Socialized Housing Tax and garbage fees, business tax on companies selling petroleum products, revenues instead of receipts as basis for business tax computation, nullified tax impositions on government instrumentalities).

Given the huge population concentration in the NCR, one would expect a correlation with the size of the administration that governs it. However, there are outlier LGUs, such as Manila, with disproportionately large numbers of barangays, and Quezon City with a low number, in proportion to its population. The same can be said with personnel complement, which is relatively high in Makati and Valenzuela and low in Caloocan. This would suggest the need to revisit the administrative subdivision of LGUs by barangays and explore amalgamation of barangays in come cases. Further studies would also be needed to look into human resource policies and practices of LGUs to understand the reason behind the different (tenurial and programmatic) strategies and how they impact on services.

Despite these challenges, LGUs in the NCR have done well in the National Competetiveness Council's competitiveness index, and World Bank's ease of doing business rankings. 2014 SGLG report show that except for social protection component, NCR LGUs performed well in complying with the five other components that define the state of good local governance.

One problem, however, is how the region is governed as a whole, and how the LGUs therein, cooperate with shared concerns (e.g. mass transportation, traffic, garbage, pollution, peace and order etc.) There remains an inherent weakness in the Metro Manila Development Authority (MMDA) to resolve the fragmentation that persists in the delivery of metro-wide services and in harmonizing local policies especially on garbage and heath/welfare services given its limited legislative and policing powers. Still, many LGUs have been independently recognized and awarded (e.g. Galing Pook) for innovations that address some of the unique problems it has faced (e.g. HIV AIDs services, garbage collection, etc.).

As far as democratization is concerned, almost three decades after the birth of the 1987 Constitution, participation of NCR voters has been declining and been the lowest among all the regions. It is also not immune to political dynasties as dynasties are evident in 82% of its LGUs. This is counterbalanced by the equally high participation of citizen groups in local policymaking (82%).

ASSESSMENT OF THE STATE OF DECENTRALIZATION AND DEMOCRATIZATION FOR DEVELOPMENT IN THE NATIONAL CAPITAL REGION (RAPID FIELD APPRAISAL FOR NCR)

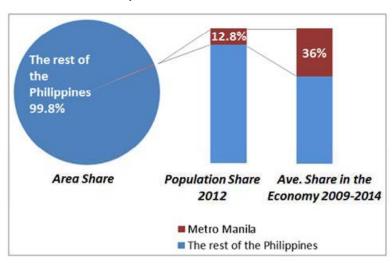
CENTER FOR LOCAL AND REGIONAL GOVERNANCE

INTRODUCTION

The National Capital Region (NCR), better known as Metro Manila, is the country's center of political and economic power. It is composed of 17 local governments - 16 highly urbanized cities and one municipality. It comprises only 0.2% of the country's land area but is home to 12.8% of

its population (2012). NCR is second to CALABARZON in population size. Every year, about 100-300,000 people are added to the regional population.

This densely populated region is an engine of the nation's development as it accounts for more than a third (36%) of the GDP (2009-2014 average) (Figure 1). This comes as no surprise given the number of central business districts in the region, numerous headquarters of major retail companies and businesses, and location of approximately 40% of banks/financial institutions.⁴⁰



The region's influence spreads to its neighboring towns (Rizal, Bulacan, Cavite, and even Laguna) such that this concentration of residential and commercial activities has brought the agglomeration of 'spatially dependent' LGUs called 'Mega Manila'. As such, NCR's population increases by 40% during the day, due to the workforce that resides in neighboring towns and suburbs. This contributes to unique issues that confront NCR, particularly on transportation, traffic and housing.

Basic information on Metro Manila LGUs are presented in Table 1. Manila is the oldest city, followed by Quezon City. Eight of the NCR LGUs became cities between 1994 and 1998. The newest cities are San Juan and Navotas. LGUs in the region can be classified according to the number of their barangays, with Manila, Pasay, Caloocan and Quezon City in one group (>100 barangays) and the rest composing the other group with less than 50 barangays. Quezon City occupies the largest area, and it also houses the most number of people. Conversely, Pateros Municipality has both the smallest area and population.

⁴⁰ Palafox, F., Jr. (2015). Manila megalopolis 2021 and beyond: A vision plan towards vertical urbanism, Council on Tall Buildings and Urban Habitat 2015 International Conference, New York, 26-30 October 2015. Available at global.ctbuh.org/paper/2470.

In 2012, the annual per capita poverty threshold in the Philippines was PhP18,935. The threshold for NCR is highest among regions at Php20,344. According to NSCB data, the proportion of poor families in NCR (2.6%) is way below the Philippine average (19.7%). Across the years, NSCB found that poverty incidence in NCR has been the lowest among regions (5.3% in 1991; 2.9% in 2006). Region 4A at 8.3% (2012) and Region 3 (10.1%) comes next.⁴¹ Poverty incidence figure for each NCR LGU in 2009 is presented in Table 1.

There are some reservations on accepting the NCR poverty figures given the high cost of living and the proliferation of slums and blighted areas in the Metro. For one, it is interesting to note that the 2012 per capita poverty threshold in ARMM (Php20,517) is higher than the NCR rate. Also, there is only a Php2,315 difference between NCR's threshold and that of Region 6 which has the lowest threshold figure. There may be a need to review the set threshold amount given the findings from the Social Weather Stations' self-rated poverty survey. In 2012, SWS found that 52% of Filipino families consider themselves as poor whilst in Metro Manila the figure is 41%. This is lower than the national average but higher than the 2.6% NSCB figure.

Table 1. NCR LGUs Basic Profile	13
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LGU	Number Barangays	Area (km²)	Estimated Population (2012)	Year of Cityhood	Poverty Incidence (small area estimate 2009) ⁴⁵
Caloocan City	188	53.33	1,571,814	1962	3.1
Las Pinas	20	41.54	573,393	1997	2.8
Makati	33	27.36	542,375	1995	1.4
Malabon	21	15.76	357,679	2001	4.0
Mandaluyong	27	11.26	335,593	1994	1.8
Manila City	897	38.55	1,664,198	1574	2.6 ^b
Marikina City	16	33.97	433,686	1996	2.2
Muntinlupa	9	46.7	455,064	1995	2.4
Navotas	14	10.77	254,205	2007	3.8
Paranaque	16	47.69	623,923	1998	2.3
Pasay	201	19.00	401,741	1947	1.7
Pasig	30	31.00	713,828	1995	2.2
Pateros	10	2.10	65,859	Municipality	3.0
Quezon City	142	161.12	2,909,455	1939	2.4
San Juan	21	5.94	122,178	2007	1.5
Taguig	28	47.88	691,344	2004	2.7
Valenzuela	33	44.58	599,102	1998	3.7
Total NCR	1706	638.55	12,315,437		

⁴¹ Philippine Statistics Authority (PSA). (Undated). Annual per capita poverty threshold, Family Income Statistics. Retrieved from www.nscb.gov.ph/secstat/d_income.asp.

⁴² Poverty up as year ended (2014, January 2). Businessworld. Retrieved from www.bworldonline.com/content.php?secti on=TopStory&title=Poverty-up-as-year-ended&id=81896.

⁴³ PSA. (2009). City and Municipal Small Area Poverty Estimates, 2009. Retrieved from www.nscb.gov.ph/poverty/2009_SAE/2009 sae final.pdf

⁴⁵ average for 14 areas. Note that 2009 poverty threshold for the Philippines was Php16,871 vs Php19,227 for NCR.

PATTERNS & TRENDS OF LOCAL DEVELOPMENT

The National Capital Region is described as the 'seat of power' since the highest executive, legislative, and judicial branches of government are located in this region. Even main offices of government financial institutions and government owned and controlled corporations (GOCCs) are lodged in the NCR. Though government agencies have regional offices, guidelines and pronouncements that are to be followed nationwide always originate from the NCR central offices. Hence, most, if not all, national government key decisions take place in Metro Manila. Similarly, the main offices of print, television and radio broadcast networks are also located in the region.

As mentioned previously, NCR is also the country's economic engine, and therefore its center of commerce. Major Philippine Stock Exchange-listed companies have their head/corporate offices in central business districts (CBDs) in the Metro. Pasay City is home to the head office of the SM group of companies. Makati City has Ayala and DMCI, other property developers, plus a range of banks (BPI, BDO, MetroBank) and PLDT. Pasig houses those in the food industry like Universal Robina and Jollibee Food Corporation, and also the JG Summit conglomerate. Taguig has Aboitiz Equity Ventures and Globe Telecomm while San Miguel and Petron Corporation went to Mandaluyong.

The concentration of political and economic power in the region affects the way development has shaped NCR's neighboring towns. Metro Manila's urbanization has already expanded beyond its political boundaries, going outwards to the north (Bulacan, Rizal) and South (Cavite, Laguna) bringing forth 'Mega Manila'. These are the same provinces that supply the bigger daytime population in the region. In the forecast of a noted planner/architect, Palafox (2015) anticipates that developments in Mega Manila will eventually explode towards these neighboring provinces (next page Figure 2, left), similar to the picture depicted in PHDR 2012/13 (Figure 2, right).

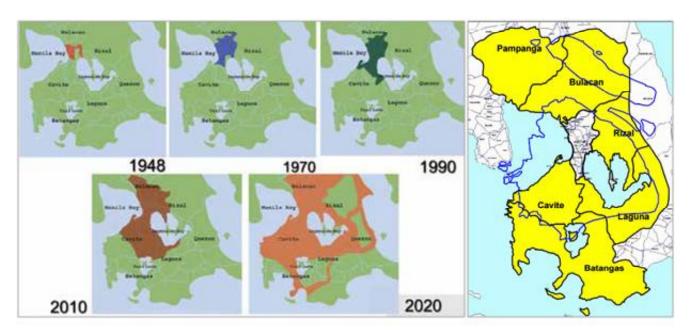


Figure 2. Mega Manila

Metropolitan management. The primacy of NCR as a business and political hub is not new, nor is urbanization expansion a novel phenomenon. As early as 1975, the national government already acknowledged the influence of the initial cities (Manila; Quezon City) in enticing people and businesses to the capital. Even then the challenge of rapid population growth, traffic management and garbage disposal warranted the creation of the Metropolitan Manila Commission. The same law that created MMC also carved NCR out of the 2 initial cities and 15 other LGUs originally from Rizal and Bulacan.

Triggered by the worsening traffic situation, the Commission was reorganized into the Metro Manila Development Authority (MMDA) in 1990 to enable the Mayor-led institution to manage the uniquely metropolitan problems of the region. Five years after, MMDA administration was changed into one where the President of the Philippines appoints a Manager instead of an elected Mayor as head. Aside from the responsibilities of the Commission turned Authority, MMDA was also given additional mandates on flood control and sewerage management, urban renewal, pollution control, public safety, and development planning (RA 7924).⁴⁴

At present, NCR is the only region where an administrative authority was created to assist and supervise in the delivery of metro-wide services. The need for this entity was further underscored by the growing problems in urban transportation, waste disposal, flooding, and informal settlements.

But limited as an administrative authority, MMDA has no legislative and police powers. It is inherently weak in addressing 'metropolitan fragmentation which has led to an amorphous multiregional sprawl of work and residential places that are poorly interconnected and are a daily existential torment that its inhabitants must endure. DILG Undersecretary Panadero, in response to the PHDR findings, explained that 'current arrangements in NCR have been inward-directed, parochial and territorial, with limited incentives for inter-LGU and inter-regional approach (since) there is no incentive either for metropolitan governance that goes beyond nine-year term limits of local chief executives and in response to scale opportunities or externalities over time.'

HIGHER EDUCATION INSTITUTIONS

Decentralization has been the ongoing framework for political reform in the Philippines with regard to local government. For the past 15 years, it has been pursued throughout the country with mixed results. Observers have remarked that decentralization created what we call "islands of good governance".⁴⁶

The same can be said with the state of higher education in the Philippines. Higher education in the country has undergone various stages of centralization, decentralization, privatization and with the passage of the Local Government Code. From its history, higher education in the Philippines started with the creation of religious educational institutions.⁴⁷ This was followed by

⁴⁴ RA 7924, The law creating the Metropolitan Manila Development Authority.

⁴⁵ Human Development Network (HDN). (2013). 2012/2013 Philippine Human Development Report, p32.

⁴⁶ Borrowing the phrase from The World Bank (2005). See Decentralization in the Philippines report from http://siteresources.worldbank.org/INTPHILIPPINES/Resources/WB-ADB-Decentralization-Final.pdf.

⁴⁷ International Institute for Educational Planning. (2003). In pursuit of continuing quality in higher education through accreditation: the Philippine experience, p20-22. Retrieved from UNESCO website, www.unesco.org/iiep/PDF/pubs/philippines. pdf

the State which later on codified the standards governing the operation of religious educational institution.

At present, higher education is divided among public higher education institutions (HEIs) and private HEIs. Public HEIs include the chartered state universities and colleges (SUCs), and CHEd supervised non-chartered public HEIs supported by the local government. Private HEIs are either sectarian or non-sectarian, owned by religious organizations and private corporations. Non-sectarian educational institutions only came into being during the American period, while private for profit HEIs expanded during the post-war era. In the pre-Martial law era, specifically during the 50s and 60s, education was heavily concentrated in Metro Manila and other highly urbanized cities throughout the country.

Meanwhile, local government funded colleges and universities started to expand when the 1991 Local Government Code allowed for the creation of local colleges and universities. During the post-EDSA period, major reform efforts were undertaken to rationalize the various regimes of educational institutions in the country. The first reform effort was in 1992 when the Congressional Commission on Education was formed. This was followed by the Philippine Commission on Education Reform in 2000, and the Philippine Task force for education in 2007. These efforts proposed to expand governance oversight, improve financing access, and promote equity and relevance.

Local colleges and universities (LCUs) meanwhile operate in a unique regulatory framework. The 1991 LGC (sec 447,458 and 468) provides LGUs with powers to establish LCUs. From the perspective of CHEd however, it has the regulatory power over the LCUs. This includes the power to enforce compliance in terms of minimum standards for laboratory, library, and faculty qualifications. But many LGUs, while recognizing the supervisory power of CHEd, insist on a separate regulatory regime done by establishing their own peer reviewing organization (Association of LCUs). Notwithstanding the tension between CHEd and LCUs, local government units still use CHEd guidelines as the baseline for compliance to accepted standards. In terms of curriculum requirements for example, CHEd memorandum orders on various courses still remain as the basis for evaluating all curricular programs. However it was only recently that certain programs had its memorandum orders finalized. In 2010, the CHEd Memorandum order on the degree of Bachelor in Arts, Major in Public Administration was finalized by CHEd.

The policy and guidelines in granting of degrees in Public Administration describes public administration as a degree program that prepares students to a career government and institution with public interest, also as a formation course for students who want to devout their life to public service (CMO No 6. Series 2010). Similar to other CHEd mandated programs, the minimum requirements for faculty complement of the HEIs offering the program of PA include a full-time program coordinator or chairperson. Possessing a degree of either masters in public administration, or a degree in social sciences or management, the same requirements are necessary for faculty teaching in the program. Currently, of the 23 private HEI, 5 SUCs and 7 LCUs offer Public Administration courses. In NCR, 6 HEIs offer a baccalaureate, 28 MPA, and 11 DPA programs.

Table 2: NCR institutions offering PA degrees

Name	Private HEI	SUC	LCUs	Public Adr	ninistration C	ourses
Name	Private HEI	SUC	LCUS	Bachelor	MPA	DPA
Adamson University	•				•	
ADMU	•				•	
Central Escolar University	•				•	
City of Malabon University			•	•	•	
DLSU-Araneta	•					
Development Academy of the Philippines		•				
Emilio Aguinaldo College	•				•	
Eulegio Amang Rodriguez Institute for Science and Technology	•			•	•	•
Greenville College	•			•		
Kalayaan College	•			•		
Jose Rizal University	•				•	•
DLSU-Jesse Robredo Institute of Governance	•					
Lyceum of the Philippines	•				•	
Manuel L Quezon University	•				•	•
National Business Arts College-Cubao	•				•	
National Business Arts College Fairview	•				•	
Olivarez College	•				•	
National Defense College of the Philippines		•				
Our Lady of Fatima University	•				•	
Pamantasan ng Lungsod ng Marikina			•		•	
Pamantasan ng Lungsod ng Maynila			•	•	•	•
Pamantasan ng Lungsod ng Valenzuela			•		•	
Philippine College of Health Sciences	•				•	
Philippine State College Aeronautics-Main		•			•	
Philippine Christian University	•				•	
Philippine Women's University	•				•	

Polytechnic University of the Philippines		•			•	•
Trinity University of Asia and the Pacific	•					•
Universidad De Manila			•		•	
University of the Caloocan City			•		•	•
University of Makati			•		•	
University of the East	•			•	•	
University of Santo Tomas	•				•	•
University of the Philippines- NCPAG		•		•	•	•
World Citi College	•				•	
Total	23	5	7	6	28	11

DEMOCRATIZATION

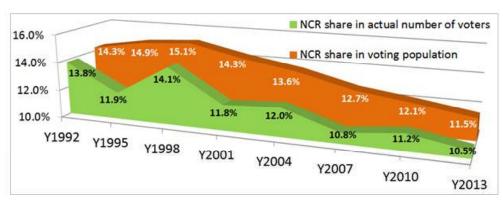
This section describes the status of democratic space in the region. In particular it discusses the electoral space, how actively people participated (in elections and in governance), the presence of political families, and choice. It also looks at the place and role of media in the area, and whether or not the rights of journalists are being curtailed.

Electoral Participation: Voter population and turnout

NCR has the second largest voting population after Region IVA. However, while Metro Manila has a substantial number of the voting population in the country (orange, Figure 3), the voter

turnout in NCR has been on average the lowest among all the regions from 1992-2013.

Likewise, over the years, its contribution to the total votes cast and number of voters has been declining. In



fact, in the last three elections, Region III actually had more people who voted than NCR. Voter turnout in NCR falls between 57% to 81% during the last eight elections, or 68% in average. In contrast, the Philippine average turnout was 76.4% (Table 3). In fact, the impact of NCR in national elections has been declining, from a high of 14.1% of votes cast in 1998, to only 10.5% in 2013.

Table 3. Voter Turnout (%) (1992-2013)

	1992	1995	1998	2001	2004	2007	2010	2013
NCR	73.2	56.6	80.6	63.1	68.0	62.1	69.1	70.4
PH ave.	75.5	70.7	86.4	76.3	77.0	73.1	75.0	77.3

Citizen Groups' Presence and Participation

One of the indicators under the Social Protection core component of the SGLG Governance Assessment Report 2014 (SGLG) (see also section on State of Decentralization: Metrics) pertains to the representation of CSOs in the Local Development Council. Of the 17 LGUs in the NCR, the DILG found that 82% complied with this provision and only three did not enforce the representation requirement of the LG Code. These cities were Las Piñas, Makati, and Manila.

Political Dynasties

Although not defined by the Constitution, the basic law of the land prohibits political dynasties. Political dynasties are defined here in either of two ways – succession of rulers from the same family or line⁴⁸ and holding of political posts simultaneously by two or more persons from the same family/line within the same LGU.⁴⁹

Since devolution, there are notable 'political families' in the region. In fact, most cities have at least one politically entrenched family. The only LGUs exempted are Muntinlupa, Pateros and Pasay. On the average, these families are able to introduce three family members in the local political arena. The Asistios of Caloocan are an outlier, having introduced family members as early as 1941. In terms of the longest number of years (since passages of the Local Government Code)—family members have either held a position in succession or have simultaneously held elective posts—Pasig (Eusebio), Mandaluyong (Abalos) and Makati (Binay) lead the list. These families have been in power for at least two decades. Only the Binays and Eusebios have had an uninterrupted hold of the local chief executive (LCE) position in NCR. In general, these political dynasties have held on elective local office posts for an average of 13.7 years. (Table 4)

⁴⁸ www.thefreedictionary.com/Political+dynasty

⁴⁹ Idea taken from House Bill 837, An Act defining political dynasty and prohibiting the establishment thereof.

Table 4: Political Families in NCR LGUs

	1		Tarrilles in NCR 1903	<u> </u>	1
LGU	Political Families	No. of family members involved ^a	Years in office ^b	Total No. of Years	Elective Posts Held
Caloocan	Asistio	8	1941-44; 1952-72; 76- 78; 1980-1995; 2004- 2015	51	Mayor, Vice Mayor, Councilor, BCapt
Caloocan	Echiverri	3	1988-1992; 2004-2013	13	Mayor, Councilor, BCapt
Las Piñas	Aguilar	3	1964-86; 1995-1997; 1997-2015	42	Mayor
Makati	Binay	3	1986-2015	30	Mayor; Councilor
Malabon???	Oreta	3	2004-2015	11	Mayor, Councilor
Mandaluyong	Abalos	5	1986-87; 1988-2004; 2007-2015	25	Mayor, Councilor, BCapt
Manila	Atienzad	4	1944-45, 1998-2007	10	Mayor, Councilor
Manila	Bagatsing ^d	4	1972-86; 1998-2004	20	Mayor, Councilor
Marikina	Fernando ^d	2	1992-2010	18	Mayor
Navotas	Javier	2	1980-86; 2001-2013	18	
Navotas	Tiangco	2	1998-2015	17	Mayor
Parañaque	Bernabe	3	1965-86; 2004-2013	30	Mayor
Pasig	Eusebio	5	1992-2015	23	Mayor, Councilor
Quezon City	Lagman ^d	2	2004-2013	9	Councilor
Quezon City	Sotto	3	1988-1992; 2010-2015	9	VMayor, Councilor
Quezon City	Belmonte	4	2001-2015	14	Mayor, V Mayor, Councilor
Quezon City	Castelo	4	2010-2015	5	Councilor
San Juan	Ejercito	5	1969-86, 2001-2015	31	Mayor, Councilor
Taguig	Cayetano	3	1992-95, 1998, 2001- 07, 2010-15,	15	Mayor, Vice Mayor, Councilor, Barangay Captain
Valenzuela	Gatchalian	2	2004-15	11	Mayor

Sources: Wikipedia, Verafiles

a combined number of family members who either succeeded the same post and/or were holding different elective posts in the same city

b listing of years when any member of the political clan held an elective post

c aggregate for all family members who have held a political office

d INACTIVE in recent local political history

Election results from 2004 to present offer an insight on the gender and 'relationship' profile of leaders for the top local posts. Of the 36 persons who held the mayoralty posts in NCR from 2004 onwards, only 5 are women; 3/40 for Vice Mayors. The female mayors are related as wife, mother or daughter to a previously elected Mayor/Vice Mayor. (Table 5)

Table 5: Mayors and Vice May, 2004-present

LGU	Position	2004	2007	2010	2013	
	Mayor	Enrico Echiverri	Enrico Echiverri	Enrico Echiverri	Oscar Malapitan	
Caloocan	Vice Mayor	Luis Varela	Luis Varela	Edgar Erice	Macario Asistio III	
Les Dines	Mayor	Imelda Aguilar	Vergel Aguilar	Vergel Aguilar	Vergel Aguilar	
Las Pinas	Vice Mayor	Luis Bustamante	Henry Medina	Luis Bustamante	Luis Bustamante	
N 4 a laati	Mayor	Jejomar Binay	Jejomar Binay	Jejomar Binay Jr.	Jejomar Binay Jr.	
Makati	Vice Mayor	Ernesto Mercado	Ernesto Mercado	Romulo Pena	Romulo Pena	
N.4 a la la a ra	Mayor	Canuto Oreta	Canuto Oreta	Canuto Oreta	Antolin Oreta III	
Malabon	Vice Mayor	Arnold Vicencio	Arnold Vicencio	Antolin Oreta III	Jeannie Sandoval	
Mandaluyong	Mayor	Neptali Gonzales	Benhur Abalos Jr	Benhur Abalos Jr	Benhur Abalos Jr	
, ,	Vice Mayor	Jesus Cruz	Renato Sta Maria	Danilo De Guzman	Edward Bartolome	
Manila	Mayor	Lito Atienza	Alfredo Lim	Alfredo Lim	Joseph Estrada	
	Vice Mayor	Danilo Lacuna Sr	Francisco Domagoso	Francisco Domagoso	Francisco Domagoso	
Marikina	Mayor	Lourdes Fernando	Lourdes Fernando	Del De Guzman	Del De Guzman	
	Vice Mayor	Marion Andres	Marion Andres	Jose Cadiz	Jose Cadiz	
Muntinuna	Mayor	Jaime Fresnedi	Aldrin San Pedro	Aldrin San Pedro	Jaime Fresnedi	
Muntinupa	Vice Mayor	Aldrin San Pedro	Artemio Simundac	Artemio Simundac	Artemio Simundac	
Navotas	Mayor	Toby Tiangco	Toby Tiangco John Reyn Tiangco		John Reyn Tiangco	
Navotas	Vice Mayor	Patrick Javier	Patrick Javier	Patrick Javier	Clint Geronimo	
Daranagua	Mayor	Florencio Bernabe	Florencio Bernabe	Florencio Bernabe	Edwin Olivarez	
Paranaque	Vice Mayor	Andres Yllana	Gustavo Tambunting	Gustavo Tambunting	Jose Golez	
Dacay	Mayor	Wenceslao Trinidad	Wenceslao Trinidad	Antonino Calixto	Antonino Calixto	
Pasay	Vice Mayor	Antonino Calixto	Antonino Calixto	Marlon Pesebre	Marlon Pesebre	
Dasig	Mayor	Vicente Eusebio	Robert Eusebio	Robert Eusebio	Maribel Eusebio	
Pasig	Vice Mayor	Rosalia Martires	Rosalia Martires	Rosalia Martires	Iyo Christian Bernardo	
Dataras	Mayor	Rosendo Capco	Jaime Medina	Jaime Medina	Jaime Medina	
Pateros	Vice Mayor	Dominador Rosales	Jose Sanchez	Jose Sanchez	Gerlad German	
Quezon City	Mayor	Sonny Belmonte	Sonny Belmonte	Herbert Bautista	Herbert Bautista	
Quezon City	Vice Mayor	Herbert Bautista	Herbert Bautista	Josefina Belmonte	Josefina Belmonte	
San Juan	Mayor	JV Ejercito	JV Ejercito	Guia Gomez	Guia Gomez	
Sali Judii	Vice Mayor	Leonardo Celles	Leonardo Celles	Francis Zamora	Francis Zamora	
Taguig	Mayor	Sigfrido Tinga	Sigfrido Tinga	Ma. Laarni Cayetano	Ma. Laarni Cayetano	
Taguig	Vice Mayor	Geroge Elias	Geroge Elias	Geroge Elias	Ricardo Cruz	
Valenzuela	Mayor	Sherwin Gatchalian	Sherwin Gatchalian	Sherwin Gatchalian	Rexlon Gatchalian	
	Vice Mayor	Antonio Espiritu	Eric Martinez	Eric Martinez	Eric Martinez	

New local candidates for 2016 Mayoralty post

Twelve of the incumbent Mayors are eligible to run for the 2016 elections. Five are on their third term. Four of the 'graduating' mayors have their relatives as candidates and only Mayor Medina of Pateros did not have any relative interested in the Mayoralty post. Also, there are only five female candidates running as a local chief executive (Las Pinas, Makati, Mandaluyong, Malabon, Pateros), three of whom are blood-relatives of the incumbent third-term mayors.

Ten LGUs have contending candidates for Mayor who are either currently holding local posts/ serving as District Representatives or have previously held locally elected posts. Only seven LGUs received certificate of candidacies from independents and from those who are new in politics (new names) (Table 6).

Table 6: Profile of Mayoralty Candidates, 2016 NCR Elections⁵⁰

LGU	Incumbent filed COC	Incumbent's relative filed COC	Former or current local politician/ district rep	New Names	TOTAL
Caloocan	1		2		3
Las Piñas		Wife		1	2
Makati*		Sister	1	2	4
Malabon	1		1		2
Mandaluyong		Wife			1
Manila	1		2	5	8
Marikina	1		1		2
Muntinlupa	1		2		3
Navotas	1				1
Parañaque	1				1
Pasay	1			1	2
Pasig		Husband	1	1	3
Pateros			1		1
QC	1			3	4
San Juan	1		1		2
Taguig	1			1	2
Valenzuela	1		1		2
	12	4			

^{*} Incumbent "ineligible" since Ombudsman dismissed him from service on 9 October 2015. Supreme Court though reversed the Ombudsman suspension by 11 November.

⁵⁰ Combined information from www.rappler.com/nation/politics/elections/2016/108871-candidates-ncr-philippines & wikipedia updates

Media Presence

The studios and headquarter of top three media networks (television and radio broadcasting) are based in the NCR. In particular, the headquarters of GMA network and ABS-CBN are found in Quezon City while TV5 holds office in Mandaluyong City. Likewise, the main offices of the leading national broadsheets like Manila Bulletin, Philippine Daily Inquirer and The Philippine Star are located in the region.

Violence against journalists

Since the Arroyo administration, there has been growing concern from press associations with regard to the spate of journalists being killed. According to the Center for Media Freedom and Responsibility's (CMFR), out of the total 149 killings since 1986, seven took place in Metro Manila.⁵¹ (Table 7). Five of the journalists killed in the NCR were engaged in print media, another one worked for a radio network while the most recent one was engaged in both print and radio correspondence. Four of the seven documented cases occurred recently (between 2011-2015) (Table 7).

Table 7. Details on the Journalists' Killings in NCR (1986-2015)⁵²

Year	City	Medium	Organization	Position	Name	Circumstance
1987	Manila	Print	Pilipino Ngayon	photo-journalist	Castor M.	Killed while covering a coup attempt
1989	Quezon City	Print	Newscaster	Publisher, Editor	Telan E.	Killed while covering a coup attempt
1997	Quezon City	Print	People's Journal Tonight	Columnist, Editor	Hernandez D.	Found dead in an abandoned taxicab, with 2 gunshot wounds.
2011	Malabon	Radio			Sumera M.	Preliminary investigation
2013	Quezon City	Print			Koh R.	Case filed
2013	Quezon City	Print			Bonifacio Jr. L.	Case filed
2015*	Quezon City	Radio & Print	dwLz; Bandera Pilipino	Radio correspondent; columnist	Bernardo, J.	Shot dead in front of a restaurant.

⁵¹ See http://www.cmfr-phil.org/mediakillings/

⁵² Main source - Center for Media Freedom and Responsibility. For 2015, information taken from www.interaksyon.com/article/119618/32nd-in-p-noys-term--broadcaster-columnist-shot-dead-in-quezon-city.

STATE OF DECENTRALIZATION

This section discusses the state of decentralization in the National Capital Region. It compares the administrative and political divisions of barangays vis-à-vis their land area, population served and personnel. Also, it presents the current governance capacities of NCR LGUs using existing metrics, the issues and emerging strategies in delivering three devolved services – health, social welfare, and environment (solid waste management) – as well as the unique issues and innovations in Metro Governance.

A. Administration

While one can describe common features of highly urbanized cities, especially in the case of Metro Manila, they nonetheless exhibit some differences in terms of how they are organized politically and administratively (see Figs. 4 to 6).

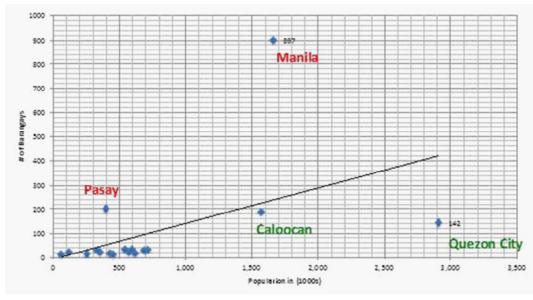


Figure 4: No. of Barangays in LGU per Population

In Figure 4 above, one would expect the LGUs to be in the regression line. Those below the regression line would have barangays serving a larger population, whereas those above the line would have barangays serving a smaller population. One would expect a large number of barangays for larger populations, but even QC has a smaller number than that of Manila though it is the largest city in terms of population. Manila appears as an outlier in terms of its number of barangays. Quezon City is also an outlier, and it appears like its barangays are more 'stretched' compared to those of other LGUs in the region. The large disparities (ex. Muntinlupa only has nine barangays) point to the need to rationalize the formula for subdividing LGUs by barangays, though admittedly amalgamation is a politically more difficult proposition.

In terms of personnel complement, as expected, the most populous city, Quezon City, also has more personnel (See Figure 5). What is interesting, is that Makati and Valenzuela, which are both outliers do not hue closely to the regression line. Both have over 7000 personnel employed, but their composition, in terms of regular and contractual personnel mix, is very different (see Figure 6).

14000 Quezon City 2524 12000 10000 Makan City Personnd Valenzuela Cit 5000 4000 Caloocan City Pateros 1.000.000 1,300,000 2,000,000 2,300,000 3.000,000 3.500,000

Figure 5: Personnel vs. Population in NCR cities

While the average in NCR of contractual employees stands at 67.7%, Makati's temporary or contractual employees are only 48%. Valenzuela, is on the other extreme, with 91.6% temporary/contractuals. The reason behind this (their different strategies) requires further validation; however, in terms of how this impacts on services, where the contractuals are assigned and the corresponding human resource costs for the LGU. It may also be a function of the ability of the LGU to raise the needed funds for maintaining their personnel complement, especially for devolved services. Some of these strategies, however, may only be possible in highly urbanized cities that are not that IRA dependent (see IRA section).

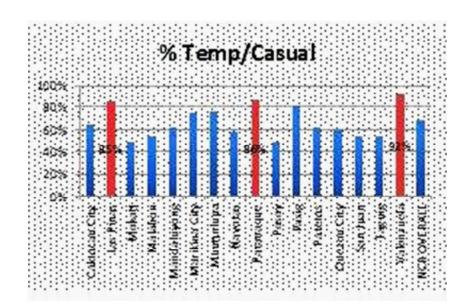


Figure 6: Percentage of temporary or contractual employees in the LGU

B. Governance Metrics

State of Good Local Governance

This section is based on the State of Good Local Governance (SGLG) assessment conducted by the DILG in 2014. They are divided between Core and Essential components. Core components consider compliance with good financial housekeeping, presence of at least two plans related to disaster preparedness (e.g. LDRRM plan, CCA plan, CLUP), and social protection indicators (e.g. access for people with disabilities PWDs).

Half of Table 8 shows the LGUs' compliance versus the core components. The 17 LGUs performed best in complying with disaster preparedness. Only three cities were non-compliant (Las Pinas, Manila and Valenzuela).

However, the LGUs had most difficulty meeting the social protection component, where less than half (41%) of the LGUs were able to satisfy DILG's criteria. The aspect they had most difficulty in meeting pertained to the accessibility provision for PWDs to city hall and health centers. A few (3/17) did not have CSO representation in their local development council.

Table: 8: NCR LGU's compliance with Core and Essential Components of SGLG

	CORE Compor	nents of LGU as	ssessment	ESSENTIAL Co	mponents of	LGU assessment
LGU	Good Financial Housekeeping	Disaster Preparedness	Social Protection	Business- Friendliness	Peace and Order	Environmental Management
Caloocan	1	1	1	1	1	1
Las Pinas	1	0	0	0	1	1
Makati	1	1	0	0	1	1
Malabon	1	1	0	0	1	1
Mandaluyong	1	1	1	1	1	1
Manila	0	0	0	1	1	0
Marikina	1	1	0	1	1	1
Muntinlupa	1	1	1	1	1	1
Navotas	1	1	0	1	1	1
Paranaque	0	1	1	0	1	1
Pasay	0	1	1	1	1	1
Pasig	1	1	0	1	1	1
Pateros	1	1	0	1	1	1
Quezon City	0	1	1	1	1	1
San Juan	1	1	0	0	1	1
Taguig	0	1	0	1	1	1
Valenzuela	1	0	1	1	1	1
% compliant overall	70.59%	82.35%	41.18%	70.59%	100.00%	94.12%

Source: DILG (2014)

On the other hand, as far as the essential components were concerned, 11 of the 17 LGUs in NCR had all the three essential components assessed by DILG in 2014. Most outstanding among them was Valenzuela City, which was awarded by the PCCI recently as the most competitive city (and now enshrined in its Hall of Fame). All 17 LGUs passed the peace and order metrics. Furthermore, Manila was the only one in the region that did not get the approval for environmental management (see last 3 columns of Table 8). With respect to peace and order, all the LGUs in NCR were compliant.

In cases were all LGUs are compliance or have high compliance (e.g. Peace and Order, disaster preparedness), DILG should consider devising a higher standard so that LGUs are constantly improving. For instance, it should be noted that many of these components in the SGLG have interdependencies due to their systemic nature (except perhaps the social protection component). In particular, good financial housekeeping disaster preparedness and peace and order can incorporate requirements that encourage standardization of systems and interoperability.

Competitiveness Ranking

Another measure of local governant quality is the Competitiveness Index of the National Competitiveness Council (NCC). It looks at economic dynamism (size and growth of the local economy), government efficiency (transparency scores, system efficiency) and existing infrastructure. The ranking is not comprehensive but it provides indices to LGUs that submit applications to the Council.

Five NCR LGUs made it to the top 10 most competitive cities for both 2014 and 2015. Manila City got the first spot in 2015 while Makati City bagged it in 2014. Among the three-aspect scored, the NCR LGUs rank well in economic dynamism and infrastructure (see Table 9). This also reflects the centrality of the region as the economic hub and driver of the country.

Table 9. NCR LGUs Competitiveness Ranking, 2014-2015 2015 NCR Cities Rankings 2014 NCR Cities Rankings

Table 9. NCR LGUs		2015 NO	CR Cities Rankin	gs	2014 NCR Cities Rankings			
Competitiveness Ranking, 2014-2015 ¹			Overall	Economic Dynamism	Government Efficiency	Infrastructure		
Manila City	1	3		1	8	3		10
Makati	3	2	3	3	1	2	4	4
Quezon City	4	1		6				6
Paranaque	8	5		9	10	1		
Valenzuela	10		7		9	7		
Marikina City					5			3
Caloocan City		7		8		8		
Pasig		8						
Muntinlupa		10						
Mandaluyong						6		
Pasay								9
# NCR in top 10	5	7	2	5	5	6	1	5

⁵⁵ Data source: www.competitive.org.ph/cmcindex/

Alternatively, World Bank's "ease of doing business" may be another way of gauging how well the NCR LGUs are operating. World Bank ranked 25 cities in the country in 2008 and 2011 in terms of the LGU regulatory environment. Specifically, it looked at how easy it is for a small to medium size company to start a business, process building permits and register a property. Comparing the number of steps, time and cost requirement and the capital requirement for business start-up, NCR LGUs topped the list in 2008 (Taguig City) and landed the first spot for property registration in 2011 (Valenzuela City) (Table 10).

Table 10. World Bank Ease of Doing Business Ranking, NCR 2008 and 2011

		2011			2008	
	Business Start-up	Construction Permit Processing	Property Registration	Business Start-up	Construction Permit Processing	Property Registration
Taguig	3	2	6	1	4	12
Valenzuela	4	6	1	14	4	4
Marikina City	8	5	10	3	1	17
Mandaluyong	9	21	17	5	13	1
Pasay	10	19	13	14	15	16
Caloocan City	11	16	6	7	9	20
Quezon City	12	22	17	9	7	21
Navotas	15	15	2	10	12	11
Malabon	16	22	15	12	18	14
Manila City	17	13	9	16	6	10
Paranaque	19	18	16	8	16	7
Makati	20	9	21	13	1	18
Muntinlupa	22	17	19	17	11	2
Pasig	23	24	3	20	20	8
Las Pinas	24	10	5	18	3	9
San Juan	25	25	12	21	20	4

Source: http://www.doingbusiness.org/Rankings/philippines/

Plans & Online Presence

Most of the long-term plans (CLUP or CDP) of local governments in Metro Manila were approved between 2000 to 2003 (Caloocan, Malabon, Navotas, Marikina, Manila, Mandaluyong, San Juan). However, only Quezon City, Valenzuela and Pasig have relatively updated development plans (2010-2011).

In terms of online presence, according to a study by delos Santos (2015)⁵³ only LGUs do not have functional websites (Malabon, Navotas). Most have downloadable forms outlining permit and other service requirements (business permit, RPT guidelines, Philhealth membership, contact information) though limited to select services. A few (Mandaluyong, San Juan) posted outdated bidding invitations.

⁵³ Delos Santos, M. Policy Brief. Information, Cities and Disaster Mitigation, A look at Social Media Use by Cities in Metro Manila, Philippines. CPR South 2015. Retrieved at www.cprsouth.org/wp-content/uploads/2015/08/07082015-CPRsouth2015_ InformationCitiesandDisasterMitigation_PP47.pdf.

All of the LGUs in NCR have at least one Twitter and Facebook accounts, some under the LGU's name, others under the name of the local chief executive. Most of these social media accounts are more updated than the official websites, especially given how more interactive they are with respect to communicating with the public. They may even be considered as alternatives to the websites when the LGU has no institutional page. The social media accounts are more intensively used in updating netizens of city activities as well as of the engagement of the local chief executives. It was also found that Metro Manila LGUs use social media to share disaster-related information (Delos Santos, 2015). (Annex 1. CPR South Policy Brief)

C. Finance

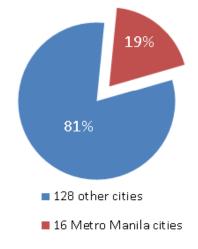
Figure 7. Proportion of NCR's IRA from IRA for Cities

Internal Revenue Allotment

The National Capital Region's Internal Revenue Allotment (IRA) totaled Php15.147 billion in 2014. It represents 6-7% of the total IRA received by all local government units (provinces, cities, municipalities combined), and takes up 19% of the IRA allotment for cities (see Figure 4; Table 11 for raw figures).

Table 11. 2014 NCR LGUs IRA and Total Income, in Php million⁵⁴

LGUs	IRA	Total income
MAKATI CITY	774.95	11,899.65
PASIG CITY	878.42	7,450.92
PASAY CITY	553.75	3,926.24
MANDALUYONG CITY	519.71	3,329.04
MANILA CITY	1,945.61	10,940.30
MUNTINLUPA CITY	645.50	3,272.17
QUEZON CITY	3,156.53	16,051.60
PARAÑAQUE CITY	784.23	3,775.65
SAN JUAN CITY	272.29	1,337.61
TAGUIG CITY	840.15	4,715.65
MARIKINA CITY	604.28	1,899.73
VALENZUELA CITY	781.73	2,522.19
LAS PIÑAS CITY	742.87	1,948.41
CALOOCAN CITY	1,728.45	3,874.88
PATEROS MUNICIPALITY	89.48	170.47
NAVOTAS CITY	410.58	769.40
MALABON CITY	526.17	990.29



Being the center of commerce and having a large population allows the LGUs in NCR to have many sources of local revenue. This makes them more self-reliant than other cities. Philippine cities are on the average dependent⁵⁵ on their IRA for 41% of their income (2013) while dependency rates of both provinces and municipalities are at 77%. For NCR LGUs, the average dependency level is lower at 19.3% (2013). The highest dependency level for the last 15 years was recorded on the year 2000, at 25.1%.

^{54 2014} BLGF Statement of Income and Expenditures (cities and municipalities)

⁵⁵ Dependency is computed in terms of annual share of IRA from total LGU income (local and external sources combined).

IRA dependency across NCR LGUs has large variance. Makati City is the least dependent (7 % average since 2009) while Malabon City is the least self-reliant (54% average) (See Table 12). The most financially endowed city in NCR - Quezon City - is dependent by at least a fifth of its income.

Table 12. NCR LGU's Share of IRA From Total Income, 2009-2014

Idbic 12. Nex Edg 3 Share of 1104							
	2009	2010	2011	2012	2013	2014	average
MAKATI CITY	7.7	7.9	7.9	6.7	6.354	6.5	7.2
PASIG CITY	15.1	13.7	12.0	10.7	11.17	11.8	12.4
PASAY CITY	19.7	15.4	17.2	15.1	13.07	14.1	15.8
MANDALUYONG CITY	20.4	19.9	19.2	15.7	15.57	15.6	17.7
MANILA CITY	21.6	19.9	26.3	24.8	20.21	17.8	21.8
MUNTINLUPA CITY	21.4	22.3	22.4	20.9	20.25	19.7	21.2
QUEZON CITY	25.0	25.0	22.3	14.2	20.42	19.7	21.1
PARAÑAQUE CITY	25.7	24.7	26.1	22.5	19.07	20.8	23.1
SAN JUAN CITY	23.6	25.4	25.0	21.9	21.43	20.4	23.0
TAGUIG CITY	28.6	20.5	26.3	26.6	19.92	17.8	23.3
MARIKINA CITY	31.8	30.3	35.9	30.6	30.31	31.8	31.8
VALENZUELA CITY	32.7	40.6	37.2	31.0	31.59	31.0	34.0
LAS PIÑAS CITY	40.8	40.4	40.4	37.0	37.31	38.1	39.0
CALOOCAN CITY	42.2	40.1	40.4	42.0	44.34	44.6	42.3
PATEROS MUNICIPALITY	52.7	54.0	52.3	52.3	46.83	52.5	51.8
NAVOTAS CITY	58.6	61.6	33.1	54.6	56.24	53.4	52.9
MALABON CITY	59.2	58.8	52.7	52.5	49.97	53.1	54.4

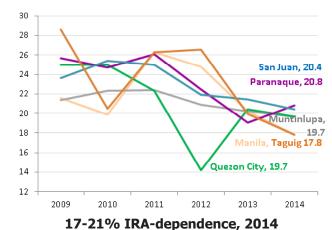
Data Source: BLGF Statement of Receipts and Expenditures

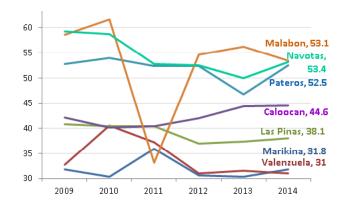
In terms of IRA-dependence, NCR LGUs can be categorized into three groups. The first are the least IRA dependent (< 20% IRA dependence) LGUs (4 LGUs). The second group has moderate dependence (20% to 30% dependence). The last group is the highly IRA dependent LGUs. Only four LGUs have had consistently low IRA dependence from 2009-2014, although by 2014, 7 LGUs in NCR have now gone below the 20% threshold. (Figure 8)

Figure 8. Share of IRA from Total Income, NCR 2009-2014⁵⁶



Least IRA-dependent NCR LGUs (% of total income)



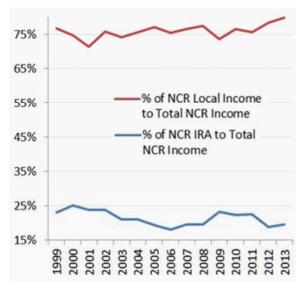


31-53% IRA-dependence, 2014

Locally Sourced Income

Income locally generated by NCR LGUs is quite high. The regional average in 2014 is 80% whereas the average for all provinces, cities and municipalities only falls around 23%, 59% and 23% accordingly. There has been a slight increase in the share of locally generated income from total NCR income and a corresponding slight decrease in IRA share from 1999 until 2013. (Figure 9)

Figure 9. IRA and Local Income Share, NCR 1999-2013



Among the major sources of income, Business Tax is the highest followed by Real Property Tax. Cities with a number of central business districts show a high business tax share in its local income (e.g. Makati, Mandaluyong, Quezon City). (see Table 13)

Table 13. Major Local Income Sources as a % of Total LGU Operating Income, NCR 2014

LGU	Real Property Tax	Tax on Business	Regulatory Fees	Service/User Charges	Economic Enterprise Receipts	Total
PATEROS MUNICIPALITY	13%	17%	5%	2%	8%	44%
CALOOCAN CITY	16%	25%	6%	3%	2%	52%
LAS PIÑAS CITY	20%	26%	7%	4%	0%	58%
MAKATI CITY	30%	50%	3%	2%	2%	88%
MALABON CITY	15%	16%	8%	3%	1%	43%
MANDALUYONG CITY	24%	48%	4%	1%	1%	78%
MANILA CITY	37%	29%	5%	3%	3%	75%
MARIKINA CITY	16%	29%	2%	5%	9%	61%
MUNTINLUPA CITY	21%	31%	7%	2%	11%	71%
NAVOTAS CITY	17%	21%	2%	2%	1%	43%
PARAÑAQUE CITY	29%	39%	3%	1%	2%	74%
PASAY CITY	34%	31%	3%	2%	3%	73%
PASIG CITY	22%	43%	6%	6%	4%	82%
QUEZON CITY	18%	49%	6%	1%	2%	75%
SAN JUAN CITY	19%	45%	4%	1%	6%	76%
TAGUIG CITY	19%	34%	7%	4%	2%	66%
VALENZUELA CITY	28%	28%	6%	3%	2%	66%
Average	22%	33%	5%	3%	3%	66%

Data Source: BLGF 2014 Statement of Receipts and Expenditures

High Unspent Income

The Statement of Receipts and Expenditures from the Department of Finance' Bureau of Local Government Finance(BLGF) shows the yearly excess or deficit for each LGU. Except for Muntinlupa and Taguig in 2009, all NCR LGUs registered income excesses from 2009 to 2014. Averaging the surplus for the last six years, Quezon City's excess is almost half of its income. Although a high surplus is commendable, it should also be further evaluated whether or not it can be channeled into basic services that could impact on addressing human development needs. It should be determined whether or not this is a function of slow program implementation.

Table 14. Excess or Deficit Operating Income, NCR 2009-2014⁵⁷

	% E	% Excess (-Deficit) of Operating Income from Operating Expenditures								
	2009	2010	2011	2012	2013	2014	Average			
QUEZON CITY	37.6	43.1	50.3	56.7	56.1	46.8	48.4			
CALOOCAN CITY	27.4	46.7	45	42	23.8	42.9	38.0			
PASIG CITY	30.9	35.8	48.4	39.4	33.3	39.9	38.0			
MAKATI CITY	37.4	32.8	43.4	38.5	32	35.3	36.6			
NAVOTAS CITY	23.5	24.4	58.1	30.9	35.2	45.8	36.3			
PASAY CITY	31.8	47.4	22.6	13.2	23.1	27.9	27.7			
VALENZUELA CITY	44.7	33.4	21.4	19	26.7	20.8	27.7			
TAGUIG CITY	-12.7	27.6	35.1	37.2	21.5	43.5	25.4			
MARIKINA CITY	43.8	31.1	26	13.9	17.3	13.9	24.3			
PARAÑAQUE CITY	15.7	22.5	24.1	17.1	19.6	36	22.5			
SAN JUAN CITY	29.8	21.8	22.5	19.7	15.6	22.6	22.0			
MANILA CITY	21.2	3.6	23.6	7.7	28.8	39.4	20.7			
MALABON CITY	4.4	8.9	17.2	12.2	33	39.7	19.2			
MUNTINLUPA CITY	-11.9	13.6	14.9	27.5	31.6	33.9	18.3			
MANDALUYONG CITY	12	19.8	15.1	8.7	5.5	19.4	13.4			
LAS PIÑAS CITY	17.4	14.4	7.6	5.1	8.7	19.4	12.1			
PATEROS MUNICIPALITY	5.4	5.3	13.3	13.9	2.7	23.9	10.8			

Revenue Generating Policies and Reforms

LGUs have the power to adjust local tax rates every five years (Sec. 191, LGC), not exceeding the allowable increase fixed by the Code.⁵⁸ They are likewise authorized to adjust real property value every three years. Since the LG Code enactment or the city charter's approval, NCR LGUs would have a number of occasions when their revenue codes or schedule of fair market values would have been amended. Some LGUs have updated their code like Marikina and Manila (2013), Quezon City (2008; 2013 business tax hike) and Makati 2005. However, some of them still use revenue codes enacted in the 1990s. In Mandaluyong's case it does not have an Omnibus Revenue Code but has more than 30 ordinances pertaining to revenue collection.

A similar situation was observed with respect to the assessed real estate values. Many of the LGUs still rely on old schedule of fair market values and only a few have been able to update it (e.g. Manila, Valenzuela only for industrial properties). There is a challenge though on undertaking the revision since JMC 2010-01 requires that LGUs under the same assessment district jointly review their property market values. There are four districts in Metro Manila – Manila; Quezon City/Pasig/Marikina/Mandaluyong/San Juan; Caloocan/Malabon/Valenzuela; and Muntinlupa/Las Pinas/Pateros/Taguig. This is again an example of the interrelatedness of some of the policies in the NCR that require stronger inter-local coordination.

Had the codes and RPT values were regularly updated, NCR's locally sourced income would be even larger than its current value. NCR LGUs nonetheless introduce reforms and

⁵⁷ computed as (Total current operating income - Total current operating expenditures) /Total current operating income)

⁵⁸ Adjustments not to exceed 10% of the specific rates fixed under the Code.

improvements in their systems to improve its integrity and make the payment process more convenient for taxpayers. These include computerization, use of geographic information systems (GIS) to map real properties, use of receipts with security features, free drinks in the designated taxpayer lounge, and re-assignment of staff to prevent familiarity with clients. They are also active in offering incentives (recognition of outstanding taxpayers, grant of audit exemption for businesses paying more than 20% of previous year's tax, tax amnesty) and disincentives (sending of delinquency letters then foreclosure auction sale for non-paying properties). Quezon City's effort to offer alternative payment methods is noteworthy. Aside from going to the city hall, taxpayers can choose to pay taxes and fees through accredited banks, automated teller machines (ATMs), through mobile money or online payment. In 2014, real property tax could already be paid through G-cash (mobile money).⁵⁹

During the last decade, NCR LGUs have also tested the limits of their revenue-raising powers. Quezon City's 2011 Socialized Housing Tax was upheld by the Supreme Court in 2015, enabling it to innovate in raising money to house the urban poor. On the same year though, the Supreme Court ruled that the city's 2013-imposed garbage fee was unconstitutional. Also in 2015, the Supreme Court ruled that a section of the city of Manila's revenue code was invalid. This pertained to a section that provides the LGU the power to impose business tax on transport contractors and common carriers. In 2008, Navotas lost a case against Petron Corp. It was the Court's decision that LGUs had no authority to impose business taxes on firms engaged in the sale of petroleum products. In 2007, Pasig received the Court's decision favoring Ericsson Telecomm's petition that the computation of business tax should be based on gross receipts and not gross revenues. Lastly, a number of NCR LGUs tried to collect real estate taxes from national government agency properties (Navotas vs. Napocor; Pasay vs. MIAA; Paranaque vs. MIAA, Manila vs. GSIS, Mandaluyong vs. DOTC-Metro Rail). The LGUs even went so far as auctioning the 'delinquent' properties. The court decisions on these cases cleared some of the questions on tax exemptions of government instrumentalities.

D. Economic Enterprise management

Local government units are vested with corporate powers. Most of them manage local economic enterprises (LEE) like public markets, slaughterhouses, transport terminals, cemetery and even water and power supply in areas where investments in such economic activities are less attractive. NCR LGUs, being more financially endowed, have engaged in other LEEs such as a cultural center (Caloocan City), college/institute (Malabon, Marikina, Muntinlupa, Navotas), hospitals/medical center (Mandaluyong, Pasig, Quezon City), recreational/sports and accommodation facilities (Marikina, Pasig, Quezon City). San Juan City opted to provide financial assistance to the Polytechnic University of the Philippines instead of putting up its own school.

Reports from the Commission on Audit (CoA) from various years show that some NCR local governments violate the LGCode requirement on the creation of LEE special accounts in their General Fund. Some of them delay this (Pasig 2007, Navotas transport terminal 2008, Caloocan water service 2004). In the absence of a special account, enterprise financial transactions are difficult to monitor and the financial health of the business is difficult to establish. Another concern is the 'non-maintenance of subsidiary ledgers' for these accounts which would be useful in the preparation of financial statements (Mandaluyong 2010, Navotas 2008, Pasig 2007).

⁵⁹ Use your mobile phone to pay real property taxes in QC and get electronic receipts. Retrieved from Quezon City government website, http://quezoncitybusiness.com/index.php/business-opportunities-2/173-use-your-mobile-phone-to-pay-real-property-taxes-in-qc-and-get-electronic-receipts.

This makes it difficult to ascertain whether income from LEEs is enough to fund their operational needs. Data from BLGF's Statement of Receipts and Expenditures (SRE) reflect the small amount of business income collected from the LEE (Table 15). The average falls between 3-4% of its total income (2010-2014).

The absence of financial statements disaggregated per LEE and the simple reporting of LEE income to BLGF does not offer a realistic picture of how well the enterprises are performing. Relating the minimal income performance reported in the BLGF SRE and the type of economic engagements the LGUs have put their efforts into, it may be deduced that most NCR LEEs are operating at a loss. Specific examples can support this claim. Mandaluyong in 2010 registered a Php32.75 million business income. But when disaggregated, only its cemetery and housing projects were actually profitable. The rents collected from the cemetery earned the city Php8.1 million versus the Php0.99 million expenditures. For housing, the corresponding figures are Php 17.5 million and Php12.8 million. The income from the market is in need of Php880,000 more to meet its expenditure requirement. Health facilities, though not really expected to be earning income for the LGU, was subsidized heavily at Php88.6 million expense versus P10.66 million income.

In the case of Quezon City's General Hospital in 2014, combined service, business and other (donations/ grants) income only amounts to Php 38million, requiring the city to subsidize the remaining cost (Php 365.2million) since its personnel and MOOE amounts to about Php323million. Fortunately for Quezon City, it is financially able to afford the subsidy needed by its hospital. For other LGUs though, loans may be the only option. This makes the situation of NCR unique in comparison to other LGUs with respect to its experience in the devolution of health services. This will be discussed further in the next section.

Table 15. Income from Economic Enterprises as Percentage of Total Income, NCR 2010-2014

	2014	2013	2012	2011	2010
PATEROS	7.65%	6.76%	6.73%	6.69%	6.42%
CALOOCAN CITY	2.07%	2.24%	2.42%	2.62%	2.08%
LAS PINAS CITY	0.07%	0.09%	0.10%	0.13%	0.13%
MAKATI CITY	2.10%	1.91%	2.08%	2.20%	2.35%
MALABON CITY	1.10%	1.05%	1.22%	1.06%	0.99%
MANDALUYONG CITY	1.43%	1.15%	1.17%	1.30%	1.40%
MANILA CITY	2.60%	2.60%	3.12%	2.76%	1.83%
MARIKINA CITY	9.00%	7.89%	7.67%	7.54%	8.16%
MUNTINLUPA CITY	10.62%	9.17%	10.35%	7.74%	9.66%
NAVOTAS CITY	1.09%	1.25%	0.91%	0.47%	2.66%
PARANAQUE CITY	1.98%	0.42%	1.20%	1.32%	0.71%
PASAY CITY	2.68%	3.38%	3.46%	5.10%	4.85%
PASIG CITY	4.47%	4.35%	4.02%	0.61%	0.70%
QUEZON CITY	1.57%	1.63%	1.30%	1.64%	1.47%
SAN JUAN CITY	6.43%	7.32%	6.41%	7.13%	5.71%
TAGUIG CITY	2.00%	1.65%	0.00%	1.48%	16.03%
VALENZUELA CITY	1.61%	1.75%	1.69%	1.58%	3.00%
Average	3.44%	3.21%	3.17%	3.02%	4.01%

E. Health Service Delivery

Hospital management

Access to hospital in the NCR is relatively better in comparison to other regions. For one, private hospital capacity is concentrated in Metro Manila and other major metropolitan areas (World Bank 2011:118). Furthermore, the NCR is unique in comparison to other regions because it has LGUs that manage their own hospitals. Except for one, the 10 listed cities (Table16) have at least one hospital. Manila, runs the most number of facilities (6). Among the more recently built ones are the Navotas City Hospital (2014), the revamped Child's HOPE Pasig City Children's Hospital, and the newly relocated structure of the improved Valenzuela City Emergency Hospital (2012). Caloocan City and Mandaluyong City have undergone expansion efforts as well. There are proposals to build new ones (Quezon City, Malabon), and Caloocan City is undergoing construction for an additional one (Caloocan City Medical Center - North) to offer city residents closer and better access to medical services.

Charity rates are offered for many of these LGU-managed hospitals. To ensure that their own residents and the indigents get the benefits and privileges from these facilities, most of the city governments issue health cards aside from the universal practice of PhilHealth subscription. There is the "Manda"(luyong) card, Orange Health Card for indigents and Blue Card for partially discounted residents in Manila City, Green Card/Navotas Hospitalization Program card which offers a minimum of Php 5,000 to maximum Php30,000 subsidy, and the San Juan Health Card.

Table 16. Health Expenditure Data from DILG-BLGF

		2013				2014		Health Expenditures		
LGU	No. of LGU-run Hospitals	Public Man- power	Health Facilities	Bed Capacity	Public Man- power	Health Facilities	Bed Capacity	Amount (2014) in million PhP	% of Operating Expenditures	
Caloocan City	1	88	2	447	209	6	187	212.02	9.59%	
Malabon City	1	125	25	112	107	23	18	47.18	7.9%	
Mandaluyong	1	157	30	216	584	48	3,810	514.61	19.17%	
Manila	6	1,158	23	1,111	517	198	4,308	565.07	8.53%	
Marikina	0	244	21	317	570	19	346	102.28	6.26%	
Navotas	1	63	12	No data	63	12	60	40.36	9.69%	
Pasig	2	208	45	500	232	47	573	715.34	15.98%	
Quezon City	2	924	83	5,656	938	44	5,656	1,042.50	12.21%	
San Juan	1	215	195	563	215	190	558	54.27	5.24%	
Valenzuela	1	363	59	63	552	68	277	289.40	14.5%	

Source: www.competitive.org.ph

Aside from being a political move, the issuance of cards for the indigent is a deliberate decision to screen non-city resident patients availing of medical services in the LGU-run hospitals. Since most of the operational costs of the facilities are subsidized (see section in LEE previously discussed), the challenge on how to provide inexpensive health care without bankrupting the city's finances will be a continuing challenge. In the case of Manila City, COA in 2011 advised the city government to halt its free provision of medicines and health services and start charging fees. Thus in 2014, the new city administration included provisions in their 2013 Omnibus Revenue Code to collect fees and charges and impose higher rates for select procedures. The city follows a socialized three-tiered, income-based category of patients to allow for the distinction among indigents (Orange Card holders), Blue Card holders and non-card holder residents.

Key Health Indicators

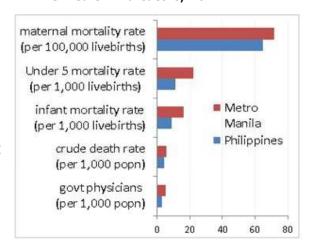
Comparing the number of health practitioners across regions, there are only two regions (NCR, CAR) where there are at least 0.5 government physicians per 10,000 population. The other regions have ratios below 0.4. The number of accredited health practitioners in NCR almost triples the national average based on the accredited physicians as proxy indicator for the total number of physicians (government and private practitioners combined) (see Tables 17 and 18).

		L		
Table 17. Select Key Health Indicators, NCR vs	Targets	and Philippin	e average	د

	Indicator	Target	Phil average	NCR
1	No. of government physicians per 10,000 population		0.30 a	0.50 a
	No. of physicians per 1,000 population	1 ^b	0.22 ^c	0.61 °
2	Infant mortality rate per 100,000 live births (IMR)	19 ^d	8.68 ª	16.29 a
3	Maternal mortality rate per 100,000 live births (MMR)	52 ^d	64.76°	71.68 a
4	Under-5 mortality rate per 1,000 live births (U5)	27 ^d	11 ª	22.18 a
5	Crude death rate (per 1,000 population)		4.45	5.49

Figure 10. NCR and Philippine Performance in 5 Health Indicators, 2012

Even with this, NCR still fares poorly in two key health indicators. It is still below the WHO minimum standard for physician to population ratio of 1:1,000. It also failed to meet the MDG target for maternal mortality rate (MMR), registering 71.68 maternal deaths per 100,000 live births instead of 52. This has been expected given that the country overall was already not expected to meet the MDG 5 goal as well as universal access to health services.⁶¹



a FHSIS 2012

b WHO minimum standard

c data used 2008 Philhealth accredited physicians and 2010 population (more information from next table)

d MDG target by 2015 (http://nap.psa.gov.ph/stats/mdg/mdg_watch.asp)

⁶¹ The World Bank. (2011). Philippine Health Sector Review, Transforming the Philippine Health Sector: Challenges and Future Directions.

Nonetheless, the region fared well in meeting the MDG targets for infant mortality and underfive mortality rates although the performance was lower than the national average (Table 17).

Specifically for IMR, NCR's rate more than doubles that of the Philippine average. This disappointing is attributable to high IMR figures from 10 out of the 17 NCR LGUs. Only Navotas, Caloocan, Marikina, Taguig, San Juan, Las Pinas, and Muntinlupa performed well. Poorest situations are reported in Manila (28.22), Quezon City (21.76) and Pasay (20.51). This may partly be attributed to the fact that there are pockets of urban poor communities in these cities and evidence has shown that child mortality indicators are four times higher among the lower income quintiles as compared with higher income quintiles.⁶²

It should be noted that the Philippines, in general failed, to meet the MDG target for MMR. Based on 2012 figures, only five regions accomplished this feat.⁶³ For NCR, ten of the 17 LGUs were able to meet the MDG target. For the remaining seven LGUs (Valenzuela, Pasig, Manila, Muntinlupa, Pasay, Quezon City, Marikina), there are more maternal and infant deaths during birth deliveries. This is most especially in the case of the last three cities where MMR is the highest (77.1; 128.6; 237.2 respectively).

The bottlenecks in health service delivery for these cases require further investigation. It may not simply be a matter of physical access given the high number of medical facilities in Metro Manila. Even though Marikina does not have an LGU-operated hospital, patients could have access to other neighboring LGU facilities. The issue might be about equity. As such, the number of urban poor in each city may well worth be looking into, and how their population size relates to the IMR, MMR and U5 figures of the NCR LGUs, and how the fluidity of patients accessing services from LGU to LGU impact on overall health service delivery.

Table 18. Physician to Population Ratio, by region

	Government to populat		Physicians (govt + private) to popn ratio	PhilHealth-accredited	2010 nonn	
	per 10,000 popn	per 1,000 popn	per 1,000 popn	physicians ^b	2010 popn	
WHO standard			1.00			
PH	0.30	0.03	0.22	20576	92,337,852	
NCR	0.50	0.05	0.61	7241	11,855,975	
car	0.52	0.05	0.34	557	1,616,867	
1	0.31	0.03	0.19	904	4,748,372	
2	0.34	0.03	0.17	553	3,229,163	
3	0.28	0.03	0.18	1814	10,137,737	
4A	0.21	0.02	0.20	2512	12,609,803	
4B	0.31	0.03	0.00		2,744,671	
5	0.31	0.03	0.10	569	5,420,411	
6	0.35	0.04	0.18	1280	7,102,438	
7	0.38	0.04	0.20	1350	6,800,180	

⁶² Ibid.

⁶³ These were Regions 1, 2, 3, 4A and 7

a FHSIS 2012

b 2008 figures, from

8
9
10
11

8	0.40	0.04	0.13	551	4,101,322
9	0.29	0.03	0.12	416	3,407,353
10	0.16	0.02	0.23	974	4,297,323
11	0.16	0.02	0.20	899	4,468,563
12	0.18	0.02	0.01	488	41,095,712
ARMM	0.21	0.02	0.05	156	3,256,140
CARAGA	0.32	0.03	0.01	312	24,292,241

www.wpro.who.int/philippines/areas/health_systems/financing/philippines_health_system_review.pdf

Figure 11. HIV/AIDS Incidence, NCR

HIV/AIDS in focus. Metro Manila has a large share of the HIV/AIDS cases in the country. In fact, NEC-DOH reported in July 2014 that 45% of the total 19,915 reported cases since 1984 were from NCR.⁶⁴ With the number of cases reported increasing during the last five years, the HIV/AIDS situation in NCR is expected to worsen.

UNDP shared that in 2000, there was only one new case reported every 3 days. This increased to one case/day in 2007 and two cases/day in 2009. By 2010, 5 new cases get reported daily and in 2011, that jumped to 8. Put another way, NEC reports that share of cases from NCR range from 81% (or 509, Dec 2014) to 41% (264, Feb 2015) to a minimum of 37%

4.5/10 cases from NCR

(276, May 2015) monthly. (UNDP: http://www.slideshare.net/undphivandhealth/localizing-aidsresponse-in-the-philippines-2012)

Among NCR LGUs, Quezon City has the highest number of reported cases. Data for January 2014 indicates that 60 of the 106 NCR cases are from Quezon City. 65 Makati came next at 15 cases while the rest have an average of 2-3 cases each. Only Pasay and Malabon have no reported cases for that month. The at-risk population, not only for NCR, is described as a majority of male homosexuals (male having sex with males or MSM) in their mid to late 20s.

The HIV/AIDS scenario in the NCR is foreseen to become even more severe, and 'uncontrollable' for three cities - Quezon City, Manila, Caloocan. 66 Thus, aside from NCR LGU's existing sectoral challenges on providing enough health personnel and improving maternal mortality rates, NCR LGUs also have to reckon with the HIV/AIDS epidemic DOH-NEC depicts. If there was a region from where innovative solutions on the HIV/AID problem are to be sourced from, one of the rich sources of ideas would be from a hotspot like Metro Manila. One example of this is Quezon City's Klinika Bernardo, a clinic that is open from 3 to 11pm to encourage more people to avail of HIV/AIDS tests. The clinic is "built for men" as a response to the MSM profile of infected individuals.

⁶⁴ The other hotspot regions are CALABARZON, Central Visayas, and Davao region.

⁶⁵ See www.mb.com.ph/qc-tops-list-of-hivaids-cases-in-metro/

⁶⁶ See www.mb.com.ph/qc-tops-list-of-hivaids-cases-in-metro/

Figure 12.NCR LGU Major Expenditure Items, 2001-2013

Increasing health expenditure. Based on the 2001-2013 Statement of Income and Expenditure, health's share from NCR's total expenditure grew from 8.7% (2001) to 15.8% (2013). (see Table 19) Trendlines from Figure 12 show that allocations for Health, Housing, and Welfare/Social Security have slowly been increasing since 2008.

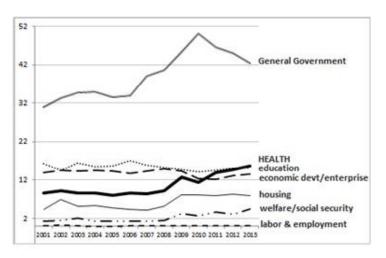


Table 19. Major Expenditure Items as a percentage of Total Expenditure, 2001-2013

	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
General Government	31	33	35	35	34	34	39	41	45	50	47	45	43
Education	16	15	17	16	16	17	16	15	15	14	15	15	15
Health	8.7	9.3	8.6	8.6	8.0	8.6	8.5	9.3	13	11	14	15	16
Labor & Employment	0.2	0.3	0.2	0.0	0.0	0.1	0.1	0.1	0.1	0.1	0.1	0.2	0.1
Housing	4.3	7.0	5.2	5.3	4.8	4.4	4.2	5.1	8.1	8.2	8.0	8.3	7.9
Social Security / welfare	1.2	1.4	2.0	1.3	1.2	1.3	1.2	1.4	3.2	2.7	3.7	3.0	4.4
Economic Devt/ Enterprise	14	15	14	15	14	14	14	15	14	12	12	13	14
Other Charges	22	16	15	18	17	16	12	10	1.5	0.9	0.9	0.9	0.6
Debt Servicing	2.7	3.1	3.3	2.0	4.9	5.1	5.0	3.3					

Health insurance. According to the World Bank (2011:111) the patient support value of Philhealth in 2004 was 62% and was further eroded in 2009 to only 34.4%. More distressing is how Philhealth support value for NCR is even lower (23.8%), which reflects the more expensive and higher levels of care patients obtain in NCR.

NCR Health Programs

Regular health Programs.

Staff of City Health Offices (CHOs) undertake a number of simultaneous programs for babies, the sick and the elderly. There are annual programs on immunization and vaccination, maternal and child health, anti-rabies, nutrition/feeding, bloodletting, health education like mothers' classes, family planning, etc. The offices are in constant coordination with the Department of Health (DOH) in the implementation of programs about TB control, dengue, and polio and measles. These programs are similarly undertaken by LGUs from other regions as much as their budget allows.

Use of Technology in health sector delivery.

NCR cities have also turned to technology and other innovations to come up with novel health programs for their populace. Caloocan, Navotas and Quezon City individually partnered with telecommunications companies like Smart and Globe and the academe (e.g. the University of the Philippines) to leverage new technologies for better health service delivery. In 2012, Caloocan City signed a MOA with Smart Communications and Linking Initiatives and Networking to Control Tuberculosis (TB LINC) to implement an electronic web and mobile-based health record system developed by SMART that can be used in recording TB clients and in capturing referrals and monitoring TB cases in the city's hospitals, clinics and health centers. The system is called "Secured Health Information Network and Exchange (SHINE) and was also adopted by Quezon City.⁶⁷ In 2014, Caloocan partnered with another telecommunications giant, Globe and Access Health International (non-profit) to pilot the E-Aksyon tungo sa Kalusugang Pangkalahatan (e-AKaP) program. e-AKaP uses a computer application to identify health risks and formulate health plans for mothers and children, follow up of scheduled visits, and status updates through electronic reporting. The application is pre-loaded in the 25 tablet computers and is updated every day.⁶⁸

Both Navotas and Quezon City in 2011 separately employed the Community Health Information Tracking System (CHITS) developed by UP Manila. CHITS allows health providers/centers to use smartphones to collect and manage electronic medical records. It enables midwives to collect patient data at the point of care. Data collected during field visits will be merged with data originated from health centers. The system was initially piloted in Pasay in 2004 through a grant from PANASIA-ICT, a joint funding of the International Development Research Center of Canada and the United Nations Development Programme. Development Programme.

It should be noted that for health information systems like this, it would be important to have health information standards in place that would allow interoperability of health systems among LGUs, regardless of the entity involved in developing their system. This is also critical, especially when monitoring and tracking patients who might use multiple facilities, including those in other NCR LGUs that they are not residents of.

Aside from technology-based initiatives, NCR cities have innovated programs for the children, the disabled and the elderly. Quezon City (2015) and Makati City (2013) established Human Milk Banks to address the nutrition problem of premature and malnourished babies, targeting their first 1,000 days.⁷¹ Marikina City, on the other hand, focused on correct complementary feeding aside from promoting breastfeeding in their Siksik sa Six Project.⁷²

⁶⁷ see http://smart.com.ph/About/newsroom/press-releases/csr-news/2012/04/16/smart-backs-caloocan-s-anti-tb-drive-with-mhealth-system; http://healthmarketinnovations.org/program/secured-health-information-network-and-exchange-shine; http://training.shine.ph/

⁶⁸ see http://newsbytes.ph/2014/04/18/e-health-for-maternal-child-care-being-piloted-in-caloocan/

⁶⁹ see https://telehealth.ph/2011/09/01/navotas-up-to-automate-health-centers/

⁷⁰ see http://definitelyfilipino.com/blog/2011/11/available-technologies-for-better-public-health-care/

⁷¹ see www.rappler.com/move-ph/issues/hunger/89463-quezon-city-human-milk-bank

⁷² see www.nnc.gov.ph/regional-offices/national-capital-region/1194-marikina-city-s-siksik-sa-six-project-now-on-its-6th-

Mandaluyong City paid attention to youth with disabilities from indigent families while Valenzuela City addressed the health concerns of the elderly. Mandaluyong's Project TEACH (Project Therapy, Education and Assimilation of Children with Handicap) provides free services such as physical therapy, occupational therapy, speech pathology as well as special education classes to children with special needs. Therapists visit patients at home twice a week and are stationed at a nearby community center for the other days. This initiative is a partnership between the city government and a private foundation called REACH (Rehabilitation and Empowerment of Adults and Children with Handicap). Since it started in 2007 until 2013, the project has helped some 600 children and their parents. In 2012, Project Teach won a Galing Pook Awards and in 2015, got 2nd place second in improving the delivery of public services category for Asia-Pacific of the United Nations Public Service Award.⁷³

Valenzuela City introduced a home visit program for its indigent senior citizens. Tabbed as "Dalaw ni Dok kay Lolo at Lola", a "Dalaw Team" of a physician, dentist, nurse, and physical therapist, mobilized through an ambulance, goes to the residence of the elderly. Those who are critically ill are referred to the nearest tertiary hospital while those who need laboratory tests and diagnostic examinations are referred to the city government facilities, where services are free of charge.⁷⁴

Lastly, since HIV/AIDS is a big NCR challenge, Quezon City and Parañaque City explored partnership engagements in addressing the problem. In 2015, QC signed a MOA with UNAIDS Philippines Country Office to launch the on-line and mobile-based platform "QC iReport" which will provide city health officials with real time information on HIV services. A year before, Quezon City opened Klinika Bernardo, a sundown clinic (open 3-11pm) that cater to the sexual health needs of men who have sex with men. The city won a Galing Pook award for the latter program.⁷⁵

Paranaque likewise won a Galing Pook award for its partnership program with BALUTI (Batang Laging Umiiwas sa Tiyak na Impeksyon). BALUTI is a youth peer support group whose 12 members were previously engaged into risky behavior (substance abuse, drug pushing, sexual promiscuity) until Save the Children reached out to them. Members of the group decided to form BALUTI as a self-help organization and in 2004, with the help of the city government and Save the Children, worked towards showing how the delinquents-to-role model approach can work. Stirring away from the basic peer counseling methodology, BALUTI educates teenagers on early sexual debut, teen-age pregnancy, risky sexual practices, sexually transmitted infections, HIV and AIDS. From 2008 to 2012, BALUTI has reached 68,883 adolescents of Parañaque.⁷⁶

⁷³ http://cnnphilippines.com/lifestyle/2015/06/05/Mandaluyong-City-Project-TEACH-children-with-isability.html; http://newsinfo.inquirer.net/374435/special-kids-find-hope-in-mandaluyong-center;

http://globalnation.inquirer.net/123035/free-school-therapy-for-poor-kids-with-special-needs-wins-un-award

⁷⁴ see www.valenzuela.gov.ph/index.php/article/news/1494

⁷⁵ see http://unaids-ap.org/2015/05/25/quezon-city-and-unaids-to-scale-up-efforts-to-end-the-aids-epidemic-by-2030/

⁷⁶ DILG-LGA, unpublished material. (2014). Practices that Work: HIV and AIDS local response in the Philippines.

F. Health Service Delivery

Welfare Clientele

Based on their mandate, LGUs are responsible for providing services that address the "basic needs of the needy, disadvantaged, impoverished" and are therefore tasked to implement programs to improve the conditions of the elderly, juvenile delinquents, street children, and disabled, among others.

In NCR, this means developing programs for about 320,000 people who live below the poverty line (2009) and 9.3% (Puzon 2003) of the 4 million out-of-school children/youth (OOSC/Y) in the country (2013, PSA). According to Albert, et al (2012), it is critical to guide these OOSC/Ys early on since 71% of them turn into cases of children in conflict with the law (Puzon (2003) citing NAPOLCOM estimates). Social welfare services should also be offered to the elderly and the disabled. There are 678,767 senior citizens in NCR (2010), 1/5 of whom live in Quezon City. NCR's population of persons with disability makes up about one-fourth of the elderly population (167,000 in 2010). NCR has the second highest regional population of PWDs, next to Region 4A.

Another group of population in need of welfare assistance is the informal settler/slum dwelling population. Ballesteros (2010) found that in NCR, this group comprises between 20-37% of the populace. In MMDA's tally for 2010, 18.7% of the 556,526 families who live in informal settlements (ISF) are located in 'danger zones'. By 2011, the number of ISFs increased by almost 30,000 more (Table 20).

Table 20. Number of Informal Settler Families in NCR, 201180

LGU	Number of ISFs	% in NCR
Quezon City	232,181	40%
Caloocan City	79,280	14%
Pasay City	34,450	6%
Manila City	30,913	5%
Paranaque City	28,539	5%
Malabon City	27,203	5%
Mandaluyong City	23,847	4%
Valenzuela	21,404	4%
Muntinlupa	20,712	4%
Taguig City	19,458	3%
San Juan City	14,857	3%
Las Pinas	14,107	2%
Navotas	11,052	2%
Marikina	10,114	2%
Makati	10,106	2%
Pasig	4,173	1%
Pateros	2,029	0%

⁷⁷ see www.pstcrrc.org/docs/Painted_Gray_Faces_Behind_Bars_And_In_The_Streets.pdf

⁷⁸ https://psa.gov.ph/content/persons-disability-philippines-results-2010-census.

⁷⁹ Metro Manila Development Authority. (2014). Making Metro Manila Climate Resilient. Presentation available at http://climate.gov.ph/images/presentations/cccweek2014/makingmmcc_resilient_satura.pdf

⁸⁰ see www.hudcc.gov.ph/sites/default/files/styles/large/public/document/NISUS%20Final%20Report July2014.pdf, p27

Expenditure for Social Welfare and Housing

Figure 12. Social Welfare & Housing Expenditure versus Other Items, 2001-2013

On the average, NCR spends between 1.2% (2001) to 4.4% (2013) of their total expenses for social welfare programs. Housing spending is much higher at 4.3% (2001) to 7.9% (2013). The value of the two combined still ranks last in comparison to spending for economic enterprises, health, education, and general government operations. (Figure 12)

Among the 17 NCR LGUs, Makati City devoted the biggest amount for social welfare (P268 million) from 2010 to 2013, but Muntinlupa City came first in terms of proportion to total expenditure. The two cities registered the highest

per capita spending on social welfare (P494; P463 accordingly). (Table 21)

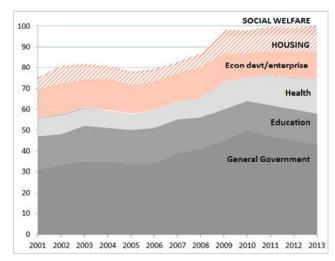


Table 21. Average and Per Capita Social Welfare Spending, NCR 2010-2013

	Average Social Welfare Spending, 2010-2013 (in million Pesos) % in To Expendit		Average per capita spending, 2010-2013 (2012 popn)
PATEROS	7.43	5.80%	112.74
CALOOCAN CITY	16.46	0.77%	10.47
LAS PINAS CITY	61.26	3.95%	106.84
MAKATI CITY	268.07	3.88%	494.25
MALABON CITY	9.91	1.35%	27.72
MANDALUYONG CITY	89.21	3.79%	265.83
MANILA CITY	169.60	2.56%	101.91
MARIKINA CITY	14.70	1.06%	33.90
MUNTINLUPA CITY	210.78	10.20%	463.18
NAVOTAS CITY	16.89	3.74%	66.42
PARANAQUE CITY	130.20	5.52%	208.68
PASAY CITY	91.94	3.63%	228.86
PASIG CITY	122.99	3.12%	172.29
QUEZON CITY	193.32	2.82%	66.45
SAN JUAN CITY	30.06	3.54%	246.07
TAGUIG CITY	18.69	0.89%	27.04
VALENZUELA CITY	66.45	4.70%	110.92

Welfare Initiatives

Social welfare offices. The clientele of welfare services have specific needs and situations which must be considered in the design of LGU programs. In most cases, new or ad hoc offices are created to facilitate better program implementation. Though the only required offices are Social Welfare Development Office (SWDO) and the Office of the Senior Citizen's Affairs (OSCA, RA 9994), some NCR LGUs created additional units to deal with housing problems (Urban Poor Affairs Office/UPAO or Settlements Office), youth concerns (Youth Development Office), and PWD concerns (PWD Affairs Office). Of the 3 last offices, a majority of NCR LGUs (for 10 CLRG LGUs) have installed their UPAOs, half made provisions for a unit for the youth while less than half of that created one for PWDs.

Partnerships. It is common for NCR LGUs to partner with different national government agencies in the delivery of social welfare programs. These agencies are PhilHealth (for card issuance and enrolment of indigent beneficiaries), DOH (medical and health services for the indigents and elderly), DSWD (LGU support in the implementation of the Pantawid Pamilyang Pilipino Program), and housing entities like NHA, HUDCC, NHMFC, SHFC and even DILG for its MMRB (micro-medium rise buildings project). NCR LGUs have also been able to tap private sector partners for some of its self-initiated housing programs. Some of these are Habitat for Humanity Philippines, Gawad Kalinga, DMCI and San Miguel Corporation.

Services for the Indigent Population.⁸¹ Services may be generally outlined into four kinds. First is for the social security, medical, hospitalization assistance that indigent families may avail of by requesting through the Mayor's Office (San Juan), using health cards (Manila, Navotas, Mandaluyong, Valenzuela), attending medical outreach (Quezon City in partnership with St. Luke's Medical Center), and burial assistance (Valenzuela). Scholarship/educational support services for student members of indigent families are also offered by select LGUs (Malabon, Pasig), with Quezon City recently enacting an ordinance (2014) providing for supplies and material requirements of kindergarten, elementary and high school students, irrespective of their academic performance.

Some LGUs also provide employment and livelihood/capital assistance support. Since 2013, Caloocan city government give select indigent families food livelihood kits worth Php5-6000. Valenzuela and Manila cities offer assistance in cash. In 2014, Quezon City passed the legislation "Hanap na, Bayad Later" which offered first time job hunters Php2000 pocket money, payable in 1 year. As to skills development initiatives, Malabon gave indigents an opportunity to learn how to use computers in 2010 while Navotas established a Livelihood Center which offers free regular skills training in 2014 through the support of Seoul International Friendship Organization.

The last classification of services for the indigents refers to the dole-out activities such as the distribution of groceries or a kilo of ham during Christmastime.

⁸¹ Various online article sources: www.caloocancity.gov.ph/programs-and-projects/30-news/118-caloocan-awards-livelihood-packs-to-indigents-2; http://balita.ph/2010/02/20/metro-news-malabon-vice-mayors-office-offers-computer-tutoring-program-for-indigents/; http://site.clkss.org.ph/programs/other-programs/capital-assistance-program-awarding-for-indigent-families; www.mb.com.ph/qc-to-provide-free-education/

Attending to the needs of the Elderly. LGUs have facilitated the issuance of OSCA ID cards that enable the elderly to enjoy the benefits senior citizens are accorded by law. Valenzuela City's initiative stood out from among the LGU's elderly programs. The city established "Bahay Kalinga", a one-storey halfway house for senior citizens who have nowhere to go or have lost contact with their families. The city earmarks Php 5,000 for the medical needs of each elder. For the indigent elders, Valenzuela also introduced the Dalaw kay Lolo at Lola program, two-year stipend of Php1500 per quarter and financial assistance for the families of elders who died. Other cities like Caloocan, Manila, Marikina and Pasig offer their senior citizens birthday grocery gift packages and venues for regular fitness activities. Most NCR LGUs offer free medical check-up and flu vaccines. Quezon City amplified the medical benefits by an additional 18% discount should the elderly avail of medical and dental services within the first 2 weeks of their birthday. For those still interested to work, Quezon City partnered with select SM malls for the employment of 60 to 70 years olds as greeters/ushers for 4-hour shifts every weekend.⁸²

Youth in conflict with the Law. The Juvenile Justice and Welfare Act of 2006 tasked the local Social Welfare and Development Officer (LSWDO) to assume responsibilities to assist juvenile delinquents. LGUs are expected to come up with juvenile intervention programs and "must exert effort for the immediate establishment of local detention homes for children in conflict with the law." The cost of putting up such a facility and the challenge of maintaining it steered only a few LGUs to invest their resources on shelter and rehabilitation homes. Yet according to the 2014 SGLG, only 5 of the 17 NCR LGUs do not have an LGU-managed Youth Home (or similar care facility) – Navotas, Paranaque, Pateros, San Juan and Taguig.

Manila City's 30-year-old Reception and Action Center with a capacity to house 50 street children but has accommodated five times that, provoking calls from NGOs to either upgrade it or close it down. Quezon City's increased funding support for Molave Youth Home, a rehabilitation center for children in conflict with the law, and the construction (2014) of a halfway home for those discharged from Molave provides an opposite story to Manila's case. In 2013, Valenzuela also opened its Bahay Pag-asa Youth Detention Center while Pasig City started its Bahay Aruga facility.⁸³

PWD-centered programs. Mainly, Mandaluyong (Project TEACH) and two other LGUs have programs that cater to PWDs. Mandaluyong, Quezon City and Navotas offer alternative learning systems and/or training programs to help improve the livelihood of individuals with physical disabilities. Additionally, Quezon City in 2015 offered movie benefits from five major malls during daytime on Mondays and Tuesdays. Also, of the 17 NCR LGUs, 9 have not complied with the Accessibility Law (SGLG 2014). They have not provided ramps with handrails for PWDs in the LGU halls and in the main health facilities.

Housing initiatives.⁸⁴ Two NCR LGUs, Marikina and Mandaluyong, started early in dealing with their problem on informal settlements. The first started as early as 1995 with Save the Marikina River Project and in 1998, with its Squatter Free Program. The latter applied a combination of medium-rise buildings, on-site and off-site developments, and socialized housing from 1998 to 2002 to address the housing needs problem in the city.

⁸² www.businessmirror.com.ph/manila-seniors-get-cash-gifts-for-their-birthdays/; http://newsinfo.inquirer.net/627585/space-quickly-running-out-at-valenzuela-home-for-seniors

⁸³ http://newsinfo.inquirer.net/650927/manila-shelter-for-street-kids-run-like-concentration-camp; www.rappler.com/move-ph/73464-rac-manila-frederico; www.rappler.com/nation/92196-pasig-city-child-friendly

 $^{84 \}quad LGU \ websites \ as \ primary \ information \ source \ e.g. \ http://mandaluyong.gov.ph/profile/social_services.aspx?node=2; \ http://business.inquirer.net/184364/housing-project-for-30-families-in-mandaluyong$

NCR LGU-led and financed housing programs are quite limited. Given the cost of acquiring land and putting up housing structures, only Pasig, Quezon City, Valenzuela, and San Juan (proposed) have committed to apportion a part of their budgets for urban poor housing. For many of these, partnership with NGAs and private sector organizations (Gawad Kalinga, property developers like GK Century and DMCI, Habitat for Humanity PH) is inevitable.

In fact, NCR LGUs rely heavily on the support of NHA and other national housing institutions like SHFC in addressing the housing backlog in the region. DILG with its Micro-medium rise building project also allotted a portion of its budget into housing ISFs in the Metro. Since most LGUs in NCR have ISFs living along danger zones / waterways, they benefit from these priority NGA programs. The agencies work with the LGUs' Urban Affairs offices in the identification of beneficiaries and in the relocation efforts.

Another interesting insight on housing strategies is the shift from off-site relocation to on-site or in-city relocation projects. Until recently, previous initiatives involve moving ISF communities in neighboring towns like Bulacan (Navotas; Quezon City) and Rizal (Pasig). More recent housing programs of both national and local governments prefer in-city housing developments. Examples of these are the Tala 2 medium rise building and Camarin housing in Caloocan, GK-Century Properties Village in Mandaluyong, Gulayan and Tanglaw as well as the Navotas Housing Project, Eusebio Bliss of Pasig, Bistekville of Quezon City, and Displina Villages for the typhoon victims in Valenzuela.

Lastly, Quezon City was the first local government to collect taxes from its residents to support the LGUs housing programs for the poor. In a Supreme Court landmark decision in July 2015, the high court upheld the imposition of the Socialized Housing Tax or SHT (Ordinance Sp-2095) using the UDHA 1992 as basis for the mandate of highly urbanized cities to provide shelter for its population in need. This tax is a "special assessment equivalent to 0.5% of the assessed value of land in excess of Php 100,000", payable only for 5 years after which the amount will be credited to payers as tax credits beginning on the 6th year. Collection of the SHT was halted in February 2014 when the Court issued a temporary restraining order. The landmark decision is good news for all NCR LGUs and the other HUCs in the country as it enables them to initiate different ways of generating the huge resource needed to fund shelter units for their ISFs.

G. Solid Waste Management

NCR Waste Generation and Collection Cost

Metro Manila produces not less than 20% of the 36,000 tons of garbage generated in the Philippines.⁸⁵ The estimate of the National Solid Waste Management Commission puts the proportion at 22%, projecting around 9,000 tons waste generated per day beginning 2015.⁸⁶ The NCR region basically generates more waste than any other region in the country. This is

⁸⁵ GIZ GmbH. (2012). Eco-center: Integrated solid waste management facility with sanitary landfill and resource recovery technologies.

⁸⁶ NSWMC online Database. Solid Waste Management Dashboard. Available at http://119.92.161.4/nswmc4/default3. aspx

because compared to residents from rural areas who generate 0.3kg waste per person per day on the average, or even other urban areas where waste generation is 0.5kg/person/day, the rate in Metro Manila is estimated at 0.71 kg/person/day.⁸⁷

The cost of hauling and collecting solid wastes in the region is thus high. COA found that in 2012, Metro Manila LGUs (excluding Taguig) spent a combined amount of Php 4.199 billion just to manage their solid wastes. Quezon City disbursed the biggest amount (Php920.7 million) representing 22% of the total NCR SWM spending. Of the Php920.7 million, 84% was paid for waste collection services.⁸⁸ The amount Quezon City paid for SWM is more than six times the total income of Pateros municipality in 2012. Basically, the average 2012 income of cities (Php1,011M, excluding Quezon City) is just a little bigger than what Quezon City's spends for its SWM.

In terms of per capita spending, the budgeted amount for managing solid wastes in Pasay City triples the per capita cost in Quezon City or Manila. At Php948 per capita, Pasay City government spends almost ten times what Marikina City government spends. (Table 22)

LGU	Solid Waste Budget (Php)*	Budget per capita
Quezon City	920,700,000	316.45
Manila	512,564,000	307.99
Makati	424,168,000	782.06
Caloocan	421,933,000	268.44
Parañaque	383,901,000	615.30
Pasay	380,808,000	947.89
Pasig	294,723,000	412.88
Mandaluyong	206,539,000	615.44
Muntinlupa	204,960,000	450.40
Valenzuela	109,820,000	183.31
Las Piñas	90,438,000	157.72
Malabon	79,982,000	223.61
San Juan	75,320,000	616.48
Marikina	42,572,000	98.16
Navotas	41,072,000	161.57
Pateros	9,349,000	141.95
Taguig	no data	

Table 22. 2012 Solid Waste Budget, NCR⁸⁹

Unsurprisingly, Quezon City in 2013 required its residents to share with the burden of paying the cost of managing solid waste management through an ordinance. In the hope of "making residents more accountable for their garbage" as well as helping it finance the fund requirement, the QC government started collecting the annual garbage collection fee (P100 to

⁸⁷ Uriarte, F., Jr. (2008). Solid waste management principles and practices, p.19. Quezon City, Philippines: U.P. Press.

⁸⁸ Ranada, P. (2014, March 16). QC wastes P250M yearly with flawed garbage program. Rappler News. Retrieved from www.rappler.com/nation/52307-payatas-landfill-end-contract; www.rappler.com/science-nature/52733-quezon-city-garbage-disposal.

⁸⁹ Source:www.rappler.com/science-nature/52733-quezon-city-garbage-disposal

P500 depending on the resident's land or floor area) together with the real property tax collection by the first quarter of 2014. In the same year, a Temporary Restraining Order was issued to halt the collections, in response to a case filed by a QC resident. In June of 2015, Supreme Court finally decided to 'reject' the city's ordinance, declaring it unconstitutional since it violated the equal protection clause and the LG Code.

Disposal Facilities

Metro Manila LGUs face another challenge of securing locations for their dumpsites and sanitary landfills, which has big implications on the cost of SWM. Payatas Dumpsite, Metro Manila's former major dumping ground is already almost maxed out. Initially, Quezon City planned to expand the landfill to avoid the quadruple cost of using distant disposal facilities in Rizal or Pampanga. The Supreme Court in September 2015 however revived a petition to stop the expansion. Quezon City may have to follow the decisions of other Metro Manila LGUs to use sanitary landfills in Rizal, Cavite or Bulacan. For all NCR LGUs, the greater the distance of the landfill from the city, the bigger hauling and disposal cost.

LGU Response

Waste Diversion. Hence, NCR LGUs have made concerted efforts to lessen the volume of solid wastes generated. Although the 25% mandated diversion rate (RA 9003) in 2006 was not complied with, majority of local governments in NCR have improved their performance beyond the minimum diversion targets since then. In fact in 2009, when the target diversion rate was 28% (and 35% by 2015), Quezon City was able to divert 55% of its wastes. Only Pateros, Parañaque, Manila, Caloocan, Pasay and San Juan failed to beat the target. (Table 23)

H. Unique Issues and Innovations in Metro Governance

Galing Pook Awarded Programs

The uniqueness of NCR LGUs and their challenges require that they address them in innovative ways. Their roster of Galing Pook (GP)-awarded programs reveals the specific problems and issues highly urbanized cities need to solve.

Provision of shelter for informal settlement families is an apparent concern. Muntinlupa received recognition from GP in 1996 for its tripartite partnership program in socialized housing, and Marikina was recognized a year after. Its Squatter-Free program transferred around 10,000 ISFs in 5 major in-city resettlement sites. In 2008, Taguig got an award for its condominium project for the poor, in cooperation with Gawad Kalinga, Habitat for Humanity PH and Coalition for the Homeless Foundation. Quezon City was a recent recipient (2014) for its low-cost housing initiative, funded by its idle land tax and socialized housing tax.

⁹⁰ Ranada, P. (2014, March 6). Time ticking for Payatas landfill. Rappler News. Retrieved from www.rappler.com/nation/52307-payatas-landfill-end-contract; Ranada, P. (2015, September 7). Supreme Court revives petition to stop Payatas landfill expansion. Rappler News. Retrieved from www.rappler.com/science-nature/environment/105041-supreme-court-petition-payatas-landfill-writ-kalikasan

⁹¹ Antonio, L. (2010). Demand driven collection and recycling in the Philippines. Online presentation retrieved from www. iges.or.jp/en/archive/wmr/pdf/activity20101007/2_Antonio.pdf.

The high cost of effectively managing solid waste has prompted a number of NCR LGUs to devise programs that will reduce wastes collected. GP credited their efforts for doing so. There's Muntinlupa's Bayong/Own Bag Policy implementation (2012); Makati's solid waste diversion program (2009); and Marikina's Eco-Savers Program (2007) which increased the awareness of school children in reducing, reusing, and recycling wastes while instilling a culture of saving. Quezon City was also included among the awardees in 2008 for its multidisciplinary and multisectoral rehabilitation of the Payatas dumpsite into a controlled disposal facility.

Some cities have also been recognized for their efforts in strengthening the integrity and efficiency of information systems. They are Quezon City (2003 fiscal management program), Muntinlupa (1999/2000 RPT computerization), Pasay (2006 CBMS for MDGs) and Valenzuela (2012 3S).

Other programs by which NCR LGUs have shown innovation are on regulation of sidewalk trading (Makati 1999, Marikina 1997), awareness on teen pregnancy/reproductive health (Paranaque 2009), HIV/AIDS voluntary testing (Quezon City's Klinika Bernardo 2014), decongestion of burial space (Mandaluyong 2012), provision of shelter for youth in conflict with the law (Quezon City's Molave Youth Home 2005), and womb-to-tomb service provision (Taguig's citycard 2009).

Metro Manila Development Authority (MMDA)

The Metro Manila Development Authority (MMDA) dates back from 1975, when it first came into being as the Metropolitan Manila Commission. After four decades, one of MMDA's biggest challenges is to promote inter-LGU/alliance approach to service delivery in NCR. Though MMDA's policymaking body, the Metro Manila Council (MMC), is composed of the local chief executives from the region. They functions are harmonization of traffic/transport, solid waste, ISF management policies, and other thought already their standard implementation remains problematic. Transport policy as a case in point; MMDA had introduced the Metropolitan Traffic Ticket scheme as early as 2004, but it was only in 2010 when the Mayors agreed to implement a single ticketing scheme. It also took two more years before they finally agreed to standardize the fines/penalties for traffic violations.

Political skirmishes between MMDA and select NCR LGUs are also at times unavoidable. For instance, there was an inquiry from Manila in 2008 as to where its 5% (of annual budget) contribution to MMDA was spent;⁹² or the 2015 "stand-off" between MMDA and San Juan on the Mabuhay Lane clearing operation of the former.⁹³ This can all be traced to the "inward-directed, parochial and territorial" perspective of NCR LGUs (Panadero). In the words of Mayor Gomez of San Juan, the local government takes into account "what's best for the city".

As an administrative authority with no inherent police power, and in essence, sharing a 'fragmented' system of metropolitan governance with the 17 NCR LGUs, MMDA is limited by its current mandate for delivering metro-wide services. The situation can be described as one wherein an institution stands on loose foundations, yet expected to perform well. The public and the media frequently criticize it and its Chairperson for their failure to resolve the problems of solid waste proliferation, flooding, slums, all contributing towards the more visible complaint on

⁹² Araneta, S., and M. Punongbayan. (2008, November 19). Manila to MMDA: Account for share of city budget. The Philippine Star. Retrieved from www.philstar.com/metro/416309/manila-mmda-account-share-city-budget

⁹³ Masinag, C. (2015, November 6). MMDA, San Juan LGU sort out traffic clearing kinks. Interaksyon News. Retrieved from www.interaksyon.com/article/119836/mmda-san-juan-lgu-sort-out-traffic-clearing-kinks.

traffic congestion. It has been estimated that EDSA can only hold 140,000 to 160,000 vehicles per day, yet the daily volume almost doubles to 260,000 to 280,000.94 This is because NCR handles 28% of all motor vehicles in the country.

MMDA has tried a number and a combination of strategies in response to the worsening traffic congestion. Among these are the number-coding scheme, metro bus segregation with designated bus stops, removal of colorum or unregistered buses along the roads and movement of provincial bus terminals away from the major thoroughfare — Epifanio delos Santos Avenue (EDSA). It has also introduced the Pasig river ferry as an alternative transport system, piloted express bus service for populations going around the major CBDs, and has been exploring the feasibility and effectiveness of double decker buses.

Indications of the weakness of MMDA's authority in ironing out the Metro traffic problems are the (1) differences across NCR LGUS on enforcing the number-coding scheme in terms of window hours and excluded roads; (2) questions on the authority of MMDA to tow vehicles parked on roads, side streets and city roads given LGU ordinance provisions for overnight parking on these streets; (3) September 2015 transfer of responsibility to the Philippine National Police – Highway Patrol Group in manning EDSA; and (4) appointment of a cabinet secretary heading the interagency task force assigned to ease traffic congestion especially during the APEC week.

Likewise, given the inter-related consequences of garbage, flood and informal settlements on the deteriorating traffic congestion, MMDA has been tasked to undertake programs on these fronts. Typhoon Ondoy (2009) and succeeding strong typhoons have demonstrated how "Metro Manila's existing rivers and waterways, drainage system and flood control systems are inadequate to accommodate and discharge extraordinary and extreme volume of rainwater." This is especially because a third of the drainage system in the Metro is obstructed by illegal/informal settlers, making it difficult to use flood control equipment in these areas. ⁹⁵ It is therefore advantageous to MMDA that DILG and NCR LGUs have been keen on removing informal settlers from danger zones and offering them in-city relocation.

In addition, MMDA has been encouraging the LGUs to enact an anti-littering law and progressive SWM ordinances as early as 1996 when the MMC passed its anti-littering law. Yet, SWM policy harmonization is far off and most of the NCR, LGUs started enacting better SWM ordinances only by 2011/12. Nonetheless, some NCR LGU's more stringent plastic use/waste management policy is a welcome development that addresses both garbage and flooding concerns.

⁹⁴ CMFR. (2015, September 11). Reporting the new EDSA traffic scheme: Doing a good job, so far. Retrieved from www. cmfr-phil.org/2015/09/11/reporting-the-new-edsa-traffic-schemedoing-a-good-job-so-far/

⁹⁵ Republic of the Philippines, Official Gazette. (2010, September 27). MMDA – Flood reduction measures in Metro Manila. Retrieved from www.gov.ph/2010/09/27/mmda-flood-reduction-measures-in-metro-manila/

RECOMMENDATIONS

The following table provides a brief summary of policy issues that need to be considered based on the rapid field assessment of local government units in the National Capital Region (NCR).

Table 23. Summary of Policy Implications

Policy Issue	Context
Rationalization of barangay divisions	The large range in number of barangays in the LGUs (from only 9 in Muntinlupa to 897 in Manila) points to the need to rationalize the formula for subdividing LGUs by barangays. It should be considered, however, that amalgamation, while administratively allows for better economies of scale in the delivery of services, is a politically difficult proposition.
Rationalization of personnel complement	Personnel complement in LGUs is partly related to the ability of the LGU to raise the needed funds for maintaining their personnel complement, especially for devolved services. Some of these strategies, however, may only be possible in highly urbanized cities that are not as IRA-dependent. The reason behind their different strategies (e.g. whether to have contractuals or tenured personnel) requires further validation, especially in terms of its impact on the delivery of services (in terms of access and quality) and sustainability of financing personnel salaries for the LGU.
SGLG	NCR LGUs in general perform well in many of the SGLG indicators. In cases where all LGUs have high compliance (e.g. Peace and Order, disaster preparedness), DILG should consider devising a higher standard so that the quality of local governance is also constantly improving. Good financial housekeeping and disaster preparedness; peace and order, in particular can incorporate requirements that encourage standardization of systems and interoperatbility, which can also address the inter-relatedness of some of these services, thereby improving inter-local cooperation.
High Unspent income	Although a high surplus is commendable, it should also be further evaluated whether or not it can be channeled into basic services that could impact addressing human development needs. It should be determined whether or not this is a function of slow program implementation. This finding either suggests a slow program implementation across all NCR LGUs or a deliberate effort to achieve an excess, perhaps to provide employee bonuses at the end of each year.
ILC	JMC 2010-01 requires that LGUs under the same assessment district jointly review their property market values. There are four districts in Metro Manila – Manila; Quezon City/Pasig/Marikina/Mandaluyong/San Juan; Caloocan/Malabon/Valenzuela; and Muntinlupa/Las Pinas/Pateros/Taguig.
	This is an example of the interrelatedness of some of the policies in the NCR that require stronger inter-local coordination.

residents of.

multiple facilities, including those in other NCR LGUs that they are not

Information, Cities and Disaster Mitigation

A Look at Social Media Use by Cities in Metro Manila, Philippines

CPRSOUTH 2015 POLICY BRIEF

Facing an average of twenty typhoons a year, the Philippines is a country that is in need of information that will help prepare communities for incoming effects of both man-made and natural disasters. In recent years, from its experience with the Tropical Storm Ketsana (Ondoy) in 2009, Typhoon Yolanda (Haiyan) in 2013 and Glenda (Rammasun) in 2014, many cities were greatly affected by these occurrences, particularly in Metro Manila. Though not directly in the path of the typhoon, the urban situation provided a different effect – flooding and traffic for instance, that made its impact on around 13 million people living in the metropolis.

On another note, the Philippines is also home to one of the most active population in terms of social media usage, particularly through Facebook and Twitter. These platforms currently serve as alternative sources of information for disaster response and dialogue between government and its citizens. Particularly evident in local government units (LGUs), a number of patterns of usage and information content that was deemed crucial in the past natural and manmade occurrences, as well as for future preparations for disasters.

SUMMARY OF FINDINGS/ RECOMMENDATIONS

- Preparedness is the theme of information shared on social media. Disaster-related content reflected in cities' Facebook and Twitter accounts show pertinent information related to weather disturbances, water levels in flood-prone areas, class suspensions, and preparatory notes and guidelines, among others. If received properly by constituents, these ideas may potentially contribute in minimizing or mitigating disaster effects.
- There is an increase in social media activity in the presence of disasters. Throughout the 8-month observation period, most of the recorded additions in the number of tweets and followers (for Twitter) and 'likes' (for Facebook) generally occur when there are upcoming potentially disastrous events
- 3. There is a need to effectively manage information shared through social media in an urban set-up. Cities provide a relatively adequate infrastructure to make social media accessible to all. Thus, it is expected to have more activity through these platforms, which needs proper handling of information. It may include having multiple accounts

- specializing on certain themes, esp. traffic and weather, as well as regulatory measures to properly account for information being shared.
- 4. Local government information generally derive from data provided by relevant and trusted linkages. Shared information in the two social media platforms come from accounts/pages of the national weather bureau, disaster management council, national news agencies, educational institutions, and national information agencies. Exemptions, however, apply to LGUs that have local geographical threats contributing to disaster vulnerability such as coastal areas and riverbanks.
- 5. Local governments should be conscious of their 'reach' and presence of other accounts that can potentially confuse constituents. Findings show that determining the 'official' account may prove to be quite difficult, either because of the way accounts are named or because of the presence similarly named accounts not ran by the LGU. These have implications on validating information.

THE RESEARCH

I RESEARCH QUESTIONS AND METHODOLOGY

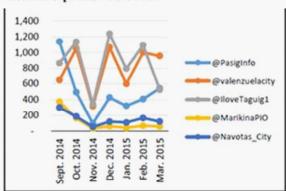
Findings of this study were derived from an 8-month observation period of Twitter and Facebook accounts of cities within Metropolitan Manila in the Philippines. As an exploratory and overview study, it sought to see how local governance works with technology in information

dissemination through social media. In particular, it focused on disaster-related information, both natural and man-made. The study utilized post and tweet content analysis, text mining, and network/linkage analysis of sources of information shared through the selected accounts. For quantitative data, the number of likes, posts, tweets, and followers were recorded every first ten days of the month. These data were used to generate trends on activity of the accounts.

II VENUES FOR POLICY ISSUES

Almost all cities in Metro Manila have both Twitter and Facebook accounts for their LGU operations. Data for likes, tweets, and followers were generated, ranking the most active accounts. The data was plotted over time, showing the increase and decrease in the number of tweets. Figure 1 shows the increase in Twitter activity from Nov-Dec. 2014, when Typhoon Ruby (Hagupit) was threatening Metro Manila and between Jan-Feb. 2015 during the Papal Visit.

Figure 1. Monthly No. of Tweets of selected City Twitter accounts Sept. 2014- Mar. 2015



On Account Management. Different models of information management were presented. Generally, information flows from a number of sources within the city government. It may be from the social media account of the city through the Public Information Office (PIO), through the City Disaster Risk Reduction and Management (DRRM) Office or through the Local Chief Executive's social media account. It is important to note, however that in case an LGU has separate accounts for the PIO and DRRMO, the 'reach' is not the same, meaning, followers of the DRRM account may not necessarily be also followers of the PIO accounts. Table 1 presents this data, with the exception of Pasig City.

Table 1. LGU/CIO vs CDRRMO account followers/likers (as of March 2015)

City	Social Media Type	LGU/CIO	Created	CDRRMO	Created
Malabon City	Twitter	5,530 followers	2010	1,414 followers	2013
	Facebook	12,719 likes	2012	1,648 followers	2013
Mandalu yong City	Twitter	23,704 followers	Aug. 2012	6,304 followers	Sept. 2012
Marikina City	Facebook	40,259 likes	June 2012	2,346 likes	Nov. 2012
Pasig City	Facebook	6,028 likes	2011	12,403 likes	2012
Valenzue la City	Facebook	128,272 likes	May 2009	1,119 likes	July 2014

Multiplicity of accounts may have two general implications for the users: (1) difficulty of accessing the official information because of confusion/ duplication or (2) delineation or specialization of information.

It is also noteworthy that in managing accounts, social media administrators and managers be aware of the type of accounts they are creating. For example, in Facebook, a 'Page' rather than a 'personal' account must be created for easier information sharing.

In addition, the issue of managing 'official accounts', having 'official information' and installing accountability mechanisms for spreading information may need to be brought into the attention of key decision makers.

On the Content of Tweets and Posts. A number of disaster-related information were cited through the cities accounts. These include, but are not limited to typhoon warnings and weather alerts, water levels for coastal areas and riverbanks, earthquakes, traffic updates and vehicular accidents, class suspensions, safety tips (what to do or not to do before, during, and after disasters), emergency hotline numbers, and DRM-related training undertaken by LGU response teams and DRRM personnel. With the exception of earthquakes, the theme is preparedness and the intention to mitigate disasters is evident through the provision of the preparatory information. The availability of traffic updates, on the other hand, provides uniqueness to the case of Metro Manila in terms of disaster preparedness.

These information, however, cannot be generated and disseminated without the help of national agencies. Through re-tweeting and re-posting, LGU accounts are able to re-echo information from the national government and news agencies. Strategic linkages should also be considered in using social media as a governance

Indeed, social media users are now seeing LGUs as sources of information in the midst of disasters. In this case, however, cities may need to ponder on certain considerations in making sure that dissemination of relevant information be maximized through the opportunity provided by social media platforms, and not be seen only as a fad.

ACKNOWLEDGMENTS

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POLICY NOTE 1

I. THEME: Local Administrative	Divisions
UNDAF Sub-Outcome No	
II. TYPE OF POLICY PROPOSE	D:
Local Ordinance	

III. GOVERNANCE LEVEL:

Local

IV.SITUATION ANALYSIS

Given the huge population concentration in the NCR, one would expect a correlation with the size of the administration that governs it. However, there are outlier LGUs, such as Manila (897 barangays for 1.6M population) , with disproportionately large numbers of barangays, and Quezon City (142 barangays for almost 3M population) with a low number of barangays in proportion to its population. The same can be said with personnel complement, which is relatively high in Makati and Valenzuela and low in Caloocan.

V. PROPOSED POLICY

LGUs in the NCR should revisit the administrative subdivision of LGUs by barangays and explore amalgamation of barangays in come cases (e.g. Manila). Further studies, would also be needed to look into human resource policies and practices of LGUs to understand the reason behind the different strategies (e.g. hiring of tenured personnel versus contractual personnel) and how they impact on public services.

VI.JUSTIFICATION FOR PROPOSED POLICY (Approx. 1,000 – 2,000 words)

Although the LGUs in Metro Manila have the built-in advantage of having access to more local revenue sources, and hence the ability to finance its local operations, it needs to rationalize its administrative and human resources more efficiently. In some instances, the large population base should justify relatively more concentration of services in order to benefit from economies of scale as well as the opportunities allowed by new Information and Communication Technologies (ICTs).

VII. COMMITTED SPONSORS:

VIII. TARGETTED SPONSORS:

League of Cities
ULAP

POLICY NOTE 2

VIII.	THEME:
UNDAF S	Sub-Outcome No
IX.TYP	E OF POLICY PROPOSED:

Departmental MC

X. GOVERNANCE LEVEL:

National (DILG)

XI.SITUATION ANALYSIS (Approx. 1500 words).

The Department of Interior and Local Government (DILG) monitors local government units through the State of Good Local Governance (SGLG) assessment. The SGLG instrument is divided between Core and Essential components. Core components consider compliance with good financial housekeeping, presence of at least two plans related to disaster preparedness (e.g. LDRRM plan, CCA plan, CLUP), and social protection indicators (e.g. access for people with disabilities PWDs). The instrument is designed to be a simple check-list that allows for easy monitoring.

Table 1: NCR LGU's compliance with Core and Essential Components of SGLG

	CORE Components of LGU assessment				ESSENTIAL Components of LGU assessment			
LGU	Good Financial Housekeeping				Business- Friendliness	Peace and Order	Environmental Management	
Caloocan	1	1	1		1	1	1	
Las Pinas	1	0	0		0	1	1	
Makati	1	1	0		0	1	1	
Malabon	1	1	0		0	1	1	
Mandaluyong	1	1	1		1	1	1	
Manila	0	0	0		1	1	0	
Marikina	1	1	0		1	1	1	
Muntinlupa	1	1	1		1	1	1	
Navotas	1	1	0		1	1	1	
Paranaque	0	1	1		0	1	1	
Pasay	0	1	1		1	1	1	
Pasig	1	1	0		1	1	1	
Pateros	1	1	0		1	1	1	
Quezon City	0	1	1		1	1	1	
San Juan	1	1	0		0	1	1	
Taguig	0	1	0		1	1	1	
Valenzuela	1	0	1		1	1	1	
% compliant overall	70.59%	82.35%	41.18%		70.59%	100.00%	94.12%	

Source : DILG (2014)

Table 1 shows the LGUs compliance with the core components. The 17 LGUs performed best in complying with disaster preparedness. Only three cities were non-compliant (Las Pinas, Manila and Valenzuela).

However, the LGUs had most difficulty meeting the social protection component, where less than half (41%) of the LGUs were able to satisfy DILG's criteria. The aspect they had most difficulty in meeting pertained to the accessibility provision for PWDs to city hall and health centers. A few (3/17), did not have CSO representation in their local development council.

XII. WHAT IS THE PROPOSED POLICY? (Approx. 300 words – 2000 words max).

NCR LGUs, in general, perform well in many of the SGLG indicators. In cases were all LGUs have high compliance (e.g. Peace and Order, disaster preparedness), DILG should consider devising a higher standard so that the quality of local governance is also constantly improving.

For instance, good financial housekeeping and disaster preparedness, and peace and order, in particular can incorporate requirements that encourage standardization of reporting systems, opening of data and encourage interoperatbility.

XIII. JUSTIFICATION FOR PROPOSED POLICY (Approx. 1,000 - 2,000 words)

Linking indicators to information standards linked to systems encouraging interoperability and open governance can address the inter-relatedness of some of these services, thereby improving inter-local cooperation and encouraging more direct citizen participation.

XIV. COMITTED SPONSORS:

XV. TARGETTED SPONSORS:

DILG

DBM

Open Data Philippines Task Force/ USEC Lacierda

ICT Office

CAR

Felipe Comila & Julian B. Nangpuhan II

Regional Report
Rapid Field Appraisal on the State of Decentralization and Democratization in the
Cordillera Administrative Region (CAR)

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Julian B. Nangpuhan II⁹⁷ Ifugao State University

series of 2015

I. ABSTRACT

For almost twenty five (25) years after the implementation of the Local Government Code (LGC) of 1991 in the Philippines, the Cordillera Administrative Region (CAR) remains steadfast in coping with social and economic challenges. The implementation of LGC strengthened the operative principles of decentralization in the region as local governance continuously complement cultural differences within and among the provinces in the region. Since the LGC was implemented, poverty indicators show that Cordilleran families improved their capacities to live modest lives. Poverty incidence of families in CAR declined from 42.5% in 1997 to 28.2% in 2012. In an overarching perspective, this study delves into the local governance indicators in CAR. It evaluates the effectiveness and efficiency of the region in implementing democracy and decentralization in the local level. Policy recommendations are stated thereafter. Keywords: rapid field appraisal, cordillera administrative region, democratization, decentralization, local governance, higher education.

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II. REVIEW

Methodology

The general methodology involves critical analysis of secondary data and interviews to selected regional point persons. The data were validated using actual site visits and interviews by the research assistant and the researchers themselves.

Time Conducted

As a rapid field project, the study was conducted for a period of two months from October to November, 2015. Data gathering and writing the draft paper covered the whole period of October. Review, data verification process, and writing the semi-final paper covered the period of November.

III. RFA FINDINGS

DEMOCRATIZATION: Regional Issues

- 1. **Male politicians dominate during local elections.** Previous elections show that only few female candidates in CAR are interested in seeking elective positions. For instance, during the May 13, 2013 national and local elections, the province of Abra had 471 male candidates while 137 were female (COMELEC CAR, 2015). In Apayao, there were 124 male as compared to the 31 female candidates. In Benguet, there were 369 male and 42 female candidates. In Ifugao, there were 302 male and 51 female candidates. In the province of Kalinga, there were 224 male and only 26 female candidates. In Mountain Province, there were 335 male and 31 female candidates.
- 2. **Existence of victims of human rights (HR) violations.** With regard to protection of human rights, the Commission on Human Rights (CHR) in CAR reported ten victims of HR violations coming from the different sectors of the community. Three HR violations were reported in the Regional Philippine National Police, three were also reported in the Public Attorney's Office, three violations were reported for teachers and one violation for a public official.
- 3. **Few active Civil Society Organizations (CSOs) in the region.** The Cordillera Network of Development NGOs and POs (CORDNET) is the largest CSO network in CAR with a total of 51 CSO members. Working in an indigenous people (IP)-dominated region, CORDNET advocates the promotion of culturally-appropriate development programs and strategies. Its core approach of advocacy and development of community-based social enterprises is to reduce poverty incidence and proactively support efforts to protect and nurture environment in sustaining Cordillera's crucial role as the 'watershed cradle of the north'. However, only few are actively involved in attaining shared community goals much less linkages with local government units (LGUs). Some of CORDNET's active members are listed in the table below:

Table 1. Active Civil Society Organizations in CAR

Name and Location	Functions/Accomplishments				
Baguio Center for Young Adults, Inc. (BCYA)	Advocacy and information campaigns, counselling, networking, research, trainings				
Baguio City, Province of Benguet					
People's Organizations, Inc. Province of Benguet	Rehabilitation of Benguet community life, strawberry festival 2008 trade fair, livelihood, employment				
(CFS-Phils.)	Health, welafare, and safety of children and women in the community				
Baguio City, Province of Benguet					
Ifugao Network of Development NGOs and Pos, Inc. (IFNET)	Advocacy and development of culturally-appropriate development programs				
Baguio City, Province of Benguet					
Igorota Foundation, Inc. (IFI)	Holisitic development of women in Cordillera,				
Province of Benguet	gender and development, ancestral domain projects, sustainable community development				
Jaime V. Ongpin Foundation, Inc. (JVOFI)	Development, livelihood, watershed and water				
Province of Benguet	system development, capacity building				
Kabinnulig Para ti Panagdur-as ti Abra, Inc. (KAPPIA)	Enterprise development. livelihood				
Province of Abra					
Mountain Province Network, Inc.	Welfare and livelihood development				
Mountain Province					
Shontong Foundation, Inc.	Community health care for indigenous peoples,				
Baguio City, Province of Benguet	sustainable agriculture, participation of the poor in local governance, rehabilitation of typhoonaffected areas				

Source: Cordillera Network of Development NGOs and POs, 2015

Recommendations

The following are recommendations to be taken into consideration in response to the issues that would help solidify the presence of democracy in CAR:

1. The trend of low female candidates during elections is prevalent even in historic times. Leveling male and female participation takes the course of time as women are now dominating important positions in the national and international arena. In the Cordillera region, some women are holding appointive and elective positions in regional offices (e.g. NEDA-CAR and DBM-CAR) and higher education institutions (e.g. Apayao State College and Kalinga-Apayao State College).

- 2. To lessen cases of human rights violations, the police and army forces should further strengthen constant visibility in the community via the following:
 - a. Conduct of consultation meetings with barangay and municipal officials, community people, and civil society groups;
 - b. Transparency in office performance such as available services to be availed by the community;
 - c. Show commitment of the police force by doing their role in resolving human rights violations; and
 - d. Renewal of linkages/partnerships with LGUs especially in the Barangay level for incoming elective officials.
- To initiate active participation of CSOs in the region, LGU officials (provincial, municipal, and barangay levels) might initiate participation of CSO representatives in local governance through the issuance of ordinances authorizing heads of registered CSOs to attend meetings including the implementation of projects and activities.

DECENTRALIZATION

Four decentralized services were identified to be included in this study: health, agriculture, social services, and environment sectors. Issues were observed per sector with the recommendations stated below.

1. Health

Issues

In CAR, one issue raised by the Department of Health (DOH) is the distance from the people to be served six provinces and one city. There are serviceable areas as well as Geographically Isolated and Disadvantaged Areas (GIDA) in the region. It was recorded that there are constituents who are still not availing the services of DOH because of the distance of their residence, the terrain, and expense of traveling.

Another issue raised is that the local government unit chief executives do not prioritize health in their administration.

As to personnel, DOH claims to be undermanned having 135 regular and 50 job order employees. These job order personnel depend on the availability of funds of the agency.

Recommendations

The recommendation is to strengthen the BHS or the Barangay Health Stations. These barangay stations will provide the basic health needs of the constituents. It is like a small Rural Health Unit where medicines, vaccinations for children, maternal and child care are provided. DOH will provide the infrastructure. The counterpart of the local government is to provide personnel who will man the BHS since the DOH lacks personnel.

Another recommendation is for the Local Chief Executives (LCEs) to support DOH programs in their localities. During consultation meetings, DOH would lobby health programs to the LCE, and the least that LCE would do is to support these programs for the benefit of the many and for the health of their constituents.

2. Agriculture

Issues

There are existing and productive policies on Agriculture in accordance with the national policy. However, some municipalities are understaffed for agricultural services, and some are overloaded with work and perform functions other than agriculture.

The Agriculture sector is undergoing a Rationalization Plan of its government personnel in the regional. As of now, the plantilla position as per the Plan is 205 positions. The existing old plantilla position is 176.

Recommendations

Each municipal LGU should actively lobby for additional staff in the provincial LGU and the Department of Agriculture. Provision of permanent staff can possibly be provided with the presence of visible inclusive growth in the country. The Department should continue strengthening its programs to address the needs of the agriculture sector.

3. Social Services

Issues

The challenge facing DSWD-CAR at present is the need for additional manpower to ensure quality service.

Other challenges include fast liquidation of downloaded funds by LGUs. Also, some parents are not cooperative to the rehabilitation plan of the child resulting in prolonged stay in the center in the case of juvenile delinquents.

Recommendations

A recommended solution as to the parents of the juvenile delinquents is the strict implementation of RA 9344 as amended by RA 10630, an Act Establishing a Comprehensive Juvenile Justice and Welfare System and Creating the Juvenile Justice and Welfare Council under the DSWD. Hiring of additional manpower and providing health cards to workers should also be done. To augment preventive measures regarding fast financial liquidation, a memorandum to concerned LGUs should be issued by DSWD.

4. Environment and Natural Resources and Disaster Risk Reduction

Issues

In the Department of Environment and Natural Resources (DENR), cases were recorded for the violation of existing laws governing the protection of environment, prevention of disasters, climate change and destruction of natural resources. Notices of Violations were issued to industries exceeding the Standards Set by Law. As of this writing, a total of 78 Notices of Violation have been issued for violation of RA 9275 (Clean Water Act) complemented by RA 8749, and PD 1586 (Environmental Impact Statement System).

According to the Solid Waste Management Board, one of the issues identified regarding the implementation of RA 9003 is that LGUs are still operating illegal disposal facilities. In CAR, there are nineteen (19) open dumpsites, one with controlled disposal facility, five Controlled Disposal Facilities, and five existing sanitary landfills.

Recommendations

The recommendation of the Bureau is to intensity strong partnership with concerned LGUs and stakeholders for smooth implementation of core policies and laws as required by the government and enforcement of penalties as provided in the laws.

IV. CAPACITY BUILDING – Higher Education Institutions (HEIs)

Assessment of Capacities

In CAR, there are 8 public HEIs as compared to 42 private HEIs. Course offerings cover almost all priority programs in agriculture, education, forestry, information technology, engineering, medicine-related, criminology and tourism.

Public and private HEIs are very present in all the provinces in the region. However, only the province of Ifugao does not have any private HEI established. The following table shows the list of HEIs by province.

Table 2. List of Higher Education Institutions by province

PUBLIC HEIS
ABRA
Abra State Institute of Science and Technology-Langangilang
Abra State Institute of Science and Technology-Bangued
APAYAO
Apayao State College-Conner
Apayao State College-Luna

BAGUIO CITY

Philippine Military Academy

University of the Philippines Baguio

BENGUET

Benguet State University-Main

Benguet State University-Bokod

Benguet State University-Buguias

Benguet State University-Open University

IFUGAO

Ifugao State University-Main

Ifugao State University-Lagawe

Ifugao State University-Potia

Ifugao State University-TInoc

KALINGA

Kalinga-Apayao State College-Main

Kalinga-Apayao State College-Dagupan

Kalinga-Apayao State College-Rizal

MT. PROVINCE

Mt. Province State Polytechnic College-Main

Mt. Province State Polytechnic College-Tadian

Mt. Province State Polytechnic College-Mt. Data

PRIVATE HEIS

ABRA

Abra Valley College

Data Center Phils., Inc.-Bangued

Divine Word College of Bangued

Pinnacle Healthcare Colleges

BAGUIO CITY

AMA Computer College

Baguio Central University

Baguio Christian Mission International College

Baguio City Academy Colleges, Inc.

Baguio College of Technology

BSBT College

Casiciaco Recoletos Seminary

Data Center Philippines, Inc.-Baguio

Easter College, Inc.

Kalos M.A. College

National University-CEDCE

Philippines Women's University-CDCEC

Pines City Colleges

Remnant International College
<u> </u>
Saint Louis University
San Pablo Major Seminary
STI College of Baguio
University of Baguio
University of the Cordilleras
Montecillo International College
BENGUET
BVS College
Cordillera Career Development College
HML International College
International Christian College
Kings College of the Philippines-Benguet
Luzon Nazarene Bible College
Triniville Central College
Benguet Central College, Inc.
Eastern Luzon Colleges, Benguet
KALINGA
Cordillera A+ Computer Technology College
Int'l School of Asia and the Pacific-Tabuk Branch
Kalinga Colleges of Science and Technology
Saint Louis College of Bulanao
Saint Tonis College
Best Engineering School and Technology
C.S. School of Music and the Performing Arts
Northwest Colleges Foundation
MT. PROVINCE
Xjen College of Mt. Province

Source: 2012 RSET CAR; CHED-CAR

In terms of teaching workforce, there are enough teachers and professors in the region. The following table shows the number of tertiary teachers/professors by province.

Table 3. Number of tertiary teachers/professors by province

AREA	CAR	Abra	Apayao	Baguio City	Benguet	Ifugao	Kalinga	Mt. Province
SY 2005-2006								
Total	3,931	301	80	2,490	567	158	180	155
Public	1,207	107	80	211	383	158	113	155
Private	2,724	194	-	2,279	184	-	67	-
SY 2006-2007								
Total	4,589	324	86	3,133	516	164	190	176
Public	1,263	138	86	211	362	164	126	176
Private	3,326	186	-	2,922	154	-	64	-

Source: PSA, 2012; CHED-CAR

For the programs in public administration and local governance, the table below summarizes the HEIs offering the programs.

Table 4. HEIs offering public administration and local governance programs in CAR

Institution	Classification Undergraduate degree		Master's degree	Doctoral degree
Abra State Institute of Science and Technology	Public	BCM	None	None
Benguet State Univesity	Public	Diploma PA/UM	MPA	None
Divine World College	Private	BSPolSci	MPA	None
Ifugao State University	Public	BSPolSci	MPA	None
Kalinga Apayao State College	Public	BSPA & BSPolSci	MPA	None
Mountain Province State Polytechnic College	Public	BSPolSci	MPA	None
Saint Louis Universty	Private	ABPA & BSPolSci	MSPM	None
University of Baguio	Private	BSPolSci	MPA	None
University of the Cordilleras	Private	BSPolSci	None	None

Source: FindUniversity.ph, 2012

With the few HEIs offering public administration in the Cordillera, there seems to be a deficiency in this area. At present, some incumbent local officials are enrolled in public administration and local governance degrees outside the region. Only the Benguet State University offers Diploma in Public Administration/Urban Management in the region catering to the needs of local officials who are mostly in the province of Benguet. Other HEIs offer BS in Political Science as another option for would-be local officials.

The general issues mentioned by CHED—CAR is that State Universities and Colleges (SUCs) lack laboratories and other facilities to offer such programs including unmet minimum qualification

standards for teachers/professors. For private institutions, some schools are backsliding as they did not maintain the minimum standards set by CHED per program offerings.

Recommendations

To level the playing field, the requirements set in private schools should also be implemented in public or government schools. The treatment being done to private schools should be the same treatment to government schools. A memorandum on this should be drafted and implemented.

HEIs with close coordination to CHED should encourage their faculty members especially those holding permanent items to pursue graduate and post-graduate degrees to meet standard qualifications. It is further recommended that regular monitoring and evaluation schemes on the different program offerings of private and public HEIs should be done by CHED.

On the other hand, considering the potentials from State Universities and Colleges, funding assistance from the government is recommended to be sustained or increased until such time that these institutions are capable of managing their own resources. The issue of amalgamation as initiated by the Commission on Higher Education can be an option for the CAR-SUCs.

CORDILLERA ADMINISTRATIVE REGION (CAR)

PROPOSED POLICY NOTE

I. THEME: AMALGAMATION OF STATE UNIVERSITIES AND COLLEGES IN THE CORDILLERA ADMINISTRATIVE REGION (CAR)

UNDAF	Sul	o-C)utcc	me	No.	

II. TYPE OF POLICY PROPOSED: NEW

III. GOVERNANCE LEVEL: LOCAL - NATIONAL

IV. SITUATIONAL ANALYSIS

Amalgamation is the integration of State Universities and Colleges (SUCs) into a single institution called the Regional University System (RUS). The RUS is in line with CHED's Long Term Higher Education Development Plan 2001-2010 and Philippine Development Plan 2011-2016. Amalgamation will rationalize public higher education in the Philippines in response to the rapidly changing local, national and global economy. This will be maximizing the resources allocated to SUCs while addressing the demand for excellence and competitiveness. The objectives of amalgamation are as follows:

- 1. To make state-funded higher education more effective;
- 2. To upgrade the quality of public higher education to international standards;
- 3. To re-engineer governance and administrative structures to the greatest advantage without restricting academic freedom and institutional mandates; and
- 4. To respond appropriately and proactively to regional and national manpower and industry needs.

There are six (6) forms of amalgamation (CARASUC, 2013). The first is the Merger Model, an amalgamation of two or more separate institutions that surrender their legally and culturally independent identities in favor of a new joint identity under the control of a single governing body. All assets, liabilities and responsibilities of the former institutions, including the human element, are transferred to the single new institution.

Second, the Federation Model draws universities closer together while preserving certain autonomy to the partner institutions. Integrating institutions surrender governance autonomy and install a single, over-arching council and a single vice chancellor or president to take CEO responsibility for the federated entity.

Third, the Deep Collaboration Model seeks to merge functions in designated areas. Typical examples involve establishing a single office to handle some or many of the various

support functions such as information technology, human resource administration (but nor recruitment or promotion), student support services, estate management and professional staff development.

Fourth, the Loose Affiliation Model promotes some of the benefits of a closer working relationship while preserving a high degree of autonomy and independence for each partner.

Fifth, the Status Quo Model wherein higher education sector maintains its current form and character with existing institutions, maintaining already established boundaries. The only integration measures are those which flow in the normal and time-honored manner. One university agrees to host another's study-abroad students or staff on sabbatical leave. Researchers from different institutions collaborate on grant applications, patents and commercialization exercises.

Sixth is the Accelerated Integration Model (AIM) which is the CAR-SUCs proposal. This model addresses the CHED's goal for quality, excellence, relevance, responsiveness, access, equity, efficiency, and effectiveness. This model gives due consideration to the diverse cultural, environmental, geographical and economic conditions of the Cordillera Region. It integrates the strengths of the five other models to accurately address the present critical weaknesses of the component SUCs in Cordillera and to harness the strengths of the component SUCs to propel the success of the Regional University System. It is a three-stage model having two-year duration per stage. The first stage involves the adoption of the strengths of the Loose Affiliation Model such as but not limited to the following: complementation among component SUCs in their common curricular programs, sharing of resources, expertise/specialization and facilities while governance autonomy will be status quo. The second stage adopts the strengths of the Deep Collaboration Model and the Federation Model such as on merging functions in designated program areas (but not recruitment or promotion) and governance autonomy in component SUCs will be lessened because of the installation of a single, overarching coordinating council. The third stage adopts the Merger Model with modifications based on the results of the successes and problems encountered in the second stage.

The amalgamation initiative of State Universities and Colleges (SUCs) in CAR was initially started in 2011. Knowing CAR to be geographically challenged with a meager budget of its SUCs, the Cordillera Administrative Region Association of State Universities and Colleges (CARASUC) agreed to amalgamate and face the hurdles in education (Gonzales & Ngohayon, 2015). The SUCs in CAR are composed of the following: Abra State Institute of Science and Technology (ASIST), Apayao State College (ASC), Benguet State University (BSU), Ifugao State University (IFSU), Kalinga-Apayao State College (KASC), and Mountain Province State Polytechnic College (MPSPC). The IFSU President, Dr. Serafin L. Ngohayon, who was then the CARASUC President in 2011 spearheaded amalgamation efforts for the six (6) SUCs in the region. The first stage involves the complementation among SUCs in their common curricular programs and sharing of resources, expertise, specialization, and facilities while governance autonomy will be status quo. Among the programs approved by the respective SUC governing Boards that was implemented effective SY 2013-2014 are as follows:

Table 9. Harmonized curricular programs in CAR-SUCs

	Curricular Programs
1	Bachelor of Science in Agriculture (BSA)
2	Bachelor of Science in Elementary Education (BEED)
3	Bachelor of Science in Secondary Education (BSED)
4	Bachelor of Science in Forestry (BSF)
5	Bachelor of Science in Information Technology (BSIT)
6	Bachelor of Science in Business Administration (BSBA)
7	Bachelor of Science in Civil Engineering (BSCE)
8	Bachelor of Science in Criminology (BS Crim)
9	Bachelor of Science in Hotel and Restaurant Management (BSHRM)
10	Bachelor of Science in Tourism (BST)

Source: Gonzales & Ngohayon, 2015.

According to Dr. Ngohayon, the first stage was implemented with support funding from the Commission on Higher Education (CHED). Plans to pursue the second and third stages were hampered due to lack of funds as it was halted in 2013. However, the initiators of the amalgamation project recommended for its continuation and that funds are needed to implement the federation stage. In charting amalgamation for the six SUCs in Cordillera, there is a need for a law to be passed in the Congress, and in the Senate, that will finally be approved by the Philippine President.

V. THE PROPOSED POLICY

The new policy is to enact the "establishment of a Regional University System (RUS) among the six (6) State Universities and Colleges in the Cordillera Administrative Region (CAR) including all their satellite campuses and providing funds thereof". The RUS shall operate following the Accelerated Integration Model (AIM) as expounded in this policy note. It is a three-stage model having two-year duration per stage. The first stage involves the adoption of the strengths of the Loose Affiliation Model such as but not limited to the following: complementation among component SUCs in their common curricular programs, sharing of resources, expertise/specialization and facilities while governance autonomy will be status quo. The second stage adopts the strengths of the Deep Collaboration Model and the Federation Model such as in merging of functions in designated program areas (but not recruitment or promotion). Governance autonomy in component SUCs will be lessened because of the installation of a single overarching coordinating council. The third stage adopts the Merger Model with modifications based on the results of the successes and problems encountered in the second stage.

Since there have been moves in the past targeting the first stage of the AIM amalgamation, the second and third stages shall pursue once there is favorable action from the sponsors. Their commitments are enough to chart the development direction of RUS in CAR and to pursue its legislation in the House of Congress and the Senate and then with the approval by the President.

VI. JUSTIFICATION FOR PROPOSED POLICY

The proposed Regional University System in CAR shall realize better administration and governance of all the SUCs in the region. At the same time, it shall maximize sharing of resources among the SUCs through complementation.

RUS shall envision making the Cordillera Administrative Region as the prime knowledge center in Asia. Its mission shall be: a) a preferred education hub; b) a center for advance Research Development and Extension in highland AFNR, Indigenous Peoples, tourism and other related industries; and c) a model for education and cultural development for IPs.

The basis for the creation of the RUS shall be detailed in a scoping document covering areas such as: proposed governance structures, new academic and administrative structures, financial arrangements, human resource arrangements, infrastructure, academic offerings over a five year period including potential consolidation of existing programs, relationship with industry, relationship with commerce, relationship with community, rationalization of program provisions, adoption of common quality assurance, system controls, examination of program structure, program offerings, and delivery of 4 models. These documents shall be prepared by the task force assigned in making the implementing rules and regulations (IRR) of the new policy. Furthermore, the task force shall adopt a clear structural plan prior to any comprehensive re-organization being implemented. Once the RUS has made the transition and has effectively merged, a longer term structure that shall address the needs of the long term vision for the combined entity needs to be established comprising the following: integrated governing Board with the CHED Chairperson as the Chairperson of the Board, integrated academic council, and integrated administrative council.

Other needed arrangements shall be carefully planned by the task force IRR.

VII. COMMITTED SPONSORS:

SERAFIN L. NGOHAYON, PhD NIEVES DACYON, PhD

President, Ifugao State University President, Apayao State College Immediate Past President, CARASUC President, CARASUC

PATRICIA B. LICUANAN, PhD

Chairperson, Commission on Higher Education Proposed Chairperson of the RUS-CAR Board of Regents

VIII. TARGETTED SPONSORS:

ALL CONGRESSMEN PROVINCES COMPOSED OF THE CORDILLERA ADMINISTRATIVE REGION

Hon. ROMAN T. ROMULO

Hon. PIA S. CAYETANO

Congressman, Pasig City Candidate for Senator Senator, Republic of the Philippines Chairperson, Committee on Education, Culture & Arts

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CARAGA

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Abstract

Decentralization, democratization, deregulation, autonomy and empowerment have been a progressive movement/ agenda and platform in Asia, Latin America, and Africa countries. This entails direct participation of the immediate communities concerning their welfare. For continents such as Asia and Africa which experienced Martial law and dictatorship, decentralization takes a slow pace but globalization becomes a very powerful wave of democratization echoed across the globe. The Philippines is at the forefront of decentralization after the EDSA revolt in 1986 and the democratization measure—one of which was the enactment of monumental Local Government Code of 1991 that transformed the then sleepy—towns to emerging LGUs (Pimentel, n.d.). This is due to numerous reasons, one of which is the increase of IRA from the national government and increased revenues from its income-generating activities. Moreover, it has its shortcomings such as the proliferation of political dynasties, private sector interference in governance, perceived displacement of the Lumads (Indigenous Peoples), rise of private armies, vigilante or extra judicial killings, to name a few.

This paper delves to the assessment of the implementation of Local Government Code of 1991 in the CARAGA Region, a region of contrast having rich natural resources but with high incidences of poverty. It is a region with ongoing displacement of the "Lumads" which is indeed a challenge to the Local Government Units. It is also a region with a high incidence of NPA operations. Thus, the latter exert much influence upon the rural areas. Mining and lumber companies sprout in the area which are the region's competitive advantage (Porter, 1985) and one of its leading sources of income. Yet, despite these, there are significant numbers of 4P's recipients. Government anti-poverty programs such BUB, the PAMANA Projects, KALAHI are evident in the sites. The collaboration of the NGO's, LGU's, NA's along anti poverty initiatives/program had been in active phases with the end view of addressing the problem of poverty.

The region also faces numerous challenges such as prostitution, the rise of HIV which has the highest growth rate in Mindanao, rise of vigilante killings, tribal conflict, demands in increasing the IP's royalty in mining and lumber companies, lack of government concrete/mass based housing program , perceived non-independent media, domination of political clans across different era, armed conflict in the countryside, lack of farm outputs and post harvest facilities, insufficient livelihood assistance to the vulnerable sectors such as the disabled and the women sectors, high cost of private higher education and among others.

Despite these social issues the people of Caraga expect their local governments to work for social justice in the platform of good and responsible governance, a terrain of good collaboration of NGOs, CBOs, NAs and LGUs towards achieving the region's self sufficiency in

the fight to mitigate poverty and to improve the lives of the region's residents. Yet, despite numerous infrastructure projects the people of Caraga expect that the growth of the region would be inclusive especially in the grassroots such as the fishing folks, the peasants and the IPs.

The region's LGU's despite its IRA dependence tried to rally for the quest of people-oriented governance through its honest desire to implement various anti poverty measures to make the local governments closer to its people. Establishing a business friendly environment has been undertaken by the region LGUs in order to make the private sector an effective partner in eradicating poverty by generating local employment. In like manner, enhancing employment of the LGU's residents in foreign deployment had been supported by its PESO program (Public Employment Service Office). Its close collaboration with TESDA in enhancing the employability of its youth sector had been monumental indeed. The LGU's support in promoting the essence of local self-employment by introducing entrepreneurship programs has been consistent in its quest for promoting local employment. Its quest to improve agriculture through its various agricultural intervention like promoting the growth of cash crops besides rice, improving the irrigation system, inter-cropping, and supporting the farmers and fishers cooperative have been undertaken.

The paper will look into the impact of the Local Government Code of 1991 to governance, autonomy and alleviating poverty. The paper will also provide recommendations in enhancing the implementation of the code.

Keywords: Caraga, Local Government Code, Provinces, Cities, Chief Local Executives, Sanggunian, IRA

B. Overview and Introduction

In the global scenario, the call for decentralization and genuine local autonomy have been the movement agenda across Asia, Latin America and Africa. This democratic movement is driven by the immediate community/localities aspiring to be a direct player of its development. Well-being can also be considered dynamic, development-oriented, and people-centered. Throughout the movement of democratization across the world there have been peopled-centered governments which are significant players in development and nation building. With the call of participatory development, local governments have to take its part in democratization.

In the Philippines, the Local Government Code of 1991 makes the Local Government Units (LGU's) responsible in its governance in order to provide effective or efficient services. According to Lazo (2012 p.91)

"In the Philippines, RA 7160 otherwise known as the Local Government Code of 1991 became the legal instrument that strengthened the spirit of democracy and attain the highest possible level of development at the local levels in the Philippines. It is also designed in enriching the capabilities and maximizing the limited resources of LGU's by improving the people through direct participation in the affairs of the government. The Local Government Code provides for much greater powers and responsibilities by which Local Government may come up with different programs and activities fashioned to uphold the general welfare of the people (Lazo 2012 p.91)."

Nolledo (1991) discussed that the aim of Local autonomy viz:

"to transform LGU's into self-reliant communities and active partners in the attainment of national goals though a more responsive and accountable local government structures instituted through a system of decentralization (Nolledo, (1991)".

In this context, the LGUs of Caraga region have implemented the local government code of 1991 for almost 25 years already. Realistically, the region has been dominated by political elites who have been in power for decades due to the fact that these families are successful entrepreneurs, landed, and are business and mining tycoons. Political families are instrumental in its growth and creation since the region was created through the initiatives of members of House of Representatives who were members of political families in the region. It is ironic to say but the residents themselves perceived that there is nothing wrong with political families as long as they provide services to the people. The issue of political families in the region has been closely associated with the system of the landed and the tenants, the industrialist and the workers, the shipping magnates and the fisher folks, the contractors and the labourers to name a few. The dependence of the workers to the one who provides capital or workers' wage survival originates in the loyalties of the peasantry to these political families. Thus, in the region it is very difficult to have a new breed /groupings of politicians since the residents always identify with the ruling families, their allies and to some extent, their foes or rivals in politics. With the opening of the region's fertile forest for lumber extraction, private armies sprouted in order to protect the lumber business interest in the region of those in power. Similarly, the construction companies have been closely associated with political families; hence, the construction companies have been perceived as campaign donors. The opening of mining companies changes the traditional economic system of the region from dependence on forestry, fishing and agriculture to mining, which provided tremendous sources of employment to the residents. It is perceived that politically-inclined families are supporters of the mining industry. Hence, its opening provides a good source of voters during election from the workers in the mines. The local government units officials are employers themselves who have a source of voters during election. Hence, the authority of the chief local executive is highly respected as an appointing authority but also as a commercial and business leader.

The proposal of making the LGUs as quasi-corporate in order to utilize its potential in revenue generation (not only as IRA dependent) has been religiously pursued. Mobilization of non-traditional sources of income has been undertaken also , loans from funding institution have been availed of to improve the services to the constituents most specially the vulnerable sectors. LGUs contracting loans to purchase heavy equipment and the like are common in the region. Improving non-traditional sources of income has been supplemented with the local tourism program which is a cultural program and income source as well. To solve poverty thresholds, anti-poverty initiatives were undertaken in close collaboration with the national line agencies. These have been some of the monumental contribution of the Local Government Code of 1991. Its assessment after 25 years of implementation can give insights to policy makers in legislating amendments of the code.

The effective implementation of the Local Government Code of 1991 gives an ample opportunity for the LGUs to be an architect of its development; hence, the LGUs are public corporations that have corporate powers that will enable them to devise approaches to earn revenue in the name of effective service to the community. The need to assess the implementation of the code along the context of democratization and development is one of the concerns of this study. Moreover, there are always factors that will hinder development and democratization in the context of local governance. One is the issue of peace and order. The quest for peace has always been elusive. The issue of poverty has always been identified as a factor of peasants struggle. Yet, the Local Government Code of 1991 provides an avenue and opportunities for civil societies to effectively participate in local governance. Numerous interventions have been undertaken by the central or national government to eradicate poverty in the rural conflict areas, one of which is the BUB project or the Pamana and the Kalahi.

Harnessing the close collaboration of the national government, the local government and the private sectors in the name of participatory governance has been undertaken by the previous governments. The PPP (The Public and Private Partnership model) has been instituted to encourage the private sector to actively participate in local governance. The private sector can generate employment and offer build-and-operate transfer mode of the public infrastructure. Of all these, what is needed are local government leaders who are visionary, leaders imbued with a sense of service to effectively govern the LGUs as public corporation.

C. Setting

Caraga region is an administrative region of the Philippines in the north-eastern portion of the island of Mindanao. It was created through R.A 7901 on February 23, 1995. The region is composed of five provinces; Agusan del Norte, Agusan del Sur, Surigao del Sur, Surigao del Norte and Dinagat Island province, six cities: Butuan, Cabadbaran, Surigao City, Tandag City, Bislig and Bayugan; 67 municipalities and 1,311 Barangays. Butuan City is the regional administrative center.

According to Guiritan (1999) its name was coined from an "old rock". Guiritan (1999) further observed that the growth of the region is so fast and it is due the fact that mining is a prime mover of its economy supplemented with forestry, fishing and agriculture. The vision of the region is spelled out below (by Guiritan 1999).

Vision

Region with a globally competitive economy anchored on sustainable development and empowered citizenry under a strong government and private partnership.

Caraga Mission Statement

Through networking with stakeholders, the prime movers will provide the technical and coordinate services to fast track the development of the region, addressing the economic, social and environmental concerns for an improved quality of life of its constituents, contributing to the country's agro-industrial programs towards globalization.

D. Research Design:

The study utilized a descriptive survey method aided by focus group interview or with the help of key informants from the LGU concerned, national agencies, NGOs/CBOs, or people/POs organizations. It also used secondary data employing documentary analysis. The main tool of the study included an interview guide and a questionnaire. It also used observation to check the data gathered. To verify the data on residents' perception a perception questionnaire was utilized. The survey data was analyzed using simple frequency, weighted mean and ranking. Thus, the methods used in this study included focus group discussion, scheduled interviews and document analysis. Community perception regarding the effectiveness of various government programs was conducted. A purposive sampling was utilized. The table spelled out the distribution of respondents.

Table 1 Distribution of Respondents in the region

Category of Respondents/Classification of Respondents	Number of Respondents
LGU Employees including elected officials	375
NGO's, CBO's , PO's	31
Mining Companies Community Relation Officers	16
Barangay officials	310
Indigenous Peoples	188
Farmers /Fisher folks	284
Residents	611
Hospital Patients	237
Total	2052



(Source:https://www.google.com.ph/search?q=SDSSU+tandag+Graduate+school+logo&biw=1360&bih=657 &site=webhp&tbm)

E. Presentation of Data

Table 2
Five Provinces and the Regional Center of Caraga

Province/City Capital		IP Communities	Area (km²)	Population density
Agusan del Norte	Cabadbaran	Manobo, Talaandig, Banwaon, Higaanon, Mandaya	1773.2	187.5
Agusan del Sur	Prosperidad	Manobo, Talaandig, Mamanwa	8,966	73.2
Dinagat Island	San Jose	Mamanwa	3,009.9	42.1
Surigao del Norte	Surigao City	Mamanwa	,936.9	228.5
Surigao del Sur	Tandag City	Manobo, Mamanwa, Mandaya	4,552.2	123.3
Butuan		Manobo, Talaandig, Banwaon, Higaanon	817.3	378`9

The region has a total land area of 18,846. 97 km2. This represents 6.3% of the country's total land area and 18.5% of the island of Mindanao. 47.6% of the total land area of the region belongs to the province of Agusan del Sur. Of the total area, 71.22% is forestland, 28.78% is alienable and disposable land. Major land uses include forestland compressing 31.36% and 23.98% of agricultural and open spaces. Caraga is rich in mining resources such as nickel, iron, chromium coal, gold manganese, etc. The region has one of the richest mineral deposits in the country. Besides the mineral deposit, the region is rich in forest reserve, marine, and agricultural resources. As a region it faces problems viz: peace order due to the long struggle of CPP-NPA movement, claims of the IP communities in the distribution of ancestral domain claims, extra judicial killings, and internal migrants due to the militarization of the highlands.

These issues identify Caraga region as a region of contrast: Rich in natural resources but with high incidence of poverty and proliferation of political dynasties. In addition, two of the region significant competitive advantages are the presence of huge amounts of mineral deposits and numerous diverse ecotourism sites. Caraga can look forward to a region that is well known for its diverse and well-developed ecotourism sites and home to a blooming mining industry (Region XIII: Caraga Development Plan 2004-2010 of NEDA Caraga). For almost 25 years of existence the Local Government Code of 1991 had greatly empowered the economy of sleeping towns of Caraga region. Hence, RA 7160 were able to grant more powers to the LGUs authority and responsibilities in resources management, effective transfer of responsibility for provision of basic services (Nolledo, 1999).

There are numerous studies conducted in decentralization, electoral process, non-government sector involvement, human rights issues and best practices, among others. The uniqueness of this paper is that problems/issues of decentralization are discussed and the corresponding solutions are provided. To have effective development the issue of poverty must be addressed by LGUs. Despite decentralization and autonomy, Caraga is still experiencing high incidence of poverty. The aim of the region is to be the center of fishery, agro-industrial eco-tourism and mining and its function will depend on the local leaders who must be imbued with competence to provide change and social development.

Eleazar writes the need of innovative leaders in the region viz: The challenges of poverty reduction, however, are possible only with continued good local governance. It calls for efficient provisions of basic services to spur economic development while ensuring that the use of its resources is done in a manner that promotes sustainability. Effective local governance can be best harnessed if the local government officials are sincere enough to effect change in their respective areas of responsibilities. Local autonomy can be best harnessed if the concerned LGUs are able to have skills on revenue generation, making the IRA complementary to its revenues. Thus, income generating endeavours capacity would be one of the good indicators of the success of LGU governance. Similarly human resource training or capacity building are vital for its governance, for it provide avenues of training government workers imbued with a sense of public service. The table below discuses on the relevance of effective human resource program of the LGUs.

Table 3
Extent of Implementation of the Staffing Pattern
N=375

	Implementation	Mean Value	Description	Rank
1.	There is a clear and written policy on HR or personnel Administration;	4.00	0	1
2.	Observance of Civil Service Norms/policies/rules and regulations properly observed;	3.88	0	2
3.	Merit and promotion plan properly instituted;	3.83	0	3
4.	Strict observance on CSC policy on the composition of the promotion board;	3.30	0	4
5.	Membership on the promotion board is approved by the Sanggunian;	3.29	0	5
6.	All permanent employees possessed the needed qualifications	3.28	0	6
7.	Grievance mechanism properly instituted;	3.26	0	7
8.	Outstanding performance are given credit	3.25	VS	8
9.	Family day is religiously observed;	3.23	VS	9
10.	GAD programs properly instituted	3.20	VS	10
Ove	er-all Mean	3.45	(O) Outstanding	

Legend:

Scoring:

The range of 4 point scale applied is as follows:

Wt. Point	Range	Description
4	3.26-4.00	O (Outstanding)
3	2.51-3.25	VS (Very Satisfactory)
2	1.76-2.50	S (Satisfactory)
1	1.00-1.75	P (Poor)

Table 4 Distribution of the Extent of Implementation of the Devolved Function of the LGU's N=375

	Indicator (Nolledo, 1991)	Mean Value	Description	Rank
1.	District hospitals for provinces is well funded;	3.25	VS	5.5
2.	Involvement friendly policies or tax holidays provided;	3.20	VS	9
3.	Project on housing;	2.50	S	10
4.	Tourism facilities and tourism promotion (Nolledo, 1991)	3.24	VS	7.5
5.	Social welfare services;	4.0	0	2.5
6.	School building/Local school board operation;	4.0	0	2.5
7.	Public works and infrastructure;	4.0	0	2.5
8.	Community-based forestry program;	3.25	VS	5.5
9.	Agricultural extension;	3.24	VS	7.5
10.	Health clinics for cities and municipalities	4.0	0	2.5
Gra	nd Mean	3.468	(O) Outstanding	

Table 5
Distribution by Province for the Different Mode of Community Participation in Governance/ Extent of Community Participation N=375

	Approaches	Agusan del Sur	Agusan del Norte	Surigao del Sur	Surigao del Norte	Wt. Mean	Rating
1.	Community initiative	3.28	3.27	3.28	4.00	3.45	0
2.	NGO collaboration	3.26	3.29	4.00	4.00	3.66	0
3.	Advocacy of Social 4'Ps justice	4.00	4.00	4.00	4.00	4.0	0
4.	Collaboration of NCIP for IP issues	4.00	4.00	4.00	4.00	4.0	0
5.	Assistance in organizing NGO's	3.38	3.39	3.40	3.41	3.39	0
6.	Encouragement of the community in the community based environmental laws/ ordinances	4.00	4.00	4.00	4.00	4.0	0
7.	Adequate help from BFAR/ DENR/DA and other concerning environmental governance	4.00	4.00	4.00	4.00	4.0	0
8.	Involvement of the communities in public consultation	4.00	4.00	4.00	4.00	4.0	0
9.	Assistance in establishment of peoples participation in governance	4.00	4.00	4.00	4.00	4.0	0
10.	Community-based program to increase farm output	4.00	4.00	4.00	4.00	4.0	0

11.	Access to more farm to market road	4.00	4.00	4.00	4.00	4.0	0
12.	Use of billboards to showcase government projects	4.00	4.00	4.00	4.00	4.0	0
Penalize violations of the environment ordinances with the participation of the province		2.50	2.50	2.00	2.00	4.0	0
14.	Secure assistance form funded institutions	4.00	4.00	4.00	4.00	4.0	0
15.	Mobilize the media in communicating the projects of the province	4.00	4.00	4.00	4.00	4.0	0
16.	Encourage volunteer work for community based projects	2.50	2.50	2.50	2.49	2.49	0
17.	Survey conducted from time to time to assess the need of the community	4.00	4.00	4.00	4.00	4.0	0
18.	Linkages with higher educational institutions	2.50	2.49	2.48	2.39	2.46	S
Overall mean						3.74	0 (Outstanding)
Des	cription						

Table 6 Problems Encountered in the Participation of the Community in Strengthening People's Participation Approach in the Province Government Anti-Poverty Strategies Program N=375

	Problems	Agusan del Sur	Agusan del Norte	Surigao del Norte	Surigao del Sur	Wt. Mean	Rating
1.	Lack of Foreign Funded Assistance	1.75	1.75	1.75	1.65	1.72	NS
2.	Lack of consultants	1.65	1.69	1.70	1.71	1.68	NS
3.	Lack of trained CD workers	1.75	1.75	1.75	1.70	1.73	NS
4.	Peace and order	4.00	4.00	4.00	4.00	4.0	VS
5.	Lack of funding from NGA's	1.75	1.75	1.75	1.75	1.75	NS
6.	Lack of the cooperation of the community	1.65	1.70	1.72	1.73	1.7	NS
7.	Participation in the planning of the provincial government project by the immediate communities concerned	1.71	1.72	1.73	1.74	1.72	NS
8.	Adequate help from NEDA in technical advising the project is sought	1.75	1.75	1.75	1.75	1.75	NS
9.	Involvement of the concerned municipalities is sought	1.74	1.73	1.72	1.75	1.73	NS
10.	Approval of the concerned Sanggunian concerning loans from Banks is sought	1.75	1.74	1.73	1.75	1.74	NS
11.	Pre-planning of the said project is conducted	1.74	1.75	1.70	1.71	1.72	NS

Description							(S)Serious Problem
Ove	erall Mean					2.0	
Linkages of the educational institution in promoting awareness of the provincial government projects		4.0	4.0	4.0	4.0	4.0	NS
18. Feed backing of the impact of the projects is regularly conducted		1.75	1.75	1.75	1.75	1.75	NS
17. Free prior informed consent was sought for the projects for the IP's		4.0	4.0	4.0	4.0	4.0	VS
Mobilize the media in informing the projects of the provincial government		1.74	1.73	1.71	1.75	1.73	NS
Lobbying for the participation of the private sector in the observance of the public bidding		1.75	1.75	1.75	1.75	1.75	NS
14. Penalize the non-qualified bidders		1.74	1.75	1.75	1.74	1.74	NS
13. ARTA is regularly implemented		1.75	1.75	1.75	1.75	1.75	NS
12.	Public disclosure is observed	1.75	1.75	1.75	1.75	1.75	NS

Legend	Range	Description
4	3.26-4.00	VS-Very Serious Problem
3	2.51-3.25	MS-Most Serious Problem
2	1.76-2.50	S-Serious Problem
1	1.00-1.75	NS-Not Serious Problem



Plate No. 1 Bill Board of PAMANA Project in the site

Table 7 Program Received/Offered in the District Hospitals availed

N=237 (Multiple Response)

Assistance Received	Agusan del Sur	Agusan del Norte	Dinagat Island	Surigao del Sur	Surigao del Norte	Butuan City	Surigao City	Frequency	Ranking
20% hospitalization discount for senior citizens	32	27	38	40	31	30	39	237	5.5
No balance bill for 4P's and IP's	30	26	37	39	30	29	38	229	17 th
Indigent Philhealth	31	26	36	39	30	29	38	229	17 th
OPD program is functional	32	27	38	40	31	30	39	237	5.5
Child friendly hospital	32	27	38	39	30	29	38	223	25
Beds capacity is in accordance with the standard	31	26	37	38	29	28	37	226	23.5
Malaria Program	32	27	38	40	30	30	38	226	23.5
Dengue Program	31	26	37	39	30	29	37	229	17 th
Animal Bite Program	32	26	36	40	31	30	39	234	11 th
AIDS /HIV program	29	26	37	39	30	30	39	230	14 th
STD program	28	26	36	38	29	30	39	228	21
Post-Partum Depression	31	26	37	38	30	29	38	229	17 th
Basic Mental Health	31	26	36	39	30	29	36	227	17 th
Schistomiasis	31	25	38	40	30	29	36	229	17 th
Pillariasis	29	25	35	28	28	28	37	207	27
Medical Mission	30	26	38	40	30	29	38	231	13 th
DOTS (TB)	32	27	38	40	31	30	39	237	5.5
Adult medicine	32	27	38	40	31	30	39	237	5.5
Surgery	32	27	38	40	31	30	39	237	5.5
ОВ	32	27	38	40	31	30	39	237	5.5
Pediatrics	32	27	38	40	31	30	39	237	5.5

Nutrition Program	32	27	38	40	31	30	39	237	5.5
Diabetes Awareness	31	26	37	39	30	29	28	220	26
Operasyon Tuli	30	26	37	39	30	29	38	229	17 th
Iwas Paputok	30	26	37	39	30	38	37	229	17 th
Emergency Program	30	25	36	37	29	38	37	232	12 th
Referral to DOH tertiary operated Hospitals	32	27	38	40	31	30	39	237	5.5
Essential New Born Care	32	27	38	40	31	30	39	237	5.5

Note: Multiple responses

Table 8 Distribution of the Impact of the Local Government Code of 1991 N=375

Indicators	Agusan del Sur	Agusan del Norte	Dinagat Island	Surigao del Sur	Surigao del Norte	Butuan City	Surigao City	Wt. Mean	Description
Increase revenue	4.00	4.00	4.00	4.00	4.00	4.00	4.00	4.00	0
Improved Staffing Pattern and qualification standard	4.00	4.00	4.00	4.00	4.00	4.00	4.00	4.00	0
Improved Health Services	4.00	4.00	4.00	4.00	4.00	4.00	4.00	4.00	0
Open the area for investments	3.79	3.90	3.88	3.91	4.00	4.00	4.00	3.92	0
Help improved school facilities	3.77	3.78	3.79	4.00	4.00	4.00	4.00	3.90	0
Improved agricultural services	4.00	4.00	4.00	4.00	4.00	4.00	4.00	4.00	0
Improved disaster management	4.00	4.00	4.00	4.00	4.00	4.00	4.00	4.00	0
Promote NGO collaboration	4.00	4.00	4.00	4.00	4.00	4.00	4.00	4.00	0
Work for the rights of the IP's	1.76	1.77	1.79	1.76	1.78	1.79	1.77	1.73	Р
Rise of political families	1.74	1.75	1.74	1.73	1.72	1.71	1.72	1.73	Р
Sustainable use of the environment	2.50	2.49	2.48	2.50	2.49	2.48	2.50	2.49	S
Eradicate Poverty	2.51	2.53	2.55	2.57	2.54	2.58	3.25	2.64	VS
Provide services to vulnerable sector such: elderly, persons with disabilities , peasants and fisher folks	3.11	3.20	3.21	3.23	3.24	3.25	3.24	3.21	VS
Improved the police power of the local chief executives	4.00	4.00	4.00	4.00	4.00	4.00	4.00	4.00	0
GRAND MEAN								2.70	
OVERALL DECORIDES									VS
OVERALL DESCRIPTION									(Very Satisfactory)

Wt. Point	Range	Description
4	3.26-4.00	O (Outstanding)
3	2.51-3.25	VS (Very Satisfactory)
2	1.76-2.50	S (Satisfactory)
1	1.00-1.75	P (Poor)

Table 9 Distribution of the Social Welfare Services N=375

Social Welfare Services	Agusan del Sur	Agusan del Norte	Dinagat Island	Surigao del Sur	Surigao del Norte	Butuan City	Surigao City	Wt. Mean	Description	abbreviation
Child Minding/Day Care Center Services/ Feeding Program	4.00	4.00	4.00	4.00	4.00	4.00	4.00	4.00	With High Impact	WHI
Women welfare program	4.00	4.00	3.26	4.00	4.00	4.00	4.00	4.00	With High Impact	WHI
Program for the welfare of the elderly	3.25	3.24	3.23	3.22	3.20	3.21	3.19	3.22	With High Impact	WHI
Program for the welfare of the disabled person	3.24	3.23	3.22	4.00	3.21	3.20	3.24	3.33	With High Impact	WHI
Family welfare program	3.23	3.22	3.21	3.25	3.25	3.24	3.23	3.23	With High Impact	WHI
Community welfare program/emergency assistance	4.00	4.00	4.00	4.00	4.00	4.00	4.00	4.00	With High Impact	WHI
Grand mean								3.36	With High Impact	WHI

Legend	Range	Description
4	3.26-4.00	With high impact (WHI)
3	2.51-3.25	With impact (WI)
2	1.76-2.50	Lesser Impact (LI)
1	1.00-1.75	No Impact (NI)

Method	Agusan del Sur	Agusan del Norte	Dinagat Island	Surigao del Sur	Surigao del Norte	Butuan City	Surigao City	Wt. Mean	Description	Rank
Pills	3.50	3.56	3.77	3.89	3.99	4.00	4.00	3.81	0	2
IUD	3.52	3.51	3.89	4.0	4.0	3.99	3.87	3.82	0	1
Condom	3.54	3.55	3.56	359	4.0	4.0	4.0	3.74	0	3
NFP	2.41	2.44	2.34	2.35	2.36	2.37	2.40	2.57	VS	6
LAM	2.51	3.20	3.24	3.21	3.25	3.23	3.25	3.12	VS	5
Female Sterilization	3.27	3.26	3.81	3.82	3.77	3.50	4.00	3.63	0	4
Male Sterilization	1.76	2.54	2.44	2.50	1.77	2.50	2.54	2.28	S	7
DMPA										
Grand Mean								3.27	O (Outstanding)	

Table 11 Extent of Implementation of the Different HR Approaches N=375

Indicator	Agusan del Sur	Agusan del Norte	Dinagat Island	Surigao del Sur	Surigao del Norte	Butuan City	Surigao City	Wt. Mean	Description	Abbreviation
There is a clear and written policy on human resource or personnel administration	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	Excellent	E
Observance of civil service norms, policies, rules and regulation is regularly observed	4.20	4.20	4.0	4.1	4.0	4.20	4.0	4.1	Very Satisfactory	VS
Merit and promotion plan properly instituted;	3.55	3.66	3.78	4.20	4.20	4.1	4.0	3.92	Very Satisfactory	VS
Strict observance on CSC policy on the composition of the promotion board;	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	Excellent	E
Membership on the promotion board is approved by the Sanggunian;	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	Excellent	E
Appointment of the personnel is based on qualification standard	5.0	5.0	5.0	5.0	5.0	4.44	4.55	4.85	Excellent	E

The following documents are required to the personnel to be appointed -CSC criteria are properly observed -IQ test -Psychological test -Aptitude test -trade test -panel interview -Medical examination -NBI clearance	4.22	4.24	4.25	4.30	4.5	4.6	4.5	4.37	Excellent	E
All permanent employees possessed the needed qualifications	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	Excellent	E
Grievance mechanism properly instituted;	4.21	4.44	4.5	4.6	4.7	5.0	5.0	4.63	Excellent	E
Outstanding performance are given credit	4.33	4.74	4.6	4.8	4.9	5.0	5.0	4.76	Excellent	E
Family day is religiously observed;	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	Excellent	Е
PRAISE award is based on existing guidelines	4.21	4.12	4.14	4.15	4.18	4.17	4.21	4.16	Very Satisfactory	VS
HRD guidelines properly observed	4.23	4.7	4.9	5.0	5.0	4.18	4.19	4.6	Very Satisfactory	VS
Employee are send for training, seminar	4.13	4.10	4.5	4.6	4.17	4.19	5.0	4.38	Excellent	E
Employee are send for training abroad	2.60	2.44	2.34	2.57	2.20	2.19	2.60	2.42	Very Satisfactory	VS
Grand Mean								4.47	Excellent	E
Description										

Legend: 5 point scale

Range	Description
4.21-5.00	Excellent (E)
3.41-4.20	Very Good (VG)
2.61-3.40	Good (G)
1.81-2.60	Fair (F)
1.60-1.80	Poor (P)



Plate No. 2 Bill Board of BUB Project in the site.

Table 12 Perceived Reasons of "Lumad Bakwit" in Surigao del Sur N=188

Reasons	Tribe	Place or Origin	Issues
Militarization in Andap Valley	Manobo, Mandaya	Liangga, Marihatag	Stop militarization to enable the farmers to cultivate their lands
Presence vigilante (Bagani-Magahat)	Manobo, Mandaya	San Miguel, Liangga, Marihatag, Tago	Disbanded the vigilantes/disarm them
Mining interest of the Business Sectors	Manobo, Mandaya	San Miguel, Liangga, Marihatag, Cagwait	FPIC be secured before exploration
Destruction of Tribal School (ALCADEV)	Manobo, Mandaya	Liangga , San Miguel, Marihatag	ALCADEV be tolerated to operate in accordance with tribal practices
Disappearances and killings LUMAD leaders	Manobo, Mandaya	Liangga , San Miguel, Marihatag	Killers, perpetuates be brought to justice
Issues of royalty of the LUMADS natural resources be increased	Manobo, Mandaya, Mamanwa	Liangga, San Miguel, Marihatag, Cortes	Amendments of IP Act be instituted in order to increase royalty of the tribe
Introduced modern farming technology	Manobo, Mondaya, Mamanwa , Banwaon , Talaandig	Lianga, Sibagat, San Luis, San Miguel, Tago, Cortes	Modern farming technology by farmers field school be instituted
More NGOs to assist the local government in serving the Lumads	Manobo, Mandaya, Mamanwa, Banwaon, Talaandig, Manobo	Esperanza, San Luis, Tandag, Cortes, San Miguel	NGO'S, PO's, NCIP collaboration is recommended to effectively assist the tribe
Poor health services to the Lumads of Caraga	Manobo, Talaandig, Banwaon, Higaanon, Mamanwa	Cortes, San Luis, Pangaylan. Tandag, Tago, San Miguel	Health center and Doctors' for the LUMADS be widely distributed to the IP communities
More study grants for the Lumads be given	Manobo, Mandaya, Mamanwa, Banwaon, Tallandig,	Cortes, San Luis, Pangaylan, Tandag, Tago, san Miguel	The Lumads be encourage to avail the study grant of the NCIP
Lumber and timber sharing agreement for the Lumads be enhanced	Manobo, Talandig, Banwaon, Mandaya, Mamanwa, Banwaon	Cortes, San Luis, Pangaylan Tago, San Miguel	Lumad shares from the natural resources endemic in the area be enhanced



Plate No. 3 The Lumad "Bakwet" of Caraga camping in Surigao del Sur Sports Complex as their temporary shelter.

Table 13 Functionality of Farmers Field School Caraga Region N=284

Provinces	Assistance Received	Agencies Involved	Other Incentives Given		
Agusan del Sur	Animal dispersal, free seeds for fruit bearing trees, training of framers	LGU, DA, DAR, DENR, CDA	Free assistance from the technician including pesticides, fertilizers and exposure to demo farm		
Agusan del Norte	Encouragement for cooperatives membership is undertaken ,livelihood programs related to agriculture was given, animal dispersal provided	LGU, DA, DAR, DENR, CDA	Free assistance from the technician including pesticides, fertilizers and exposure to demo farm		
Dinagat Island	Animal dispersal, training in fruit framing and organic farming	LGU, DA, DAR, DENR, CDA	Free assistance from the technician including pesticides, fertilizers and exposure to demo farm		
Surigao del Sur	Inter-cropping training given, livelihood interventions provided and animal dispersal also provided	LGU, DA, DAR, DENR, CDA	Free assistance from the technician including pesticides, fertilizers and exposure to demo farm		
Surigao del Norte	Organic farming, livelihood interventions, encouraging farmers for membership in cooperatives, seed dispersal also I	LGU, DA, DAR, DENR, CDA	Free assistance from the technician including pesticides, fertilizers and exposure to demo farm		



Plate No. 4 Bill Board of the Sustainable Coral Reef Ecosystem Management Program.

Table 14 Distribution of the Major Issues in Agriculture N=284

Sampled LGU's	Agusan del Sur	Agusan del Norte	Dinagat Island	Surigao del Sur	Surigao del Norte	Butuan City	Surigao City
The national DA conducted programs with lesser consultation with the PO's	Х	х	Х	Х	Х	Х	х
The Chief Local Executive and the Sanggunian has a lesser concern with Agriculture than other Projects as perceived by the farmers	х	х	х	х	Х	х	х
Militarization or military operation in the farmland	Х	Х	Х	Х	Х	Х	х
Lack of technician	Х	Х	Х	Х	Х	Х	Х
Need of concrete farm to market road	Х	Х	Х	Х	Х	Х	Х
More training of farmers be instituted	Х	Х	Х	Х	Х	Х	Х
Enhanced credit facilities be given	Х	Х	Х	Х	Х	Х	Х
Need of post harvest facilities	Х	Х	Х	Х	Х	Х	Х
Irrigation needs major repair	Х	Х	Х	Х	Х	Х	Х
Training on tree farming is needed	Х	Х	Х	Х	Х	Х	Х
Livelihood interventions are needed	Х	Х	Х	Х	Х	Х	Х

Issues	Proposed Solutions	Agencies to be Involved
Proposed mining operation of Andap Valley will displaced to LUMADS	Exempt Andap Valley from mining	NCIP, DENR, DILG
Claims of expanded Ancestral domains be solved	Issuing of certificate of Title as Ancestral domain be released with less bureaucracy	NCIP, LGU,DENR
More study grant be given to the IPs	Rice and School Program of former Pres. Arroyo be reinforced	NCIP,DEPED,LGU
FPIC be sought always when applying for lumber/timber and mining endeavour in ancestral domain lands	IRR of the implementation Indigenous Peoples Act be reviewed	NCIP, DENR, LGU
Indigenous knowledge system (IKS) is dwindling	School of living traditions be established	NCIP, DEPED, CHED,NCAA

Table 16 Distribution of the Problems Met in the Implementation of the Infrastructure Projects N=375

Indicator	Agusan del Sur	Agusan del Norte	Dinagat Island	Surigao del Sur	Surigao del Norte	Butuan City	Surigao City	Wt. Mean	Description	Rank
New procurement laws delayed projects	1.80	1.80	1.60	1.70	1.75	1.74	1.77	1.73	NSP	7
Late released of funding by the Department of Management Budget	1.81	2.0	2.0	20	2.0	2.5	2.4	2.10	SSP	2
Failure of the BAC to have qualified Bidders	1.60	1.80	1.61	1.70	1.79	1.70	1.6	1.68	NSP	8
Program GATT chart of time table not observed	1.66	1.77	1.78	1.75	1.74	1.79	1.80	1.75	NSP	6
Climate condition (Heavy rains, floods etc.)	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	VSP	1
Political Intervention	1.80	1.80	1.80	1.80	1.79	1.78	1.74	1.78	NSP	3
Resulted in negotiated Bidding	1.77	1.78	1.79	1.80	1.76	1.74	1.75	1.77	NSP	4
Tri-media should not properly used for advertisement	1.77	1.75	1.76	1.74	1.79	1.80	1.80	1.76	NSP	5
Grand Mean								2.19	SSP	
Description									Somewhat Serious	

Legend: 5 point scale

Range	Description
4.21-5.00	VSP-Very Serious Problem
3.41-4.20	MSP-Most Serious Problem
2.61-3.40	SP-Serious Problem
1.81-2.60	SSP-Somewhat Serious
1.60-1.80	NSP-Not Serious Problem



Plate No. 5 The Surigaonon Heritage Research and Studies Center Foundation Inc., a SEC registered organization which promotes scholarly studies of Caraga.

Table 17 Perceived Reasons of the Bakwit Problem N=188

Perceived reasons	TF	WM	Adjectival Description	Rank	Tribal Affiliation
The Local Government failed to broker the peace of the perceived tribal conflict	188	2.93	PR	12	Manobo
Sharing of the royalty from mining not equal	188	3.00	PR	11	Manobo, Mamanwa
Planning in helping the LUMADS" BAKWET "	188	3.03	PR	10	Manobo
Militarization in the rural areas should be halted or stopped	180	3.08	PR	6.5	Manobo, Mamanwa
ALCADEV should be instituted back to operation	180	3.04	PR	8.5	Manobo
Abuses to the Lumads must investigated	188	2.87	PR	13	Manobo, Mamanwa
The military is perceived as trainees of Magahay –Bagani	188	3.09	PR	4.6	Manobo
Needs intervention from NCIP	188	3.12	PR	2	Manobo

ANDAP valley should be declared as national reserved	188	3.13	PR	1	Manobo
Large and small scale logging should be stopped	188	3.04	PR	8.5	Manobo
Assistance from the national government needed	188	3.08	PR	6.5	Manobo, Mamanwa
Implement pro-peace policy	188	3.09	PR	4.5	Manobo, Mamanwa
Grand Mean		3.05	PR		
Description			Prevailing Reason		
Modal Tribal Affiliation					Manobo

Range	Description
4.21-5.00	Very Most Prevailing Reasons (VMPR)
3.41-4.20	Much Prevailing Reasons (MR)
2.61-3.40	Prevailing Reason (PR)
1.81-2.60	Prevailing Reason (PR)
1.60-1.80	Not Prevailing Reason (NPR)



Plate No.6 one of the Tribal dances of the Mamanwas.

Table 18 Distribution of the Performance of the LGUs' Sanggunian as perceived by the Residents of Caraga Region across Provinces and Cities

			-
N	_	ム 1	- 1

Perceived reasons	TF	WM	Adjectival Description	Rank	Best Practices
The resolutions passed by the Sanggunian are posted in Bulletin Boards.	611	3.29	Fair	2	Full disclosure observed
Consultation with the NGO's concerning the propose resolutions is undertaken.	611	3.14	Fair	5	Full disclosure observed
Public consultation regarding the proposed ordinance is conducted.	611	3.30	Fair	1	Full disclosure observed
Consultants opinion are sought regarding the proposed ordinance.	611	3.24	Fair	3	Full disclosure observed regarding the honorarium of the consultants
The Sanggunian members are trained in legislation.	611	3.11	Fair	6	Capacity building instituted
Acknowledge the need to pass the ordinances to augment poverty.	611	3.20	Fair	4	Livelihood interventions given
Making their work as a mission.	611	2.89	Fair	8	Development projects by the members of the sangunian undertaken
Making the Sanggunian independent from the local chief executive.	611	3.09	Fair	7	Legislative agenda openly discussed

Range	Description
4.21-5.00	Very Poor
3.41-4.20	Poor
2.61-3.40	Fair
1.81-2.60	Good
1.60-1.80	Very Good



Plate No. 7 The Mamanwa Declaration in Working for their Rights to the Ancestral Domains and Other Issues.

Table 19 Profile of Cultural Program N=375

LGU's	PRESENT	ABSENT	REMARKS
Agusan del Sur	х		The program showcases the culture of the region
Agusan del Norte	Х		The Manobo culture is depicted on the various programs
Dinagat Island	х		Perceived mystic of the island is revealed and the economic or business opportunities or potentials
Surigao del Sur	Х		Rich History depicted
Surigao del Norte	х		Rich cultural tradition depicted
Butuan City	х		The first civilization depicted
Surigao City	х		Oral tradition or oral lore is promoted

Table 20 Distribution of the Budget Allocation of the Culture and Arts Program in among LGU's of Caraga N=375

Indicator	Weighted mean	Descriptive equivalent	Agencies collaborated	Rank
The LGUs cultural Programs are given stipend, allowances, training, grants.	4.21	0	NCIP, NCAA, DOT	3
Specific Budget for Culture and the Arts is allocated.	4.40	0	NCIP, NCAA, DOT	2
The Culture and the Arts program depicts the cultural heritage of the Region.	5.00	0	NCIP, NCAA, DOT	1
Grand Mean	4.53			
Description	O (Outstanding)			
Range				
4.21-5.00			Outstanding (O)	
3.41-4.20			Very satisfactory (VS)	
2.61-3.40			Satisfactory (S)	
1.81-2.60				
1.60-1.80		Poor (P)		

Table 21 Perceived Reasons of Extra Judicial Killing in the Region by the Residents N=611

Perceived reasons	TF	WM	Adjectival Description	Rank	Recommendation
Lack of punishment of perpetuators of the crime	611	3.29	PR	2	Needs of NBI assistance
Most of it is hired killers	611	3.14	PR	5	Needs of NBI assistance
Most of it is drug-related	611	3.30	PR	1	Needs of NBI assistance
Some are related in clan business	611	3.24	PR	3	Needs of NBI assistance
The churches are just silent of it.	611	3.11	PR	6	Needs of NBI assistance
The community is silent of it and lack of implementation of peace and order	611	3.11	PR	6	Needs of NBI assistance
Law enforcers just let go of the killers	611	2.89	PR	8	Needs of NBI assistance
Grand Mean		3.15			
Description			PERCEIVED REASON		

Table 22 Perceived Effectiveness of Political Families N=611

Item		N	Wt. Mean	Description	
The political dynasties help the growth of the econor	my	611	3.99	Agree	
Political dynasties help the rural and urban poor		611	3.21	Neutral	
Political dynasties lead the cooperation of the private	e sector	611	3.55	Agree	
Political dynasties help in educating the youth		611	3.33	Strongly Agree	
Political dynasties promote the growth of the province/City		611	4.58	Strongly Agree	
There is no wrong in having Political dynasties as long as they serve the people		611	4.66	Strongly Agree	
Range		Description			
4.21-5.00		Strongly Agree			
3.41-4.20		Agree			
2.61-3.40		Neutral			
1.81-2.60		Disagree			
1.60-1.80		Strongly Disagree			

20			
Name of Mining Companies	Corporate Social Responsibility	Agencies Involved/In charge of Environmental Compliance	Status of Operation
Carascal Nickel Corporation (CTP)	Livelihood Interventions, Study Grants	Bureau of Mines of DENR	Active
Caraca-an Development Corporation	Livelihood Interventions, Study Grants	Bureau of Mines of DENR	Active
Consolidated Ores Philippines Incorporated	Livelihood Interventions, Study Grants	Bureau of Mines of DENR	Active
CTP Construction and Mining Corporation	Livelihood Interventions, Study Grants	Bureau of Mines of DENR	Active
Das-agan Mining Corporation	Livelihood Interventions, Study Grants	Bureau of Mines of DENR	Active
Ludgoron Mining Corporation	Livelihood Interventions, Study Grants	Bureau of Mines of DENR	Active
Macquarine Mineral Inc.	Livelihood Interventions, Study Grants	Bureau of Mines of DENR	Active
Marcventure Mining Development Corporation	Livelihood Interventions, Study Grants	Bureau of Mines of DENR	Active
Ocean Gold Philippines Resources corporation	Livelihood Interventions, Study Grants	Bureau of Mines of DENR	Active
North Dinagat Mineral Resources Corporation	Livelihood Interventions, Study Grants	Bureau of Mines of DENR	Active
Philex Gold Philippines incorporated	Livelihood Interventions, Study Grants	Bureau of Mines of DENR	Active
VTP Construction and Mining Corporation (CTP)	Livelihood Interventions, Study Grants	Bureau of Mines of DENR	Active
Taganito Mining Company	Livelihood Interventions, Study Grants	Bureau of Mines of DENR	Active
Oriental Synergy Mining Corporation	Livelihood Interventions, Study Grants	Bureau of Mines of DENR	Active

Table 24 Higher Educational Institutions which offer Public Administration Program

Name of HEI's	Program	Classification of HEI's	Government Recognition
Father Saturnino Urios University	MPA	Private-Sectarian	With Government Recognition
St. Joseph Institute of Technology	Master in Management major in Public Management	Private Not Sectarian	With Government Recognition
Agusan Institute of Technology	MPA	Private Not Sectarian	With Government Recognition
St. Paul University	MPA	Private-Sectarian	With Government Recognition
Caraga State University	Master in Environmental Management (allied field)	SUC	SUC
Surigao del Sur State University	BAPA, MPA	SUC	SUC
St. Theresa College	ВРА	Private Sectarian	With Government Recognition

Table 25 Status of Amalgamation of State University in the Region

Name of SUC	Participation in Amalgamation	Typology of Amalgamation Preferred	Models of Amalgamation being studied
Agusan State College of Science and Technology	Had participated in an initial discussion on amalgamation	Program Amalgamation only	UCLA, UP, MSU, University of Rizal System, Australian and British Models
Caraga State University	Had participated in an initial discussion on amalgamation	Program Amalgamation only	UCLA, UP, MSU, University of Rizal System, Australian and British Models
Surigao del Sur State University	Had participated in an initial discussion on amalgamation	Program Amalgamation only	UCLA, UP, MSU, University of Rizal System, Australian and British Models
Surigao State College of Science and Technology	Had participated in an initial discussion on amalgamation	Program Amalgamation only	UCLA, UP, MSU, University of Rizal System, Australian and British Models
Note: All SUC's			

Table 26 Political Families in the Region

Places	Families/Clans	Community Acceptance
Butuan City , Las Nieves	Aquino	Widely Accepted
Surigao del Sur/Carcarmadalan Area/First Congresional District	Pichay/Arreza	Widely Accepted
Surigao del Sur	Pimentel, Momo	Widely Accepted
Surigao del Sur Second district	Cejoco-Castillo,Garay,Navarro	Widely Accepted
Surigao del Norte	Matugas (both the island and the mainland)	Widely Accepted
	Romarate Mainland Municipalities	Widely Accepted
Agusan del Sur	Plaza	Widely Accepted
Dinagat	Ecleo	Widely Accepted
Agusan del Norte	Amante	Widely Accepted
Northern Surigao del Norte (Claver)	Go keng Kee	Widely Accepted
Central Surigao del Sur (Cagwait / Bayabas Areas)	Yu, Garcia	Widely Accepted
Surigao del Norte	Sering, Barbers, Navarro, Diaz, Egay	Widely Accepted



Plate no. 8 One of the CSRs (Corporate Social Responsibility) of Taganito Mining Corporation

$\begin{array}{c} \text{Table 27} \\ \text{Sampled Community Based Organization in the Site} \\ \text{N=31} \end{array}$

Name of CBOs/NGOs	Services	Challenges
1.Center of Empowerment and Resource Development (CERD) –Fishery Integrated Management for Economic Development	In close cooperation with selected LGUs had established coastal resource development program/ project for sustainable use of marine resources advocacy	Needs foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, Needs assistance from the Department of Labour and Employment
2.Nagkahiusang Mangingisda sa Hinatuan	Advocacy of sustainable utilization of marine resources	Need foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, needs assistance from the Department of Labour and Employment
3.Barangay United Ladies Onward to Development (BUNLOD , Inc)	Livelihood Interventions and gender development	Needs foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, needs assistance from the Department of Labour and Employment
4. Ladies in Unity with Men Onward Tomorrow Development Inc. (Lumot Development Incorporated)	Livelihood Interventions and gender development	Needs foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, needs assistance from the Department of Labour and Employment
5.Active Natives Develop and Unite for Human and Aqua Marine Wealth Inc.	Livelihood interventions, IP concerns	Needs foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, needs assistance from the Department of Labour and Employment
6. Community Organization in Rural Active Ladies, Inc., (Coral, Inc.)	Livelihood Interventions and gender development	Needs foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, needs assistance from the Department of Labour and Employment
7. Ladies Action for Tomorrow Onward to Development, Inc. (Lato Dev. Inc.)	Livelihood Interventions and gender development	Needs foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, needs assistance from the Department of Labour and Employment
8. Portiamon Unite for Genuine and Active Progressive Organization Inc. (Pugapo Inc.)	Livelihood interventions	Needs foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, needs assistance from the Department of Labour and Employment
9. Develop Aqua Marine for New and Genuine and Active Progressive Organization Inc. (Danggit Inc.)	Marine Resources Conservation	Needs foreign funding for sustainability, needs more assistance from the local government, need more assistance form Cooperative Development Authority, Needs assistance from the Department of Labour and Employment

1 ALCADEV	ID advention	Needs foreign funding for
1. ALCADEV	IP education	Needs foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, needs assistance from the Department of Labour and Employment
2. KAMAS	Support to the Farmers	Needs foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, needs assistance from the Department of Labour and Employment
13.KATRIMA	IP Education	Needs foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, needs assistance from the Department of Labour and Employment
14.DAVIDSOL	Livelihood interventions	Needs foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, needs assistance from the Department of Labour and Employment
15.BUSA	Marine Conservation	Needs foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, needs assistance from the Department of Labour and Employment
16.NAMATICO	Marine Conservation	Needs foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, needs assistance from the Department of Labour and Employment
17.CUWO (Cuyago Women's Association)	Livelihood Interventions and gender development	Needs foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, needs assistance from the Department of Labour and Employment
18. EDCAS (Educational Discipline in Culture and Area –Based Development Services, Inc.)	Education	Needs foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, needs assistance from the Department of Labour and Employment
19.BWO (Bangonay Women's Association)	Livelihood Interventions and gender development	Need foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, Needs assistance from the Department of Labour and Employment
20.Namata (Mamanwa-Manobo Tribal Association)	IP Development Concern	Need foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, Needs assistance from the Department of Labour and Employment

MSFA (Magsaysay Small Farmers Association)	Support to the Farmeres	Needs foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, needs assistance from the Department of Labour and Employment
22.HEED Foundation (Human , Ecological and Economic Development Foundation , Inc.	Livelihood interventions	Needs foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, needs assistance from the Department of Labour and Employment
23. DIDF (Dinagat Island Development Foundation Inc.)	Livelihood interventions	Needs foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, needs assistance from the Department of Labour and Employment
24.REACH (Rural Enterprise Assistance Center Foundation , Inc.	Livelihood interventions	Needs foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, needs assistance from the Department of Labour and Employment
25.SSOFHDEV (Surigao del Sur organization for Human Development , Inc.	Livelihood interventions	Needs foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, needs assistance from the Department of Labour and Employment
26.MARBA (Magdagooc Agrarian Reform Beneficiaries Association)	Capacity building of agrarian reform beneficiaries	Needs foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, needs assistance from the Department of Labour and Employment
27. KBHWA (Kitcharao Barangay Health Workers Association)	Capacity building for Barangay Health workers	Needs foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, needs assistance from the Department of Labour and Employment
28. JAMMODA (Jabonga Motorized Motorcycle Drivers Association)	Capacity building for Motorized Drivers Association	Needs foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, needs assistance from the Department of Labour and Employment
29.CSCFO (Colorado Small Farmers Association)	Aims for training the farmers for the new farming methods	Needs foreign funding for sustainability, need more assistance from the local government, needs more assistance form Cooperative Development Authority, needs assistance from the Department of Labour and Employment
30. The Surigaonon Heritage Research and Studies Center Foundation Inc	Promote scholarly Studies of Caraga Culture, History, society and in some extent development work	Promotes scholarly Studies of Caraga Culture
31. Arts and Sciences Educators Association of Caraga Region Incorporated	A scientific organization of Arts and Sciences Educators of the Region	Aims to contribute researches pertaining to Caraga culture and Society

Table 28 Anti-Poverty Initiatives/Projects in the Region and their challenges N=375

Name of Project	Services	Challenges
BUB	Livelihood Interventions Projects	There is a need for pro-active attitude of the community regarding the project.
PAMANA Project	Livelihood interventions	The project mostly centered on conflict areas.
National Greening Program	Livelihood interventions	More funding needed.
4 P's	Anti-Poverty program	Updated listing of recipients needed.
Coastal Resource Management	Anti-Poverty Program	Sustainability needed.
Disposal of alienable Lands	Distribution of public lands	Peace and order in the highlands.
Kalahi	Livelihood Interventions geared as anti poverty program	Sustainability for the recipients.

Table 29 Sampled Mining Companies in the Region with their Corporate Social Responsibility N=16

Name	CSR Program	Status
Caracal Nickel Corporation Livelihood Interventions, Study grant planting, adopt a school and Barangay, and the arts programs		Active
Carac-an Development Corporation	Livelihood Interventions, Study grants, tree planting , adopt a school and Barangay, cultural and the arts programs	Active
Consolidated Ores. Philippines Inc.	Livelihood Interventions, Study grants, tree planting , adopt a school and Barangay, cultural and the arts programs	Active
CTP Construction and Mining Corporation	Livelihood Interventions, Study grants, tree planting , adopt a school and Barangay, cultural and the arts programs	Active
Das-agan Mining Corpration	Livelihood Interventions, Study grants, tree planting , adopt a school and Barangay, cultural and the arts programs	Active
Ludgoron Mining Corporation	Livelihood Interventions, Study grants, tree planting , adopt a school and Barangay, cultural and the arts programs	Active
Macquavie Mineral resources Inc.	Livelihood Interventions, Study grants, tree planting , adopt a school and Barangay, cultural and the arts programs	Active
Macventure Mining and Development Corporation	Livelihood Interventions, Study grants, tree planting , adopt a school and Barangay, cultural and the arts programs	Active
Oceangold (Phils.) Resources Corporation	Livelihood Interventions, Study grants, tree planting , adopt a school and Barangay, cultural and the arts programs	Active
North Dinagat Mineral Resources Corporation	Livelihood Interventions, Study grants, tree planting , adopt a school and Barangay, cultural and the arts programs	Active

Philex Gold Philippines Inc.	Livelihood Interventions, Study grants, tree planting , adopt a school and Barangay, cultural and the arts programs	Active
VTP Construction and Mining Corporation	Livelihood Interventions, Study grants, tree planting , adopt a school and Barangay, cultural and the arts programs	Active
Taganito Mining	Livelihood Interventions, Study grants, tree planting , adopt a school and Barangay, cultural and the arts programs	Active
Oriental Synergy Corporation	Livelihood Interventions, Study grants, tree planting , adopt a school and Barangay, cultural and the arts programs	Active

Table 30 Disaster Preparedness of the Cities of Caraga N=375

Cities	Wt. Mean	Description
Butuan	4.20	VS
Bislig	4.21	VS
Bayugan	4.0	VS
Cabadbaran	4.1	VS
Surigao	4.2	VS
Tandag	4.0	VS
Grand Mean	4.11	
Overall Description		VS (Very Satisfactory)
Range	Description	
4.21-5.00	Outstanding (O)	
3.41-4.20	Very satisfactory (VS)	
2.61-3.40	Satisfactory (S)	
1.81-2.60	Less Satisfactory (LS)	
1.60-1.80	Poor (P)	

Table 31 Higher Educational Institutions of Caraga

Name of SUCS	Public Administration Program	Legal Basis of Offering
Surigao del Sur State University	BAPA, MPA	BOR Approval
Caraga State University	Master in Environmental Management	BOR Approval
St. Theresa College	BPA	With CHED Recognition
Agusan Institute of technology	MPA	With CHED Recognition
St. Paul University	MPA	With CHED Recognition
Father Saturnino Urious University	MPA	With CHED Recognition
St. Joseph Institute of technology	MM major in Public Management	With CHED Recognition

Table 32 Readiness in Amalgamation of SUCs in the Region

Name of SUCS	Model Preferred	Extent of Implementation
Surigao del Sur State University	Program amalgamation	Initial/Exploratory Phase
Caraga State University	Program amalgamation	Initial/Exploratory Phase
Surigao State College of Technology	Program amalgamation	Initial/Exploratory Phase
Agusan del Sur State College of Agriculture and Technology	Program amalgamation	Initial/Exploratory Phase

Table 33 Waste Management Program Implementation in the Cities in Caraga N=375

Cities	Wt. Mean	Description	
Butuan	4.20	VS	
Bislig	4.19	VS	
Bayugan	4.14	VS	
Cabadbaran	ran 4.15 VS		
Surigao	4.11	VS	
Tandag	4.10	VS	
Grand Mean	4.14		
Overall Description	Very Satisfactory	VS	
Range	Descriptio	Description	
4.21-5.00	Outstanding	Outstanding (O)	
3.41-4.20	Very satisfactory	Very satisfactory (VS)	
2.61-3.40	Satisfactory	Satisfactory (S)	
1.81-2.60	Less Satisfactor	Less Satisfactory (LS)	
1.60-1.80	Poor (P)	Poor (P)	

 $\begin{array}{c} \text{Table 34} \\ \text{Common Projects of the Barangay in the Region across Provinces/Cities} \\ \text{N=310} \end{array}$

Projects	Common Sources of Fund	Impact
Weekly Grass Cutting	None conducted through Barangay volunteers	Had contributed in the awareness of the locality / community pertaining to community sanitation
Barangay Utility Vehicle	Barangay Development Fund	Had contributed in community development work and in emergency cases e.g. disaster evacuation
Rehabelatation of Culvert Canal	IRA	Had improved the culvert canal and had ceased flooding during rainy days
Week end activity Zumba work out	None Conducted through Barnagay volunteers	Increase awareness of health lifestyle of the community
School Feeding Program	Barangay Development Fund	Had improved the nutrition condition of pupils
Barangay Health Program	Barangay Development Fund	

Table 35
Occurrence of HIV Cases in the Cities of Caraga Region

Cities	Occurrence	Intervention
Butuan	With Cases Recorded	Counselling, with medication given for free
Bislig	With Cases Recorded	Counselling, with medication given for free
Bayugan	With Cases Recorded	Counselling, with medication given for free
Cabadbaran	With Cases Recorded	Counselling, with medication given for free
Surigao	With Cases Recorded	Counselling, with medication given for free
Tandag	With Cases Recorded	Counselling, with medication given for free

Table 36
Prevalence of Prostitution in the Cities of Caraga

Cities	Type of Prostitution	Intervention
Butuan	Female prostitution	Counselling, with medication given for STD's
Bislig	Female prostitution	Counselling, with medication given for STD's
Bayugan	Female prostitution	Counselling, with medication given for STD's
Cabadbaran	Female prostitution	Counselling, with medication given for STD's
Surigao	Female prostitution	Counselling, with medication given for STD's
Tandag	Female prostitution	Counselling, with medication given for STD's

F. Discussion of Findings:

The findings of the study are hereby summarized:

- 1. Traditionally, Caraga region is the indigenous homelands of the IP viz: Manobo, Mamanwa, Caraga Mandaya, Banwaon, Higaanon-Agusan and Talaandig etc. These IPs were recipients of ancestral domain title provided by NCIP. Excessive claim of ancestral domains has been a source of debate by the non-IP population. The ancestral domain land title enables the IPs to avail royalty from the mining revenues. The mining companies of the region provided corporate social responsibility to the IP's. Issues pertaining to excessive ancestral domain claims are one of the factors why some of the mining companies withdrew its application for exploration. There are also competing claims of ancestral domains between and among Indigenous peoples in the region. It is true indeed that CARAGA is the ancestral home of its IP population but the non IPs are also Filipinos that also have the opportunity to utilize these vast land resources.
- 2. The extent of the implementation of the staffing pattern based on the local government code of 1991 had been implemented in "Outstanding" mode. This includes the following: With a clear and written policy on HR or personnel Administration; Observance of Civil Service Norms/policies/rules and regulations/

properly observed; Merit and promotion plan properly instituted, strict observance on CSC policy on the composition of the promotion board; Membership on the promotion board is approved by the Sanggunian; All permanent employees possess the needed qualifications; Grievance mechanism properly instituted; Family day is religiously observed; Outstanding performance is given credit. GAD was also provided. Items of vacancy are posted in the portal and LGU Bulletin Boards. The composition of the Promotion Board is on CSC guidelines and based also on other relevant issuances.

- 3. The following devolved functions are rated in "Outstanding" mode: District hospitals for provinces are well-funded; Involvement/employent of friendly policies or tax holidays provided; Tourism facilities and tourism promotion (Nolledo, 1991) provided; social welfare services; school building/local school operation public works and infrastructure, community-based forestry program, agricultural extension program, health clinics for municipalities and cities were implemented in "Outstanding" manner/implementation. This is due to the fact that IRA is given regularly, and it is increasing every year. Another reason is the entrepreneurial governance utilized by the LGUs in the region that enable them to increase their income plus the fiscal discipline adopted by cost-cutting measures like recycling of office materials to decrease office garbage and waste, minimizing foreign travels plus the introduction of Philipps have indeed improved the fiscal condition of the LGUs. Unfilled positions in the staffing pattern of the LGUs can be converted as LGUs savings. The disposal of alienable lands through act of congress has also enabled the LGU's to increase their income; hence, farmers are now paying their tax declaration for the new farm lands they are cultivating. The LGUs in the region initiated varied income generating activities from rental of stores in the public market, rental of chairs, rental of public social hall, income from public cemeteries and among others. These have indeed improved the fiscal conditions of the LGUs. Likewise the certificate of good housekeeping/fiscal goverenance has motivated the LGU's to perform well in fiscal governance and to improve its social services.
- 4. The mode of community participation in governmental project programs as perceived by the implementers is rated as "Outstanding "by the implementers. This is due to the fact that before a project will commence in the locality, public community participation is instituted through different mechanisms like BUB, PAMANA Projects, Kalahi-CIDSS and the like.
- For the problems encountered in the participation of the community in strengthening 5. peoples participation approach in the LGUs anti-poverty strategies/program as perceived by the implementers it is rated as "Not Serious" such as: Lack of foreign funded assistance, lack of consultants, lack of CD workers, Peace and Order, lack of funding from NGA's, lack of cooperation of the community, participation in planning of projects for vulnerable sectors such as: fishers, peasants, persons with disabilities, senior citizens; adequate help from NEDA in technical advising is sought; involvement of the concerned municipalities is sought; approval of the concerned Sanggunian concerning loan application is sought, pre-planning of the said project is conducted; public disclosure is observed; ARTA is regularly observed; penalize the non qualified bidders; lobbying for the participation of the private

sector in the observance of public bidding; mobilize the media in informing the projects of the provincial government; feedback of the impact of the projects is regularly conducted; linkages of the institutions in promoting awareness of the provincial governments projects. These are not serious problems; thus they do not affect the quality of local government service. Only the Free, Prior and Informed consent from the IP is rated as "serious" due to ongoing IP displacements. Hence, the IP ongoing camping as temporary shelter in the Provincial Sports Complex of Surigao del Sur is a serious problem; hence, it entails financial burden due to the IP daily sustenance. The LGU of Surigao del Sur spends at least 160 thousand pesos weekly for the sustenance of the IP in the provincial sports complex which is converted into evacuation center. Although there is assistance from the NGOs it is but minimal. It is the Provincial Government of Surigao del Sur that takes more of the expenses of the "Lumad Bakwet" problem.

- 6. The IP advocated a share of royalty base on the IP Act of the Philippines that whatever activities/endeavours to be conducted in the IP lands, free, prior and informed consent must be sought. In the issue of granting royalties to the IP in the mining and other attractive industries, the IP share is perceived to be too minimal indeed. This resulted in advocating more share in the royalties; thus, improved and better corporate social responsibilities of the mining firms notably in Claver area was crafted and implemented. Moreover, competing claims of the ancestral lands among the IP communities such as in the CADT # 48 have channelled energies of the LGU, NCIP, the IP concerned to conflict resolution beneficial to IP communities. Moreover, the Mamanwas maintained that they have more rights in the ancestral domains in Claver and neighbouring areas as traditionally Mamanwa land as narrated by Mamanwa scholars such: Eleazar, Almeda, Maceda and Tomaguin. The Mamanwa dialogue last September 19-20 in Tavern Hotel Surigao City aimed to cement Mamanwas claim in the said ancestral domains. Another issue in the development of the ancestral domains of the IP's are as follows: The NPA-AFP conflict in the highlands yields poor farm harvest and for this reason the farmers are now afraid to cultivate the land due the ongoing conflict. Progressive NGOs such as KAMAS, KATRIMA and the like we been advocating the cessation of hostilities to give way for peace and development in the IP lands. Encroachment of the non-IPs in the IP lands had triggered conflict. Lumber extraction in the area dubbed as "Pacific Cordillera" is in ongoing, that there is wanton destruction by the non-IP lumber capitalist; hence, this must be given pivotal concern. The ongoing extortion of non-authorized armed group in the region either has led to revolutionary taxation or community share (or whatever its name calling) said this has further contributed to a negative peace and order situation in the region. The burning of the ALCADEV tribal schools has further worsened the situations. It is further perceived that the alleged perpetuators—perceived as members of Bagani-Magahat—are vigilante grouping that needs to be disbanded immediately. Hence, it triggered the evacuation of the Lumads.
- 7. The proposed exploration of Andap valley and of Mt. Diwata will contribute further displacement of the Lumad without mentioning its environmental effects. There is a need for a comprehensive and sustainable mining policy in the region to make the mining industry revenues/income inclusive to all

- sectors. If the mining exploration will commence it will affect the flora and fauna in the region. Hence, incorporated in the mining plan are tree planting activities of endemic tree species.
- 8. There is a perceived inequality in the ratio of women handling political office. Thus, there is a lesser number of women politicians and CEOs in traditionally men's domain in Caraga region. Top women politicians are members of political families that customarily dominate the political landscape of the province.
- 9. There are limited NGOs whose mission geared towards protecting the environment. Home-grown NGOs like Green Mindanao and Caraga watch suffer from limited funding; thus, development assistance is needed for sustenance of their noble work.
- 10. Among the services received by the residents in the District hospitals include the following: 20% hospitalization discounts for senior citizens, no balance bill for 4P's and IP's, indigent PhilHealth, Beds capacity in accordance with standard, animal bite program, HIV/AIDS awareness program, maternal health facility including post partum program, basic mental health interventions, schistomiasis awareness treatment, Pillariasis treatment, DOTS (TB) treatment, adult medicine, surgery, OB, Pediatrics, Nutrition Program, Diabetes awareness, operasyon tuli, iwas paputok, emergency program, referral to third level DOH hospital, essential new born care and among others these were the services provided by the District hospital implemented in "Very Satisfactory" mode in implementation.
- The local government code greatly contributed to increase revenues, in 11. improving the staffing pattern in the HRD program of the LGUs, and have improved the health services, improved school facilities through the local school board assistance, improved agricultural services, made the LGU's prepared in disaster management, have increased NGO collaboration, had contributed in the rise of political families, promoted the use of sustainable use of natural resources, have also contributed in lowering the incidence of poverty, provided services for the vulnerable sectors such as: the elderly, persons with disabilities, peasants and the fisher folks, and had improved police power of the local chief executives. Political families are economic or commercial /business leaders hence, are either business tycoons or mining and lumber capitalist/ concessioners without mentioning their traditional huge land holdings which provide traditional source of votes during elections. This resulted in the wide acceptance of political families due to its economic and commercial influence which traditionally also provide jobs to the community.
- 12. The social services have a huge impact on the residents: supplemental feeding, women's welfare program, program for the welfare for the elderly, family welfare program, community welfare program/ emergency program, services to the persons with disabilities, livelihood interventions which are anti poverty initiatives of the LGU's. On the other hand, it is perceived that only the supporters of the politicians receive the emergency assistance such as: a sack of rice as Christmas

- gift of the mayor. Emergency assistance is provided during burial, death, times of calamities, victims of natural disasters, etc. A new mode of emergency assistance is in the form of cash assistance given by the mayor during the enrolment period to help the cost of college tuition fee.
- 13. Only NFP and LAM family planning methods have been implemented in "Very Satisfactory" mode of implementation. Pills, IUD, Condom, ligation, vicsectomy, DMPA received outstanding implementation.
- 14. On the extent of implementation of the offices created under the code, the following indicators revealed excellent implementation. There is a clear and written policy on human resource or personnel administration, strict observance of CSC policy on the composition of the promotion board, membership in the promotion board is approved by the sanggunian, appointment of the personnel is based on the qualification standard, the following documents are required to the personnel to be appointed e.g. medical examination, NBI clearance, psychological test and all others CSC needed documents/papers, grievance mechanism properly instituted, Outstanding performance are given credit, family day is religiously observed, employees are send for trainings and seminar. With Very satisfactory rating includes the following: civil service norms, policies, rules, and regulations are regularly observed, merit and promotion plan properly instituted, prize award is based on existence guidelines, HRD guidelines properly observed.
- 15. The "Lumad Bakwet" (evacuees) issues are linked with the following perceived reasons: militarization in the highlands discourage the farmers to continue cultivating the lands; disbanded the Bagani-Magahat (Para Military); FPIC be secured before mining exploration; ALCADEV tribal school be opened /tolerated to operate in accordance with the tribal practice, killers of Lumad leaders assassinated be brought to justice; amendments of the IP Act be instituted in order to increase royalty to the tribe; modern farmers technology for the IP's be instituted; NGOs, PO's, NCIP collaboration is recommended to effectively assist the tribe, health centers and doctors for the Lumads be widely distributed to the IP communities; the lumads be encouraged to avail of the study grant of the NCIP; lumad share from the natural resources endemic in the area be enhanced.
- 16. The farmer's field school as an extension program of the LGUs' (province) in close collaboration with the Department of Agriculture provided the following services: animal dispersal, free seeds distribution for fruit-bearing trees. Training of farmers in intercropping. In establishing cooperatives, the Cooperative Development Authority (CDA) has to be in close cooperation also with the Deparmet of Agrarian Reform (DAR) for farmers who are DAR land recipients. Training in organic farming is also introduced in collaboration with farmers POs. Livelihood assistance was also provided, and post-harvest facilities like community drier are also provided. NIA also collaborated with the Provincial Agricultural Office through its irrigation program with the end view of increasing farm output. Furthermore, the farmers perceived that the irrigation facility needs major repairs to increase farm outputs. The issues identified relative to agriculture were: The Department of Agriculture (DA) conducted programs with lesser consultation with the LGU agricultural office.

Military operation in the highlands had affected the farm output. There is a need to enhance more farms to market roads. More training to the farmers is suggested such as: farmers as businessmen, magsasaka seyantista and the like. Credit facilities with meagre/lower must be introduced. Enhanced post-harvest facilities. Irrigation needs major repair while others are not functional. Tree farming be encouraged as a source of cash crops. Honey culture and flower farming are other terrains where to increase the income of the farmers.

- 17. The following are not serious problems in terms of the implementation of infrastructure projects: The procurement laws did contribute to the delay of the projects and failure of the BAC to have qualified bidders; Program GATT Chart or time table does not affect the implementation of the project; political intervention of the implementation of the project. Resorting to negotiated bidding; the use of Tri-media is not also a problem due to the full disclosure policy of the bidding process. The late release of funding from DBM due to administrative matters is rated as "Somewhat Serious". Moreover, climate conditions such as heavy rains and floods affected the time table in project completion and are treated as "Very Serious" Problem. Philjeps or electronic bidding has a huge impact in improving procurement system.
- 18. The following are the issues of the "Lumad" evacuees'. Failure of police authorities to arrest the perpetuators in the killing of Lumad leaders, sharing of the royalty in mining not equal; militarization or military operation in the highlands had to be halted hence it affected farming activities; ALCADEV be instituted back to operation. The local government then needs approaches/strategies such as close coordination with the Commission on Human Rights (CHR), NBI, PNP in order to solve the killings of "Lumad" leaders. In this matter /issue the NCIP should closely coordinate with the concerned agencies to the solution of the issues raised by the "Lumads". Andap valley be declared as a national reserve to discouraged mining operation. Large and small scale logging should be stopped. Along this line, propeace endeavours shall be implemented.
- 19. The following are the best practices of the Sanggunian as perceived by the residents: Full disclosure is observed in the resolution/ordinances passed by the legislature; Full disclosure is observed in the rate of hiring consultants; capacity building in improving the legislative skills of the legislator is observed; Development projects for the project of the members of the Sanggunian are fully disclosed; Legislative agenda of the chief local executives are fully discussed /consulted with the sanggunian.
- 20. The Culture and the Arts program of the provinces of the region are fully implemented with the assistance of the NCAA. The following are the activities of the Culture and the Arts program: The LGU's cultural performers are given stipend, allowances based on government auditing and accounting norms.
- 21. The following are common perceptions for extra judicial killings: lack of punishment of the perpetuators of the crime; most of the perpetuators are hired killers; most of the extra judicial killings are drug related; the churches are just silent about extra

- judicial killing including the community. Extra judicial killings are also perceived as a form of "underground business".
- 22. The residents of Caraga have favourable attitudes of political families. The following are their perceptions: The political families helps in the growth of local economy; political families lead a strong cooperation with the private sector in governance; political families help in the education of the youth; political families promote the growth of the province/municipality/city; there is nothing wrong with political families as long as they serve the community in an honest and sincere fashion.
- 23. The Corporate Social Responsibilities (CSR) of the Mining Companies of the region include livelihood intervention on both the IP and the non IP population; Study grants for Mining Engineering, Environmental Sciences and related courses/programs; Adopt a school and Barangay, promoting environmental sanitation/waste management and among others.
- 24. There are four Private Higher Educational Institutions which offers MPA (Master in Public Administration/Management), one Private HEI offers BPA (Bachelors in Public Administration) program and all with CHED recognition/permit .One SUC's in the region offers MPA , and one SUC is allied to MPA (Environmental Management).
- 25. All the four SUCs (State University and Colleges) in the region are in exploratory stage /phase of amalgamation. But they prefer program amalgamation than structural amalgamation. The models in amalgamation they are seriously studying are: UCLA, UP, MSU University of Rizal System Models and the Australian and British model.
- 26. There is an active landscape of collaboration of NGOs and LGUs in the region. The following are the issues /challenges in NGO and LGU cooperation: Need foreign funding for sustainability; need to convert the NGO into cooperative is a terrain to be ventured into in order to secure assistance from (CDA) Cooperative Development Authority; Need assistance from DTI (Department of Trade and Industry) in order to enhance the trade skills of the NGO workers and likewise, assistance from the Department of Labour and Employment.
- 27. The following are the anti-poverty initiatives in the region: BUB, PAMANA Project, National Greening Program, 4P's, Coastal Resource Management, Disposal of Alienable lands, KALAHI .These projects have an impact in increasing the income differentials of the recipients.
- 28. The Disaster preparedness in the region LGUs is rated as "Very Satisfactory". Billboards' warnings in case of emergency are posted in each Barangay Hall. The waste management implementation of the cities in Caraga is rated as "Very satisfactory".
- 29. The Barangays of the region receive development assistance. Their projects range from Barangay infrastructure to health concerns. The said projects have impact in

- improving the efficiency of public service in the Barangay level and perceived by the residents as effective and contribute favourable perception for the relevance of Barangay governance system.
- 30. There is an increasing incidence of HIV in the region most especially in the cities which can be like to the sub culture of women prostitution. There is a prevalence of female prostitution in the region. Among the intervention is counselling with medication given in close collaboration with the DOH. The rising level of female prostitution in the cities of Caraga has contributed to the rise of STDs.

G. Policy Recommendation:

Based on the findings the following are the proposed policy recommendation:

- 1. There is a need to hire more medical personnel in the municipal, city health clinics and the district hospitals as well. It is also recommended that medical consultants be increased in the district hospitals to improve their services. Increasing the LGUs ambulance is highly suggested.
- 2. There is a need for LGUs to have an affordable housing program. Along this line socialized model is highly recommended.
- 3. Community forest program of the LGUs must be sustained for conservation and scientific or research purposes.
- 4. The LGUs of the region need to enhance IT investments in community-based tourism programs as a source of revenue and a terrain in improving earnings of the residents.
- 5. The portal of the LGUs be regularly updated to highlight the achievement, and performance of the LGUs including their current projects/programs.
- 6. Another mode of community participation is to promote community ownership in the projects. Hence, the Cooperative movement must be widely enhanced to make the community/village self-sustaining in terms of community income. A form of socialized cooperatives be tried as well.
- 7. There is a need for more media practitioners to inform the public of good governance practices of the LGUs in the region.
- 8. Free, Prior and Informed consent in the IP ancestral domains be always sought in all the activities/project to be undertaken in the area.
- 9. Creating center for excellence of Public Administration as a discipline be seriously studied by HEIs in the region.
- 10. HIV/AIDS awareness program be made accessible to vulnerable sectors such: female prostitutes, MSM (Men having sex with Men), OFW, sailors, etc.
- 11. There is a need to open the region for investments most specially in the fishery sector.

- 12. There is a need to conduct comprehensive voter's education program.
- 13. The "Lumad" IP concerned be treated in the context of the uniqueness of their culture and respect of Indigenous knowledge System including increasing their royalty from mining.
- 14. Health services for the "Lumads" be enhanced.
- 15. There is a need to conduct more consultations with the farmers in agricultural projects from the Department of Agriculture.
- 16. Irrigation system in the region needs major rehabilitation.
- 17. Independence of the Sanggunian from the chief local executives at all times be respected.
- 18. There is a need to have an LGU comprehensive program in climate change.
- 19. The CPP-NPA conflict be addressed. Perhaps the foreign model of negotiation be used because the present peace initiatives are not addressing the problem.
- 20. There is a need to halt military operations in the highland areas in the region since they affect farm outputs/harvest the civilians are caught in the center of the conflict of the NPA and AFP. They are often victims of crossfire.
- 21. Culture and the Arts program in the region must reflect all the IPs of the region.
- 22. Extra-judicial killing be seriously investigated.
- 23. The corporate social responsibility of the mining firms be enhanced by more livelihood intervention to the community.
- 24. SUCs in the region should give serious consideration of amalgamation in order to improve their services and fiscal capacity.
- 25. CBOs/POs/NGOs should be given more livelihood projects to improve the income of its member's.
- 26. BUB, PAMANA, National greening program, 4 P's, coastal resource management, Disposal of Alienable lands, and KALAHI have improved the income differentials of the residents.
- 27. The LGUs of Caraga needs to be more prepared on disaster crisis by conducting more capacity trainings on the matter.
- 28. Waste Management program be enhanced by inviting recycling companies. It does not only focus on waste management but an avenue of providing local employment.
- 29. Barangay governance in development projects be enhanced through community-based assessment for the effectives of the program.
- 30. Prevalence of female Prostitution be addressed.

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ARMM

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A. ABTRACT

This study presents the state of decentralization, democratization, and development in the Autonomous Region in Muslim Mindanao (ARMM). Much of the data come from different government offices like the DILG, the COMELEC, the DBM, and the different regional offices of the ARMM. Interviews with key informants and a focus group discussion (FGD) also helped generate information and ideas on the topics of research. In addition, the researchers tapped the social media for relevant data, including a deliberate random survey of select FB friends who have the knowledge and first-hand experience of the situation in the region and the different local communities within ARMM.

This study shows that despite reforms in the regional government through the efforts of the current regional governor consistent with the marching orders of President Benigno Aquino about "daang matuwid," the state of development in the region continues to be wanting. Statistics available on poverty and other socio-economic indicators put the region as a whole and the provinces and municipalities therein at the lower rungs when compared to other regions and local governments in the country.

The state of democratization in the local communities (provinces, city, municipalities, and barangays) has not improved, as the study reveals. The same issues plague most local government units (LGUs): dynasties; absence of local media; non-reporting of human rights violations; gungoon-gold politics; and lack of people participation in governance.

This study reveals that LGUs within ARMM and their constituencies hardly enjoy the fruits of decentralization despite the promise of the local government code. In fact, no serious talks on the usual issues raised in relation to local autonomy are tackled by the local officials and their publics. LGUs are very dependent on the internal revenue allotments from the national government, and their taxing powers are minimally utilized, if at all. Concerns about accountability, transparency, participation, and rule of law are raised by concerned individuals but no serious efforts are done to confront the local officials about these. The prevailing peace and order situation and the presence of armed groups and individuals contribute to the lack of public discourse on these issues.

This study proposes the strengthening of the regional government, as represented by the Bangsamoro Basic Law, to make it more effective in supervising the local government units, notwithstanding the need for the DILG and other national government agencies to be diligent and dedicated to their mandates over the LGUs in ARMM. Another suggestion is the need to continue empowering the people and communities to make them stronger partners in governance and development. In all of these, the role of higher education institutions is crucial. HEIs should help develop the capabilities of local governments in all areas of governance and continue educating the people to make them an important partner in democratization, decentralization and development.

B. INTRODUCTION

Decentralization and democratization arguably work for the development of any country or a part thereof. This can be true for the Philippines, as well as the Autonomous Region in Muslim Mindanao (ARMM).

Decentralization supports subsidiarity where lower tiers of government are better given the powers and authority to decide and implement programs on substantial matters that affect their constituencies and where these lower tiers possess the capacity to do so. In the Philippines, decentralization reached its peak with the passage of Republic Act 7160 in 1991 giving more powers to local governments.

Corollary to the above, democratization implies a greater role for the people in the decision-making processes of government, including the right to vote and the freedom to criticize the government and its officials.

The Local Government Code of the Philippines (RA 7160) promotes decentralization in the country and promises more democracy to our people. Under this law, local autonomy is granted to provinces, cities and municipalities while the people are given better access to the instruments of local governance, aside from their traditional role of regularly electing their local officials.

It is therefore apt that the state of decentralization and democracy in the country, as manifested in local governance, is assessed. This is more so as we approach the twenty-fifth (25th) year of the Local Government Code.

This assessment is particularly interesting in the case of the ARMM, a traditional bedrock of conflict and underdevelopment. Its provinces were among the poorest in the country. Are they still, despite the implementation of the Code for almost twenty-five years?

The case of ARMM is unique because an "autonomous" regional government is positioned between the national government and the LGUs within the region. Theoretically, regional autonomy is supposed to enhance local autonomy and implicitly improve democratization. Along this latter point, we are forced with the prospect of a stronger regional autonomy through the potential passage of the Bangsamoro Basic Law (BBL) that was then pending in Congress, which is the expected signature law proceeding from the peace process between the Philippine Government (GPh) and the Moro Islamic Liberation Front (MILF).

The ARMM is composed of five provinces and one city. Two of these provinces, Maguindanao and Lanao del Sur, together with Marawi City, are situated in Mainland Mindanao. The other three, Basilan, Sulu and Tawi-Tawi, are island provinces at the south-western tip of the archipelago. Ironically, the cities of Cotabato and Isabela, component cities of Maguindanao and Basilan, respectively, are not part of the autonomous region. Under the old administrative set-up, Maguindanao, Lanao and Marawi were part of Region 12 while Basilan, Sulu, and Tawi-Tawi were part of Region 9. (Please see map below Figure 1).

Figure 1 Map of ARMM / Mindanao / Philippines

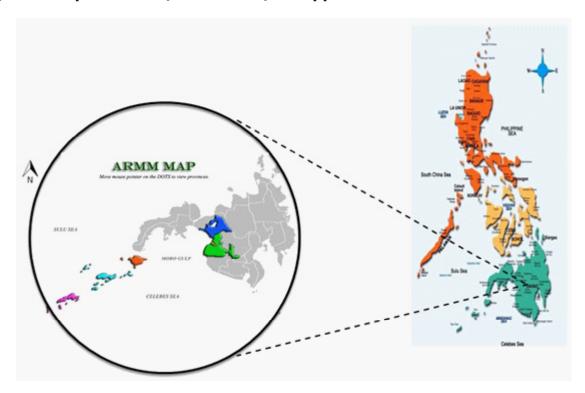


Figure 2 Map of Philippines / ASEAN



C. PATTERNS AND TRENDS OF DEVELOPMENT IN ARMM

It is a popular knowledge that the ARMM provinces are among the poorest in the country. In a region by region comparison, ARMM is always at the lowest rungs. In 2003, the World Bank reported a 62.9 percent poverty incidence in ARMM based on year 2000 population. It was the highest among sixteen regions with the national poverty incidence put at 34.0% (Tanggol, 2005:50). Since then, the figure dropped lower but so too did other regions. Data from Mindanao Development Authority put the poverty incidence in ARMM among Mindanao regions at 45.9%, a close second to Region 13 with 47.8% while the whole country has a 26.5% poverty incidence. Other regions in Mindanao have significantly lower figure while Region 9 is a close third with 43.1% poverty incidence. (See Figure No. 3)

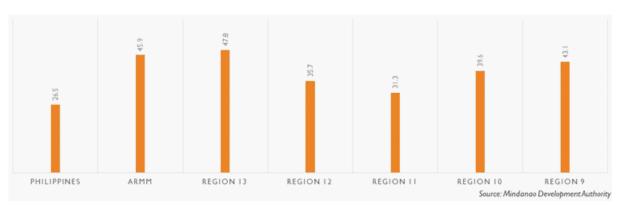


Figure 3 Poverty Incidence in Mindanao

Some disturbing data come from PSA (Figure 4) showing poverty incidence in ARMM from 2006 to 2012. While the figure is practically the same from 2006 to 2009 at more than 40%, it increased to 56.8% from 2009 to 2012 while the average for Mindanao is 41.3%, in contrast to that of the country at 25.2%. (See Figure 4).

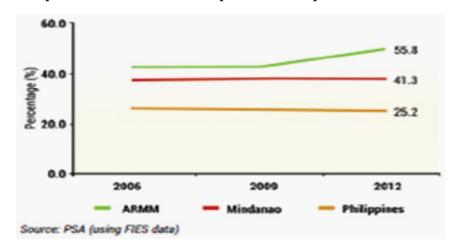


Figure 4 Poverty Incidence in ARMM (2006-2012)

Other indicators of development, as Figures 5 to 17 and Tables 1 to 2 reveal, show the region as a whole lags behind the other regions when it comes to development.

D. STATE OF DEMOCRATIZATION

Democratization is a major challenge for the people of ARMM and understandably so. The proliferation of loose firearms and the presence of armed groups outside those of the state are well-known. This alone is pregnant with implications and suggests a major hindrance in the democratization process. That local governments are easily captured by local warlords is no understatement, more so when the pillars of democracy are either weak or non-existent, as in the case of ARMM LGUs.

Civil society organizations or non-government organizations are important pillars for democratic governance. Where they actively operate in tandem with the private sector and government agencies, the people are assured of better goods and services.

The table below (Table 3) shows a big number of CSOs in ARMM. But despite the reported number of CSOs in ARMM, our key informants regret to say that many of these registered organizations were not genuine and not functional organizations. Many of them were organized and registered by close allies or by local officials themselves. The participation of many of these CSOs in local governance processes such as in the LSBs or LDCs were for compliance purposes only, if it all.

In fact, a number of genuine and active CSOs are not in this DILG list. These real CSOs are mostly involved in development work and some actively pursue such issues as peace, women/gender, and environment. One active women NGO was headed by the present chair of the National Commission for Muslim Filipinos (NCMF). In Lanao del Sur, a number of non-government organizations actively work on issues surrounding Lake Lanao. Some of these NGOs are recognized and get funding support from various sources. These active CSOs include the following:

- 1. Consortium of Bangsamoro Civil Society (CBCS)
- Maradeca
- 3. Bantay Bayanihan Sulu
- 4. UNYPAD
- UNYPHIL Women
- 6. Al Mujadillah
- 7. Good Wednesday Group
- 8. Forum ZFD
- 9. Kapamagogopa, Inc.
- 10. Kadtuntava Foundation

(Source: Institute for Peace and Development, MSU-IIT)

However, there is hardly any effort to confront local establishments. There is a recent case in Lanao Del Sur where concerned professional and ulama organized and demanded accountability from local government officials. Local officials countered by challenging them to a military confrontation until third parties intervened for a truce. Voices have died or mellowed down since then.

In other words, no serious citizen participation in local decision-making bodies are existent and local officials continue to rule over their fiefdoms undisturbed. This, despite the existence of active CSOs working for various development issues.

Table 3 Number of CSOs in ARMM Provinces

ARMM Province	Number of CSOs	Remarks
Maguindanao	31	
Lanao del Sur	48	
Basilan	48	
Sulu	48	
Tawi-Tawi	35	
TOTAL	OF PROVINCES 210 CSOs	

^{*}Based on data secured from DILG ARMM last October 2015.

In the area of Human Rights, most of our key informants, speaking anonymously, talk about various human rights violations, most of which are not reported to or not recorded in formal government agencies. The cases of the Maguindanao Massacre and recently the Mamasapano incident and various encounters between the AFP and the MILF in Basilan and Zamboanga were among cases that surfaced out in the general public but are mere exceptions rather than the rule.

The former Chairperson of the HR Commission of ARMM, Atty. Algamar Latiph, laments that the people do not know their rights and generally do not report incidents of human rights abuses. He blames the absence of rule of law and the proliferation of armed groups that make the people apathetic to human rights issues. But on a lighter note, he observed that alleged human rights violators are "mas takot sa CHR kaysa police" (more afraid of the CHR than the police). He resigned after a brief stint with the ARMM CHR.

The independence and security of local media is another concern in ARMM. The fear of open or public commentaries against government officials still prevails in ARMM. In fact, local media is practically absent except for a few local radio stations with limited reach. National media are the usual source of news and entertainment for ARMM constituents.

Once in a while, a local paper or magazine would emerge. But it would cease to exist after few issues have been out either for financial, technical or other reasons. In one familiar case, a local magazine depended primarily on the financial support it got from local politicians. As expected, this media outlet became a mouthpiece for the "achievements" of such generous politicians willing to donate money to this magazine.

Genuine grassroots/citizens initiatives in ARMM are quite unheard of. Political voices are usually coursed through the network of families and traditional leadership structures, not to mention the ulama and religion-based organization.

There is a local regional political party that emerged in ARMM particularly in Marawi City in the last decade, founded by the Ulama sector. This is the OMPIYA Party founded by Aleem Mahid Mutilan, who became the first Ulama city mayor of Marawi. After three terms, he was elected as governor of Lanao del Sur.

The rise of the ulama sector as a political group in ARMM was associated with the founder of the OMPIYA PARTY. After his death the followers of this political party split and led to the gradual downfall of the Ulama influence in both local and regional politics. But before the demise of this party, its founding leader gradually lost his reformist orientation and was slowly co-opted into the old ways of traditional politics.

A religious group, locally known as Shabab, tried to participate in local elections in Lanao Del Sur but failed to unseat the traditional leaders of the province. Before joining politics, they were quite successful in socio-economic activities, building and operating schools and hospitals. They were also the conduit of Middle East (mostly Kuwaiti) funds for the building of mosques in Mindanao.

Local dynasties prevail in ARMM. A review of list of local officials features the same families or clans in the provinces, cities and municipalities of ARMM. It is not uncommon for a son to replace his father when the latter finishes his three terms as governor or mayor. In Lanao Del Sur, the incumbent is the son of the former governor. His mother is slated to replace him by 2016 and a brother is an incumbent congressman and another an assemblyman of the regional assembly. In Marawi City, the incumbent mayor replaced his brother, and the latter is expected to return by 2016, while another family member sits as vice mayor. In the researcher's two hometowns in Lanao Del Sur, the incumbent mayors are the sons of the former mayors while the latter sit as vice mayors. Perhaps, a separate study should be conducted on the issue of dynasty. In some local governments dominated by certain families, development still occurs, contrary to what happens in the ARMM.

Similar trends happen in other provinces and municipalities where few families and alliances lord it over the local governments. In Maguindanao province, Mangudadatu replaced Ampatuan as governor, while some Ampatuans are still dominant in some municipalities. Other families like the Sinsuat and Mastura continue to control their respective municipalities. In Sulu, the Loongs and Tans have been dominating the province while the Sahalis have replaced the Jaffars and Matbas in the control of the province of Tawi-Tawi. Same goes with Basilan where the Akbars and Hataman dominate.

Voter turnout is usually high, occasionally inviting accusations of statistical improbabilities in certain precincts. In the 2013 elections, ARMM has one of the highest voter turn-out at 82.31% (Source: COMELEC website). Yet people believe that behind the COMELEC official results is a reality far different. Women and youth issues in elections are not factors that matter. Elections proceed along family lines and partisan political interests. Gun-goon-gold still prevails and some family members even violently fight it out in barangay elections.

The people of ARMM have not experienced any situation of recall or referendum elections in ARMM.

The requirement of the Local Government Code to hold barangay assemblies at least twice a year only appears on reports. Very few barangay officials in ARMM have the interest of holding barangay assemblies.

Democratization is far from reality in ARMM. While there are over 200 registered CSOs in ARMM, many are not genuine for real participation in the local development processes. Since most of them were organized and influenced by local leaders and politicians, their representation in different local school boards (LSBs) or local development councils (LDCs) may be far from real and true representation and participation. In fact, in most local communities, LSBs and LDCs do not exist.

The ARMM is generally wanting in "best practices". Asked if there is a qualitative change in the state of democracy within ARMM between now and 10 years ago, a former regional commissioner on human rights bluntly replied in the negative.

However, few LGUs have been noticed and recognized for good "housekeeping". These include, according to Director Jolly Lais of the ARMM Manila Office, the municipalities of Wao in Lanao del Sur, Upi in Maguindanao, and Lamitan in Basilan.

There is consensus among our informants that in the area of conflict resolution, LGUs in ARMM are relatively effective by combining the legal framework with traditional systems. The peace and order councils are usually reinforced with traditional and religious leaders and other intermediaries to negotiate among conflicting families. This is rather helpful since family feuds (Rido) are a common problem in many communities that can cause a lot of disruptions in community life.

So what works and what doesn't work in the ARMM? Nothing seems to work positively for the ARMM LGUs if one is to look at the status of democratization today. Yet there are positive elements in society that can be recognized that either work positively or can be tapped further to pursue democratization in the region. The following are worth mentioning:

- 1. The availability of family networks;
- 2. The use of traditional leadership structures (sultans, datus, etc.);
- 3. The help of the religious sector;
- 4. The active and softening role of women;
- 5. The potentials of the Human Rights Commission;
- 6. The on-going peace process and the pro-active strategy of the military; and
- 7. The reform efforts and the potentials of the regional government

Recommendations at the policy, program or project level

In view of the above observations of key informants, the following are recommended:

- 1. The DILG and its appropriate divisions should closely supervise the activities of LGUs from the levels of the barangay, municipalities, cities and provinces. It is desirable to see true and realistic reports of LGU officials and MLGOO officers on the true conduct of CSO registration, accreditation, and selection for representation in various LSBs and LDCs at various tiers of the LGUs.
- 2. Traditional indigenous organization systems at the village and community or pangampong levels such as the datuship in Maguindanao, panglima system in Jolo and Tawitawi and the sultanate organization in both Maguindanao, Lanao and Jolo areas, as well as other indigenous forms of organizations should be recognized, strengthened and get involved in the democratization and empowerment process in ARMM.
- 3. The Ulama Sector which prevails throughout ARMM should likewise be truly involved in the governance and development processes.
- 4. Genuine civil society organizations should be involved in local governance including development planning from the barangay to the provincial levels, as well as in the implementation of certain government projects.
- 5. Women CSOs and individuals should be given more roles in governance.
- 6. Education is a critical component of the governance and development process. It is here that higher education institutions can play a vital role in developing local institutions. Many LGUs lack the expertise to do local planning and legislation. Universities should have capability-building programs useful to local governments.
- 7. Concerned stakeholders should help empower communities to help remove the basis for undemocratic local governance. Vote-buying, for instance, thrives where there is unemployment and poverty. If people are economically empowered, they could easily assert their political rights.
- 8. No less than the regional governor of ARMM suggests that the Regional Government should be strengthened to make it more effective in delivering the vital goods and services to the people. If the present ARMM is a failed experiment, it is partly because the powers devolved to the regional government from the national government are so minimal that it can hardly be called autonomous. This is why the issue of self-governance, as symbolized by the Bangsamoro Basic Law (BBL), is relevant to the democratization, decentralization, and development of ARMM and its constituent LGUs.
- 9. Interestingly, one head of office of ARMM suggests a public finance approach for the democratization and decentralization within the region. Not only local officials should be knowledgeable of local public finance. The people in general, stakeholder groups in particular, should be educated and involved in local finance.
- 10. While it may not look good for local autonomy, the Commission on Audit and the Department of Budget and Management may look closer at how local funds, the internal revenue allotment in particular, are being utilized. Misuse of public funds is a public perception among residents of ARMM.

E. STATE OF DECENTRALIZATION/DEVOLUTION IN THE REGION

The uniqueness of ARMM derives from the fact that aside from the decentralization or devolution from the national government (NG) to the LGUs under the LGC of 1991, it has to keep track of the decentralization/devolution from the NG to the regional government (RG) under RA 6734, as amended by RA 9054. And this is a tricky situation. It is assumed that regional autonomy will make government even closer to the people and thereby promote more democratization and enhance the meaning of decentralization at the local government level. By doing so, the development of local communities would be hastened.

Decentralization/devolution under the regional autonomy law is limited, thereby limiting as well the potential of the RG to supervise the LGUs. The NG maintains supervisory powers over the LGUs of ARMM. There is a situation wherein LGU officials may be torn between their national and regional superiors. This threatens the basic management principle of unity of command espoused by Henri Fayol. In fact, regional officials complain about their inability to discipline erring local officials simply for lack of authority to do so.

This lack of genuine regional autonomy practically reduces the regional government to an expensive administrative layer between the national government and the constituent local governments. As a political unit, the RG is less effective in its supervisory role over the provinces and other local units within its area since the national DILG maintains its supervisory function over these local governments. The net effect is that local officials continue to look up to the national officials more than they do to the regional officials. Yet the DILG may be remiss in doing its duty of overseeing the LGUs in ARMM.

It is also a wonder among many professionals in ARMM how the other national agencies like the Department of Budget and Management (DBM) and the Commission on Audit (COA) fail to see problems in fund utilization among LGUs in ARMM. As it was earlier mentioned, misuse of public funds is an accepted reality among the people of the region. Yet this is hardly raised by the citizens because of fear of retribution by those who wield power in the provinces and municipalities of ARMM.

In the case of health, it was noted earlier that there are issues shared by LGUs throughout the country. This includes the Magna Carta for Public Health Workers, the Barangay Health Worker's Benefit and Incentives Act, and the Nursing Act of 2002, which were either unfunded or unimplemented. These laws are hardly known at the barangay and municipal levels.

The case for ARMM is worse. Medical services are hardly felt by the ordinary citizen in the countryside on a day-to-day basis. Hospitals and medical facilities and services are mostly those under the control of the NG. No wonder an occasional medical mission becomes big news.

Of course it was noted that the laudable reforms initiated by the incumbent regional officials headed by Mujiv Hataman in reforming the regional government and hastening the delivery of goods and services to the people of ARMM. In the recent State of the Region Address (SORA) of RG Hataman, he claims a 97% success in measles vaccination and 95% in polio vaccination. This is a big leap from the data obtained that give a 29.4% vaccination achievement by 2013 (see Figure 16).

But what is more important are the initiatives, policies and programs at the levels of LGUs based on their mandate. Such are hard to see.

In agriculture, there are positive developments flowing from the reform initiatives of the regional government, including private sectors investments in agriculture. Again, these are initiatives from the regional government whose sustainability will be assured only with commensurate efforts from LGUs and a lasting peace and order situation.

Conflict, whether between armed groups and the state or between warring families (rido), cripples the ability of LGUs to exercise its mandate to develop agriculture in their areas. Many arable lands in ARMM remain idle because farmers do not feel secure with their harvest.

In the case of environment and natural resources, there is little devolution to talk about. DENR still maintains the power to control, supervise and review devolved services such as the community based forestry projects, issuance of ECC, declaration of watershed, and approval of foreshore lease, even if within the jurisdiction of the LGU. Worse, no funding was devolved. Conflicting laws have also been noted, like the Indigenous Peoples' Right Act, the National Integrated Protected Areas System (NIPAS) and the Small Scale Mining Law.

While the region is rich in natural resources, there is lack of responsive local legislation to protect them. This is notwithstanding the fact that many areas are considered under the jurisdiction of the national government, like rivers, lakes, public lands, and military reservations. A case in point is the Lake Lanao eco-system. Many endemic fishes became extinct. While many people attribute this to the introduction of new species and the construction of hydro-electric plants along the Agus River, the only outlet of the lake to the sea, local governments around the lake failed to craft the necessary laws to protect the rights of the fishermen and save the lake fishes from extinction or over-fishing.

Ironically, the conflict situation in ARMM has preserved the rich mineral resources said to be available in the area. A potential source of revenues, if tapped, awaits the LGUs and the people of the region.

In social services, the DSWD ARMM identified four bottlenecks and barriers to the decentralization of social services in ARMM, such as:

- a. Unstable peace and order in the region
- b. Uncertain transformation of the existing ARMM government to a new Bangsamoro Government
- c. Political will vis-a-vis sincerity and commitment in upholding the mandate of the people, and
- d. Political traditional leaders and other groups' intervention in program implementation (Based information note from DSWD ARMM November 10, 2015)

It is noteworthy that no public discourse on the issues surrounding local autonomy as contained in the Local Government Code is being observed within ARMM. It is because both the people and local officials are consumed in more mundane concerns like peace and order and poverty. The authoritarian setting and proliferation of arms may also be factors for this lack of discourse.

An interesting point in decentralization in the ARMM is the state of local finance in the region. It is noted that the whole region is heavily dependent on the releases from the national government. While the regional government has taxing powers, these are more theoretical than meaningful since the major objects of taxation, like income and custom taxes, are reserved to the national government.

The local governments have more substantive tax base which includes real property taxes. But this is hardly utilized by ARMM LGUs. People generally do not pay their taxes and LGUs generally do not mind. LGUs therefore depend on the internal revenue allotment (IRA) from the national government. The following figures/tables show the IRA for the provinces, city, and municipalities of the ARMM.

As the following table shows, the internal revenue allotment of ARMM LGUs posted significant increases between 2011 and the current year 2015. Lanao del Sur enjoyed the biggest IRA which was 4,065,932,388 pesos in 2011 then increased to 5,140,554,892 pesos in 2015. This is inclusive of the shares of its constituent municipalities, as well as Marawi City. The city's share was 354,921,804 pesos in 2011 and 428,753,690 pesos in 2015. It is noteworthy that, except for the province of Basilan, the IRAs of all provinces and city dropped from 2011 to 2012, to increase again in 2013 on to 2015.

Table 4 Internal Revenue Allotment of Provinces in ARMM (incl. Marawi City), 2011-2015.

LGU	2011	2012	2013	2014	2015
Basilan	1,115,936,321	1,259,915,302	1,238,124,577	1,397,939,052	1,595,360,236
Lanao del Sur	4,065,932,388	3,882,202,548	3,966,224,627	4,493,578,252	5,140,554,892
Maguindanao	3,163,327,055	3,045,812,359	2,873,151,767	3,258,918,391	3,728,545,142
Sulu	1,902,126,266	1,831,943,459	1,817,769,365	2,062,812,268	2,359,969,207
Tawi-Tawi	1,410,571,758	1,356,972,430	1,371,618,995	1,555,574,084	1,779,708,649
Marawi City	354,921,804	310,953,257	333,717,069	375,077,101	428,753,690

Note: Figures for Lanao del Sur are inclusive of the shares for Marawi City

A crucial concern among many if not all LGUs in ARMM is the lack of expertise to do legislative work. This is so because, among others, majority of those elected to the provincial boards, city councils, municipal councils, and barangay councils hardly possess the educational background necessary for legislative work. To make matters worse, there is hardly any serious session by these local councils. With few exceptions, laws, ordinances and resolutions are just normally prepared for the signatures of local legislators.

This lack of expertise extends to other branches of local governments. It is no surprise that external resource persons are resorted to when local governments need to prepare their development plans like in their annual investment or development plans, executive-legislative agenda, and comprehensive land-use plans. It is in the preceding context that higher education and capability-building institutions become very relevant.

It is worth noting that pockets of positive moves are observable among some LGUs in ARMM. Many young mayors are coming up with new ideas for their communities. In one coastal municipality that was visited, the son-mayor introduced boat racing to improve local tourism and submitted a proposal to the regional government for a hatchery that would help local fishermen. But in general, these pockets of good ideas are overcome by the bigger concerns on peace and order, lack of expertise, people's apathy, and others.

A critical issue that impinges on decentralization is the number of local units that seem to be overlooked by many. Even during the time of the late President Ferdinand Marcos, some municipalities were created without sufficient income and population bases. This was exacerbated when the ARMM was created, giving powers to the regional legislative assembly to alter the boundaries of municipalities and barangays. During the Ampatuan governorship of ARMM, many new municipalities were created especially in Maguindanao and Lanao Del Sur. In effect, local administration has become very expensive while local revenues continue to be IRA-dependent. The tendency for a municipality to be captured by one family has increased, not to speak of the constituent barangays. As a matter of example, Marawi City, with a population 187,106 has Ninety-Six (96) barangays, while Iligan City (not part of the ARMM), with a population of 322,821 has only Forty-Four (44) barangays (2010 Census, DILG Website).

So **WHAT WORKS AND WHAT DOES NOT WORK** in the areas of decentralization in the ARMM?

Decentralization implies local autonomy. What is generally problematic in the ARMM is two-fold: the inability to exercise the powers granted by the Local Government Code, as in the case of the taxing powers granted to LGUs; and the "over-exercise" of such powers, as in the case of the creation by the Regional Government, with the support of local leaders, of LGUs without sufficient income and population bases.

The reform initiatives on the regional level admittedly improve the environment to enhance the benefits of decentralization in the provinces, city, municipalities, and barangays in the ARMM. But the limited powers of the former also limit the extent by which these reforms can improve the democratization and decentralization in the latter.

The positive factors that have been mentioned in the preceding chapter on democratization can also work to benefit the decentralization process. Enhancing both democratization and decentralization can redound to the development of the people of the ARMM. The issues concerning the IRA can be properly confronted when democracy is working.

To reiterate, the positive role of some civil society organizations (especially those for and/ or of women) should be pushed further, as well as the role of traditional structures that should reinforce and redefine existing legal systems for governance. Citizen participation may not only be viewed through the usual liberal democratic prism (i.e. one-man-one-vote, individualism) but also through the culturally-relevant systems of family and traditional networks.

Recommendations:

- 1. HEIs should be tapped to develop the capabilities of local governments in the region in areas that include local public policy-making and development planning, from the barangays up to the provinces;
- 2. The DILG and the Department of Finance should help develop the LGUs in ARMM in the area of revenue generation and taxation so the latter will reduce their dependency on the IRA;
- 3. The regional government and DILG may look into the number of LGUs in ARMM and re-assess their viability in the context of the Local Government Code;
- 4. Good practices in democratization and decentralization should be encouraged, documented and properly recognized; and
- 5. The policy environment on the national and regional levels should be further improved.

F. PROFILE OF HEIS AND CAPACITY BUILDING INSTITUTIONS

The Commission on Higher Education in Autonomous Region in Muslim Mindanao has accredited and is currently supervising 54 Higher Education Institutions. Forty (40) of these are private institutions and the other fourteen (14) are State Universities and Colleges.

Among these Institutions, BS and Masters in Public Administration courses are offered in 6 State Universities and Colleges: Sulu State College, Basilan State College and the campuses of Mindanao State University in Marawi City, Tawi-tawi, Sulu, Maguindanao and Iligan Institute of Technology. The MSU Main Campus in Marawi recently offered a Doctor of Public Administration program. Tuition fees for undergraduate programs among these schools in the region range from 3,000 to 6,000 pesos while those for masteral programs range from 15,000 to 22,000 pesos.

Aside from the academic, research and extension programs of these Colleges and Universities, they also house experts with specialization in the fields of peace, development and governance. MSU Marawi has the most number of experts in public administration and its related fields. For many years, MSU Marawi through its College of Public Affairs operated a center for local government which did research and capability-building activities for local governments in ARMM. Unfortunately, it is no longer active.

In general, HEIs in the region are mainly focused on instruction with minimal research and extension activities, with perhaps the exception of MSU Main Campus and MSU Tawi-Tawi. The latter has been receiving research grants in marine science. However, there is hardly any internally funded researches in these ARMM HEIs.

Most capability-building programs in ARMM were funded and implemented by institutions outside of ARMM, including international organizations like the CIDA and UNDP. MSU-IIT in Iligan City and Notre Dame University in Cotabato City are both active in various programs that include ARMM areas.

The MSU – Iligan Institute of Technology in Iligan City with its Center for Local Governance Studies (CLGS) and Institute for Peace and Development in Mindanao (IPDM) is working on to provide better services among its constituents. The CLGS, with its mandate to provide demand-driven training and development interventions to LGUs and assists national government agencies (NGAs) in implementing their programs at the local level, is currently working with the LGUs and the DILG in the delivery of government funded project such as Citizen Satisfaction Index System and Technical Assistance projects. Also, the CLGS with its partner agencies conduct training projects in Good Governance in Disaster Management.

Moreover, MSU-IIT's Institute for Peace and Development in Mindanao (IPDM) cultivates strong links with both governmental as well as non-governmental partners on a local, regional, national and international scale. These multi-level/multi-stakeholder approaches aim at strengthening the joint efforts and synergies of peace initiatives in the Lanao areas, Mindanao, and the Philippines.

The cooperation between MSU-IIT Institute for Peace and Development in Mindanao (IPDM) and the Civil Peace Service (CPS) program of the German development agency Deutsche Gesellschaftfür Internationale Zusammenarbeit (GIZ) has started in 2009. The Civil Peace Service (CPS) program supports governmental and non-governmental organizations as well as the academe as agents for peace by assigning experts on civil conflict transformation to partner organizations. The program's objectives are preventing violent conflicts, mitigating the impacts of conflict, strengthening civil structures and securing long-term peace. IPDM's civil society partner organizations include: Civil Society Organization - Forum for Peace (CSO-FP), Consortium of Bangsamoro Civil Society (CBCS), Ecosystems Work for Essential Benefits (EcoWEB) Inc., Mindanao Peoples' Caucus (MPC), Pailig Development Foundation Inc., Pakigdait Inc., and PeaceTech. Furthermore, IPDM administers professional linkages with the Office of the Presidential Adviser on the Peace Process (OPAPP), the International Monitoring Team, and closely collaborates with the Mindanao Studies Consortium Foundation Inc. (MSCFI), the Mindanao Development Authority (MinDA), the Hiroshima University Partnership Project for Peacebuilding and Capacity Development (HiPeC), The Asia Foundation, and the United States Institute of Peace (USIP).

On the other hand, the Notre Dame University in Cotabato City with its Institute of Autonomy and Governance has been very active and dynamic, being at the forefront of capacity building, research, forums, roundtable discussions and conferences on regional and local autonomy, good governance, and peace processes between the Philippine government and Moro revolutionary fronts — the Moro National Liberation Front (MNLF) and the Moro Islamic Liberation Front (MILF) since 2001.

With its institutional partner Konrad Adenauer Stiftung (KAS), IAG has regularly provided capacity-building programs to the ARMM Regional Legislative Assembly and its constituent Local Government Units (LGUs). It has provided technical assistance in the crafting of regional laws in the ARMM. With funding from AusAid, IAG provided technical assistance in the establishment of the Iranun Development Council, an economic and development aggrupation of local government units in Maguindanao. With AusAID, IAG helped raised capacities of LGUs, military and police in peace-building and security sector reforms. With EU funding, IAG, KAS and Development Consultants, Inc. are currently implementing a three-year program promoting the rights of the indigenous peoples in the ARMM. Moreover, IAG has provided technical assistance in the drafting of the Bangsamoro Basic Law particularly in the areas of transitory mechanisms and processes, decentralized and ministerial system of government, elections and political party systems. It has conducted consultations with LGUs in the proposed Bangsamoro core areas for submission to the Bangsamoro Transition Commission (BTC). It was recently given the mandate to help develop the MILF political party by the MILF Interim Committee on the Development of the MILF Political Party.

Obviously, higher education institutions within the region need to do more in terms of developing programs and capability-building competencies so they can be stronger partners of the LGUs in working for the development of the communities.

 Table 5
 ARMM HEIs offering Public Administration (as of March 23, 2015)

ARMM HEI	Public Administration Offering
Del Sur Good Shepherd College Wao, Lanao del Sur	Bachelor of Science in Public Administration
Mindanao State University - Maguindanao Datu Odin Sinsuat, Maguindanao	Bachelor of Science in Public Administration
Mindanao State University - Maguindanao Datu Odin Sinsuat, Maguindanao	Bachelor of Science in Public Administration Master of Public Administration
Mindanao State University - Main Campus Marawi City, Lanao del Sur	Bachelor of Science in Public Administration Master of Public Administration in Governmental Management Doctor of Public Administration
Mindanao State University - Sulu Jolo, Sulu	Bachelor of Science in Public Administration
Shariff Kabunsuan Collge (Annex) Landasan, Parang, Maguindanao	Bachelor of Science in Public Administration
Mindanao Autonomous College Foundation D'Flores Street, Lamita, City of Basilan	Master of Public Administration

F. CONCLUDING NOTES

The situation in the ARMM is rather unique, the regional government layered between the national government and the local governments in the region. The LGUs in ARMM are among the worst in in the country in terms of poverty and other socio-economic indicators. It is home to the Moro Islamic Liberation Front, the Moro National Liberation Front, and the BIFF, making it actually and potentially the most conflict-ridden region in the country.

It is no wonder that democratization in ARMM has not prospered. Dynasties continue to rule. Local media is practically absent. Human rights violations are mostly unreported. Civil society organizations are many but have not confronted the core issues of governance like accountability, transparency and participation. Elections in the region continue to be marred with many forms of electoral fraud and the gun-goon-gold politics still prevail. Civil society participation in governance and sector representation in local bodies are at most minimal.

Decentralization in ARMM is meaningless without democratization and the presence of a regional and national policy framework and political will to help the LGUs achieve the purposes of local autonomy.

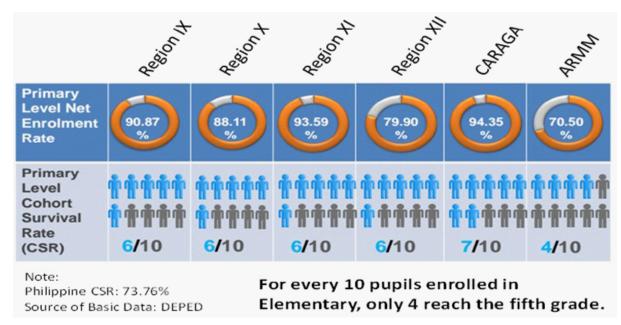
A crucial issue relates to the need to strengthen the regional government, whether through the Bangsamoro Basic Law framework, genuinely autonomous ARMM, or as a state or unit in a federal structure. The latter of course needs a constitutional change.

While there are higher education institutions in the region offering undergraduate and graduate courses in public administration, most capability-building programs implemented for government offices and officials in the ARMM were done by agencies from outside the Region. Hence, there is a need for HEIs in the region to do more.

ANNEXES

A. Development Patterns in the ARMM

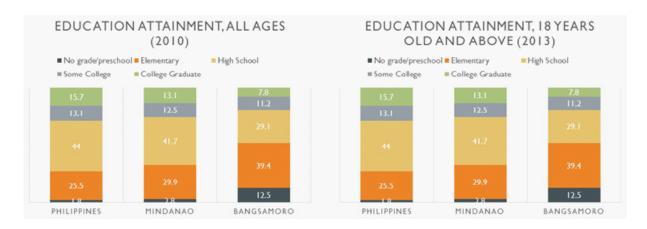
1. Access to Education



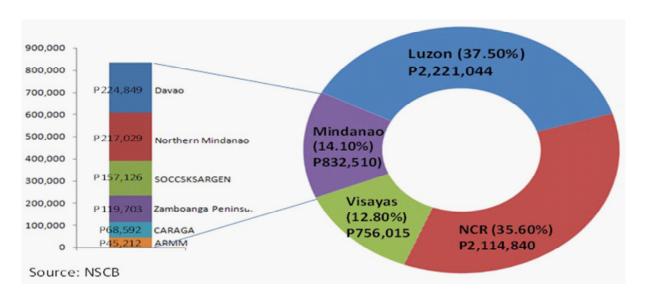
2. Distribution of Elementary Schools by Type (SY 2013-2014)

	Total No. of Schools	Incomplete Schools	Multi-Grade Schools	Multi-Shift* Schools
ARMM	2,210	32.9%	22.4%	2.1%
Mindanao (excluding ARMM)	9,169	6.2%	36.3%	1.5%
Philippines	38,689	8.4%	31.7%	3.3%
			ers to both regular and SF	,

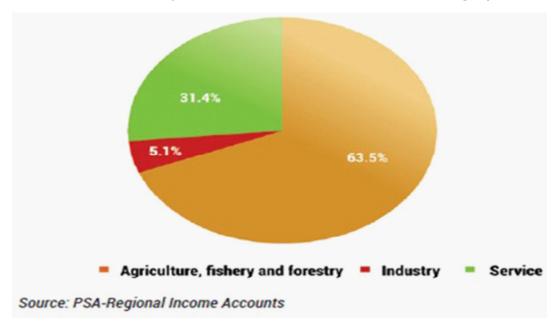
3. Education Attainment, All Ages (2010) & 18 Years Old and Above (2013)



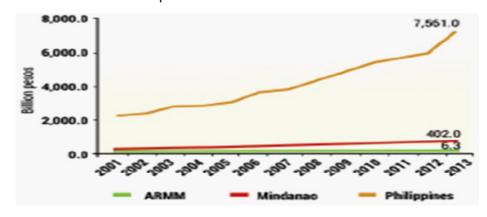
5. GRDP 2011 at 2000 Constrant Prices, in Million Pesos



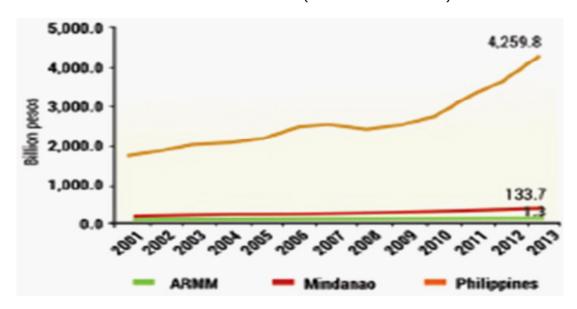
6. Sectoral Composition of ARMM GDRP: Four-Year Average (2009-2012)



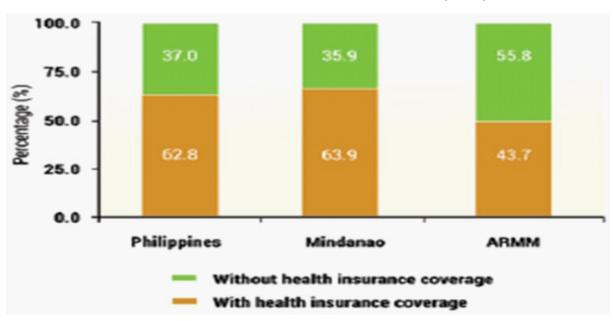
7. Total Bank Deposits in ARMM



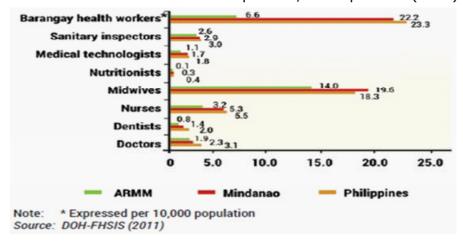
8. Total Bank Loans in ARMM (as of end Dec 2013)



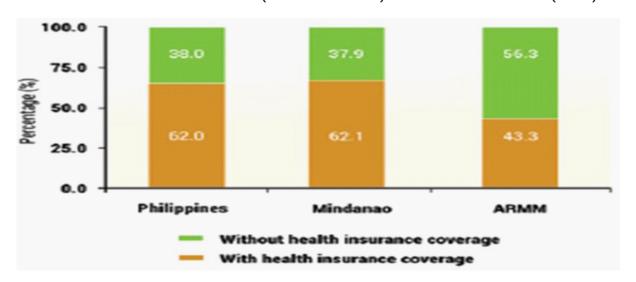
9. Percent of Households with Health Insurance (2013)



10. Government Health Workers per 100,000 Population (2011)



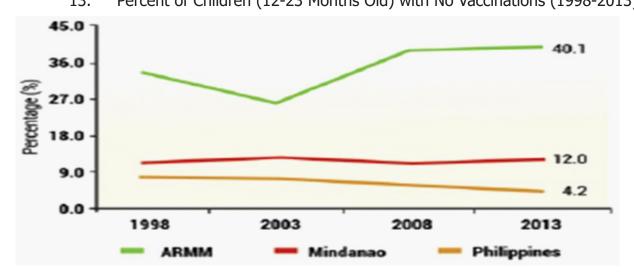
11. Percent of Women (15-49 Years Old) with Health Insurance (2013)



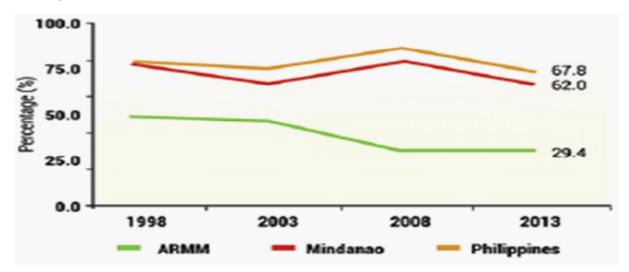
12. Prevalence of Undernutrition Among Children (0-5 y/o) in ARMM (2008-2013)

Year	Area	% Underweight	% Stunting	% Wasting
2008	Philippines	20.7	32.4	6.9
	ARMM	24.4	39.7	10.3
2011	Philippines	20.2	33.6	7.3
	ARMM	26.2	43.5	10.0
2013	Philippines	19.9	30.3	7.9
	ARMM	21.9	39.0	8.5

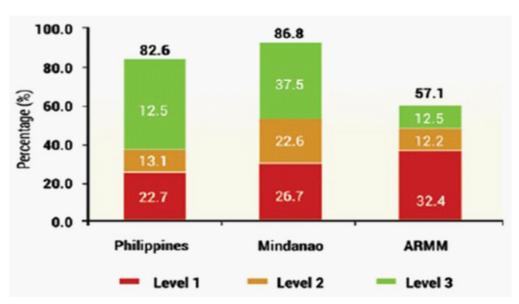
13. Percent of Children (12-23 Months Old) with No Vaccinations (1998-2013)



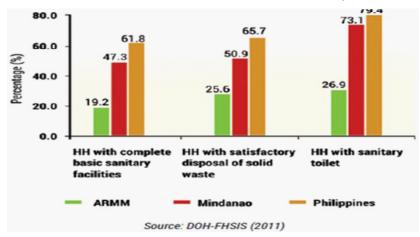
15. Percent of Children (12-23 Months Old) Who Received All Basic Vaccinations (1998-2013)



16. Percent of Households with Access to Improved Safe Water Supply (2011)



17. Percent of Households with Access to Sanitary Toilet Facilities (2011)



B. List of winning officials

2004 LOCAL ELECTION

LANAO DEL SUR

BACOLOD-KALAWI BACOLOD GRANDE

B, (0020B 10 (2) (1	WI BACOLOD GRANDE		
Mayor	DIPATUAN, USTAD NOAIM ALAWI.	LAKAS-CMD	2149
Vice Mayor	MABANDUS, ABDULSAMAD AROBI.	LAKAS-CMD	2034
BALINDONG WATU			
MAYOR	BAGUL, BENJAMIN MANAGANTAL.	LAKAS-CMD	4873
VICE-MAYOR	MABA, ABUSAIFHADJIA ABDUL TARALBI BATO.	UMMAH PARTY	3246
BAYUNG			
MAYOR	MAMAINTE, MOHAMMAD AQUIL ALONTO.	LAKAS-CMD	3369
VICE-MAYOR	DATU IMAM, BASARODIN B.S	INDEPENDENT	2104
BINIDAYAN			
MAYOR	DATUMOLOK, AMAN MISBAC AMPUAN.	LAKAS-CMD/OM- PIA PARTY	1872
VICE-MAYOR	MALACO, HADJI AMER IBRA.	OMPIA PARTY/ LAKAS	1158
BUADIPOSO-BUNT	ONG		
MAYOR	KURANGKING, MASHID LANGI-CATE.	LAKAS-CMD	804
VICE-MAYOR	MALAMBUT, IBRAHIM BONGAROS.	LAKAS-CMD	536
BUMBARAN			
MAYOR	SUMAGAYAN, AMENODIN USODAN.	LAKAS-CMD	2103
VICE-MAYOR	CAMZA, HAKIM ALIMONA COLONGAN.	PDP LABAN	3685
CALANOGAS			
MAYOR	MACABAGO, SABDULLAH TEMPO.	LAKAS-CMD	4654
VICE-MAYOR	ANGIN, AMERODIN MUTI.	LDP	3088
DITSAAN-RAMAIN			
MAYOR	ABINAL, MOHAMADALI ABBOH.	INDEPENDENT	3842
VICE-MAYOR	TANGGOTE, JAINODEN DIMALOTANG.	LAKAS-CMD	1896
GANASSI			
MAYOR	MUNDER, USOPH BAUNTO.	LAKAS-CMD	3118
VICE-MAYOR	MANUA, ELIAS MACARAYA.	LAKAS-CMD	2989
KAPAI			
MAYOR	MANABILANG, HEDJARAH LYDIA ECLAR.	LAKAS-CMD	3314
VICE-MAYOR	SULTAN, FATIMA AMPUAN.	LAKAS-CMD	2264
KAPATAGAN			
MAYOR	GUROALIM, ALIMATAR P.A.P	LDP	1396
VICE-MAYOR	AZIS, PAISAL SAMPAO.	NPC	1106
LUMBACA-UNAYAN	l .		
MAYOR	ALI, OMAR MACABALANG.	LAKAS-CMD	18114
VICE-MAYOR	SALIC , YUSOPH KOUZBARY.	KNP-PMP	13312

LLINADATANI		1	
LUMBATAN	DENITO MACAPARO OR MARQUOM	L ALKA C CNAD	4007
MAYOR	BENITO, MACAPADO SR. MAROHOM.	LAKAS-CMD	1667
VICE-MAYOR	MACAPODI, TAHA PANDAPATAN.	INDEPENDENT	877
LUMBAYANAGUE			
MAYOR	BENITO, MACAPADO SR. MAROHOM.	LAKAS-CMD	1667
VICE-MAYOR	MACAPODI, TAHA PANDAPATAN.	INDEPENDENT	877
MADALUM			
MAYOR	ADIONG, LACSASA MAPONDO.	LAKAS-CMD	3513
VICE-MAYOR	BATUA-AN, UMBAY PANGCOGA.	LDP	2665
MADAMBA			
MAYOR	MACAPODI, BAGUIO AMEROL.	LAKAS-CMD	3215
VICE-MAYOR	DIAMAEL, MUSTAPHA POLAO.	LAKAS-CMD	3088
MAGUING			
MAYOR	BALINDONG, ALINADER MARIAM.	LAKAS-CMD	3436
VICE-MAYOR	ABDUL, CARNAVAL ABDULLAH.	LAKAS-CMD	3093
MARANTAO			
MAYOR	MAGLANGIT, RAIDA BANSIL.	LAKAS-CMD	3043
VICE-MAYOR	MACABALANG, ARA MINDALANO.	LAKAS-CMD	2033
MARAWI CITY			
MAYOR	DAGALANGIT, MINDA PANDAPATAN.	LAKAS-CMD	2608
VICE-MAYOR	BATO-LAMPING, MINDA RASUMAN.	INDEPENDENT	1908
MAROGONG			
MAYOR	ANDAMUN, ALIBASHER SIDIC.	LAKAS-CMD	2242
VICE-MAYOR	DAKSLA, MALIK MAROHOM.	LAKAS-CMD	1229
MASIU			
MAYOR	MACABATO, MUSLIMEN A	PMP	2090
VICE-MAYOR	UMPARA, ABBAS ALIB.	INDEPENDENT	1217
MULONDO			
MAYOR	ASUM, SALAMONA LANGLANG.	LAKAS-CMD	2751
VICE-MAYOR	BANGCOLA, BURING BANGCOLA.	LAKAS-CMD	2038
PAGAYAWAN TATA	RIKAN		
MAYOR	SARANGANI, SORAIDA MINDALANO.	LAKAS-CMD	1493
VICE-MAYOR	SARIP, RASCAL MACABADA ANGNI.	INDEPENDENT	1258
PIAGAPO			
MAYOR	MINDALANO, DAGOROAN AMOL.	LAKAS-CMD	2570
VICE-MAYOR	AMERBITOR, ABDULHAMID UMPA.	LAKAS-CMD	2431
PICONG SULTAN G	GUMANDER		
MAYOR	CAPAL, COSAI LAUNDI.	LAKAS-CMD	1703
VICE-MAYOR	SACAR, DIMALIPOS PALA.	INDEPENDENT	796
POONA BAYABAO	<u> </u>		
MAYOR	ABINAL, HAKIM P	PDP LABAN	2829
VICE-MAYOR	BORA, NASIF LOMA.	INDEPENDENT	2362
	_ , = =		

LAKAS-CMD

LAKAS-CMD

LAKAS-CMD

LAKAS-CMD

LAKAS-CMD

PDP LABAN

INDEPENDENT

INDEPENDENT

LDP

LAKAS-CMD

NPC

INDEPENDENT

1589 1425

13854

8875

2619

1449

1675

1620

2115

2106

820

1073

BACOLOD-KALA	WI BACOLOD GRANDE		
MAYOR	DIPATUAN, DIARANGAN RINGKA.		2196
VICE-MAYOR	MAMANDI, AMORAN DISALONGAN.		194
BALABAGAN			
MAYOR	SAMPIANO, AMER RAGODOTAN.	KABALIKAT NG MALAYANG PILIPINO	5274
VICE-MAYOR	SAMPIANO, QUIRINO RAGODOTAN.	KABALIKAT NG MALAYANG PILIPINO	4825
BINIDAYAN			
MAYOR	DATUMOLOK, AMAN MISBAC AMPUAN.	LAKAS-CMD	2104
VICE-MAYOR	DIMALNA, MOHAMMAD MANGONDAYA- DICATANONGAN.	LAKAS-CMD	1932
BUADIPOSO-BUNT	ONG		
MAYOR	MARIANO, MOTI ABEDIN.		122
VICE-MAYOR	MACARAMPAT, MONDATO MUSTAPHA.		3436
BUBONG			
MAYOR	MUNDER, USOPH BAUNTO.	LAKAS-CMD	5852
VICE-MAYOR	MACABALANG, OLOMODING MUNDER.	INDEPENDENT	3242
BUMBARAN			
MAYOR	MANABILANG, MASTURA COSAIN.	LAKAS-CMD	2424
VICE-MAYOR	MANABILANG, JAMAL ECLAR.	KABALIKAT NG MALAYANG PILIPINO	2567

BUTIG			
MAYOR	PANSAR, DIMNATANG B. LABAY .	LAKAS-CMD	3873
VICE-MAYOR	ANDER, ASGAR GUNDA.	PARTIDO DEMOKRATIKO SOSYALISTA NG PILIPINAS	2778
CALANOGAS			
MAYOR	BENITO, MACAPADO MAROHOM.	LAKAS-CMD	4003
VICE-MAYOR	MACAPODI, TAHA PANDAPATAN.	LAKAS-CMD	2955
DITSAAN-RAMAIN			
MAYOR	MARMAR, ACTAR MALANG, INIDAL.		6626
VICE-MAYOR	BATUA-AN, UMBAY PANGCOGA.		4591
GANASSI			
MAYOR	MACAPODI, BAGUIO AMEROL.		4794
VICE-MAYOR	MACAPODI, AL RASHID BOLOTO.		4767
KAPAI			
MAYOR	MANGURUN, AMINOLLAH HADJI ALI.	LAKAS-CMD	1601
VICE-MAYOR	IBRAHIM-LANTONG, SAMSODIN DIMAPORO.	LAKAS-CMD	1597
KAPATAGAN			
MAYOR	MAGLANGIT, RAIDA BANSIL.	LAKAS-CMD	5921
VICE-MAYOR	BANSIL, PAISAL MUSAMA.	LAKAS-CMD	4510
LUMBACA-UNAYAN			
MAYOR			
VICE-MAYOR	TADUA ALOYODAN, AZIS APOLLO SANGCARAYA.		1194
LUMBAYANAGUE			
MAYOR	ASUM, JAMAL LANGLANG.	LAKAS-CMD	1961
VICE-MAYOR	GUNTING, SIMPAN ASUM.	INDEPENDENT	1888
MADALUM			
MAYOR	SARANGANI, USMAN JR. MINDALANO.	LAKAS-CMD	3288
VICE-MAYOR	TANTAO, SAMAD ALAWI.	LAKAS-CMD	2857
MAGUING			
MAYOR	ABINAL, HAKIM PANGANDAMUN.	LAKAS-CMD	6920
VICE-MAYOR	TOCALO, ALI MUDAG.	LAKAS-CMD	6388
MARANTAO			
MAYOR	ABINAL, MOHAMMADALI ABBOH.	LAKAS-CMD	8331
VICE-MAYOR	BARAOCOR, BAGUMBARAN BAGAMBANG.	INDEPENDENT	6234
MAROGONG			
MAYOR	MARUHOM, AMRON TAMPUGAO ABDULMADID.	LAKAS-CMD	3039
MASIU			
MAYOR	PANGANDAMAN, NASSER JR. PACASUM.		6114
VICE-MAYOR	UNDA, UMBRA PANGANDAMAN.		5672

MULONDO			
MAYOR	ABDUL, HASIM DIMAL.		3003
VICE-MAYOR	PANANDIGAN, ABDULHAKIM ORAKO.		4121
PAGAYAWAN TATA	 RIKAN		
MAYOR	DIAMAEL, MOHAMMADKHALID POLAO.		2357
VICE-MAYOR	SANDAB, ALIMASER DIRANGGOIN.		1415
PIAGAPO			
MAYOR	MACATANONG, AMROUSSI AMPUAN.	LAKAS-CMD	4654
VICE-MAYOR	BATO, ASNAWI LIMGAS.	LAKAS-CMD	4554
PIKONG SULTAN (GUMANDER		
MAYOR	BALINDONG, AMIN DIMAPORO.		5629
VICE-MAYOR	BALINDONG, ALINADER MATERNAL.		5627
POONA BAYABAO	GATA		
MAYOR	PANDI, LAMPA INDAR.		3452
VICE-MAYOR	PACALA, PANOROGANAN NADJAH BAGUAN.		2807
PUALAS			
MAYOR	TANOG, CABIB ALONTO.	KABALIKAT NG MALAYANG PILIPINO	1755
VICE-MAYOR	GANDAMASIR, YANES SARIPADA.		2356
SAGUIRAN			
MAYOR	MACABAGO, RASMIA BANDRANG.		4861
VICE-MAYOR	ANGIN, AMERODIN MUTI.		4048
SULTAN DUMALO	NDONG		
MAYOR	KURANGKING, LUMNA ABDUL BICAL MANALOCON.	KABALIKAT NG MALAYANG PILIPINO	1143
VICE-MAYOR	AL-MACARAYA, ISNAIRA PANANDIGAN-KURANGKING.	KABALIKAT NG MALAYANG PILIPINO	784
TAGOLOAN			
MAYOR	CAPAL, COSAIN LAUNDI.		2744
VICE-MAYOR	SACAR, DIMALIPOS CAPAL.		1181
TAMPARAN			
MAYOR	DISOMIMBA, JANAREE PUNDATO.		5240
VICE-MAYOR	RASUMAN, JEREMIAH AMER.		5465
TARAKA			
MAYOR	SUMAGAYAN, AMENODIN USODAN COLANGCAG.		3566
VICE-MAYOR	MACARIMBOR, OMAR GURO.		4682
TUBARAN			
MAYOR	PAPANDAYAN, MAUYAG JR. BALT.	LAKAS-CMD	2753
VICE-MAYOR	AYONGA, MACAUYAG ABDALLAH.	PARTIDO DEMOKRATIKO PILIPINO LAKAS NG BAYAN	1971

		1	Г
TUGAYA			
MAYOR	GUROALIM, ALIMATAR USMAN.	OMPIA PARTY	2573
VICE-MAYOR	SOCOR, MOHAMAD-ALI LATIP.	INDEPENDENT	2767
WAO			
MAYOR	BALICAO, ELVINO JR. BALDEVISO.	LAKAS-CMD	8535
VICE-MAYOR	CATALAN, MARY RUTH CARUMBA.		8641
2010 ELECTION			
LANAO DEL SUR			
BACOLOD-KALA	WI BACOLOD GRANDE		
MAYOR	DIPATUAN, DIARANGAN RINGKA.	LKS-KAM	3701
VICE-MAYOR	AMPUAN, ABDULLAH CARNAIN-ALULONG.	LP	1489
BALINDONG WATU	I		
MAYOR	BAGUL-MANGONDATO, RAYSALAM MAPUPUNO.	LKS-KAM	5953
VICE-MAYOR	MABA, ABDULRAHMAN BATO TARALBI.	LKS-KAM	4766
BINIDAYAN			
MAYOR	DATUMULOK, ABDULLAH DIMAPORO.	LKS-KAM	2343
BUBONG			
MAYOR	MUNDER, ALFAIS TOCALO.	IND.	4793
VICE-MAYOR	MACABALANG, OLOMODIN MUNDER.	IND.	3849
BUMBARAN			
MAYOR	MANABILANG, MASTURA COSAIN.	IND.	4647
VICE-MAYOR	MANABILANG, JAMAL ECLAR.	IND.	4633
BUTIG			
MAYOR	MACADATO, IBRAHIM MITOON.	NP	3722
VICE-MAYOR	ANDER, ASGAR GUNDA.	LKS-KAM	2759
2013 ELECTION			
LANAO DEL SUR			
BACOLOD-KALA	WI BACOLOD GRANDE		
MAYOR	DIPATUAN, ABDULMOHAIMEN LUCMAN	LP	4320
VICE-MAYOR	DIPATUAN, DIARANGAN RINGKA	LP	4421
BALABAGAN			
MAYOR	BENITO, EDNA OGKA	IND	2650
VICE-MAYOR	SAMPIANO, QUIRINO RAGODOTAN	LP	4374
BINIDAYAN			
MAYOR	DATUMULOK, ABDULLAH DIMAPORO	LP	2182
VICE-MAYOR	DATUMULOK, AKIDA ABDULCARIM	IND	1677
BALINDONG WATU	i		
MAYOR	BAGUL-MANGONDATO, RAYSALAM MAPUPUNO	LP	7159
VICE-MAYOR	MANALOCON, EDRES MALIK	PDP	6223

BUADIPOSO-BUNT	ONG		
MAYOR	DADAYAN, NORON GUINAR	LP	7173
VICE-MAYOR	H. NASSEF, NOBAIRAH MACARAMPAT	LP	5188
BUBONG			
MAYOR	MUNDER, ALFAIS TUCALO	LP	5445
VICE-MAYOR	SALBO, NAMRAIDA MONTAY	LP	3334
BUMBARAN			
MAYOR	MANABILANG, JAMAL ECLAR	PDP	4039
VICE-MAYOR	MANABILANG, MASTURA COSAIN	LP	4037
BUTIG			
MAYOR	MACADATO, IBRAHIM MITOON	IND	1754
VICE-MAYOR	KIRAM, MONABANTOG DIAMAODEN	IND	1988
CALANOGAS			
MAYOR	BENITO, MACAPADO SR. MAROHOM	LP	4892
VICE-MAYOR	BENITO-PADATE, RAQUEMAH AGUAM	LP	4888
DITSAAN-RAMAIN			
MAYOR	ADIONG, ALI UNTAO	IND	5909
VICE-MAYOR	MACARAMPAT, ANNA-MAHLYNE ABEDIN	LP	6986
GANASSI			
MAYOR	MACAPODI, AL-RASHID BOLOTO, MACABANGON AMEROL	LP	4175
VICE-MAYOR	MACAPODI, BAGUIO AMEROL	LP	4107
KAPAI			
MAYOR	GAURAKI, HAMZA EPIE	PDP	1420
VICE-MAYOR	EPPIE, SHAINOLLAH PASAGI	IND	1514
KAPATAGAN			
MAYOR	MAGLANGIT, NHAZRUDDIN BAMBANG	LP	6703
VICE-MAYOR	BANSIL, PAISAL MUSAMA	LP	6439
LUMBA-BAYABAO I	MAGUING		
MAYOR	DAGALANGIT, GAMBAI RASUMAN	PDP	5640
VICE-MAYOR	DAGALANGIT, LONDON PANDAPATAN	IND	4262
LUMBACA-UNAYAN			
MAYOR	GURO, SARIPODEN ARIMAN	PDP	890
VICE-MAYOR	ALOYODAN, JAMALIA DIMATUNDAY	IND	752
LUMBATAN			
MAYOR	RAZUMAN, MAMINTAL GRANDE	LP	3422
VICE-MAYOR	MUA, MOHIDDIN CAMID-LAO	IND	2026
LUMBAYANAGUE			
MAYOR	ASUM, JAMAL LANGLANG	LP	2585
VICE-MAYOR	GUNTING, SIMPAN ASUM	IND	1503

MADALUM			
MAYOR	SARANGANI, USMAN JR. MINDALANO	LP	5288
VICE-MAYOR	SARIP, MOHAMMAD SARANGANI	LP	4871

2004 LANAO DEL SUR			
PROVINCIAL GOVERNOR	ADIONG, MAMINTAL SR. MAGANG- CONG.	LAKAS-CMD	94,557
PROVINCIAL VICE-GOVERNOR	MANALO, BASHIER DIMALA-ANG.	OMPIA	45,899
2007 LANAO DEL SUR			
PROVINCIAL GOVERNOR	ADIONG, MAMINTAL JR. ALONTO.	LAKAS-CMD	111295
PROVINCIAL VICE-GOVERNOR	MAROHOMBSAR, ARSAD ANIEGO- ALAWI AMPASO.	LAKAS-CMD	85507
2010 LANAO DEL SUR			
PROVINCIAL GOVERNOR	ADIONG, MAMINTAL JR. ALONTO.	LAKAS-CMD	111295
PROVINCIAL VICE-GOVERNOR	MAROHOMBSAR, ARSAD ANIEGO- ALAWI AMPASO.	LAKAS-CMD	85507
2013 LANAO DEL SUR			
ROVINCIAL GOVERNOR	ADIONG, MAMINTAL JR. ALONTO	LP	186879
PROVINCIAL VICE-GOVERNOR	MAROHOMBSAR, ARSAD ALAWI	LP	144318
2004 BASILAN			
PROVINCIAL GOVERNOR	WAHAB, AKBAR MUHTAMAD.	LAKAS-CMD	83,432
PROVINCIAL VICE-GOVERNOR	SAKKALAHUL, AL-RASHEED AHMAD MATUNANG.	AKSYON DEMOKRATIKO	57,215
2007 BASILAN			
PROVINCIAL GOVERNOR	AKBAR, JUM JAINUDDIN.	LIBERAL PARTY	71171
PROVINCIAL VICE-GOVERNOR	SAKKALAHUL, AL-RASHEED AHMAD MATUNANG.	LIBERAL PARTY	78375
2010 BASILAN			
PROVINCIAL GOVERNOR	AKBAR, JUM JAINUDDIN.	LKS-KAM	69350
PROVINCIAL VICE-GOVERNOR	SAKKALAHUL, AL RASHEED A MATU- NANG.	LKS-KAM	72236
2013 BASILAN			
PROVINCIAL GOVERNOR	AKBAR, JUM JAINUDDIN	LP	102181
PROVINCIAL VICE-GOVERNOR	SAKKALAHUL, KEEMHAR JAY REY- NON	LP	50737

2004 SULU PROVINCIAL GOVERNOR LOONG, BENJAMIN TUPAY. LAKAS-CMD 46,921 PROVINCIAL VICE-GOVERNOR SAHIDALLA, NUR-ANA INDANAN. LAKAS-CMD 52,259 **2007 SULU PROVINCIAL GOVERNOR** TAN, ABDUSAKUR MAHAIL. **KAMPI** 98805 PROVINCIAL VICE-GOVERNOR SAHIDULLA, NUR-ANA INDANAN. **KAMPI** 90308 **2010 SULU PROVINCIAL GOVERNOR** TAN, ABDUSAKUR MAHAIL. LKS-KAM 110715 PROVINCIAL VICE-GOVERNOR LOONG, BENJAMIN TUPAY. **NPC** 113678 **2013 SULU PROVINCIAL GOVERNOR** TAN, ABDUSAKUR II ABUBAKAR LP 164013 **PROVINCIAL VICE-GOVERNOR** LP TAN, ABDUSAKUR MAHAIL 159280 2004 TAWI-TAWI **PROVINCIAL GOVERNOR** SAHALI, SADIKUL ADALLA. **PMP** 40,492 **PROVINCIAL VICE-GOVERNOR** USMAN, JILKASI JOE. **PMP** 34,010 2007 TAWI-TAWI PROVINCIAL GOVERNOR SAHALI, SADIKUL ADAILA. **INDEPENDENT** 56237 **PROVINCIAL VICE-GOVERNOR** TAN SAHALI, RUBY MAQUISO. LAKAS-CMD 55557 2010 TAWI-TAWI **PROVINCIAL GOVERNOR** SAHALI, SADIKUL ADALLA. LKS-KAM 59417 PROVINCIAL VICE-GOVERNOR SAHALI, RUBY MAQUISO. LKS-KAM 61005 2013 TAWI-TAWI **PROVINCIAL GOVERNOR** SAHALI, NURBERT MAQUISO LP 47922 PROVINCIAL VICE-GOVERNOR AHAJA, MICHAIL KONG LP 42249 **2004 MAGUINDANAO** PROVINCIAL GOVERNOR AMPATUAN, ANDAL SR. SALIBO. LAKAS-CMD 218,018 PROVINCIAL VICE-GOVERNOR SINSUAT, BIMBO SR. QUESADA. LAKAS-CMD 200,039 2007 MAGUINDANAO PROVINCIAL GOVERNOR AMPATUAN, ANDAL SALIBO. LAKAS-CMD 182273

PROVINCIAL VICE-GOVERNOR	AMPATUAN, SAJID ISLAM UY.	KAMPI	182045
2010 MAGUINDANAO			
PROVINCIAL GOVERNOR	MANGUDADATU, ESMAEL GAGUIL.	LKS-KAM	153706
PROVINCIAL VICE-GOVERNOR	MASTURA, ISMAEL VELOSO.	LKS-KAM	173471
2013 MAGUINDANAO			
PROVINCIAL GOVERNOR	MANGUDADATU, ESMAEL GAGUIL	LP	195473
PROVINCIAL VICE-GOVERNOR	SINSUAT, LESTER SEISMONDO	LP	174406

i					
REGIONAL GOVERNOR					
LAKAS CMD	549,480				
LAKAS CMD	514,032				
LAKAS CMD	1,017,179				
LAKAS CMD	1,011,791				
LAKAS CMD	446,227				
LAKAS CMD	472,417				
	LAKAS CMD LAKAS CMD LAKAS CMD				

C. Internal Revenue Allotment for ARMM LGUs

1. Internal Revenue Allotment of Basilan, 2011-2015

	LGU	2011	2012	2013	2014	2015
Province:	Basilan	560,123,770	533,645,046	526,947,645	594,796,374	678,336,092
Municipalities:	Lantawan	66,970,320	64,954,564	63,423,167	71,631,591	81,602,241
	Maluso	67,135,099	65,192,187	58,388,797	66,066,630	75,304,151
	Sumisip	96,512,856	93,608,849	95,182,770	107,822,005	123,145,738
	Tabuan Lasa	42,389,225	41,062,288	38,566,856	43,797,976	50,113,494
	Tipo-Tipo	47,188,494	45,762,015	41,576,269	46,987,829	53,535,073
	Tuburan	76,766,749	74,393,583	75,360,628	85,287,092	97,378,248
	Ungkaya Pukan	48,749,664	47,242,171	40,427,767	45,900,873	52,519,622
City:	Lamitan	110,100,144	294,054,599	298,250,678	335,648,682	383,425,577
	TOTAL	1,115,936,321	1,259,915,302	1,238,124,577	1,397,939,052	1,595,360,236

2. Internal Revenue Allotment of Tawi-tawi, 2011-2015

	LGU	2011	2012	2013	2014	2015
Province:	Tawi-Tawi	583,031,446	554,695,242	563,130,487	637,808,422	729,756,693
Municipalities:	Bongao	110,065,227	106,923,189	102,962,479	117,053,672	133,916,467
	Languyan	105,194,990	101,995,546	104,697,989	118,822,098	135,939,894
	Mapun (Cagayan de Tawi-Tawi)	55,571,068	53,846,380	54,253,143	61,582,656	70,447,921
	Panglima Sugala (Balimbing)	91,611,266	88,840,068	87,238,434	99,023,526	113,286,436
	Sapa-Sapa	66,067,841	64,044,622	63,003,463	71,519,318	81,817,415
	Sibutu	50,492,933	48,953,796	47,603,487	54,087,404	61,886,622
	Simunul	61,675,898	59,797,884	62,464,072	70,939,327	81,153,792
	Sitangkai	108,062,027	104,718,810	106,645,171	120,963,291	138,391,040
	South Ubian	65,369,971	63,348,788	65,127,766	73,920,000	84,564,266
	Tandubas	87,271,418	84,553,460	88,711,591	100,633,119	115,127,993
	Turtle Islands	26,157,673	25,254,645	25,780,913	29,221,251	33,420,110
	TOTAL	1,410,571,758	1,356,972,430	1,371,618,995	1,555,574,084	1,779,708,649

3. Internal Revenue Allotment of Maguindanao, 2011-2015

	LGU	2011	2012	2013	2014	2015
Province:	Maguindanao	1,169,042,700	1,112,220,349	1,047,635,516	1,186,575,804	1,357,648,017
Municipalities:	Ampatuan	64,690,882	62,695,069	54,731,413	62,089,020	71,026,101
	Barira	58,410,225	56,584,468	55,275,700	62,716,814	71,745,620
	Buldon	81,028,304	78,528,061	83,804,628	95,107,135	108,805,314
	Buluan	70,361,740	68,178,602	80,522,133	91,412,494	104,577,919
	Datu Abdullah Sangki	61,440,095	59,542,108	50,988,207	57,859,740	66,202,916
	Datu Odin Sinsuat (Dinaig)	140,582,344	136,511,041	125,119,542	142,135,515	162,615,025
	Datu Paglas	51,884,751	50,278,297	46,600,342	52,893,154	60,505,423
	Datu Piang	82,285,412	79,808,547	68,419,668	77,651,801	88,832,981
	Datu Saudi Ampatuan	59,094,449	57,328,872	40,479,187	45,973,274	52,602,462
	Datu Unsay	57,914,682	56,164,272	36,343,363	41,246,254	47,193,822
	Gen. S. K. Pendatun	61,421,475	59,537,600	54,682,445	62,081,632	71,033,591
	Guindulungan	45,155,909	43,730,270	41,237,428	46,809,230	53,558,961
	Kabuntalan	43,425,504	42,051,601	41,318,555	46,890,343	53,635,827
	Mamasapano	46,858,171	45,405,127	43,694,493	49,626,272	56,782,210
	Matanog	58,418,431	56,634,792	50,510,621	57,338,518	65,591,792
	Pagagawan	46,525,214	45,100,818	47,991,513	54,541,651	62,406,370
	Pagalungan	112,629,844	109,094,812	121,645,567	137,961,126	157,838,704
	Paglat	41,937,793	40,612,938	33,678,017	38,220,205	43,731,428
	Parang	160,317,301	155,610,575	145,083,360	164,731,866	188,468,325
	Rajah Buayan	42,819,708	41,474,269	38,841,042	44,102,032	50,461,394
	Shariff Aguak (Maganoy)	99,225,125	96,308,000	73,272,724	83,180,726	95,159,159
	South Upi	57,741,675	55,958,907	65,264,720	74,118,442	84,790,124
	Sultan Kudarat	156,168,930	151,687,052	131,589,784	149,498,078	171,038,020
	Sultan Mastura	48,945,623	47,408,877	48,626,932	55,209,978	63,171,068
	Sultan sa Barongis	55,104,497	53,375,306	55,994,197	63,544,983	72,692,009
	Talayan	41,983,801	40,672,291	35,961,822	40,818,517	46,688,464
	Talitay	38,304,471	37,088,156	33,031,114	37,498,854	42,906,060
	Upi	109,607,999	106,221,282	120,807,734	137,084,933	156,836,036
	TOTAL	3,163,327,055	3,045,812,359	2,873,151,767	3,258,918,391	3,728,545,14

4. Internal Revenue Allotment of Sulu, 2011-2015

	LGU	2011	2012	2013	2014	2015
Province:	Sulu	706,632,039	672,287,900	662,552,452	750,416,323	858,599,967
Municipalities:	Hadji Panglima Tahil (Marunggas)	25,141,602	24,270,912	26,568,872	30,124,988	34,454,164
	Indanan	96,666,758	93,903,207	85,331,817	97,011,137	110,985,067
	Jolo	137,478,908	133,684,572	126,153,602	143,531,179	164,210,135
	Kalingalan Caluang	45,990,707	44,572,240	46,120,681	52,385,134	59,924,147
	Lugus	37,979,594	36,775,350	38,859,016	44,121,828	50,469,301
	Luuk	51,039,193	49,476,828	51,141,429	58,088,745	66,450,200
	Maimbung	52,238,579	50,660,350	46,900,499	53,276,958	60,944,455
	Omar	43,902,800	42,523,504	40,502,018	45,987,117	52,618,301
	Panamao (Old)	62,566,085	60,716,467	55,762,841	63,366,864	72,489,405
	Pandami	49,405,823	47,846,910	51,843,437	58,843,968	67,314,324
	Panglima Estino (New Panamao)	49,597,451	48,089,527	46,002,568	52,256,059	59,776,460
	Pangutaran	61,368,158	59,457,777	64,606,592	73,333,521	83,893,219
	Parang	83,714,857	81,265,415	82,863,186	94,172,665	107,737,297
	Pata	37,966,671	36,755,275	35,819,213	40,652,030	46,499,170
	Patikul	78,458,950	76,136,894	70,269,656	79,821,384	91,316,610
	Siasi	78,204,622	75,923,584	83,916,849	95,398,473	109,138,663
	Talipao	111,610,363	108,374,428	109,244,286	124,147,865	142,034,818
	Tapul	37,826,637	36,606,735	39,436,398	44,757,173	51,196,261
	Tongkil	54,336,469	52,615,584	53,873,953	61,118,857	69,917,243
	TOTAL	1,902,126,266	1,831,943,459	1,817,769,365	2,062,812,268	2,359,969,20

5. Internal Revenue Allotment of Lanao del Sur, 2011-2015

	LGU	2011	2012	2013	2014	2015
Province:	Lanao del Sur	1,333,645,979	1,268,820,759	1,282,784,568	1,452,919,068	1,662,399,602
Municipalities:	Bacolod Kalawi (Bacolod Grande)	71,899,531	69,610,028	75,285,207	85,376,262	97,672,483
	Balabagan	62,460,860	60,534,417	59,232,519	67,228,216	76,907,551
	Balindong (Watu)	64,475,066	62,469,286	65,068,873	73,843,952	84,477,253
	Bayang	45,022,395	43,606,512	45,601,123	51,766,560	59,215,177
	Binidayan	49,191,803	47,630,179	50,714,826	57,549,497	65,833,194
	Buadiposo Buntong	49,254,303	47,679,730	49,386,151	56,023,829	64,087,529
	Bubong	98,053,738	94,944,081	101,934,477	115,567,761	132,217,492
	Bumbaran	69,797,252	67,539,333	70,811,214	80,255,519	91,813,346
	Butig	60,852,589	58,923,040	60,078,674	68,140,938	77,951,884
	Calanogas	42,245,744	40,906,628	36,168,516	41,031,923	46,933,842
	Ditsaan-Ramain	66,990,796	64,881,228	67,012,884	76,014,784	86,961,112
	Ganassi	57,692,871	55,879,490	56,951,933	64,618,341	73,921,341
	Kapai	63,231,162	61,209,634	66,378,250	75,280,629	86,121,094
	Kapatagan	55,201,148	53,438,606	53,521,623	60,696,230	69,433,674
	Lumba-a-bayabao	114,880,762	111,401,500	100,381,675	113,878,607	130,284,768
	Lumbaca-Unayan	29,232,421	28,255,343	26,247,493	29,776,832	34,070,549
	Lumbatan	46,173,616	44,720,089	42,675,707	48,428,342	55,396,799
	Lumbayanague	58,105,639	56,260,928	55,497,642	62,939,259	72,000,141
	Madalum	76,718,031	74,299,618	77,389,901	87,769,075	100,409,958
	Madamba	50,265,837	48,660,376	50,119,154	56,853,483	65,036,817
	Maguing	88,770,721	85,985,312	88,294,316	100,127,736	114,551,069
	Malabang	66,459,579	64,442,805	68,852,183	78,197,924	89,459,054
	Marantao	86,281,334	83,589,923	89,256,230	101,255,593	115,841,559
	Marogong	51,252,506	49,623,088	52,488,732	59,553,742	68,126,445
	Masiu	46,138,993	44,716,534	44,632,674	50,690,635	57,985,307
	Molundo	65,828,653	63,712,467	68,449,202	77,608,681	88,784,843
	Pagayawan	48,684,557	47,123,542	45,732,143	51,861,571	59,325,088
	Piagapo	65,977,077	63,945,350	58,896,780	66,830,870	76,452,909
	Picong (Sultan Gumander)	57,694,966	55,871,940	53,269,604	60,414,548	69,111,376
	Poon-a-bayabao	57,972,394	56,141,031	58,087,981	65,899,932	75,387,733
	Pualas	50,232,196	48,619,901	47,612,354	53,990,357	61,760,838
	Saguiaran	50,126,271	48,543,189	53,033,714	60,193,312	68,858,238
	Sultan Dumalondong	34,144,464	33,034,958	30,854,022	35,017,670	40,067,098
	Tagoloan	53,778,407	52,020,039	56,517,920	64,070,926	73,294,991
	Tamparan	53,046,629	51,392,948	51,671,610	58,648,758	67,090,964
	Taraka	63,464,222	61,480,416	61,267,673	69,510,586	79,519,030
	Tubaran	67,309,687	65,165,318	65,431,601	74,184,433	84,866,830
	Tugaya	48,591,885	47,061,271	50,297,928	57,092,024	65,309,755
	Wao	89,864,500	87,108,454	94,618,481	107,392,746	122,862,469
City:	Marawi City	354,921,804	310,953,257	333,717,069	375,077,101	428,753,690
		AL 4,065,932,388	3,882,202,548	3,966,224,627	4,493,578,252	5,140,554,892

D. Higher Education Institutions in the ARMM

	Private Higher Education Institutions /				
ARMM	State Universities and Colleges /				
	Public Higher Education Institutions				
	Private Higher Education Institutions				
Basilan Province	Mindanao Autonomous College Foundation, Inc.				
	2. Mariam School of Nursing				
	Private Higher Education Institutions				
	Adiong Memorial College Foundation, Inc.				
	2. Central Basak Islamic Regional College				
	3. Lanao del Sur Good Sheperd College				
	4. Lanao Educational Institute				
	5. Montashir Islamic College				
Lanao del Sur Province	State Universities and Colleges				
	Adiong Memorial State College				
	Public Higher Education Institutions				
	Balabagan Trade Schools				
	2. Lanao Agricultural College				
	3. Unda Memorial National Agricultural School				
	Private Higher Education Institutions				
	Abubakar Computer Learning Center Foundation, Inc.				
	2. Mahardika Institute of Technology, Inc.				
	3. Tawi-Tawi School of Midwifery				
Tawi-Tawi	, i				
	State Universities and Colleges				
	Mindanao State University – Tawi-Tawi				
	Tawi-Tawi Regional Agricultural College				

	Private Higher Education Institutions
	Central SuluCollegePoblacion
	2. Notre Dame of Jolo College
	3. Southwestern Mindanao Islamic Institute
	State Universities and Colleges
Sulu	1. Mindanao State University – Sulu
	2. Sulu State College
	Public Higher Education Institutions
	1. Mindanao State University – Sulu
	2. Lapak Agricultural College
	Private Higher Education Institutions
	Alexian College of Parang
	2. Datu Ibrahim Paglas Memorial College,Inc.
	3. Gani L. Abpi Colleges, Inc.
	4. Parang Foundation College, Inc.
	5. SAL Foundation College, Inc.
	6. ShariffKabungsuan College
Maguindanao	7. South Upi College, Inc.
	8. Southern College of Philippines of Science and Education
	9. SPA College, Inc.
	10. Sultan Kudarat Islamic Academy
	State Universities and Colleges
	1. Mindanao State University – Maguindanao
	Public Higher Education Institutions
	Upi Agric. School - Prov. Tech. Inst. of Agriculture

	Private	Higher Education Institutions
	1.	BubongMarzok Memorial Foundation College
	2.	Cali Paramedical College Foundation Inc.
	3.	Dansalan Polytechnic College
	4.	Datu Mala Muslim Mindanao Islamic College
	5.	JamiatuMarawi Al-Islamia Foundation
	6.	Jamiatu Muslim Mindanao
	7.	Jamiatul Philippine Al-Islamia
	8.	Mapandi Memorial College
	9.	Marawi Capitol College Foundation
	10.	Marawi Islamic College
Marawi City	11.	Masiricampo –Abantas Memorial College Foundation, Inc.
	12.	Mindanao Islamic Computer College
	13.	Pacasum College
	14.	Philippine Muslim Teachers College
	15.	Safrullah M. Dipatuan Foundation Academy
	16.	Senator Ninoy Aquino College Foundation
	17. (WISHE	Wisdom International School for Higher Education (S)
	State U	niversities and Colleges
	1.	Mindanao State University Lanao college of Arts and Trade
	2.	Mindanao State University MSU Main Campus

E. Focus Group Discussion Photos



F. List of Informants

- 1. Norkhalillah Mambuay, Cabinet Secretary
- 2. DILG Secretary Atty. Anwar Malang
- 3. DILG Director for Operations Nomaire Madid
- 4. DSWD Lininding Pangandaman (Division Chief)
- 5. DSWD Myrna Hapinat (Division Chief)
- 6. DSWD Hadja Sambay Suwaib (Director for Operations)
- 7. DSWD Omaya Adil Salik (Planning Officer)
- 8. DSWD Nina Jawhara Usman (Planning Office)
- 9. DILG JaniceZah Macapantar, (Legal Division)
- 10. DILG Naquisah Dimasangca (Legal Division)
- 11. DILG Jorhaysa Mangansakan (Legal Division).
- 12. Office of Attorney General, Atty Jehan Alangca
- 13. Office of Executive Secretary, Ms Esme Simpal
- 14. Office of Cabinet Secretary, Mr Ahmad Guro
- 15. Office of National Statistics Authority, Mr Macoy
- 16. Office of Regional Human Rights Commission, Atty Nash Badrudin
- 17. Office of the Commission for Women, Mr Gannie Amlain
- 18. Samira Gutoc-Tomawis, former assemblywoman of RLA and women-rights advocate
- 19. Atty Algamar Latiph, former ARMM commissioner of human rights
- 20. Jolly Lais, Director for ARMM Manila Liason Office
- 21. Macmillan Lucman, former secretary of ARMM-DAR
- 22. Ali Ali Mindalano, former SPDA Administrator and Assistant Secretary

POLICY NOTES

Decentralization, Democratization and Development in the ARMM

Decentralization and democratization presumably pave the way for the development of any country or region. It is in this context that the case of the Autonomous Region in Muslim Mindanao (ARMM) is presented. Decentralization here refers to the devolution of powers and functions to the provinces, cities, municipalities, and barangays as mandated by the Local Government Code of 1991 (LGC). In the case of the ARMM, decentralization is also seen through the regional autonomy granted to "Muslim Mindanao" through RA 6734 creating the ARMM, as amended by RA 9054. This regional autonomy makes the region unique and complicated compared to other regions.

While democracy has been restored in the country since the presidency of the late Corazon Aquino, it continues to be challenged within the region. A host of factors contribute to this challenge, including the following:

- 1. Presence of armed groups like the Moro Islamic Liberation (MILF), the Moro National Liberation Front (MNLF), the Bansamoro Islamic Freedom Fighters (BIFF), and the Abu Sayaf Group;
- 2. Proliferation of loose firearms in the hands of civilians;
- 3. Presence of local warlords;
- 4. State of conflict between armed groups and the state and between families (Rido);
- 5. Poverty and inequality;
- 6. General inclination towards authoritarianism prevailing in the region; and
- 7. Lack of local media.

It is noted that the issues related to decentralization, as raised and confronted by local government units (LGUs) in other regions, are hardly discussed within the ARMM. The above-cited factors contribute a lot to this reality. Many local officials are of course not well versed with the contents of the LGC. Apart from the mundane and "survival" issues they contend with on a daily basis, many local officials lack the necessary educational background and training to grapple with the substantive issues of decentralization.

The reforms initiated on the regional level by Regional Governor Mujib Hataman are well noted. But these are limited and have less effect on the issues of governance plaguing local units of the ARMM. This is partly due to the minimal powers of the regional government granted by the autonomy laws passed by Congress. Among others, it has no "disciplining" powers over the provincial, city, municipal, and barangay officials within the region. Being financially dependent on the national government, the regional government cannot use the "carrot" approach to effect changes in local governance.

A key reality in the ARMM is the lack of revenues when the IRA that each LGU gets from the national government is taken apart. This is notwithstanding the taxing powers of the LGUs granted

by law. This dependency on the IRA has implications on decentralization on democratization development. The distance of Manila from the region makes it difficult for the former to exercise its supervisory functions over the latter. The realities in the region exacerbate this difficulty. Even the Commission on Audit (COA) has difficulty penetrating the local areas. All these do not help to enhance democratization, decentralization, and development.

As it is now, the ARMM continues to be at the bottom in terms of development indicators compared to the other regions of the country. Its provinces are among the poorest in the country. Despite their taxing powers granted by the LG Code, LGUs in the ARMM are overwhelmingly dependent on the internal revenue allotment (IRA) from the national government.

Thus the author argue the following:

- 1. For decentralization to be more meaningful in the ARMM, democratic space must be substantially enhanced; and
- 2. Only when democratization and decentralization are properly synergized that the prospects of development are achieved.

Dynasty is more the rule than the exception in the ARMM, particularly in its constituent local units. It can be argued that dynasty may not necessarily be bad for development. Makati and Davao have been ruled by family dynasties, yet they are relatively developed. The argument that the dominance of families in local politics may not hinder development may be a function of a complementation between democratization and decentralization. When the same family is voted into office again through a clean and honest election, this same family cannot be faulted especially that no enabling law defines dynasty.

The problem with the ARMM is that it is at the lowest rung of the democratization process. Even when no violence accompanies an election in a certain local unit, it cannot be concluded that there was an honest and free process. At one point, the media were writing about the claim of COMELEC that a recently-conducted barangay election was generally peaceful because of low level of violence. But the people of the ARMM knew that it was "peaceful" because many top local officials just mediated among families and mostly picked the "winning" candidates for the barangays.

STRATEGIES TO ENHANCE 3D IN THE ARMM

To enhance decentralization and democratization for the development of the ARMM, the following recommendations are suggested:

- 1. An important policy issue impinging on 3D in the ARMM is regional autonomy or self-governance for the region. Without the minimum requirements for self-governance, regional autonomy will not enhance 3D. Here the Bangsamoro Basic Law (BBL) becomes relevant. If passed without substantial alteration, it could lessen the conflict situation and practically move government closer to the people of the region. It could enhance democratization, decentralization, and development since the regional government will have real powers over the LGUs, and the people will have a more accessible government to report to. Therefore, it is strongly recommend that regional autonomy be strengthened with the passage of the BBL as agreed between the MILF and the Philippine Government panels.
- 2. The number of local government units in the ARMM should be reviewed, particularly municipalities and barangays. It has been observed that the number of local governments in the region is just too many compared to those of other regions. As an example, Marawi City has 96 barangays with a population of 187,106 while Iligan City has 44 with a population 322,000 as of 2010 census. Started during the time of Marcos, the questionable creation of municipalities continued and exacerbated with the creation of ARMM granting it the power to alter boundaries of municipalities and barangays. The peak of this "gerrymandering" occurred during the incumbency of the Ampatuans at the regional government. It is suggested that a review of these municipalities and barangays in the light of the criteria imposed by the LGC. Reducing their numbers would prevent one family from dominating and thus could improve democratization and promote efficiency in the use of financial resources. Political will is necessary here since it will surely meet strong opposition from incumbent local officials.
- 3. In the meantime, strengthening the institutions within the region requires all national government agencies operating in the ARMM to assert their authority without fear or favor. This includes the Philippine National police, the COMELEC, the Commission on Audit, the Department of Budget and Management, the Department of Interior and Local Government, and other national agencies. By their acts of omissions, many of these national agencies help worsen the state of 3D in the ARMM. If DBM, COA, and DILG will assertively exercise their monitoring and supervisory functions over LGUs, the utilization of funds (IRA) can improve and address concerns of accountability and good governance among local units. If the PNP will assertively exercise its police powers in the localities, perhaps Rido will be minimized and peace and order improved. If the COMELEC will assertively and creatively perform its mandate in the region, democratization can be enhanced.
- 4. To enhance decentralization and maximize its effect for development, a conscious capability-building program needs to be implemented for the LGUs of the ARMM. Higher education institutions (HEIs) should develop their competencies in this aspect. Modules on local public policy-making, development planning, local budgeting and financial planning and other local government processes should be

developed to help LGUs. Other capability-building institutions outside the ARMM may be tapped for this purpose. Financial resources should be made available from local and national government sources.

The uniqueness and sorry state of 3D in the ARMM require serious consideration. The local governments in the region face challenges that need to be addressed by all levels of government with the active participation of higher education institutions. The people deserve more than what they have now.