



# **Rapid Field Appraisal of Decentralization**

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# Foreword

This 11<sup>th</sup> Rapid Field Appraisal of Decentralization examines the results of decentralization nineteen years after the enactment of the Local Government Code of 1991. The Code was a landmark in the history of the Philippines, ushering in a revolution in governance by devolving authority and resources to local governments for basic health care, social services, agricultural extension work, and the management of the environment. To the Code have been attributed broad changes in local governance, the most important of which is the entrenchment of democracy in the Philippines since the People Power Revolution of 1986.

From 1992 to 2000, ten Rapid Field Appraisals (RFAs) were conducted to capture the trends and constraints of decentralization in the Philippines. The RFA was initially used by the Local Development Assistance Program (LDAP), funded by the United States Agency for International Development (USAID), to help set in motion the initial process for implementation of the Code in the early 1990s. As a monitoring tool, the RFA was subsequently used by the USAID-funded Governance and Local Democracy (GOLD) project to produce a wealth of information. The RFA gives decision-makers field-level perspective (rather than anecdotal viewpoints based on second-hand information) on what is happening throughout the country in the process of Local Government Code implementation.

Ten years after the last RFA, with support from USAID, The Asia Foundation conducted this eleventh RFA to examine the results of decentralization in Philippine local governments. What have local governments done in exercising their devolved functions as provided by the Code? What benefits have accrued from the entire decentralization process? This 11<sup>th</sup> RFA looked across 15 regions of the country, covering 177 local governments (cities, municipalities, and provinces). It was quick but arduous work for The Asia Foundation – we not only faced time constraints but also challenges on the availability of data from the years before the Code data, as well as disaggregated data at the local level.

From February to April 2010, The Asia Foundation's pool of regional experts undertook a rapid, qualitative investigation based on interviews with local government officials, national government agency personnel, and respondents from the private sector and non-government organizations. Quantitative information was used to supplement the qualitative analysis that serves as the core strength of the appraisal.

This RFA publication is composed of 15 books representing the 15 regions, with each regional report organized according to local government key performance areas namely: Local Governance and Administration, Social Services and Health, Local Economic Development, Environmental Management.

The Asia Foundation is excited to bring the results of the RFA to the attention of stakeholders in and out of government. Local governance is a means to democratic and developmental governance, and it is important to know the extent to which decentralization is working.

It is our hope that this empirical research helps advance the discussion on decentralization, especially at a time when a new administration is increasing its focus on good governance.

The Asia Foundation would like to thank USAID for their long-standing support to the Foundation's efforts in decentralization through the Transparent Accountable Governance (TAG) project, and to the many people who in one way or another were part of this study.

Maraming salamat!

**STEVEN ROOD, Ph.D.**

Country Representative for the Philippines and  
Regional Advisor for Local Governance  
The Asia Foundation

# Synopsis of Findings

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# Introduction

## RAPID FIELD APPRAISAL (RFA) OF DECENTRALIZATION IN THE PHILIPPINES (2010)

### Tracking the Progress of Decentralization

When decentralization was implemented in the Philippines in 1992 by virtue of Republic Act (RA) 7160, also known as the Local Government Code (LGC), the national government recognized the need to monitor its progress. The Rapid Field Appraisal (RFA) was developed as a monitoring tool by the USAID-funded Local Development Assistance Program (LDAP), and produced a wealth of information that was intended “to give decision-makers in the Philippines a ground level feel of what was happening throughout the country in the process of Code implementation.”<sup>1</sup>

RFA was also used during the follow up to the LDAP, the USAID-Governance and Local Democracy (GOLD) Project. From 1992 to 2000, 10 RFAs were conducted to capture and monitor the trends and progress of decentralization in the Philippines.

### The RFA Methodology

The RFA is a policy-action research i.e., the information generated are directed for the use of policy actors at both the national and local levels of government.<sup>2</sup> It is called rapid field appraisal because of the relatively ‘short’ period (from two to four weeks) that the researchers conduct intensive data-gathering in the field. The appraisal is conducted by a team of regional experts/consultants who have first-hand knowledge of and involvement in the region and areas being studied. Being part of a family of rapid appraisal methods (e.g., Rapid Rural Appraisal [RRA], and Participatory Rural Appraisal [PRA]), it uses various ‘informal’ data collection techniques such as key informant interviews and secondary data analysis. The RFA gathers a mix of both qualitative and quantitative data as bases of analysis. This method had been tested for practical usefulness in other countries.<sup>3</sup>

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1 Abesamis, Teresa (ed.). (1995). *Technical Cooperation for the Management of Change: The Case of the Local development Assistance Program (LDAP) and its Strategic Contributions to Meaningful Decentralization in the Philippines*, NEDA. p. 240.

2 Briefing Paper for the 7<sup>th</sup> RFA, June 24, 1997.

3 See the Indonesian Rapid Decentralization Appraisal carried out by The Asia Foundation, <http://asiafoundation.org/publications/pdf/397>

### *Summary of Rapid Field Appraisals*

**1<sup>st</sup>: July 1992** - Newly elected local government officials had “wait and see” attitude towards implementation of the new LGC.

**2<sup>nd</sup>: January 1993** - Local officials began LGC implementation, with national government agencies responding to administrative demands of transferring personnel and assets.

**3<sup>rd</sup>: September 1993** - Administrative problems in personnel devolution were being solved, and the Internal Revenue Allotment (IRA) system began to function.

**4<sup>th</sup>: June 1994** - Increased momentum on the part of local governments as they reaped fruits of experimentation.

**5<sup>th</sup>: June 1995** - Greater local resource mobilization and improved service delivery, while national government agencies had not pro-actively pursued new roles after devolution.

**6<sup>th</sup>: 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<sup>th</sup>: 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.

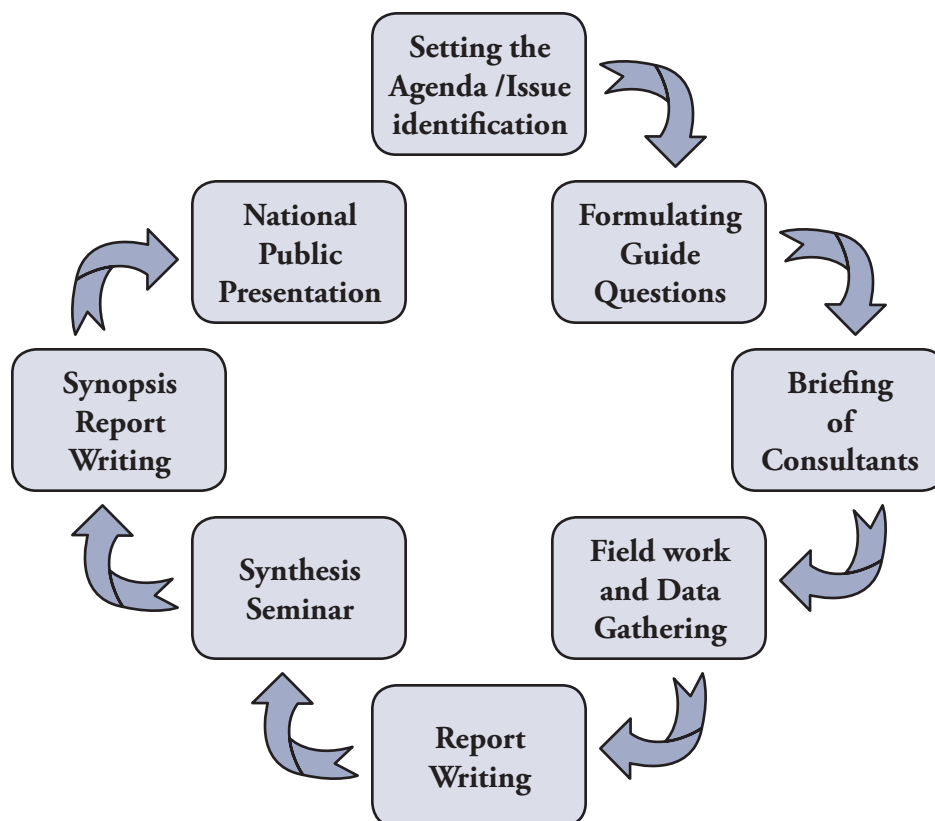
**8<sup>th</sup>: September 1998** - Decentralization is here to stay, with continued success in local governance and local ownership of appropriate national programs. National government agencies had begun to re-design how they related to local governments.

**9<sup>th</sup>: 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<sup>th</sup> September 2000** – Decentralization has spawned a number of tangible improvements in local governance, such as in the delivery of basic services to the barangays.

## The RFA Process

The 11<sup>th</sup> RFA involved eight major phases, beginning with the setting of agenda to define the coverage of the RFA up to the national presentation of results to communicate the findings.

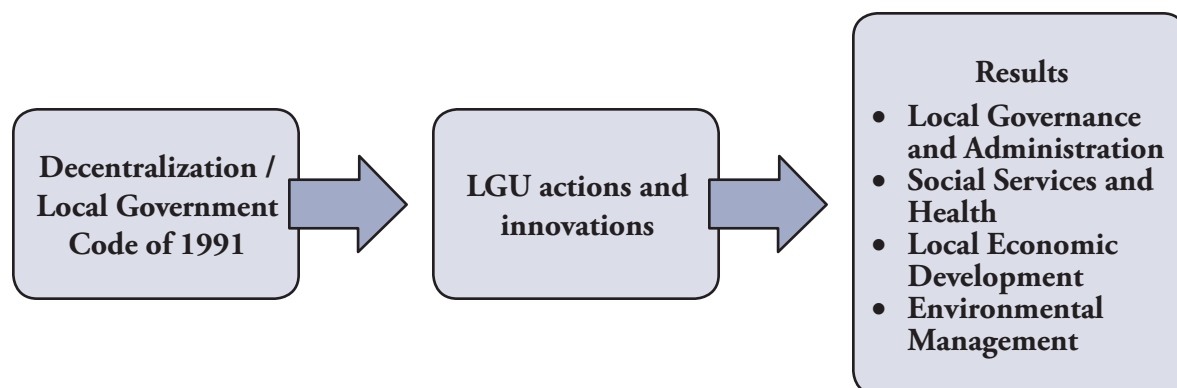


## FRAMEWORK OF THE ELEVENTH RAPID FIELD APPRAISAL OF DECENTRALIZATION

The key question that was pursued in this 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.

Figure 1 summarizes the relationship between decentralization as implemented through the LGC, the LGUs’ actions and innovations, and the results in certain performance areas.

Figure 1. Framework of the Eleventh Rapid Field Appraisal



The general performance areas were further broken down into specific topics (*See Table 1*). These topics that constituted the research agenda were based on the responsibilities and devolved functions provided for in the LGC which were the specific translation of the law’s intent to substantially transfer powers from the central to local governments “to bring development to the countryside.”<sup>4</sup>

Table 1: General and Specific Local Governance Performance Areas

General Areas	Specific Areas
Local Governance and Administration	1. Local legislation 2. Transparency 3. Citizen participation 4. Development planning 5. Resource generation 6. Resource allocation and utilization 7. Financial accountability 8. Customer service 9. Human resource management 10. Networking and linkage
Health and Social Services	1. Health 2. Nutrition 3. Education 4. Social Welfare 5. Housing and Basic Utilities 6. Peace and Security 7. Disaster Preparedness
Local Economic Development	1. Revenue generation activities 2. Support facilities 3. Programs and projects to promote agriculture, fisheries, tourism promotion 4. National – local, public-private partnerships
Environment Management	1. Urban management 2. Coastal management 3. Forestry and upland ecosystems

<sup>4</sup> Pimentel, Aquilino, Jr. (1993). *The Local Government Code of 1991: The Key to National Development*, Philippines: Cacho Publishing House, Inc.

The appraisal began with a consultative workshop hosted by The Asia Foundation (TAF) with government agencies, leagues of local governments, non-government organizations (NGOs), academe, the private sector, and development partners on February 18, 2010 to establish the progress of decentralization in local governments' performance areas, 19 years since the LGC was first implemented. The local governance performance areas include, (a) Local Governance and Administration; (b) Social Services and Health; (c) Local Economic Development (including Agriculture, Forestry, and Tourism); and Environmental Management. A two day workshop among the regional consultants followed to design the questions and decide on the data to collect. Field work began on the first week of March, which lasted until the end of May 2010.

Since the RFA focused on the local field perspectives, research methods used were key informant interviews (KII), focused group discussions (FGD), review of secondary data and ocular visits to service facilities such as health centers. Where possible, KIIs were done with local government chief executives. Given time considerations, FGDs were resorted to, with the heads or representatives of offices of planning and development, local government operations, agriculture, environment, social welfare and development, health, tourism, business and investment promotions, budget, treasury and human resources. Interviews were also conducted with representatives from national government agencies such as the Department of Interior and Local Government (DILG), and agencies concerned with devolution, and civil society groups. These interviews were guided by a set of questions focusing on local government performance to help guide the discussions. Actual field inspection and observation were also done to validate the good practices raised by local officials during the interviews.

Similarly, the RFA also reviewed secondary data which included the following: Socio-Economic Profiles, Annual Reports, Local Government Performance Management System (LGPMS), and State of the Local Government Reports (SLGR), State of the Province/City/Municipality Addresses, financial reports, local publications and sectoral accomplishment reports. Quantitative information derived from these reports was used to supplement the interviews and analysis.

In as much as the data gathering schedule fell within the campaign period for the 2010 elections, regional consultants had to compete for the time and attention of the respondents, oftentimes re-scheduling the interviews due to unavailability of local officials and personnel in the local governments. The generally poor record-keeping systems, the difficulty in accessing some of the sampled sites due to erratic transportation, poor road conditions and volatile peace and order situation (especially in the Autonomous Region of Muslim Mindanao [ARMM]), coupled with the long, daily power outages in some regions which lasted anywhere from three hours to a day, posed a serious challenge in the conduct of the interviews and efforts to secure copies of secondary data.

## Sampling of Local Government Units (LGUs)

From each region, three provinces representing high, medium, and low income were taken as sample. In each province, two municipalities, one representing 3<sup>rd</sup> to 4<sup>th</sup> class, and the other representing 5<sup>th</sup> to 6<sup>th</sup> class local governments, were sampled.

In addition to the above municipalities, one city (may or may not be a component city) or a capital town (if there is no city) to represent the 1<sup>st</sup> to 2<sup>nd</sup> class local governments were chosen. In the absence of a city, or if the capital town was not classified as 1<sup>st</sup> or 2<sup>nd</sup> class local government, regional consultants exercised their expert judgment in ensuring the spread of the sample across the different income classification of local governments within the sampled provinces.

### Regions for 11<sup>th</sup> RFA

1. Ilocos Region (Region 1)
2. Cagayan Valley (Region 2)
3. Central Luzon (Region 3)
4. CALABARZON (Region 4-A) and MIMAROPA (Region 4-B)
5. Bicol Region (Region 5)
6. Western Visayas (Region 6)
7. Central Visayas (Region 7)
8. Eastern Visayas (Region 8)
9. Zamboanga Peninsula (Region 9)
10. Northern Mindanao (Region 10)
11. Davao Region (Region 11)
12. SOCCSKSARGEN (Region 12)
13. Caraga (Region 13)
14. Autonomous Region in Muslim Mindanao (ARMM)
15. Cordillera Administrative Region (CAR)

Table 2: Classification of Sample Sites by Type of Local Government

	Province	Cities	Municipalities	Total
	45	26	106	177
% to Total # of LGUs	56%	19%	7%	10.3%

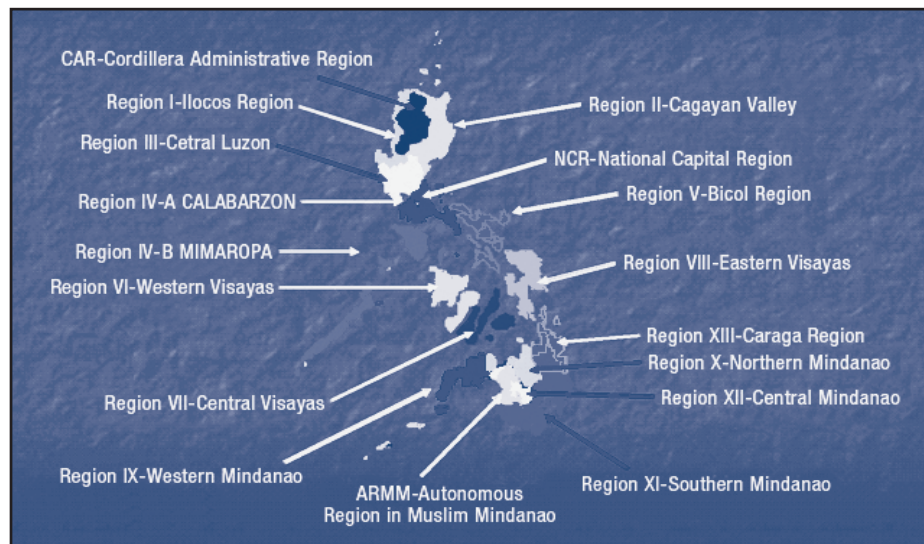
Table 3: LGUs covered in RFA by Income Class

	Income Class			Total
	High	Medium	Low	
Total # of LGUs by income class (provinces, cities, municipalities)	617	672	409	1,698
Number and percent of LGUs covered in the RFA	72 11.67 %	68 10.12 %	37 9.05 %	177 10.42 %

All in all, the RFA covered 177 local governments of various types (*See Table 2*). It covered a little more than 10 percent of the total number of LGUs from various income classes (*See Table 3*) across fifteen different regions<sup>5</sup> in the Philippine .

<sup>5</sup> This did not include the 16 Metro Manila cities. There are also LGUs with no classification: 133 for municipalities, 1 for provinces, and 16 for the cities. These LGUs were included in the “low” category.

Figure 2. Regional Map of the Philippines



Source: [http://www.mlit.go.jp/kokudokeikaku/international/spw/general/philippines/images/figure01\\_philippines\\_e.gif](http://www.mlit.go.jp/kokudokeikaku/international/spw/general/philippines/images/figure01_philippines_e.gif), accessed

## I. KEY FINDINGS

In this section, the presentation of the key findings is followed by a section called ‘points of discussion.’ These are recommendations and suggestions that may be considered by both national and local stakeholders towards making decentralization more beneficial to citizens. The commitments made by Secretary Jesse Robredo of the DILG to adopt a number of these recommendations during the public presentation of the RFA Findings on August 12, 2010 is a promising sign that government could be more open and proactive in utilizing inputs from civil society. This in itself is an indicator of improving governance processes at the national level.

### A. LOCAL GOVERNANCE AND ADMINISTRATION

#### Governance

##### **Local legislation**

There is a demonstrated increase in local governments’ capacity to legislate, and use legislation as a tool to support their initiatives and innovations, particularly on revenue generation, providing better incentives to local businesses, environmental management, and social services. LGUs have updated their tax codes. Moreover, they have ‘localized’ relevant national legislation such as the Solid Waste Management Act, Anti-Violence Against Women and Their Children Act, and the Senior Citizens Act.

Local legislative activities have also evolved by adopting information technology to improve procedures such as legislative tracking, cataloguing, and computerization

of legislative records such as the on-line ordinance and resolutions viewer of Tuguegarao City, the Legislative Backstopping of Antipolo City, and the computer-based archiving system of the Province of Palawan.

**Box 2. Budget Forum in Antipolo City**

The City of Antipolo initiated in 2009 a one day budget forum as an avenue to encourage stakeholders' participation in resolving budget-related issues and concerns.

**Transparency and Participation**

Local governments are gradually opening up and providing space for transparency and public scrutiny, but the inadequate information shared to the public also limited the opportunities for public scrutiny and citizen feedback. Information shared to the public is generally confined to projects, activities, and accomplishments, with few local governments providing information on financial reports and transactions. Websites, publications, bulletins, brochures, annual State of Province/City/ Municipality Address, and radio programs are the general medium used by local governments for conveying information.

The expectation that the Local Development Council (LDC) would serve as a venue for citizen participation has largely been unmet with the Council barely meeting the required number of sessions provided in the LGC. However, other special bodies like Local School Boards and Local Health Boards have continued to be more functional.

The quality of citizen participation continues to be determined by the presence of civil society groups that are willing and able to engage with local governments. In areas where there are mature and organized non-government organization (NGOs)/people's organizations (POs), there is a significant civil society involvement in governance processes including demands for transparency and accountability. However, there tends to be fewer organizations in smaller and remote municipalities, which limit participation and demands for transparency and accountability. The participation of people's organizations as members of the civil society sector is only limited to their respective sectoral concerns.

*Points of Discussion*

**Transparency and Participation**

- Through a Memorandum Circular, the DILG could encourage local governments to disseminate accurate information on its budget and expenditures, including a detailed disclosure and accounting of programs and projects funded under the 20 percent development fund. Local governments could do this through any means of publication available. The DILG could monitor the LGUs' observance of this directive, including their compliance with the Anti Red Tape Law, beyond coming up with Citizen Charters.
- Donors and grant-giving institutions could adopt "transparency in budget appropriation and expenditures" as criterion for grants and aid to local governments.

Rather than limiting transparency to the project itself, local governments could be encouraged to strengthen their general disclosure system.

- Organized NGOs (national, provincial and city networks and their affiliates) should take advantage of the counter corruption thrust of the administration of President Benigno Aquino III, and the opportunities provided in the LGC to mainstream the principles of transparency and accountability as part of its core advocacy. They could proactively engage with local governments to advance this agenda in all aspects of local governance.
- Academic institutions, as members of civil society should serve as alternative sites of demands for transparency and participation, especially in areas where NGOs and POs's presence and meaningful engagement is limited. They should also actively exercise their research and extension functions in promoting and disseminating the use of local government performance measurements (e.g., score cards, perception surveys) as basis for local government decision making.

## **Administration**

### **Development Planning**

Local governments' capacity to produce plans vary, reflecting differences in their ability to link these various plans and make them useful bases for prioritizing programs to achieve local government goals. Local governments with full staff complements could readily comply with the required planning mandates while others, especially those with a planning staff composed of only three to four people are hard put to make plans or updates without outside assistance. In addition, the multiple plans required from local governments affect the timely completion of these plans and as well as their quality, accuracy, reliability due to questions on the timeliness of the data used.

#### **Box 3. Sarangani Combats Poverty through Development Planning**

Sarangani's development plan has a clear focus on combating poverty, with peace, indigenous peoples, youth, tourism and investments, and education as key intervention areas. This resulted in improving its ranking in the list of 20 poorest provinces from fourth to eighth.

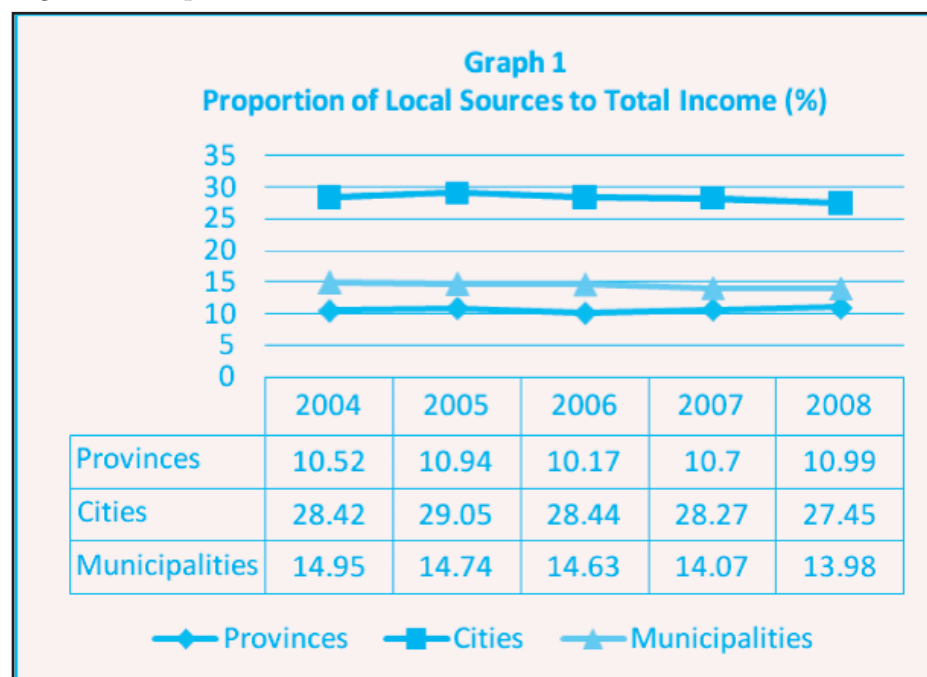
The mechanisms for monitoring results against targets are not always apparent as part of the planning process. Many of the local governments are still in the process of harmonizing all their other plans into the three main plans (Comprehensive Development Plan [CDP], Local Development Investment Plan [LDIP] and Annual Investment Plan [AIP]) in compliance with the Joint Memorandum Circular No. 1 Series of 2007.

### **Resource Generation**

The ratio of local sources to total income remains low, indicating that local government continues to be dependent on the IRA. The annual average ratio of local sources to total income from 2004 to 2008 is shown in *Figure 3*. The average for the whole period 2004-2008 was 11 percent for provinces, 29 percent for cities and 14 percent for municipalities.

Bulacan with an average of 32 percent, and Rizal with an average of 23 percent topped the list of sampled provinces with a higher ratio of local sources to total income. Among cities, Naga, Tagbilaran, Mandaue, and Iloilo consistently had the higher ratio. Tagbilaran has a five year average of 38 percent, Naga 40 percent, Mandaue 40 percent, and Iloilo 50 percent. For municipalities, Tubigon (Bohol), Plaridel (Bulacan), and La Trinidad (Benguet) consistently topped the municipalities with five year average ratio of 44, 45 and 52 percent respectively.

Figure 3. Proportion of Local Sources to Total Income



(Based on BLGF Data 2004-2008)

On local sources, the performance of tax revenues (real property, business tax, and other taxes) and non-tax revenues (regulatory fees, service charges, receipts from economic enterprises) are almost the same for the sampled provinces, with a five year average of 48 percent for tax revenues, and 51 percent for non-tax revenues.

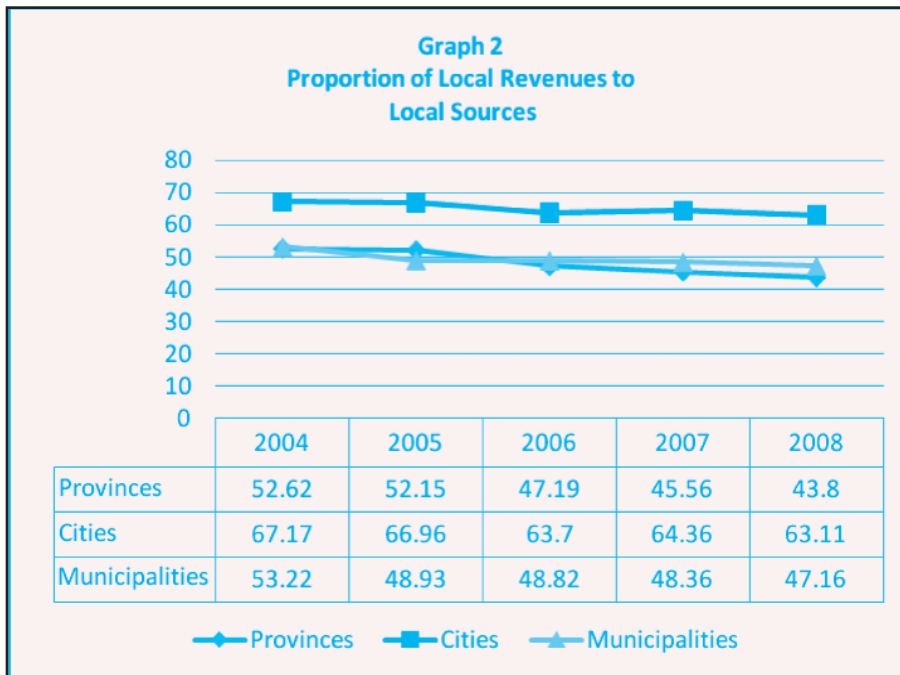
In cities however, tax revenues comprise the bulk of the local income at a five year average of 65 percent, compared to 26 percent for non-tax revenues. The pattern for the municipalities is the same with provinces with tax revenues at 49 percent and non-tax

**Box 4. La Trinidad's Legal Office helps Enforce Tax Collection**

The increase of collection in business taxes and real property taxes in La Trinidad, Benguet happened after the local government created the Legal Office, partly taking the job of sending demand letters to concerned establishments and individuals (even boarding houses masquerading as private residences) to pay their taxes and this helped increase the collection.

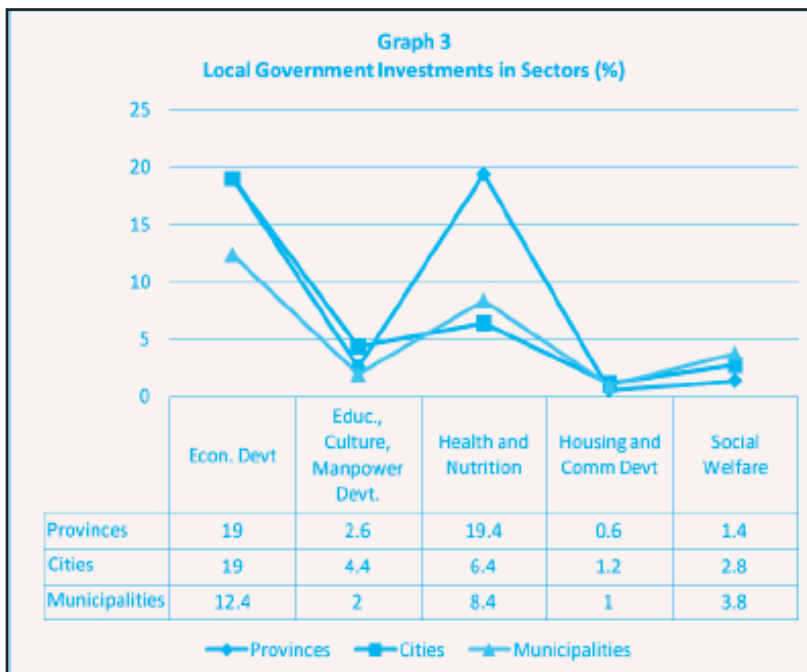
revenues at 51 percent. *Figure 4* presents the proportion of local revenues to local sources in all sampled local governments.

Figure 4. Proportion of Local Revenues to Local Sources



(Based on BLGF Data 2004-2008)

Figure 5. Local Government Investments in Sectors



(Based on BLGF Data 2004-2008)

Real property tax continues to be the biggest sources of local revenues for provinces, and municipalities at an average of 38 percent. In cities, local sources generally comprise real property tax (with an average of 34 percent) and business taxes (with an average of 35 percent).

On the management side, poor records management and inefficient tax collection strategy largely affect the tax collection efficiency of many local governments.

### **Resource Allocation and Utilization, and Financial Accountability**

Local government financial managers (i.e., Local Finance Committee), and not office heads, essentially determine the appropriation of funds for the different offices and programs of the local government. They rationalize the budgets according to the local chief executive's priorities.

Local governments are implementing basic financial management in the budget process with the implementation of new accounting and procurement processes. For instance, the local legislative council approves the budget or reviews the Annual Investment Plans (AIP). However, this is generally being done as a matter of compliance rather than as a matter of practice for good governance. *Figure 5* presents the sectoral investments (as proportion of their total expenditures) of the sampled local governments.

### **Customer Service**

Local governments have improved their manner of dealing with customers, with Citizens' Charters, complaints desks, or public assistance desks, and streamlined operations. However, there are still local governments whose personnel skills and attitudes in customer relations remain wanting especially on matters of providing information that are considered sensitive by the local government (e.g. financial reports, budgets, etc), with citizen feedback rarely used to improve services.

#### **Box 5. Naga City's TextServe as Citizens' Feedback Mechanism**

The City of Naga, as part of its i-governance program has a TextServe which receives citizens' queries and feedback to the city government at a cost of P2.00 per message. Text messages are responded to within the day.

### **Human Resources Development (HRD)**

Local governments are increasingly recognizing the importance of investing in human resource development to improve their overall organizational performance. This is indicated by the creation of Human Resource Management Offices (HRMO), and allocation of funds for capacity development of the staff. *Lakbay Aral* continues to be the most common form of staff exposure to good practices.

Despite these investments, however, only a few sampled local governments have their human resources development plans, with corresponding budgets. There is a noted absence of mechanisms for sharing the knowledge learned from the trainings, or assess

the effects of training programs on personnel performance and impact on the local government's overall performance.

In few local governments, human resource development takes a backseat to other local government development priorities. Some also find it difficult to completely comply with mandated compensation packages, such as the Magna Carta for health workers.

### **Networking**

Local government initiatives and experiences on inter-LGU, local-national, LGU-leagues, LGU-Donor, and LGU-Civil Society Organization (CSO)/business/academe partnerships abound. These partnerships are mostly on trainings and project implementation, particularly on areas of environment, health and economic development.

### *Points of Discussion*

#### **Development Planning**

- Donors and grant-making institutions (e.g., WorldBank, Asian Development Bank [ADB], United States Agency for International Development [USAID], Australian Agency for International Development [AusAID], German Technical Cooperation [GTZ], Japan International Cooperation Agency [JICA], etc.) could use the consistency of local plans (i.e., CDP, AIP as basis for evaluating approval of loans and grants for local governments.
- The DILG could help strengthen local government monitoring system as an inherent part of the local development planning process. Such process should include (a) ensuring local governments' utilization of data from the LGPMS as basis for programming priorities, (b) the use of Civil Service Commission's Office Performance Evaluation System (OPES) to align office performance with local government's goals and targets, and (c) encouraging and sustaining civil society participation to promote checks and balances in the accuracy of reporting results.

#### **Resource Generation**

- The Bureau of Local Government Finance (BLGF) should be given more resources to focus its efforts in helping lower income local governments (4<sup>th</sup> to 6<sup>th</sup> class) improve their revenue base, or explore other measures to finance their operations beyond the traditional sources of revenues, especially local governments that inherently have very low tax base.
- The BLGF, through its regional offices, should (a) assist local governments in the reconciliation of records of the Treasury and other revenue offices within the local government (Treasury-Assessor, Treasury and Business Permits and Licensing Office [BPLO]) to improve records management and decrease slippage in revenue collection; and (b) to adopt the computation of collection efficiency based on actual collectibles, and not on targets.

### **Resource Allocation and Utilization, and Financial Accountability**

- The DILG, Department of Budget and Management (DBM), and BLGF could encourage local governments through the latter's Local Finance Committees to use the development plans as bases for the allocation of local government resources, and conduct substantive financial analysis in order to (a) arrive at a better understanding of the financial situation, (b) project future financial needs, and resources, and (c) project a long term financial plan for the local government.
- The DILG, in partnership with the CSC, DBM, and Commission on Audit (COA) should conduct a periodic review of local government operations and help streamline functions (if necessary) for a more efficient allocation of resources. This may include implementing the policy of attrition as one way to manage the financing of local government operations.

### **Customer Service**

- More local governments should institutionalize citizens' feedback mechanisms on LGU services and ensure a periodic review of service procedures and operations in relation to the feedback from the citizens.

### **Human Resources Development**

- The CSC and DILG should assume a broader advisory role to local governments on matters of human resource management including the conduct of periodic inspection and audit on the personnel actions and programs of local governments to ensure adherence to the principles of merit and fitness.
- Local governments are strongly encouraged to formulate and implement Human Resource Development (HRD) plans with assistance from relevant agencies such as the DILG and COA, if needed.

### **Networking**

- The leagues should find more avenues for local governments to continue and strengthen these linkages, and to be more proactive in helping local governments forge LGU-Business, LGU-National Government Agency (NGA), and LGU-donors partnerships.

## **B. HEALTH AND SOCIAL SERVICES**

### **Health Services**

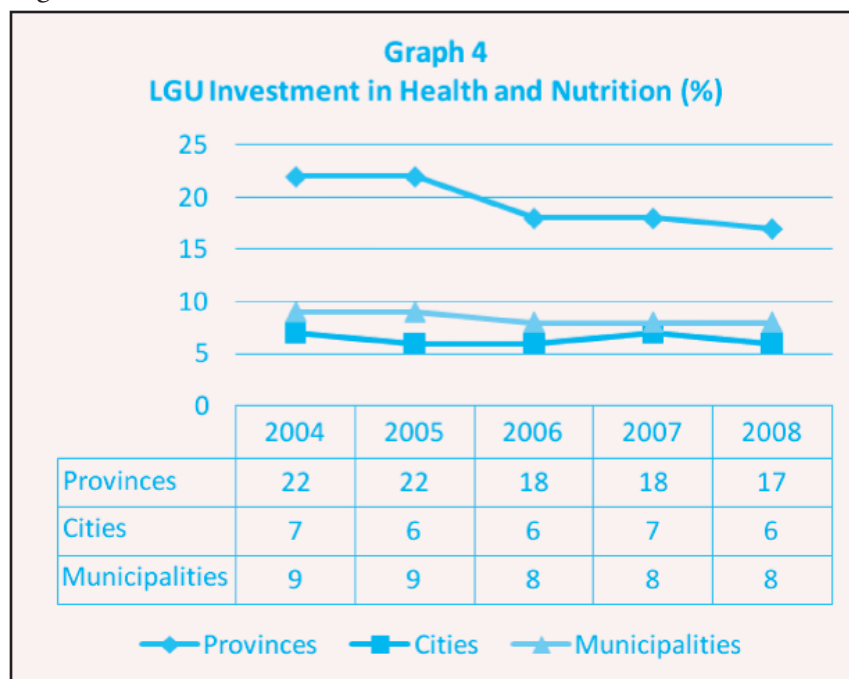
The trend of local governments' spending for health over the last five years is flat with provinces showing declining support (*See Figure 6*). This is in contrast to the views provided by local government health professionals that they are spending more for health and social services.

Local government expenditures are no longer for personnel services alone but also for operating costs to implement health programs and improve health facilities. This is indicated by the sprouting of local government operated district hospitals, expansion

of existing provincial hospitals, medicines for indigents, success in achieving disease free status (i.e. filariasis, malaria, schistosomiasis, rabies ), and increased coverage in health insurance. *Figure 6* shows the ratio of investments to total expenditures.

There is an emerging trend of hospitals being converted into economic enterprises by local governments with mixed results in terms of cost effectiveness. Region 1 and the Cordillera Administrative Region (CAR) provide contrasting examples. On one hand, the provincial hospital in Benguet is being subsidized by the provincial government, because the decision to convert it into an economic enterprise did not yet bring about the expected financial sustainability. On the other hand, however, the La Union Hospital is reported to be earning. The latter example may provide insights on how to achieve sustainability among hospitals without sacrificing their ‘service’ functions.

Figure 6. LGU Investment in Health and Nutrition



*(Based on BLGF Data 2004-2008)*

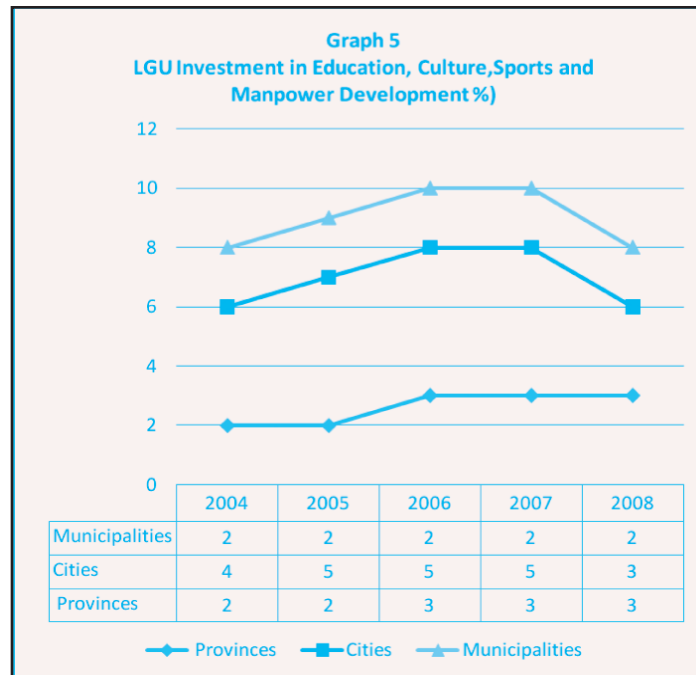
In any case, the examples above proved that local governments are willing to take on hospital services notwithstanding budgetary constraints. Thus, cases of renationalized hospitals do not indicate local governments’ lack of capability and willingness to maintain tertiary hospitals. The issue, rather, is the high cost of hospital operations and maintenance.

### Education

Local governments’ investment in education is considerably low compared to other local government expenditures, an indication that education is still not high on the priorities of local governments. This level of investment is also partly driven by the

presence of national and foreign funded projects that help meet the education needs of the localities, and for which local government cost-share.

Figure 7. LGU Investment in Education, Culture, Sports and Manpower Development



(Based on BLSGF Data 2004-2008)

A positive development is that local governments have taken proactive steps to improve education and sponsor special programs for youth and children with special capabilities or needs.

Using the Special Education Fund (SEF), local governments finance the much needed education projects, such as curriculum review, teachers' training, module development, integration of indigenous culture in the Alternative Learning System (ALS) curriculum, and construction of additional classrooms. *Figure 7* shows the investments in education, culture and sports of sampled local governments, as proportion of their total expenditures.

#### **Box 6. Batanes Invests in Education**

The Batanes provincial government funded the purchase and distribution of complete set of textbooks in all subject areas in all public elementary and high schools. It also maintains a post secondary vocational school accredited by Technical Education and Skills Development Authority (TESDA) which has started graduating students in 2009, and pay teachers to tutor students in math, reading and science and for school repairs in 2008.

### **Other Services (Housing, Water and Sanitation, Peace and Security, and Disaster Preparedness)**

Except in highly urbanized and urbanizing areas, local governments do not consider housing as a major concern as indicated by their low investment in housing and community development, which is in the range of zero to two percent of local government expenditures. The biggest investments in housing and community development are found in the cities of Antipolo, Iloilo, and Tagum and the provinces of La Union and South Cotabato. Local governments have also demonstrated the capability to respond to the housing needs of constituents, beyond their usual mandates, in partnership with the private sector, other institutions, and individuals.

In other sectors of service delivery, (a) more and more local governments have invested in ensuring access to safe water, but much remains to be done; (b) provincial governments have sustained their support for the rebel returnee program; and (c) provincial governments through their Peace and Order Councils continue to undertake activities to improve the peace and order situation in their areas to contribute to maintaining the declining crime rate and improving crime resolution rate.

Local governments have also put in place both physical and social infrastructure to respond to emergencies and disasters and result in less casualties in a number of places despite frequent occurrences of disasters, especially in disaster-prone areas. However, in the case of the ARMM, the unresolved political problems and armed conflicts continue to result in massive internal displacement and disruption of local government services and commerce.

### ***Points of Discussion***

- Seriously consider the transfer of a portion of the Department of Health (DOH) budget to local governments especially the low income local governments to allow them to cope with the cost of devolution, and allow local governments to meet the service and personnel standards for rural health units and hospitals.
- Review some DOH policies for reasons of physical and financial access and culture sensitivity (e.g., Policy on Traditional Birth Attendants/Facility-based Delivery, measures of nutritional status).
- Local governments should move towards full health insurance coverage of indigents, and not just to fulfill the 85 percent definition of universal coverage, and implement sustainable multi-payer schemes.
- The Department of Education (DepEd) should study and document successful LGU-DepEd, and LGU-business sector partnerships and practices in providing education-related services, and disseminate these to other local governments.
- Strengthen provincial, municipal, and barangay water and sanitation units, as well as their link with national agencies to address the issues of fragmented functions in local water service delivery and ensuring water quality. Local governments should prioritize water services and provide more funding

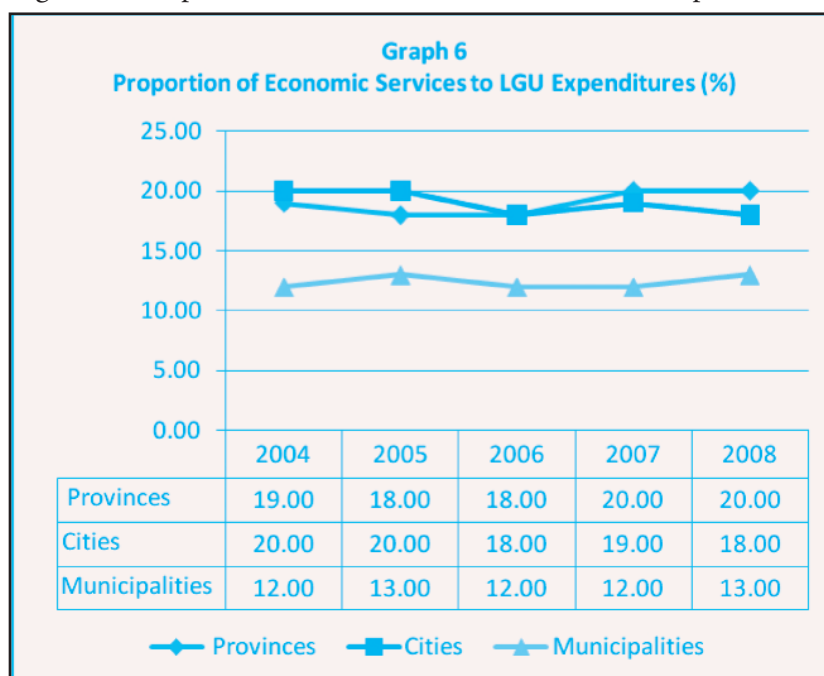
- With Republic Act 10121, otherwise known as the Philippine Disaster Risk Reduction and Management Act of 2010, local governments must begin to integrate and operationalize disaster-risk reduction and climate-change adaptation measures in local government plans, and that a corresponding fund must be allocated for the purpose.

### C. ECONOMIC DEVELOPMENT (AGRICULTURE, FORESTRY, AND TOURISM)

#### Promotion of Trade, Industry and Tourism

Local governments have developed, in varying degrees, business-friendly support services to promote trade, industry, and tourism. These support services include: (1) presence of an active and updated website; zoning ordinance; investment incentives code; support for micro, small and, medium enterprises; and migrants' desk; (2) streamlined process of business licensing and presence of one stop shops for business licensing; (3) partnership with the Chamber of Commerce and Industries, non-government organizations, and peoples' organization in promoting investments; (4) participation in trade fairs, exhibits, and missions; (5) building of adequate transport system, communication facilities and utilities to attract investors; (6) coordination with national government agencies for the development of seaports, airport, and bus terminals; (7) promotion and strengthening of multi-sectoral involvement in peace and order undertakings; and, (8) tourism that highlights local culture and resources. Figure 9 illustrates the proportion of economic services to the total expenditures of all sampled local governments.

Figure 8. Proportion of Economic Services to LGU Expenditures



(Based on BLGF Data 2004-2008)

## **Agriculture and Fishery**

There are a number of agricultural and fishery programs being implemented at the local level. However, the present set-up characterized by the inconsistent implementation of coordinating mechanisms within local governments (e.g. Fisheries and Aquatic Resource Management Council [FARMCs], Agriculture and Fisheries Council [AFCs]), and the lack of vertical coordination between the province and its component local governments have resulted in the fragmentation and low productivity of agriculture and fisheries programs.

Limited technical know-how and the varying degrees of appreciation for the importance of agriculture, forestry and fisheries resulted in low level of local government investments in these sectors.

### *Points of Discussion*

- The leagues of local governments in coordination with the Department of Trade and Industry (DTI) should facilitate the conduct of, and participation in, regular inter-LGU business conference to (a) explore industry complementation, (b) streamline investment incentives, (c) promote product standardization, and (d) formulate effective marketing strategies.
- There should be a broader advisory role for: (a) DTI and the Department of Science and Technology (DOST) on product packaging, marketing, credit, and industry promotion; and (b) TESDA on skills development to ensure that training programs are directed to match local needs and situation.
- As part of their assistance to component local governments in promoting investments and tourism, provincial governments should integrate tourism marketing efforts. For instance, the provincial governments could produce a catalog that will put under one cover a brief profile of the province and the municipalities, the recommended tourist destinations, recommended products, accredited tourist accommodations and services and other relevant information.
- Provincial governments to provide advisory service to municipalities proposing to establish economic enterprises, and for the Provincial Board to pay particular attention to the feasibility of component LGUs' proposed economic enterprises during the review of their Annual Investment Plan to ensure the projects' sustainability (i.e., there is full cost recovery and profitability).
- The Department of Agriculture (DA), in consultation with respective AFCs, should study and recommend appropriate measures to strengthen the advocacy, and coordination mechanisms (e.g. DA to Province; Province to Municipalities, etc) to enable local governments to strengthen their agriculture programs. Towards this aim, the DA could 'pilot test' the functioning institutional mechanisms through its agency, the Agricultural Training Institute (ATI) and its regional centers in cooperation with selected pioneering local governments.
- The DA could accelerate the implementation of the Agriculture Fisheries Modernization Act (AFMA) provision on incorporating sound agricultural land

use planning (i.e., Strategic Fisheries Agriculture Development Zone) in the overall land use planning by providing good practices.

- Provincial governments should initiate an integrated agricultural extension program which unifies the various extension projects of the municipal agriculture offices and the provincial agriculture office.

## D. ENVIRONMENTAL MANAGEMENT

### Forestry and Upland Ecosystem

Local governments have made substantial investment and innovations in forest protection efforts, but these are weakened by the contradictory position and decision of DENR (e.g. issuance of permits for logging and mineral exploration) despite local governments' desire to keep certain forests as local protected areas.

In addition, only few local governments are undertaking watershed management as part of water resources management projects and water service delivery systems

### Coastal Resource Management (CRM)

Local governments have generally responded to the mandate on decentralized coastal resource management, compared to their performance in the forestry sector. Community-based coastal resource management is a good showcase of local government and people's initiative towards biodiversity, mangrove reforestation, inland conservation, and livelihood opportunities. However, there is still a major concern that sanctions for illegal fishing activities are not being pursued vigorously by local government authorities.

#### Box 7. Marine Protected Areas as Alternative Tourism Destination

The municipality of Cordova, Cebu, the Bohol Marine Triangle (Baclayon, Dauis and Panglao), and the Maribojoc Bay Management Council established marine protected areas intended as breeding grounds for marine species and which also became an alternative tourism destination.

#### Box 8. SWM Seminar as Pre-Requisites to Business Permits in Plaridel, Bulacan

The municipality of Plaridel, Bulacan requires all owners and operators of business and commercial establishments to undergo a half-day seminar on SWM prior to the issuance of business permits.

### Urban Environmental Management

Local governments have made substantial investments and innovations in implementing the Ecological Solid Waste Management Act. Many have started implementing their Solid Waste Management (SWM) Plan, conducted trainings, meeting and dialogues, and published brochures to disseminate information. Others have also started putting up municipal compost facilities and the use of compost for their municipal nurseries which they use for beautification of roads, conversion of dumpsites into ecological parks, and operation of sanitary landfills.

On Clean Air and Clean Water Act, there is low level of awareness of local governments on these laws, resulting in spotty compliance. Although there are already a few pioneering initiatives in these two areas which are already worth replicating in other local governments, these too are not quite known, such as the common facility for waste water treatment of Sarangani province, the low cost waste water treatment facility of the cities of Iloilo and Muntinlupa, and tricycle program to reduce emission and pollution for the cities of Puerto Princesa and San Fernando.

### *Points of Discussion*

- The Department of Environment and Natural Resources (DENR) should strengthen its capability to promote forest land-use planning (FLUP) and co-management to address the old issue of conflicting boundaries. The agency could build on the experience of USAID/EcoGov project on co-management agreements between DENR and LGUs such as the Quirino Provincial Forestry Master Plan, aimed to arrest the continued degradation of forest resources of the province.
- The DENR, in partnership with academic institutions, and the community could assist local governments in developing practical means of characterizing, quantifying, and monitoring impacts on the environment.
- The DENR could facilitate the spread of proven technologies and practices (e.g. composting and bio-technology) and incentives on solid waste management for the benefit of lower income LGUs, at the same time, supporting their local agriculture programs.
- The DENR and DOST could assist local governments in the technical aspect of implementing the Clean Air Act and the Clean Water Act. In collaboration with the private sector, they could develop good practices on air and water quality management.
- The DENR should review the policies affecting local environmental plans (e.g., mining, logging, protected areas, etc.) in consultation with the local governments and the affected communities.

## **II. SUMMARY AND CONCLUSION**

Topics under *local governance and administration* could be viewed in terms of their relationship to each other as aspects or elements of a “local political regime.” *Local legislation, transparency* (and hence *accountability*), and *participation* define local government’s “culture of doing things” with respect to administration. The Local Government Code intended that these be the principles that govern the local government’s development planning, resource generation, resource allocation and utilization, local legislation, and other activities. Thus, is there transparency, citizen participation, and does legislation support the local governments’ performance of their functions?

The performance of local government functions is encapsulated in *development planning*, which implies the whole development program planning cycle. This means

that any local government plan is necessarily viewed in the context of an assessment of existing conditions to identify problems and needs, and the specific programs and projects to be implemented to address those needs and problems. Local government performance on development planning could then be gauged in two ways: (1) via the planning process itself [whether there are elements of citizen participation to capture the needs and realities on the ground], and (2) via the implementation, monitoring, and evaluation of plans and programs [whether programs implemented are based on the general plan, and if these addressed the needs and priorities].

The ultimate results of *local legislation*, *transparency*, and *participation* could be seen in the quality and changes in the life of the people resulting from improved performance of local government functions. These functions are as follows: (1) *delivery of health and social services* [i.e., services respond to peoples' needs, many benefit from programs in health and social services]; (2) *local economic development* [i.e., sound decisions creating a conducive environment for better investment, which results in increase in the number of businesses, and better and more employment opportunities]; and (3) *environment management* [i.e. well maintained ecosystem and natural resources].

Based on the findings from the regions, the following **general statements** could be made:

1. The local chief executive's priorities, quality of leadership and the relationship between the local executive and legislative body largely determine local government's performance.
2. The internal revenue allotment continues to be the major source of local government income, making up 90 percent for provinces, 70 percent for cities and 86 percent for the municipalities.
3. Citizen participation in local governance processes continues to be significant but mostly at the sectoral level, such as the Local School Board (LSB), Local Health Board (LHB), AFC, and Fisheries and FARMC.
4. Meaningful participation of NGOs and POs in the LDC could still be improved.
5. There is a growing critical mass of good governance practices in specific sectors (e.g., environment, health, and social services, and revenue generation), but which local governments need to explore for scaling up for regional or national impact. The promotion of 'good practices' of transparency and participation has not yet snowballed into a critical mass of local governments practicing transparent and participatory governance 19 years since the implementation of the LGC.
6. The Leagues have taken on a more active advocacy role to promote the interests of its members, but needs to take a more proactive role in disseminating good practices and spreading the gains of decentralization.
7. Local governments' demands for national government assistance have evolved towards NGAs as knowledge managers and facilitators for the spread and propagation of good practices and proven technologies to a larger number of local governments.

Overall, decentralization is no longer a political question, since the Code was implemented in 1992. The changes may not have taken place as fast as some quarters

would like it to be, but this pacing is as much a proof of the LGUs autonomy. And most certainly, there is always room for cooperation with LGUs to facilitate better performance of their duties. Indeed, decentralization has evolved such that the concerns are more administrative and organizational. It is not anymore a question of which functions, responsibilities and funds should be devolved to the LGUs, but rather how the LGUs could continue to improve their performance with transparency and accountability, for this is the ultimate test of democracy, the main impetus of decentralization in the Philippines.

After almost two decades of journeying towards local autonomy, the local governments survived, have arrived, and now thrive.

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# List of Acronyms

ACT	Anti-Corruption Team
ADB	Asian Development Bank
ADZU- SOM	Ateneo de Zamboanga School of Medicine
AET	Accreditation and Equivalency Test
AFF	Agriculture, Fishery and Forestry
AFP	Armed Forces of the Philippines
AICS	Aid to Individuals in Crisis Situations
AIP	Annual Investment Plan
ALS	Alternative Learning System
AMCR	Average Monthly Crime Rate
AMPSA	Area Mineral Production Sharing Agreement
AO	Administrative Order
APEA	Agricultural Productivity Enhancement Act
APP	Annual Procurement Plan
ARC	Agrarian Reform Community
ARG	ARMM Regional Government
ARMM	Autonomous Region in Muslim Mindanao
AusAID	Australian Agency for International Development
AVLDA	Allah Valley Landscape Development Alliance
BAC	Bids and Awards Committee
BAS	Bureau of Agricultural Statistics
BAIP	Barangay Annual Investment Plan
BCCI	Bulacan Chamber of Commerce and Industry
BCPC	Barangay Council for the Protection of Children
BDP	Barangay Development Plan
BECTI	Batanes Ecological-Cultural Tourism Industry
BESRA	Basic Education Sector Reform Agenda
BIMP-EAGA	Brunei-Darussalam-Malaysia-Philippines East Asia Growth Area
BFAR	Bureau of Fisheries and Aquatic Resources
BFARMC	Barangay Fisheries and Aquatic Resources Management Council
BHS	Barangay Health Station
BHW	Barangay Health Worker
BIMP-EAGA	Brunei- Darussalam- Malaysia-Philippines East Asia Growth Area
BLGF	Bureau of Local Government Finance
BnB	Botika ng Barangay
BNL	Below Normal, Low

BNVL	Below Normal, Very Low
BOI	Board of Investments
BOSS	Business One Stop Shop
BPAT	Barangay Peacekeeping Action Teams
BPI	Bureau of Plant Industry
BPLS	Business Permit and Licensing System
BPO	Business Process Outsourcing
BSP	Bangko Sentral ng Pilipinas (Central Bank of the Philippines)
BSWM	Bureau of Soils & Water Management
BTACS	Business Tax Assessment and Collection System
BTEP	Business Tax Enhancement Project
CADC	Certificate of Ancestral Domain Claims
CAR	Cordillera Administrative Region
CAGRO	City Agriculture Office
CapDev	Capacity Development Agenda
CARP	Comprehensive Agrarian Reform Program
CBFM/A	Community-Based Forestry Management/Agreement
CBMS	Community-Based Monitoring System
CBRFM	Community-Based Reforestation and Forest Plantation
CCDPFP	City Comprehensive Development and Physical Framework Plan
CCPC	City Council for the Protection of Children
CDA	Cooperative Development Authority
CDP	Comprehensive Development Plan
CDCC	City Disaster Coordinating Council
CDF	Countryside Development Fund
CDS	City Development Strategy
CEEDO	City Economic Enterprise Development Office
CENRO	Community Environment and Natural Resources Office/r
CEP	Community Environment Project
CFARMC	City Fisheries and Aquatic Resources Management Council
CFZ	Clark Freeport Zone
CFM	Child-Friendly Movement
CFMA	Community Forest Management Agreement
CFP	Community Forest Program
CHD	Center for Health Development
CHED	Commission on Higher Education
CIDA	Canadian International Development Agency
CILC	Children in Conflict with the Law
CKICTP	City of Koronadal Information and Communication Technology Program
CLUP	Comprehensive Land Use Plan
CMP	Community Mortgage Programs

CNC	City Nutrition Committee
COA	Commission on Audit
CPDC	City Planning and Development Coordinator
CPSA	Co-Production Sharing Agreement
CRM/CRMP	Coastal Resource Management/ Coastal Resource Management Plan
CRMDP	Coastal Resource Management and Development Project
CSC	Civil Service Commission
CSO	Civil Society Organization
CSWDO	City Social Welfare and Development Office
CUA	Catanduanes Unlad Abacamasa
CUDHOC	City Urban Development and Housing Council
CVO	Community Volunteer Organization
CWC	Camarines Sur Watersports Complex
CWC	Council for the Welfare of Children
DA	Department of Agriculture
DAF	Development Assistance Framework
DAR	Department of Agrarian Reform
DBM	Department of Budget and Management
DBP	Development Bank of the Philippines
DCC	Disaster Coordinating Council
DEAR	Drop Everything and Read
DENR	Department of Environment and Natural Resources
DENR-EMB	Department of Environment and Natural Resources- Environmental Management Bureau
DepEd	Department of Education
DILG	Department of Interior and Local Government
DND	Department of National Defense
DOE	Department of Energy
DOF-BLGF	Department of Finance-Bureau of Local Government Finance
DOH	Department of Health
DOH-CHD	Department of Health -Center for Health Development
DOLE	Department of Labor and Employment
DOST	Department of Science and Technology
DOT	Department of Tourism
DPWH	Department of Public Works and Highways
DRM	Disaster Risk Management
DSWD	Department of Social Welfare and Development
DTI	Department of Trade and Industry
EBPC	Enterprise, Business, and Promotion Council
ECC	Environmental Clearance Certificate
ECCD	Early Child Care and Development

ECOGOV	Philippine Environmental Governance Project
ELA	Executive-Legislative Agenda
EMB	Environmental Management Bureau
E-NGAS	Electronic-New Government Accounting System
ENR-SECAL	Environment and Natural Resources-Sectoral Adjustment Loan
EO	Executive Order
ESWM	Ecological Solid Waste Management
FARMC	Fisheries and Aquatic Resources Management Councils
FGD	Focused Group Discussion
FHSIS	Field Health Services Information System
FIDA	Fiber Industry Development Authority
FITS	Farmers Information Technology Services
FLEMMS	Functional Literacy and Mass Media Survey
FLMA	Forest Lease Management Agreement
FMB	Forest Management Bureau
FSP	Fisheries Sector Program
GAA	General Appropriations Act
GAD	Gender and Development
GEM	Growth with Equity in Mindanao
GeRL	Gender Responsive LGU
GDI	Gender Development Index
GDP	Gross Domestic Product
GFI	Government Financial Institution
GMA	Ginintuang Masaganang Ani
GRDP	Gross Regional Domestic Product
GIS	Geographical Information System
GNP	Gross National Product
GOCC	Government Owned and Controlled Corporation
GRDP	Gross Regional Domestic Product
GSIS	Government Service Insurance System
GTH	Gifts, Toys and Housewares
GTZ	German Technical Cooperation
HDI	Human Development Index
HEARTS	Health, Education and Environment, Agriculture, Roads, Tourism, Trade and Industry
HELP	Humanitarian Emergency Logistics Preparedness
HIP	Health Investment Plan
HIPADA	Hinatuan Passage Development Alliance
HRD/M	Human Resources Development/Management
HRDP	Human Resource Development Plan

HRMDO	Human Resource Management and Development Office
HRMO	Human Resource Management Office
HLURB	Housing and Land Use Regulatory Board
ICC	Indigenous Cultural Communities
IDP	internal displacement of persons
IEC	Information, Education and Communication
IFAD	International Food and Agriculture Development
IFARMC	Integrated Forestry and Agricultural Resources Management Council
IFMA	Industrial Forest Management Agreement
ILHZ	Inter-Local Health Zone
IMR	Infant Mortality Rate
IP	Indigenous People
IPM	Integrated Pest Management
IRA	International Revenue Allotment
ISA	Institute for Solidarity in Asia
ISO	International Organization for Standardization/ISO Standard
IT	Information Technology
IWMP	Integrated Watershed Management Program
JICA	Japan International Cooperation Agency
KII	Key Informant Interview
KIDS	Koronadal's Integrated Database System
KOICA	Korea International Cooperation Agency
KP	Katarungang Pambarangay
KRA	Key Results Area
LADA	Lower Agusan Development Alliance
LBP	Land Bank of the Philippines
LCE	Local Chief Executive
LCP	League of Cities of the Philippines
LDC	Local Development Council
LED	Local Economic Development
LFC	Local Finance Committees
LGA	Local Government Academy
LGC	Local Government Code
LGPMS	Local Governance Performance Management System
LGU	Local Government Unit
LHB	Local Health Board
LIIC	Local Investment and Incentive Code
LMDA	Lake Mainit Development Alliance
LMWD	Leyte Metro Water District

LMP	League of Municipalities of the Philippines
LPP	League of Provinces of the Philippines
LSB	Local School Board/Local Special Body
LWUA	Local Water Utilities Administration
MAO	Municipal Agrarian Office/r
MAGRO	Municipal Agriculture Office
MCDPFP	Municipal Comprehensive Development and Physical Framework Plan
MCDP	Municipal Comprehensive Development Plan
MDC	Municipal Development Council
MDCC	Municipal Disaster Coordinating Council
MCP	Maternal Care Package
MDC	Municipal Development Council
MDG	Millennium Development Goals
MFARMC	Municipal Fisheries and Aquatic Resources Management Council
MGB	Mines and Geosciences Bureau
MHB	Municipal Health Board
MHU	Municipal Health Unit
MILF	Moro Islamic Liberation Front
MIS	Management Information System
MMA 25	Muslim Mindanao Autonomy Act 25
MMR	Maternal Mortality Rate
MNLF	Moro National Liberation Front
MOA	Memorandum of Agreement
MOOE	Maintenance and Other Operating Expenses
MPA	Marine Protected Areas
MPDC	Municipal Planning and Development Center
MPOC	Municipal Peace and Order Council
MRDP	Mindanao Rural Development Program
MRF	Materials Recovery Facility
MSB	Municipal School Board
MSU	Mindanao State University
MSME	Micro, Small and Medium Enterprises
MSWDO	Municipal Social Welfare and Development Office
MTPDP	Medium Term Philippine Development Plan
NAFC	National Agricultural and Fishery Council
NAT	National Achievement Test
NCR	National Capital Region
NDCC	National Disaster Coordinating Council
NDP-PMU	National Drug Program-Project Management Unit
NEDA	National Economic and Development Authority

NGO	Nongovernmental Organization
NFA	National Food Authority
NGA	National Government Agency
NHA	National Housing Authority
NHMFC	National Home Mortgage Finance Corporation
NIA	National Irrigation Administration
NIPAS	National Integrated Protected Areas System
NMCIREMP	Northern Mindanao Community Initiatives Resource Management Project
NPA	New People's Army
NPC	National Power Corporation
NSCB	National Statistical Coordination Board
NSO	National Statistics Office
NZAID	New Zealand Agency for International Development
OCD	Office of Civil Defense
ODA	Official Development Assistance
OPAPP	Office of the Presidential Assistant for Peace Process
OPB	Out Patient Benefit
OSCA	Office for Senior Citizens Affairs
OSR	Own-Source Revenues
OTB	Operation Tulong sa Barangay
OTOP	One Town, One Product
PA	Philippine Army
PAGASA	Philippine Atmospheric, Geophysical and Astronomical Services Administration
PAGRO	Provincial Agriculture Office
PAO/PAGRO	Provincial Agriculture Office
PBSP	Philippine Business for Social Progress
PCA	Philippine Coconut Authority
PCDPFP	Provincial Comprehensive Development and Physical Framework Plan
PCF	PhilHealth Capitation Fund
PCSD	Palawan Council for Sustainable Development
PDMS	Poverty Database Monitoring System
PEMO	Provincial Environment Management Office
PENRO	Provincial Environment and Natural Resources Office
PFS	Presence of Frontline Services
PGS	Public Governance System
PhilGEPS	Philippine Government Electronic Procurement System
PHIC	Philippine Health Insurance Corporation
PHO	Provincial Health Office
PMIS	Personnel Management Information System

PMT	Project Management Team
PNP	Philippine National Police
PD	Presidential Decree
PO	People's Organization
POC	Peace and Order Council
PPFP	Provincial Physical Framework Plan
PRIDE	Provincial Investment Development
PRP	Poverty Reduction Plan
PS	Personnel Services
PSCEAP	Provincial Steering Committee For Externally-Assisted Projects
PSEEAP	Public Service Ethics and Accountability Program
PSEP	Public Service Excellence Program
PSO	Private Sector Organization
PSWDO	Provincial Social Welfare and Development Office
PSWMB	Provincial Solid Waste Management Board
PWD	Persons with Disability
QPFMP	Quirino Provincial Forestry Mater Plan
QUEST	Quality Education for Sarangani Today
RA	Republic Act
RFA	Rapid Field Appraisals
RDC	Regional Development Council
RFA	Rapid Field Appraisal
RGP	Revenue Generation Plan
RHU	Rural Health Unit
RPT	Real Property Tax
RPTIS	Real Property Tax Information System
RSCC	Regional Statistical Coordinating Committee
RPTA	Real Property Tax Assessment
RTA	Real Tax Accomplishment
SAT	Service Audit Team
SB	Sangguniang Bayan (City Council)
SBFZ	Subic Bay Freeport Zone
SBM	School-Based Management
SCALOG	System on Competency Assessment for Local Governments
SEA-K	Self- Employment Assistance
SEF	Special Education Fund
SEP	Socio-Economic Profile
SGC	School Governing Councils
SIKAT	School for Indigenous Knowledge and Tradition
SIPLAS	Siargao Island Protected Landscape and Seascape

SK	Sangguniang Kabataan
SLF	Sanitary Landfill
SLCR	State of the Children's Report
SLGR	State of Local Governance Report
SMED	Small-Medium Enterprise Development
SMEDC	Small and Medium Economic Development Councils
SoCCSKSarGen	South Cotabato, Cotabato, Sultan Kudarat, Sarangani, and General Santos
SOMA	State of the Municipality Addresses
SOMECAP	Socialized Medical Care Program
SOPA	State of the Province Address
SPDI	Sustaining Peace and Development Initiatives
SWIP	Small Water Impounding Project
SWM	Solid Waste Management
SWMP	Solid Waste Management Plan
SWS	Social Welfare Services
TAG	Transparent Accountable Governance
TB-DOTS	Tuberculosis-Directly Observed Treatment Short Course
TDP	Tourism Development Plan
TESDA	Technical Education and Skills Development Authority
TNA	Training Needs Assessments
TWG	Technical Working Group
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNESCO	United Nations Educational, Scientific and Cultural Organization
USAID	United States Agency for International Development
VAWC	Violence Against Women and Children
WB	World Bank
WCPD	Women and Child Protection Desk
WQMA	Water Quality Management Area
WWTF	Wastewater Treatment Facilities





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